CREATING SAFE ENVIRONMENTS: VIOLENCE PREVENTION STRATEGIES AND PROGRAMS

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References in this paper to individual violence prevention programs were intended to provide general examples of work across the country and do not constitute endorsement of the programs by either Prevention Institute or the Robert Wood Johnson Foundation.

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Creating Safe Environments: Violence Prevention Strategies and Programs

Introduction

"I've seen a lot of people go... a lot of people close to me deal with some situations where they are very close to death constantly."

"You see a lot of killings and it's not really taken that seriously. So you have a lot of kids going around not really valuing life."

"You just can't avoid the problem. It's not going to go away. If you ignore it, it's going to get worse."

"I told him I didn't want to go out with him anymore, and he twisted my arm until I fell over. Then he put his foot on my neck."

These quotes date back as far as 1993 from a paper discussing the public health approach to violence, co-authored by Prevention Institute Executive Director Larry Cohen.[1] Unfortunately, the views are still relevant today. Despite efforts by residents and elected officials, many other cities across the country still struggle with violence. Violence is among the biggest health threats in the nation. Interpersonal violence has invaded homes, schools, and streets in cities large and small.

Violence is often seen as intractable because its prevention is rarely approached with the level of commitment and attention required for long-term success, generation after generation. Violence is in fact preventable, but its prevention requires an investment of resources, people, leadership, and commitment. Violence in the United States has many dimensions and root causes and no single program can address the magnitude or all the causes of the problem. It is a complex problem that requires a comprehensive solution and participation from multiple sectors and stakeholders. An approach to violence prevention which builds on a combination of community and systemic action along with a focus on family and individuals resiliency is necessary.

This report provides an overview of promising violence prevention initiatives across the nation, with special focus on the primary prevention of violence affecting youth and adult intimate partner violence. Specific focus is given to initiatives directed at particularly vulnerable populations, including racial/ethnic groups, immigrants, low-income populations, girls and women, and others. Due to the complexity of the issue, comprehensive approaches to the primary prevention of violence affecting youth and adult intimate partner violence are emphasized as preferable to unrelated individual programs. Making a significant impact in a community requires a cluster of effective activities at different levels (e.g., government, community, and training programs).

We describe specific programs, but we also emphasize the large-scale initiatives that we feel will be more effective in responding to the scope and breadth of the problem.

Further, we particularly include programs that recognize the importance of collaboration: programs that "work and play well with others." Violence is a learned behavior. That being said, it is important to recognize not only the individual skills needed to avoid violence and prevent violent behavior, but also the community linkages required to create comprehensive solutions. In this vein, we were particularly drawn to initiatives that include innovative elements and involve community level prevention efforts, advocacy and/or policy interventions. Further we highlight those which contribute to reframing violence prevention as a community responsibility

Methodology

In this paper we present an overview of promising programs and initiatives in the field of primary youth and intimate partner violence prevention. Programs and initiatives were reviewed with the following characteristics in mind:

- Designed to prevent violence before it occurs;
- Age and developmentally appropriate;
- A focus on efforts beyond individual behavior change to look at systems;
- Institutional settings primarily outside of school, but still community-based;
- An orientation to resilience;
- Involvement of youth to the extent possible through either youth-led activities or youth-driven programming;
- Programming that enhances the capacity of those invested in the program and working in the field.

The programs and initiatives in this report were not selected for proven effectiveness. Our intent was to look for innovative and promising programs that had not necessarily been evaluated. A number of existing materials emphasize programs that have been evaluated. (Probably most notable among these are the programs included in the *Blueprints* report from the Center for the Study and Prevention of Violence at the University of Colorado which were chosen for effectiveness or the potential for effectiveness.[2]) We did not repeat that work, nor did we seek out or otherwise purposely include any other evaluation information for any of the programs or initiatives highlighted in the paper. Further it should be noted that due to a number of factors (including the expense of evaluation, the bias of violence prevention evaluators for readily evaluable efforts with the possibility of control groups, and the relatively small number of efforts with the longevity and funding resources to be suitable for evaluation), for the most part, programs that are evaluated tend to be singular programs that reach out to individuals (especially classroom-based curricula). While they may benefit individuals, they are less likely in and of themselves to have sufficient impact to reduce the overall level of violence in a community.

