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# The Philadelphia Roadmap to Safer Communities

January 2019 - January 2024

# Contents

3	Letter from Mayor Kenney
4	Letter to the Mayor
5	Executive Summary
7	Defining the Issue: What Gun Violence Looks Like in Philadelphia
12	Taking a Public Health Approach to Gun Violence
14	The Vision
15	Key Recommendations to the Mayor
17	Recommendations in Full
26	Governance Structure
27	Measuring Success
28	Our Process
30	Appendix A: A Closer Look at the Public Health Approach
32	Appendix B: Acknowledgments

# Letter from Mayor Kenney

To the residents of Philadelphia:

While the pain of gun violence knows no boundaries, it has particularly ravaged many communities in Philadelphia. I know many of you who are reading this report have experienced that violence first-hand.

When I issued a call to action on preventing gun violence last September, I asked for a new approach, markedly different than initiatives that primarily rely on policing. I asked for a plan that looks at violence through the lens of public health, one that relies on data and science to identify the most effective strategies to address these issues. I asked for a plan that focuses on violence as a symptom of the larger crisis of pervasive poverty in Philadelphia. And over the past three years, and even more intensively over the past few months, I sat down with many residents who've been deeply impacted by violence to hear their concerns, and their ideas.

The report you hold is the result of that effort. I have reviewed the recommendations and proposed strategies and I'm committed to moving forward. We will:

- Dedicate the resources and expertise needed towards implementing the specific recommendations in this report.
- Rely on our existing and close partnership with the City's larger criminal justice stakeholders, including the First Judicial District, the District Attorney's Office and the Defender Association Office.
- Work with our partners on City Council, who are very much on the front line of this crisis.
- Continue building a deeper relationship with the communities most severely affected by violence, providing not only precise interventions but also additional public health and place-based strategies that are best suited to that particular neighborhood.
- Redouble existing initiatives that address the underlying issue of poverty that fuels the violence.
- Continually assess the success or failure of our initiatives, and we won't be afraid to stop and make rapid changes if some are not working.
- Study and learn from effective models in other cities that face comparable levels of gun violence.

I am confident that if implemented, the strategies recommended in this report will bring Philadelphia a day when violence — particularly from guns — is no longer a constant threat to our residents.

With hope for a safer Philadelphia,

Jim Kenney

# Letter to the Mayor

To Mayor Jim Kenney:

Gun violence has a dramatic impact on all Philadelphians. It is particularly devastating to individuals, families, and the communities in which the violence occurs. While overall violent crime is down in Philadelphia, the 351 homicides and 1,403 shootings in 2018 — the most in the last decade — represent an alarmingly increasing trend in gun violence in our city. As you have recognized, the volume and impact of gun violence in Philadelphia is so severe that we are now in the midst of a public health crisis. As a result, on September 27, 2018 you issued an urgent "Call to Action" mandating that your Cabinet and senior leadership develop within 100 days a plan for how to dramatically reduce the killings and shootings in Philadelphia.

In response to this Call to Action, we hereby submit The Philadelphia Roadmap to Safer Communities — a comprehensive plan establishing a strategy for gun violence prevention and to reduce the rising gun violence rates. This plan takes a public health approach to violence that uses science and data to better understand the problem. This approach also allows us to develop strategies to address the underlying factors that contribute to the violence in our communities, not the least of which is the pervasive poverty in Philadelphia.

There is a significant financial impact to gun violence that effects our local economy, costing taxpayers millions of dollars each year. On average, a firearm homicide is associated with an estimated \$1.42 million in costs consisting of medical expenses, lost earnings and productivity, property damage and criminal justice related costs.<sup>1</sup> In addition, the perception of Philadelphia as a violent city is taking a financial toll on our local economy that is difficult to quantify. Fear of violence can impact whether people choose to visit the city, shop and dine here, move into the city, and — for long term residents — whether they stay in Philadelphia. In short, our economic health depends on solving this.

Most importantly and what is immeasurable, are the many lives lost, unfilled potential and the severe trauma felt by individuals, families and communities. As we visited

communities hardest hit by violence, we all witnessed the traumatic and emotional toll that gun violence is having on our residents. We heard children talk about seeing loved ones killed in the street; we saw the fear in neighbors' eyes as a shooting occurred outside one of our community meetings, and we wept with mothers that buried their sons.

As we know, we cannot police our way out of this problem, nor is there any magic solution or one program alone that can solve this issue. But, with the right strategy and tools, one that incorporates and aligns intelligence-based and community-oriented policing with targeted social services and community empowerment, we believe that we can prevent and reduce gun violence in our communities.

The Philadelphia Roadmap to Safer Communities includes recommendations that we believe, if implemented, will dramatically reduce shootings and homicides in the city over the next five years. As we begin implementation and continue to learn more, this strategy will evolve and adjust based on outcomes and performance measures and the feedback from the community.

We are committed to this work and maintaining the sense of urgency to effectively implement The Philadelphia Roadmap for Safer Communities. Together, with the support of this Administration, the community, and our partners across this great city, we will achieve our vision for every Philadelphian to be safe from gun violence in their communities, with full access to opportunities to create their path to a fulfilling life.

Respectfully Submitted,

**Vanessa Garrett Harley**  
Deputy Managing Director  
Criminal Justice and  
Public Safety

**Richard Ross, Jr.**  
Commissioner,  
Philadelphia Police Department

<sup>1</sup>"The Cost of Gun Violence" (City of Philadelphia Department of Public Health, 2018), <https://www.phila.gov/media/20180927125053/Cost-of-Gun-Violence.pdf>.

# Executive Summary

## Mandate:

While overall violent crime is down in Philadelphia, the 351 homicides and 1,403 shootings in 2018 — the most in the last decade — represent an alarmingly increasing trend in gun violence in our city. On September 27, 2018 the Mayor issued an urgent “Call to Action” mandating that the Cabinet and senior leadership develop within 100 days a plan for how to dramatically reduce the killings and shootings in Philadelphia.

A Violence Prevention and Reduction Strategy Working Group was developed to analyze, define, and address the issue of community gun violence. Throughout the 100 days of the development, the team conducted numerous focus groups, stakeholder meetings, and community listening sessions.

This report is the result of that effort: a comprehensive plan establishing a strategy for gun violence prevention and to reduce the rising gun violence rates. This plan takes a public health approach to violence that uses science and data to better understand the problem. We believe these recommendations will dramatically reduce shootings and homicides in the city over the next five years.

## Key Recommendations:

The key recommendations to the Mayor are informed by the public health approach and a nationally recognized violence prevention framework, which includes a focus on prevention, intervention, enforcement, and reentry.

- Promote community health and well-being by prioritizing the reduction of structural violence through unpacking and addressing the physical and programmatic inequities that exist in the communities at the highest risk of violence.
- Invest in additional analytical capacity and technology to implement Philadelphia Police Department’s Violent Crime Reduction Strategy “Operation Pinpoint,” which is a combination of intelligence-based and community-oriented policing.
- Build on the administration’s successful criminal justice reforms by improving reentry programs and services in Philadelphia and establish the Office of Reentry Partnerships in the Managing Director’s Office, in order to support successful reintegration of justice-involved and formerly incarcerated individuals to thrive in their communities.

## The Vision:

Every Philadelphian will be safe from gun violence in their communities, with full access to opportunities to create their path to a fulfilling life.

# Executive Summary

## Goals & Strategies



### Connected & Thriving Youth, Young Adults & Families

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1. Connect more youth and young adults at a high risk of violence to education, including adult education programs
2. Connect more youth and young adults at a high risk of violence to paid training and employment opportunities
3. Connect more youth, young adults, and families at a high risk of violence, to high-quality, community-based programs that promote health and social wellness

Specific recommendations on Page 18.



### Strong Community Engagement & Partnerships

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1. Launch a comprehensive communication campaign for gun violence reduction
2. Fully engage neighborhood residents in planning and implementation of the City's violence reduction work
3. Create opportunities for community feedback on the overall violence reduction strategy and City-supported programs

Specific recommendations on Page 20.



### Coordinated City Services & Planning

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1. Improve coordination among City agencies and external stakeholders to reduce shootings and homicides
2. Establish public health infrastructure focused on violence prevention
3. Collect and evaluate outcomes of current City-supported violence reduction programs and the overall violence reduction strategy
4. Ensure that the City's reentry efforts effectively target those most at risk of violence and strengthen the cross-agency coordination for reentry solutions

Specific recommendations on Page 22.



### Safer & Healthier Neighborhoods

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1. Provide resources to respond when residents feel unsafe in their neighborhoods
2. Support hyper-local efforts to address hot spots in high risk neighborhoods
3. Reduce availability and accessibility of firearms
4. Improve environmental factors and reduce structural violence in high risk neighborhoods

Specific recommendations on Page 24.

