Co-Producing Public Safety

Communities, Law Enforcement, and Public Health Researchers Work to Prevent Crime Together

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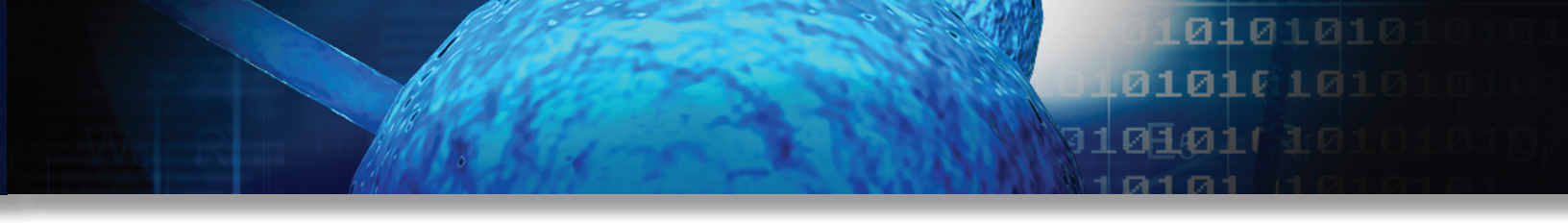

Co-Producing Public Safety

Communities, Law Enforcement, and Public Health Researchers Work to Prevent Crime Together

By Sarah Schweig, Nazmia E.A. Comrie, and John Markovic

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Introduction

Even though crime has decreased across the country since the early 1990s, high rates of violence persist in many neighborhoods. In response, many jurisdictions are seeking ways to understand and prevent violence with a broader multidisciplinary approach, treating violence collaboratively as both a public health issue and a crime problem.

A growing number of communities have been adopting this approach. One leading advocate of this method is The California Endowment, whose senior vice president, Anthony Iton, has said, "If you want to change an environment, you have to change many systems."

To identify which systems need changing and the most effective ways to do it, The California Endowment, the Center for Court Innovation, and the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) met in Los Angeles on August 1, 2014.

In their roundtable discussion titled "Spreading a Cure for Crime," law enforcement executives, public health professionals, funders, researchers, and government officials worked together to share information and craft collaborative strategies to prevent crime.

This roundtable was the third in a series, following two other meetings hosted by The California Endowment, the Center for Court Innovation, and the COPS Office: *Law Enforcement and Public Health: Sharing Resources and Strategies to Make Communities Safer,* held in March of 2011[1] and *Seeding Change: How Small Projects Can Improve Community Health and Safety,* held in January 2012.[2]

This publication adds to the knowledge from the previous convenings and the reports on them while including a summary of the discussions, collaborative approaches, challenges, and recommendations for moving forward from the "Spreading a Cure for Crime" forum.

1. Robert V. Wolf, *Law Enforcement and Public Health: Sharing Resources and Strategies to Make Communities Safer* (Washington, DC: Office of Community Oriented Policing Services, 2012), http://ric-zai-inc.com/Publications/cops-p226-pub.pdf.
2. Sarah Schweig, *Seeding Change: How Small Projects Can Improve Community Health and Safety* (Washington, DC: Office of Community Oriented Policing Services, 2013), http://ric-zai-inc.com/Publications/cops-p256-pub.pdf.

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Emerging Practices

Because social, economic, political, and cultural conditions influence both violence and public health,[3] crime prevention programs based on the public health model can be very effective. Public health programs focus on "dealing with diseases and with conditions and problems affecting health . . . to provide the maximum benefit for the largest number of people" and incorporate medicine, epidemiology, sociology, psychology, criminology, education, and economic disciplines.[4] This approach also works well in preventing violence because, like an infectious health epidemic, violence can be contagious—spreading through acts of retaliation, social pressure, or modeling behavior. It can also directly affect physical health; researchers have drawn a connection between fear of crime and shorter life expectancy.[5]

To prevent violence, the Centers for Disease Control and Prevention (CDC) encourage the use of the following four-step model, which mirrors their general problem-solving approach for addressing disease and other public health concerns. Here are their suggestions:

1. **Define and monitor the problem.** The first step is to understand the "who, what, when, where, and how." This involves analyzing data from police reports, medical examiner files, vital records, hospital charts, registries, population-based surveys, and other sources.

2. **Identify risk and protective factors.** Understanding what factors protect people or put them at risk for experiencing or perpetrating violence is also important. Risk and protective factors help identify where prevention efforts should be focused.

3. **Develop and test prevention strategies.** Findings from needs assessments, community surveys, stakeholder interviews, and focus groups are useful for designing prevention programs. Once programs are implemented, they should be evaluated rigorously to determine their effectiveness.

