



# Community Leadership Council on Gun Violence

*"Leading the charge for a safer community."*



# Tallahassee Police Department

"A Tradition Of Service Since 1841"

Michael J. DeLeo  
Chief Of Police

July 23, 2014

Thank you for agreeing to participate as a member of the new **Community Leadership Council on Gun Violence**. I greatly appreciate your commitment of time and energy to focus on finding effective solutions. As gun violence has been talked about over the several weeks, I think there is broad agreement that solutions need to come from our community as a whole and involve all facets of our community – neighborhoods, churches, businesses, schools, and government agencies.

Every member of the council brings a valuable perspective and significant contributions. Because of your leadership I'm confident the results of the Council's work will have a positive and lasting impact. Included in your package is information from other successful anti-violence programs from around the country. Hopefully these will spark great ideas that can be successfully implemented in Tallahassee.

The Tallahassee Police Department stands-by ready to assist and support the Council's efforts.

Sincerely,

Michael J. DeLeo  
Chief of Police

Community Leadership Council on Gun Violence  
July 23, 2014 Agenda

- I. Welcome
- II. Introductions
- III. Materials
- IV. Discussion
  - a. Youth Representation
  - b. Sub-committees
  - c. Future Steps
  - d. Additional Topics from Council
- V. Next Meeting
- VI. Adjourn

## Council Roster

### Member

### Background

Wilson Barnes	Community Advocate
Reggie Bouthillier	Chamber of Commerce/Planner
Jack Campbell	State Attorney's Office
Buck Chambers	Frenchtown Business Owner
Edward Clark	FAMU/FSU Researcher
Nancy Daniels	Public Defender
Chief Michael DeLeo	Tallahassee Police Department
Pastor Rudy Ferguson	New Birth Tabernacle
Rick Flagg	Frenchtown Neighborhood/Business Owner
Captain Steve Harrelson	Leon County Sheriff's Office
Annie Harris	Frenchtown Neighborhood/ Educator
Betsy Henderson	Realtor/Southside Redevelopment
Pam Hightower	Leon County School Administration
Eva Mannings	Neighborhood Leader/Educator
Pamela Marsh	US Attorney's Office
Heather Mitchell	United Way
Gloria Pugh	Southside Business Owner
Twanetta Rollins	Youth Advocate

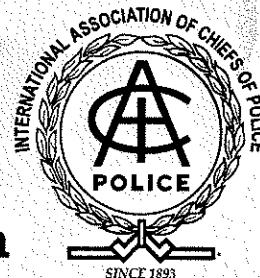




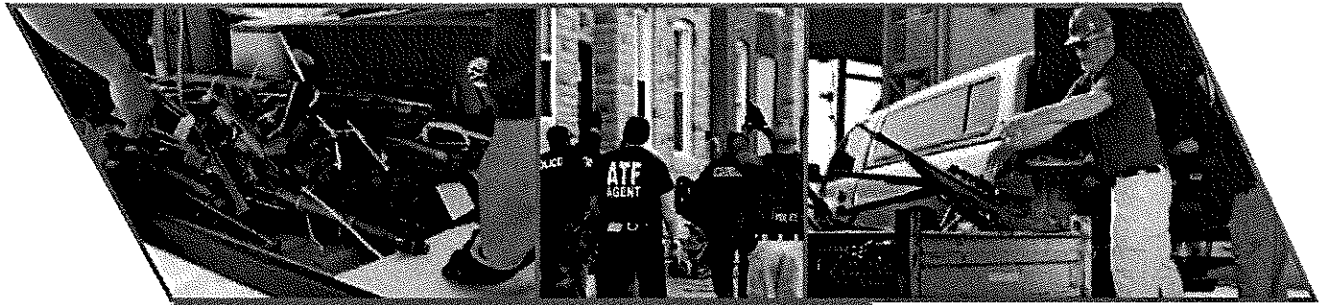
# Reducing Gun Violence in Our Communities:

A Leadership Guide for Law Enforcement on Effective Strategies and Programs

with support from  
**The Joyce Foundation**







## Acknowledgements

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Nina Vinik, Joyce Foundation

David Chipman, ATF

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Members of IACP's Firearms Committee.



# How to Use This Guide

The overall goal of this guide is to provide information about notable programs and policing strategies that can be implemented by law enforcement agencies, regardless of size, in order to enhance the critical and life-saving mission of reducing gun violence. By highlighting innovative approaches developed by law enforcement departments and communities across the country, local leaders are encouraged to expand upon their current efforts in order to create a comprehensive program to enhance community and officer safety.

The guide is structured with sections that address many existing gun violence problems including: gangs, youth violence, domestic violence, and federal firearms trafficking. If a community is experiencing a particular form of gun violence, the corresponding section of the guide offers practical information on effective countermeasures and ways to involve the community, as appropriate. Local law enforcement agencies, together with community leaders, can review this guide to learn about proactive programs and strategies that can be replicated and/or customized to fit into an individual agency's policing model.

For a community or agency looking to develop a gun violence reduction program, IACP's *Taking a Stand* summit report and companion planning guide are useful resources available free of charge on the IACP website. These documents provide both a "big picture" view of the issue along with 39 strategic recommendations in three key areas:

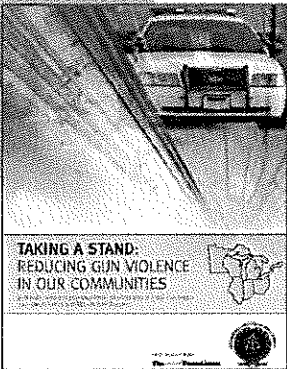
## 1 Keeping Communities Safe

## 2 Preventing and Solving Gun Crime

## 3 Keeping Police Officers Safe

The recommendations of the *Taking a Stand* report seek to engage elected officials and the wider criminal justice system in gun violence prevention by addressing overarching problems such as the criminal possession of firearms, illegal guns, and the lack of law enforcement training. This guide takes that work to the next level by bringing to the attention of community leaders and local law enforcement numerous successful programs and strategies that can proactively reduce gun violence.

All too often discussions about reducing gun violence get confused with the issue of gun control. Therefore, it is important to note that this guide is about reducing gun violence in our communities—a critical mission with which all law-abiding citizens should agree. This guide is not about gun control; it is about the implementation of proactive policing strategies in conjunction with the application of available resources in order to produce a long-lasting reduction in gun violence.



This guide has been developed as part of the International Association of Chiefs of Police (IACP) – Joyce Foundation collaboration that began with the 2007 *Great Lakes Summit on Gun Violence*. The resulting summit report titled *Taking a Stand: Reducing Gun Violence in Our Communities* served as the foundation for this guide that was created through roundtable discussions with law enforcement personnel, interviews with subject matter experts, and a review of notable programs/initiatives in place across the country.

For additional information, links to actual programs have been included as available.



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# Introduction

When the problem of gun violence is raised, the tendency is to focus on homicide. However, as law enforcement officers responding on the front lines recognize, gun violence occurs in a range of situations, all of which negatively impact communities across the United States. Robberies, assaults, domestic violence, suicides, and officer-involved shootings are all scenarios where firearms are too often a key part of the criminal act or incident. Additional challenges for law enforcement extend to gangs, firearm traffickers, and people who by law are prohibited from possessing firearms. This very real violence inflicts harm on our communities and severely compromises officer safety.

Fundamental to the mission of protecting and serving the community, gun violence reduction must be factored into each law enforcement agency's overall policing strategy. The IACP has developed this guide with support from the Joyce Foundation to inform and support expanded efforts to enhance community safety through the reduction of gun violence.





# I.

## Understanding and Responding to Gun Violence



**O**n average 80 Americans die from gun violence each day, and 92 percent of law enforcement officers feloniously killed in the line of duty are murdered with a firearm. Violent offenders use firearms in furtherance of criminal activity and against police as they attempt to evade apprehension. To effectively counter this risk to community and officer safety, federal, state, and local law enforcement agencies must coordinate and collaborate. Every law enforcement agency, regardless of size or community served, must factor a strategic response to the reality of gun violence into its overall policing strategy.

### **Agency Self-Assessment: Gun Violence in the Community**

Reducing gun violence must be a core objective in the overall law enforcement mission of ensuring safe communities. While a swift response to incidents of gun violence is critical, it is not enough to be reactive. Given the potential of intelligence-led and data-driven policing and the move towards “predictive policing,” agencies must perform a strategic review of their current operations and develop a multifaceted plan to address

the gun violence problems specific to their communities. To that end, departments should look to answer the following questions in order to assess the complete picture of gun violence:

- How is gun violence occurring? Is it random or is there a trend?
- When and where does it occur? Are there hot spots?
- Does your reporting/record-keeping provide an accurate overview? Can both first responders and crime analysts contribute to an accurate picture?
- Are your current countermeasures based on data? How effective are these measures?
- Have you enlisted the assistance of criminal justice and community stakeholders (probation and parole, elected officials, medical providers, domestic violence service providers, state and local anti-gun violence organizations, etc.) in collecting and examining gun violence data?



- Why does gun violence occur/continue to occur within your jurisdiction? Has an objective analysis been undertaken?
- What is not happening? What needs to be done in order to produce positive change?

Involving key stakeholders from the criminal justice system and the community, including business, faith, and media partners, in the assessment can give the department more information with which to work and create buy-in for new initiatives being implemented.

### Establishing a Foundation for Effective Gun Violence Reduction Efforts

Prior to implementing new initiatives to reduce gun violence and enhance community safety, the establishment of a clear philosophical foundation will ensure everyone in the agency understands the agency's commitment. Regardless of an agency's size, the following internal and external action steps should be implemented as a starting place for a comprehensive, pro-active gun violence reduction plan.

#### Agency Internal Action Steps

- **Designate Reduction of Gun Violence as a Priority Mission of the Agency** – As simple as this point may sound, it is imperative for the chief executive to communicate to all agency personnel (sworn and non-sworn) that reducing gun violence is a high priority and central to the department's mission to protect and serve the community.
- **Standardize the Use of Firearms Terminology** Ensuring a common understanding of firearms terms across the agency will foster better communication and support effective sharing with other law enforcement agencies regarding firearms offenses and illegal trafficking.

- **Establish a Firearms Investigation Unit\* or Department Designee** – It is critical for an agency, depending on resources and size, to have an identified unit or point person for gun violence issues. An assigned unit/point person tasked with the responsibility to track incidents, manage investigative progress, and share and receive critical information will embed gun violence as a core agency function and ensure all parts of the agency will be coordinated in the effort. This entity should conduct regular training for all departmental personnel on firearms-related matters including: safe and proper collection of crime guns; evidence processing for DNA and latent prints; accurate and complete NCIC (National Crime Information Center) gun file transactions; firearms trace submissions; ballistic evidence; follow-up on NCIC and firearms trace results; and pursuit of firearms-related charges where applicable (\*see Firearms Investigations Unit, p. 5)
- **Create a Comprehensive Policy for Processing Crime Guns and Related Evidence** – Working in coordination with regional law enforcement partners, including forensic lab personnel and local prosecutors, agencies should develop a detailed policy that addresses the proper methods for processing crime guns and related evidence. Include in the policy procedures for processing ballistic evidence as well as DNA, latent fingerprints, and trace evidence from firearms; processing projectiles and casings through the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF) National Integrated Ballistic Information Network (NIBIN); conducting crime gun traces; and reporting to NCIC. For an example, see the Massachusetts Crime Gun Protocol.
- **Enter All Recovered Crime Gun Test Fires into NIBIN** With procedures in place, the agency can assign responsibility for entering evidence items and test fires into Integrated Ballistics Identification System (IBIS)





*Research in one midwestern city showed that on directed patrols in gun crime hot spots, the police use of traffic enforcement, field interrogations, and arrests for the carrying of concealed weapons led to a substantial reduction in gun crime.*

*— Sherman and Rogan, 1995*

through an existing ATF NIBIN partner. To locate a NIBIN partner or for directions on submitting test fires or evidence to an ATF laboratory for entry into IBIS, contact one of the ATF Laboratories or the nearest NIBIN branch.

- **Conduct Appropriate NCIC Transactions** – The FBI's NCIC gun file should be queried for every firearm taken into custody. This practice ensures that if a law enforcement agency has previously entered a firearm into the system as lost, stolen, or having been used in a felony, that agency will be made aware of another department's recovery of the gun. If there is no matching record for the gun, each firearm taken into custody should be entered as a "recovered gun." These records can prove invaluable to law enforcement. For example, stolen guns often are recovered before the theft is discovered. Agencies receiving a report of a stolen firearm can check the recovered gun entries to learn whether the gun has already been recovered.
- **Trace All Firearms Obtained Through an Arrest/ Investigation** – By creating an ATF e-TRACE account at no cost through the National Tracing Center (NTC), a department can submit trace requests on every firearm taken into evidence. Some of the information that tracing can yield includes: retail sources, original purchasers, time period between initial retail sale and recovery, types of firearms being recovered, possessors, and recovery locations. Departments can examine their aggregate crime gun trace data in order to pull investigative leads on firearms trafficking patterns and operations and to direct patrol activities. Through a 1998 resolution, the IACP encourages every law enforcement agency to trace all seized or confiscated firearms (see p. 8 and *ATF's Police Officer's Guide to Recovered Firearms*, 2009).
- **Debrief All Gun Offenders** – All suspects arrested with firearms should undergo a thorough debriefing at

the time of arrest, and all guns should be treated as evidence. Information captured by debriefing suspects can support predictive policing actions and enable local law enforcement to interdict crime guns and prevent the associated violence. Additionally, intelligence gathered and shared through fusion centers and with federal law enforcement partners can aide broader investigations into firearms trafficking operations. The ATF has developed model law enforcement procedures for processing defendants charged with gun crimes. These procedures ensure a standardized approach to gun crime that produces actionable intelligence likely to prevent future crimes including felonious assaults against law enforcement. (see: *Debriefing Crime Gun Suspects*, p. 11)

### **Advanced Action Steps**

- **Engage in "Hot-Spot" or Problem-Oriented Policing**  
Through an examination of local crime incidents including an analysis of calls for service and investigation/intelligence/arrest reports, departments can identify patterns, trends, and hot-spots to proactively target with resources and enforcement efforts. Related types of criminal activity typically associated with gun violence, such as illegal drug sales, should be included in the analysis. Information resulting from the analysis should be communicated in real time to field personnel and incorporated into patrol, tactical, and investigative operations.
- **Establish a Firearms Offender Registry** – Similar to a sex offender registry, firearms offender registries are computerized listings of persons previously convicted of a felony firearms violation or a misdemeanor crime that involved a violent or threatening act with a firearm. To establish a firearms offender registry at the local level, legislative action may be necessary. Ideally such a database would include collaboration with the judiciary



and prosecutor's office. This electronic system should contain identifying information on offenders including address and vehicle make, model, and license plate number. Analysis of 15 years of FBI Law Enforcement Officers Killed and Assaulted data shows that more than a third of those who feloniously kill law enforcement officers have a prior weapons offense on their records (see 2011 Law Enforcement Officer Safety Initiative, p. 14). By building the firearms offender registry into computer-aided dispatch systems as well as license plate reader systems, agencies can alert first responders with critical information that can be factored into decision making.

### Agency External Action Steps

- **Build a Relationship with Your Prosecutor's Office and the Judiciary** – Involve the prosecutor's office in efforts to address and reduce gun violence. Provide them with or include them in trainings and regular briefings on related departmental efforts. Seek opportunities to provide periodic briefings to the judiciary on agency initiatives related to gun violence including information learned through tracing and crime data analysis.
- **Establish and Maintain Positive Relationships with Firearms Retailers in Your Jurisdiction** – Good relationships and strong lines of communication with reputable firearms dealers (both retail stores and gun show dealers) are essential for an effective gun violence

reduction program. The Firearms Investigations Unit or department designee should develop these relationships and regularly visit retailers to identify issues in need of attention. The retailers can be helpful sources of information and will benefit from collaborating with the department on crime prevention efforts.

- **Involve the Community** – With the overarching goal of enhancing community safety, a department will need to design ways to engage the community in gun violence reduction and crime prevention strategies in order to be successful. Routinely working with allied organizations and stakeholders from the business, service, residential, religious, educational, and youth communities, to name a few, to advocate for needed change will maximize a department's impact. Collaborating on efforts such as public information and educational campaigns and press events relating to pending legislation will build investment among these groups and produce measurable benefits for all involved organizations.
- **Engage in Public Policy Formation** – Similar to effective communications, good public policy and advocacy efforts are critical components of a comprehensive gun violence reduction program. Because law enforcement is directly impacted by legislation, executives should contribute to discussions and efforts to advance legislation that has shown promise in reducing gun violence. Law enforcement leaders have an important role to play in providing their agency's perspective to legislators, commenting on proposed legislation, tracking pending legislation, and providing testimony as needed. Proactive and coordinated efforts in this arena by law enforcement executives can produce positive results.
- **Consider Forming A Regional Firearm/Gun Violence Task Force** – Because gun violence typically crosses jurisdictional boundaries, a regional task force approach involving local, county, campus, state, and federal entities can be an effective approach for coordination and information sharing while maximizing resources. In selecting or recruiting task force members, consideration should be given to personnel who have demonstrated an interest or concern in the problem and who may have skill sets valuable to the mission. Task force efforts should be linked to state fusion centers where applicable (see: Federal Firearms Trafficking Task Forces, page 10) ❖

### Firearms Investigations Unit

Some police departments use a specialized "firearms unit" or "gun squad" to investigate violations of firearms laws. Departments have effectively deployed such units to ensure that all crime gun recoveries by frontline officers are fully investigated following standardized protocol. The creation of an effective internal communications strategy is an important initial step to explain to officers the expectations of the unit and provide assurances that the specialized squad will not be taking over cases. Rather, members of the unit can position themselves as subject matter experts who stand ready to assist officers in processing their scenes, conducting suspect debriefs, monitoring chain of custody issues, tracing firearms, and otherwise taking the patrol officer's case to the next level. Positive outcomes depend on all members of the department embracing the importance of comprehensive gun crime investigations. A similar approach to support case investigations of smaller police agencies can be undertaken on a regional basis through the coordination and sharing of resources.



# II.

## Gun Violence Reduction Programs: Origins of Success



To understand the varied approaches developed to combat gun violence, it is useful to have a working knowledge of the most notable gun violence reduction efforts launched during the past two decades. Three of these program - undertaken by coalitions of federal, state, and local authorities - Operation Ceasefire (Boston), Project Exile (Richmond), and Project Safe Neighborhoods (PSN) have received strong support from law enforcement, academics, and community leaders and served as the foundation for countless programs initiated at the local level across the country.

Although many of these efforts were initially launched in major

urban centers, best practices derived from these initiatives have been incorporated into subsequent programs and strategies responding to gun violence in midsize, suburban, and rural jurisdictions. The most successful elements of these programs have been replicated by communities across the United States and continue to support overall violent crime reduction and prevention efforts to this day. For example, programs that focus on mandatory minimum sentences for gun offenses are seen as offshoots of Project Exile. Initiatives that involve the community and researchers in law enforcement efforts give credit to Operation Ceasefire. PSN embraced the customized local response and has yielded numerous hybrid programs. Critical evaluations of these programs have recognized their meaningful contributions to reducing gun violence at the local level.

### Operation Ceasefire – Boston, Massachusetts

In 1995, the city of Boston was experiencing a crisis involving youths murdered as a result of gang violence. City officials directed police and academic researchers to partner in the development of a strategy that would create a truce and bring to an end the shocking level of violence and death. Constructed upon a foundation of solid research detailing the root causes of the killings, the program foreshadowed the intelligence-led policing efforts now familiar to law enforcement.

Launched in May of 1996, Operation Ceasefire consisted primarily of a two-step approach. First, police who were assigned to a gang unit and probation officers partnered with key members of the community, including clergy, to conduct focused meetings with known gang members. In these forums, youth were warned that the community had had enough of the violence and that police planned swift and certain action against any future violence. Although the warnings were initially ignored, the entire criminal justice system responded, as promised, culminating in highly visible federal indictments. The actions of police were applauded by community leaders, and word spread quickly among youth gang members that the rules of the game had changed.

At the same time, federal, state, and local police intelligence systems began to focus more purposefully on identifying the source of guns used in violent crime. Key indicators pointed to the existence of organized gun trafficking through concepts such



as the “time to crime”; the period of time it took from the date a gun was first purchased to the date it was used in a crime. Such indicators allowed police to sift through mountains of firearms data in order to develop leads on firearms trafficking patterns worthy of investigation. These proactive inquiries supported parallel investigations targeting individuals as well as groups responsible for supplying guns to youth gangs. Disrupting the routes by which firearms flowed unlawfully to gangs also contributed to an environment where it was more difficult for offenders to acquire guns to be used in criminal enterprises. As a result of these coordinated efforts, Operation Ceasefire contributed to an overall average reduction in gun violence of 68 percent.

In the 2001 evaluation of Operation Ceasefire, the National Institute of Justice (NIJ) stated that main components of the Ceasefire program could be “replicated through a dedicated collaboration between local, state, and federal partners that is evidence-based, uses proven tactics and strategies, continually monitors progress, and adjusts to circumstances.” To learn more, read NIJ’s 2001 Operation Ceasefire Report.

### **Project Exile – Richmond, Virginia**

In 1997, the city of Richmond had a homicide problem that far exceeded the rate of murders in similar-sized cities across the United States. State and local law enforcement officials noted a connection between guns, drug offenses, and offenders with prior felony convictions in the majority of homicides and targeted would-be killers through a new partnership with federal authorities. Project Exile established tough federal penalties for unlawful gun possession as the foundation of a zero-tolerance, “get tough” approach aimed at charging offenders in federal court. Project Exile was based on the principle that, “if police catch a criminal with a gun, the criminal has forfeited his or her right to remain in the community and, as such, will face immediate federal prosecution and stiff mandatory federal prison sentences.” Use of a firearm exposes individuals to minimum mandatory sentences of 5 years in a drug offense and 15 years for certain violent armed career criminals.

Project Exile soon saw success by targeting armed offenders and using federal prosecutors and special agents to help remove these violent offenders from the streets prior to a homicide. During the first 10 months of the program, Richmond realized a 41 percent decline in murders involving the use of a firearm. This remarkable decline has not necessarily been sustained over the long term.

As the program continued, program designers invested in a substantial public outreach campaign that educated citizens and criminals alike about the program and the promise of swift and certain punishment for unlawful possession of a firearm. The program has been repeatedly replicated and received widespread praise. Project Exile, known for its focus on tough and certain enforcement of existing laws, received the rare endorsement of the National Rifle Association (National Rifle Association, April 11, 2000 press release).

To learn more about Project Exile, read the 2004 Police Foundation report.

### **Project Safe Neighborhoods – National Gun Violence Reduction Initiative**

Project Safe Neighborhoods, a federally sponsored national gun violence reduction initiative drawing from Operation Ceasefire and Project Exile, was launched in 2001. During the program’s development, law enforcement leaders and academic researchers found that previously successful firearms violence reduction efforts had a number of common components. The Department of Justice was determined to solidify this hard-won knowledge by supporting programs at the state and local levels that retested the lessons learned and expanded upon the impact noted in Boston and Richmond. To that end, PSN established three key components as the foundation for new gun violence reduction efforts:

**Programs must be comprehensive:** Experts agree that targeted enforcement with a certainty of criminal sanctions are essential, however, the distinguishing factor that ensures program success is the simultaneous linkage of prevention with deterrence efforts.

**Programs must be well coordinated:** The effort to ensure that the functions of intervention, enforcement, and prevention work together, not in separate silos, is of central importance.

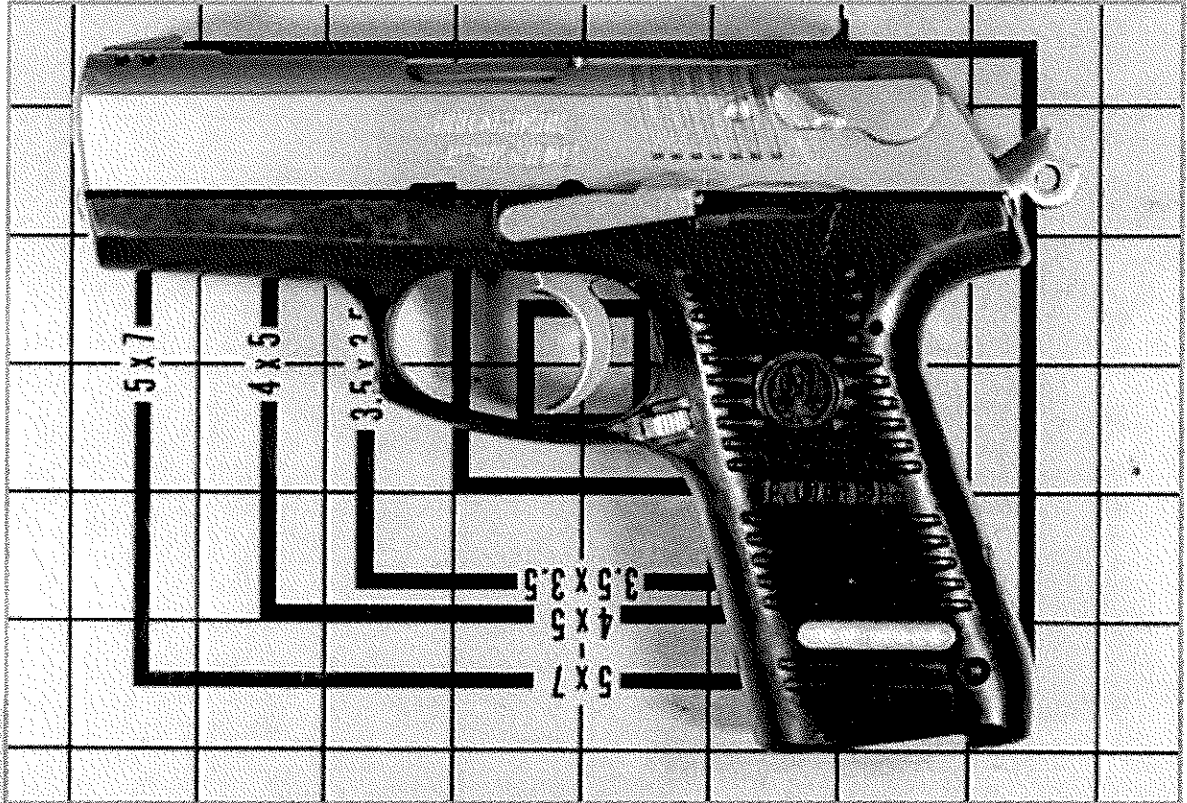
**Programs must be community based:** Gun crime is experienced locally. Flexibility in responding to specific problems in ways that reflect local resources and realities must be encouraged. Communities working together to develop their own solutions create a sense of investment.

To learn more about Project Safe Neighborhoods, PSN-sponsored gun violence reduction, and research evaluations, see the Department of Justice 2009 report.❖



# III.

## Firearms Diversion and Trafficking: Establishing Enforcement and Prevention Efforts



Individuals unable to acquire firearms legally may resort to illegal methods to arm themselves as they seek to defend turf, secure unlawful proceeds, and exercise authority over criminal enterprises. Firearms diversion refers to the purposeful movement of firearms from lawful commerce to criminal users. Firearms trafficking refers to the variety of unlawful methods by which prohibited persons obtain and sell guns. Identifying—and then disrupting—the routes that firearms move from lawful commerce into the hands of offenders is a fundamental challenge facing law enforcement organizations as they work to secure the safety of the community.

To successfully counter the methods criminals use to unlawfully obtain and distribute firearms, law enforcement must employ a variety of tactics. A strategic response to the threat posed by firearms trafficking must include an effort to share intelligence between local, state, tribal, and federal law enforcement partners. Since criminal firearms trafficking operations frequently cross jurisdictional boundaries, it is imperative that investigations be

thoroughly de-conflicted. Common practice for de-confliction is to seek the assistance of the Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF) to brief all impacted jurisdictions on current investigations addressing criminal activity in their communities.

The following basic steps can support departments in developing a localized firearms trafficking enforcement and prevention effort.

- **Trace all crime guns recovered.**

Tracing all firearms provides a jurisdiction with a census of information regarding their recovered crime guns. The electronic tracing of firearms is made possible through ATF's eTrace program that allows any local law enforcement agency to establish a free, web-based electronic firearms tracing account. Departments can independently mine their own agency's firearms trace information to use in initiatives to reduce armed violence. Firearms trace information can assist investigators in identifying patterns of diversion and trafficking. In addition, electronic firearms tracing





information includes referral lists, which will point departments to other law enforcement agencies who have traced firearms to the same purchasers, possessors, retail firearms dealers, and recovery locations. This can lead to regional responses or cooperative efforts with ATF to develop localized strategies to stop the flow of illegal guns. The National Tracing Center can assist agencies in establishing an eTrace account.

- **Debrief all crime gun suspects to capture firearms source intelligence.**

As with defendants in drug cases, suspects arrested with firearms and/or known connections to gangs should be interrogated and fully debriefed as a matter of routine in order to gather intelligence on gun sources, customers, and any illegal gun trade

or trafficking. This activity should be coordinated with existing task forces and local ATF officials (see Debriefing Crime Gun Suspects, p. 11)

- **Work with area federal/state/county prosecutors to make debriefing a condition of any plea agreement in all cases involving firearms.**

In every case involving a firearm, a plea agreement should be contingent on the defendant revealing the source of his or her firearm(s) and cooperating with a thorough firearms intelligence debriefing.

### One Chief's Aggressive Approach to Straw Purchases

For Milwaukee Police Chief Ed Flynn, firearm trace data revealed a clear picture of the source of gun violence in his community. Intelligence provided by ATF showed that one-third of all firearms seized by the department originated from a single licensed firearms dealer in the community, many with a short time to crime. The same source fueling violence on the street was also placing officers at risk. In less than two years, firearms sold by this dealer had been used in six shootings directed against police.

Undercover efforts by the department to document observable violations of the law committed by this dealer had previously failed, and the business continued to be the choice of criminals seeking guns for their criminal operations. Police then undertook an intensive surveillance operation focused on customers entering and exiting the gun store. Officers watched for behaviors indicative of the straw purchasing of firearms. An example of suspicious behaviors included a vehicle parked near the store with several men inside from which a woman exited, entered the store, and returned with firearms boxes. In another instance a person came from inside the store, spoke with people waiting outside in a car, returned to the store, and then exited with bags indicating a possible "straw purchase of a firearm. As the vehicles left the area, police conducted stops to question the vehicle's occupants as warranted. The 15-week operation resulted in numerous arrests of convicted felons found to be in possession of firearms. Most importantly guns were seized prior to being used in violent crime or against the police.

In overseeing the operation, the police chief thought it would be valuable to include a member of the media as an independent observer. When outrageous and inaccurate claims about the operation were made by the dealer, the reporter was able to publish the facts. In so doing, the importance of police actions directed at criminals acquiring firearms from this dealer were clearly communicated to the community.





*Firearms trafficking refers to the variety of unlawful methods by which prohibited persons obtain and sell guns.*

### Federal Firearms Trafficking Task Forces

Through participation in a federal trafficking task force at the regional level, local departments can access all the firearms information and systems maintained by the ATF. These sources, which include the federal firearms licensee theft information, firearms dealers licensing and inspection records, and firearms importation information, can support a department's efforts to develop focused enforcement strategies specific to the firearm-related crimes challenging its community. Local law enforcement agencies typically detail officer(s) to the task force for at least a year and sign a memorandum of understanding that lays out the goals of the task force. In addition to access to a range of informational sources, task force participation may enable a department to receive funding through asset forfeiture as a result of seizures. Additionally, agencies benefit from the task force experience because their officers return with greater expertise and a network to support future case collaborations.

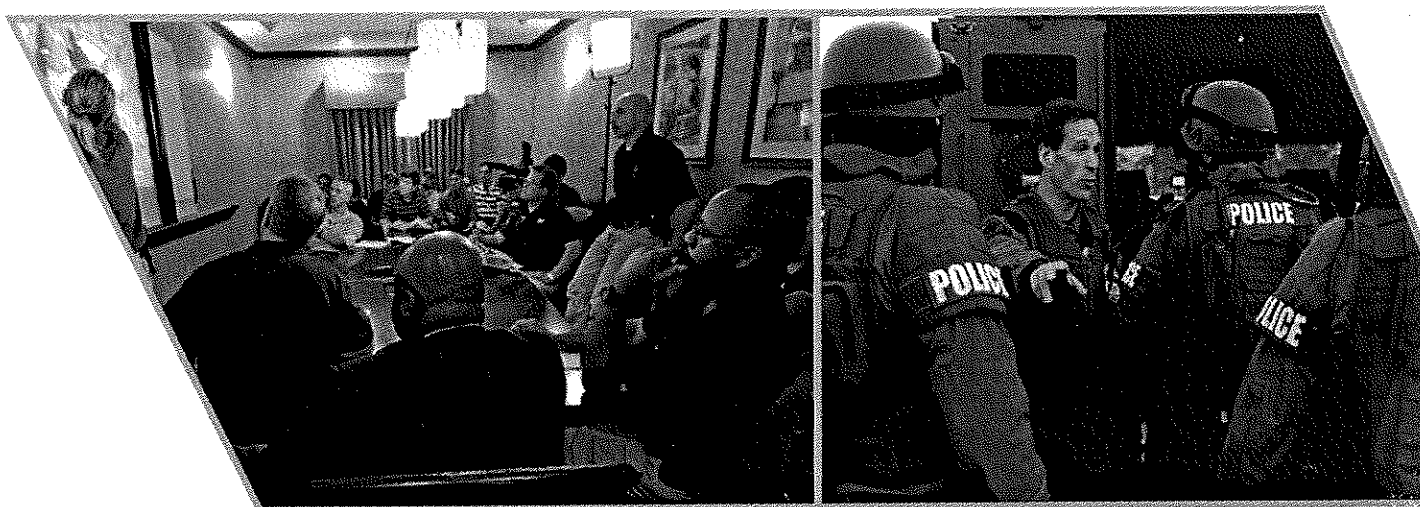
### eTrace

Originally developed as a query tool through which investigators and analysts can look up completed firearm traces and multiple sales reports, Online LEAD was incorporated into eTrace and its

functionality made available to ATF personnel and ATF Task Force officers. This functionality helps in the development of focused enforcement strategies. It allows the ATF employee or task force officer to examine any unique field detailed in these reports. For example, if a community has a particular gang that is responsible for a significant number of firearms crimes or a particular neighborhood is experiencing high rates of firearms-related crime, eTrace can identify the sources of firearms connected to those specific problems in order to focus enforcement efforts for the maximum impact. The ATF National Tracing Center can be reached at 800-788-7133.