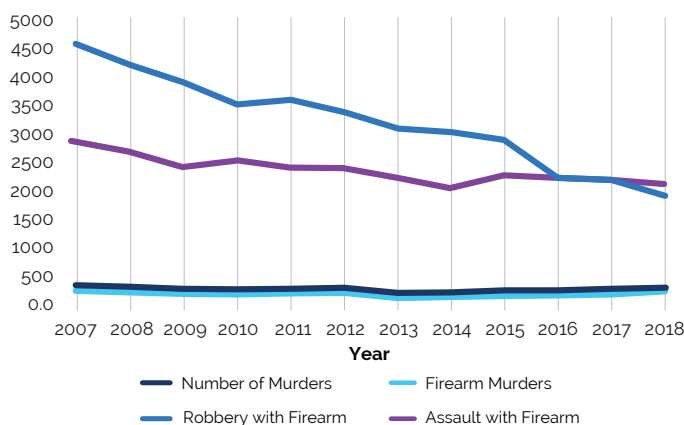




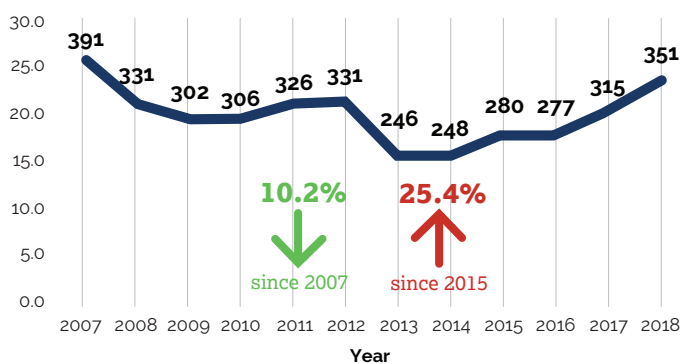
# Defining the Issue: What Gun Violence Looks Like in Philadelphia

For decades, the gun violence rate in Philadelphia has been among the highest of big cities in the U.S., peaking at 505 homicides in 1990. While the overall violent crime rate in Philadelphia has declined to its lowest in decades, the City's homicide rate has reached the highest level since 2007, with 351 total homicides in 2018. Most of these homicides involve a firearm (84 percent).

## Annual Gun Crime and Homicide Count in Philadelphia 2007 - 2018



## Annual Homicide Count in Philadelphia



Source: Annual Violent Crime Counts, Philadelphia Police Department

## Top 10 Cities with the Most Homicides in 2017

City	Homicides	Change	Per 100,000
Baltimore	343	25	55.8
New Orleans	158	-16	40.4
Detroit	267	-36	39.7
Memphis	200	-28	30.6
Chicago	650	-112	24
<b>Philadelphia</b>	<b>317</b>	<b>40</b>	<b>20.2</b>
Dallas	166	-5	12.6
Houston	269	-32	11.7
Los Angeles	286	-7	7.2
New York City	290	-45	3.4

Source: FBI Uniform Crime Reports

# Defining the Issue

Gun violence in Philadelphia is largely concentrated in communities that also experience structural violence. Structural violence refers to harm that individuals, families, and communities experience from economic and social structures that prevents them from meeting basic needs; this includes social institutions, relations of power, privilege and inequality, and inequity.<sup>4</sup> Communities that experience high rates of violence are also exposed to extreme trauma. Trauma extends beyond those directly impacted by gun violence to the entire neighborhood.

As noted by Thomas Abt and Christopher Winship in their meta-review of the research literature on violence prevention, "Community violence, particularly homicide, occurs primarily in public settings. It is interpersonal, taking place between individuals and small groups that [often] know one another. It is [loosely planned at best and generally] impulsive in nature."<sup>2</sup> Community gun violence often causes death or disabling injury and "may result from disputes or conventional forms of street crime."<sup>3</sup> The Philadelphia Police Department data show that many shootings in Philadelphia are a result of interpersonal conflicts between known individuals, and that much of the increase in recent years can be attributed to increasing drug activity.

The following maps illustrate how structural violence correlates with homicides and shootings in Philadelphia. As shown in the maps, most of the homicides and shootings occur in the census tracts with the highest percentages of poverty, low educational attainment (i.e., did not graduate high school) and unemployment.

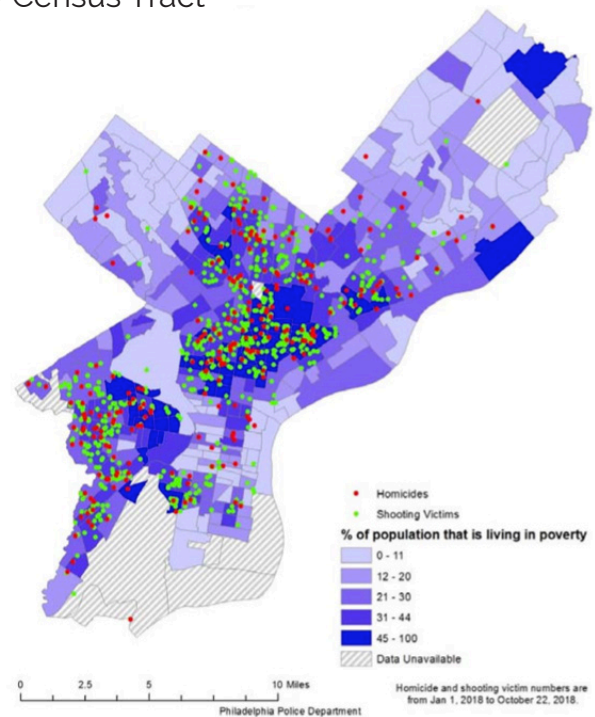
<sup>2</sup>"Interventions for Reducing Violence and its Consequences for Young Black Males in America," (Cities United, August 2017), 5. [https://gallery.mailchimp.com/a26fd55f7374a0e3b8a5a6f99/files/5b0af200-e9d1-45de-a315-6bfa354bcccd/Interventions\\_for\\_Reducing\\_Violence\\_and\\_its\\_Consequences\\_for\\_Young\\_Black\\_Males\\_in\\_America\\_August\\_2017reduced.pdf](https://gallery.mailchimp.com/a26fd55f7374a0e3b8a5a6f99/files/5b0af200-e9d1-45de-a315-6bfa354bcccd/Interventions_for_Reducing_Violence_and_its_Consequences_for_Young_Black_Males_in_America_August_2017reduced.pdf)

<sup>3</sup>"A Strategic Resource for Mayors on Disrupting Community Violence and Preventing Homicides," Cities United Resource Series (Cities United, August 2018), <http://citiesunited.org/wp-content/uploads/2018/08/Cities-United-Mayors-Resource-on-Community-Violence-August-2018.pdf>.

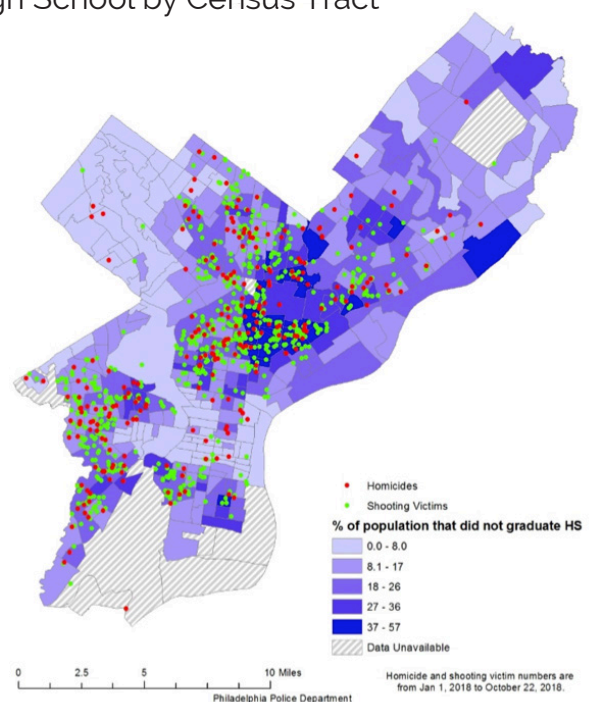
<sup>4</sup>"Structural Violence," Structural Violence, accessed January 4, 2019, <http://www.structuralviolence.org/structural-violence/>.

## Shootings and Neighborhood Poverty, Education and Unemployment (2017)

Percent of Population that is living in poverty by Census Tract



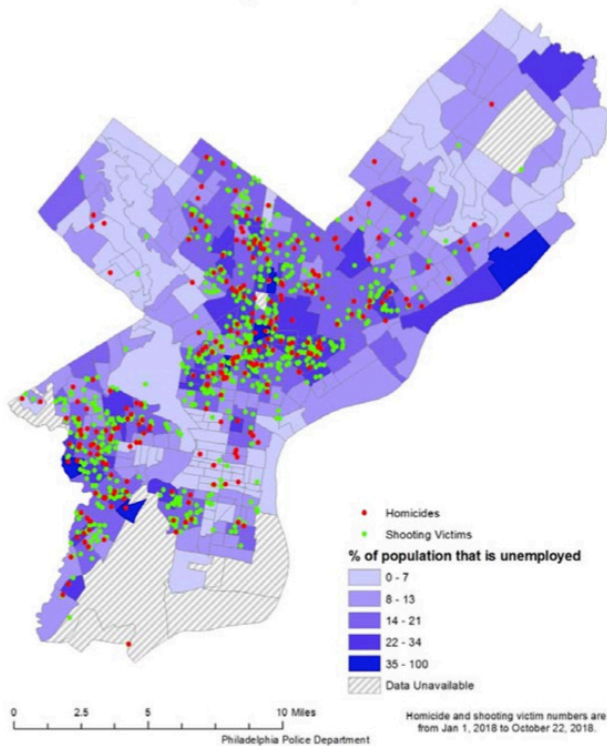
Percent of Population that did not graduate High School by Census Tract





# Defining the Issue

## Percent of Population that is unemployed by Census Tract



As illustrated structural violence in communities can have adverse effects on the development of social connections; a community lacking strong social connections has a higher risk for gun violence.<sup>5</sup> These disadvantages impact youth development, influencing individual characteristics and experiences on both a social and physical level.