4. **Ensure widespread adoption.** Once prevention programs have been proven effective, they must be implemented and adopted more broadly. Dissemination techniques to promote widespread adoption include training, networking, technical assistance, and evaluation.[6]

3. Linda L. Dahlberg and Etienne G. Krug, "Violence—A Global Public Health Problem," ch. 1 in *World Report on Violence and Health*, eds. Etienne G. Krug, Linda L. Dahlberg, James A. Mercy, Anthony B. Zwi, and Rafael Lozano (Geneva: World Health Organization, 2002), http://whqlibdoc.who.int/publications/2002/9241545615_eng.pdf?ua=1.
4. Ibid.
5. Wolf, *Law Enforcement and Public Health* (see note 1).
6. Sarah Schweig, "Healthy Communities May Make Safe Communities: Public Health Approaches to Violence Prevention," *NIJ Journal* 273 (March 2014), http://nij.gov/journals/273/Pages/violence-prevention.aspx.

Changing Environments

As the CDC's model reflects, public health practitioners pay close attention to the environments in which diseases spread or destructive behaviors fester. "How do we get people to see that some behaviors aren't criminal, but environmental?" COPS Office Director Ronald L. Davis asked at the roundtable. A number of cities have sought to change local environments with an eye toward simultaneously improving health and reducing violence. Examples discussed during the meeting are outlined in the following sections.

East Palo Alto, California: Changing public spaces to fitness improvement areas

When Davis was police chief in East Palo Alto, California, he saw that the community needed to regain control of public spaces overrun by gangs. His solution was to develop a strategy whereby the residents would reoccupy the open spaces in their communities. A key component was the formation through support from The California Endowment[7] of Fitness Improvement Training (FIT) Zones. The goals of FIT Zones were (1) to increase public safety, (2) improve police-community relations, and (3) increase healthy behavior among residents living in high-crime areas. Resident empowerment was an essential component in achieving these goals.

To achieve these three goals, the East Palo Alto Police Department used statistical data to identify the areas most plagued by gunshots over a two-year period. Focusing on those areas, the police department connected with local health and social service providers to organize educational talks on healthy living at the same time that they launched FIT Zones, which provide space for the police to lead physical activities with local residents.

First, the project conducted a survey of the residents in the targeted areas. Then they held multiple community meetings with residents and project partners. The project began in earnest with health navigators conducting multilingual presentations to residents on the dangers of poor diet, the importance of exercise at all ages, the importance of medical checkups, and many other health-related subjects. During these sessions, police department personnel—and eventually community volunteers—led physical activities like bike riding, yoga, and jogging with residents in these areas.

A critical element of this effort was designing an assessment mechanism so that the project could gather results and make adjustments if needed. The evaluation of this new approach is nearing completion. "What we have found is that at one of the two sites, there has been a statistically significant drop in shootings, while there has not been at the other site," said Sarah Lawrence, a researcher for the project. "The interesting question is 'What is going on that you are seeing a significant reduction in shootings at one site and not the other?' Could it be because one of the sites had more activities or higher levels of resident participation?" she said.

Federico Rocha, who served as interim chief in East Palo Alto following Davis, added,

> What we saw were people quickly moving up to levels of self-actualization. This was an unanticipated benefit, which just astounded me. Eventually, the residents wanted to take leadership of the FIT Zones. They came up with ideas like "maybe we can register people for the Affordable Care Act." It went well beyond "let's be safe."

7. The California Endowment is a leading advocate of this approach, sponsoring a number of initiatives that seek to better people's health and make neighborhoods safer.

Los Angeles, California: Collaborating to improve the community's quality of life

The Los Angeles Police Department (LAPD) and the Housing Authority of the City of Los Angeles decided to focus on the Watts neighborhood, an area with a long history of police-community conflict, gang violence, and poverty. To improve conditions, the Housing Authority collaborated with the Advancement Project, a civil rights organization that works to foster upward mobility in communities impacted by economic and racial injustice. The Advancement Project's Urban Peace Program collected input from more than 900 residents, and based on that information recommended violence-reduction strategies for three housing developments in Watts.

To implement these strategies, the LAPD and the Housing Authority signed an agreement to promote safety in Watts through the Community Safety Partnership (CSP),[8] a unique collaboration that uses the Advancement Project's comprehensive violence reduction model, which is rooted in a public health approach. Through CSP, officers work side by side with residents to address quality-of-life issues while simultaneously bridging the gap between the community and the police.[9]

According to *The New York Times*, violent crime in these public housing projects has fallen by more than 60 percent over the past two years.[10] LAPD Commander William Scott attributes this improvement in public safety to the CSP, which he says has made a "tremendous difference." He further stated, "It is part of the reason that I personally think that we are down to less than 300 homicides [across the city] last year as opposed to four digits 20 years ago." Scott also noted that CSP participation required an underlying shift in mindset, encouraging police to see residents as co-producers of safety.

Another successful violence effort was the Summer Night Lights program created by the Los Angeles mayor's Office of Gang Reduction and Youth Development to reduce violence, which usually increases in the summer. By expanding youth programming, employing at-risk youth, and using community intervention workers to help maintain cease-fires, Summer Night Lights targets a total of 32 locations across the city of Los Angeles, keeping recreation centers and parks open between the hours of 7:00 p.m. and 11:00 p.m. throughout the summer months.