The violence prevention programs included in this report were chosen by a combination of focused discussion among Prevention Institute staff experienced in violence affecting youth and adult intimate partner violence, and interviews with key informants. The key informants consisted of experts and leaders in violence affecting youth or adult intimate partner violence prevention. We began with an initial list of contacts drawing from

Prevention Institute's long history of working with recognized experts in the fields of violence prevention, community development, and other related areas. We sent email invitations to interviewees describing the project and asking for permission to contact them. We then set interview dates with those who responded affirmatively. During the course of the interviews we asked for the names of others who could be helpful to us. In all we received input from 24 experts with experience in a range of fields including, policy development, research, government service, and program development and implementation (*see Appendix 1 for a full list of key informants*).

In this way, we identified innovative and newly developed programs or initiatives not readily found through traditional literature and media reviews. We collected standard categories of information on each program including key personnel, location, institutional setting, and program description. Staff decided the best way to proceed in terms of this report was to cluster programs into different types of approaches and to describe general information and examples of each type in the document and then to provide fuller program descriptions and descriptions of further programs in an appendix. (*see Appendix 2 for a full list of programs*). The level of detail about each program varies.

Many of the experts were anxious to share their general thinking about what was needed in the field and we have tried to reflect some of their thinking in this report. A perhaps larger than representative sample of the programs are from California. This is in part because of the State's leadership and innovation on many prevention issues and its rich history of violence prevention (including The California Wellness Foundation's signature initiative – the largest foundation funding in this area in the history of the U.S.). In addition, because Prevention Institute is located in California and the short turn around time on this project, we were better able to connect and document near-by programs. That being said, every region of the U.S. has contributed to the learnings and leadership on violence prevention in this country.

About Prevention Institute

Prevention Institute is a non-profit national center dedicated to improving community health and well-being by building momentum for effective primary prevention. Primary prevention means taking action to build resilience and to prevent problems before they occur. The Institute's work is characterized by a strong commitment to community participation and promotion of equitable health outcomes among all social and economic groups. Since its founding in 1997, the organization has focused on injury and violence prevention, health disparities, nutrition and physical activity, and youth development.

Prevention Institute's past and current violence prevention experience is extensive. The Institute has been training and consulting with CDC-funded initiatives across the country focused on the primary prevention of sexual violence, violence against women and interpersonal violence. The Institute also facilitates a series of web conferences and online dialogues through Prevention Connection to build the capacity of local, state, territorial, national and tribal agencies and organizations to prevent violence against

women. In collaboration with Harvard University's School of Public Health and Education Development Center, The Institute co-facilitated the six-part Partnerships for Preventing Violence distance learning series, training more than fourteen thousand violence prevention professionals via satellite. (This was funded by a Federal collaboration of Safe and Drug Free Schools, Office of Juvenile justice, the CDC, and the Maternal and Child Health Bureau and Indian Health Services in the Department of Health and Human Services.)

Prevention Institute facilitated California's *Shifting the Focus: An Interdisciplinary Framework for Advancing Violence Prevention* in the late 1990's to strengthen and coordinate government violence prevention services. Local Prevention Institute efforts include: *Toward a Lifetime Commitment to Violence Prevention: the Alameda County Blueprint*, to foster the leadership and structures that ensure effective programs, policy, accountability; and *Cultivating Peace in Salinas* to develop a city-wide action plan. Some of these initiatives are mentioned later in the paper. The primary authors of this document are Patti Culross MD, MPH, Larry Cohen MSW, Ashby Wolfe MD, and Joanne Ruby MSW. Rachel Davis MSW, Lisa Fujie Parks MPH, Elizabeth Berger, and Leslie Mikkelsen RD, MPH also provided assistance.

Defining Violence

The different types of violence have varying names, but there are several umbrella terms used to describe the range of violence affecting youth that we will use throughout this paper. As defined by the World Health Organization, *violence* is "the intentional use of physical force or power, threatened or actual, against oneself, another person, or against a group or community that either results in — or has a high likelihood of resulting in — injury, death, psychological harm, maldevelopment or deprivation."[3] Refinements to this general definition can help further describe the experiences of youth with violence. Youth may be victims of physical violence and neglect within the family, dating violence, sexual assault, or suicide attempt. Youth may be involved in community violence either as victims or perpetrators. Youth may also witness violence at home or in the community as noninvolved bystanders. Young people are far more often the victims of violence than perpetrators. Therefore, for the purposes of this report, we will refer to *violence affecting youth* as an umbrella term, which encompasses violence victimization, perpetration, and witnessing. The term youth will refer to children, adolescents, and young adults from ages 10 through 24.