### Additional ATF Services

- Conduct local firearms trafficking studies to develop a picture of the nature and scope of the firearms trafficking market in a jurisdiction.
- Obtain information concerning firearms trafficking corridors or gateways that may exist in, or pass through, specific jurisdictions.
- Coordinate and link firearms trafficking intelligence gathered during suspect debriefings. ❖





## Debriefing Crime Gun Suspects

The Bureau of Alcohol, Tobacco, Firearms, and Explosives has devised model procedures for law enforcement when processing those arrested with firearms and defendants charged with gun crimes. The model law enforcement procedures ensure that a standardized approach to gun crime can yield actionable intelligence that is likely to prevent future crimes. Adherence to these standards increases the potential for prosecutors to pursue federal charges for serious gun offenders. The debrief should be undertaken in conjunction with entering ballistic evidence and test fires into NIBIN and conducting firearm traces using eTrace in order to identify possible links to other crimes.

### Procedures for Processing All Crime Gun Arrestees

ATF outlines the following suggested steps for officers who make an arrest involving firearm violations:

- Take suspect fingerprints upon arrest to ensure defendant identification at a later date. If circumstances dictate that a subject will not be transported to a booking facility, obtain a thumb print on a notice-to-appear form or field interview report, whenever possible. All other forensic examinations should be considered, such as DNA and trace evidence, based on the circumstances of the case.
- Obtain a written or taped statement from the defendant regarding his/her possession of the firearm, how the firearm was obtained, and information on any prior felony convictions. Ask the suspect the following questions as part of the debrief:
  - Where did you get the gun?
  - Who else bought guns from your supplier?
  - What other deals is your supplier into?
  - Does your supplier carry a gun?
  - Is your supplier violent?
  - Who else sells guns on the street?
  - Is this gun stolen?
  - Did you remove the serial number? Who did?
  - Did you cut down and/or alter the gun? Who did?
  - Can you get more guns?
  - If given money, where would you go to buy guns right now?
  - Can you introduce a friend to your supplier?
- Where drug involvement is suspected, notify a narcotics agent at the earliest possible point after an arrest to assist with interviews and evidence review.
- Interview and obtain statements from any witnesses, associates, and accomplices (e.g., other passengers in a car stop) of the defendant regarding the facts and circumstances of the offense. This assists in establishing the defendant's firearm possession and precludes false alibis by accomplices at a later date. Obtain the criminal history for each associate and accomplice.
- Prepare a detailed narrative report regarding the arrest and surrounding circumstances, including a complete description of the firearm (make, model, serial number, caliber, country of origin, and importer), vehicle information, witness and accomplice information, and a listing of all officers present at the arrest. If the arrest began with, or involved, a 9-1-1 call, obtain and preserve a copy of that 9-1-1 recording. If the arrest involved a videotaped traffic stop, obtain and preserve a copy of that tape.
- Obtain the defendant's criminal history (number and nature of prior felony convictions). Use the criminal history information coupled with the defendant's actions related to the current arrest to determine which law violations apply and which venue (federal or state) provides for the maximum possible sentence.
- Request that in all cases involving firearms the federal/state/county prosecutor or district attorney make full defendant debriefings concerning firearms source intelligence a condition of any plea agreement. Request that no plea agreement in any firearms case be accepted unless the defendant reveals the source of his or her firearm and cooperates with a thorough firearms intelligence debriefing.
- Agencies should look to share intelligence regarding firearms gathered through the interview with ATF.



# IV.

## Working with Federal Firearm Licensees



**F**ederal firearm laws distinguish between federally licensed firearm manufacturers, importers, gun dealers, and “private” sellers who occasionally sell firearms. Building cooperative and professional relationships with local businesses that sell firearms, known as Federal Firearms Licensees (FFLs) or Federal Firearms Dealers, is central to comprehensive law enforcement efforts to address and reduce gun violence. FFLs are capable of providing key data necessary for tracing a gun recovered in crime. Most valuable are the dealers who feel as though they are partners with local law enforcement and are willing to provide officers with real-time intelligence regarding attempts by individuals to unlawfully obtain and/or traffic guns. By regularly visiting local FFLs, departments can develop these valuable relationships and emphasize the dealer’s role in information sharing and community safety.

However, a corrupt firearms dealer can quickly do significant damage to a community by supplying the illegal market with

dangerous weapons to be used by violent offenders. Local law enforcement has a role to play and, in many states, the authority needed to take enforcement action with problem dealers. Local agencies can use the multiple handgun sales records and ATF crime gun trace information to identify patterns and develop monitoring and intervention programs to combat illegal gun sales and trafficking. Research has shown that enforcement of state regulations of gun dealers results in a decrease of firearms sold by gun stores being diverted to criminals soon after retail sale. Local law enforcement operations, specifically undercover stings targeting retail gun stores suspected of facilitating illegal firearm sales, have led to successful convictions and lawsuits. Research on the impact of these stings showed they were responsible for the decline in the flow of new guns into the illicit market over a three year period. (Daniel W. Webster et al., “Effects of Undercover Police Stings of Gun Dealers on the Supply of New Guns to Criminals,” *Injury Prevention* 12, no. 4 (August 2006): 225-230)



In cases of theft of firearms from businesses selling firearms or interstate operations to move firearms acquired through robbery, burglary, smash and grabs, or fraudulent theft reporting, the ATF can assist local law enforcement and may be able to connect incidents to regional or national patterns. Each U.S. Attorney's Office has been charged with drafting a gun violence reduction strategy and can be contacted to provide guidance and resources.

### Partnering with FFLs to Prevent Gun Violence

A number of established programs that link local law enforcement and firearms dealers can help improve public safety and encourage positive collaborative relationships. **"Don't Lie for the Other Guy,"** a campaign developed by ATF in partnership with the National Shooting Sports Foundation, attempts to educate gun dealers on the problem of straw purchases. Through videos, displays, and other educational materials, FFLs and their employees learn to identify, prevent, and alert police to schemes where criminals solicit others to purchase firearms on their behalf.

Another campaign with potential to focus firearms dealers on maintaining ethical business practices is the *Responsible Firearms Retailer Partnership*. This voluntary 10-point code, originally drafted by the Mayors Against Illegal Guns in cooperation with Wal-Mart, focuses on preventing prohibited persons from acquiring firearms. By bringing local law enforcement into partnership with firearms dealers, the code serves as a model for public and private sector collaborations on safety efforts.

### Helping Firearms Dealers Prevent Gun Theft

FFLs and gun stores are often targeted for theft and, typically, the stolen firearms are used in crime. Addressing with firearm dealers the ways they can protect their businesses and reduce the risk of theft are effective ways to build rapport while promoting public safety at the same time.

FFLs can take a range of measures to prevent burglary, robbery, and smash and grab operations. Law enforcement can conduct outreach with area FFLs or hold informational forums with local firearms dealers to provide them with practical tips and share information on crime patterns occurring regionally. ATF has provided the following guidance to be shared with all FFLs committed to enhancing their security measures:

### Safety Measures for FFLs

#### Protocol

- Institute a background screening process for job applicants and periodic reviews for current employees.
- Keep display cases locked at all times.
- Show only one firearm at a time to customers.
- Do not leave a customer handling a firearm unattended.
- Secure firearm inventory by locking guns in place using a hardened cable or by storing them in a vault when store is closed.
- Secure inventory records for firearm identification in the event of a theft.
- Wipe down all countertops and doors each night to establish a clean environment on which to capture the latent fingerprints of a burglar.
- Avoid meeting with customers after posted business hours.
- Make written notes including a description of any suspicious persons or vehicles.
- Report all suspicious situations to law enforcement.
- Strictly control firearms security at gun shows.







## 2011 Law Enforcement Officer Safety Initiative

On March 22, 2011, Attorney General Eric Holder launched a Law Enforcement Officer Safety Initiative following a "dramatic rise" in the number of officers killed in the line of duty. The initiative aims to reverse the trend that made 2010 a more deadly year for police as compared to officer deaths in 2008 and 2009, which saw a two-year decline.

The focus of the initiative, as ordered by the Attorney General, is for every U.S. Attorney to meet with federal, state, local, and tribal law enforcement agencies and prosecutors to identify the "worst-of-the-worst" offenders within each district. These offenders will be targeted for prosecution in federal court as a means of subjecting these career criminals to stiffer federal sentences.

In addition to the goal of sharing information on federal programs that provide officer safety training and funding for bullet-resistant vests, the Law Enforcement Officer Safety Initiative aims to provide a framework for operational case deconfliction in order to prevent blue-on-blue shootings. Law enforcement partners are being asked to review operational security protocols to ensure that their facilities and procedures adequately respond to current threats facing police.

### Store Safety Features

- Ensure good outdoor lighting in the area surrounding the business and maintain landscaping.
- Place a measuring device next to all store doorways that can be used to gauge a robber's height.
- Keep front windows unobstructed in order to see suspicious individuals or vehicles outside the store and individuals approaching the store and so passersby can see into the store to detect problems if they occur.

### Technology/Security

- Install driving barricades that prohibit vehicle access through store entrances and window displays.
- Install or upgrade interior and exterior CCTV monitoring to record break-ins and other criminal activity.

- Install or upgrade alarm systems, including roof access detection and silent panic buttons, and ensure direct connection to local law enforcement.
- Invest in a remotely activated electronic entrance to the store in order to screen customers and deter robbery.
- Install steel doorframes with steel long-throw dead bolts on store entrances to deter forced entry.
- Always use the security measures already in place.

### Targeting Those Dealing Firearms Without a License

Federal law does not prohibit the private sale of firearms; however, those in the business of selling firearms must obtain a Federal Firearms License. Gun shows, flea markets, newspaper ads, and Internet postings are means by which unlicensed individuals may sell firearms in violation of federal, state, or local laws. In most states, individual-to-individual sales are allowed, even though there is no background check or record keeping requirement. Local law enforcement can build their relationship with FFLs by demonstrating a commitment to aggressively enforce laws targeting unlicensed individuals. As a result, FFLs may provide information as they become aware of individuals illegally selling guns within environments such as gun shows and flea markets where it is more difficult for law enforcement to investigate openly.

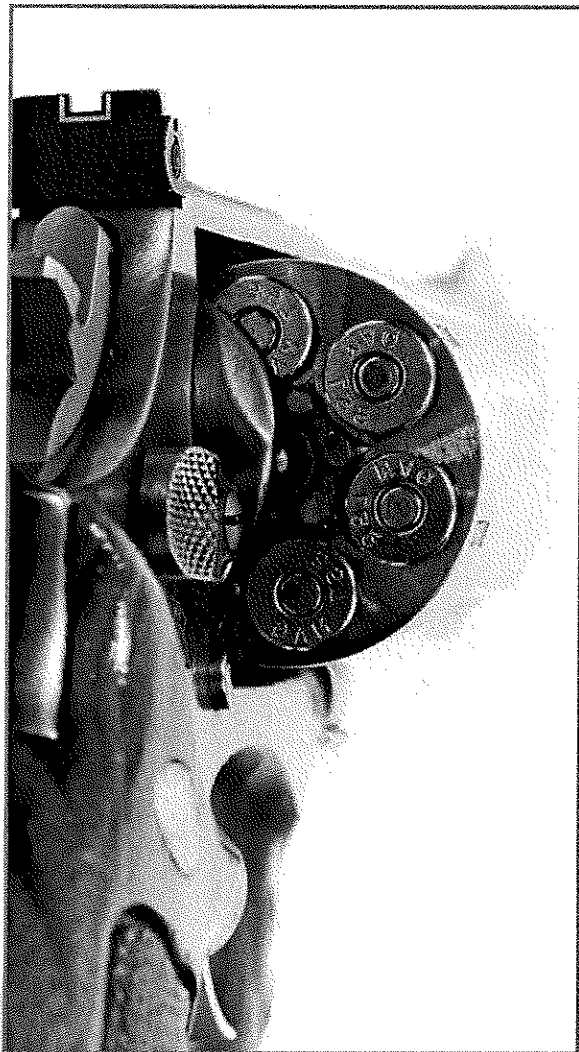
### Identify and Develop Relationships with Businesses that Sell Ammunition

Many businesses, including local hardware stores and national wholesale chains, sell ammunition for which neither regulation nor record keeping is required at the federal, state, or local levels. While armed violent offenders may go to extremes to mask their acquisition of firearms, many see no risk in purchasing ammunition themselves. Local law enforcement should know which businesses in their jurisdiction sell ammunition and work to establish a relationship with them in order to encourage the sharing of information about suspicious persons and potential criminal activity. The employees of these businesses need training to identify suspicious ammunition sales and instruction on subsequent actions for notifying law enforcement. Some of the same safety precautions for FFLs, especially those on protocols, should be shared with businesses selling ammunition. ❖



# V.

## Gun Shows



purchase firearms from private sellers, including some licensed dealers selling from their private collections, even to individuals self-admitting their inability to pass a background check (City of New York, "Gun Show Undercover: Arizona," January 2011). Federal law makes it illegal to complete a sale if the seller knows or has reason to believe a purchaser is prohibited.



The Bureau of Alcohol, Tobacco, Firearms, and Explosives reports that 27 percent of illegally trafficked guns are linked to private sellers and 30 percent are connected to gun shows.

— ATF, *Following the Gun: Enforcing Federal Law Against Firearms Trafficking*, 2000



**G**un shows are popular events as well as sources of economic revenue for some communities. They present convenient opportunities for gun sales by both FFLs and private sellers. However, for individuals prohibited from possessing firearms or those looking to avoid the required background check, gun shows enable the acquisition of firearms with relative ease. Federal law does not require "private" sellers, those who occasionally sell firearms from their personal collection, to perform a background check on a sale or trade. The majority of states do not require background checks for guns sold at gun shows.

Law enforcement investigations and undercover operations have documented the ease with which buyers at many gun shows

Departments seeking to undertake a comprehensive gun violence reduction strategy need to address any location where there is known or suspected criminal activity, including gun shows. To deter criminal activity, local law enforcement should develop a positive working relationship with gun show organizers and establish a visible presence at shows in their jurisdiction. The ATF created a brochure to educate dealers (FFLs), private sellers, and the public about federal regulations regarding the sale and acquisition of firearms. The brochure includes a toll-free number for reporting suspected illegal firearm activities (800-ATF-GUNS). To promote compliance with the law, local law enforcement should distribute this brochure as well as information on safe storage strategies that can reduce risk in the home (*see Gun Safety in the Home*, p. 20). ❖



# VI.

## Gang Violence Prevention

**B**ased on the 2009 *National Gang Threat Assessment*, neighborhood-based street gangs and crews represent the most significant gang threat to our communities and account for the largest number of gangs nationwide. This Department of Justice, Bureau of Justice Assistance-funded report, resulting from a collaborative effort among the members of the National Alliance of Gang Investigators' Associations (NAGIA), highlights the fact that criminal gangs commit as much as 80 percent of the crime in many communities, according to law enforcement officials throughout the nation. Crimes engaged in by gangs include: armed robbery, auto theft, extortion, fraud, home invasions, identity theft, murder, drug trafficking, alien smuggling, and weapons trafficking.

The 2005 DOJ report describes the prevailing trend of gangs towards a loose-knit organizational structure as follows: "New hybrid and homegrown gangs, with no apparent national affiliations, are blurring the traditional boundaries of alliances and rivalries. In some communities, colors, tattoos, and outward acknowledgement of gang affiliations are less visible as gangs try to hide from law enforcement. In other jurisdictions, gangs are uniting to strengthen and facilitate more extensive criminal activities." Today fewer gangs seem to be organized by a hierarchical structure, instead youth engaged in drug dealing seem to align themselves in groups with little allegiance or control.

Gangs are often identified as contributing to crime and other forms of community unrest. For community leaders to develop an effective approach to the problem, it is imperative that an assessment be conducted that clearly articulates the precise issues requiring action. Specific problems warrant specific response if desired

outcomes, such as gun crime reduction, decreased truancy, and prevention of vandalism, are to be achieved. The National Youth Gang Center, a component of the Office of Juvenile Justice and Delinquency Prevention, has developed a detailed online Q&A resource that could serve to launch discussions and educate those involved on common terms, challenges, and potential interventions.

### Who is a "Prohibited Person" Under Federal Law?

Federal law prohibits various categories of persons (see below) from possessing firearms and ammunition. The National Instant Check System (NICS) created in 1993 by the FBI is used to block prohibited persons from purchasing firearms.

The following classifications of persons are prohibited by federal law (18 U.S.C. § 922(g)) from possessing, receiving, shipping, or transporting firearms or ammunition:

- ▶ Those convicted of crimes punishable by imprisonment for over one year, except state misdemeanors punishable by two years or less
- ▶ Persons convicted in any court of a misdemeanor crime of domestic violence
- ▶ Persons subject to a court order that restrains such persons from harassing, stalking, or threatening an intimate partner
- ▶ Persons adjudicated as mental defectives or previously involuntarily committed to a mental institution
- ▶ Unlawful users of certain depressant, narcotic, or stimulant drugs
- ▶ Illegal aliens
- ▶ Fugitives from justice
- ▶ Persons who have renounced their U.S. citizenship
- ▶ Persons dishonorably discharged from the U.S. Armed Forces
- ▶ Persons under 18 years of age for the purchase of a shotgun or rifle, no minimum age for possession
- ▶ Persons under 21 years of age for the purchase of a firearm that is other than a shotgun or rifle, possession prohibited those under 18
- ▶ Persons under indictment for a crime punishable by imprisonment for more than one year are prohibited to receive, transport, or ship any firearm or ammunition. Indictment does not prohibit possession of firearms or ammunition.





## Gang-on-Gang Violence

Drive-by shootings are frequently a retaliatory response by gangs following the killing of a gang member or a dramatic action meant to deter territorial incursions by rival groups. All too often these violent, armed attacks kill or injure innocent bystanders not connected to gang life. Law enforcement needs to engage in proactive efforts to intercede and prevent gang-on-gang violence and subsequent retaliatory assaults. Efforts to debrief gun offenders and gang members are critical for intelligence gathering and preventing retaliatory violence. Strategies to detain associates of shooting victims can provide needed protection as well as a cooling down period that can help deter retaliations.

The Center for Problem Oriented Policing has developed a summary of possible approaches to the drive-by problem that addresses the many contributing variables. The *Summary of Responses to Drive-by Shootings Guide* distinguishes between those gun violence reduction strategies that are likely to impact this specific problem and those that are less likely to produce the immediate impact required of such deadly incidents.

## Gang Prevention Programs and Resources

Communities need to approach any gang problem as a dangerous mix of readily available guns and disenfranchised youth on a power-seeking drive for economic status. Several partnerships to address gangs and gun violence developed at the local level have resulted in innovative and successful efforts to stop the violence specifically attributed to gang activity. The following summaries of various programs are offered as positive examples and not intended to be an exhaustive list. No endorsement is intended or implied by inclusion in this guide.

**The City of Lowell, MA** was experiencing gun-related violence at a rate above average for similarly sized cities in the U.S. (approx. 100,000). Although homicides with guns were rare, other violent gun crimes were not, and leaders wanted to aggressively combat the problem. Police characterized the gun violence as driven by small and loosely organized gangs, primarily localized in the Hispanic and Asian communities, with offenders and victims who typically have extensive prior criminal histories. Law enforcement and community leaders collaborated to get the message out that gangs were going to be targeted on all fronts. After it was determined that certain individuals in the Asian community with influence over the Asian gangs were involved with running fronts for gambling operations, police targeted them until the gangs were persuaded to ratchet back the violence. Following these and other coordinated interventions with similarly positive results, overall

## Data-Driven Approaches to Crime and Traffic Safety (DDACTS)

Through a joint venture between the United States Departments of Justice and Transportation, DDACTS integrates location-based crime and traffic data to establish effective and efficient methods for deploying law enforcement and other resources. Using geomapping to identify areas that have high incidences of crime and crashes, DDACTS uses traffic enforcement strategies to fight crime and reduce crashes and traffic violations.

DDACTS uses data-driven, strategically directed traffic enforcement to realize traffic safety and residual crime control benefits. Indianapolis is among the law enforcement agencies that have implemented DDACTS and demonstrated reductions in criminal activity and traffic crashes. Research on the Indianapolis effort, highlighted in an article titled "Strategic and Tactical Approaches to Traffic Safety," demonstrated some of the benefits of this approach:

- Highly visible traffic law enforcement can be an effective countermeasure for disrupting organized criminal enterprises, particularly when these groups market drugs and illegal firearms.
- Vehicle stops can be an effective tool for increasing law enforcement visibility, thus increasing the perceived risk of apprehension.
- Using vehicle stops as a countermeasure to interdict narcotics, guns, and contraband can be effective as a general crime control strategy.

A Kansas City, Kansas study corroborated these findings. The Kansas City Gun Experiment focused on gun detection through aggressive patrol operations, primarily traffic stops. Officers received training on how to search vehicles for illegal firearms. During the six-month experiment, gun seizures increased by 65 percent and gun crime decreased 49% in the target area, with no measureable displacement of gun crime to surrounding neighborhoods. The most effective method for locating guns, traffic stops, averaged one gun found for every 28 traffic stops. When Indianapolis conducted a similar project, similar results were reported.

Review the [2009 DDACTS Operational Guidelines](#)





assaults with firearms dropped 28 percent. To learn details about the strategy employed by leaders in the City of Lowell review the 2007 report published by the Department of Justice's Office of Justice Programs.

**High Point (NC) Police** film street-based drug activity conducted by youth and then offer them the choice of criminal indictments or mentoring and job training. Launched in 2003, the practice is believed to have contributed to a 57 percent drop in violent crime within targeted areas. Since its evaluation in 2006, the program has been replicated in 25 U.S. cities.

**Los Angeles (CA)** initiated the Summer Night Lights Program in an ongoing effort to turn on lights in parks and recreation areas where there has been a pattern of criminal incidents. Summer Night Lights was designed in 2008; at-risk youth are offered activities and work programs as an alternative to the recruitment efforts of gang leaders. In one targeted area, city officials believe the program has contributed to a 40 percent decline in gang violence.

The **National Network for Safe Communities** focuses on the problems of gangs and drugs at the community level. Headquartered at John Jay College, the National Network brings together jurisdictions from around the country that are currently implementing programs to prevent gang violence and/or eliminate drug markets in order for them to learn from one another, address common issues, provide a supportive community of practice for new jurisdictions, and work to make successful strategies standard practice across the United States.

Using a strategy developed by criminologist David Kennedy, Chicago Police Department set out to crack down on a whole gang if one member was accused of murder. At a meeting with the gangs in August 2010, the Department announced its plan and promised to bring all applicable charges for illegal activity, including possession of drugs and weapons. The strategy has begun in one district, and the police department intends to expand the strategy as results prove effective.

Over the National Network's 15 year effort, a substantial body of research and field experience has been amassed documenting successful strategies associated with large reductions in violent crime.

**G.R.I.P. (Gang Resistance is Paramount)** Gang Resistance Is Paramount is a successful, nationally recognized, and ongoing anti-gang program that discourages gang involvement by

sharing with children the potentially harmful consequences of gang life and providing gang resistance lessons. Started by the City of Paramount, California, in the 1980s, G.R.I.P. begins with neighborhood meetings held in both English and Spanish designed to inform and garner parental commitment. Information for parents focuses on the warning signs of gang involvement and strategies to steer at-risk youth towards meaningful activities and programs available in the community, including sports. The program, which has served over 50,000 students to date, consists of age-appropriate classroom lessons and counseling sessions for fifth graders (15-week course) and second graders (10-week course). It addresses core topics, including peer pressure and drug abuse, that are linked to local problems, such as graffiti and truancy. Several evaluations of the program have determined that children who receive the training leave with a changed attitude about gangs and avoid gang involvement later in life.

**G.R.E.A.T. Program (Gang Resistance Education and Training)**, a law enforcement officer-instructed elementary and middle school curriculum, has violence prevention as its primary objective. Intended to "immunize" kids against delinquency, youth violence, and gang involvement, this Department of Justice-sponsored program positively engages law enforcement with schools and the children they serve. DOJ provides free student workbooks and officer certification training as well as follow-up conferences and regional training. Since 2004, \$58 million in federal funds have been distributed through a competitive grant program to local law enforcement agencies to bring G.R.E.A.T. to communities. Five departments are participating in a five-year evaluation study.

To learn more about other strategies to prevent gang violence and review additional components of DOJ's Comprehensive Anti-Gang Initiative, visit the Department of Justice's Office of Juvenile Justice and Delinquency Prevention at [www.ojjdp.gov/programs/antigang/index.html](http://www.ojjdp.gov/programs/antigang/index.html).



# VII.

## Youth Safety and Violence Prevention

B6

PRINCE GEORGE'S COUNTY

The Washington Post

### Shooting involves 4- and 5-year-old pals

Gun on playground at apartment complex where both boys live

BY MATT ZAFOTOSKY

A 5-year-old boy inadvertently shot his 4-year-old neighbor while the two were playing at a Hillcrest Heights playground Thursday, authorities said.

Scared by what had happened, the boy then ran into his family's apartment and hid the gun, authorities said. Police eventually recovered the weapon's hand-

termine who owns it and where it came from, authorities said.

The 4-year-old, who was shot in the back, was taken to a hospital. He is expected to survive, authorities said.

The incident happened just before 4 p.m., when officers were called to a low-rise apartment complex in the 4400 block of 23rd Parkway for a shooting, said Cpl. Mike Rodriguez, a Prince George's County police spokesman. There, near the complex's playground, they found the child with a gunshot wound, he said.

Rodriguez did not identify either boy, and he said it is unlikely detectives would seek charges

ing to determine how the child got the gun and that the gun owner — or those who should have been supervising the boy — might face criminal charges.

Neighbors said the boys lived in apartment buildings separated by the playground and frequently played together — unsupervised — outside.

"I think it's sad," said one neighbor, who spoke on the condition of anonymity to protect her privacy. "Little kids out here playing and one of them gets shot."

Dee Johnson, 29, who identified himself as the shooter's uncle, said he was not in the Hillcrest Heights apartment when

nephew found the gun outside. He said his sister, who lives in the apartment with her four children, does not keep guns there.

"I know for a fact my sis don't keep no guns in the house," he said.

Johnson, who said he does not live in the apartment and had yet spoken with his sister, nephew, said his nephew attended Hillcrest Heights Elementary School. He said he was "proud" for the boy who was shot as members searched for a clue about what happened.

"It's just two little innocent kids," Johnson said. "We're just trying to fig-

**T**o be effective, youth safety efforts must address a range of gun violence realities including accidental shootings, suicide, and violence in schools and the community.

- Homicide by firearm ranks second only to traffic crashes as the leading cause of death due to injury for youth.
- In 2007, 7,146 people age 10 to 24 were killed with guns as reported by the National Center for Health Statistics ([http://webappa.cdc.gov/sasweb/ncipc/mortrate10\\_sy.html](http://webappa.cdc.gov/sasweb/ncipc/mortrate10_sy.html)).
- Research on the nearly 24,000 children under 19 years of age who were killed with guns between 1999 and 2006 found a slightly higher risk of homicide by firearm for children in urban environments; the likelihood of accidental shootings and suicide with a firearm was a greater risk for kids in rural communities (*Pediatrics*, 125, no. 6, June 1, 2010, 1112–1118).

Although some variations in gun violence are experienced across the country, there are commonalities that can serve as

the foundation for efforts to enhance youth safety and prevent violence. Because a majority of youth spends a significant portion of their days at school, traveling to and from school, and engaged in school-related activities, a fundamental component to any viable youth violence prevention program must address school safety.

### School Safety

Bearing in mind that school shootings are extremely rare and that for many children school may be the safest place they experience, local law enforcement must work with school administrators to establish a zero tolerance for guns in school and at school-related events and develop methods to identify any student possessing a firearm. Success in determining which youth have firearms and what their intentions may be requires a strong, trusting relationship among school administrators, teachers, parents, law enforcement, and students. From exhaustive evaluations of notable incidents of school violence, it is clear that fellow students were often aware that would-be school shooters had talked about guns and their plans for violence. In many cases,



witnesses had become concerned after viewing evidence of these intentions via social media postings. Creating safe mechanisms through which students can alert law enforcement and school administrators to potential threats or concerns is critical to the prevention of violence.

Police in Memphis, TN have partnered with school officials and Crime Stoppers to expand upon an already effective strategy for generating anonymous reports of crime in order to encourage school children to report guns in school. For the Weapon Watch hotline program, Crime Stoppers functions as an independent third party accepting reports so school children do not have to provide information about fellow students or crimes that have occurred directly to police or school officials. Crime Stoppers then contacts the Memphis Police Department or Shelby County Sheriff's Office, and a first responder is dispatched to the school. Although students who provide information are eligible for a cash reward, they seem driven to partner with adults in order to have safety in their school environment.

### Responding to Threats

Local law enforcement should work with school administrators to design and implement a clear plan of action that supports immediate response upon the detection of warning signs for violence. It is imperative that all stakeholders know their roles and responsibilities under the plan in advance of an incident and that training is provided to faculty, parents, and students regularly. Systems for communication must be established and tested as part of the plan. To learn about past incidents of school violence and how common factors could be addressed by communities to mitigate the risks, review the United States Secret Service threat assessment work conducted as part of the Safe School Initiative at [www.secretservice.gov/ntac\\_ssi.shtml](http://www.secretservice.gov/ntac_ssi.shtml).

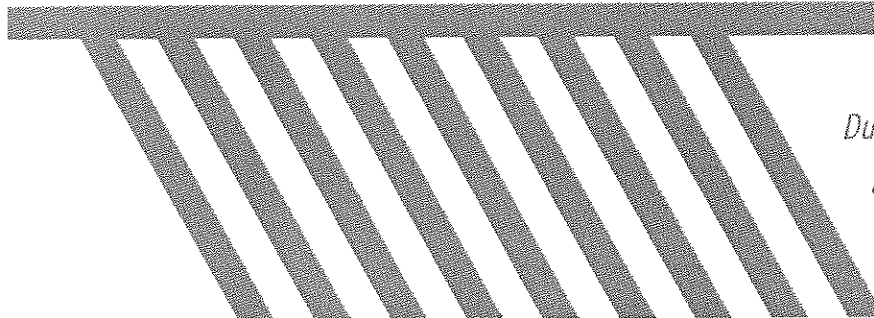
A key component of community and youth safety is to identify the sources of the firearms youth acquire. When youth obtain firearms from home or family, the need for safe, responsible storage practices is highlighted. In cases where youth found to be unlawfully possessing a handgun and where the person is under 18 years of age, it must be considered likely that the firearm was acquired illegally and that other persons may have abetted the violation of law. If a firearms trafficking scheme is involved, one that is supplying youth and/or criminals with guns, such operations will continue and flourish until law enforcement takes action and apprehends offenders. Through partnerships with ATF to trace recovered firearms, an investigation may be able to reveal the original source of the firearm, the path of the gun, and how the weapon was acquired by the youthful offender. Such intelligence can be built into outreach and subsequent investigations in order to prevent gun violence (see *Firearms Tracing*).

### Gun Safety in the Home

During a typical year, over 600 Americans are accidentally killed with firearms and more than 18,000 are injured. Data for 2007 released by the Centers for Disease Control reveal that 138 of those killed and 4,165 of those injured were children under 20 years of age.

Project ChildSafe, a nationwide program developed to address this public safety threat, represents an important component of the Department of Justice's Project Safe Neighborhoods effort and is endorsed by the National Shooting Sports Foundation. By making free gun locking devices easily available to members of the public through local law enforcement agencies, the program educates gun owners about responsible practices for safe storage of firearms in the home. Using the ChildSafe framework, communities can establish partnerships to launch a local public safety effort.





*During a typical year, over 600 Americans  
are accidentally killed with firearms  
and more than 18,000 are injured.*



**Common Sense about Kids and Guns** is a public education organization dedicated to educating the public about the risks of unsupervised access to guns by children and encouraging safe gun storage practices. Founded in 1999, this grassroots effort to highlight the risks inherent in unsecured firearms offers free safety tips, posters, conversation starters for parents, and a map of state-specific statistics and resources.

### Youth and School Violence Prevention Programs and Resources

The risks and the associated pathways to criminality and violence for youth have been well studied and experienced firsthand by communities across the country. Among those who have faced the challenges, there is complete agreement that the time to positively influence children is before criminal involvement and contact with gangs. The following summaries of various programs are offered as positive examples and not intended to be an exhaustive list. No endorsement is intended or implied by inclusion in this guide.

**ASK Campaign (Asking Saves Lives)** created by the American Academy of Pediatrics to encourage parents to ask other parents whether they have firearms in the home before sending their children over to play. This public awareness campaign, developed in partnership with the Center to Prevent Youth Violence (formerly known as PAX), is designed to link public safety discussions with good parenting in order to prevent gun violence.

The **Center to Prevent Youth Violence** (formerly known as PAX), based in New York City, has established the PAX Speak Up Hotline. This first-ever national hotline is aimed at preventing youth violence by providing kids with a third-party hotline to report a weapons threat. For more information, call 1-866-SPEAK-UP (1-866-773-2587).

The **Blueprints for Violence Prevention Project**, located at the Center for the Study and Prevention of Violence in the Institute of Behavioral Science at the University of Colorado, has performed an exhaustive examination of more than 900 community violence and drug prevention programs, many specifically addressing the issue of youth violence. As a result, 11 model and 19 local promising

programs have been recognized in part for their potential to be replicated.

**STRIVE (Striving to Reduce Youth Violence Everywhere)** is a national initiative, led by the Centers for Disease Control, to use a public health approach at the local level for preventing youth violence. STRIVE, which operates through a significant online presence, offers training modules, educational tools, and best practices to combat violence. Additionally, STRIVE accepts requests for technical assistance.

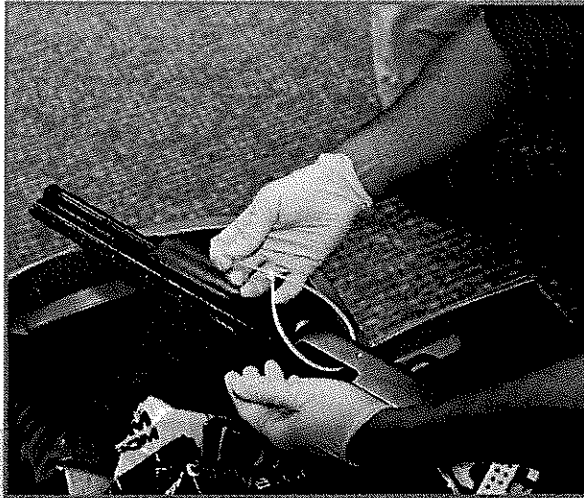
The **Guide for Preventing and Responding to School Violence**, second edition, was published in 2009 by the International Association of Chiefs of Police (IACP) in partnership with the Department of Justice, Bureau of Justice Assistance (BJA). The guide builds upon years of efforts undertaken by schools to systematically implement critical findings. IACP's publication updates lessons learned and clearly defines the roles of all partners in approaching school violence.