Results show that in the 32 Summer Night Lights communities, there was a 15.4 percent reduction in gang-related crime from 2013 to 2014.[11]

8. Susan Lee, "Watts Community Safety Partnership: Collaboration for Safer Neighborhoods, " The California Endowment, last modified August 5, 2013, http://tcenews.calendow.org/blog/watts-community-safety-partnership:-collaboration-for-safer-neighborhoods.
9. "Community Safety Partnership: Collaboration for Safer Neighborhoods," Advancement Project, accessed May 21, 2015, http://www.advancementprojectca.org/?q=Community-Safety-Partnership-Los-Angeles.
10. John Buntin, "What Does It Take to Stop Crips and Bloods From Killing Each Other?" *The New York Times*, last modified July 10, 2013, http://www.nytimes.com/2013/07/14/magazine/what-does-it-take-to-stop-crips-and-bloods-from-killing-each-other.html?pagewanted=all&_r=3&.
11. "Summer Night Lights," Gryd Foundation, accessed May 21, 2015, http://www.grydfoundation.org/summer-night-lights.

Philadelphia, Pennsylvania: Changing empty lots into green space

Research shows a significant reduction in crime over a decade in areas that had greened lots compared to areas where vacant lots were in disarray.[12] A second study found that community members who lived near the greened lots also felt safer.[13] Taking a cue from this research, Philadelphia health and police agencies collaborated to share data on identifying locations associated with crime and disorder. Using this data, police officers discovered and reported vacant lots for greening as they patrolled the streets.

Keeping these areas green takes work, and maintaining a lot over time demands a significant commitment on the part of community members. In Philadelphia, many community leaders organize not only maintenance of the lots but also community gatherings and sports events in them. Moreover, over time, the City of Philadelphia found that transforming empty lots strewn with debris and trash into well-kept spaces helped restore order and safety. According to Deputy Police Commissioner Nola Joyce, the city's green lots represent "the best that comes from collaboration and community policing" by demonstrating that everyone plays a role in maintaining public safety.

12. Emily Badger, "Greening Vacant Lots Linked to Reduced Gun Violence: A 10-Year Effort to Reclaim Vacant Lots in Philadelphia Yields Positive Results," *The Atlantic*, last modified November 21, 2011, http://www.citylab.com/crime/2011/11/greening-vacant-lots-linked-reduced-gun-violence/526.
13. Don Sapatkin, "Penn Study Says Neighborhood Cleanups Are Good for Health and Safety," Philly.com, last modified August 9, 2012, http://articles.philly.com/2012-08-09/news/33101452_1_penn-study-clinical-research-charles-branas.

Changing Behaviors

According to researcher Andrew Papachristos, violence spreads much like a blood-borne pathogen. This means that close association with a gang member or similar high-risk individual significantly increases the risk of becoming violent oneself. Recognizing this phenomenon, some jurisdictions have chosen to focus deterrence on high-risk individuals as a way of making the entire community safer. This focused deterrence strategy, first implemented in Boston and now supported by the National Network for Safe Communities, seeks to identify high-risk offenders and communicate clear incentives for compliance with the law while underscoring the message that there will be serious consequences for continuing violent activity.

The key components of this approach are identifying offenders most responsible for violence in the community and hosting call-in meetings in which those individuals are required (as part of their probation or parole terms) to meet with representatives of local criminal justice agencies, social service providers, health organizations, and community stakeholders. Some focused deterrence approaches also emphasize procedural justice strategies, such as listening to and respecting the rights of the individuals, to increase the perception of law enforcement legitimacy in neighborhoods.

New Haven, Connecticut: Changing behaviors through focused deterrence

In 2011, New Haven Police Chief Dean Esserman teamed up with a group of Yale University professors, including Papachristos, Tracey Meares, and Tom Tyler, to use social network analysis to pinpoint the people most at risk for violence. Papachristos trained police in New Haven to analyze social networks that highlight these dangerous relationships. "This allows us to be very accurate," Esserman said.

The team organized call-in meetings, bringing together family members, friends, law enforcement agencies, and social services to develop exit strategies from a life of crime and danger. "Just like in epidemiology, the closer you are connected to someone who is committing an act of violence or has been the victim of an act of violence, the closer you become to being impacted next," Esserman explained, echoing Papachristos.

While it is still early to assess the impact of the program, according to Esserman, homicides in New Haven dropped 46.2 percent from January–October 2011 to January–October 2013. During the same time span, the number of nonfatal shooting victims fell by 49 percent, and the number of shots fired fell by 44.1 percent.