We will use the terms *intimate partner violence (IPV)* or *relationship violence* to describe violence within heterosexual or same-sex intimate relationships and affecting women or men. *Violence against women* refers to relationship and non-relationship violence affecting women (but not men). *Dating violence* generally refers to violence within intimate relationships among adolescents, heterosexual or same-sex, male or female. S*exual violence* refers to the sexual assault of children, adolescents, or adults. This particular type of violence includes the "physical, sexual, or psychological harm [inflicted upon the victim] by a current or former partner."[4] However, it is important to note that sexual violence is not limited to intimate relationships, and may occur in both

heterosexual and same-sex relationships and of course, also occurs among acquaintances and those who do not know each other.

The terms *community violence*, *street violence* or *interpersonal assault*, includes gang or other assaultive violence and non-sexual assault. This type of violence is defined as “the intentional use of physical force or power, threatened or actual, exerted by or against children, adolescents or young adults…which results in or has a high likelihood of resulting in injury, death, psychological harm, maldevelopment, or deprivation."[5]

Other key terms we use with less frequency in this paper include *suicide* as self directed violence and *child abuse and neglect* within the context of families. Despite the many definitions for the types of violence affecting youth and intimate partner violence, (and at times the turf issues between practitioners who emphasize different issues*)* the commonalities among the types are more important than the conceptual or definitional differences, and this is even more the case when it comes to primary prevention.

Also, this paper emphasizes *primary* prevention, taking action *before* the injury occurs, but many programs and initiatives are a mix of primary prevention, intervention, and even suppression. Primary violence prevention works to preclude violence and is distinct from approaches that attempt to modify the behavior of individuals who may already be violent. Too often these efforts are all described as prevention by some practicioners

The Origins of Violence

Violence affecting youth and intimate partner violence cannot be viewed in a vacuum, as experiences limited to individual victims and perpetrators. While violence is a behavior so it ultimately is an *individual* issue, there is no question that it is a learned behavior, which begs the question of where and how it is learned. Youth are members of families, who in turn belong to communities that are themselves elements of larger societal environments. As such, overall environments contribute to the likelihood of violence occurring. Norms (behavioral cues) help shape whether or not an individual will respond to a given situation with violence.

The root causes of violence include conditions such as poverty and economic inequity, oppression, and poor mental health. When these factors are present in environments, powerlessness and isolation are common and the likelihood of violence increases. Low income communities, people of color, women, and youth all are disproportionately affected by varying types of violence due to the interplay of these root factors.[6] [7] Economics is a key factor in the development of interpersonal assault and also may be important, though perhaps less so, in the development of intimate partner and sexual violence. Oppression in the form of sexism, including ‘macho’ norms and homophobia is a key factor in the development of interpersonal assault and intimate partner and sexual violence. Poor mental health including low self esteem and depression in victims and perpetrators, figures into all types of violence.

According to the World Health Organization, social and cultural norms that give priority to parental rights over child welfare and that entrench male dominance over women and children help to create a climate in which violence is encouraged. Conversely, health, economic, educational and social policies that promote economic and social equality between groups in society inhibit violence.[8] In the ecological model, cultural factors and factors related to systems of oppression are thought to interact in complex ways, producing a wide variety of abuse experiences and contexts.

Risk and Resilience Factors

Risk factors for violence are defined in general as characteristics or circumstances that increase the likelihood of an individual, family or community being affected by, or perpetrating, violence. In general, risk and resilience (also called protective) factors impact the way individuals and their communities interact. There is wide variety in the ways that risk factors influence violent behavior, but it is clear that an *accumulation* of risk factors in combination, frequency and/or severity will influence whether violent behavior, problems or habits develop.[9] This is of particular importance in addressing violence affecting youth, who are at risk for individual, partner, and family violence in a variety of circumstances[10] (see **Table 1**). As violence prevention researcher Jim Garbarino noted, "there is no cause, only the accumulation of risk factors. No single factor does much to tell the story."[11] It is the overall experience of individuals that influences their susceptibility to violence. Risk and resilience factors do not develop over a short period of time, and risk factors will not disappear immediately. As such, it is imperative that prevention initiatives be sustainable to have long-term impact.