**Digital Imaging for Safe Schools**, a publication developed by the IACP in partnership with the Department of Justice, promotes the use of digital photography in conjunction with widely available software to create a virtual 360-degree visual tour of building interiors. These images can be used by law enforcement tactical responders in the event of a critical incident such as an assault involving an active shooter. Since the original publication, advances in technology have made the production of a photographic blueprint of public buildings such as schools more cost effective and easy. ❖



# VIII.

## Promoting Community Safety and Gun Violence Prevention



**W**ith the central goal of enhancing community safety, agencies need a communications plan to share timely crime information, local statistics, and prevention strategies with the general public through a variety of outlets including the department website and news media. The department can highlight its gun violence prevention strategies as well as enforcement tactics while educating and involving the community in proactive measures to reduce gun violence. In order to implement an effective, comprehensive communications function relating to the reduction of gun violence, the following action points should be considered:

- Statistics on gun violence crime, as well as departmental initiatives to reduce gun violence, should be kept current and made available to the public on the department's website.
- Department public information officers (PIOs) should be prepared with current crime statistics and updates on gun violence reduction efforts for regular release to highlight the agency's ongoing commitment to the problem.
- Both traditional and electronic forms of media, such as podcasts, Facebook, and Twitter, should be established for communicating about matters of public safety and department prevention as well as crime response efforts.
- Press releases addressing incidents of gun violence should always include information on prevention and community safety programs. Efforts to inform the public

regarding "where the gun came from" should be included when such information will not compromise active trafficking investigations.

- Press events and interviews should be regularly conducted by the chief executive of the agency and include representatives from allied agencies and community stakeholders.

A focused, proactive and data-driven communications plan is an essential component to effective policing and a critical means by which to engage the community in the fight to reduce gun violence.

### Text Message Tip Lines

Increasingly, law enforcement agencies are instituting anonymous text message tip lines for members of the public to report crime-related activity or tips. A department's text message tip line, operated through an Internet-based system which routes messages through a server that encrypts phone numbers, can enable the public to text information without being traced. The system can allow the department to exchange messages with the tipster in order to seek clarification and additional information. Through an arrangement with a local bank, departments can reward text tipsters who are given a code to collect their cash rewards. Text messaging systems for law enforcement application can cost from \$6,000 to \$15,000 per year. Use of this technology can yield critical information related to gun violence, including information on gang activity, suspicious persons, and locations of community guns.

### Gun Buy-Back Programs

Gun buy-back programs conducted by law enforcement agencies are intended to involve the community in removing unwanted firearms from circulation and reducing the risk posed by guns in the home (such as children accessing guns or having them stolen) by creating financial incentives for people to turn guns over to law enforcement. The basic theory behind the gun buy-back effort is that reducing the number of guns on the street will reduce crime. Those surrendering firearms are offered cash or gift cards to businesses such as grocery or drug stores. One community sought to reach teens with firearms by offering them new sneakers. Whereas gun buy-back programs in the 90s were





supported with federal resources, today law enforcement agencies need to collaborate with sponsors from local businesses or community organizations in order to raise necessary funds.

Typically those turning in guns are not required to identify themselves or show proof of ownership, however, geographic parameters on the eligibility of people providing guns for money will help maintain the focus and benefit of the gun buy-back on the sponsoring community. Compensation is usually structured on a graduated scale with non-operational weapons warranting the lowest amount of reward and assault weapons the most. All recovered firearms should undergo tracing to determine if any were previously used in crime. In keeping with a resolution passed by the membership of the IACP, agencies should ensure the destruction of all firearms collected (see IACP Firearms Committee, "Mandatory Destruction of Firearms Resolution.").

Despite their popularity, research has shown no evidence that buy-back programs are getting crime guns off the street. Provisions that are believed to make the programs more meaningful include imposing geographic limitations on the eligibility of people providing guns for money and restricting the number of weapons accepted per person. Such parameters deter dealers and collectors from unloading junk or cheap guns at a profit. One meaningful benefit of a well-publicized program is that it can focus the community on gun violence and by working together with law enforcement to make their communities safer.

### The Reporting of Lost or Stolen Firearms

Despite efforts to encourage citizens to properly secure firearms, it is estimated that thousands of firearms are stolen each year. In response, some states and local communities have enacted ordinances that require gun owners to report lost or stolen firearms. One example is in the communities of Pennsylvania. Such laws can help deter firearms trafficking and straw purchases while making recovery of the weapons more likely. However, one of the most significant obstacles for law enforcement when it comes to investigating stolen firearms is the fact that owners typically do not possess complete descriptions of their firearms. This means that police will not have the critical information necessary to aggressively investigate the crime.

As a remedy, local law enforcement agencies, working in partnership with gun shops in their communities, can promote the use of ATF's *Personal Firearms Record* on which gun owners can document complete descriptions of their firearm inventories to include the manufacturer, model, and serial number as well as other identifiers. This free pamphlet is a simple approach to

improving the likelihood that future cases of gun thefts will be more readily solved. This record should be stored electronically or within a fire-proof safe in the home or at an outside location such as a safe deposit box. ❖



### License Plate Readers: Linking Technology and Intelligence to Fight Crime

License plate reader technology should be employed proactively by law enforcement at gun shows and other gun trading locations and as part of hot spot policing. Gun shows are seen by individuals, particularly those prohibited to possess firearms such as convicted felons, as the means by which firearms they cannot purchase legally can be acquired. Therefore, law enforcement can and should have a presence at such events and other locations with known criminal activity. Technology, such as Automatic License Plate Readers (LPRs), can be used by local law enforcement as an investigatory tool to solve crimes including those that are gun related.

Through mobile and/or fixed applications, LPRs can match vehicle license plates with information on established "hot list" registries, such as those for firearms offenders or known drug dealers or gang members. When read, license plates listed on a "hot list" will sound an alarm to notify the officer of a "hit" and enable an interdiction of the individual operating the vehicle, as warranted, and possibly prevent further criminal activity. Not only does this technology identify criminal and/or traffic violations, but it reads every plate and creates a database of vehicle locations at specific times. Through geomapping, the locations of persons of interest can be tracked as well as vehicles that should be monitored and/or stopped for further enforcement action. Data from LPR systems can produce timely intelligence that can be used to enforce the law and prevent gun violence.



# IX.

## Domestic Violence and Firearms: Addressing the Danger



**T**he deadly connection between firearms and domestic violence cannot be overestimated, and police have a crucial role to play in protecting victims through consistent attention to this crime. Access to firearms has been revealed to increase the risk of intimate partner homicide more than five times over situations where weapons were not present, according to a 2003 study.<sup>1</sup>

It is essential to note that in addition to being used in homicides, guns are frequently used as a tool to terrorize and assert control over victims in abusive relationships.<sup>2</sup> A 2005 analysis of domestic violence victims served by Los Angeles County Sheriff's Department found that "40 percent of the batterers who kept a firearm at home were reported to have threatened the victim with it in the past."<sup>3</sup>

Throughout the country, the lack of clear and detailed law enforcement procedures for the seizure, surrender, and return of firearms in situations of domestic violence enhances risk to victims as well as first responders. The reality of domestic violence circumstances reveals that all too often

- victims have been killed with firearms that could have been seized or forfeited (either for safekeeping or under legal statute);
- federal laws that prohibit possession of firearms by persons subject to qualifying orders of protection are underutilized and inconsistently enforced;
- officers have been killed in responding to calls, or lives have been endangered through the felonious use of firearms; and
- law enforcement training is often insufficient.

Whether due to exigent circumstance or for safekeeping, local law enforcement must be prepared to act aggressively to remove firearms from the scene of a domestic violence incident, in accordance with state law. Effective firearms removal must begin with a clear message from department leadership that this action is a priority and that officers will be expected to facilitate temporary removal during a call for service. Removal may be based upon one of the following:

- For the safety of the victim as well as third parties
- Enforcement of the terms and conditions of a court-issued order of protection
- Mandatory confiscation of illegal contraband under federal statute or state law
- Mandatory confiscation of firearm(s) used in the commission of a crime (domestic assault and/or threatened abuse)

### Protection Orders and Firearms

Federal firearms laws, and those similarly enacted in many states, prohibit access to firearms by individuals convicted of a misdemeanor crime of domestic violence *and* by those who have orders of protection issued against them by the courts for threatening, attempting, or using physical force against an intimate partner (18 U.S.C. § 922 (g) 8–9). At the time an order





of protection is issued by a court, the presiding judge should, as a matter of routine, make inquiries of both the respondent and petitioner about the presence and location of firearms in the home and all firearms the respondent possesses, and, in accordance with state law, either instruct the respondent to surrender the firearms to law enforcement within a specified timeframe or order local law enforcement to seize the firearms immediately.

For circumstances of surrender, law enforcement agencies should provide the court with written protocols to be given in hardcopy at the time the order of protection is issued to those being required to surrender firearms along with a deadline by which surrender should take place. A common problem is the absence of a system for the timely sharing of information between the court and local

law enforcement, specifically regarding the issuance of orders to surrender firearms and the designated timeframe. To prevent a situation of heightened risk to the victim and law enforcement, a commitment to clear procedures for alerting law enforcement about ordered surrenders and tracking compliance is essential.

An offender's decision not to comply with a court order, whether it is the surrender of firearms or other provisions in the order of protection, is an indicator of enhanced risk for lethality. Such circumstances create a situation requiring officers to plan and proceed with weapons seizure. Coordination with and assistance from the local ATF field office is advised to maximize the safety of the victim as well as the officers.

### Undercover Firearms Operations: Law Enforcement Successes

Recent headlines have highlighted two successful East Coast initiatives to address the illegal trade and trafficking of firearms through undercover law enforcement storefront operations. In 2010, Washington, D.C., Metropolitan Washington Police Department concluded a seven-month sting having collected 123 guns along with drugs, money, and stolen electronics. Forty-four people were arrested and charged; thirty-three face federal charges. The purpose of the phony auto body storefront operation was to determine how guns and drugs were moving around the city. Members of the department's Major Case Unit, working with agents from both the FBI and ATF, were able to identify over a dozen states from which guns were brought into the District of Columbia and document the illegal weapons trafficking business.

The Atlanta, GA, Police Department also ran a seven-month undercover sting operation that, in 2011, netted 373 firearms. Using a smoke shop as the storefront, they put out the word that they were interested in buying guns, drugs, and stolen property. This collaboration with ATF resulted in 49 people being charged with federal and state offenses ranging from illegal firearms possession and illegal drug sales to conspiracy and armed robbery. Most of the weapons were from home burglaries or stolen from cars. Police Chief George Turner said of the \$400,000 operation that the city's "streets are safer today."





## Transfer and Return of Firearms in Domestic Violence Situations

Executives should ensure that department policy specifically forbids officers from facilitating the transfer of firearms from an alleged batterer to a third party when responding to a domestic violence call for service. The risk to public safety and the potential for agency liability in the event of subsequent acts of gun violence necessitates this prohibition. For third-party transfer of a firearm held by a local law enforcement agency, a notarized statement and/or court order authorizing the transfer should be required by department policy. To deter individuals from knowingly transferring a firearm to a prohibited person in violation of federal law, departments should post or provide a copy of the statute [18 U.S.C. § 922(d)(9)] that makes it “unlawful for any person to sell or otherwise dispose of any firearm or ammunition to any person knowing or having reasonable cause to believe that such person has been convicted in any court of a misdemeanor crime of domestic violence.”

Prior to a local law enforcement agency transferring or returning a firearm (held due to surrender, forfeiture, or seizure), a background and records check should be conducted to ensure the individual seeking possession is not prohibited under federal or state law. Determining whether the person is the subject of a current, qualifying order of protection (and therefore prohibited under federal and possibly state law) should be part of this effort. In the case of a domestic violence situation, efforts should be made by the department to notify the victim when the abusive party is seeking to have a firearm(s) returned. This information should be shared in order to fully address the safety needs and options available to the victim.

## Domestic Violence and Firearms Resources

The following documents and links to them are offered as resources and not intended to be an exhaustive list. No endorsement is intended or implied by inclusion in this guide.

Wilkinson, John, and Toolsi Gowin Meisner. March 2011. “Domestic Violence and Firearms: A Deadly Combination.” *Strategies: the Prosecutor’s Newsletter on Violence Against Women*.

Klein, Andrew R. September 2006. *Enforcing Domestic Violence Firearms Prohibitions: A Report on Promising Practices*, edited by Mary B. Malefyt Seighman. National Center on Full Faith and Credit.

Seighman, Mary Malefyt, and David R. Thomas. October 2005. *Model Law Enforcement Policy: Serving and Enforcing Protection Orders & Seizing Firearms in Domestic Violence Cases*. National Center on Full Faith and Credit.

*Protecting Victims of Domestic Violence: A Law Enforcement Officers’ Guide to Enforcing Orders of Protection Nationwide*. Battered Women’s Justice Project, 2006.

Frattaroli, Shannon. October 2009. *Removing Guns from Domestic Violence Offenders: An Analysis of State Level Policies to Prevent Future Abuse*. Johns Hopkins Bloomberg School of Public Health.

- <sup>1</sup> J. C. Campbell et al., “Risk Factors for Femicide in Abusive Relationships: Results from a Multi-Site Case Control Study,” *American Journal of Public Health* 93, no.7 (July 2003): 1089-97.
- <sup>2</sup> Susan Sorenson and Douglas Wiebe, “Weapons in the Lives of Battered Women,” *American Journal of Public Health* 94, no.8 (August 2004): 1412-1417.
- <sup>3</sup> Richard A. Berk, Yan He, and Susan B. Sorenson, “Developing a practical forecasting screener for domestic violence incidents for the Los Angeles County Sheriff’s Department.” *Evaluation Review* 29, no. 4(August 2005): 358-383. ❖





# X.

## Conclusion: Moving Forward



To effectively reduce gun violence, a well-planned, comprehensive approach that entails both prevention and policing strategies is necessary. The strategies highlighted in this guide are intended to provide departments with resources, leads to contact, and ideas to adapt and customize to individual agencies and communities. Supplementing current agency efforts with the recommendations in this guide can create a multifaceted approach that addresses the problem of gun violence from a variety of angles. To achieve long-term positive impact, relentless follow-up and ongoing evaluation of overall efforts must also be performed. Because elements of successful gun violence reduction programs can inspire efforts in other communities, we encourage you to share your law enforcement strategies by contacting the IACP. ❖



The background features a complex abstract design. It includes a large, light-colored, textured area on the left side. Overlaid on this and the right side are various geometric elements: a dark, curved shape resembling a stylized 'C' or a partial circle; a horizontal band with a diagonal hatched pattern; and several overlapping circles of varying shades of gray and black. The overall composition is layered and modern.

**International Association of Chiefs of Police**

515 North Washington Street

Alexandria, VA 22314

[www.theiacp.org](http://www.theiacp.org)





CITY OF NEW ORLEANS

**NOLA FOR LIFE**

COMPREHENSIVE MURDER REDUCTION STRATEGY

## NOLA FOR LIFE: SMART. HOLISTIC. HITS THE STREETS

Since taking office in 2010, the Landrieu Administration moved quickly to take on the top issues facing New Orleans and we have seen tremendous progress. Still, many daunting challenges remain and we cannot continue to kick the can down the road.

In 2012, 193 people were murdered in New Orleans. 193 tragic stories and a wake of destruction and heart break. There is no challenge more urgent than preventing murder and make no mistake, it can be fixed. We believe there is an answer to this age old problem.

Our answer is NOLA FOR LIFE. In the spring of 2012 Mayor Landrieu launched this cutting edge comprehensive strategy as one of the city's top priorities. It's smart, holistic, and hits the streets.

## **From prevention and intervention to enforcement and rehabilitation, we are fighting back to protect our families and make every person in New Orleans feel safe:**

- Nationally, in 2012 violent crime and murder was on the rise, while in New Orleans overall crime and murder was down.
- Eight months through 2013, murder is down about 25 percent compared to 2012, and down about 26 percent compared to the first eight months of 2011.
- To date, the NOPD-led Multi-Agency Gang Unit has indicted 74 individuals from seven gangs as part of a coordinated multi-jurisdictional effort to focus on group and gang activity.
- Two dozen identified at-risk individuals have taken advantage of job placement, job training, GED preparation, housing assistance, emergency financial assistance, child care, substance abuse counseling, and/or mental health counseling as part of the Group Violence Reduction Strategy.
- The Mayor's 2013 NOLA Youth Works Summer Jobs Program provided 1,600 young people ages 13-21 with work experience at private companies, non-profit organizations and other entities.
- Midnight Basketball's 4th season ended in August 2013 with over 1,000 participants. Over five dozen participants were connected with jobs, job training, or education.
- NOLA FOR LIFE days have engaged nearly a thousand citizens to clean up crime hot spots, reduce blight, and improve infrastructure.
- In March 2013, The Central City WIC Clinic started screening for family violence and referring those who screen positive to the New Orleans Family Justice Center for help.
- NOLA FOR LIFE programming runs 24/7 on Cox Cable Channel 99. The content highlights the strategy, the success of our initiatives, and gives voice to people in the community who are working to change the culture of violence.
- The City regularly convenes a diverse group of service providers, supported by the NOLA FOR LIFE Fund, to network, coordinate programming, and identify policy barriers to improve service delivery for high-risk individuals.
- CeaseFire mediates conflicts in order to prevent violence, and as of mid-October 2013, the Central City target area has seen over 200 days without a murder.

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## Message from Mayor Landrieu

Dear Friends:

Since taking office in 2010 we have moved quickly to take on the top issues facing New Orleans. We're making good progress—we've attracted 4000 new jobs in the last 3 1/2 years, doubled funding for recreation, leveraged millions for 90 major street projects across the city and many new libraries, parks, and community centers are coming out of the ground right now. We reformed how we regulate taxi cabs and will meet our goal to fix up or tear down 10,000 blighted properties by 2014. NOLA311 is up and running, fielding over 200,000 citizen calls in their first year and the new One Stop Shop has cut permit processing times in half. We've done it ALL with less. City Hall is now spending about \$40 million LESS per year than the year before we took office.

Still, many daunting challenges remain and we cannot continue to kick the can down the road.

In 2012, 193 people were murdered in New Orleans, 193 tragic stories and a wake of destruction and heart break. This has to stop. There is no challenge more urgent than preventing murder and make no mistake, it can be fixed. There is an answer to this age old problem.

Our answer is NOLA FOR LIFE, a cutting edge and comprehensive strategy we launched in the spring of 2012. It is smart, holistic, and hits the streets.

The pillars of NOLA FOR LIFE are really simple:

- Stop the Shooting
- Invest in Prevention
- Promote Jobs and Opportunity
- Get involved and rebuild neighborhoods
- Strengthen the NOPD

Through our work, we understand prevention and helping our young people and families succeed is the name of the game. We've doubled the number of summer jobs the City offers to young people and started partnerships with local businesses and universities to create new job training and placement services for those interested in thousands of jobs that are coming online now at the Sewerage and Water Board, Regional Transit Authority, airport, and the new University Medical Center.

We've launched Ceasefire New Orleans and Midnight Basketball to interrupt the violence and connect young African American men to resources they say they need. Plus, the City has raised over \$1 million for local organizations that help stop the shooting, and on NOLA FOR LIFE Days hundreds of citizens have hit the streets with community groups, City agencies, and the NOPD to clean-up crime hot spots.



Still, step one in NOLA FOR LIFE is stop the bleeding, stop the death, stop the shooting.

We've beefed up the homicide unit, gotten smart with more precise hot spot policing, and established a new Multi-Agency Gang (MAG) Unit with local, state and federal law enforcement. In 2013, MAG Unit investigations have led to the indictments of nearly 50 violent gang members. There is more to come and with help from hundreds of dedicated cops on the beat NOPD is on the mend and moving forward with reform.

We are committed to keeping the momentum going and we're making progress. Nationally, in 2012 violent crime and murder was on the rise, while in New Orleans overall crime and murder was down. Eight months through 2013, murder is down about 25 percent compared to 2012, and down about 26 percent compared to the first eight months of 2011.

While we are seeing results, it is not nearly good enough. Together we must do more. Ending murder in New Orleans will not be easy and it won't happen overnight. We each have to play our part. Our city found or made a way when we have taken on tough challenges before and we must do it again.

Many thanks to the dedicated community leaders, educators, service providers, law enforcement officials, and criminal justice experts who have worked with us hand in hand to help develop and implement this cutting edge plan. Now we need you more than ever as we take our efforts to the next level. We have the power to turn the tide against violence and create a city of peace. If we are united there is nothing we can't do.

Sincerely,

A handwritten signature in black ink that reads "m. landrieu". The signature is stylized and cursive.

Mitchell J. Landrieu,

Mayor, City of New Orleans



# NOLA FOR LIFE PILLARS

## STOP THE SHOOTINGS

Focus like a laser on the small percentage of young men who are killing and being killed. Our message to them: **stop shootings**.

- PROJECT SAFE NEIGHBORHOODS
- CEASEFIRE NEW ORLEANS
- GROUP VIOLENCE REDUCTION STRATEGY
- MULTI-AGENCY GANG UNIT
- VIOLENT CRIME IMPACT TEAMS

## INVEST IN PREVENTION

We cannot arrest our way out of this problem. NOLA FOR LIFE puts a heavy emphasis on helping our young people and families succeed.

- MAYOR'S STRATEGIC COMMAND TO REDUCE MURDER
- NOLA FOR LIFE MIDNIGHT BASKETBALL
- TRAUMA RESPONSE IN SCHOOLS
- CONNECTING HIGH NEED STUDENTS TO THE COORDINATED SYSTEM OF CARE
- FAMILY VIOLENCE PREVENTION STRATEGY
- NATIONAL FORUM ON YOUTH VIOLENCE PREVENTION
- REALTIME RESOURCES MOBILE APPLICATION
- NOLA FOR LIFE FUND
- NOLA FOR LIFE COMMUNITY OF PRACTICE
- NOLA FOR LIFE MENTORING
- COORDINATE & STRENGTHEN THE BEHAVIORAL HEALTH SYSTEM
- PROTECT MENTAL HEALTH SERVICES

## PROMOTE JOBS AND OPPORTUNITY

People need a chance to change their lives. Training and better access to good jobs provides a new path away from violence towards opportunity.

- NOLA YOUTH WORKS SUMMER JOBS PROGRAM
- COMPREHENSIVE WORKFORCE REENTRY STRATEGY
- PATHWAYS TO PROSPERITY
- LOT MAINTENANCE PILOT PROGRAM

## GET INVOLVED AND REBUILD NEIGHBORHOODS

To make New Orleans safe we all need to do our part, get involved and rebuild our neighborhoods. We need everyone to have skin in the game.

- FIGHT THE BLIGHT
- NOLA FOR LIFE DAYS
- LIGHTING UP THE CITY
- QUALITY OF LIFE STAT
- NOPD COMMUNITY POLICING
- PUBLIC AWARENESS CAMPAIGN

## STRENGTHEN THE NOPD

In 2010 we launched a comprehensive 65-point plan to completely remake the police department. Today we are moving full speed ahead and seeing results.

- NOPD LEADERSHIP TRAINING
- PROACTIVE HOT SPOT POLICING
- IMPROVE COMMUNITY TRUST WITH THE USE OF PROCEDURAL JUSTICE
- STAND UP NOPD CRIME LAB
- BEEF UP NOPD HOMICIDE UNIT
- PROJECT BLOODWORK
- RELEASE PUBLIC CALLS FOR SERVICE DATA

# STOP THE SHOOTINGS

Focus like a laser on the small percentage of young men who are killing and being killed.  
Our message to them: **stop shootings.**

- PROJECT SAFE NEIGHBORHOODS
- CEASEFIRE NEW ORLEANS
- GROUP VIOLENCE REDUCTION STRATEGY
- MULTI-AGENCY GANG UNIT
- VIOLENT CRIME IMPACT TEAMS



## Project Safe Neighborhoods

In the summer of 2010, the New Orleans Police Department along with our federal partners at the Bureau of Alcohol Tobacco, Firearms, and Explosives (ATF), the United States Attorney and the Orleans Parish District Attorney re-launched Project Safe Neighborhoods (PSN). The NOPD dedicated eight new detective positions to this project, a dramatic increase from the one PSN detective that was assigned in the summer of 2010. This ongoing initiative focuses on combating gun violence and has made over 850 cases. It is a great example of how law enforcement working together can help stop the shooting and hold criminals accountable.

### **Objective:**

Increase the number of guns and drugs seized and cases prosecuted

### **Performance Indicators Include:**

- Number of firearm possession cases that are reviewed by PSN law enforcement and prosecution team

## Ceasefire New Orleans

Based on the CURE Violence model (formerly CeaseFire Chicago), which boasts a 40% - 45% reduction in shootings and killings in program target areas, CeaseFire New Orleans specifically aims to reduce street violence in the Central City neighborhood of New Orleans. In the fourth quarter of 2013, CeaseFire New Orleans will expand to include a new Hospital Crisis Intervention Team at the Interim LSU Hospital Trauma Unit.

The CeaseFire model uses violence interrupters and outreach workers with street credibility to interrupt and resolve potentially violent situations before they escalate. The CeaseFire Violence Interrupters also seek to prevent retaliatory shootings by mediating ongoing conflicts between groups. In addition, CeaseFire New Orleans aims to change community norms about violence by mobilizing support services and the larger community to demand a change in behaviors that lead to shootings and killings.

### **Objective:**

Reduce the number of shootings and killings in the Central City target area through street level outreach that interrupts the violence

### **Performance Indicators Include:**

- Number of participants
- Percent of participants connected to support services
- Number of violent conflicts identified and mediated

## Group Violence Reduction Strategy

The Group Violence Reduction Strategy (GVRS) is designed by criminologist David Kennedy and targets geographic areas of high crime and the groups that commit violent acts. The typical impact of Group Violence Reduction Strategies in other cities is a 35% - 60% reduction in community-wide homicides. This strategy is based on the belief that violent crime can be prevented when the costs of committing the crime are perceived by the offender to outweigh the benefits. It targets known chronic, violent adult and juvenile offenders. In New Orleans, GVRS includes three major components:

- Collaborate with respected members of affected communities to deliver a single message to violent groups: stop the shooting.
- Organize and build the capacity of social service providers, clergy and probation and parole officers so they can provide support and services to those who no longer wish to engage in violent lifestyles.
- Focus enforcement to specifically deter violent behavior and ensure consequences for those who continue to commit violence.

### **Objective:**

Assemble law enforcement, service providers and community members to deliver a strong message to offenders: "stop the shooting" while also dramatically improving access to social services and the administration of swift and targeted enforcement for those who continue to commit violence

### **Performance Indicators Include:**

- Number of individuals who attend GVRS call-ins
- Number of call-in attendees who sign up with social services provider
- Number of group-member involved murders

## Multi-Agency Gang Unit

In 2012, the Multi-Agency Gang (MAG) Unit was formed by Mayor Landrieu and is the key enforcement component of the Group Violence Reduction Strategy (GVRS). The MAG Unit conducts simultaneous investigations on several known violent groups. The goal: secure state and federal prosecutions of these groups and remove large numbers of violent offenders from the streets. The New Orleans Police Department is the lead agency of the MAG Unit.

The agencies that comprise the MAG Unit include the New Orleans Police Department (NOPD), Orleans Parish District Attorney's Office (DA), Orleans Parish Sheriff's Office (OPSO), Louisiana State Police (LSP), Parole Board of the Louisiana Department of Corrections, United States Attorney's Office (USAO), Federal Bureau of Investigation (FBI), Bureau of Alcohol, Tobacco, Firearms, and Explosives (ATF), Drug Enforcement Administration (DEA), United States Marshal's Service (USMS), and United States Probation & Parole Office for the Eastern District of Louisiana.

### **Objective:**

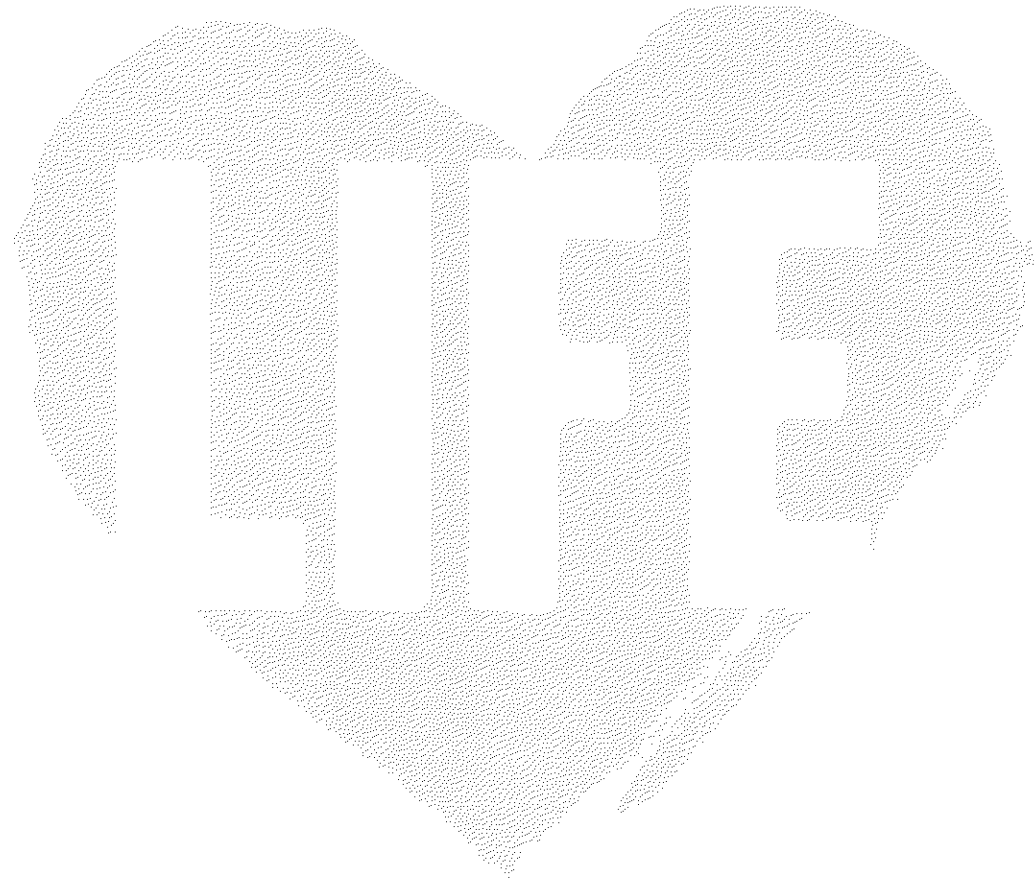
Conduct investigations that lead to state and federal prosecutions of violent groups

### **Performance Indicators Include:**

- Number of investigations conducted
- Number of group indictments
- Number of successful state and federal prosecutions of violent groups

## Violent Crime Impact Teams

Violent Crime Impact Teams (VCIT) are another example of the great partnership between the City and the Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF). These teams targeted specific geographic areas sometimes no larger than a few blocks that are known violent hot-spots. This is a national ATF program, but Mayor Landrieu recognized the need and value of this kind of coordinated effort and advocated for more of these teams to be deployed to New Orleans. As a result of the Mayor's advocacy at the highest levels of government, 27 additional ATF agents were deployed to New Orleans.

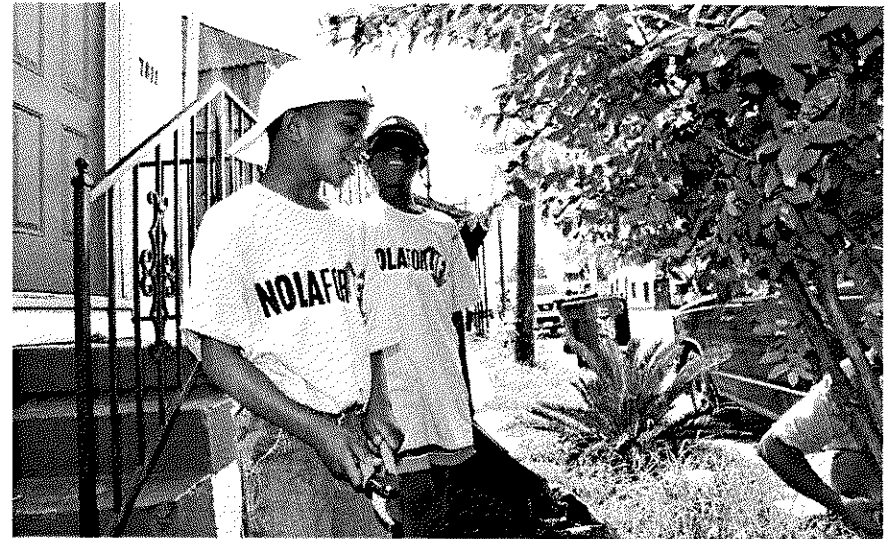




## INVEST IN PREVENTION

We cannot arrest our way out of this problem. NOLA FOR LIFE puts a heavy emphasis on helping our young people and families succeed.

- MAYOR'S STRATEGIC COMMAND TO REDUCE MURDER
- NOLA FOR LIFE MIDNIGHT BASKETBALL
- TRAUMA RESPONSE IN SCHOOLS
- CONNECTING HIGH NEED STUDENTS TO THE COORDINATED SYSTEM OF CARE
- FAMILY VIOLENCE PREVENTION STRATEGY
- NATIONAL FORUM ON YOUTH VIOLENCE PREVENTION
- REALTIME RESOURCES MOBILE APPLICATION
- NOLA FOR LIFE FUND
- NOLA FOR LIFE COMMUNITY OF PRACTICE
- NOLA FOR LIFE MENTORING
- COORDINATE & STRENGTHEN THE BEHAVIORAL HEALTH SYSTEM
- PROTECT MENTAL HEALTH SERVICES



## Mayor's Strategic Command to Reduce Murder

The Mayor's Strategic Command to Reduce Murder is modeled on the Milwaukee Homicide Review Commission, which has been identified by the Department of Justice as a best practice and for Milwaukee has been instrumental in realizing a significant reduction in murder.