Chicago, Illinois: Changing gang-related violence with focused deterrence

Chicago's Gang Violence Reduction Strategy (GVRS) also uses a focused deterrence approach, which comprises multiple components: information gathering, analysis, dissemination of intelligence, linking of gangs to their factions, social network mapping, and a variety of mission-specific operations focused on targeting gang members and their associates.[14] The approach includes the use of call-in meetings, which engage high-risk individuals on probation or parole in conversation with representatives from the Chicago Police Department, the U.S. Attorney's Office, the Cook County State's Attorney's Office, the Drug Enforcement Administration, the Department of Probation and Parole, and other key agencies.

14. "General Order G10-01: Gang Violence Reduction Strategy" (Chicago: Chicago Police Department, 2014), http://directives.chicagopolice.org/lt2014/data/a7a57bf0-136d1d31-16513-6d1d-382b311ddf65fd3a.html.

The strongest voices in these call-in meetings come from community members. "We bring in members of the community who have had loved ones shot or murdered," First Deputy Superintendent of the Chicago Police Department Alfonza Wysinger said. "This shows that a violent act doesn't stop with the violent act. Sometimes it goes on for generations." The call-ins are also forums to connect individuals to GED programs, job training programs, and other services. In 2013, researchers said that numbers show 30 to 40 percent reductions in group violence in the targeted districts.[15]

Another method that Chicago is considering to reduce crime is increasing opportunities for youth employment. Roseanna Ander, executive director of the University of Chicago Crime Lab, discussed how employment for youth could help prevent involvement in dangerous behavior. Ander has led a randomized control trial to look at the impact of One Summer Plus, a program that combined a part-time summer job with cognitive behavioral therapy-based programming to reduce violence and generate lasting improvements in youth outcomes.

According to Ander, holding a job for as little as seven weeks was related to a 51 percent decrease in violent crime arrests and a similar decrease in violent crime victimization.[16] "I think Chicago gets a lot of attention for the homicides and crime and probably not enough attention for trying to be innovative and strategic, particularly in a time of reduced resources," Ander said.

In recent months, both the Chicago and New Haven police departments have taken the focused deterrence model a step further. In addition to group call-ins, they are now taking intervention literally to the doorsteps of high-risk individuals. For these "custom notifications," police knock on the doors of high-risk individuals to talk about how serious the situation is while offering connections to social services. "We actually tell them, 'Hey, you have a high probability of either being shot or being killed,' and most of the time, they actually invite us into the house," Wysinger said.

15. Christopher Maliette, *Chicago Violence Reduction Strategy*, presentation given at National Network for Safe Communities, John Jay College of Criminal Justice, New York, March 2013, http://www.care4community.com/wp-content/uploads/2013/03/VRS.pdf.

16. Sara Heller, *Short Term Results of the One Summer Plus 2012 Evaluation: Executive Summary* (Chicago: University of Chicago Crime Lab, n.d.), https://crimelab.uchicago.edu/sites/crimelab.uchicago.edu/files/uploads/Plus%20results%20brief%20FINAL%2020130802.pdf.

Changing Systems

Police departments across the country use crime incident data to identify hot spots for crime. Building on this idea, some cities are creating public health and public safety collaborations to promote data sharing and improve analysis across these two disciplines.

Milwaukee, Wisconsin: Changing violence by creating and using a homicide database

The Milwaukee Homicide Review Commission (HRC) is a collaborative effort that includes an epidemiologist, criminal justice professionals, and community service providers who work together to better understand homicides, help solve cases, and reduce the number of killings. Meeting regularly, they exchange information on homicides and other violent crimes to make recommendations for prevention from both public health and criminal justice perspectives. "Once you get people in the room to start sharing, that is when you identify and really understand the problem," said Mallory O'Brien, founding director of the commission. "And because you are all sitting together, you are really invested in what the solutions are."

The HRC used a $10,000 grant from The California Endowment to support the development of a data system in which detailed information about fatal and near-fatal violent crime can be organized, accessed, and analyzed, further refining the HRC's recommendations. The HRC started out looking only at homicides and has now expanded to look at nonfatal shootings as well as near-fatal domestic violence cases. They also have developed specialized reviews for subcategories of homicides, such as those resulting from domestic violence.

Since Milwaukee has implemented many of the HRC's suggestions research indicates that this collaborative, data-supported approach is paying off. According to O'Brien, in the police districts where the HRC was conducting reviews of homicides, a 52 percent decrease occurred compared to a 9.2 percent decrease in the districts not participating in reviews.[17]

Seattle, Washington: Pre-booking diversions for low-level offenders

Seattle has been experimenting with ways to address low-level offenses and open-air drug markets since the early 1990s. Between 1990 and 2008, more than 85,000 people were booked for drug offenses in Seattle.[18] But according to many local stakeholders, short stints in jail were not proving to be an effective deterrent.

Seeking a better solution, the city and county police departments teamed up with government leaders, the Defender Association (a private legal defense agency), the American Civil Liberties Union (ACLU) of Washington State, and members of the local community. Together, they created Law Enforcement Assisted Diversion (LEAD), which offers a prebooking diversion option for people arrested on low-level narcotics and prostitution charges.