Risk Factors	***Resilience Factors***
• Poverty • Discrimination • Mental illness; • Witnessing and experiencing violence • Negative family dynamics • Truancy, school failure • Substance abuse (alcohol, illicit drugs) • Firearms • Incarceration, re-entry • Community deterioration • Media violence • Gender stereotyping and socialization	• Meaningful opportunities for participation • Emotional and cognitive competence • Artistic and creative opportunities • Positive attachments and relationships • Good physical and mental health • Available services and institutions • Ethnic and inter-group relationships • Social capital

Table 1. *Risk and Resilience Factors specific to Youth and Adolescent Violence* Compiled from data presented by the Centers for Disease Control and Prevention, the World Health Organization, and specific work done by Prevention Institute.[6, 12,13]

Resilience factors also influence individual tendencies towards violence. Resilience factors (see Table 1) are generally defined as those that influence the capacity of an individual to develop positively despite harmful environments and experiences. The effects of these factors in producing healthy outcomes are seen at many levels within a community. Fostering resiliency improves positive outcomes for youth[14] because they then become assets to communities.

In violence affecting youth, some prevention programs focus on reducing risk and ignore supporting resiliency, while other programs concentrate solely on improving resiliency. In our opinion, effective violence prevention must attend to both reducing risk factors and building resilience factors. The relationship between risk/resilience factors and the environment is, to some extent, bidirectional. The environment plays a role in shaping risk and resilience factors and in turn, risk and resilience factors shape how violence develops within communities, and how communities perceive and react to such violence. If violence is seen as typical, and is reinforced by the media, family, community or school, it will occur with greater frequency. John Torres of the San Francisco Department of Children, Youth and Families says that young people with family members in gangs face challenges in staying out because of expectations that they are involved, too.[15] Too often discussions of risk factors focus only on the individual or family and a history of violence increasing the likelihood of all types of violence. Similarly discussions of resilience do not pay attention to the importance of enhancing community assets. The idea that the community not the individual is the unit of analysis would merit further consideration.

Alternatively, in communities that respect youth, demonstrate consistently high levels of support and expectations, and model non-violence, more positive outcomes can be expected. Prevention efforts which focus particular attention on modifying and reducing the impact of risk factors, and increasing the protective impact of resilience factors, have been shown to significantly reduce health complications and behaviors associated with violence.[16] Jack Calhoun, former Executive Director of the National Crime Prevention Council talks about five key factors he believes allow certain youth to make it against the odds: (1) a locus of control – youth do not feel like pawns in the hands of fate. They have goals and recognize that their success or failure is in their own hands; (2) a skill – whether they play the violin, wrestle, or run a meeting, youth who can point to a skill feel confident in their abilities and secure about themselves; (3) an adult who is always there – no matter how severe the existential tornado becomes, youth must have a trusted, dependable adult who supports them through it; (4) optimism – whether defined in a secular way ("I have hope for the future.") or theologically ("I am held in His hand."), youth must feel that the future is bright; and (5) altruism – believing "I am my brother's keeper" or "I am my sister's keeper" gives young people a sense of responsibility for other beyond themselves.[17]

Social Norms

Because violence is a learned behavior, violence prevention efforts should address social norms. Norms are the community standards that influence and provide a model for behavior.[18] In fact, norms are among the most powerful societal and community influences that shape behavior. More than just habits, norms are often based in culture and tradition. They are the attitudes, beliefs, and standards of a group of people, and any number of norms can influence the development and perpetuation of violence. Norms are very powerful and as the Institute of Medicine stated in a recent report, "it is

unreasonable to expect that people will change their behavior easily when so many forces in the social, cultural and physical environment conspire against such change."[19]