The Mayor's Strategic Command to Reduce Murder focuses on prevention by convening murder reviews with community leaders and a diverse array of representatives from the criminal justice system, schools, faith-based organizations, neighborhood groups and others. The Strategic Command supports implementation and evaluation of various violence reduction programs, maintains a comprehensive database of murders, nonfatal shootings, and near-fatal domestic violence incidents and provides technical assistance and capacity-building services to criminal justice and community service professionals around the city. The Strategic Command also serves as a forum to update law enforcement and community stakeholders on progress of key NOLA FOR LIFE initiatives and receive feedback on each program. The end goal is to get ahead of crime, identify patterns and find ways to intervene.

### **Objective:**

Identify and respond to murder trends in targeted areas through murder reviews by law enforcement and community stakeholders, while also supporting implementation and evaluation of various violence reduction programs throughout the City of New Orleans

### **Performance Indicators Include:**

- Continuously updated database of murders and nonfatal shootings
- Number of murder reviews and data-sharing with law enforcement and community stakeholders

## NOLA FOR LIFE Midnight Basketball

NOLA FOR LIFE Midnight Basketball with the New Orleans Pelicans is a free weekly basketball tournament that provides males over 16 years old with a safe and constructive space to interact, build bonds, receive guidance from positive male role models, and get connected to educational opportunities, jobs, and other support services.

### **Objective:**

Provide young males in crime hot spots with safe and fun recreation, positive male role models, and access to education, jobs, and other support services

### **Performance Indicators Include:**

- Number of participants
- Number of positive male role models who engage participants
- Number of support services available

## Trauma Response in Schools

Too often murder victims are young, school aged children. Classmates of these young murder victims need help as they process this horrible trauma. Schools can play an important role in providing this aid and preventing further violence.

In 2012, the City of New Orleans worked with New Orleans' schools to create a process that links schools with counseling and victim assistance resources following a student-involved homicide. In addition, the City of New Orleans has helped schools develop their own crisis/trauma response plans and in collaboration with community partners, co-sponsored trainings in evidence-based practices in trauma response, social and emotional wellness, and violence prevention. Furthermore, the City engaged school personnel such as social workers and nurses to increase awareness of available community-based mental health services. To further enhance the capacity of schools to address trauma through both referrals and intervention at the school site, the City of New Orleans will build upon current efforts to help more schools form community partnerships. This outreach strategy will:

- Conduct violence prevention trainings for schools
- Bring youth-serving personnel together to work together on systems-level changes (e.g. coordination between schools and juvenile justice)
- Increase awareness among schools about how they can partner with community organizations to access available behavioral health and human services

**Objective:**

Partner with schools and community providers to continue improving coordination between school personnel and behavioral health providers so as to implement evidence-based trauma response interventions

**Performance Indicators Include:**

- Maintaining ongoing assessments of behavioral health capacity in New Orleans schools
- Number of trauma, violence, and other trainings held for school staff
- Documentation of the implementation of communication protocols following a student-involved homicide
- Documentation of relationship-building human services and behavioral health linkages between schools, school personnel, and community providers

### Connecting High Need Students to the Coordinated System of Care

In order to prevent violence, there is a need to build the capacity of parents and guardians to support at-risk youth while simultaneously linking at-risk youth with wraparound case management, living skills interventions and vital behavioral health services. The City of New Orleans will partner with the Louisiana Coordinated System of Care (CSoC) and schools to increase the number of students who have risk factors for violence and out-of-home placement who are referred, assessed and ultimately enrolled in the CSoC program. Through an intensive outreach project that provides a direct connection between CSoC staff and schools, schools will be better equipped to identify students at risk for violence who may qualify for the program, understand the CSoC enrollment process and refer these students into the CSoC program.

**Objective:**

To assess up to 100 of the highest needs students for placement in the State of Louisiana Coordinated System of Care

**Performance Indicators Include:**

- Number of identified students referred to the CSoC program
- Number of identified students assessed for the CSoC program
- Number of identified students enrolled in the CSoC program

### Family Violence Prevention Strategy

Family violence and homicide are often closely connected and according to the Bureau of Justice Statistics, New Orleans' domestic violence homicide rate is 3.5 times the national average. Furthermore, childhood exposure to family violence can lead to a variety of psychological and physical problems.

The City of New Orleans seeks to prevent family violence by better using City-operated WIC clinics to identify those who are at risk for trauma, abuse, and neglect. All adult WIC participants are screened to assess risk of family violence and are offered on-site services from the New Orleans Family Justice Center (NOFJC) or are given referrals for appropriate further services. This initiative is currently being piloted in partnership with the NOFJC at the Central City WIC clinic, with plans to expand to other WIC sites.

**Objective:**

Prevent, identify, and support victims of family violence through City-operated WIC clinics

**Performance Indicators Include:**

- Percentage of clients at Central City WIC clinic who receive family violence screening
- Percentage of clients who are identified as at-risk for family violence and accept referral to services provided by the NOFJC

### National Forum on Youth Violence Prevention

The National Forum on Youth Violence Prevention (the Forum) is a network of communities and federal agencies that work together, share information, and build local capacity to prevent and reduce youth violence. Established by President Obama in 2010, the Forum brings people together from diverse backgrounds to learn about the crisis of youth and gang violence in the U.S. and to build comprehensive solutions on the local and national levels. The goal of the Forum is to build community capacity to prevent youth violence.

Supported by the Forum, the City of New Orleans developed the *NOLA FOR LIFE PLAYbook: Promoting Life for all Youth*, which is a strategic plan to prevent youth violence in New Orleans. The PLAYbook is designed to improve youth safety by addressing risk and protective factors for youth violence and coordinating resources for youth.

As a NOLA FOR LIFE initiative, the Forum will serve as a link to the national conversation on youth violence and will serve as an incubator for innovative local, community-based initiatives to prevent youth violence. The City of New Orleans will coordinate with community partners to support efforts in the following priority areas:

- Expanding the use of restorative justice practices in New Orleans public schools
- Reforming truancy policies and procedures
- Promoting positive school climates
- Exploring ways to engage youths as a part of youth violence prevention efforts
- Enhancing support services for parents and families

**Objective:**

Coordinate existing efforts and build new partnerships to prevent youth violence

**Performance Indicators Include:**

- Community capacity to prevent youth violence, as measured by the UNITY Roadmap Gauge

### Realtime Resources Mobile Application

The goal of the Realtime Resources Mobile Application is to coordinate social services and enhance access to essential services for the NOLA FOR LIFE target population by creating and maintaining a mobile application (an "app") and web-based resource with up-to-date, detailed listings of all social and community-based services available to residents of New Orleans.

**Objective:**

Develop a mobile application to display social service resources in real time

**Performance Indicators Include:**

- Number of visitors to mobile application/website
- Number of individuals successfully accessing social services listed on mobile application/website

### NOLA FOR LIFE Fund

Civic engagement and community support are essential parts of the overall effort to reduce murders in New Orleans. The NOLA FOR LIFE Fund, managed by the Greater New Orleans Foundation, makes grants to local organizations to immediately increase their capacity to serve the highest risk individuals in our community. The Fund will solicit donations and award grants to community-based organizations that support violence prevention programs for young males between 16 and 24 years of age.

The City of New Orleans and the Greater New Orleans Foundation have identified expected outcomes for NOLA FOR LIFE grantees. Through the Fund, the plan is to:

- Increase the number of high risk individuals that receive critical support services
- Reduce acts of violence by and violent victimization of service recipients
- Improve coordination of wrap-around services to high risk individuals
- Create new efficiencies within organizations that serve high risk individuals
- Create new ways of doing business within the local human services sector

**Objective:**

Increase community capacity to serve the highest risk individuals

**Performance Indicators Include:**

- Funds raised
- Number of grants awarded, amount of grants, and target population

### NOLA FOR LIFE Community of Practice

The NOLA FOR LIFE Community of Practice (CoP), supported by the NOLA FOR LIFE Fund, has been convened by the City to bring together a diverse group of service providers to network, coordinate programming, identify policy barriers, and improve service delivery to better serve high risk individuals. As a result of additional resources from the NOLA FOR LIFE fund and monthly meetings of the CoP a more cohesive and connected system of social services will emerge.

**Objectives:**

- Build a Continuum of Services for high risk individuals
- Identify policy improvements that enable effective implementation of the Continuum of Services

**Performance Indicators Include:**

- Number of services provided to individuals at risk of killing or being killed
- Number of policy and practice improvements implemented to better serve high risk individuals
- Implementation of Continuum of Services and increase the number and type of participating service providers



## NOLA FOR LIFE Mentoring

The NOLA FOR LIFE Mentoring initiative will work with existing community organizations to provide healthy mentorship relationships for young males in New Orleans at risk of exposure to or involvement in violence. The initiative will establish a curriculum for organizations that prioritize conflict resolution and improve educational attainment of mentees.

### **Objective:**

Identify young males at risk of exposure to or involvement in violence, recruit and train mentor groups specifically for their needs and further define our relationship with partner organizations to ensure delivery of support services for mentees

### **Performance Indicators Include:**

- Number of community organizations involved in the programs
- Number of at-risk youths and mentors/mentor groups involved in the programs
- Number of contacts between youth and mentors, and the activities involved during those contacts

## Coordinate and Strengthen the Behavioral Health System

Behavioral health, including mental health and substance abuse services, is an essential component of public health and violence prevention. In the fall of 2012, the City of New Orleans released a strategic framework to establish a community-wide agenda for behavioral health services in New Orleans. As a part of that framework the Mayor convened a Behavioral Health Council, which in partnership with the Metropolitan Human Services District brings together providers, advocates, and consumers to address coordination of behavioral health care in New Orleans.

For 2013, the Behavioral Health Council defined three priority areas:

- Data exchange and information sharing in the behavioral health system
- Access to youth mental health services
- Services for justice-involved individuals with behavioral health issues

In addition, this work involving the Behavioral Health Council has significant overlap with trauma trainings for school staff (see Trauma Response NOLA FOR LIFE Initiative).

### **Objective:**

Ensure coordinated, efficient and accountable behavioral health services focused on recovery

### **Performance Indicators Include:**

- Development of an annual report detailing the state of the behavioral health system and the Behavioral Health Council's efforts to coordinate behavioral health services
- Number of partner agencies engaged through behavioral health convenings

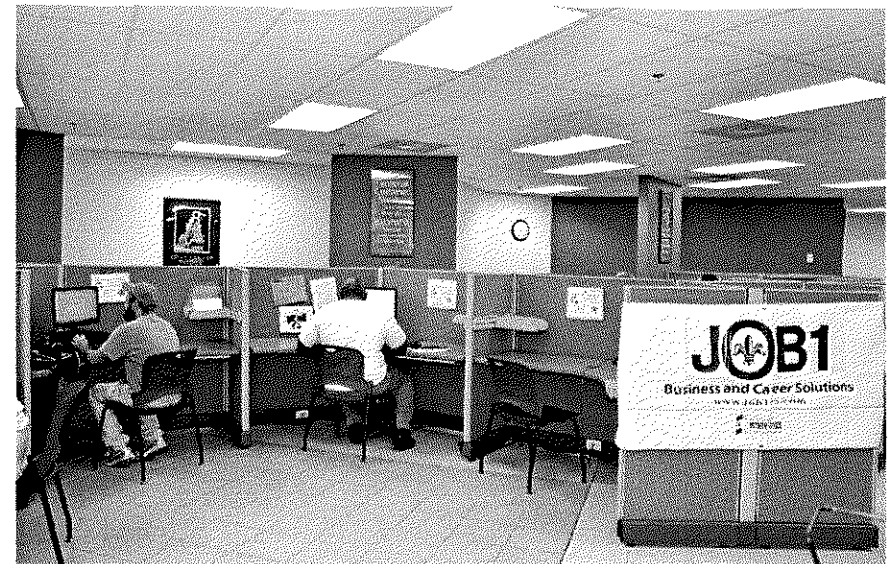
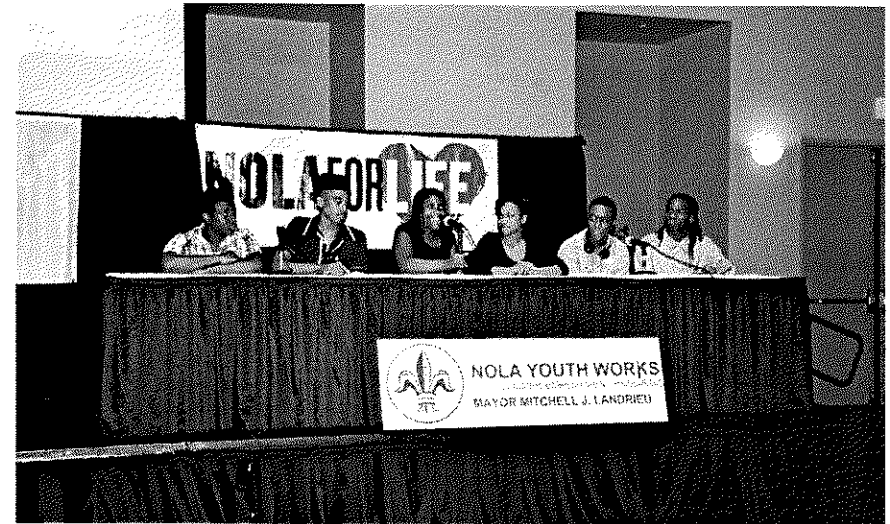
## Protect Mental Health Services

To prevent murder, New Orleans needs a more accessible mental health care system. Mayor Landrieu is fighting to restore state cuts and prevent further reductions in funding for mental health service providers. In the meantime, in the winter of 2011, Mayor Landrieu released a comprehensive Behavioral Health Resource Guide to better link residents to existing resources. The Behavioral Health Resource Guide provides a comprehensive inventory of all mental health, substance abuse, and related services available to the citizens of New Orleans. A revised and updated guide was released in the summer of 2012. The printed guide will be replaced by the Realtime Resources Mobile Application.

## PROMOTE JOBS AND OPPORTUNITY

People need a chance to change their lives. Training and better access to good jobs provides a new path away from violence towards opportunity.

- NOLA YOUTH WORKS SUMMER JOBS PROGRAM
- COMPREHENSIVE WORKFORCE REENTRY STRATEGY
- PATHWAYS TO PROSPERITY
- LOT MAINTENANCE PILOT PROGRAM



## NOLA Youth Works Summer Jobs Program

The Mayor's 2013 NOLA Youth Works Summer Jobs Program is a multifaceted effort that provided 1,600 young people ages 13-21 with rewarding summer work experiences at private companies, non-profit organizations and other entities. Program components included Work and Learn, the Signature Program, Intern NOLA, and a new component for the summer of 2013, NOLA Youth Corps, which engaged young people ages in hands-on work experience at job sites and community revitalization projects in targeted neighborhoods. Furthermore, in partnership with JOB1 and the City's Office of Workforce Development, 7 NORDC summer teen camps offered local teenagers career exploration seminars in a variety of job fields.

### Objective:

Provide summer jobs for 1,600 youth

### Performance Indicators Include:

- Number of youth employed through the program
- Number of adjudicated youth offered specialized services

## Comprehensive Workforce Reentry Strategy

Approximately 6,500 offenders are under probation or parole supervision in New Orleans. An estimated two-thirds of this population will commit new crimes and one-third will be re-incarcerated within three years of their release. Working with community partners, the City of New Orleans will develop a comprehensive reentry strategy to reduce the recidivism rate in Orleans Parish.

Through formalized partnerships between key City departments, members of the criminal justice system, business, civic and faith-based communities, the City seeks to:

- By the end of 2013, develop a reentry strategy and pilot program for reentry employment with at least 100 adult ex-offenders and adjudicated youth participating
- Strengthen social service and employment services pipeline for ex-offenders transitioning out of incarceration
- Increase access to transitional and permanent supportive housing for ex-offenders
- Increase access to behavioral health services for ex-offenders
- Create a unified case management system for quality assurance, monitoring and reporting on services provided to ex-offender participants
- Advocate for policy changes that would remove barriers to ex-offender reintegration into society

### Objective:

Create a strategic plan for effective reentry employment services and generally support ex-offenders' efforts to integrate back into society

### Performance Indicators Include:

- Number of participating formerly incarcerated individuals
- Number of education or employment services that are being provided to ex-offenders
- Recidivism rate for formerly incarcerated individuals who participate in reentry programming

## Pathways To Prosperity

Overall, the City's broad economic development plan, ProsperityNOLA, is rooted in the belief that for New Orleans to be successful, all citizens must have an equal opportunity to participate in the city's economic growth.

To achieve equity that results in wealth and jobs for all, viable pathways must exist for every individual to realize their full professional potential. *Pathways to Prosperity* is the realignment of the City's workforce development system to focus on preparing individuals who have multiple barriers to entering the workforce while also providing multiple pathways to employment in high demand fields that pay a living wage. In its pilot phase, *Pathways* focus is on careers in emerging industries and closely partners with economic development entities, schools, colleges, and social service agencies.

### Objective:

Offer multiple pathways to employment in high demand fields for individuals who may face barriers to entering the workforce

### Performance Indicators Include:

- Number of individuals connected to employment
- Number of individuals enrolled in educational or training programs

## Lot Maintenance Pilot Program

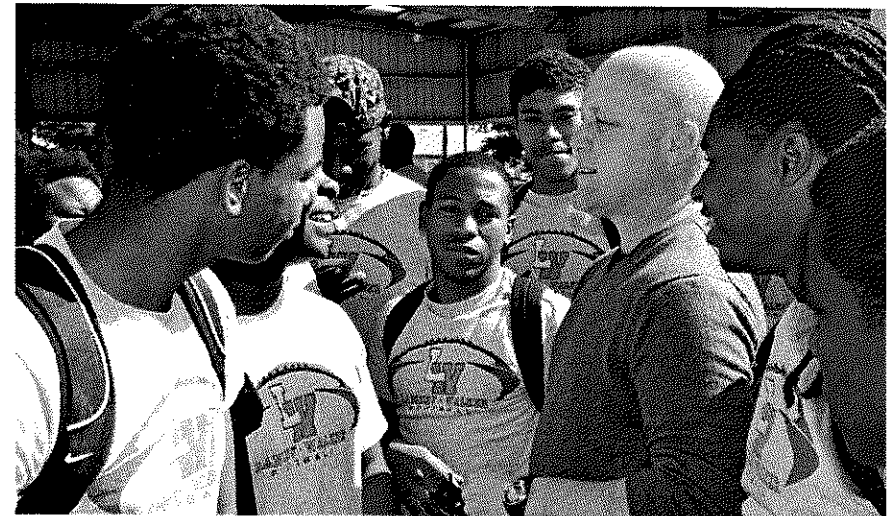
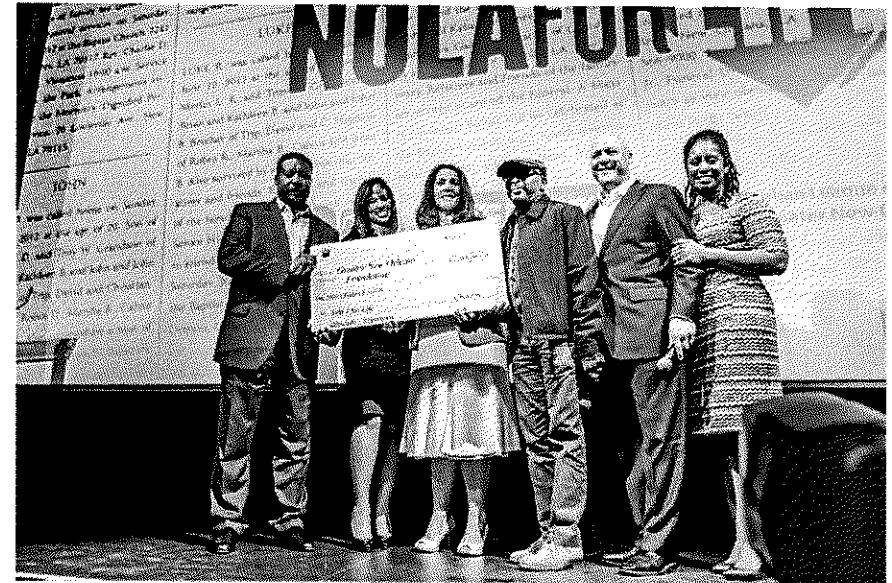
In October 2011, the City began its innovative Lot Maintenance Pilot Program, which provided jobs to neighborhood residents and ex-offenders to cut and clear overgrown lots in the Lower 9th Ward, the area in New Orleans with the highest percentage of vacant lots.

This effort was about creating pathways to prosperity and opportunities for local residents, particularly ex-offenders, to work in their own neighborhood and help rebuild their city. Plus, the program addressed two top priorities: creating jobs and tackling blight. During the pilot program, they cut over 1200 lots in the Lower 9th Ward.

## GET INVOLVED AND REBUILD NEIGHBORHOODS

To make New Orleans safe we all need to do our part, get involved and rebuild our neighborhoods. We need everyone to have skin in the game.

- FIGHT THE BLIGHT
- NOLA FOR LIFE DAYS
- LIGHTING UP THE CITY
- QUALITY OF LIFE STAT
- NOPD COMMUNITY POLICING
- PUBLIC AWARENESS CAMPAIGN





## Fight the Blight

Blight threatens public safety, lowers property values, holds back neighborhoods and degrades quality of life. By reducing the number of dangerous, blighted properties, neighborhoods can be revitalized and become safer places to live.

In October 2010, Mayor Landrieu launched a new, aggressive anti-blight strategy aimed at tearing down or fixing up 10,000 blighted properties in four years. Since then, the City has conducted more than 47,000 inspections, demolished 3,858 blighted units, moved over 1,250 properties to code lien foreclosure, and collected over \$2.5 million in blight liens and fines. Furthermore, the New Orleans Redevelopment Authority working closely with the City has returned over 2,000 properties to commerce and invested over \$30 million in housing redevelopment.

Plus, formerly blighted properties are being brought back into commerce through a revamped \$52.3 million Soft Second Program. The result- hundreds of New Orleans families have been able to realize the American dream and now own their own home.

**Objective:**

Reduce the number of dangerous, blighted properties to create safer neighborhoods

**Performance Indicators Include:**

- Number of Code Enforcement inspections
- Number of blighted units/properties demolished
- Number of blighted units/properties brought back into commerce

## NOLA FOR LIFE Days

From Taylor and Hardin Parks, to East Shore and McDonough Playground, on NOLA FOR LIFE Days hundreds of citizens have come together to hit the streets with community groups, City agencies, and the NOPD to clean-up crime hot spots. Volunteers have cleaned up overgrown lots, removed abandoned tires and vehicles, fixed hundreds of potholes and streetlights, and helped paint and renovate public parks.

**Objective:**

Help high crime neighborhoods by mobilizing volunteers to address issues threatening public safety and quality of life

**Performance Indicators Include:**

- Number of attendees
- Number of community meetings/outreach events to discuss the overall strategy and the event
- Number of infrastructure improvements in the neighborhood
- Number of commitments from volunteers to participate in NOLA FOR LIFE day initiatives

## Lighting up the City

There are over 50,000 street lights in New Orleans. When the Mayor took office in 2010, about 29 percent or 16,000 of those streetlights were dark, requiring major repairs. We've cut that number by over 13,000. Still, it is an old, Katrina-damaged system and they break as fast as the City can fix them. Outages occur daily and thousands still need major repairs.

In 2013, the Mayor dedicated an additional \$10 million in one-time hurricane recovery money to fund a surge in repair work to get the lights on in every neighborhood. We won't rest until we get the job done.

**Objective:**

Repair 3,000 streetlights

**Performance Indicators Include:**

- Number of routine and major streetlight outages
- Number of streetlight repairs

## Quality Of Life Stat

In 2012, the Mayor created Quality Of Life Stat, the City's first performance management tool for issues of public nuisance and quality of life. During monthly stat meetings City leaders, NOPD and members of the public work together to review important quality of life related issues in neighborhoods and brainstorm about how best to ensure that the City is hitting its marks, protecting neighborhoods and tackling important quality of life issues.

A key part of this work involves coordinated sweeps of problem bars, nightclubs, corner stores and other businesses that sell alcohol and contribute to crime and other problems in the community. The goal is to deal with issues of concern before they escalate. Indeed, often small problems can lead to larger issues, especially when it involves businesses that sell alcohol.

### **Objective:**

Reduce the number of crimes and nuisances that occur near bars, nightclubs, corner stores and other businesses that sell alcohol

### **Performance Indicators Include:**

- The average usefulness of STAT meetings to meeting attendees
- Number of cases brought to the New Orleans Alcoholic Beverage Control Board

## NOPD Community Policing

Building on the efforts of NOPD Community Coordinating Sergeants (implemented in August 2010) and Quality of Life officers, the NOPD has rapidly improved the department's communication and partnership with the community. Actions include, but are not limited to:

- *Next of Kin Meetings* — These meetings give families of murder victims the opportunity to meet with detectives one-on-one to discuss the investigation.
- *Crime Prevention Unit* — This special unit's purpose is to prevent crime by providing helpful tips and key support to residents who want to reduce crime in their neighborhood.
- *Public Access to COMSTAT Meetings* — At COMSTAT meetings top NOPD leadership crunch data, discuss trends, and trouble shoot problems. Since June, 2010 these meetings have been open to the public.
- *Public Crime Mapping Information* — Starting in May, 2011 the public can now access the formerly internal NOPD Omega Crime View mapping technology. This sophisticated software allows users to focus on even a specific address and see a broad range of current crime analysis data.
- *Citizen Advisory Panels* — These community member panels work to educate and inform the NOPD about challenges and issues of concern in specific neighborhoods.

- *Monthly Crime Walks* — Crime walks give NOPD senior leadership and district officers a chance to walk through the neighborhood and build relationships with the community.
- *Walk-Throughs at Schools* — Walk-throughs bring uniformed patrol officers into elementary and middle schools to build relationships with young people.

### **Objective:**

Provide opportunities for the community to partner with NOPD

### **Performance Indicators Include:**

- Number of Community Coordinating Sergeants meetings
- Number of Quality of Life Officer activity reports

## Public Awareness Campaign

Murder's impact is wide, deep and does not just affect victims and perpetrators. All of New Orleans suffers because of this violence. Indeed, New Orleans is losing an entire generation of young black men to the streets. The NOLA FOR LIFE public awareness campaign, designed pro bono, by filmmaker Spike Lee, is meant to be part of a larger coordinated effort to start a broad conversation within the community about ways to stop the shooting and change behavioral norms about violence.

Launched in July 2013, NOLA FOR LIFE Channel highlights the comprehensive movement to reduce the murder rate in New Orleans, Louisiana. The compelling original and existing content runs on Cox Cable Channel 99, airing diverse programming and the inspirational stories of young men who are taking the stand to turn away from violence.

### **Objective:**

Communicate with all parts of the community about issues of violence ways to change behavioral norms, and start a conversation concerning how New Orleans can engage young African American men to change behavioral norms and stop the shooting

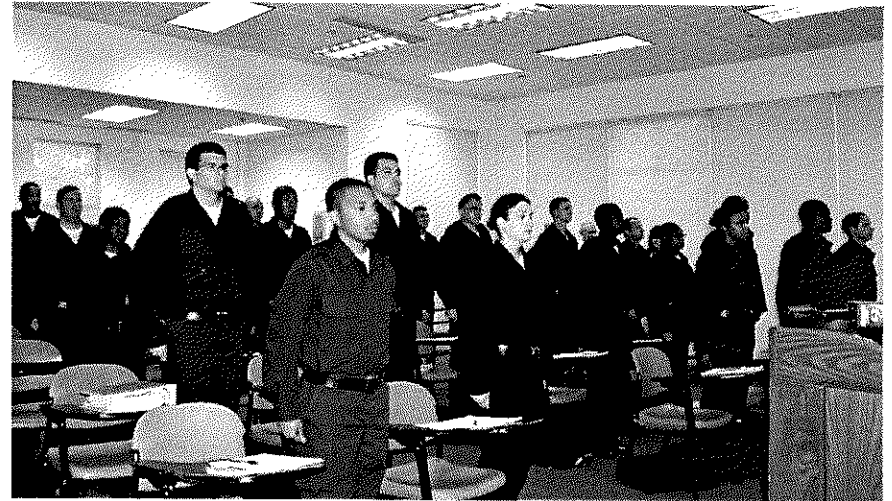
### **Performance Indicators Include:**

- Social media presence measured by media mentions, Twitter and Facebook followers, and website visits
- Number of NOLA FOR LIFE presentations to various community stakeholders

## STRENGTHEN THE NOPD

In 2010 we launched a comprehensive 65-point plan to completely remake the police department. Today we are moving full speed ahead and seeing results.

- NOPD LEADERSHIP TRAINING
- PROACTIVE HOT SPOT POLICING
- IMPROVE COMMUNITY TRUST WITH THE USE OF PROCEDURAL JUSTICE
- STAND UP NOPD CRIME LAB
- BEEF UP NOPD HOMICIDE UNIT
- PROJECT BLOODWORK
- RELEASE PUBLIC CALLS FOR SERVICE DATA



## NOPD Leadership Training

In the spring of 2012, the highly respected International Association of Chiefs of Police Leadership in Police Organizations (LPO) trained a total of 100 NOPD leaders in two separate 3 week sessions. In 2013, the NOPD will partner with LPO to provide additional training to 14 NOPD leaders who in 2014 will in turn provide the LPO training to the remaining 200 NOPD supervisors. In 2015 the NOPD will begin providing the LPO training to all NOPD officers.

**Objective:**

Provide NOPD officers with 100,000 hours of training

**Performance Indicators Include:**

- Number of hours of training
- Number of officers trained

## Proactive Hot Spot Policing

Since November 2001, the NOPD has used Data Driven Approaches to Crime and Traffic Safety (DDACTS) to proactively focus on high-activity crime hot spots following the installation of the state-of-art crime analytic software package "Omega Crime View." Since the start of 2012, the NOPD has developed and used an additional mapping strategy called Data Driven Violent Crime Trends (DDVCTS). DDVCTS focuses Omega Crime View analytics on homicides, shootings, gun arrest and drug arrest. This proactive approach maps crime trends and drives daily deployment strategies to target even more discrete "hot spots" of violent crimes in the city. However, the goal is to go beyond simply arresting violators, but broadly work with the community to promote a sense of order in these specific problem areas. The goal is to have the community and police work together hand in hand and take back the hot spots from the criminals.

**Objective:**

Map violent and drug crimes to target the deployment of NOPD officers to hot spot areas of the city

**Performance Indicators Include:**

- Number of Part I and drug crimes in identified DDACTS and DDVCTS hot spots (by type)

## Improve Community Trust with the Use of Procedural Justice

For too long, a few corrupt cops have caused much pain and agony to the people of New Orleans. Today, with strong allies in the hundreds of honest cops who honorably protect and serve, the City of New Orleans is charting a new path forward with a new NOPD.

Since 2010, the City has strengthened the NOPD Public Integrity Bureau by appointing a civilian leader who has two FBI agents detailed to the office. Plus, there is additional oversight of the department from the Independent Police Monitor and the Office of Inspector General (OIG). Furthermore, the NOPD has also added an additional emphasis on procedural justice with new training that highlights the importance of fair, impartial, and unbiased police conduct.

Indeed, in the March, 2013 the New Orleans Crime Coalition (NOCC) survey of citizen satisfaction there were signs of progress. The survey found 61% of respondents who had an interaction with a NOPD officer felt that the officer explained or fully explained the reasons for the contact - and when asked about that contact directly, 72% said that they were satisfied with the contact. This is a good sign of progress, but more needs to be done. With continuous improvement in mind, the NOPD just released new training documents which aim to better educate officers on the importance of 'selling the stop' through clear communication and fairness during investigations.

**Objective:**

Enhance public satisfaction with the police department by providing procedurally fair, direct interactions with the police

**Performance Indicators Include:**

- Increased trust and confidence in the Police Department as measured by polling results



## Stand up the NOPD Crime Lab

The U.S. Department of Justice's Bureau of Justice Assistance noted in its March 2011 report that "no effective homicide reduction program can be successful without a modern, functioning crime laboratory." By the end of 2011, the NOPD, with assistance from the ATF, eliminated a multi-year backlog of firearms testing and is now using the Crime Lab in real time. The NOPD, in partnership with the Louisiana State Police (LSP), has also eliminated a multi-year backlog of over 800 sexual assault kits. The Firearms Lab has also just finished another major upgrade of equipment and now the NOPD has direct access to the National Ballistic Information Network database. These advances are producing better investigations and will enhance murder reduction efforts.

Furthermore, to ensure continued timely access to DNA analysis on critical cases NOPD has funded two scientist positions at the LSP Crime Lab and will continue executing the highly successful "Operation Bloodwork" strategy which since December 2011 has forwarded 10 no-suspect property crime cases per month to the LSP lab for further DNA analysis.

## Beef Up NOPD Homicide Unit

Upon the recommendation of the Bureau of Justice Assistance, the new NOPD has implemented an 82-point plan to rebuild the Homicide Unit. The unit has been nearly doubled and now works closely with narcotics so immediately following a murder event the area is flooded with both homicide and narcotics officers. The results are more tips from the public and better investigations.

## Project Bloodwork

The NOPD began Project Bloodwork in December 2011. The goal-perform forensic analysis of DNA evidence collected from the years 2005 to 2011 for burglary-related offenses. This analysis enabled the NOPD not only to close burglary cases, but also link individuals to other potentially cold cases with some form of DNA evidence. To assist in this endeavor, the Louisiana State Police Crime Laboratory (LSPCL) agreed to analyze blood evidence at a rate of five (5) new cases every two (2) weeks. This project has been extremely successful with over 120 cases submitted for analysis and nearly every case being returned with useable DNA evidence to identify a perpetrator, link crimes of unknown perpetrators, or identify new DNA for entry into the national DNA data base.

## Release Public Calls for Service Data

To enhance transparency, data from NOPD calls for service have been made available to the public at [data.nola.gov](http://data.nola.gov). Updated every 48 hours, now individuals and groups can examine and analyze daily police movement and interactions throughout the city. The hope is that this data helps residents better understand the work being done by the department and also cuts down on the staff needed for public information requests.

# Comprehensive Murder Reduction Strategy

## THE PROBLEM

Nearly 15,000 Americans are murdered every year on the streets of America. The City of New Orleans has a per capita murder rate over ten times the national average and a rate much higher than other comparable cities. In 2011, on the streets of New Orleans, 199 individuals lost their lives as victims of murder. In 2012, 193 more were murdered in a relentless drum beat of death.

## VISION

Youth and families flourishing in safe neighborhoods with high quality educational, economic, and cultural opportunities that enable each person to be healthy, self-reliant and able to realize their dreams and aspirations.

## MISSION

Work with community and agency partners to develop and implement a comprehensive strategy that reduces murder in the City of New Orleans by employing targeted prevention, intervention, enforcement and rehabilitation initiatives.