## Understanding the Target Population

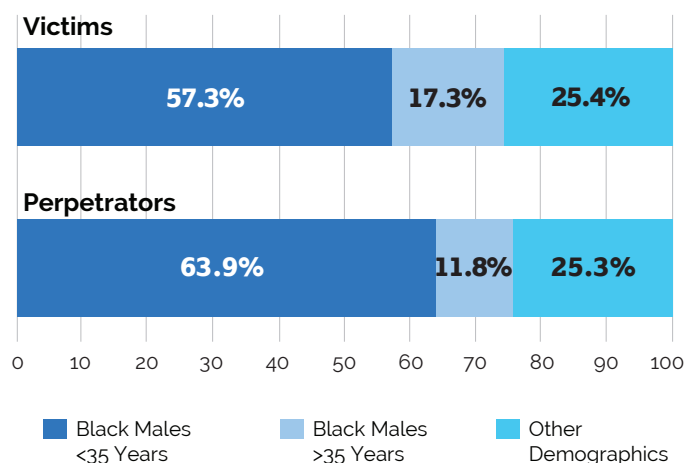
Individuals, particularly young people, who are involved in gun violence often have complex family, social, economic, and community circumstances that contribute to or mediate their involvement in community violence. Understanding some of these factors among individuals previously involved in gun violence in Philadelphia is a valuable tool for identifying specific opportunities for prevention and intervention in violence reduction efforts.

The below sections outline some demographics and risk factors related to gun violence in Philadelphia that have informed the strategies that are outlined in this roadmap. These data clearly demonstrate that individuals involved in gun violence have complex personal histories and are often exposed to structural violence, all of which results in extreme trauma. The data also clearly demonstrate that the majority of victims and perpetrators have been engaged, at some point in time, with City government and the criminal justice system. As a result, there are real opportunities for government agencies to be more data-driven to better predict and prevent involvement in gun violence, and provide services earlier in individuals' interaction with these systems using more holistic, place-based strategies.

## Demographics

Approximately 75 percent of shooting victims and known perpetrators are black males, most commonly between the ages of 16 and 34.

## Shooting Victims and Perpetrators (2017)



Source: Philadelphia Police Department

<sup>5</sup>Kubrin, Charis. (2009). Social Disorganization Theory: Then, Now, and in the Future. [https://www.researchgate.net/publication/226975725\\_Social\\_Disorganization\\_Theory\\_Then\\_Now\\_and\\_in\\_the\\_Future](https://www.researchgate.net/publication/226975725_Social_Disorganization_Theory_Then_Now_and_in_the_Future)

# Defining the Issue

## Key Risk Factors

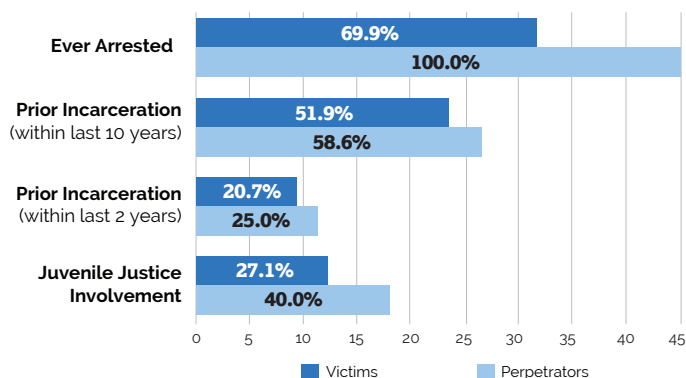
### Opportunity Youth

- Opportunity youth are young people between the ages of 16 and 24 disconnected from school and work (i.e., without a high school diploma or employment). They are more likely to be involved in community violence. Young Black/African-American males are nearly twice as likely to be disconnected from school and work. There are an estimated 29,000 opportunity youth in Philadelphia and roughly 50 percent of those are African American males.<sup>6</sup>

### Prior Involvement with Criminal Justice System

- Nearly 70 percent of shooting victims and all known perpetrators had a prior criminal arrest within the 10 years before the shooting incident.
- Nearly 20 percent of victims and 25 percent of perpetrators were incarcerated in Philadelphia Prisons within two years prior to the shooting incident.
- Many victims (27 percent) and perpetrators (40 percent) were involved with the juvenile justice system before the shooting incident.

## Shooting Victims and Known Perpetrators Prior Involvement with the Criminal Justice System (2017)

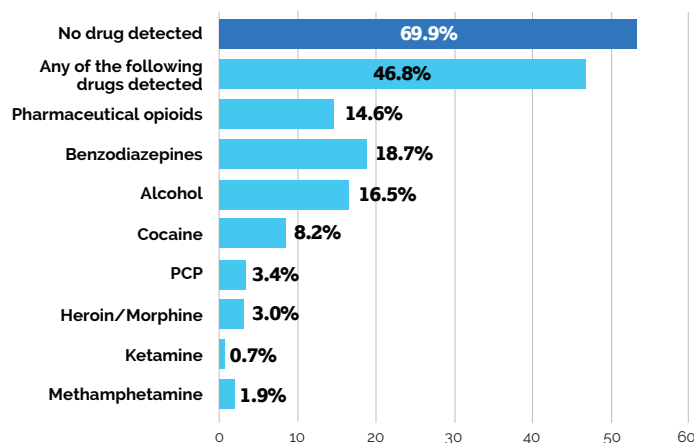


Source: Integrated Analysis of City Agency Touch Points for 2017 Shooting Victims and Known Perpetrators

## Substance Use and Mental Health

- Almost half of 2017 homicide victims had detectable levels of drugs or alcohol at the time of death. Nearly 20 percent had benzodiazepines, pharmaceutical drugs commonly used to treat mental health conditions like anxiety.

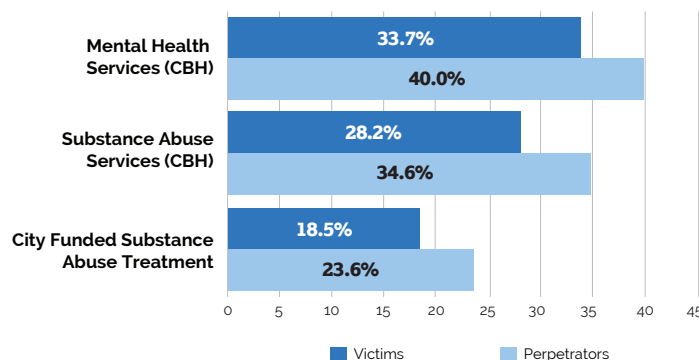
## Detected among Homicide Victims at Death (2017)



Source: Medical Examiner's Office, Philadelphia Department of Public Health

- More than a third of those involved in gun violence were diagnosed with or received treatment for mental health conditions or substance abuse.

## Shooting Victims and Known Perpetrators Prior Involvement with City-Supported Mental Health and Substance Abuse Services (2017)



Source: Integrated Analysis of City Agency Touch Points for 2017 Shooting Victims and Known Perpetrators

<sup>6</sup>American Census Survey 2016: 1 Year survey

# Defining the Issue

## Involvement with Child Welfare System

- Nearly 20 percent of those involved in gun violence had some involvement with prevention services offered by the Department of Human Services (DHS).
- Approximately 1 in 10 of those involved in gun violence received DHS dependency services after an alleged or confirmed allegation of child abuse or neglect.

## Exposure to Violence

- Due to the number of homicides and shootings over the past several years, many Philadelphians living in communities impacted by gun violence are likely dealing with the negative effects that exposure to violence can have on individuals, particularly young people.

## The Cost of Gun Violence

In addition to the physical and emotional impact of gun violence, the economic burden is overwhelming. The total lifetime medical and work loss costs of injuries and violence in the United States was \$671 billion in 2013. The costs associated with fatal injuries was \$214 billion, while nonfatal injuries accounted for over \$457 billion.<sup>8</sup>

Here at home, on average, a firearm homicide is associated with an estimated cost of \$1.42 million due to medical expenses, lost earnings/productivity, property damage, and criminal justice costs.<sup>9</sup> The 351 homicides in 2018 alone will result in close to \$500 million in economic burden to Philadelphia. A non-fatal firearm-related injury costs \$46,632 in medical expenses and lost productivity, and based on the 1,403 shootings in 2018, the cost to Philadelphia alone will be more than \$65 million. Much of these costs are paid for by the taxpayer through Medicaid, public safety budgets, and the criminal justice system.

<sup>7</sup>"Defending Childhood" (The Attorney General's National Task Force on Children Exposed to Violence), [http://www.futureswithoutviolence.org/userfiles/file/cev-executive-sum\(1\).pdf](http://www.futureswithoutviolence.org/userfiles/file/cev-executive-sum(1).pdf).

<sup>8</sup>"Cost of Injuries and Violence in the United States" (CDC Injury Prevention and Control), [https://www.cdc.gov/injury/wisqars/overview/cost\\_of\\_injury.html](https://www.cdc.gov/injury/wisqars/overview/cost_of_injury.html)

<sup>9</sup>Corso, P. S., Mercy, J. A., Simon, T. R., Finkelstein, E. A., & Miller, T. R. (2007). "Medical costs and productivity losses due to interpersonal and self-directed violence in the United States," *American Journal of Preventive Medicine*, 32(6), 474-482.