From our work in the prevention of intimate partner violence, violence against women, and sexual assault, we have identified five types of norms that contribute to violence: (1) *traditional gender roles of men in society,* including domination, control and risk-taking; (2) *traditional gender roles of women in society,* including objectification, oppression and passivity; (3) *power*: where value is placed on claiming and maintaining control over others; (4) *violence*: where aggression is tolerated and blame is attributed to victims; and (5) *privacy*: the notion that the secrecy and silence associated with individual and family privacy is so sacrosanct that those who witness violence are not allowed to intervene. An important implication of this norm is that bystanders, as well as perpetrators and victims can be important actors in prevention of violence[20]

Intimate partner violence also must be viewed within the larger ecological context of U.S. society. Racism, sexism, classism, and other systems of oppression contribute to the occurrence of a wide variety of adverse health outcomes, and constrain individuals and communities in their efforts to respond to and prevent these adverse outcomes. Cultural factors also may contribute to or protect against occurrences of public health problems, including IPV. Negative stereotypes and discrimination against groups based on characteristics such as race, class, and ability exist in all sectors of U.S. society, including housing, employment, education and the media. The family code of silence is strengthened by the fear of the community facing shame and losing face within the larger social context[21] A similar code among youth involved in street violence condemns "snitching", or revealing information that may implicate another in violence. Systems of oppression impact a person's alternatives and options to escape abuse, access to resources and supports, level of dependency, and perceived credibility.

With intimate partner violence within same sex relationships, one partner systematically uses his or her power (physical, economic, social, psychological, and sexual) to dominate and control the other. The power dynamic is not based on norms about masculinity/femininity per se, but on one person claiming and maintaining power over the other, with his or her ability to do so reinforced by social inequities and the frequent social and economic isolation experiences by same-sex couples as a result of discrimination.

While this discussion of norms has focused on intimate partner violence, it is likely that the same gender roles and power issues play out in street violence, although less well defined. In fact the Institute of Domestic Violence in the African American Community connects the two by explaining that intimate partner violence is a part of a continuum of violence that links the community to the family. Violence inside the home coexists with and mirrors violence outside the home, with linkages between stressors inside and outside the home and violence witnessed, linked to violence committed. In this context, racism and social oppression contribute to and influence dynamics of all forms of violence: "Whether in the form of restricting economic opportunities, marginalizing the unique cultural aspects of African Americans' lives or perpetuating negative racial stereotypes,

social oppression and racisms [fuel] a hopelessness that contribute[s] to violence in the community."[22]

Policies, practices and norms that promote male dominance interplay with those that promote dominance, or "power over" in other forms, including dominance based on race, class, and ability. Where there is socially enforced hierarchies of power, there is the risk that such power can be used to control and violate others, or to sanction such violence. For example, in relationships in which one partner lacks legal immigration status, often a female, and the other partner and/or family members do, the power differential created increases the risk of abuse of such power.

A Strategy for Primary Prevention

Since norms and risk and resilience factors influence the development of violence affecting youth and intimate partner violence, they must be considered in preventing violence and creating healthy communities. As Linda Bowen, Executive Director of the Institute for Community Peace said, "To the extent that you can make the communities strong, kids have better outcomes".

Violence prevention efforts achieve significant outcomes when they move beyond education, or behavior modification, and instead take a multifaceted approach.[23] One tool that assists in conceptualizing and implementing comprehensive initiatives is the *Spectrum of Prevention*.[24] The *Spectrum* is a six-level tool that can assist advocates, practitioners, and educators interested in advancing a community solution to violence prevention in thinking about all levels of activity and intervention. The *Spectrum* allows any initiative to be assessed for comprehensiveness and allows greater impact than work at any one or two levels alone

Levels of the Spectrum	*Description*
Strengthening individual knowledge and skills	Enhancing an individual's capability of preventing injury or crime
Promoting community education	Reaching groups of people with information and resources in order to promote health and safety
Educating providers	Informing providers who will transmit skills and knowledge to others
Fostering coalitions and networks	Bringing together groups and individuals for broader goals and greater impact
Changing organizational practices	Adopting regulations and norms to improve health and safety; creating new models
Influencing policy and legislation	Developing strategies to change laws and policies in order to influence outcomes in health, education and justice

Table 2. The *Spectrum of Prevention*. Table based on the work of Larry Cohen and Susan Swift.[22]

The *Spectrum of Prevention* is designed so that each step reinforces all other previous and subsequent levels of an initiative. By developing strategies inclusive of all levels of the spectrum, training and leadership development,[25] [26] sustainability, and structural recommendations for local community efforts are all taken into consideration.[27] The focus on changing organizational practices and polices is key for changes in norms because activities focused only on individuals can not have as strong an effect on their environments.