## STRATEGIC GOALS

**Develop, implement and support multi-disciplinary and data-driven prevention, intervention, enforcement and rehabilitation initiatives.**

The City of New Orleans is fortunate to have many extraordinary organizations that address the needs of citizens. This plan seeks to enhance existing initiatives and support the creation and implementation of new anti-murder efforts that are data-driven and multi-disciplinary.

**Facilitate effective interagency communication and information sharing.**

A major barrier to effective policy creation and implementation is a lack of information sharing across agencies and disciplines. Building on existing efforts, such as the Mayor's Strategic Command to Reduce Murder, the City of New Orleans will encourage and facilitate continued interagency collaboration to ensure that all murder reduction initiatives are well-informed, comprehensive, targeted and can be measured for effectiveness.

**Promote civic engagement to stop violent behavior amongst young black males.**

Murder can be prevented by changing behavioral norms. The City of New Orleans will promote community engagement efforts that promote the value of all human life, non-violent resolution to conflicts and investment in the lives of at-risk young black males.

## ONGOING CHALLENGES & THEMES

Major challenges identified include:

- A lack of trust between law enforcement and the community
- Gaps in access to support services in disadvantaged neighborhoods
- The lack of consistent, serious consequences for violent crimes and repeat violent offenders
- Availability of firearms
- A lack of coordination throughout the criminal justice system
- Limited coordination and communication across the board between schools, social service and health providers, neighborhoods and the criminal justice system

Common themes from criminal justice and community stakeholders on how to reduce murder:

- Improve education, job training and job placement for young black males
- Ensure robust community policing that builds relationships and trust between residents and the NOPD
- Ensure availability of targeted, effective social services and prevention programs
- Ensure targeted law enforcement and prosecution for violent offenders and repeat offenders
- Improve policies and practices concerning pre-trial services, prosecution and sentencing
- Improve reentry services to reduce the recidivism rate
- Promote the dreams and aspirations of males most at risk of being victims or perpetrators of violence
- Ensure that anti-murder efforts are comprehensive and address the problem in a holistic way

## CURRENT COMMUNITY-BASED INITIATIVES

Currently in New Orleans, there are a variety of community-based initiatives working to stop the shooting. These efforts range from mentoring young people who are at-risk of becoming victims or perpetrators of violence to providing prisoner reentry support services.

Examples of promising and successful community-based programming:

- Long-term residential treatment that helps troubled youth build social, academic and self-help skills
- Education, tutoring, mentoring, and career development support for youth in and transitioning out of foster care
- Culinary and life skills training programs
- Day programs that provide young children with mentors, small group activities, homework help, tutoring, conflict resolution, and social skill development
- Reentry services for formerly incarcerated individuals, which include job training, computer literacy and housing assistance
- Community reintegration programming for youths coming out of juvenile detention, which include mentoring, literacy, GED tutoring, conflict resolution, anger management and mental health counseling



## PLAN DEVELOPMENT

NOLA FOR LIFE: A *Comprehensive Murder Reduction Strategy* was developed by the Mayor's Innovation Delivery Team, in collaboration with Police Chief Ronal Serpas, former Criminal Justice Commissioner James Carter and Health Commissioner Dr. Karen DeSalvo. As a part of this effort, the Innovation Delivery Team engaged key national and local crime experts, community service providers, law enforcement and youth, and also conducted a rigorous review of pertinent data.

Promising initiatives were generated through a review of existing city efforts, best practice research, and conversations with stakeholders. The current iteration of the NOLA FOR LIFE strategy was developed in a very similar manner, but with increased participation from many partners and additional stakeholders. The process was specifically informed by participants in the Mayor's Strategic Command to Reduce Murder, the National Forum on Youth Violence Prevention, the NOLA FOR LIFE Community of Practice and the network of Group Violence Reduction Strategy partners.

## ADVOCACY TO SUPPORT INITIATIVES

The City of New Orleans is committed to executing a robust, proactive plan to reduce murders. However, city government is only one part of a much larger system that includes schools, courts, and many others. So to enact effective, systemic reforms that will aid in the fight to reduce murders and address the issues that contribute to murder the City plans to advocate for:

- Plans to significantly reduce the high dropout rate of African-American males
- Implementation of a Health Information Exchange System that connects the jail and community service providers
- An immediate increase in needs-based access to behavioral health services for those individuals with mental health/substance abuse needs
- Restoration of the behavioral health crisis continuum
- Vigorous prosecution and sentencing of those who commit violent crimes
- Increased bail amounts for illegal gun possession
- Creation of a comprehensive and easy to use database that provides murder and other violent crime case disposition information

## MEASURING OUTCOMES AND IMPACT

A preliminary set of performance outcomes for NOLA FOR LIFE: A Comprehensive Murder Reduction Strategy has been established, and will be used to measure progress toward murder reduction and the City's strategic goals. As this is an ongoing process, there may be a need to review and amend measures after consultation with partners.

As the plan is implemented and refined, additional output and outcome measures will be developed to measure the effectiveness of individual initiatives. It is important to note that this plan emphasizes the use of evidence-based strategies and programming throughout the implementation process, with decisions informed by the ability to demonstrate success.



## INNOVATION DELIVERY TEAM

The Innovation Delivery Team is a component of the Mayor's Project at Bloomberg Philanthropies. Thanks in large part to a grant by Bloomberg Philanthropies, the City of New Orleans has a team of top performers to bring rigorous focus and best-in-class practices to identify and deliver powerful solutions to major urban challenges. The City of New Orleans' Innovation Delivery Team is assigned specifically to assist lead departments within City Hall in developing innovative strategies that reduce murder holistically. This team enables better research and selection of murder reduction initiatives, and support for implementation, performance evaluation and reporting.

## ACKNOWLEDGEMENTS

Many thanks to the organizations, community partners and individuals that have stepped up to support NOLA FOR LIFE. Reducing murder on the streets of New Orleans is the Landrieu Administration's top priority, but could not be done without our key partners who make this work possible.

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# *SMART* Approaches to Reducing Gun Violence

Smart Policing Initiative Spotlight on Evidence-Based Strategies and Impacts

March 2014

*Anthony A. Braga, Daniel W. Webster, Michael D. White, and Hildy Saizow*

Smart Policing Initiative  
Spotlight Report

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### Contributing SPI-funded Agencies

Baltimore Police Department

Police Commissioner: Anthony W. Batts  
Former Police Commissioner: Fred Bealefeld  
SPI Coordinator: Robert Quick  
Researcher: Daniel W. Webster

Boston Police Department

Police Commissioner: William B. Evans  
Former Police Commissioner: Edward F. Davis  
SPI Coordinator: Maria Cheevers  
Researcher: Anthony A. Braga

Cambridge Police Department

Police Commissioner: Robert C. Haas  
SPI Coordinator: Daniel Wagner  
Researcher: Craig D. Uchida, Julie Schnobrich-Davis

East Palo Alto Police Department

Interim Chief of Police: Lee Violet  
Former Chief of Police: Ronald L. Davis  
SPI Coordinator: Melvin E. Gaines  
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Joliet Police Department

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SPI Coordinator: Maria Green  
Researcher: Robert Lombardo

Kansas City Police Department

Chief of Police: Darryl Forté  
SPI Coordinator: Joseph McHale  
Researcher: Ken Novak

Las Vegas Metropolitan Police Department

Sheriff: Douglas C. Gillespie  
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Los Angeles Police Department

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Rochester Police Department

Interim Chief of Police: Michael Ciminelli  
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## ***SMART* Approaches to Reducing Gun Violence**

### **The Highlights**

Despite significant decreases in crime nationwide, America continues to experience criminal gun violence at extraordinarily high levels—more than 11,000 individuals are murdered by firearms and 75,000 are treated for nonfatal gunshot wounds at hospitals annually, and these incidents are certainly undercounted in our statistics. Beyond the devastating toll measured in injuries and loss of life, gun violence also imposes a heavy burden on our standard of living, from increased fear and reduced quality of life to depressed property values. While the public tends to focus its attention on mass shootings, the most common forms of gun violence occur on a daily basis involving gang members, violent youth, and others involved in crime. As a result, local police departments are in a strategic position on the front lines poised to curb or even prevent gun crime, injuries, and deaths. In response, a number of departments are experimenting with new, evidence-based strategies and tactics aimed at addressing the chronic and pervasive gun violence problem. Yet, the question remains: Can the police effectively reduce and prevent gun crimes and associated violence?

The Smart Policing Initiative (SPI) emerged on the law enforcement landscape in 2009. With SPI, the Bureau of Justice Assistance (BJA) sought to identify effective and efficient solutions to chronic local crime problems, including gun violence. This program provides a valuable opportunity for local police agencies to partner with academic researchers and rigorously assess whether gun violence reduction strategies have the intended effects on crime, violence, and communities. Indeed, nine of thirty-five SPI-funded police agencies nationwide have targeted gun violence as part of their Smart Policing Initiatives (Boston, MA; Los Angeles, CA; Baltimore, MD; Joliet, IL; Las Vegas, NV; Cambridge/Somerville/Everett, MA; Kansas City, MO; Rochester, NY; and East Palo Alto, CA). This Spotlight report reviews the common strategies that police have employed across those nine sites. These evidence-based strategies, which reflect core tenets of the SPI, are grounded in a risk-focused framework that recognizes the importance of targeting efforts on the places, people, and times at greatest threat of violence. The common strategies identified for implementation in the nine SPI sites include:

- Targeting persistent gun violence hot spots
- Targeting prolific offenders in persistent hot spots
- Employing new technologies and advanced crime analysis
- Engaging a wide range of collaborative partners
- Conducting advanced problem analysis

We prepared the Gun Violence Spotlight to further the national conversation on the gun violence problem and to provide a resource for local officials seeking to make informed, evidence-based decisions regarding their prevention, intervention, and suppression efforts. Though many of the SPI projects are ongoing, several sites have produced important findings, derived through rigorous research methodologies, which indicate that their interventions have effectively reduced gun violence:

- Boston’s problem-oriented strategy focusing on micro-level hot spots reduced aggravated assaults by more than 15 percent, violent crime by more than 17 percent, and robberies by more than 19 percent.
- Baltimore’s strategy of targeted enforcement within selected crime hot spots reduced homicides by 27 percent; and a related focused deterrence intervention reduced non-fatal shootings in one neighborhood by 40 percent.
- Baltimore’s Gun Offender Registry reduced gun-related re-offending risks among participants by 92 percent.
- Los Angeles’ LASER initiative, which combined place and offender strategies with the use of criminal intelligence data, reduced homicides by more than 22 percent per month in the target division (Newton), and gun crimes by 5 percent in each reporting district of the target division.<sup>1</sup>

The Boston, Baltimore, and Los Angeles findings are certainly encouraging, and they strongly suggest that the SPI has generated significant declines in gun crime and related violence. Results for other SPI sites will be forthcoming in the near future. This Spotlight identifies a number of next steps for addressing gun violence, most notably the development of supply-side approaches that disrupt illicit gun supply lines and combat illegal gun sales.

This report is a collaborative effort of BJA at the federal level; local police agencies that have stepped outside traditional boundaries to partner with academic researchers; and CNA, the technical assistance provider for SPI. We believe police executives, local decision makers, community members, and others concerned with gun violence will find this report helpful, even instructive, as they seek new and more effective ways to reduce gun violence, improve public safety, and save lives.

<sup>1</sup> The aforementioned SPI sites all employed sophisticated research designs with comparison areas. In each case, the crime declines in the SPI target areas far exceeded declines in the comparison areas.

# SMART APPROACHES TO REDUCING GUN VIOLENCE: SMART POLICING INITIATIVE SPOTLIGHT ON EVIDENCE-BASED STRATEGIES AND IMPACTS

ANTHONY A. BRAGA, DANIEL W. WEBSTER, MICHAEL D. WHITE, AND HILDY SAIZOW

## INTRODUCTION

Gun violence exacts an incredible toll in communities throughout the United States. Criminal gun violence is responsible for over 11,000 deaths per year,<sup>1</sup> more than 75,000 individuals treated for nonfatal gunshot wounds at hospitals,<sup>2</sup> and at least 460,000 nonfatal victimizations.<sup>3</sup> The extraordinary high rate of gun violence in the United States is very unusual for a high-income, democratic nation. For example, the firearm homicide rate in the United States is nearly 20 times higher on average than that of other high-income Western democracies.<sup>4</sup> A recent study estimated that the total cost of gun violence in America in a single year reaches \$172 billion, including both

direct (medical care; criminal justice costs, etc.) and indirect costs (fear, reduced quality of life, and depressed property values).<sup>5</sup> The threat of such violence imposes a heavy burden on our standard of living, not only on groups that have the highest victimization rates, but on entire communities. In our cities, the rate of gun violence, particularly youth gun violence, remains very high. Given the magnitude of the firearms violence problem in the United States, law enforcement has been challenged to develop effective strategies to prevent gun violence.

### **A Critical Link to Gun Violence**

Much of the devastating toll of urban gun violence can be linked to a small number of high-rate offenders committing shootings at specific places and times.

Much of the devastating toll of urban gun violence can be linked to dynamics and situations generated by a small number of high-rate offenders committing shootings

<sup>1</sup> National Center for Injury Control and Prevention. Fatal Injury Reports. Web-based Injury Statistics Query and Analysis System (WISQARS). Accessed October 1, 2013.

<sup>2</sup> National Center for Injury Control and Prevention. Nonfatal Injury Reports. Web-based Injury Statistics Query and Analysis System (WISQARS). Accessed October 1, 2013.

<sup>3</sup> J. Truman, L. Langton, and M. Plantey. *Criminal Victimization, 2012*. NCJ 243389. Bureau of Justice Statistics, U.S. Department of Justice. October 2013.

<sup>4</sup> Erin G. Richardson and David Hemenway. "Homicide, suicide, and unintentional firearm mortality: comparing the United States with other high-income countries, 2003." *Journal of Trauma—Injury Infection & Critical Care* 70, no. 1, Jan. 2011: 238-243.

<sup>5</sup> Ted R. Miller. *The Cost of Firearm Violence*. Children's Safety Network Economics and Data Analysis Resource Center, at Pacific Institute for Research and Evaluation. December 2012.

<http://www.childrensafetynetwork.org/cost-gun-violence>

at specific places and times. For instance, fewer than 5 percent of Boston's street corners and block faces generated 74 percent of fatal and non-fatal shootings between 1980 and 2008, with the most-active 65 locations experiencing more than 1,000 shootings during this time period.<sup>6</sup> The bulk of Boston shootings take place immediately after school dismissal and during the weekend evening hours, and tend to increase during summer months.<sup>7</sup> In 2006, roughly one percent of Boston youth between the ages of 15 and 24 participated in gangs, but these gangs generated more than half of all homicides, and gang members were involved in roughly 70 percent of fatal and non-fatal shootings as either a perpetrator and/or a victim.<sup>8</sup>

#### **The Risk-Focused Approach**

Current evidence suggests police should focus gun violence prevention actions on the places, times, and people who pose the highest risks to public safety. This risk-focused approach is the guiding principle for Smart Policing strategies.

The available evidence from Boston and other places suggests that police can enhance their crime prevention potency by employing a risk-focused approach that targets the places and people that represent the greatest threat of violence. For example, there is empirical evidence that police programs focused on reducing illegal gun possession, carrying, and use in high-risk places at high-risk times generate significant reductions in gun violence.<sup>9</sup> The Kansas City Gun Experiment examined the gun violence prevention effects of proactive patrols focused on gun recoveries in a high gun violence beat.<sup>10</sup> The quasi-experimental evaluation revealed that the gun-focused patrols resulted in a 65 percent increase in gun seizures and a 49 percent decrease in gun crimes in the target beat area; gun seizures and gun crimes in the comparison beat area did not change significantly.<sup>11</sup> These gun violence reduction gains were achieved without displacing gun violence into adjoining beats. Moreover, the community strongly supported the intensive patrols and perceived an improvement in the quality of life in the treatment neighborhood.<sup>12</sup> Replication

<sup>6</sup> Anthony A. Braga, Andrew V. Papachristos, and David M. Hureau. "The Concentration and Stability of Gun Violence at Micro Places in Boston, 1980-2008." *Journal of Quantitative Criminology* 26, no. 1, Mar. 2010: 33-53.

<sup>7</sup> Anthony A. Braga. *Gun Violence Among Serious Young Offenders*. Problem-Oriented Guides for Police Series, Problem-Specific Guide Number 23. U.S. Department of Justice, Office of Community Oriented Policing Services. Washington, DC. 2004.

<sup>8</sup> Anthony A. Braga, David Hureau, and Christopher Winship. "Losing Faith? Police, Black Churches, and the Resurgence of Youth Violence in Boston." *Ohio State Journal of Criminal Law* 6, no. 1, Fall 2008: 141-172.

<sup>9</sup> Lawrence W. Sherman. "Reducing Gun Violence: What Works, What Doesn't, What's Promising." *Criminal Justice* 1, no.1, 2001: 11-25.

<sup>10</sup> Lawrence W. Sherman and Dennis Rogan. "Effects of Gun Seizures on Gun Violence: 'Hot Spots' Patrol in Kansas City." *Justice Quarterly* 12, no. 4, Dec. 1995: 673-694.

<sup>11</sup> Sherman and Rogan, 1995.

<sup>12</sup> James Shaw. 1995. "Community Policing Against Guns: Public Opinion of the Kansas City Gun Experiment." *Justice Quarterly* 12, no. 4, Dec. 1995: 695-710.



programs in Indianapolis<sup>13</sup> and Pittsburgh<sup>14</sup> showed similar gun violence reduction effects.

**Focused Deterrence Has an Impact**

A recent review of focused deterrence strategies (also known as pulling levers) found these interventions were associated with significant reductions in gun violence.

Alternatively, a number of jurisdictions have experimented with “pulling levers,” which are focused deterrence strategies to prevent gun violence by high-risk people.<sup>15</sup> Briefly, focused deterrence strategies (offender notification meetings or call-ins) seek to change offender behavior by understanding the underlying crime-producing dynamics and conditions that sustain recurring crime problems and implementing a blended strategy of law enforcement, community mobilization, and social service actions targeted at specific groups of high-risk individuals.<sup>16</sup> Direct communication of increased risks of incarceration and the availability of social service assistance to target groups and individuals is a defining charac-

teristic of focused deterrence programs. A recent systematic review of the crime control efficacy of focused deterrence strategies found that these interventions were consistently associated with significant reductions in gun violence.<sup>17</sup>

While it is helpful to categorize types of police interventions by whether they are primarily focused on places or offenders, in practice, these gun crime prevention strategies overlap. For example, when police are deployed to prevent gun violence in particular places, they will often focus their attention on controlling the illegal gun behaviors of particular individuals within those locations. When police focus their efforts on preventing gun violence by likely offenders, such as gang members, they will sometimes focus their attention on places such as gang turf and drug market areas frequented by these individuals. The distinction between a focus on offenders and a focus on places matters less than the evidence presented here that the police can prevent gun crime by strategically focusing on identifiable risks. Notably, the risk-focused framework serves as a guiding principle for a growing body of evidence-based strategies that effectively prevent or reduce gun violence, and law enforcement agencies around the United States are increasingly turning to this body of knowledge to

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<sup>13</sup> Edmund F. et al. “Reducing Firearms Violence Through Directed Police Patrol.” *Criminology & Public Policy* 1, no. 1, Nov. 2001:119-148.

<sup>14</sup> Jacqueline Cohen and Jens Ludwig. “Policing Crime Guns.” In Jens Ludwig and Philip J. Cook, eds. *Evaluating Gun Policy* Washington, DC: Brookings Institution Press, 2003. 217-250.

<sup>15</sup> Anthony A. Braga, David M. Kennedy, and George Tita. “New Approaches to the Strategic Prevention of Gang and Group-Involved Violence.” In C. Ronald Huff, ed. *Gangs in America*. Third edition. Thousand Oaks, CA: Sage Publications, 2002.

<sup>16</sup> David M. Kennedy. *Deterrence and Crime Prevention: Reconsidering the Prospect of Sanction*. London, U.K.: Routledge, 2008.

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<sup>17</sup> Anthony A. Braga and David L. Weisburd. “The Effects of Focused Deterrence Strategies on Crime: A Systematic Review and Meta-Analysis of the Empirical Evidence.” *Journal of Research in Crime and Delinquency* 49, no. 3, 2012: 323-358.

address gun violence in their local communities.

## THE SMART POLICING INITIATIVE AND GUN VIOLENCE

Law enforcement agencies' reliance on this portfolio of evidence-based practices represents an emerging paradigm shift in policing that is embodied in the Bureau of Justice Assistance's Smart Policing Initiative (SPI). The SPI, which began in June 2009, sought to expand the identification or confirmation of effective, efficient solutions to chronic local crime problems. BJA expected that this result could be achieved by encouraging police and criminal justice scholars to work together to test solutions that were informed by crime science theories, assessed with sound evaluation methods, and galvanized by the sense of urgency

### **What is Smart Policing?**

The Smart Policing Initiative is a Bureau of Justice Assistance program that supports law enforcement agencies in building evidence-based, data-driven law enforcement tactics and strategies that are effective, efficient, and economical. Smart Policing represents a strategic approach that brings more science into police operations by leveraging innovative applications of analysis, technology, and evidence-based practices through collaboration with academic researchers. The goal of the Smart Policing Initiative is to improve policing performance and effectiveness based on scientific evidence, while containing costs.

with which law enforcement agencies approach their responsibilities. To date, BJA has provided more than \$14.4 million to 35 local law enforcement agencies conducting 38 SPI projects.<sup>18</sup>

Over the last four years, Smart Policing agencies have targeted a range of local crime problems, from quality-of-life issues to homicide. Nine of the 35 funded agencies have targeted gun violence as part of their Smart Policing Initiative. Some of these sites have completed their projects and have demonstrated positive impacts in their communities. Other sites have just gotten underway and results are expected in 2014-2015. The sites addressing gun violence include Boston, MA; Las Vegas, NV; Los Angeles, CA; Kansas City, MO; Baltimore, MD; Rochester, NY; Joliet, IL; East Palo Alto, CA; and Cambridge/Somerville/Everett, MA.<sup>19</sup>

Table 1 provides a summary of the sites, their core evidence-based strategies, and the expected date for evaluation results. The approaches implemented by these sites are diverse and run the full gamut of evidence-based strategies.<sup>20</sup> Some have employed hot spot and place-based

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<sup>18</sup> Several sites have received SPI funding twice. BJA and its technical assistance provider, CNA, have developed a number of mechanisms to ensure wide dissemination of the SPI results to law enforcement agencies throughout the United States and abroad.

<sup>19</sup> The Cambridge/Somerville/Everett SPI involves a collaborative project among the three police departments.

<sup>20</sup> A number of other sites have targeted crimes that may involve firearms, such as robbery (e.g., Palm Beach, FL, and Cincinnati, OH). This spotlight focuses attention on the SPI sites that specifically targeted gun violence. Moreover, several of the sites are described in multiple sections because they implemented strategies reflective of more than one core SPI tenet.

**Table 1. Smart Policing Sites and Expected Dates for Evaluation Results**

Site	SPI Core Strategies	Expected Date for Results
<b>Phase I (2009-2011)</b>		
Boston	Hot spots; Problem solving	Currently available
Los Angeles	Offender-focused in hot spots	Currently available
<b>Phase II (2010-2012)</b>		
Baltimore	Offender-focused in hot spots	Currently available
Joliet	Intelligence-Led Policing, Collaboration	Expected in 2014
<b>Phase III (2011-2013)</b>		
Las Vegas	Hot spots	Expected in 2014
Cambridge/Somerville/ Everett	Collaboration	Expected in 2014
<b>Phase IV (2012-2014)</b>		
Kansas City	Offender-focused in hot spots, Collaboration	Expected in 2015
Rochester	Problem solving	Expected in 2015
East Palo Alto	Technology	Expected in 2015

Strategies, while others have focused on offender-based approaches, such as focused deterrence (e.g., “pulling levers”). Many have employed problem-oriented policing approaches, and technology has frequently played a central role in SPI interventions (e.g., crime analysis, Shot-Spotter™). Importantly, the risk-focused approach is a common element across these sites.

### THE IMPACT OF SPI ON GUN VIOLENCE TO DATE

Though many of the projects described above are on-going, several sites have produced important findings related to implementation and impact (see Table 2). For example, the Boston SPI team assessed the impact of their problem-

oriented, hot spot intervention (the Safe Streets Teams) and found that the strategy was associated with a 15.4 percent reduction in the number of aggravated assaults, a 17.3 percent reduction in the total number of violent index crimes, and a 19.2 percent reduction in the number of robberies (with no evidence of displacement or diffusion).<sup>21</sup> The Baltimore SPI team, which used a combination of focused deterrence, targeted enforcement (the Violent Crime Impact Section, or VCIS), and a Gun Offender Registry (GOR), found that their intervention was associated with reduc-

<sup>21</sup> Anthony A. Braga, David M. Hureau, and Andrew V. Papachristos. “An ex post facto evaluation framework for place-based police interventions.” *Evaluation Review* 35, no.6, 2011: 592–626.

**Table 2. The Impact of Smart Policing on Gun Violence**

SPI Site	Impact
<b>Boston</b>	
Aggravated assaults	15.4% reduction*
Violent crime	17.3% reduction*
Robbery	19.2% reduction*
<b>Baltimore</b>	
Homicide (VCIS)	27.3% reduction*
Non-fatal shootings (Exile, NW)	39.8% reduction*
GOR offending risk (gun crimes)	92.0% reduction*
<b>Los Angeles</b>	
Gun crimes	5.2% reduction (per month)*
Homicide	22.6% reduction (per month)*
<i>*statistically significant p&lt;.05</i>	

tions of 27.3 percent in homicides and 15.1 percent in nonfatal shooting incidents. Moreover, the focused deterrence strategy was associated with a nearly 40 percent reduction in non-fatal shootings in one neighborhood, and the Gun Offender Registry was estimated to have reduced participants' risk of involvement in gun crimes by 92 percent.

The Los Angeles SPI team implemented a blended targeted offender/hot spots strategy called Operation LASER. The intervention was associated with a 22.6 percent reduction in homicides per month in the target division, as well as a 5.2 percent reduction in gun crimes per month in each reporting district of the target division. Notably, two of the aforementioned evaluations received a score of "4" (out of 5) on the Maryland Scale of Scientific Methods (Boston, Los

Angeles), indicating rigorous evaluation methodologies.<sup>22</sup> These findings are

**What Works?**

Smart Policing interventions in Boston, Baltimore, and Los Angeles have successfully reduced gun violence. Boston used a problem-oriented, hot spots strategy. Baltimore used a combination of targeted enforcement, focused deterrence, and an innovative gun offender registry. Los Angeles used a blended targeted offender/hot spots strategy with enhanced crime intelligence.

<sup>22</sup> Sherman, et al., developed the Maryland Scale of Scientific Methods as part of the 1997 report to Congress, "Preventing Crime: What Works, What Doesn't, What's Promising." The scale rates a study's overall internal validity on a 1 to 5 point range, with 1 representing the weakest design and 5 the strongest. The key factors influencing a study's rating are: the level of control over other variables; the potential for measurement error; and the statistical power of the analysis. For more information see Sherman, L., D.C. Gottfredson, D.L. MacKenzie, J. Eck, P. Reuter, and S.D. Bushway. "Preventing Crime: What Works, What Doesn't, What's Promising." National Institute of Justice, Research in Brief, July 1998.



strong evidence that the SPI interventions in Boston, Baltimore, and Los Angeles have been successful in reducing gun violence. For more detail on the site evaluations, see Appendix A in this spotlight and [www.smartpolicinginitiative.com/SPIsites](http://www.smartpolicinginitiative.com/SPIsites). Evidence from additional SPI sites will be available in 2014-2015.

## KEY STRATEGIES FOR SUCCESSFULLY TARGETING GUN VIOLENCE

Despite the diversity in approaches among the nine SPI sites that have targeted gun violence, several common strategies have emerged from the experiences of those sites. The strategies include targeting persistent gun violence hot spots; targeting prolific offenders in persistent hot spots; employing new technologies and advanced crime analysis; engaging a wide range of collaborative partners; and conducting advanced problem analysis. These strategies are core tenets of SPI, and a discussion of SPI sites' activities in these areas offers important insights regarding the mosaic of approaches that can effectively combat gun violence.<sup>23</sup> The next section describes in detail how SPI sites have implemented strategies reflective of each of these core

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<sup>23</sup> Given the nature of this spotlight, descriptions of specific SPI sites are necessarily brief. Moreover, sites often engage in activities that represent multiple themes; but in the interest of space, only 2 or 3 sites are described for each theme. For more detail on strategies, evidence, and experiences from SPI sites, see: <http://www.smartpolicinginitiative.com/SPIsites>.

SPI tenets.

### **SPI Strategies for Reducing Gun Violence**

- Target persistent gun violence hot spots
- Target prolific offenders in persistent hot spots
- Employ new technologies and advanced crime analysis
- Engage a wide range of collaborative partners
- Conduct advanced problem analysis

#### **I. Targeting Persistent Hot Spots**

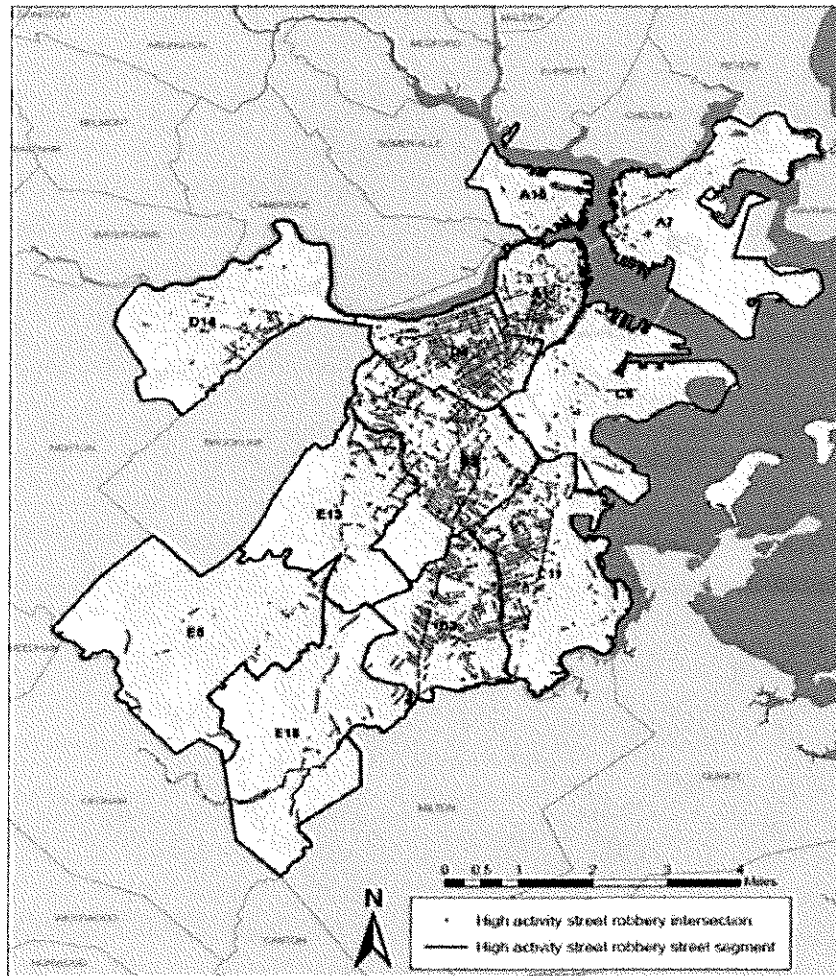
Several SPI sites have targeted gun violence through a place-based approach that uses geographic analysis of gun crime data to identify specific, persistent hot spots. The site-specific strategies employed by the Boston and Las Vegas SPI sites are described below.

##### **Boston**

In Boston, the yearly number of fatal and non-fatal shootings had increased by 133 percent, from 162 in 2000 to 377 in 2006. Most of the shootings were concentrated in a small number of gun violence hot spots in Boston's disadvantaged, predominantly minority neighborhoods of Dorchester, Mattapan, and Roxbury. In 2009, the Boston Police Department (BPD) received SPI funding to examine the stability and persistence of gun violence in the city and to evaluate the impact of their intervention efforts. The Boston SPI began with a 28-year longitudinal

analysis of gun-related crime and violence. To accomplish this task, the team

**Figure 1. Spatial Distribution of Micro-Places with High Concentrations of Street Robberies in Boston**



gathered police data on all reported robberies (142,213) and all injurious shooting events (7,602) from 1980 to 2008, and then geocoded each crime event to the appropriate intersection or street segment (the street sections in between two intersections).<sup>24</sup> The analysis demon-

strated remarkable stability and concentration among gun crime micro hot spots. From 1980 to 2008, 88.5 percent of the street units in the city did not experience a single shooting event. However, 269 street units experienced from five to nine shooting events, and 65 street units experienced 10 or more shooting events. Figure 1 displays the concentration of street robberies in Boston.

<sup>24</sup> The researchers identified 18,155 street segments and 10,375 intersections in Boston.

In response to the increase and concentration in gun violence, the Boston Police Department developed a targeted strategy to address gun crime in the most violent areas of the city. BPD identified 13 long-term, violent crime hot spots and created Safe Street Teams (SSTs) to work in each of the identified areas. The SSTs, each of which consisted of a sergeant and six patrol officers, were responsible for employing community and problem-oriented policing techniques to identify and address recurring problems in the targeted areas. The SSTs employed hundreds of crime reduction strategies in the targeted hot spots, resulting in significant decreases in violent crime. The Boston SPI experience contributes to the growing body of research documenting the effectiveness of both hot spots and problem-oriented policing. See section V below for a description of the SST problem solving activities, and Appendix A for the methodology and results from the Boston SPI impact evaluation.

### Las Vegas

Though the violent crime rate in Las Vegas dropped steadily from 2007 to 2010 (from 1,017.1 per 100,000 residents to 893), gun violence has remained well above both the national average and the average for agencies serving more than one million residents ([www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s](http://www.fbi.gov/about-us/cjis/ucr/crime-in-the-u.s)). Much like Boston, violent crime is not spread evenly throughout the city, and there are specific neighborhoods which have remained persistent hot spots for violence and gun

crime.<sup>25</sup> The Las Vegas Metropolitan Police Department (LVMPD) received SPI funding in 2012 to address these violent crime hot spots using proactive saturation patrol with an existing unit called the Mobile Crime Saturation Team (MCSAT). MCSAT is a mobile team of officers who rapidly respond to neighborhoods impacted by violence, gun crime, and related disorder. MCSAT consists of 24 officers (two squads of 12 officers) who engage in primarily proactive, self-initiated policing. Reflecting the spirit of SPI, the Las Vegas team used advanced geospatial analysis to identify 24 persistent hot spots spread across the eight command areas covering the city.