## Exposure to Violence

“Community violence in neighborhoods can result in [young people] witnessing assaults and even killings of family members, peers, trusted adults, innocent bystanders, and perpetrators of violence. Violence in the community can prevent [young people] from feeling safe in their own schools and neighborhoods. Violence and the ensuing psychological trauma can lead [young people] to adopt an attitude of hyper vigilance, to become experts at detecting threat or perceived threat — never able to let down their guard and always ready for the next outbreak of violence. They may come to believe that violence is 'normal,' and 'here to stay,' and that relationships are too fragile to trust because one never knows when violence will take the life of a friend or loved one. They may turn to gangs or criminal activities to prevent others from viewing them as weak and to counteract feelings of despair and powerlessness, perpetuating the cycle of violence and increasing their risk of incarceration.”<sup>7</sup>

— *From the Report of the Attorney General's National Task Force on Children Exposed to Violence, December 2012*





# Taking a Public Health Approach to Gun Violence

This plan takes a public health approach to combating community gun violence. The public health approach addresses the root causes of violence, both the “risk factors,” that increase the likelihood of violence, as well as the “protective factors,” which reduce the likelihood of violence. While risk and protective factors can indicate the potential for violence, they themselves are not direct causes of violence.<sup>10</sup>

Viewed through the lens of public health, gun violence prevention includes a wide range of activities — also known as “interventions” — aimed at reducing risks or threats to health and well-being. There are three levels of prevention: primary, secondary, and tertiary.<sup>11</sup>

“The total lifetime medical and work loss costs of injuries and violence in the United States was \$671 billion in 2013.”

<sup>10</sup>“Youth Violence: Risk and Protective Factors” (CDC Violence Prevention), <https://www.cdc.gov/violenceprevention/youthviolence/riskprotectivefactors.html> “Risk and Protective Factors” (SAMHSA), <https://www.samhsa.gov/capt/practicing-effective-prevention/prevention-behavioral-health/risk-protective-factors>

<sup>11</sup>“The Levels of Prevention” (CDC Injury Prevention and Control, Division of Violence Prevention), <https://vetoviolence.cdc.gov/levels-prevention>. “Violence Prevention: An Invitation to Intersectoral Action” (World Health Organization, 2018), g. <http://www.who.int/violenceprevention/about/intersectoralAction.pdf>.

**Primary prevention** aims to prevent injury before it ever occurs. This is done by preventing exposures to risk factors for gun violence, altering unhealthy or unsafe behaviors that can lead to exposure to violence, and increasing resistance by supporting protective factors against violence.

**Secondary prevention** aims to reduce the impact of gun violence that has already occurred. This is done by detecting and intervening as soon as possible, encouraging or reinforcing positive behaviors to prevent recurrence, and implementing programs for early detection and immediate response for victims, perpetrators, and communities.

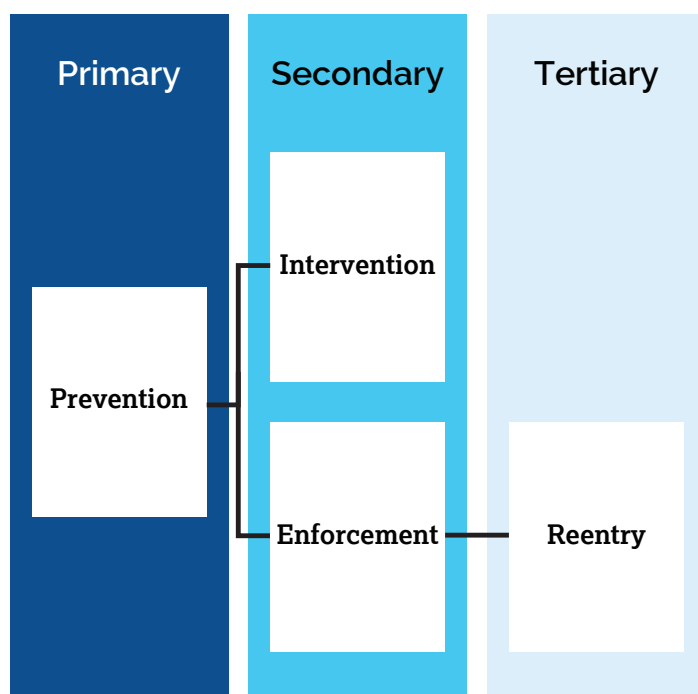
**Tertiary prevention** aims to lessen the long-term impact and collateral consequences of gun violence. This is done by developing strong efforts in rehabilitation and reintegration, by restoring individuals that have been the perpetrators of violence, and by helping communities recover from the trauma caused by gun violence in order to improve their quality of life and their life expectancy.

# Taking a Public Health Approach to Gun Violence

The Philadelphia Roadmap to Safer Communities is also structured to ensure that strategies focus on four key elements. Cities United and the National Forum on Youth Violence Prevention have identified four key elements in developing an effective strategy.<sup>12</sup> They also align with the levels of prevention used in public health. The Philadelphia Roadmap to Safer Communities includes:

- **Prevention:** Solutions that keep youth and young adults from entering the cycle of violence. Prevention involves efforts to prevent escalation by assisting individuals at an increased risk of violence or exhibiting early signs of violent behavior. For example, this may include youth development and family support services, educational and community mentoring, and in-school and out-of-school activities.
- **Intervention:** Programs and policies that assist young adults, as well as their families, that have been impacted by violence reduce their risk levels of repeat exposure. This may include educational, health, drug treatment, and other services for the people impacted by violence.
- **Enforcement:** Law enforcement practices that interrupt the cycle of violence and positively engage community. This often includes a focus on the most serious, violent, and chronic offenders and on places that have the highest rates of violent crime.
- **Reentry:** Supports for youth and young adults released from incarceration to lower the risk of recidivism and exposure to violence. For example, job training or educational programs that address the specific needs of individuals returning home from a period of incarceration.

## How the Levels of Prevention in Public Health Align with the Four Key Elements in the National Forum on Youth Violence Prevention and Cities United



“The 351 homicides in 2018 alone will result in close to \$500 million in economic burden to Philadelphia.”

<sup>12</sup>See also "A Framework Cities United Roadmap to Safe, Healthy and Hopeful Communities: A Guide to City Action Planning, 2017 <http://citiesunited.org/wp-content/uploads/2017/03/CU-RoadMap-11x25.5brochure-Final-03092017-2-1-1.pdf> "Strategic Planning Toolkit for Communities" (National Forum on Youth Violence Prevention, 2012), 5. [https://youth.gov/docs/NFYVP\\_Toolkit\\_LKP.pdf](https://youth.gov/docs/NFYVP_Toolkit_LKP.pdf). "A Framework for Implementing the CVRS in Your Neighborhood," Comprehensive Violence Reduction Strategy (Urban Peace, April 2011), 8. <http://advancementprojectca.org/wp-content/uploads/2015/11/CVRS-Framework.pdf>.





# The Vision

*Every Philadelphian will be safe from gun violence in their communities, with full access to opportunities to create their path to a fulfilling life.*

The following goals establish a standard against which our actions will be assessed:



## Connected & Thriving Youth, Young Adults & Families

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All young people and families have sustainable, well integrated support and can reach their full potential, free from gun violence.



## Strong Community Engagement & Partnerships

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Community organizations are resourced and connected to city agencies, allowing them to maintain and grow person-centered programming that strengthens prevention and intervention efforts.



## Coordinated City Services & Planning

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Relevant city agencies work collaboratively using police and health data to develop policies and programs, as well as synchronize activities that include community input and will lead to sustainable solutions to prevent gun violence.



## Safer & Healthier Neighborhoods

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Individuals, families, and neighbors are safe, healthy, and productive members of the communities in which they live, work, and play.





# Key Recommendations to the Mayor

All of the recommendations are informed by the public health approach and the violence reduction framework, which includes a focus on prevention, intervention, enforcement, and reentry. To fully implement The Philadelphia Roadmap for Safer Communities, we propose the following recommendations:

**1. Promote community health and well-being by prioritizing the reduction of structural violence** through unpacking and addressing the physical and programmatic inequities that exist in the communities at the highest risk of violence.

- a. Build a stronger network of trauma-informed service providers to better assist victims and witnesses to violence across multiple settings in the community, including hospitals, schools, and businesses.
- b. Pilot a three-part blight removal program in the areas most impacted by gun violence:
  - 1) Clean and green all vacant lots;
  - 2) Complete demolition of all "imminently dangerous" and worst tier buildings; and
  - 3) Rapid response clean and seal with U.S. Department of Housing and Urban Development standard seals on all vacant and open properties.
- c. Offer targeted community impact grants to provide more support to community-based violence prevention programs that serve individuals at a high risk of violence who are between the ages of 16 to 34.

- d. Expand the City's Community Crisis Intervention Program to ensure crisis intervention teams are available in communities that experience high rates of gun violence.
- e. Identify and increase the number of subsidized job training and employment options for individuals at a high risk of gun violence.
- f. Launch and evaluate public awareness campaigns developed in partnership with community to mobilize support for violence prevention and change community norms related to gun violence.
- g. Advocate for the state policies and/or local authority to enact and enforce policies to reduce illegal and high-risk gun ownership to better protect communities from gun violence.

**2. Invest in additional analytical capacity and technology to implement** Philadelphia Police Department's (PPD) Violent Crime Reduction Strategy "Operation Pinpoint," which is a combination of intelligence-based and community-oriented policing. Investment in Operation Pinpoint will allow for 24/7 real time data to be available for the officers in neighborhoods, equipping them with the intelligence necessary for modern day community policing. These investments will also improve PPD's capacity to "pinpoint" specific communities that are most vulnerable to violence, and better assist City agencies with directing needed supports and resources to the people and places most at risk of gun violence.

## Key Recommendations to the Mayor

- a. Annual, sustained investment in technological infrastructure to aggregate new data sources, develop new tools to fight crime on an as needed basis, and support transparency, collaboration and accountability between participating City departments and the community. This includes:
  - Upgrading the intelligence management system, purchasing a social media platform, and upgrading the Acoustic Gun Shot Detection System (computer-aided audio technology to assist in locating the point of origin for gunshots that have been fired and has the ability to convey information to law enforcement in many instances prior to receiving the first 911 call).
  - Supporting inter-agency data sharing for innovative research, actionable-data analysis, evidence-based practices, and transparency.
- b. Increase the number of uniformed police officers to better serve the needs of the community and improve quality of service by developing better relationships with residents and enhancing the community policing team.
- c. Embed public health data analyst(s) from the Department of Public Health at the police intelligence center to conduct analyses with the research unit for planning and evaluation of violence prevention efforts.