The Primary Prevention of Violence: Promising Practices

The following programs are organized by their approach to prevention to help present them in a clear and concise manner. It is important to note however, that this delineation of which approach a program fits into is an approximation as violence prevention programs and initiatives tend to consist of a mix of interventions for a setting or population. Therefore, most of the following programs spill out of their categories because they offer different types of services for multiple populations, or different approaches for the same population. For example, youth development is a broad category that could include the programs listed under youth driven and youth led. Because we were looking for emerging or interesting ideas and approaches, we sometimes categorized a program according to those elements of its content or services.

In addition, the programs we highlight are meant to be examples. We recognize that many cities large and small, domestic and international have interesting and compelling programs. We do not pretend to present a comprehensive list. Our intention is to present interesting and promising approaches and to give a few examples. Although we mainly focus on primary prevention strategies, the programs listed can reach youth at many different times of violence exposure or engagement. Descriptions of all the programs mentioned are found in Appendix 2.

Comprehensive Government-led Violence Prevention Initiatives

Governments (typically city or county) often lead comprehensive initiatives that seek to make communities safer more healthy places for residents and workers. Government's involvement is important for several reasons. First, government agencies have ongoing projects and programs that address violence to build upon – especially within law enforcement, schools, and at times health. In many communities these efforts are not well coordinated and at times are duplicative or even contradictory. Thus comprehensive efforts can help shape a 'systemic' response when previously there has been no system and people can benefit from government agency coordination and collaboration. Second, governments are the stewards of public funds. As such, they have access to larger financial resources than any other individual community source. Third, because violence is a "result' or sequellae" of other issues as much as it is a problem itself, government has the capacity to deal with these underlying issues, e.g. jobs, literacy, and community development. Government can lead efforts that are multi-sectoral and require the participation of many different agencies. Government usually has ties to community based programs, residents, and public and private institutions. Effective government-led

violence prevention initiatives generally will include participation from nonprofit organizations, businesses, faith groups, educational institutions and other community stakeholders. There is usually resident participation through focus groups or committee representation.

For example, the **Blueprint for a Safer Philadelphia** process produced a coalition of over 100 elected officials, community organizations and experts, and included several focus groups of residents for input. In this case the leadership and initial funding came from the State Representative in the legislature, (Dwight Evans). Mr. Evans was inspired by efforts in Boston, and the book *Murder is no Accident.* He brought in Dr. Deborah Prothrow-Stith, the book's author, to help frame violence as a public health issue. The public health approach helped to focus the community on systematic efforts and the idea that violence is preventable. One value of such a broad community/government partnership is that it aspires to sustain resources for the long-term, e.g., goals stating that 8-year-olds today should be safe when they are 18. Such partnerships can ensure diversity of the types of resources and commitment that are brought to bear. For example, the key universities in Philadelphia including Drexel University, Temple University and the University of Pennsylvania are providing knowledge about best practices and will help to ensure that evaluation findings steer and improve Blueprint efforts. Mee Productions, a community media firm focused on social marketing to youth of color and their families, is helping to design the outreach. The city's largest radio stations are helping to disseminate information about events and strategies. The activities presented in plans such as the **Blueprint** are varied in scope. They generally focus on decreasing lethal violence in neighborhoods of highest need. Some also focus on decreasing adult relationship violence, teen dating violence, sexual violence, and child abuse and neglect. As is typical of governmental partnerships like this, prevention efforts are combined with intervention and at times suppression as well. This program is included in this paper because it was mentioned in interviews as an example of broad community collaboration, because it has dedicated state funding and a state legislator as champion.