The Mobile Saturation Team was assigned to the hot spots for 60-day deployments during 2012 and the first six months of 2013. The SPI officers proactively patrolled three hot spots during each 60-day period before rotating to the next set of three hot spots.<sup>26</sup> Much like saturation patrol and order maintenance

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<sup>25</sup> Las Vegas is much less dense than Boston and, as a result, the hot spots identified in the Las Vegas analysis were significantly larger than the Boston micro hot spots (e.g., usually multiple square blocks).

<sup>26</sup> Deployment period 1 in 2012 occurred as follows: March/April (3 hot spots), May/June (3 hot spots), July/August (3 hot spots), and September/October (3 hot spots). For the second deployment period, the MCSAT lost half of its personnel due to re-assignments resulting from budget cuts (12 officers instead of 24). The second deployment (with 12 officers) occurred from November/December 2012, January/February 2013, March/April 2013, and May/June 2013 (three hot spots targeted in each 60-day window). The MCSAT generated significant activity each week. For example, during the week of February 24 through March 2, 2013, the team generated 16 felony arrests, 33 misdemeanor arrests, 26 wanted person arrests, 70 citations, 11 Field Investigation (FI) cards, 116 vehicle stops, and 97 person stops.

strategies in New York and other cities, the Las Vegas SPI team focuses heavily on gun crimes and gun confiscation. Every week the LVMPD holds a planning meeting with representatives from the relevant units including Gangs, Robbery, Auto Theft, Property Crimes, Command Intelligence, and Patrol. The meeting focuses on emerging crime trends, particularly trends related to gun violence. The MCSAT Team Lieutenant attends the briefings and adjusts the team activities accordingly. The Crime Analysis Unit in LVMPD generates a weekly firearm density map based on shots fired, guns seized, and gun crimes including homicide, robbery, and aggravated assault. This map helps direct the unit's activities within the treatment hot spots, and preliminary results suggest that MCSAT has been successful in getting guns off the streets. The evaluation of the Las Vegas SPI, which will compare violence, gun crime, and disorder across treatment and control hot spots, is ongoing.

## **II. Targeting Prolific Offenders in Persistent Hot Spots**

Several SPI sites have combined place-based and offender-focused strategies by targeting "hot people in hot places." Examples include the Los Angeles, Baltimore, and Kansas City sites.

### **Los Angeles**

Gun crimes in Los Angeles were also concentrated in a small number of locations. For example, of the 1,135 reporting districts in Los Angeles, about 6

percent accounted for 30 percent of the gun-related crimes in the city, and a number of these violent reporting districts were concentrated in and around the Newton Division—the target Division for the Los Angeles Police Department (LAPD) SPI. Using gun incident crime and arrest data from 2006 to 2011, LAPD Crime Analysts identified five large hot spot corridors (e.g., long, narrow thoroughfares) for gun crimes in the Newton Division. Once the target areas were identified, the Los Angeles SPI team developed their intervention strategy, called Los Angeles' Strategic Extraction and Restoration Program (Operation LASER). LASER involves both location- and offender-based strategies (e.g., directed patrol, specific missions, enhanced surveillance), but the centerpiece of the initiative involves the creation of a Crime Intelligence Detail (CID) composed originally of two sworn officers and one crime analyst (a third officer was added to the Detail in January 2012). The CID's primary mission centers on the creation of *Chronic Offender Bulletins*, which contain detailed information about prolific offenders. The CID unit gathers data daily from each patrol shift in the Newton Division, as well as from the bicycle unit, foot patrol, and Parole Compliance Unit (PCU) at Newton. CID also conducts daily reviews of all Field Identification Cards (FI), Citations, Release from Custody Forms (RFC), Crime Reports, and Arrest Reports from each of these entities, and then identifies and ranks potential chronic offenders based on pre-deter-



mined criteria. This data-driven approach includes the use of *Palantir*, a powerful analytical computer platform that allows CID to quickly access and search multiple databases.

If an individual meets the prolific offender criteria, CID prepares a *Chronic Offender Bulletin*. The bulletin contains pertinent information on the individual, such as description, physical idiosyncrasies (e.g. scars, tattoos), gang affiliation, prior crimes committed, parole or probation status, and locations where the individual was stopped in or near the Newton Division. The bulletins are disseminated to all supervisors, officers, and detectives via an internal computer drive that only sworn personnel can use. Each *Chronic Offender Bulletin* is then placed into an online folder based on the location of where the individual was stopped (usually the Reporting District) in the Newton Division. The bulletins, which are updated every three months, are accessible through the officers' patrol car computers. Officers use the bulletins to search for, identify and arrest offenders, based on known locations, physical descriptions, etc. From July 2011 through June 2012, CID created 124 *Chronic Offender Bulletins*. By August 2012, 87 of the 124 identified chronic offenders (70 percent) had been arrested at least once. See Appendix A for a review of the impact of LASER on gun violence.

## Baltimore

Annual rates of homicide and nonfatal shootings in Baltimore had remained

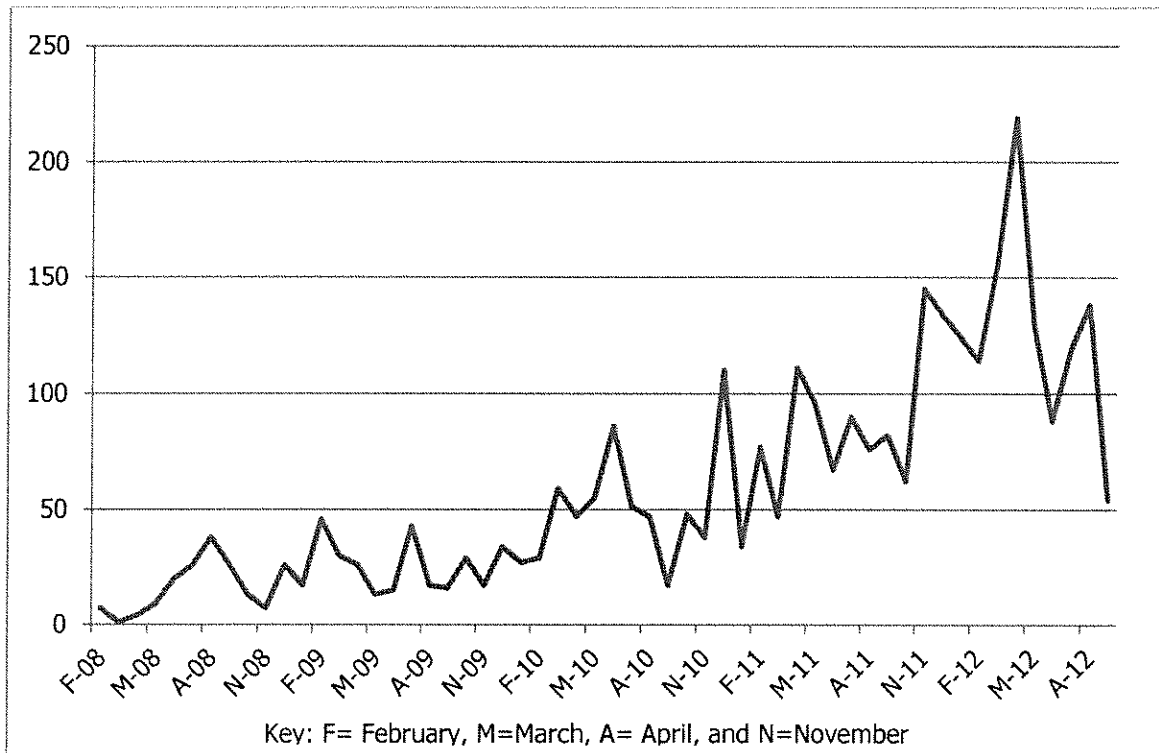
persistently high from 2003 to 2007. The city routinely experienced approximately 600 nonfatal shootings and 275 homicides each year. The origins of the Baltimore SPI can be traced back to early 2007, when the Baltimore Police Department (BPD) initiated a series of evolving evidence-based strategies that targeted gun violence. In 2011, BPD received SPI funding to support and evaluate their gun violence reduction efforts. The first strategy involves targeted enforcement and suppression by officers in the Violent Crime Impact Section (VCIS). VCIS detectives are deployed to pre-selected crime hot spots, and they focus their efforts on building cases against specific gun offenders in those targeted enforcement zones. In 2010, for example, VCIS conducted 40 major enforcement initiatives, eight major wiretap investigations, and executed 1,505 search and seizure warrants.

The second element of the Baltimore SPI is called Project Exile, which is a focused deterrence strategy employed in the same target areas. Exile identifies offenders for "call-ins" to deliver the deterrence message, and based on offenders' responses, either provides social services to the offender or begins building cases for federal prosecution. During the project evaluation period, the SPI team held three offender call-in meetings.

The final element of the Baltimore SPI is a Gun Offender Registry (GOR). Modeled after the New York City registry, the Baltimore GOR requires all individuals convicted of gun crimes to register with

the police department. The registered gun offenders are required to check in every six months, and they are subject to

**Figure 2. Number of Gun Offender Registry Home Checks by Month, Baltimore SPI**



periodic home visits by police officers. The GOR began in January 2008, and as of August 1, 2011, 571 offenders had been registered in the program. During the first two years of the program, the Baltimore PD averaged 25 to 50 home checks per month; but by late 2011, the number of monthly home checks routinely exceeded 100 (peaking at 219 in April 2012— see Figure 2). See Appendix A for a discussion of the impact of the Baltimore SPI on gun violence.

### Kansas City

During 2008 through 2011, Kansas City, Missouri, experienced violent crime and

homicide rates that were far above the national average. The national homicide rate per 100,000 citizens has ranged from 4.7 to 5.4; during that same time, the Kansas City homicide rate per 100,000 citizens ranged from 23.4 to 25.5. And similar to other cities, violence and gun crime in Kansas City occurs disproportionately in persistent hot spots. In particular, crime analysis has shown that there is a 13-square-mile section that represents approximately 4 percent of the city’s geographic area but generates 47 percent of the city’s murders.

In response to these crime trends, key stakeholders created Kansas City’s No

Violence Alliance (KC NoVA), a collaborative offender-focused approach grounded in the “pulling levers” strategy (see section IV for more detail on the key partnerships that define KC NoVA). KC NoVA was launched in 2013, at approximately the same time the Kansas City Police Department was selected by BJA as a Smart Policing site. The overall goal of KC NoVA is to reduce violence and gun crime. To better understand the nature and scope of this problem, the SPI team employs advanced social network analysis using official offense data, field interview forms, and gang data. The analysis identifies a social deviant network that depicts the connections between individuals. The analysis begins with an identified list of target offenders. In Kansas City, the initial target list of offenders included those who were suspects in murders, shootings, or other serious assaults. The team examined all formal police contacts with each of these initial offenders to identify their associates (e.g., who had been arrested or stopped with the initial offender). The team then performed the same analysis with the newly identified associates, resulting in a social network that includes three layers of offenders: the initial target offenders, the target offenders’ associates, and the associates of the target offenders’ associates.

The preliminary analysis demonstrated a strong degree of social relationships and familiarity within defined groups of individuals. These preliminary analyses were utilized to identify offenders to

target for focused deterrence strategies, based on their importance (or centrality) to the network. The Kansas City SPI is still in the early stages of implementation, but the team has completed several important interventions. In January 2013, the SPI team carried out an enforcement demonstration that targeted 17 known offenders identified through the social network analysis. In April 2013, the team held their first offender call-ins (three were held throughout the day). Invitations were sent to more than 120 individuals and 38 attended the call-ins. Individuals received three basic messages at the call-in: (1) violence cannot be tolerated; (2) further violence will be met with certain and severe consequences from law enforcement; and (3) those who want help to change will receive it. A range of social services were available to the call-in attendees including education, job training, and substance abuse training. Attendees were also asked to deliver the deterrent message to their associates. A few weeks after the call-in, the KC NoVA leaders, including the Chief of Police, County Prosecutor, US Attorney, and head of the Alcohol, Tobacco and Firearms (ATF) office, made home visits to offenders who had ignored their invitation to the call-in, and the leaders delivered the same messages in-person. Last, in May 2013 the Kansas City Police and BATF completed a 10 month undercover operation that targeted violent felons who carry guns. The operation resulted in 61 arrests and the seizure of more than 220 firearms. The Kansas City SPI team will

continue to re-examine the social networks in upcoming months, which will result in additional offender call-ins and focused deterrence interventions.

### III. Technology and Advanced Crime Analysis

Several SPI sites have embraced new technologies and sophisticated crime analysis (or both) to address gun violence. The experiences of Joliet, IL, and East Palo Alto, CA, are described below.

#### Joliet

The city of Joliet, Illinois, has a population of approximately 150,000, and like many other cities across the U.S., Joliet experienced decreasing crime rates from the late 1990s through the early 2000s. Despite overall reductions in crime, gun-related crime remained persistently high. In 2010, the Joliet Police Department documented, on average, a shooting incident (homicide, aggravated battery with a firearm, aggravated or reckless discharge of a firearm) every two days.<sup>27</sup> Moreover, the clearance rate for gun offenses had dropped to under 20 percent, in large part because of residents' unwillingness to provide information to police. As part of their Smart Policing Initiative, the Joliet Police Department developed an intelligence-based, rapid response strategy called the Strategic Tactical Deployment (STD) Program. The

centerpiece of the STD program involves weekly geographic analysis of gun crime and related offenses including homicides, shootings, weapon seizures, and armed robberies, as well as information regarding persons on probation and parole (see Figure 3 on page 19). The Compstat-like meetings are attended by Joliet supervisory and command staff, crime and intelligence analysts, and representatives from probation and parole.

Based on the weekly analysis, the Joliet SPI team identifies specific hot spots, and STD resources are deployed to those areas. STD deployments typically occur on weekends and involve one or two additional units proactively patrolling the identified hot spot (STD units are not required to answer routine calls for service). STD officers are provided with a map and are required to complete an STD Activity Summary Report that captures all officer activity during each shift. The STD activity reports are reviewed at subsequent STD weekly meetings to measure officer productivity and document program impact. The near real-time analysis of gun violence, and the deployment of department resources based on that analysis, is a prototypical example of intelligence-led policing.<sup>28</sup> See section IV for a discussion of the Joliet SPI team collaboration with probation and parole.

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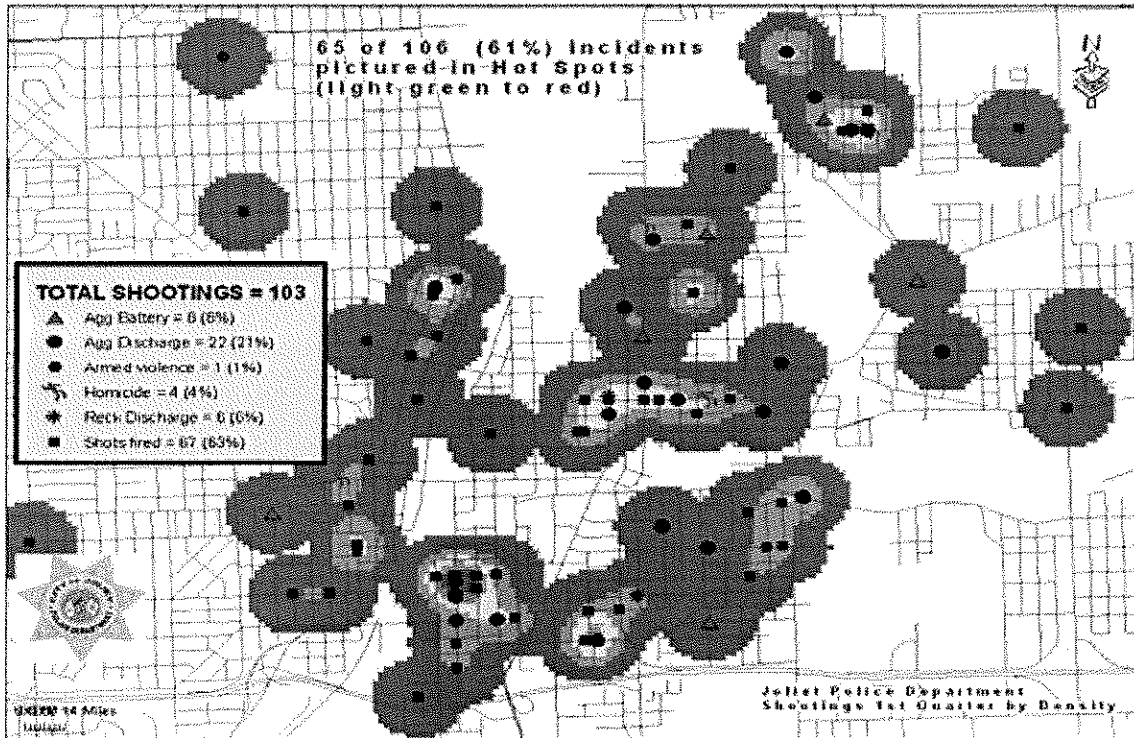
<sup>27</sup> For a description of the Joliet SPI, see Lombardo, R.M. and Sommers, I. 2013. *Violence Reduction in Joliet, Illinois: An Evaluation of the Strategic Tactical Deployment Program*. Chicago: Loyola University.

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<sup>28</sup> Intelligence-led policing, as described here, involves a strategic approach where data and crime analysis are employed to direct police operations. The Kansas City SPI team's use of social network analysis described above also represents a clear example of intelligence-led policing. For more information on intelligence-led policing, see Ratcliffe, JH. 2008. *Intelligence-Led Policing*. Cullompton, Devon: Willan Publishing.



**Figure 3. Weekly Gun Crime Analysis to Determine STD Areas, Joliet SPI**



### East Palo Alto

East Palo Alto, located in the San Francisco Bay Area, covers approximately 2.5 square miles and has a population of just fewer than 29,000 people. Despite its small size, East Palo Alto has experienced persistently high rates of violent crime. In 2012, for example, East Palo Alto's violent crime rate was 1,058 per 100,000, which is approximately two and a half times the California state average. Moreover, the city's homicide rate has consistently been three or more times higher than the state average. Much of the violence in East Palo Alto is tied to guns. Each year the city receives calls for service for approximately

600 shooting incidents (or nearly 12 per week).

In 2012, the East Palo Alto Police Department received funding through the Smart Policing Initiative to address gun violence in their city through the use of a gunshot location and detection system, called ShotSpotter™. East Palo Alto deployed ShotSpotter citywide at the beginning of 2009. Like many other agencies, East Palo Alto originally deployed the system as a tool to enhance rapid police response to shooting incidents. When a gunshot occurs within a coverage area, the system detects, locates, and identifies the sound, and the information is immediately transmitted to dispatchers

before any 911 calls for service are received. Prior research on ShotSpotter has found the technology to be effective in detecting and locating shots fired,<sup>29</sup> as the system provides police with a more comprehensive understanding of the volume and nature of shootings in their jurisdiction.

As part of their Smart Policing Initiative, the East Palo Alto team is expanding the use of ShotSpotter technology beyond the traditional reactive, rapid response tool. The East Palo Alto team will use ShotSpotter as a place-based strategy for shooting incident investigation, problem solving, and crime prevention efforts. The SPI team will use 4.5 years of ShotSpotter data to identify two to four shooting hot spots in the city. Based on the shooting hot spot analyses, the East Palo Alto SPI team will design specific problem-oriented policing (POP) strategies and tactics to be deployed in those areas. Examples of interventions include, but are not limited to, special enforcement teams being deployed in the hot spots for the highest activation times; the utilization of Crime Prevention Through Environmental Design (CPTED); the development of gun violence reduction plans in partnership with property owners and residents of hot spot locations; and other POP strategies for precise locations identified in the designated hot spots. The design, launch, and sustained application of these specific

responses will be recorded, monitored, and evaluated by the research partner. The East Palo Alto SPI team's strategy centers on targeted use of technology, data-driven decision making, and reliance on evidence-based practices (hot spots and problem-oriented policing). The East Palo Alto SPI, which is still in the planning and analysis phase, will offer valuable insights on the potential value of gunshot detection technology for reducing gun violence.

#### **IV. Collaboration**

Gun violence can often cross jurisdictional boundaries given the mobility of gangs, criminal networks, and prolific offenders. Efforts to address gun violence are more likely to be successful if they are regional and involve collaboration with important stakeholders. Stakeholders can include other criminal justice agencies, private sector businesses, residents, and social service providers. The collaborative efforts of the Joliet, IL, Kansas City, MO, and Cambridge/Somerville/Everett, MA, sites are described in this section.

##### **Joliet**

The Joliet Strategic Tactical Deployment (STD) program is primarily a place-based strategy that targets gun offense hot spots based on weekly analysis of specific gun-related crimes. However, the Joliet SPI team also recognized the importance of identifying high-risk offenders, especially those already under some form of community supervision. On average, 2,000

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<sup>29</sup> Lorraine G. Mazerolle et al. *A Field Evaluation of the ShotSpotter Gunshot Location System: Final Report on the Redwood City Field Trial*. Final Report submitted to the National Institute of Justice. 1999.

people are sentenced to probation in Will County, Illinois, every year, the majority of who reside in Joliet. Due to large caseloads, probation officers perform only two or three home visits a year for the vast majority of these individuals. Moreover, there are approximately 600 parolees living within the Joliet city limits at any given time. As a result, the Joliet SPI team incorporated an offender-based strategy with a focus on at-risk offenders already under community supervision. Representatives from the Will County Probation Department and the Parole Division of the Illinois Department of Corrections attended weekly STD crime analysis meetings and exchanged information on high-risk individuals under their supervision.

The weekly STD meetings opened a line of communication between the Joliet Police and Will County Probation, and broke down “silos” that, in the past, had prevented information exchange. In fact, during the first eight months of the SPI, Joliet police and Will County Probation exchanged information on more than 200 occasions—from reviewing recent police contacts with probationers to sharing intelligence about suspected criminal activity. Street officers and detectives have been able to use probation and parole information to assist in their shooting investigations; and police officers have become “additional, around-the-clock, eyes for probation and parole authorities” (Lombardo and Sommers, 2013:54).

Agents from the Parole Division of the Illinois Department of Corrections (IDOC)

routinely share information about newly released parolees, and they have partnered with the Joliet SPI team to conduct unannounced parole compliance checks. From May 2011 to March 2012, Joliet police and IDOC collaborated to conduct five parole compliance sweeps, each targeting from 10 to 20 parolees. The targets of compliance checks are typically chosen by the Joliet SPI team based on their knowledge of gun violence and gun activity in the city. Other examples of the SPI police/probation and parole partnership include the following:

- Gang-involved parolees and probationers were identified, monitored, and cross-checked regarding potential involvement in shooting incidents.
- Top ten lists of problem individuals were collectively created, increasing information sharing among participating agencies.
- Joliet police notified probation and parole of problem probationers and parolees, thus enabling them to attend STD meetings and share additional information on these persons.
- Probation and parole officers were made aware of current crime hot spots in Joliet, thereby increasing probation and parole officer safety.
- Joliet police officers accompanied probation officers when they confiscated weapons after a court conviction, thereby reducing the number of weapons available on the street.

- Probation and parole violations were used to apprehend suspects and witnesses in homicide and shooting investigations, increasing the probability that they may provide information once they were in custody.
- Joliet police officers cooperated in building cases on parolees and probationers who had violated the terms of their supervision.

The probation/parole collaboration is a central feature of the Joliet SPI. The partnership has increased the accountability of community supervision, enhanced cooperation and information sharing among the agencies, and contributed to more effective crime control in Joliet.<sup>30</sup>

### Kansas City

The centerpiece of the Kansas City SPI is a collaborative partnership called KC NoVA. KC NoVA aims to bring the community and law enforcement together to actively communicate and engage to reduce violence through the focused deterrence model. The partnership is managed by a governing board consisting of the Chief of Police, County Prosecutor, Mayor, Special Agent-in-Charge for the ATF, Director of Probation and Parole, and the Chancellor of the University of Missouri-Kansas City (UMKC). This group sets the agenda for the larger

strategies of the initiative, but the day-to-day operations are managed by a working group consisting of members of the Kansas City Police Department (captain, sergeant, and two detectives), an intelligence analyst from the ATF, probation and parole officers, the research partner from UMKC, and a representative from the prosecutor's office. Other partners in KC NoVA include the Kansas City Crime Commission, federal law enforcement agencies, and local social service agencies (Greater Kansas City Local Initiatives Support Group).

The Kansas City SPI team employs social network analysis to identify offenders who are engaged in violence or who are associates of violent offenders. The collaborative KC NoVA team has at their disposal a full range of interventions, from arrest and federal prosecution to intensive probation and parole supervision. Individuals who are on the periphery of the network (i.e., are not as heavily involved in violent crime) are also targeted, but for different reasons. They are offered social services and case management to help them transition away from crime and become productive members of society (e.g., anger management, life skills, job training, substance abuse treatment, housing, and transportation).

The success of the focused deterrence model hinges on collaborative partnerships that extend far beyond law enforcement and draw on the community, social service agencies, and other key

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<sup>30</sup> For more information on police/probation partnerships, see Parent, D. and Snyder, B. 1999. *Police-Corrections Partnerships*. Washington DC: National Institute of Justice; Worrall, J. and Gaines, L. 2006. The effect of police-probation partnerships on juvenile arrests. *Journal of Criminal Justice* 34, 579-589.



stakeholders.<sup>31</sup> Though the Kansas City SPI is still in the early stages of implementation, the collaborative partnerships are extensive and reflect the spirit of SPI.

### Cambridge/Somerville/Everett

Over the last few years, gang and gun violence have persisted in three local cities in the Boston area: Cambridge, Everett, and Somerville. Anecdotally, crime analysts and detectives from these neighboring agencies have determined that a number of the suspects in shootings across the three jurisdictions have affiliations or linkages with one another. Unfortunately, there has been no common system from which data can be retrieved and analyzed by law enforcement personnel in each of the three Massachusetts agencies, and the lack of a regional application to share intelligence regarding this problem has hindered the investigation of these cross-jurisdictional gun offenders.

In 2012, the three police departments—Cambridge, Everett, and Somerville—were jointly awarded SPI funding from BJA. The Cambridge Police Department serves as the lead agency, but all three agencies are deeply integrated into the SPI project. The Cambridge/Somerville/Everett SPI collaboration has focused

primarily on developing mechanisms for intelligence sharing and crime analysis among the agency partners. The logistics of cross-jurisdictional crime mapping and analysis have proven to be very complex, as the agencies use different CAD/RMS systems and have different technical capacities and different degrees of expertise. As a result, the team has held several training workshops to develop a uniform strategy for multi-agency crime analysis. The SPI team has also begun exploring the use of predictive analytics to identify high-risk offenders and high-risk locations across the three jurisdictions. The team members have been working with their research partner and experts at MIT to employ a predictive algorithm to identify at-risk locations and offenders. The partnership with MIT has also produced crime pattern detection algorithms that can assist crime analysts in identifying crime patterns across jurisdictions. The SPI team will employ evidence-based strategies to reduce gun violence, most notably focused deterrence strategies (e.g., offender call-ins). For example, in August 2013, the Cambridge/Somerville/Everett SPI team identified their first group of offenders targeted for a call-in, including 15 offenders from Cambridge, and 5 or 6 from both Everett and Somerville (11 are on probation). The SPI partnership has held two Community Outreach meetings (i.e., call-ins) as a pilot test with a specific group of offenders in order to determine the appropriate process for incorporating three separate jurisdictions and their social service

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<sup>31</sup> For examples of other successful focused deterrence projects, see Kennedy, D.M.; Braga, A.A.; & Piehl, A.M. 2001. *Reducing gun violence: The Boston Gun Project's Operation Ceasefire*. Washington, DC: National Institute of Justice; and <http://www.smartpolicinginitiative.com/library-and-multimedia-resources/crime/focused-deterrence-high-point-north-carolina>

providers, community members, and police personnel. The first Community Outreach meeting with the designated regional impact players will take place in early 2014.

The Cambridge/Somerville/Everett Smart Policing Initiative is first and foremost about collaboration. It is important to note the size of these jurisdictions in order to understand the importance of collaborating and sharing of intelligence. Cambridge is 6.4 square miles with a population of over 100,000. Somerville is 4.2 square miles with a population of 80,000. And Everett is 3.5 square miles with a population of 45,000. These cities are contiguous to each other and are involved in incidents with several of the same offenders, each in their own jurisdiction. The goal of the project is to reduce cross-jurisdictional crime, and the SPI partnership is allowing the team to overcome the traditional barriers between law enforcement agencies. Such barriers have traditionally weakened the effectiveness of law enforcement responses to crime and have prevented officers from identifying important patterns in offending that bridge jurisdictional boundaries. As the project develops, the Cambridge/Somerville /Everett SPI will provide important insights on the challenges of multi-agency crime analysis, as well as the development, implementation, and evaluation of cross-jurisdictional interventions targeting gun violence.

## V. Intensive Problem Solving

Intensive problem solving, most commonly the SARA model (scanning, analysis, response, and assessment) has been a central feature of gun violence reduction strategies in many sites, most notably Boston, MA, and Rochester, NY.

### Boston

Boston Safe Street Teams (SSTs) employed the SARA model in the 13 targeted hot spots. All team members completed in-service training that focused both on the SST program specifically and problem-oriented policing more generally. SST officers were required to engage community members and local merchants in identifying and responding to problems. The teams sought to modify the place characteristics, situations, and dynamics that promoted violence in the 13 targeted hot spots. The Boston SPI team reviewed the weekly reports submitted by the 13 SST sergeants to the deputy superintendent who oversees the program. The SPI team also interviewed the SST sergeants and made regular visits to the SST target areas. The team identified 396 distinct problem-solving activities that SST officers had implemented in the 13 targeted areas.

Table 3 shows a summary of the different types of problem-solving activities across the 13 SST targeted hot spots. Each SST area received, on average, 30.5 interventions during the study period—

**Table 3. SST-Implemented Problem-Oriented Policing Interventions**

<b>Team</b>	<b>Situational</b>	<b>Enforcement</b>	<b>Community/Social</b>	<b>Total</b>
Orchard Park	44	19	20	83
Grove Hall	16	6	25	47
Codman Square (B3)	18	6	14	38
Upham's Corner	20	4	12	36
Eagle Hill	29	4	2	35
Codman Square (C11)	12	6	15	33
Bowdoin/Geneva	13	3	8	24
Franklin Field	9	6	7	22
Downtown Crossing	10	6	2	18
Heath/Centre Street	6	5	7	18
Lower Roxbury/S. End	8	5	2	15
Morton/Norfolk	5	2	7	14
Tremont/Stuart	5	7	1	13
<b>Total</b>	<b>195</b>	<b>79</b>	<b>122</b>	<b>396</b>
<b>Mean</b>	<b>15.0</b>	<b>6.1</b>	<b>9.4</b>	<b>30.5</b>

ranging from a high of 83 in Orchard Park to a low of 13 in Tremont/Stuart. Situational/environmental interventions were the most common (15.0 per SST area), followed by community/social interventions (9.4) and enforcement interventions (6.1). The number and type of interventions varied notably across the SST hot spots depending on the nature of the problems in each location, but the SSTs were clearly engaged in advanced problem solving. See Appendix A for a discussion of the effectiveness of the POP strategies employed by the Boston SSTs.

**Rochester**

Despite an overall violent crime rate that declined by approximately 16 percent

from 2007 to 2011, the city of Rochester, NY, continues to struggle with high levels of firearm violence. In the last five years, Rochester had, on average, the highest homicide rate in the state of New York, the second highest firearm assault rate, the second-highest firearm homicide rate, and the second-highest overall shooting victim rate. In 2012, shootings in Rochester were up 52.4 percent from 2011. Analysis by Rochester police and their research partner at the Rochester Institute of Technology (RIT) has determined that many of these shootings involve retaliatory violence resulting from ongoing disputes. In 2012, the Rochester Police Department received SPI funding to intervene in retaliatory gun violence

through a problem-solving strategy involving violent dispute intervention.

The Rochester SPI, which is still in the initial planning and analysis phase, is grounded in the notion that ongoing retaliatory disputes are particularly ripe for crime prevention strategies. Programs that employ civilian “violence interrupters” to intervene in retaliatory disputes have, in the past, shown promise. The Rochester SPI builds on these successful programs by extending the violence interruption responsibility to those who are highly skilled in problem-solving, conflict resolution, and de-escalation of potentially violent encounters: the police. The Rochester SPI project has three objectives. First, the Rochester SPI team will improve their understanding of the scope and nature of violent retaliatory disputes through an in-depth analysis of three years of shooting data. The purpose of the analysis is to identify notable factors that increase the risk that a dispute will escalate into gun violence. The results from this analysis will allow the Rochester SPI to accomplish its second objective: to formalize and test a risk assessment instrument for police to identify and prioritize those disputes at highest risk for retaliatory violence. The Rochester team envisions a tool that will be completed on-scene by responding police officers and also will provide immediate, accurate information regarding the likelihood of retaliation. Real-time assessments of retaliatory violence potential will allow the police department to better allocate its limited resources to

those situations that represent the greatest threat of serious injury and loss of life.

The Rochester SPI team’s third objective involves creating and evaluating a violent dispute intervention strategy that can be employed by police to defuse disputes and de-escalate the potential for violence. The team will develop intervention tactics drawn from existing “evidence-based” practices, including offender-based approaches, such as “lever-pulling” efforts to generate deterrence, targeted enforcement details on key disputants, and place-based approaches focusing on locations where retaliation is likely to occur. The Rochester program reflects the spirit of the Smart Policing Initiative project because it involves advanced problem analysis, data-driven decision making, and the application of “evidence-based” approaches in a novel way, focusing on the problem of violent retaliatory disputes.

## **REDUCING GUN VIOLENCE: LESSONS LEARNED AND NEXT STEPS**

Given the threat that gun violence poses to public safety, it is appropriate that the Bureau of Justice Assistance is funding innovative local efforts to reduce gun violence. While SPI-funded agencies and their partners use a range of tools and strategies to curtail shootings, there are common themes. These projects fit the “smart” aspect of the SPI by their: 1) expanded collection and use of local data; 2) focus on high-risk individuals, places,



and times; and 3) use of strategies shown to be effective in prior studies. During a period when so many law enforcement agencies are grappling with budget cuts, it is imperative that they allocate resources and implement strategies based on the best available research.

**Prevention as the New Norm**

A focus on prevention should become the new norm and what we expect from law enforcement agencies.