### 3. Build on the administration's successful criminal justice reforms by improving reentry programs and services in Philadelphia and establish the Office of Reentry Partnerships in the Managing Director's Office, in order to support successful reintegration of justice-involved and formerly incarcerated individuals to thrive in their communities.

- a. Create Neighborhood Resource Centers to improve supports for formerly-incarcerated individuals, individuals on supervision, their families, and members of their communities.
- b. Bolster support for the Reentry Coalition to facilitate collaboration, build capacity, and drive alignment of reentry services citywide to reduce recidivism.
- c. Ensure that the City's reentry efforts effectively target those most at risk of violence.

### It's important to note:

**Similar investments in major cities have supported significant reductions in gun related violence.**

In five years, homicides in New York City have dropped 30%, from 419 in 2012, to 292 in 2017.<sup>13</sup> There were 316 homicides in Philadelphia in 2017. The 762 homicides in Chicago were a record high for that city, and dropped to 650 in 2017.<sup>14</sup> It is notable that, of the top 10 cities with the most homicides (counts not rates), **Baltimore and Philadelphia were the only two cities that faced an increase in homicides in 2017** (see chart "Top 10 Cities with the Most Homicides in 2017" on page 7). Additionally, Philadelphia's increase by 40 homicides was the second largest increase across the nation, (the first being Columbus OH by 52 incidents).<sup>15</sup> This trend further supports the ideas that other major cities are making smart investment in analytics and technology, and actually achieving crime reductions.

<sup>13</sup> FBI Uniform Crime Report. (2018). New York, Offenses Known to Law Enforcement by City, 2017. Available at: <https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017/tables/table-8/table-8-state-cuts/new-york.xls>; FBI Uniform Crime Report. (2013). New York, Offenses Known to Law Enforcement by City, 2012. Available at: [https://ucr.fbi.gov/crime-in-the-u.s/2012/crime-in-the-u.s.-2012/tables/8tabledatadecpdf/table-8-state-cuts/table\\_8\\_offenses\\_known\\_to\\_law\\_enforcement\\_by\\_new\\_york\\_by\\_city\\_2012.xls](https://ucr.fbi.gov/crime-in-the-u.s/2012/crime-in-the-u.s.-2012/tables/8tabledatadecpdf/table-8-state-cuts/table_8_offenses_known_to_law_enforcement_by_new_york_by_city_2012.xls).

<sup>14</sup> "Annual Report" (Chicago Police Department, 2017), <https://home.chicagopolice.org/inside-the-cpd/statistical-reports/annual-reports/>.

<sup>15</sup> FBI Uniform Crime Report. (2018). Ohio, Offenses Known to Law Enforcement by City, 2017. Available at: <https://ucr.fbi.gov/crime-in-the-u.s/2017/crime-in-the-u.s.-2017/tables/table-8/table-8-state-cuts/ohio.xls>; FBI Uniform Crime Report. (2017). Ohio, Offenses Known to Law Enforcement by City, 2016. Available at: <https://ucr.fbi.gov/crime-in-the-u.s/2016/crime-in-the-u.s.-2016/tables/table-6/table-6-state-cuts/ohio.xls>.

# Recommendations in Full

Recommendations are based on using multi-agency data and comprehensive solutions that will be applied with a neighborhood specific lens in coordination with community leaders and service providers. The gun violence prevention and reduction strategies must adapt depending on community.

To stem the rising tide of loss of life and livelihood, in addition to being driven by multi-agency data and operational planning, this road map is driven by community input, informed by national trends and evidence-based practices. It reflects a sense of urgency, lays out immediate action items, and outlines long-term solutions that uplift community assets and address the root causes to gun violence.

The short term actions are to begin implementation within the next 60 to 90 days, and the long term actions are to be implemented in the next 5 years.

# Recommendations in Full

## Goal 1

### Connected & Thriving Youth, Young Adults & Families



All young people and families have sustainable, well integrated support and can reach their full potential, free from gun violence.

### Signs of Success

1. Increased attendance and lower truancy rates of youth in target schools
2. Increased number of young adults completing adult education programs
3. Increased opportunities for males between the ages of 16 and 34, particularly those at a higher risk, to participate in paid training and work readiness programs or employment
4. Expanded mentoring programs for target population

### The Challenge:

High school graduation, employment, and connection to other positive social institutions are linked with lower violence, lower recidivism and better outcomes later in life. However, many victims and perpetrators of gun violence are Opportunity Youth who not connected to school or work (see "Key Risk Factors" page 10). As a result, these young people who are not connected to education or employment—or other positive social institutions or caring adults—are at a greater risk of violence in Philadelphia. However, the issue is further complicated because the compulsory age for school attendance in Pennsylvania is 17 years of age, which means young people older than 17 are no longer required to attend school.<sup>16</sup>

### Recommendation:

Ensure young men at the highest risk of gun violence between the ages of 16 to 34, and their families, have a clear path to proven prevention and intervention programs that increase their connection to needed supports and access to positive opportunities, including education, employment and trusted, caring adults, such as mentors.

## Action Items

### 1. Connect more youth and young adults at a high risk of violence to education, including adult education programs

#### Short Term

- a. Partner with the School District of Philadelphia (SDP) and the Department of Human Services (DHS) on initiatives to increase attendance, reduce truancy, and increase graduation rates among young people at a high risk of violence and still subject to compulsory school attendance.
- b. Coordinate with SDP, DHS, Department of Behavioral and Intellectual disAbilities (DBHIDS) and criminal justice stakeholders to ensure every young person returning from a period in detention or incarceration for a violent offense receives intensive support to meet their behavioral health and educational needs.

#### Long Term

- a. Partner with SDP to ensure all schools are trauma-informed and utilize supportive school discipline practices to further reduce suspensions and expulsions.
- b. Collaborate with SDP and the Office of Adult Education on initiatives to increase enrollment and rates of completion in adult education programs among older youth at a high risk of violence and above compulsory school age.

# Recommendations in Full

## Action Items

### 2. Connect more youth and young adults at a high risk of violence to paid training and employment opportunities

#### Short Term

- a. Partner with the Office of Workforce Development and Philadelphia Works Inc., to expand the number of available slots in high-quality paid training programs for high risk youth/young adults.
- b. Collaborate with the Office of Workforce Development to reduce barriers to services for high risk youth/youth adults by modifying program eligibility, services, or capacity.
- c. Coordinate with the Office of Workforce Development to develop an electronic directory of resources for opportunity youth and young adults.
- d. Partner with the Office of Workforce Development to establish an alliance for employers and labor unions to increase capacity for employment opportunities.

#### Long Term

- a. Coordinate with the Office of Workforce Development to develop mechanisms for warm handoffs between youth and young adult programs.
- b. Partner with the Office of Workforce Development to create new programming specifically for young adults ages 25 to 34.
- c. Work with the Office of Workforce Development to explore new technology solutions that facilitate easy access to community resources
- d. Collaborate with Department of Commerce and Office of Workforce Development to promote and enhance incentives for employers, i.e. the Fair Chance Hiring Initiative, to hire youth/young adults and returning citizens.
- e. Partner with the Office of Workforce Development to create a framework of qualitative and quantitative measures to assess the effectiveness of adult education and workforce development programs.

## Action Items

### 3. Connect more youth, young adults, and families at a high risk of violence to high-quality, community-based programs that promote health and social wellness.

#### Short Term

- a. Increase the number of after school programs for older youth; including athletic, extra-curricular, and mentoring programs.
- b. Expand programs such as the Community Crisis Intervention Program and the Youth Violence Reduction Partnership that connect and engage youth, young adults and their families impacted by violence
- c. Ensure case management and supportive services are accessible and available for youth and young adults involved in gun violence.
- d. Increase the availability of trauma and implicit bias training for service providers.

#### Long Term

- a. Explore adapting national models of trusted messenger/mentoring programs.
- b. Increase school-based violence prevention programs for youth exposed to violence.
- c. Increase hospital-based violence prevention services for youth and young adults injured by violence.
- d. Require provider training on trauma-informed approaches and implicit bias.



# Recommendations in Full

## Goal 2

### Strong Community Engagement & Partnerships



Community organizations are resourced and connected to city agencies, allowing them to maintain and grow person-centered programming that strengthens prevention and intervention efforts.

### Signs of Success

1. Increased feeling of connectedness within high-risk neighborhoods to city government
2. Increased number of paid youth/young adult credible messengers
3. Implemented and evaluated targeted community impact grants

### The Challenge:

Philadelphians most impacted by gun violence are often the closest to the solution, so investing in community-based programs and neighborhood-led initiatives can effectively and sustainably reduce violence.<sup>17</sup> However, a key finding in the City of Philadelphia's Report on Community-Based Violence Prevention Programs (2018) was the limited investment the City has made in programs that serve individuals likely driving most of the violence in communities. Moreover, gun violence in Philadelphia is largely concentrated in communities with poor social and economic conditions (see "Map of Shootings and Poverty Rates" page 8). Without greater support, these issues will continue to negatively impact the ability of communities to mobilize and take action to reduce violence.

### Recommendation:

Increase public awareness of the root causes of gun violence, focus initiatives in communities at the highest risk, as well as resource and connect community leaders and organizations to city agencies in order to develop, maintain, and evaluate community-centered programming that places a special emphasis on young men, between the ages of 16 to 34, most at risk of gun violence.