Based on the public health concept of harm reduction, LEAD requires a new approach for law enforcement, which has traditionally thought of drug use and prostitution solely as crimes rather than public health problems. According to the Harm Reduction Coalition, a national advocacy organization that helps individuals

17. "Milwaukee Homicide Review Commission: Overview," City of Milwaukee, accessed May 21, 2015, http://city.milwaukee.gov/hrc/overview#.VG-xA_nF-So.
18. Dan Satterberg et al., "Seattle LEADs on Law Enforcement Diversion," *Community Policing Dispatch* 6, no. 4 (April 2013), http://cops.usdoj.gov/html/dispatch/04-2013/seattle_leads.asp.

and communities impacted by drug use, the harm reduction model seeks to reduce negative consequences associated with drug use by meeting the users in their own comfort zones and working to minimize harm rather than ignoring or merely condemning drug use.[19]

After an arrest, instead of prosecuting low-level drug and prostitution offenses, LEAD allows officers to divert individuals to community-based treatment and other services. Once enrolled in LEAD, participants are assigned to case workers who develop individualized treatment plans. Services can include drug treatment, mental health services, housing, and job training and placement. If a participant fails the program, everybody comes to the table to talk about options other than filing charges and to discuss other underlying problems that may have caused the participant to fail. This represents a departure from many other diversion programs, in which failure often results in returning the case to the traditional justice system.

Leonard Noisette, Director of the Justice Fund for U.S. Programs at the Open Society Foundations—which promotes criminal justice reform around the world by, among other efforts, developing alternatives to pretrial detention—has helped support LEAD. After attending one of these meetings, he said they were "a learning opportunity for people in different sectors" to understand treatment practices, as well as how law enforcement officers think and operate. Program Officer Sanjay Patil of the Open Society Foundations' Public Health Program added, "having the different voices at the table was one of the strengths of the work and one of the reasons why Open Society Foundations got involved."

A process evaluation of the first two years of LEAD's implementation showed that attitudes changed markedly among officers who had initially expressed little support for the program. But those who had strong guiding leadership during the program felt more optimistic than those without.[20] "The ultimate goal, of course, is to decrease the harm to the individual and the community," said Mike Washburn, assistant chief of the Seattle Police Department. "Moving to that harm reduction model is a big mindset shift. Officers are now coming to understand that getting better can take time."

19. "Principles of Harm Reduction," Harm Reduction Coalition, accessed May 21, 2015, http://harmreduction.org/about-us/principles-of-harm-reduction/.

20. Katherine Beckett, *Seattle's Law Enforcement Assisted Diversion Program: Lessons Learned from the First Two Years* (Seattle: University of Washington, 2014), http://leadkingcounty.org/storage/2014-Lead-Process-Evaluation.pdf.

Looking Ahead

Just a few days after the roundtable discussion, Michael Brown was killed in Ferguson, Missouri, sparking protests and a national debate about racial injustice and police-community relations. Davis, director of the COPS Office, which offered training to the Ferguson Police Department, said that the aim of that training was to change the approach of law enforcement, which must act as guardians of constitutional rights instead of as warriors.[21]

How do police departments—not just in Ferguson but also in other areas of the country—start transforming their roles in the community from warriors to guardians? What role, if any, can police/public health collaborations play in attempting to address the current unrest in many communities? These are just two of the questions that the roundtable innovators and others are attempting to answer.

Recognizing trauma

Historically disadvantaged communities feel like they do not have control over their own future, and they see the evidence all around them in the forms of violence, poverty, and criminal behavior. "I talk to kids in Houston and Atlanta, and now I am starting to work in Baltimore," said Phillip Atiba Goff, an associate professor of social psychology at the University of California, Los Angeles. "Kids are saying, 'Look at my odds. No matter how well I do, there is someone with a 4.0 GPA working at McDonald's, there is a 4.0 National Merit Scholar who's on their way to jail.'"

But lack of good employment opportunities and the overall poor quality of life are only two of the many problems confronting the residents of these neighborhoods. According to Iton, the senior vice president of The California Endowment, a person's ZIP code matters as much as his or her genetic code in determining how long and healthily she will live. Individuals in low-income areas are much more likely to be injured or die from violence or experience the negative health effects of stress and fear. Esserman, the police chief of New Haven, added, "It used to be that the victim was the one who was hit by the bullet. Now we realize the victim can just as well be someone else living in that ZIP code, who is living with a sense of fear. The family is the victim; the neighborhood is the victim; the school is the victim."

Addressing mistrust

Nina Vinik, program director of the Gun Violence Prevention Program at The Joyce Foundation, said that gun violence fueled by the easy availability of firearms is a factor that fosters mistrust between police and community members. "The misunderstanding in vulnerable communities is 'you can't trust the police to protect you; you need to protect yourself.'"

Quite often conversations about policing in urban areas avoid this topic, Vinik said, "but it has to be addressed. Firearms don't fall from the sky. Solutions that combat the supply of illegal firearms are important to protect officer and community safety."