Additionally, it is encouraging to see so many of the SPI projects using proactive strategies to reduce gun violence. Arresting offenders and gathering good evidence after a shooting occurs will always be a top priority for police, and some activities undertaken in the SPI should aid in better investigations of shootings (e.g., East Palo Alto's use of ShotSpotter, LAPD's Chronic Offender Bulletins). But most of the SPI activities are geared toward maximizing deterrence, removing illegal guns from the streets, and problem-solving in places, including adopting environmental changes. This focus on prevention should become the new norm and what we expect from law enforcement agencies.

Moreover, the use of state-of-the-art research methods to evaluate SPI interventions will improve our understanding of gun violence in communities and ways to prevent it. Examples from several SPI sites illustrate this point.

- Prediction can often facilitate prevention, thus the SPI is sup-

porting MIT-researchers' development of algorithms to predict when, where, and who will most likely commit gun violence in and around Cambridge, Somerville, and Everett.

- Kansas City combines data from offenses, field interviews, and gang databases to conduct extensive social network analyses of the city's most dangerous criminals.
- Las Vegas uses advanced spatial analytics to identify hot spots for random assignment to their gun enforcement intervention versus non-intervention control—the gold standard for causal inference.
- Boston acted on research showing the enduring importance of micro-hot-spots—small areas with very high rates of crime—by using a combination of strategies focusing on situational/environmental and social conditions in addition to offender-focused enforcement actions. The Boston team used a quasi-experimental design and propensity score matching—an approach that can mimic random assignment to obtain similar study groups—to obtain the most appropriate comparison sites for estimating the counterfactual.

The results are not all in, but many of the SPI projects demonstrate success in reducing gun violence. In particular, results from Boston, Baltimore, and Los Angeles strongly suggest that SPI

interventions have successfully reduced gun-related violence (see Appendix A).

### Next Steps for Addressing Gun Violence

There are a number of areas in need of further exploration by law enforcement, policy makers, and researchers. Police leaders should continue to move away from traditional reactive patrol to proactive strategies that intervene early-on before gun violence erupts or escalates (i.e., a focus on prevention).

#### **Future Innovations in Gun Violence Prevention**

- Proactive and prevention-oriented police strategies that provide early intervention
- Conflict mediation strategies such as the Cure Violence public health model
- Police partnerships with ATF to develop supply-side strategies targeting illegal gun sales

Demonstration projects should test more innovations designed to maximize deterrence, increase arrest and prosecution risks for illegal gun possession, expand illegal gun confiscation, and include partnerships with other agencies and community-based organizations. Given the tendency for urban gun violence to spread and escalate as a result of retaliatory violence, it is laudable for Rochester to attempt to staunch the problem through efforts to resolve disputes between gangs. The *Cure Violence* public health model for reducing gun violence has shown that it is possible to

significantly reduce gun violence using former gang members to interrupt violence and mediate disputes.<sup>32,33,34</sup> However, this approach is contingent upon the disputants' trust of conflict mediators, something that will be difficult for police to earn.<sup>35</sup> Police may want to consider how they can best complement conflict mediations conducted by community-based organizations.

It is noteworthy that none of the SPI gun crime projects employ strategies to curtail illegal sales of firearms to criminals or underage youth. There have been relatively few local law enforcement agencies that have taken on illegal gun sales in any significant or systematic way. In a study in which one of the authors surveyed law enforcement officials in selected cities in states with laws requiring licensing and regulation of retail firearm sellers, most officials reported little or no activities directed at illegal gun sales and typically said that this was outside of their purview.<sup>36</sup> Yet with relatively weak

<sup>32</sup> Wesley. G. Skogan et al. *Evaluation of Ceasefire-Chicago*. Chicago: Northwestern University, 2008.

<sup>33</sup> D. W. Webster et al. "Effects of Baltimore's *Safe Streets* Program on gun violence: a replication of Chicago's *CeaseFire* program. *Journal of Urban Health* 90, 2013:27-40.

<sup>34</sup> S. Picard-Fritsche and L. Cerniglia. "Testing a Public Health Approach to Gun Violence: Evaluation of Crown Heights Save Our Streets, a Replication of Chicago's *Cure Violence* Model." Center for Court Innovation, New York, 2013.

<sup>35</sup> J. M. Whitehill et al. "Interrupting violence: How the *CeaseFire* program prevents imminent gun violence through conflict mediation." *Journal of Urban Health*, Feb. 26, 2013. [Epub ahead of print].

<sup>36</sup> Daniel W. Webster, J. W. Vernick, and M.T. Bulzocchelli. "Effects of state-level firearm seller accountability policies on firearms trafficking." *Journal of Urban Health* 86, 2009: 525-537.

federal gun sales regulations and limited ATF resources, individuals who illegally transfer firearms currently face little risk unless state and local law enforcement join the ATF's efforts to combat illegal gun sales.<sup>37</sup>

The case for a supply-side approach to combatting gun violence to complement enforcement efforts and discourage illegal gun possession is well supported by the empirical evidence on illegal gun market dynamics.<sup>38</sup> A growing body of research suggests police interventions focused on specific illicit supply lines can disrupt the flow of new guns to criminals.<sup>39</sup> To date, however, there has been little scientific research examining whether such an approach reduces rates of gun crime. Building on the progress being made in SPI sites, it is time to develop experimental evidence on whether police interventions designed to disrupt illegal gun markets can reduce gun violence.

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<sup>37</sup> Anthony A. Braga and P. L. Gagliardi. "Enforcing federal laws against firearms traffickers: Raising operational effectiveness by lowering enforcement obstacles." In Daniel W. Webster and Jon S. Vernick, eds., *Reducing Gun Violence in America: Informing Policy with Evidence and Analysis*, Johns Hopkins University Press, Baltimore, MD, 2013. 143-154.

<sup>38</sup> Anthony A. Braga et al. "Interpreting the Empirical Evidence on Illegal Gun Market Dynamics." *Journal of Urban Health*, 89, no.5, 2012: 779-793.

<sup>39</sup> Anthony A. Braga and Glenn L. Pierce. "Disrupting illegal firearms markets in Boston: The effects of Operation Ceasefire on the supply of new handguns to criminals." *Criminology & Public Policy* 4, 2005:717-748; D. W. Webster et al. "Effects of police stings of gun dealers on the supply of new guns to criminals." *Injury Prevention* 12, no. 4, 2006:225-230; and Daniel W. Webster, J. S. Vernick, and M. T. Bulzacchelli. "Effects of a gun dealer's change in sales practices on the supply of guns to criminals." *Journal of Urban Health* 83, 2006:778-787.

For example, working in partnership with the ATF and local police departments can quite possibly be effective at disrupting local gun markets, but only if they concern themselves with gathering the necessary intelligence and acting on it. The ATF's e-trace system, data analysts, and special agents can be valuable resources for local initiatives, and efforts could be focused on the guns recovered from individuals and groups responsible for a significant portion of the violence in hot spots for shootings. Incorporating data on purchasers of firearms recovered from these places and individuals into social network analyses, or extending intelligence gathering to identify key gun suppliers for criminals, could prove useful in disrupting the supply line of firearms to offenders. The ability to use better data and intelligence on illegal gun suppliers will vary depending on the strength of local and state gun laws. Law enforcement agencies operating in states with the most comprehensive systems of accountability (e.g., dealer licensing, licensing of handgun purchasers, private sales regulations) and the strongest penalties for violating gun sales laws will be most able to benefit from supply-side oriented gun law enforcement initiatives.<sup>40</sup>

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<sup>40</sup> Anthony A. Braga and Glenn L. Pierce. "Disrupting illegal firearms markets in Boston: The effects of Operation Ceasefire on the supply of new handguns to criminals." *Criminology & Public Policy* 4, no. 4, 2005:717-48.

## CONCLUSION

The experiences from nine SPI-funded law enforcement agencies offer important insights regarding effective approaches to reducing gun violence. The common approaches across the SPI sites offer a starting point for ongoing dialogue over next steps for enhancing prevention, intervention, and suppression efforts. This Spotlight also demonstrates the importance of developing the analytical and evaluation infrastructure required to sufficiently design and test proactive, risk-focused strategies (e.g., targeting the places, people, and times at greatest risk for violence). Moreover, the SPI's investment in data-driven, collaborative efforts to reduce gun violence will pay dividends beyond the boundaries of the neighborhoods targeted if the program spurs new ways of approaching public safety both within the funded agencies and in others inspired by SPI success stories. No single policy change is likely to swiftly bring the United States' unacceptably high rate of gun violence in line with that of other high-income nations. However, wide application of evidence-based strategies proven to significantly reduce gun violence, along with programs that promote decision-making based on improved data and analytic methods, would undoubtedly be a wise investment in public safety.

## ABOUT THE AUTHORS

**Anthony A. Braga**, Ph.D., is the Don M. Gottfredson Professor of Evidence-Based Criminology in the School of Criminal Justice at Rutgers University and a Senior Research Fellow in the Program in Criminal Justice Policy and Management at Harvard University's John F. Kennedy School of Government. He is the immediate past president of the Academy of Experimental Criminology and a former visiting fellow at the U.S. National Institute of Justice. His research focuses on working with criminal justice agencies to develop crime prevention strategies to deal with urban problems such as gang violence, illegal gun markets, and violent crime hot spots. He received his M.P.A. from Harvard University and his Ph.D. in criminal justice from Rutgers University.

**Daniel W. Webster**, ScD, MPH, is Director of the Johns Hopkins Center for Gun Policy and Research and lead editor and contributor for *Reducing Gun Violence in America: Informing Policy with Evidence and Analysis* (Johns Hopkins University Press, 2013). Dr. Webster has published more than 80 articles in scientific journals, most focusing on the prevention of violence involving guns, youth, and intimate partners. He has led evaluations of a broad range of interventions designed to reduce violence including firearm policies, alcohol policies, outreach and conflict mediations with high-risk youth, policing initiatives, school-based interventions, and lethal risk

assessment and counseling interventions for victims of intimate partner violence. Dr. Webster is Professor of Health Policy and Management at the Johns Hopkins Bloomberg School of Public Health and is Deputy Director for the Center for the Prevention of Youth Violence.

**Michael D. White**, Ph.D., is an Associate Professor in the School of Criminology and Criminal Justice at Arizona State University, and is Associate Director of ASU's Center for Violence Prevention and Community Safety. He is also a Subject Matter Expert for BJA's Smart Policing Initiative, and is a Senior Diagnostic Specialist for the Office of Justice Programs (OJP) Diagnostic Center. He received his Ph.D. in Criminal Justice from Temple University in 1999. Prior to entering academia, Dr. White worked as a deputy sheriff in Pennsylvania. Dr. White's primary research interests involve the police, including use of force, training, and misconduct. His recent work has been published in *Justice Quarterly*, *Criminology & Public Policy*, *Crime & Delinquency*, and *Criminal Justice and Behavior*.

**Hildy Saizow**, M.S., is a community crime prevention and anti-violence specialist and has worked in both the U.S and abroad on collaborative approaches to public safety. She currently works in Arizona, where she serves as President of Arizonans for Gun Safety, a nonprofit dedicated to reducing gun violence in Arizona communities. In this capacity,



Ms. Saizow met with and made recommendations for Vice-President Joe Biden's Task Force on Gun Violence. Ms. Saizow is the former Executive Director of the Justice Research and Statistics Association, and has consulted with the U.S. Department of Justice in a number of capacities, including serving as a technical assistance provider for Weed and Seed communities. She is now a Senior Subject Matter Expert for BJA's Smart Policing Initiative and a Senior Diagnostic Specialist for the Office of Justice Programs (OJP) Diagnostic Center. She has a B.S. in Criminal Justice from Arizona State University and an M.S. in the Administration of Justice from The American University.

## APPENDIX A: DESCRIPTIONS OF OUTCOME EVALUATIONS IN BOSTON, BALTIMORE, AND LOS ANGELES

### BOSTON

The Boston SPI assessed the impact of their problem-oriented, hot spot strategy (the Safe Streets Teams) through a quasi-experimental design with propensity score matching (statistically based matching of target sites to control/comparison sites) that compared 13 target areas with similar violent crime hot spots throughout the city. The results show that the SST strategy was associated with a 17.3 percent reduction in the total number of violent index crimes, a 19.2 percent reduction in the number of robberies, and a 15.4 percent reduction in the number of aggravated assaults. The analysis showed no evidence of significant displacement or diffusion effects as a result of the SST strategy. These findings are strong evidence that the SSTs have been successful in reducing gun violence in Boston.<sup>41</sup>

The results from the SST evaluation led the Boston Police Department to re-focus their efforts on homicide, particularly with regard to homicide clearance. In 2010, BPD detectives only cleared 38 percent of the city's 74 homicides. The bulk of Boston homicides are gang and drug-related, which are notoriously

difficult to solve. In 2011, BPD received SPI funding to identify and adopt a business model for homicide investigation based on best practices and evidence based research. The Boston SPI homicide project involves a number of important information-gathering strategies, including consultation with approximately 15 U.S. law enforcement agencies regarding their clearance rates and homicide investigation procedures; consultation with Scotland Yard regarding its homicide investigation business model and structure; and a retrospective analysis of homicide investigations in Boston, 2006 to 2011, to identify factors related to clearance. Once these strategies are completed, the Boston SPI team will devise and adopt a new evidence-based business model for homicide investigation, which will be evaluated by their research partner through a rigorous methodological design. Results are expected in 2014.

### BALTIMORE

The effects of VCIS deployment and Exile call-ins on gun violence within hot spots were estimated using monthly panel data for the period January 2003 through May 2012 for the 39 police posts in Baltimore with the highest numbers of homicides and nonfatal shootings during the baseline period (2003-2006). Regression models estimated program effects while

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<sup>41</sup> Anthony A. Braga, David M. Hureau, and Andrew V. Papachristos. "An ex post facto evaluation framework for place-based police interventions." *Evaluation Review* 35, no. 6, 2011: 592-626.

controlling for baseline levels of gun violence, annual city-wide fluctuations in gun violence, major neighborhood redevelopment, and implementation of Safe Streets—a community-based public health initiative to reduce gun violence modeled after Chicago’s CeaseFire program.

VCIS deployment was associated with reductions of 27.3 percent in homicides and 15.1 percent in nonfatal shooting incidents, and a 17.8 percent reduction in a summed version of those two outcomes. The marginal effect of each VCIS detective deployed was a statistically significant 3 percent reduction in risk of a homicide within a police post per month, but no effect on nonfatal shootings was detected. Exile call-ins were not associated with changes in homicide incidents in the areas targeted; however, the Exile call-in conducted in Northwest Baltimore was associated with a 39.8 percent reduction in nonfatal shooting incidents. The vast majority of the persons on Baltimore’s Gun Offender Registry (GOR) were placed on the registry as a result of a conviction for illegal possession of a firearm, though many had prior arrests or convictions for violent crimes. Fewer than 6 percent of the GOR offenders were on the registry as a result of a conviction for violent crimes committed with a handgun, in part because most offenders who were charged with committing a violent crime with a handgun were not convicted of a gun charge.

Overall recidivism for crimes involving firearms among the 1,903 offenders during the time they were on the GOR

was low; 4.8 percent were subsequently charged with a gun offense, and 2.0 percent were charged with a violent crime committed with a firearm. Reoffending risks were compared for the group of offenders placed on the GOR for gun convictions during the first year the registry was in place (2008) with those of persons convicted of gun crimes during 2007 which did not lead to GOR placement. Reoffending for any type of charge and for violent crimes was twice as high in the 2007 disposition comparison group compared with the 2008 disposition GOR group (32.1 percent vs. 14.2 percent for any offense; 13.2 percent vs. 2.8 percent for violent crimes). Similarly, the likelihood of the 2008 GOR group being charged with a subsequent gun offense was much less common than was the case for the 2007 comparison group. Regression analyses controlled for offender age, gender, prior criminal history, and follow-up time estimated the GOR reduced offending risks by 77 percent for any crime and by 92 percent for gun crimes.

## **LOS ANGELES**

The Los Angeles SPI team assessed the impact of Operation LASER using Interrupted Time-Series Analysis. In particular, the team analyzed monthly crime data for the Newton Division and 18 other divisions from January 2006 to June 2012. After the program was implemented, Part I violent crimes in the target division (Newton) dropped by an average of 5.4 crimes per month, and homicides dropped by 22.6 percent per

month—crime declines that did not occur in the other 20 LAPD divisions.<sup>42</sup> In a separate analysis using a panel study design, the SPI team focused on the impact of the SPI on gun crimes at the reporting district level (in Newton and other divisions). This analysis showed that Operation LASER resulted in a statistically significant 5.2 percent decrease in gun crime per month for every reporting district in the Newton Division.<sup>43</sup> Importantly, the crime declines did not occur in the other LAPD divisions, which provides strong evidence that Operation LASER caused the declines in the Newton Division.

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<sup>42</sup> Craig D. Uchida et al. “Los Angeles, California Smart Policing Initiative: Reducing gun-related violence through Operation LASER.” *Smart Policing Initiative: Site Spotlight*. Bureau of Justice Assistance. U.S. Department of Justice. Washington, D.C.: U.S. Government Press, 2012.

<sup>43</sup> Craig D. Uchida and Marc L. Swatt. “Operation LASER and the effectiveness of hotspot patrol: A panel analysis.” *Police Quarterly* 16, no.3, 2013: 287-304.





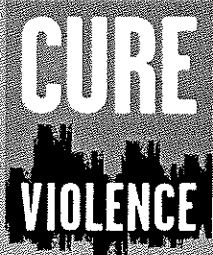
**Stop  
Killing  
People**

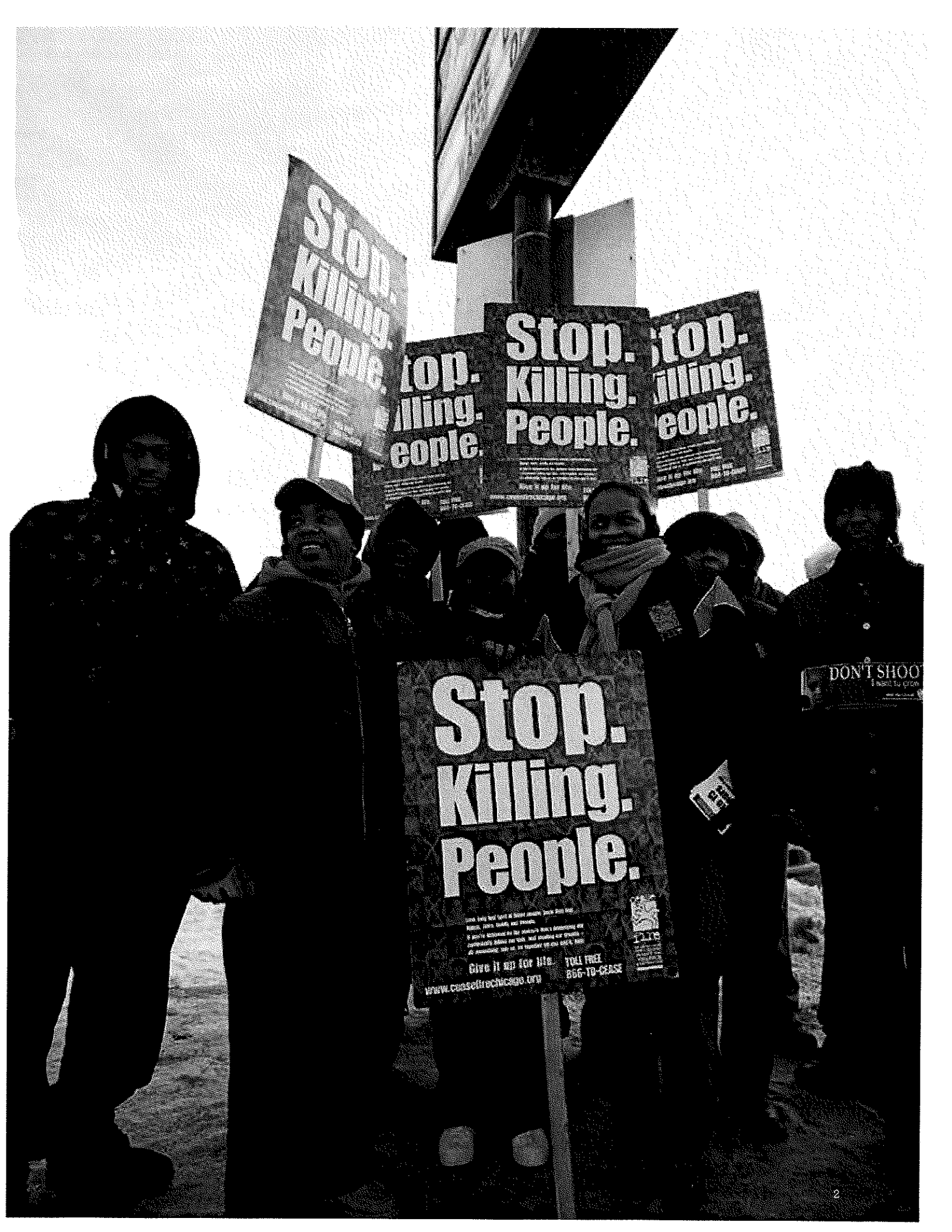
CONGRATULATIONS!!!  
**20**  
**DAYS**  
SINCE THE LAST SHOOTING  
IN THIS AREA OF  
WEST HUMBOLDT PARK

**“...the United States Conference of Mayors  
affirms its support for public health  
approaches to violence prevention...”**

*– USCM resolution adopted June 2012*

[www.CureViolence.org](http://www.CureViolence.org)





**STOP  
Killing  
People.**

**Stop.  
Killing.  
People.**

**Stop.  
Killing.  
People.**

**Stop.  
Killing.  
People.**

**Stop.  
Killing.  
People.**

Some things have gotten so bad...  
Killing. Stop. Killing. Stop. Killing.  
It's not the only way to the solution. It's a dangerous one.  
It's not the only way to the solution. It's a dangerous one.  
It's not the only way to the solution. It's a dangerous one.

**Give it up for life. TOLL FREE 866-TD-CEASE**

[www.ceasefirechicago.org](http://www.ceasefirechicago.org)

**DON'T SHOOT**  
I want to grow



# History

Twelve years ago, CeaseFire embarked on a mission to stop violence in West Garfield Park, a Chicago neighborhood plagued by shootings and killings. We approached violence in an entirely new way: as a disease whose spread can be stopped using the same science-based strategies used to fight cholera and AIDS.

In the first application of this model in West Garfield Park, shootings were cut by two-thirds in one year. Since then, our model has been replicated successfully in other Chicago neighborhoods and other cities around the country and the world. Our work has been researched and validated by the likes of the U.S. Department of Justice, the Centers for Disease Control and Prevention, and Johns Hopkins University. We have made thousands of connections with people all over the world who hear about this work – through word of mouth, from our growing number of implementing partners, and from the award-winning documentary, *The Interrupters*.

In Chicago, Baltimore, New York City, New Orleans, Kansas City and other cities across the country, the Cure Violence approach thrives.

However, the longer we do this work, the more we realize that reversing the spread of violence requires more than just an effective model. It also requires a movement that changes how people think about violence and how to stop it. Changing the way people think is a prerequisite for changing the way people act.

The world has changed since CeaseFire first opened its doors, and our role in it must also evolve. **In September 2012, we changed our name to Cure Violence to reflect this shifting role.**

Cure Violence is a movement of people—from civic leaders, corporate headquarters and capitol buildings, to neighborhood corners and empowered communities—who understand violence is a disease that spreads and that needs to be approached differently. Together we bring a message of hope that violence can be cured, and a model for putting an end to violence in cities everywhere.

Through our colleagues at CeaseFire Chicago, we will continue to stop shootings and killings in Chicago's toughest neighborhoods. And, we will continue to partner with others who are bringing this effective model to their communities.



# The Model

Cure Violence is a three-pronged public health approach involving:

1. Detection and interruption of potentially lethal events
2. Behavior change among high-risk people and groups
3. Changing community norms

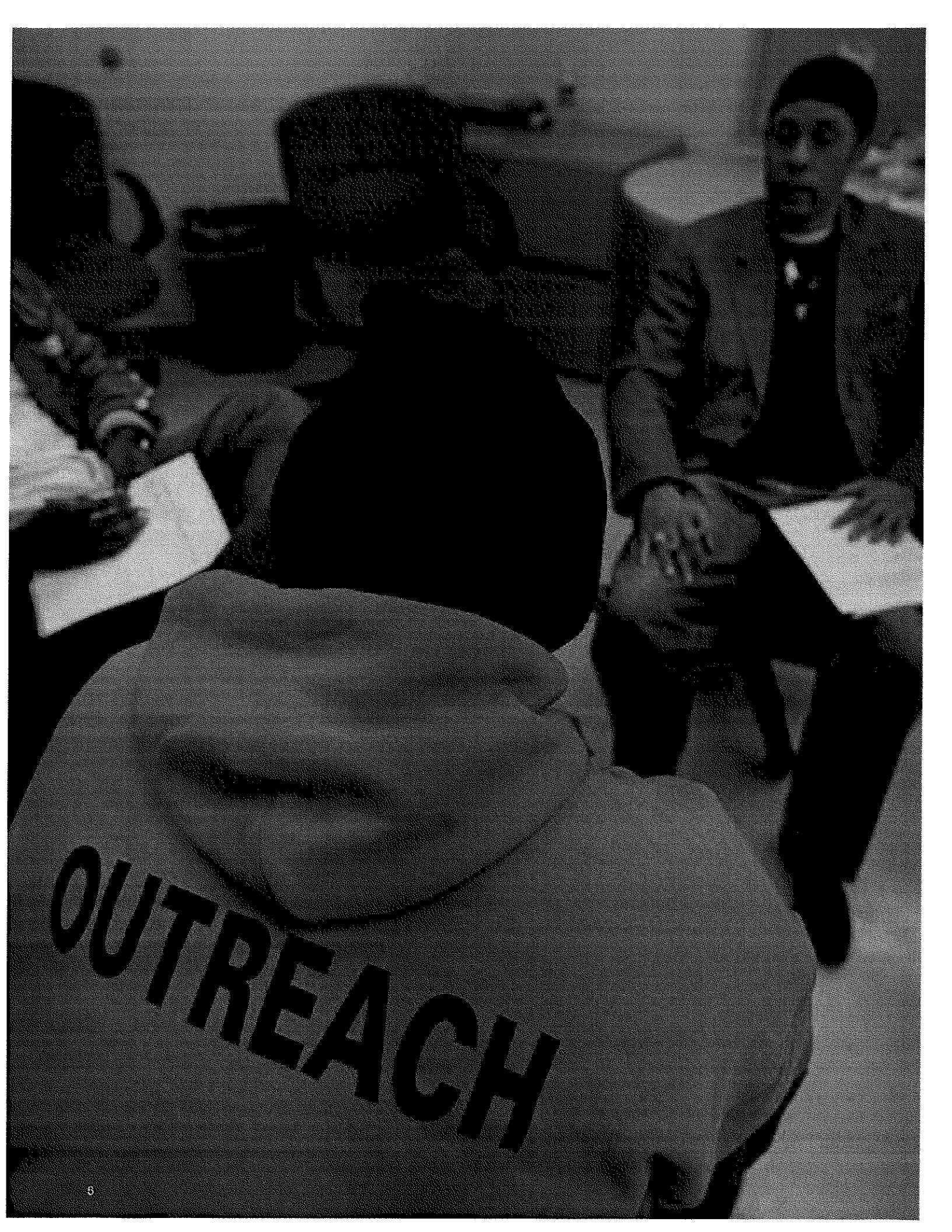
Cure Violence engages communities to work with young people at high risk of being involved in violence, provides on-the-spot alternatives to shooting, and works to change social norms about violence. Cure Violence's outreach workers and violence interrupters work in the communities they grew up in. As for other public health issues, we select and train people who have the most access, trust and credibility with those we are helping to change. These individuals, some of whom once contributed to the problem, are uniquely effective at solving the problem as credible professional interveners and messengers promoting non-violent solutions and a new way of life. Cure Violence workers have an excellent record: fewer than two percent of the more than 300 ex-offenders hired by Cease-Fire Chicago over the past decade have been charged with a crime.

For communities new to the Cure Violence model, this unique approach is often met with skepticism from law enforcement and elected officials because it is still relatively new. Yet, time and again, Cure Violence's thoroughly vetted and professionally trained cadre of violence interrupters and outreach workers, coupled with the local police force, create an effective violence prevention task force that works the problem from two angles at the same time toward even stronger results.

The Cure Violence model holds a remarkable distinction among violence prevention programs for having two independent, comprehensive evaluations demonstrate its effectiveness in 12 communities in two cities. A 2008 U.S. Department of Justice study found that the Cure Violence model, referred to as CeaseFire in the evaluation, was responsible for significantly decreasing shootings and killings in several of Chicago's most violent neighborhoods. A January 2012 evaluation conducted by The Johns Hopkins University found that Safe Streets, the Baltimore-based Cure Violence replication site, was successful in reducing violence in all four neighborhoods where it was implemented.

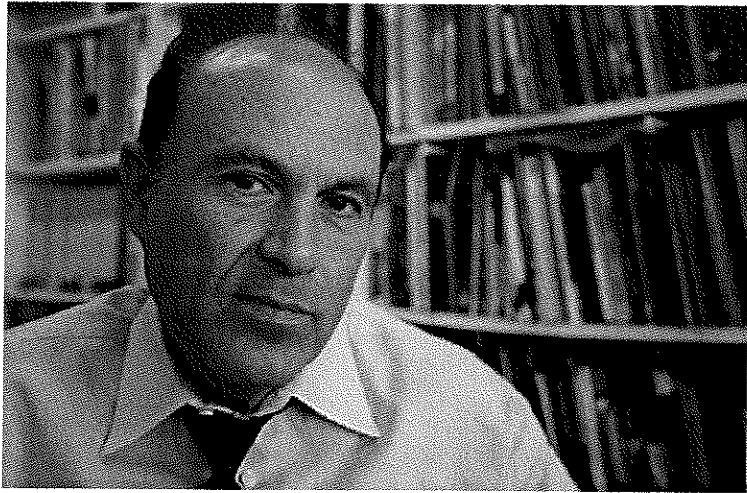
Beyond these compelling statistics are testimonials from community leaders, police officers, clergy, and justice officials who speak publicly in the following pages about their personal, and often transformative, experiences with the model.





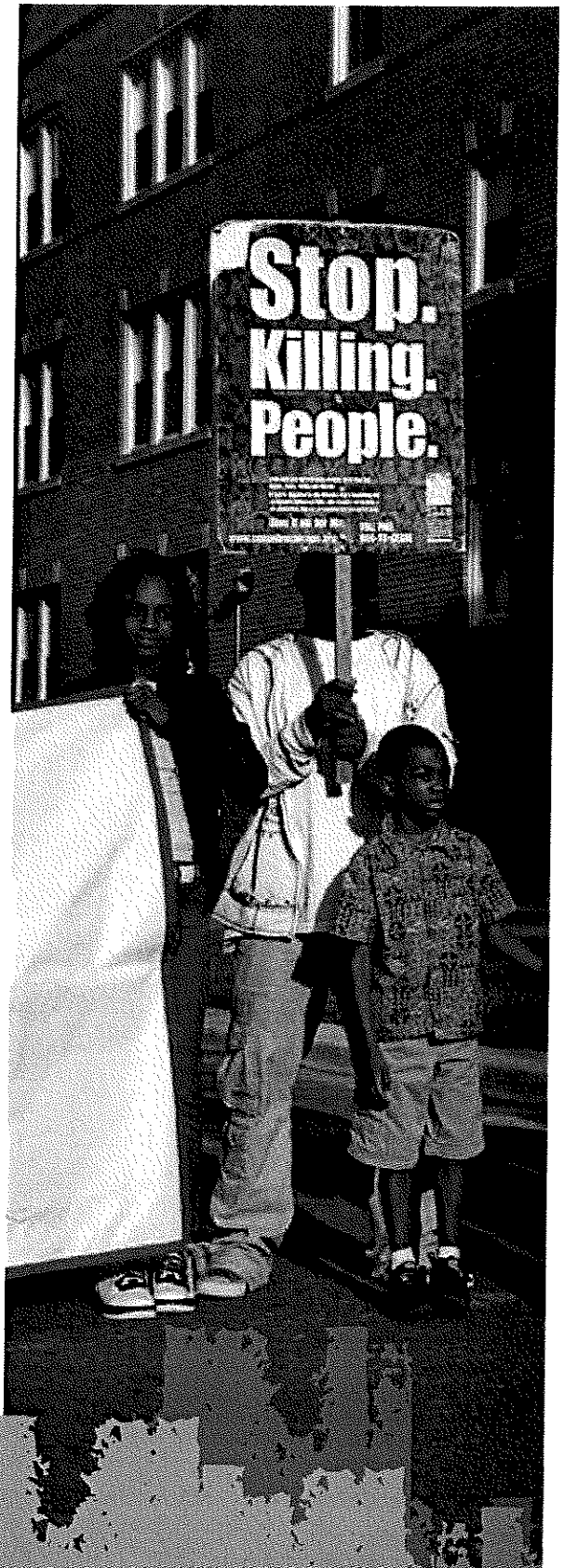
**OUTREACH**





**GARY SLUTKIN, MD**  
**Founder and Executive Director**

*Dr. Slutkin is a physician trained in medicine, infectious disease control, and reversing epidemics. He received his M.D. from the University of Chicago Pritzker School of Medicine, and did his internship and residency at San Francisco General Hospital. In the 1980s, Dr. Slutkin ran the Tuberculosis Program for the city of San Francisco and later became Assistant to the Director of Primary Health Care for Somalia, East Africa. From Somalia, Dr. Slutkin was recruited by the World Health Organization (WHO) Global Program on AIDS where he was assigned responsibility for supporting the Uganda AIDS epidemic. Since 1995, he has been working with civic, community, government, and law enforcement leaders to design, test, and implement new strategies and methods for reducing violence.*



**At town hall meetings, funerals, cook outs and local businesses, our violence interrupters and outreach workers are there, repeating the same mantra:**  
**violence is unacceptable.**



# A message from Dr. Slutkin

After 12 years of solid operation, CeaseFire Chicago continues to work locally, and Cure Violence works nationally and internationally, to create safe and healthy communities. While we attribute much of the model's success to its ability to reach and positively affect those most at risk, Cure Violence works simultaneously, and with a strong collaborative relationship, with law enforcement to achieve all of our common goals. As the public health approach to public safety, Cure Violence shares several vitally important goals with law enforcement.