## Action Items

### 1. Launch a comprehensive communication campaign for gun violence reduction

#### Short Term

- a. Develop branding and messaging for citywide violence prevention initiative.
- b. Work with community youth to create communication tools that can be easily disseminated on mass and social media.
- c. Disseminate public health campaign in highest risk neighborhoods.

#### Long Term

- a. Disseminate public health campaign citywide to promote awareness and increase support for violence prevention initiatives.

<sup>17</sup>See Sharkey, P., Torrats-Espinosa, G., & Takyar, D. (2017). Community and the Crime Decline: The Causal Effect of Local Nonprofits on Violent Crime. *American Sociological Review*, 82(6), 1214–1240. <https://doi.org/10.1177/0003122417736289>. (Note: findings suggest that for "every 10 additional organizations focusing on crime and community life in a city with 100,000 residents leads to a 9 percent reduction in the murder rate, a 6 percent reduction in the violent crime rate, and a 4 percent reduction in the property crime rate.")



# Recommendations in Full

## Action Items

### 2. Fully engage neighborhood residents in planning and implementation of the City's violence reduction work

#### Short Term

- a. Hire credible messengers from within communities and connect with faith-based leaders to execute communication strategies.
- b. Pilot community impact grants to resource community-based, community-led solutions.

#### Long Term

- a. Evaluate and invest in community-led programs that are effective, including offering technical assistance and capacity building to support program sustainability.
- b. Provide ongoing technical assistance to community-led violence reduction initiatives.
- c. Expand the existing victim advocate efforts in each police district.

## Action Items

### 3. Create opportunities for community feedback on overall violence reduction strategy and City supported programs

#### Short Term

- a. Provide formal opportunities for feedback from communities and providers.
- b. Convene a citywide, multi-sector violence prevention summit annually.

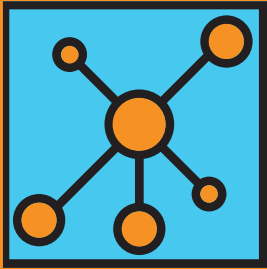
#### Long Term

- a. Operationalize community feedback so programming addresses the expressed community needs.

# Recommendations in Full

## Goal 3

### Coordinated City Services & Planning



Relevant city agencies work collaboratively using police and health data to develop policies and programs, as well as synchronize activities that include community input and will lead to sustainable solutions to prevent gun violence.

#### Signs of Success

1. Reduction of recidivism rates for youth and young adults within targeted population
2. Reduction of target population on court-ordered supervision

#### The Challenge:

Data and input from the community are an important guide to identifying the people and places that drive the violence in communities, as well as to evaluating the effectiveness of violence prevention programs and initiatives. Moreover, most shooting victims and perpetrators interact with City systems at some point prior to shooting incidents, and most homicides are committed by just a handful of people already known to law enforcement. However, in the City of Philadelphia's Report on Community-Based Violence Prevention Programs (2018), a key finding was the need to improve the coordination among City agencies, service providers, and other stakeholders, because it was unclear whether services were impacting the people and communities most in need. This lack of coordination hinders efforts to improve the quality and align the array of programs and resources needed to reduce the risk factors associated with community violence.

#### Recommendation:

City agencies should work collaboratively using police, health, and other data to better identify the people and places driving the violence in communities and more effectively target policies, programs and services to address these issues. Improved coordination and planning—with input from the community—will also enable the City to better synchronize activities in neighborhoods that will lead to sustainable solutions to prevent gun violence, especially among young men who are at the highest risk of violence, between the ages of 16 to 34.

### Action Items

#### 1. Improve coordination among city agencies and external stakeholders to reduce shootings and homicides

##### Short Term

- a. The Implementation Team for Safer Communities will plan, evaluate, prioritize, authorize resources, and drive new initiatives in violence prevention and reduction work across city agencies (see "Governance Structure" to learn more).
- b. Convene City data and IT experts to initiate planning and development of an integrated data platform for planning and evaluation of violence prevention and reductions strategies.

##### Long Term

- a. Acquire technology solutions to facilitate internal and external data sharing and hot spot response coordination.
- b. Create an infrastructure for synchronized "hot spot" activities that combines intelligence-based policing, supportive social services, and improvements to the surrounding environment.

# Recommendations in Full

## Action Items

### 2. Establish public health infrastructure focused on violence prevention

#### Short Term

- a. Create an Injury Prevention Unit focused on gun violence prevention within Department of Public Health.
- b. Launch a Homicide Review Team (Similar to the Milwaukee Homicide Review Commission, which is an evidence-based program that attempts to reduce homicides and nonfatal shootings through a multilevel, multidisciplinary, and multi agency homicide review process.<sup>18</sup>)

## Action Items

### 3. Collect and evaluate outcomes of current City-supported violence reduction programs and overall violence reduction strategy

#### Short Term

- a. Collect and evaluate available outcome data on existing city supported violence reduction initiatives.
- b. Develop universal standards and outcome measures for violence prevention programs.

#### Long Term

- a. Develop central tracking system for common outcome measures for City-supported violence reduction initiatives.
- b. Implement performance-based contracts for violence prevention initiatives.

## Action Items

### 4. Ensure that the City's reentry efforts effectively target those most at risk of violence and strengthen the cross-agency coordination for reentry solutions.

#### Short Term

- a. Implement the Neighborhood Resource Centers to provide place-based supports to those on supervision or reintegrating from incarceration, as well as their families.
- b. Recruit and support credible messenger programs that serve young adults involved in the criminal justice system.

#### Long Term

- a. Develop comprehensive case management and referral system for reentry population.

<sup>18</sup>"Program Profile: Milwaukee (Wis.) Homicide Review Commission (MHRC)" (Crime Solutions: National Institute of Justice), <https://www.crimesolutions.gov/ProgramDetails.aspx?ID=354>.

# Recommendations in Full

## Goal 4

### Safer & Healthier Neighborhoods



Individuals, families, and neighbors are safe, healthy, and productive members of the communities in which they live, work, and play.

### Signs of Success

1. Improved sense of safety and belonging in all neighborhoods
2. Reduction of shootings and gun homicides
3. Reduction of unsafe and "imminently dangerous" buildings in high-risk neighborhoods
4. Increased gun safety initiatives

### The Challenge:

Philadelphians should have a fundamental right to live, work, play and raise their children in a safe and healthy neighborhood. Instead, gun violence has claimed over 600 lives within the last two years and there have been more than 2,000 reported shootings in Philadelphia within that same time period. This public health crisis not only threatens the health and wellness of those killed or impacted by the violence, but it also threatens the City's economic growth and places an added burden on limited taxpayer dollars each year, due to the high costs associated with homicides and shootings that the government frequently has to cover (see "The Cost of Gun Violence" page 11).

### Recommendation:

Invest resources in programs, services, and infrastructure that help to promote the safety, health, and wellness of all Philadelphians to ensure individuals, families, and neighbors are productive members of the communities in which they live, work, and play. This includes making sure law enforcement has the necessary tools to fight violent crime effectively, trauma-informed care is widely available to help individuals and communities break the cycle of violence, and blight is reduced in high crime areas to deter criminal activity.

## Action Items

### 1. Provide resources to respond when residents feel unsafe in their neighborhoods

#### Short Term

- a. Implement Philadelphia Police Department's Violent Crime Reduction Strategy "Operation Pinpoint" to ensure law enforcement has the added capacity and necessary technology to effectively fight violent crime (e.g., additional civilian analysts, police cameras and shot detection technology).
- b. Partner with the Department of Behavioral Health and Intellectual disAbility Services and the Victim Support Collaborative on expanding access to training and technical assistance to schools and communities related to addressing trauma in the aftermath of violence.

# Recommendations in Full

## Action Items

### 2. Support hyper-local efforts to address hot spots in high risk neighborhoods

#### Short Term

- a. Increase coordination with PPD and existing community-based violence reduction initiatives

#### Long Term

- a. Establish neighborhood networks including police, social service agencies, community-based organizations, and faith leaders.

## Action Items

### 3. Reduce availability and accessibility of firearms

#### Short Term

- a. Increase gun lock/lock box distribution.
- b. Explore effective gun safety initiatives.

#### Long Term

- a. Advocate for the state policies and local authority to reduce illegal gun availability.

## Action Items

### 4. Improve environmental factors and reduce structural violence in high risk neighborhoods

#### Short Term

- a. Use data to identify and address modifiable neighborhood conditions in gun violence hot spots (e.g. dim lighting, "imminently dangerous" buildings, lack of green space, etc.)
- b. Execute enhanced L&I enforcement for vacant lots, property violations, and side yards in high risk neighborhoods

#### Long Term

- a. Prioritize vacant property and recreational facility rehab in high risk neighborhoods



# Governance Structure

An Implementation Team for Safer Communities will be established and responsible for directing the full implementation and evaluation of the strategies in The Philadelphia Roadmap for Safer Communities, including the Philadelphia Police Department's (PPD) Violent Crime Reduction Strategy "Operation Pinpoint." Working in close collaboration and partnership with PPD, the Implementation Team will rely on real-time data and analysis to drive decision making regarding priorities and how best to prevent and reduce gun violence in areas across the city, based on the unique challenges and diverse characteristics of the underlying communities. The Implementation Team will also encourage and facilitate continued inter-agency collaboration to ensure that programs to prevent and reduce violence are well-informed, targeted, and can be measured for effectiveness.