21. Evan Perez, "Justice Department Reviewing Police Response to Ferguson Protests," CNN, last modified November 18, 2014, http://www.cnn.com/2014/11/18/justice/ferguson-justice-department-review/.

Jim McDonnell, former police chief in Long Beach, California, and now Sheriff of Los Angeles County, added that law enforcement needs to recognize language and cultural barriers and work to bridge these divides in sensitive ways. "One of our big challenges [in Long Beach] is we have the largest Cambodian population outside of Cambodia. For a population that went through the Killing Fields, to try to get a level of trust for police, or government in any form, is very difficult."

When a man died while in custody in Baltimore, Police Commissioner Anthony Batts said that transparency and the ability to admit mistakes were key in working toward rebuilding trust. "That family, who was very angry at me and the police department, just recently said the only person that we trust in this entire city is Tony Batts. Now, that is a red badge of courage for me, but it should be that they trust that police department," Batts said.

San Mateo Police Chief Susan Manheimer suggested that police rethink their roles in the community, becoming "resource brokers, helping connect residents to services they need to improve their lives and keep them away from criminal behavior."

Goff, the social psychologist, suggested that public health approaches to policing could help change a historically unhealthy dynamic between police and residents. "If we think about public health approaches as a way in which officers can eliminate historical mistrust, that might be a way for us to help those most difficult neighborhoods," he said.

Paul Hernandez, a senior advisor from Fenton Communications, an agency specializing in social change, added that leaders need to begin expanding their view of public safety, seeing it not just as the sole responsibility of law enforcement, but also as a cooperative effort of several agencies and communities. "Success means collaboration, because it's impossible for any single agency to solve so many things," he said.

Participants also noted that the focus of public safety should expand to include the health of the officers who serve the neighborhoods as well. An essential component of any community's public safety is the emotional health of its law enforcement professionals, who are often affected by stress, fatigue, even post-traumatic stress syndrome (PTSD).

According to Philadelphia Deputy Police Commissioner Nola Joyce,

> Every day, especially in large cities and inner city neighborhoods, officers are experiencing trauma. If we don't begin to understand that and figure out how to deal with it, we are not going to really see substantial changes. I do believe that some of our officer-involved shootings are a result of that trauma experience and the fear that is generated from that experience.

Davis agreed: "The more we acknowledge the trauma that officers go through, the more they can understand the trauma that the community goes through."

Focusing on minority populations

In 2014, the U.S. Department of Health and Human Services, Office of Minority Health partnered with the COPS Office to encourage collaborations between law enforcement and

public health. The resulting initiative, "Minority Youth Violence Prevention (MYVP): Integrating Public Health and Community Policing Approaches," is a three-year project that focuses in particular on at-risk minority male youth.

The nine selected MYVP sites are Binghamton, New York; Cincinnati, Ohio; Cabarrus County, North Carolina; DeKalb County, Georgia; Hennepin County, Minnesota; Oakland, California; Sacramento, California; Chatham County, Georgia; and West Palm Beach, Florida.

"What this program will do is really help to demonstrate the effectiveness of integrating public health and community policing," said Deputy Assistant Secretary for Minority Health J. Nadine Gracia.

"The history of law enforcement relationships with minority communities over the decades in this country, for a great part of that, has more gotten in the way of community health and well-being than has been supportive," Robert Ross, president and CEO of The California Endowment, said. "I have seen in recent years, the tide is turning. I think we finally figured out that we are all on the same team."

Suggestions

Though there are no simple solutions, there are multi-dimensional strategies and collaborative approaches that can go a long way toward improving public safety. Many suggestions about how to adapt public health approaches to public safety arose during the roundtable discussion. Here are some highlights:

- **Learning.** New law enforcement strategies often involve getting many people, from the rank-and-file officers to the police chief, on board. "How do you make sure that buying into this will help the beat cop's career?" asked Lois Davis, senior policy researcher at RAND Corporation. Goff said that translating these concepts for rank-and-file officers as well as the community is necessary to scale up public health approaches to policing. Esserman suggested structuring police departments in a way that would introduce these new prevention strategies to new recruits, so that they can take hold in the long term. Using the example of a teaching hospital, Esserman said, "We like to see ourselves as a teaching police department."

- **Data.** Sharing information can be key in collaborations. The Homicide Review Commission in Milwaukee has worked to create a data hub capable of processing and aggregating complex data sets. This has allowed the commission to analyze other community problems. For example, it started a juvenile justice review for a small number of repeat youth offenders. To do so, the commission needed to bring in new voices, such as representatives from school districts, mental health service providers focused specifically on youth, and representatives from the Bureau of Milwaukee Child Welfare, to inform discussions. By looking at data together, these different sectors were able get a better idea of the underlying causes of delinquency.

- **Community knowledge.** Gracia stressed the importance of knowing the different cultures within the community Batts agreed: "If you're going to respond to the community, you have to know the community," he said.