We work to stop shootings, prevent killings, make neighborhoods safe, and restore a strengthened sense of community among those living in the neighborhoods where Cure Violence works. These goals are ultimately realized with a team approach that encourages new, innovative, and collaborative solutions. This is what is needed today to change the situation and break the block of this decades-old problem. Together, Cure Violence and law enforcement strategize and collaborate on how to best prevent violence.

While Cure Violence is a solution, it is not the only solution. Safe communities are everyone's responsibility. In Chicago, Baltimore, New York, and multiple other replication sites, every time we stop a shooting we help to transform that community from one that used to tolerate violent behavior to one that begins to put violence in the past. Stopping the violence creates space for all kinds of other positive changes to take root – from safer playgrounds to better schools to renewed community investment and more (and better) jobs. To achieve these positive changes everywhere, Cure Violence seeks even more partnerships with law enforcement and all other sectors. Let's work together to put violence behind us.



Before the Cure Violence partnership with CeaseFire Chicago, we were the greatest service in terms of medical care, but we lacked a complete service. We needed the social part of service. When we found out that CeaseFire was looking for a partnership, we brought them in to present the model to us. After they presented, I said, 'This is the answer. The answer is treating violence like a disease and out-of-the-box thinking.'

At first the hospital was afraid of violence in the emergency department. They were afraid that intervening with a patient would lead to more violence and that there would be gang wars in the ER. I was there to tell them, 'Look, that's not the case. It's actually quite the opposite. The interrupters are working to avoid that, so all of your fears should be allayed.'

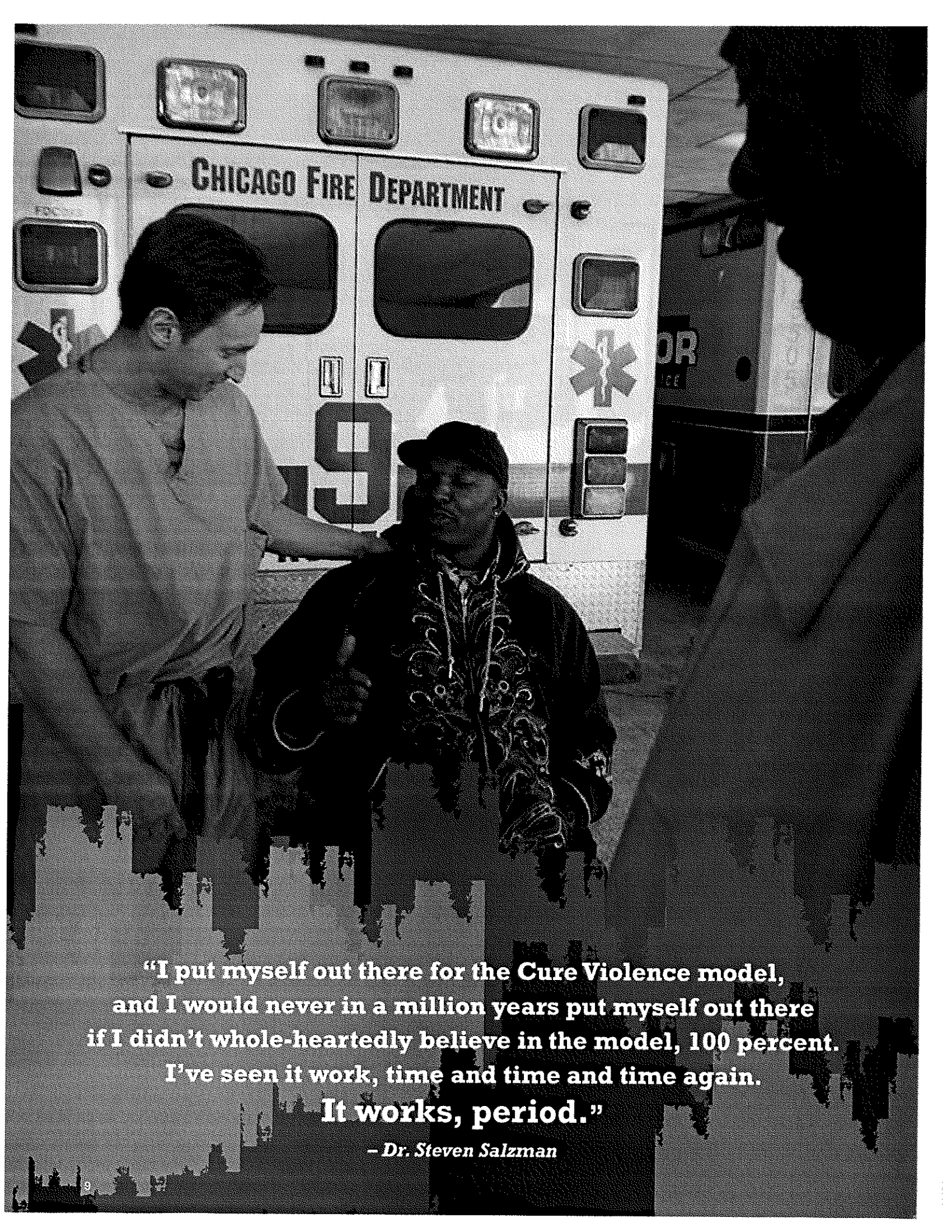
My patients talk to me because they trust me, and I know that the interrupters are working with a lot of these kids to help them get jobs. I see kids in clinic and they say, 'I'm getting off of the street.' It is not one or two kids. I'm talking about a serious number of people whose lives have been impacted so enormously that I cannot give it the billing it deserves.



**STEVEN SALZMAN, MD**  
**Advocate Christ Medical Center**

*Dr. Steven Salzman is an attending trauma surgeon at Advocate Christ Medical Center. He has been instrumental in founding and facilitating the Advocate Christ/Cure Violence Partnership with CeaseFire Chicago and currently serves on the organization's Advisory Board. Dr. Salzman is a clinical assistant professor of surgery at University of Illinois College of Medicine and a frequent Medical Contributor for FOX News.*





**“I put myself out there for the Cure Violence model,  
and I would never in a million years put myself out there  
if I didn’t whole-heartedly believe in the model, 100 percent.  
I’ve seen it work, time and time and time again.**

**It works, period.”**

*– Dr. Steven Salzman*

The goal of Cure Violence is to reduce violence and save lives, and they do that with their techniques. One technique is the use of interrupters, who talk to the gang members when there is a situation that may result in a shooting, and another is to try and change the culture of violence in the street, to have people in the community turn out against violence. This combination has been shown to work.



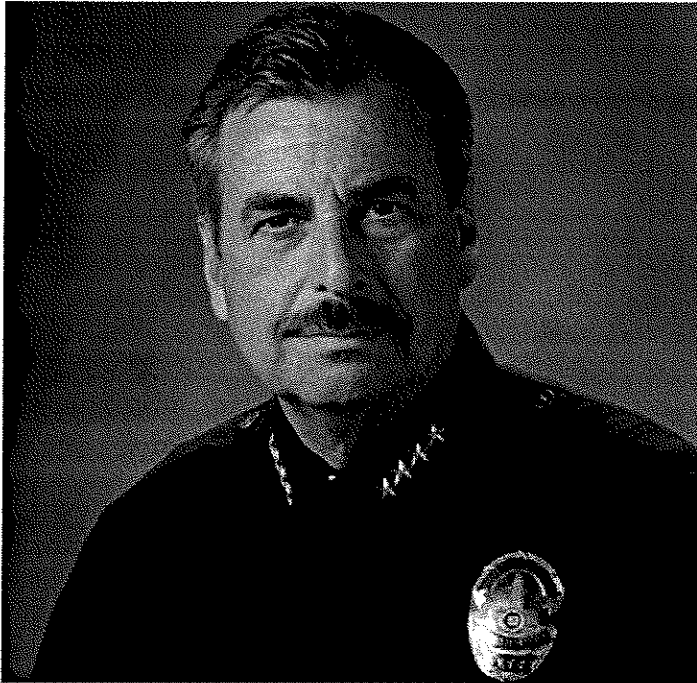
## **SCOTT LASSAR**

**Sidley Austin, LLP**

*Scott Lassar is a partner in the Sidley Austin, LLP Chicago office. Prior to joining the firm, Mr. Lassar was the United States Attorney for the Northern District of Illinois in Chicago. As the district's top federal law enforcement official, Mr. Lassar managed 130 assistant U.S. attorneys who handled civil litigation, criminal investigations and prosecutions involving white collar fraud, public corruption, narcotics trafficking, and violent crime. Mr. Lassar has been a Cure Violence Board Member since 2003.*

I was on the board because I was a U.S. Attorney. It's been 10 years since I was a U.S. Attorney, and I voluntarily stayed on the board because I think the model does work.





## **CHIEF CHARLIE BECK**

### **Los Angeles Police Department**

*Charlie Beck was appointed Chief of the Los Angeles Police Department in November 2009. Chief Beck oversees the third-largest police department in the United States, managing 10,000 sworn officers and 3,000 civilian employees, encompassing an area of 473 square miles and a population of approximately 3.8 million people. Having facilitated his predecessor's successful reengineering and reform effort, Chief Beck continues to evolve and refine those strategies to further the Department's ascendancy to the pinnacle of 21st-century policing. Major components of this endeavor include the mitigation of crime, the reduction of gang violence, and the continuation of reforms.*

*Los Angeles' Gang Reduction and Youth Development (GYRD) Intervention model was inspired by Cure Violence.*

I think 'public health model' is the best phrase to use for a model that looks at causes, root factors, and environmental concerns. That's the way the public health community looks at disease control, but it's also the way anyone who solves problems looks at problem solving. Cure Violence takes a holistic approach: you look at the environment, at the individual and at all factors involved, rather than just focusing on the symptoms. The symptom of all of the problems is gun violence. If you just treat the symptom, you aren't likely to get to the root cause.

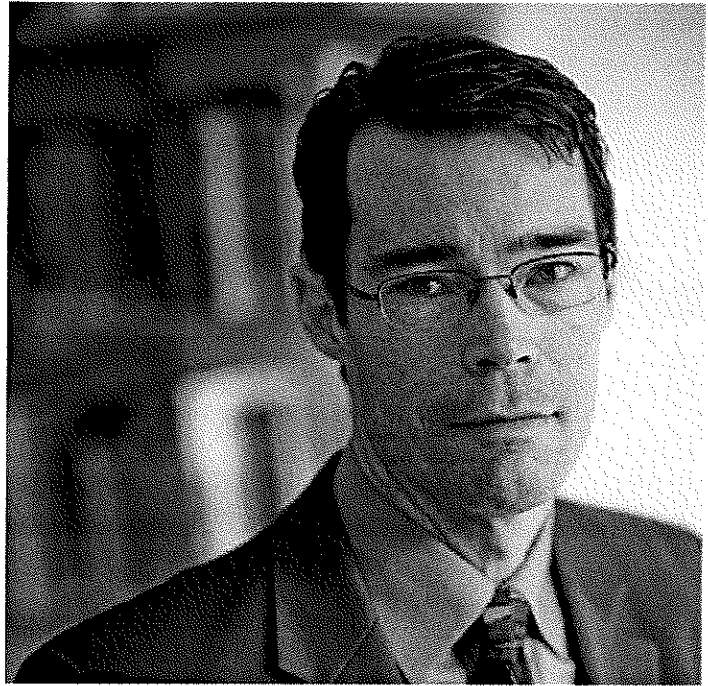
If you are willing to use resources other than traditional law enforcement – whether interrupters, intervention workers, or school-based programs – then you can change a neighborhood. You can make significant change that doesn't require constant, additional police resources to maintain. If you do it right, you can actually reduce police presence.

The Los Angeles police department arrests about 150,000 people per year. If that's your only avenue to deal with the problem, then you won't solve it. You decide how you're going to spend your public safety fund and what approach you're going to take. I've seen this work. I'm in the middle of watching this work. I firmly believe in it.

Baltimore first tried the model in McElderry Park in 2007. I felt that it would take a long time for a program of this kind to take hold. I thought, 'Yeah it will work, but it will take a while.' They really had the right kind of people leading the program, and within a matter of weeks they were mediating disputes between a number of groups that had been feuding.

I sat in on a meeting that discussed what went down in those mediations. I just shook my head in disbelief at what the workers could do. The program staffs were able to sit down and get people to work out their differences. Following that set of mediations, that community did not have a homicide for nearly two years.

If you want to reduce gun violence, you have to reach out to those most likely to be involved and gain their trust. Violence interrupters are asked to go into the most dangerous neighborhoods, in the most dangerous cities in the U.S., at the most dangerous times, to get people to stop shooting each other. And they're going in unarmed. Yet, they go in, and they do it, and it works. It's really changed my view about what's possible.



**PROF. DANIEL WEBSTER**  
**Deputy Director, Johns Hopkins Center  
for the Prevention of Youth Violence**

*Daniel W. Webster, ScD, MPH is Professor and Deputy Director of the Center for the Prevention of Youth Violence at the Johns Hopkins Bloomberg School of Public Health. Dr. Webster has published numerous articles on youth gun acquisition and carrying, the prevention of gun violence, intimate partner violence, and the prevention of youth violence. He has studied the effects of a variety of violence prevention interventions, including state firearm policies, community programs to change social norms concerning violence, public education and advocacy campaigns, and school-based curricula. Dr. Webster teaches "Understanding and Preventing Violence" and also directs the Injury Control Certificate Program at Johns Hopkins.*

*Dr. Webster led the evaluation of Baltimore's Cure Violence replication, Safe Streets.*



## **DEPUTY SUPERINTENDENT JERRY CHLADA, JR.**

**Cicero Police Department, Cicero, IL**

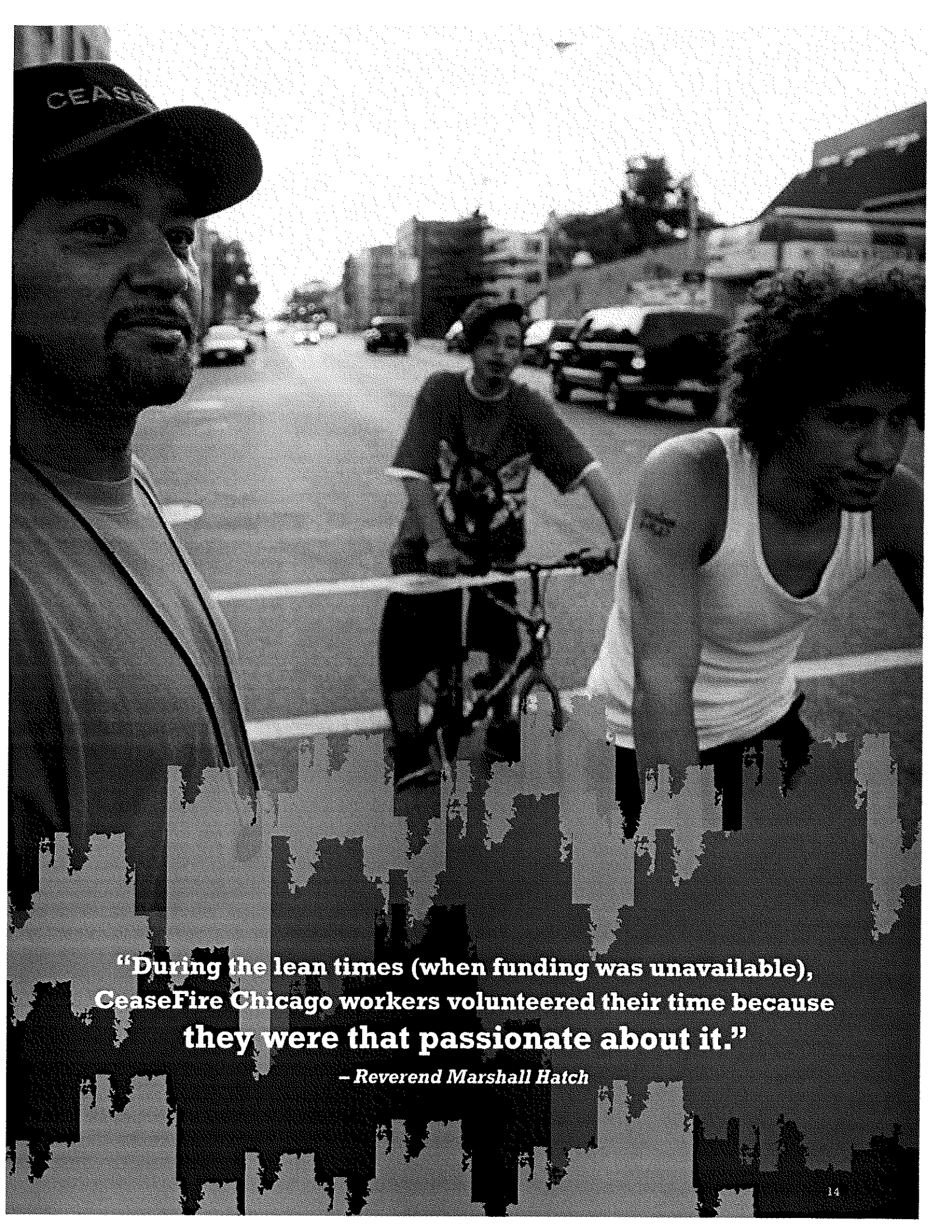
*Deputy Superintendent Jerry Chlada, Jr. has served with the Cicero Police Department since 1995. Deputy Superintendent Chlada oversees the Gang Crimes Tactical Unit, which consists of 29 officers whose main function is gang suppression. His accomplishments include Officer of the Year (1999), Cicero Lions Club award for Invaluable service (1999), CeaseFire [Cure Violence] Leadership recognition for anti-gang efforts (2008), Youth Cross Roads- Protector of Youth award (2008), Department Commendation for Dedication and Service (2009), and The Effective Police Relationship Award from CeaseFire [Cure Violence] in November 2011.*

*Deputy Superintendent Chlada has been involved with the operation of CeaseFire Cicero, a Cure Violence replication site, since 2005.*

Cicero has seen a dramatic drop in violent crime numbers in the past five years. From May 2000–2005, there were 223 gang shootings and approximately 34 gang-related homicides. From May 2005–2010, the numbers decreased to 120 gang-related shootings and 17 gang-related homicides. The CeaseFire Cicero program has been a big help. When there are problems in the community between the different gangs, we sit down with CeaseFire Cicero workers and get them on board. Their interrupters and outreach workers get in the middle of the conflict and calm the storms before they erupt into bigger problems.

Both groups, CeaseFire Cicero and the gang unit, were feeling each other out at the beginning. We wondered how far the relationship would go, but we've come to realize that both parties have a lot of respect for the work that each does.

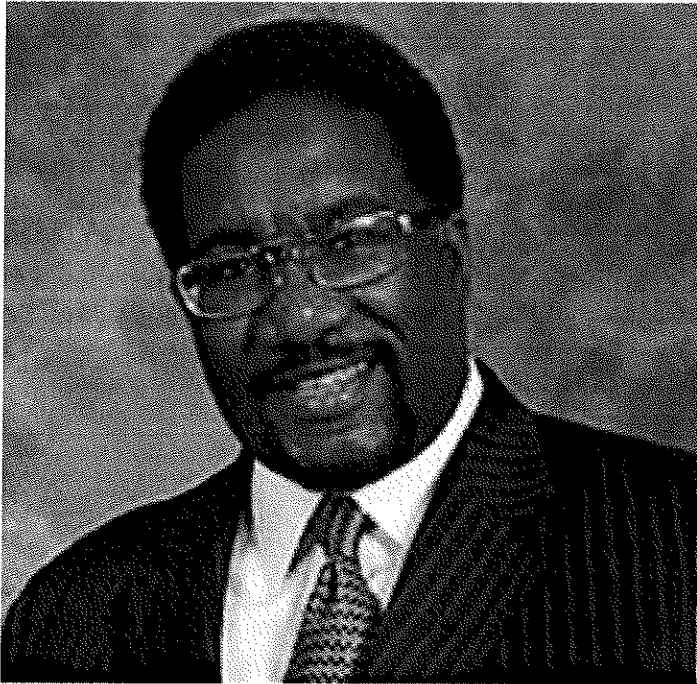
CeaseFire Cicero workers are able to get deep into problems. People are willing to talk to them that aren't willing to talk to the police department. CeaseFire Cicero handles these problems, and they calm the storms by themselves without bringing it back to the police. We tell them where there's a problem, they go in and take care of the problem, and the only report we get back is 'problem's been settled.' If you look at the numbers, you could definitely say that the community is a safer place, and CeaseFire Cicero's a big part of that.



**“During the lean times (when funding was unavailable),  
CeaseFire Chicago workers volunteered their time because  
they were that passionate about it.”**

*– Reverend Marshall Hatch*





## **REVEREND MARSHALL HATCH**

### **New Mount Pilgrim Missionary Baptist Church, Chicago**

*Marshall Elijah Hatch, Sr. has been the senior pastor of the New Mount Pilgrim Missionary Baptist Church of West Garfield since 1993. His spiritual development began in the Shiloh Baptist Church under the pastorate of his father, the late Reverend Elijah J. Hatch. In 1985, he was ordained and appointed as the pastor of Commonwealth Baptist Church of North Lawndale. In the summer of 1998, he was awarded the Charles E. Merrill Fellowship of Harvard Divinity School in Cambridge, Massachusetts. Rev. Hatch's New Mount Pilgrim Church is located in Cure Violence's first neighborhood, where CeaseFire Chicago works to keep the streets safe.*

This was the first CeaseFire Chicago community, West Garfield Park. This is probably one of the poorest west side community areas in Chicago. We reduced violence in partnership with CeaseFire. The first year there was a 67 percent reduction, which is really quite dramatic.

During the lean times (when funding was unavailable), CeaseFire Chicago workers volunteered their time because they were that passionate about it. It was about more than money. It had to do with the sense of worth that people felt; in that what they were doing was really important in the community.

Interrupters interrupt a crime when the dynamics are in motion for it to happen. So, it's another dimension of not just law enforcement, but crime prevention. These interrupters are real heroes in the communities. What we see on the news happens when nobody interrupted the violence, and what we don't see on the news is often because the interrupters were successful in preventing a shooting from happening in the first place.

When somebody is a victim of violence in a community like this, you end up with two victims. The perpetrator's life is pretty much over too.



I think that the Cure Violence model works best when it works closely with law enforcement, because law enforcement is also based in the community, and because law enforcement is 'the enforcer,' if you will. It's the partnership that is most effective.

Sometimes the interrupters know that the intervention is not going to be successful, and they can communicate that to the police so the police know that there is a risk of danger in a certain area. The police can beef up security and be more responsive, because they can't cover every area. If there is a strong flow of communication, both sides can be more effective, and that's when it becomes really powerful. It really is the community coming together to stop violence in all parts.

I know Cure Violence is effective, because in 2008 the CeaseFire Chicago site had funding issues; its funding was cut. In some neighborhoods that summer, in particular Roseland on the south side, the shooting went up dramatically. It was a very vivid example of what happens when the workers are present and not present.

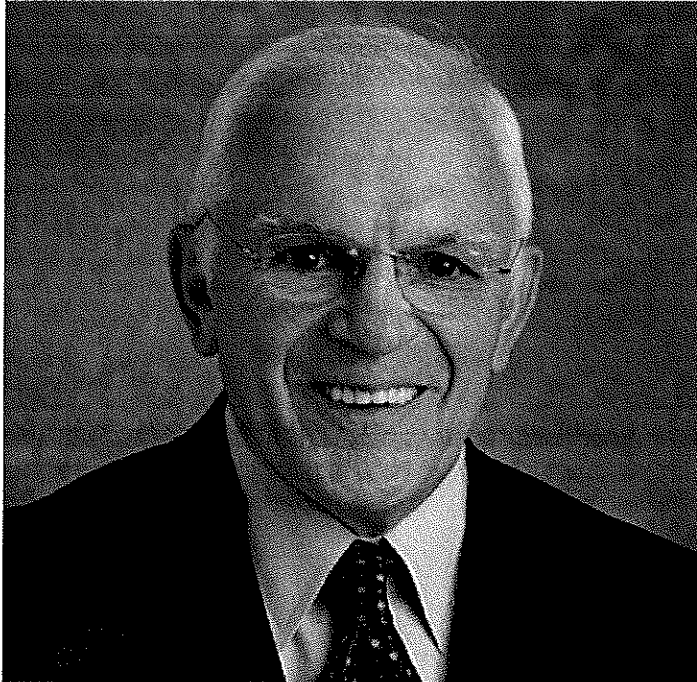
Cure Violence comes at the underlying problem, which is that people who are involved in gangs go there to build group self-esteem. And, if they can find that self-esteem elsewhere, without being on that violent path, they can get out of the gang. If the workers try to go simply with 'being in a gang is wrong,' they wouldn't be effective, and they know that.



## **ANDREA ZOPP**

**Chief Executive Officer,  
Chicago Urban League**

*Andrea Zopp was appointed President and CEO of the venerable Chicago Urban League, which works for economic, educational, and social progress for African Americans, in September 2010. Before her appointment to the Chicago Urban League, Ms. Zopp was executive vice president and general counsel at the Exelon Corporation. Prior to joining Exelon, Ms. Zopp was senior vice president, general counsel and corporate secretary of Sears Holdings Corporation, and a vice president, deputy general counsel in the law department at Sara Lee Corporation. She also served as a partner in the litigation department of the law firm of Sonnenschein Nath & Rosenthal. Ms. Zopp was the first woman and African American to serve as the First Assistant State's Attorney in the Cook County State's Attorney's office. She has been a Cure Violence Board Member since 2010.*

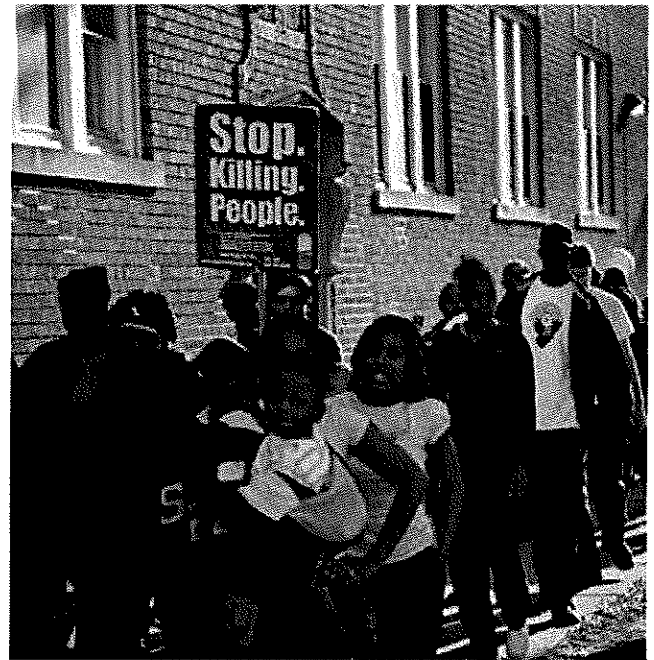


## **RICHARD DEVINE**

**Meckler Bulger Tilson Markick & Pearson LLP**

*A trial lawyer for more than 35 years, Mr. Devine has extensive experience in both criminal and civil litigation. After spending more than 25 years in private practice in Chicago, Mr. Devine was elected Cook County State's Attorney in 1996 and held that post for 12 years before deciding to return to private practice. During his tenure as State's Attorney, Mr. Devine established the office's acclaimed Domestic Violence Unit, was instrumental in creating a more effective Juvenile Justice Bureau and Narcotics Unit, and made significant advances in the recruitment and retention of women and minority prosecutors.*

To look at violence strictly from the law enforcement angle is limiting what one can do. Everyone could benefit from different models and approaches that identify alternative ways of approaching an issue. Law enforcement is necessary and indispensable, but not the whole story, and does not give us all the tools we need to solve these very difficult problems.



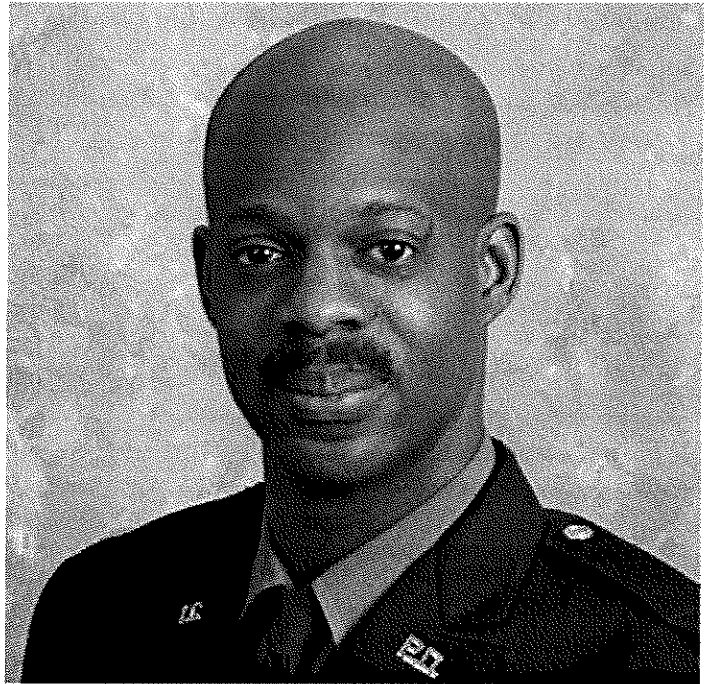
It's foolish to turn a public health model aside and reject it. I would strongly encourage anyone that's having a violent crime problem, especially in an urban area, to look very closely at Cure Violence.

The benefit of this public health model is that it addresses the root causes of violent crime, homicide, and shootings. If you don't work on the root causes in the community, all you'll see is the same thing continue from year to year, and from generation to generation.

Kansas City selected the Cure Violence model based on the evidence from the CeaseFire Chicago site evaluation. We looked how the Cure Violence model was structured, and we looked at 11 of the 25 patrol beats in which CeaseFire Chicago operated. We saw the obvious impact the model had on the number of homicides and violent crimes.

It's new. It's different. There are individuals involved in Aim4Peace, just like in other Cure Violence replication sites, who were once considered high-risk. There are individuals that have been incarcerated, so you're going to have some questions. There are going to be people that are skeptical of the model because of the fact that interrupters and outreach workers aren't out there doing what the police do. They're doing something totally different.

The bottom line is if the model is followed, it can be an effective and efficient way to reduce violent crime and homicide in a community. It's got a cost, but if the model brings a reduction in violent crime, homicides, and changes and saves lives, it's worth it.



## **MAJOR ANTHONY ELL**

### **Kansas City, MO**

*Major Anthony Ell has been employed with the Kansas City, Missouri Police Department since December of 1984. He has been in a variety of assignments throughout his career to include the Street Narcotics Unit, several stints in the Tactical Response Unit, Employment Unit, Special Operations Division, and the Property Crimes Division. He attained the rank of major in October of 1998, and was Commander of the Violent Crimes Division from December 14, 2004 to January 19, 2009. He currently serves as the Staff Inspection Commander assigned to the Patrol Bureau Office.*

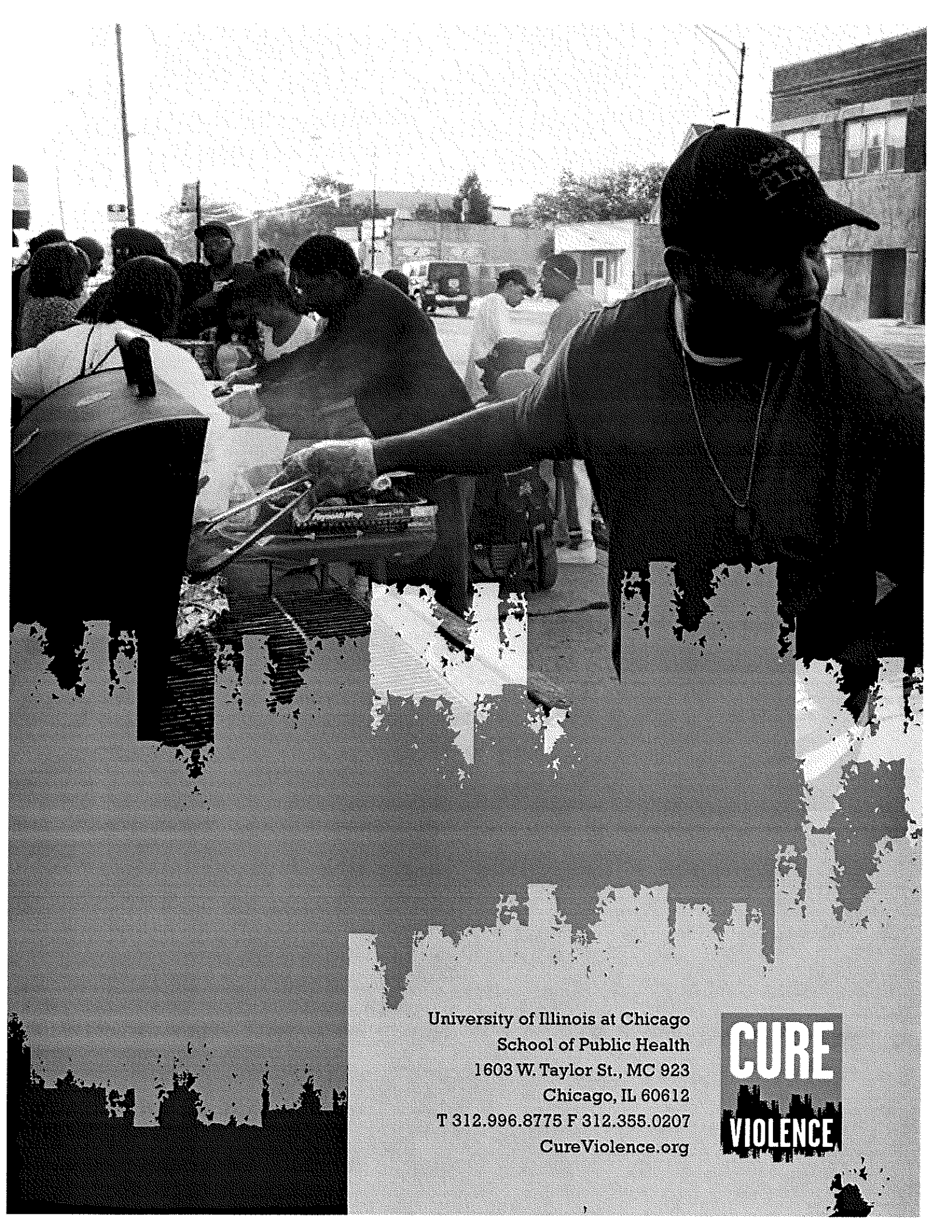
*Major Ell was involved with the planning and implementation of Aim4Peace, a Cure Violence replication site, in Kansas City, MO.*



**POCKET FOLDER**

**To include list of national partners**





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