Additionally, this Implementation Team will:

- Report to the Mayor and Managing Director and be co-chaired by the Deputy Managing Director for Criminal Justice and Public Safety and the Philadelphia Police Commissioner, and supported by the Office of Violence Prevention.
- Include the heads of all relevant City departments, agencies, offices, and commissions, including, but not limited to, the Philadelphia Police Department, Department of Public Health, Department of Human Services, Philadelphia Department of Prisons, Department of Licenses and Inspections, Office of Workforce Development, Office of Criminal Justice, Town Watch Integrated Services, Mayor's Office of Public Engagement, School District of Philadelphia, Philadelphia Parks and Recreation, Philadelphia Youth Commission, and the Office of Performance Management.
- Meet bi-monthly to ensure that action is taken immediately based on the real-time crime data and other sources of information related to implementation and evaluating the impact of interventions in target areas.
- Establish performance measures and milestones of success for the interventions implemented in target areas.
- Incorporate the recommendations in the City of Philadelphia's Report on Community-Based Violence Prevention Programs, including the recommendation to implement performance-based contracts to improve the quality of services delivered and incentivize a greater emphasis on outcomes related to violence prevention and reduction.
- Convene external stakeholders, community leaders, young people, academics and other interested partners as needed to promote awareness of the strategy, share best practices regarding what works, and to help mobilize the community in order to advance the work to prevent gun violence, including organizing an annual summit on preventing gun violence.
- Produce a quarterly update detailing the progress made on implementing the strategy, and hold quarterly public meetings to share and discuss the progress made with interested stakeholders, in particular the Philadelphia City Council's Special Committee on Gun Violence Prevention.



A photograph showing two people holding hands in a crowd. The person on the left is wearing a grey shirt and a yellow and red beaded bracelet. The person on the right is wearing a dark shirt. In the background, other people are visible, some holding signs, suggesting a community event or protest.

# Measuring Success

The overarching purpose of The Philadelphia Roadmap to Safer Communities is to reduce the occurrence of gun violence citywide. In order to achieve this goal, progress in several process and outcome measures related to each of the goal areas must be achieved along the way. A Data & Evaluation workgroup (a subset of the Implementation Team) will be established with immediate focus on developing specific indicators and performance measures for each of the proposed actions laid out in this plan.

Additionally, the Data & Evaluation workgroup will be tasked initially with the following activities:

- Further integrate data from city agencies (e.g. Philadelphia Police Department, Philadelphia Department of Prisons, Philadelphia Department of Public Health, Licenses and Inspections, School District of Philadelphia, etc.) to make real-time community-level data available to the Implementation Team for planning, coordinating, and targeting actions.
  - Develop a standardized definition of gun violence "hotspots" using integrated data.
  - Develop a dissemination tool to allow broad access to integrated data for other external stakeholders.
- Develop universal standards for performance measurement to capture outcome data on existing city-funded violence prevention programs.
- Conduct further review of the scientific literature evaluating community violence prevention programs to identify additional evidence-based programs that may be adapted for Philadelphia.
- Establish partnerships specifically with the School District of Philadelphia and the Office of Workforce Development to ensure prompt reporting of indicators of progress toward goals focused on educational attainment, youth connectedness, and employment/training opportunities.
- Identify academic partners/researchers to conduct rigorous evaluations of long-term strategies, such as the effect of the community impact grants and the blight removal initiatives, as well as the impact of existing violence prevention programs.
- Collect additional qualitative data (via focus groups and key informant interviews) on current and proposed strategies to maintain a community feedback loop.

“The overarching purpose of The Philadelphia Roadmap to Safer Communities is to reduce the occurrence of gun violence citywide.”



# Our Process

On September 27th, Mayor Kenney announced a call to action to city leadership to develop a strategy in 100 days to address the increasing gun violence in neighborhoods across the city. Led by Deputy Managing Director for Criminal Justice and Public Safety Vanessa Garrett Harley, a city agency Violence Prevention and Reduction Strategy Working Group was developed to analyze, define, and address the issue of community gun violence.

## Establishing the Vision, Goals and Strategies

Based on the research and our collective expertise, we framed our vision and identified four guiding goals that we wove into the prevention strategies that could stop violence before it occurs (i.e., primary prevention), the intervention and enforcement strategies that could prevent violence from escalating in communities (i.e., secondary prevention), and the reentry strategies that could help rehabilitate people previously engaged in violent behavior (i.e., tertiary prevention).

Throughout the 100 days of the development of this strategy, we also conducted focus groups, stakeholder meetings, and community listening sessions to ensure that the plan reflected the needs and hopes of the neighborhoods and individuals affected most by community gun violence, particularly young men between the ages of 16 to 34.

## Work Groups

With the purpose of making the best use of available data and resources, we approached the development of the plan by dividing into the following sub-working groups:

- **Policy and Infrastructure:** Tasked with developing tangible solutions to physical voids, (i.e. blight, vacant lots, abandon homes) and reviewing current policies and legislation that would either impede the strategy or identify the practices that are in line with our goals.
- **Programs and Resources:** Designed to assess current programs and resources that successfully support communities, define gaps in services to those with the highest need, and make recommendations to align existing programs with the strategy.
- **Community Engagement:** Created and implemented activities with community members and organizations in the development of the strategy and ongoing inclusion throughout implementation process.
- **Data and Evaluation:** Gathered and analyzed data that helped to define the issue, identify the strategy direction, and develop measures of success.
- **Communications:** Created the messaging and framing to garner community buy in and developed common asset-based language related to violence reduction.



# Our Process

## Stakeholder Engagement

Throughout November and December, the work group conducted community listening sessions and focus groups, and met with various stakeholders across the city. A full list of groups engaged is available in Appendix B.

In the sessions, we heard common themes regarding neighborhood assets, needs, and resources. These themes guided the direction of the strategy and are supported by data collected across agencies.

### Trauma Supports

Providing youth and families, both victims and perpetrators, ongoing trauma supports in neighborhoods and schools to assist those impacted by violence with having a healthy process of healing. Additionally, having the needed infrastructure and resources for service providers to reduce the negative impacts of tertiary trauma and burnout.

### Incentivized Training & Long-Term Employment

Assessing the education, skills, and job readiness of youth and young adults and providing them with paid or incentivized instruction and training based on the assessment, leading to job placement in year round, upwardly mobile opportunities.

### Build Trust

Ongoing intentional relationships between the City and diverse community members. Develop a method for long-term inclusion in City planning and City support for neighborhood led initiatives.

### Positive Mentors

Support the recruitment, training and retention of positive credible mentors in and from communities impacted by violence. This will have sustained improved outcomes for youth and young adults, both personally and professionally.

### Encourage Small Businesses

Increase communication and opportunities for established community based business owners, and build a pipeline for new entrepreneurs.

### Jobs and Living Wages

Recruit employers and create city jobs that are long-term, have room for growth, and pay at or above minimum wage.

### Reduce Guns

Educate people on being more responsible gun owners, reduce straw purchases, and cut off the supply of illegal guns to neighborhoods at the highest risk of gun violence.

### Support & Convene Community

Provide physical space, content experts, and other resources that encourage community gatherings to discuss needs and solutions that support their creation of a healthier environment.

### Support Families

Provide programs, workshops, and support groups for the families (parents, guardians, partners, siblings and children) of youth and young adults impacted by the cycle of violence; this should be inclusive of victims and perpetrators of violence.

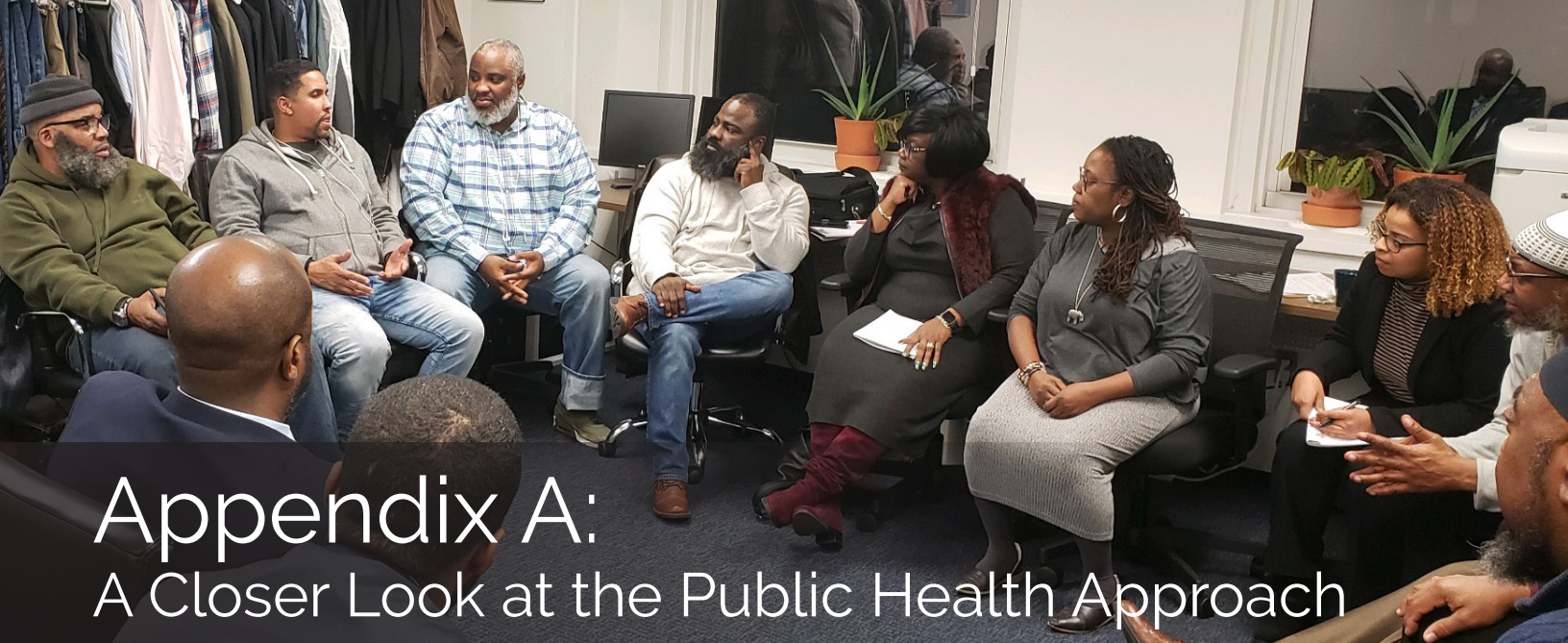
### Elevate Youth Voice

Give opportunities to young people to be a part of the decision making process for communities. Give them the tools and agency to be trusted messengers for their peers with the goal reducing violence and supporting positive activities.