Conclusion

At the end of the day, policing and public health experts agreed that what had been pilot attempts at collaboration just a few years ago were growing into effective, sustainable models of crime prevention. The Minority Youth Violence Prevention initiative is a major step on the path toward greater data analysis, crime prevention, and improved relationships with other agencies and the communities that police departments serve. The collaboration between the U.S. Department of Justice and the U.S. Department of Health and Human Services is a huge milestone for the field: two agencies partnering for the safety of the community.

Overall, this forum and the previous two collectively demonstrate the abundance and range of examples of public health approaches being used by law enforcement across the country. At the beginning of this endeavor, the public health approach was a concept that looked great on paper. Since then, these discussions have sparked at least nine additional jurisdictions to test these approaches. This forum highlighted some initial promising results, with the hope that there will be more to report in the next several years.

Appendix. Participants in the Roundtable

Participants are listed with the titles and affiliations they held at the time of the roundtable on August 1, 2014.

Roseanna Ander
Executive Director, University of Chicago Crime Lab

Laura Angel
Associate Vice President for Advancement, Centers for Disease Control Foundation

Anthony Batts
Police Commissioner, Baltimore (Maryland) Police Department

Joseph E. Brann
President, Joseph Brann and Associates

Jim Bueermann
President, Police Foundation

Nazmia E.A. Comrie
Senior Social Science Analyst, Office of Community Oriented Policing Services, U.S. Department of Justice

Lois Davis
Senior Policy Researcher, RAND Corporation

Ronald L. Davis
Director, Office of Community Oriented Policing Services, U.S. Department of Justice

Dean M. Esserman
Chief of Police, New Haven (Connecticut) Police Department

Phillip Atiba Goff
Associate Professor of Social Psychology, University of California, Los Angeles; Visiting Scholar, Harvard Kennedy School; President, Center for Policing Equity

J. Nadine Gracia
Deputy Assistant Secretary for Minority Health, Office of Minority Health, U.S. Department of Health and Human Services

Paul Hernandez
Senior Advisor, Fenton Communications

Anthony Iton
Senior Vice President, Building Healthy Communities, The California Endowment

Nola Joyce
Deputy Commissioner, Philadelphia (Pennsylvania) Police Department

Julius Lang *(Facilitator)*
Director, Training and Technical Assistance, Center for Court Innovation

Sarah Lawrence
Director of Policy Analysis, Warren Institute on Law and Social Policy, Berkeley School of Law, University of California

Reshma Mahendra
Public Health Advisor, Office of the Director of the Division of Violence Prevention, National Center for Injury Prevention and Control, Centers for Disease Control and Prevention

Susan Manheimer
Chief of Police, San Mateo (California) Police Department

Julio Marcial
Program Director, The California Wellness Foundation

John Markovic
Senior Social Science Analyst, Office of Community Oriented Policing Services, U.S. Department of Justice

Jim McDonnell
former Chief, Long Beach (California) Police Department; now Sheriff, Los Angeles County Sheriff's Department

Katherine McQuay
Senior Advisor, Office of Community Oriented Policing Services, U.S. Department of Justice

Leonard Noisette
Director, Justice Fund, Open Society Foundations

Mallory O'Brien
Founding Director, Milwaukee Homicide Review Commission

Sanjay Patil
Program Officer, International Harm Reduction Development Program, Open Society Foundations

Terrance Pitts
Program Officer, Justice Fund, Open Society Foundations

Barbara Raymond
Director, The California Endowment

Federico L. Rocha
Undersheriff, City and County of San Francisco, Calfornia

Robert K. Ross
President and Chief Executive Officer, The California Endowment

William Scott
Commander, Los Angeles (California) Police Department

Vincent Talucci
Executive Director, International Association of Chiefs of Police

Nina Vinik
Program Director, Gun Violence Prevention Program, The Joyce Foundation

Mike Washburn
Assistant Chief, Seattle (Washington) Police Department

Alfonza Wysinger
First Deputy Superintendent, Chicago (Illinois) Police Department

About The California Endowment

The California Endowment is a private, statewide health foundation that was created in 1996 as a result of Blue Cross of California's creation of WellPoint Health Networks, a for-profit corporation. This conversion set the groundwork for our mission:

The California Endowment's mission is to expand access to affordable, quality health care for underserved individuals and communities, and to promote fundamental improvements in the health status of all Californians.

- The Evidence: California's Prosperity Depends on Our Health. Our Health Depends on Where We Live.

  Where we live, work and play directly impacts our health.

  The evidence shows that for California to thrive, our communities must have more than available health care. Affordable housing, good jobs, safe schools, clean air, parks and playgrounds, walkable streets, markets with fresh fruits and vegetables, and strong social networks are also crucial to a healthy California.

- The Challenge: Too Many of California's Communities Lack the Basic Ingredients for Health.