### More Recreational Activities

Create more diverse programs for older youth and young adults at non-traditional times that will foster positive relationship building, as well as keep them active during times that are more prone to violent activities.

This stakeholder input is supported by research and lessons on core elements of a comprehensive, public health approach from cities across the country. See Appendix A for more details.



# Appendix A:

## A Closer Look at the Public Health Approach

### Public Health Approach is a Four-Step Process

According to the Centers for Disease Control and Prevention (CDC), the public health approach is a four-step process that is rooted in the scientific method.<sup>19</sup> It can be applied to violence and other health problems that affect populations. This approach views violence as a health issue and consequently uses injuries—both fatal and nonfatal, psychological and physical—to quantify the impact of violence.

This process does not stop with step four. There are ongoing assessments and evaluations. Where possible, national models for evidence-based practices can be implemented if the data support the programs.

The public health approach also emphasizes input from diverse sectors including health, education, social services, justice, policy, and the private sector. Collective action on the part of these stakeholders can help address violence.

#### **Step 1:** Define the problem

Using data from across agencies and communities, the "who", "what", "when" and "where" are determined.

#### **Step 2:** Identify the protective & risk factors

This examines why certain individuals or communities experience violence while others do not.

#### **Step 3:** Develop & test prevention strategies

Programs and policies focused on violence reduction are created, implemented, and evaluated.

#### **Step 4:** Widespread adoption

Proven interventions to violence are widely implemented.

<sup>19</sup>"The Public Health Approach to Violence Prevention" (CDC National Center for Injury Prevention and Control, Division of Violence Prevention), [https://www.cdc.gov/violenceprevention/pdf/PH\\_App\\_Violence-a.pdf](https://www.cdc.gov/violenceprevention/pdf/PH_App_Violence-a.pdf).

<sup>20</sup>"A Strategic Resource for Mayors on Disrupting Community Violence and Preventing Homicides," Cities United Resource Series (Cities United, August 2018), <http://citiesunited.org/wp-content/uploads/2018/08/Cities-United-Mayors-Resource-on-Community-Violence-August-2018.pdf>.

# Appendix A

## Core Elements of a Comprehensive Public Health Approach to Reducing Community Violence

The core elements of a comprehensive public health approach to reducing community violence are based on extensive research and lessons from cities across the country. These practices, reviewed by the organization Cities United, inform this multidisciplinary approach for how city government and community leaders can work together to reduce the impact of gun violence on young people. These seven core elements are:<sup>20</sup>

- 1. Engage youth, family, and community:** Cities across the country are investing in community, family, and young leaders to identify and implement effective, locally driven solutions to reducing violence. Designing and implementing community-driven solutions for young people at the highest risk of gun violence will help ensure that programs, policy, and practice effectively reduce gun violence and can take hold in the community to make a long-term sustained impact.
- 2. Bolster family support:** Beyond the immediacy of healing from violence, family members also require support to protect their loved ones and raise healthy and successful young people. This support includes programming targeted to providing tools and resources for parents. Provision of these services is sometimes complicated by a mistrust family members may hold toward city officials and programs that may have previously failed to support them.
- 3. Boost education:** Education is the cornerstone of ensuring health, success and well-being as young people grow into adulthood. Four of five incarcerated juveniles read two or more years below grade level<sup>21</sup> A majority are functionally illiterate. Seventy percent of the prison population reads below grade level. Educational interventions must be rooted in the belief that young people at high risk of involvement with gun violence face unique barriers to success, yet have the capacity and potential to succeed in life. What they require is systems change, support, and resources.
- 4. Expand trauma-informed practice:** More cities are adopting trauma-informed practices that extend beyond health departments to inform multiple city agencies. Addressing mental health is critical to building safe, healthy, and hopeful communities. Expanding trauma-informed practice means incorporating a trauma-informed lens across city agencies and community transformation efforts. This approach recognizes the impact that living in neighborhoods with concentrated violence and other adverse experience has on community members.
- 5. Build an inclusive economy:** Building an inclusive economy that incorporates job and career opportunities, as well as supports for young people's ability to be able to explore their creativity, spark innovation, and motivate entrepreneurship is critical to healthy and successful lives. It is critical to invest in programs and create policies that ensure all young men are prepared for post-high school education, vocational training, or work experiences that will lead to quality, family-supporting jobs with adequate wages.
- 6. Interrupt the cycle of community violence:** There are proven ways to stop and prevent shootings and homicides that affect young men and boys ages 16-24 years old. We must expand our investments in these programs and initiatives. Data is an important guide to identifying where in cities community violence occurs, as well as evaluating the effectiveness of violence interruption programs once underway. These interventions can generally be placed into a few categories that are documented in 4 Proven Violence Reduction Strategies by Solutions, Inc.<sup>22</sup>
- 7. Reshape criminal and juvenile justice systems:** City leaders must promote and develop programs and initiatives that prioritize prevention for youth who are at risk of becoming or already are involved in the juvenile justice system. They must push for reforms that focus on restorative justice practices and alternatives to incarceration in order to rebuild trust between communities and law enforcement. It is widely recommended that cities implement or strengthen community policing efforts, and add or expand innovative programs and partnerships between neighborhood residents (particularly youth) law enforcement, and other city agencies.

<sup>21</sup>"Literary Statistics" (Begin to Read), <http://www.begintoread.com/research/literacystatistics.html>.

<sup>22</sup>"4 Proven Violence Reduction Strategies" (Solutions, Inc.), <http://citiesunited.org/wp-content/uploads/2017/03/4-Proven-Ways.pdf>.

# Appendix B:

## Acknowledgments

Developing The Philadelphia Roadmap to Safer Communities within 100 days would not have been possible without the help of so many dedicated and concerned individuals and stakeholders within the Administration and across the city. We would like to thank the following agencies and organizations for their unwavering commitment to a safe and healthy Philadelphia.

### Interdisciplinary City Agency Work Group

- Community Life Improvement Program: Rochelle Smith
- Department of Behavioral Health and disAbility Services: David T. Jones and designees
- Department of Human Services: Cynthia Figueroa and designees
- Department of Licenses and Inspection: David Perri and designees
- Department of Public Health: Dr. Thomas Farley, Dr. Raynard Washington, and designees
- Managing Director's Office, Health and Human Services: Eva Gladstein and designees
- Managing Director's Office, Office of Criminal Justice: Julie Wertheimer, Aviva Tevah
- Mayor's Office of Black Male Engagement
- Mayor's Office of Public Engagement: Ajeenah Amir
- Office of Community Engagement and Opportunity: Mitchell Little
- Office of Performance Management: Angelina Ruffin
- Office of Violence Prevention: Theron Pride, Shondell Revell, David Irizarry
- Office of Workforce Development: Sheila Ireland
- Philadelphia Commission on Human Relations: Randy Duque
- Philadelphia Department of Prisons: Blanche Carney and designees
- Philadelphia Parks and Recreation: Orlando Rendon
- Philadelphia Police Department: Richard Ross and designees
- Philadelphia Youth Commission: Ricardo Calderón
- Town Watch Integrated Services: Anthony Murphy

### Stakeholders

- Philadelphia City Council: Council President Darrell Clarke, Councilman Curtis Jones, Councilman Kenyatta Johnson
- Philadelphia City Council's Special Committee on Gun Violence Prevention

- Criminal Justice Advisory Board includes the following, but not limited to:
  - First Judicial District Court Leadership
  - Philadelphia District Attorney's Office
  - Philadelphia Defender Association Office
  - Philadelphia Adult Probation and Parole Department
  - Philadelphia Juvenile Probation Department
- School District of Philadelphia
- Philadelphia Reentry Coalition
- Academic Community (including Temple, Saint Joseph's, Drexel, Jefferson, UPenn, CHOP)
- Cities United

### Focus Groups

- Direct File Juveniles (Juveniles charged as adults)
- Juvenile Lifers (Youth Sentencing and Reentry Project)
- Mural Arts Guild Program
- PowerCorps PHL Alumni & Staff
- Youth Partners (YVRP participants)

### Community Groups and Providers

- Cobbs Creek Recreation Center (West Philadelphia)
- Community Crisis Intervention Program Team Members
- Community Leader Meeting
- Dixon House (South Philadelphia)
- Every Murder is Real
- Germantown Residents
- Healing Hurt People
- National Homicide Justice Alliance
- Nicetown CDC Community Center
- Philadelphia Anti-Drug Anti-Violence Network (PAAN)
- PHLYouthTalk (Kensington CAPA High School students, Youth Commission leaders)
- Northwest Community Meeting
- The Logan Center (North Philadelphia)
- Victim Community Support Collaborative
- Wharton Recreation Center (South Philadelphia)