  One example is when schools are not built within a safe walking distance of where families live, children get less daily exercise. More driving to school and work means more air pollution and fewer opportunities for exercise. More air pollution means more asthmatic attacks. More asthma means even less physical activity, more days absent from school and work, and a higher cost of health care for everyone.

- The Strategy: A 10-Year, Multimillion-Dollar Statewide Commitment to Advance Policies and Forge Partnerships to Build Healthy Communities and a Healthy California.

  The inequities are unacceptable, but the opportunities for change are undeniable. The California Endowment is embarking on a new 10-year statewide initiative, creating places where children and youth are healthy, safe, and ready to learn.

  We will forge new partnerships and tap the local wisdom of community organizers, school principals, city planners, business CEOs, people who work in hospitals and clinics, parents, and youth to deliver the essentials of a healthy place to live.

  Over the next 10 years we are prepared to do what it takes at the local, regional, and state levels so that everyone, no matter where they live, can grow up healthy and contribute to the state's prosperity.

- The Change: Statewide Advocacy Will Lift Up Improvements in Communities to Promote Policies that Support Change Now and Sustain Hope in the Future.

  While we are helping community residents to beat the odds locally, we are also engaging them in our broader strategy to change the odds on a larger scale. Ultimately we are aiming for a shift in thinking, and a change in statewide policies away from those that ignore the root causes of ill health and toward those that prioritize prevention and value the health of all our communities as essential to the common good.

To learn more, visit calendow.org.

About the Center for Court Innovation

The **Center for Court Innovation** seeks to help create a more effective and humane justice system by designing and implementing operating programs, performing original research, and providing reformers around the world with the tools they need to launch new strategies.

Founded as a public/private partnership between the New York State Unified Court System and the Fund for the City of New York, the center creates operating programs to test new ideas and solve problems. The center's projects include community-based violence prevention projects, alternatives to incarceration, re-entry initiatives, court-based programs that seek to promote positive individual and family change, and many others.

The center disseminates the lessons learned from innovative programs, helping justice reformers around the world launch new initiatives. The center also performs original research evaluating innovative programs to determine what works (and what doesn't).

The Center for Court Innovation grew out of a single experiment; the Midtown Community Court was created in 1993 to address low-level offending around Times Square. The project's success in reducing both crime and incarceration led the court's planners, with the support of New York State's chief judge, to establish the Center for Court Innovation to serve as an ongoing engine for justice reform in New York.

The center has received numerous awards for its efforts, including the Peter F. Drucker Award for Non-Profit Innovation, the Innovations in American Government Award from Harvard University and the Ford Foundation, and the Prize for Public Sector Innovation from the Citizens Budget Commission.

For more information, please visit www.courtinnovation.org.

About the COPS Office

The **Office of Community Oriented Policing Services (COPS Office)** is the component of the U.S. Department of Justice responsible for advancing the practice of community policing by the nation's state, local, territorial, and tribal law enforcement agencies through information and grant resources.

Community policing begins with a commitment to building trust and mutual respect between police and communities. It supports public safety by encouraging all stakeholders to work together to address our nation's crime challenges. When police and communities collaborate, they more effectively address underlying issues, change negative behavioral patterns, and allocate resources.

Rather than simply responding to crime, community policing focuses on preventing it through strategic problem solving approaches based on collaboration. The COPS Office awards grants to hire community police and support the development and testing of innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders, as well as all levels of law enforcement.

Another source of COPS Office assistance is the Collaborative Reform Initiative for Technical Assistance (CRI-TA). Developed to advance community policing and ensure constitutional practices, CRI-TA is an independent, objective process for organizational transformation. It provides recommendations based on expert analysis of policies, practices, training, tactics, and accountability methods related to issues of concern.

Since 1994, the COPS Office has invested more than $14 billion to add community policing officers to the nation's streets, enhance crime fighting technology, support crime prevention initiatives, and provide training and technical assistance to help advance community policing.

- To date, the COPS Office has funded the hiring of approximately 127,000 additional officers by more than 13,000 of the nation's 18,000 law enforcement agencies in both small and large jurisdictions.
- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.
- To date, the COPS Office has distributed more than eight million topic-specific publications, training curricula, white papers, and resource CDs.
- The COPS Office also sponsors conferences, roundtables, and other forums focused on issues critical to law enforcement.

The COPS Office information resources, covering a wide range of community policing topics—from school and campus safety to gang violence—can be downloaded at www.cops.usdoj.gov. This website is also the grant application portal, providing access to online application forms.

Many jurisdictions are seeking ways to prevent violence through a multidisciplinary approach, treating it as a public health issue as well as a crime problem. To identify the most effective ways to do this, the California Endowment, the Center for Court Innovation, and the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) met with law enforcement executives, public health professionals, and others in a roundtable discussion titled "Spreading a Cure for Crime." This report summarizes the discussion and its recommendations for moving forward.

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U.S. Department of Justice

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To obtain details on COPS Office programs, call the COPS Office Response Center at 800-421-6770.

Visit the COPS Office online at **www.cops.usdoj.gov**.

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