Similarly, in a project coordinated by the **National Crime Prevention Council**, six city governments (Boston, Fort Worth, Denver, New York, Hartford, and San Diego) created plans to reduce violence. Each city used a range of law enforcement and community based programs to dramatically reduce crime. Through collaborative partnerships and the use of targeted policy and program strategies, each city was able to address priority crime and quality of life concerns. The projects traded on the 'toughness' of criminal justice practitioners to avoid the 'soft on crime' label that can minimize prevention work. In related work the Crime Prevention Council coined the term "Tough on crime, tough on causes". At the heart of the successful implementation of community-wide approaches is a deliberate process of bringing together formal and informal leaders to establish priorities for action. The processes these cities engaged in included identifying local crime problems, assessing community assets and resources, forming coalitions and partnership-based networks, and integrating crime control and prevention strategies for a balanced approach. At a fundamental level, such activities reinforce bonds among partners, holding each accountable for producing more comprehensive policies, innovative resource development tactics, and specific programs that recognize the

fundamental role of prevention-oriented strategies.[28] This program is included in this paper because it was mentioned in interviews and was implemented in several cities across the U.S.

Alameda County in Northern California (which includes the city of Oakland) is working on long-term sustainability for violence prevention. Like many other counties in the state and nation, especially those with large urban and low-income populations, Alameda County faces serious violence problems. **The Alameda County Blueprint**, adopted by the Alameda County Board of Supervisors in July 2005, is a comprehensive violence prevention plan designed to reduce all forms of violence affecting county communities and families. The program represents the input of a diverse group of stakeholders from across the county — city and county elected officials, county departments and agencies, city program staff and police chiefs, legislators, community based organizations, and youth. It began with a needs assessment that revealed that there was little planning, coordination, or accountability and that while community leaders ostensibly believed in prevention their major instinct was to fund further policing, not gravitate toward any more preventive options. The *Blueprint's* goal is to decrease community and individual risk factors for violence while increasing resilience factors. The plan emphasizes the importance of positive child and family development for safe communities. A number of different program types focusing on a variety of issues including, intimate partner violence and gang violence prevention are highlighted along with efforts to make government more response through the creation of a Violence Prevention Coordinator position. The *Blueprint* stresses the need for unified leadership, increased public and private sector accountability, and greater understanding of effective violence prevention. It focuses specifically on fostering the leadership and structures necessary to ensure effective programs, policy, and coordination. *Blueprint* projects are starting in five priority neighborhoods and focusing on varying problems from street violence to family violence to hate crimes. The intent is that such coordinated efforts and attention will both reduce violence in these neighborhoods and become a model for broader efforts across the County. This program is included in this paper because it was mentioned in interviews and has county-based funding.

One example of a statewide violence prevention initiative is the **Illinois Violence Prevention Authority (IPVA).** Established by the Illinois Violence Prevention Act of 1995, the IVPA is the first state agency of its kind dedicated to violence prevention in the U.S. In creating the IVPA, the Illinois State Legislature recognized the need for a comprehensive, collaborative public health and public safety approach to violence prevention. The IVPA is co-chaired by the Illinois Attorney General and the Director of the Illinois Department of Public Health. The Authority's board includes state agency directors and appointed private sector officials working in the area of violence prevention. The IVPA has defined five main goals: (1) develop and implement a statewide plan for violence prevention; (2) fund local and statewide anti-violence programs; (3) coordinate existing violence prevention initiatives and encourage collaborative projects; (4) evaluate and provide technical assistance for violence prevention programming; (5) conduct public education and awareness efforts about violence and its prevention. The IPVA distributes grants statewide through a program

that recognizes effective violence prevention efforts and has also conducted training efforts across the state. In cooperation with the Illinois Secretary of State's Office, the IVPA generates monies to support funding activities through the sale of specially designed "Prevent Violence" (PV) license plates. Approximately 50,000 PV plates have been sold since January 1996, generating over $2 million in revenue as of September 1998. Using this and pother funds, the Authority has been particularly effective in portraying the vale of a public health/criminal justice partnership. This program is included in this paper because it was mentioned in interviews and is the first state-wide violence prevention authority.

Occasionally, government-led violence prevention collaboratives focus on a single type of violence. The **Minnesota Sexual Violence Prevention Action Council** is housed at the Minnesota Department of Health. A broad array of organizations and agencies promote primary prevention of sexual violence through communication, collaboration, and changing systems, policies and organizations. Council members include representatives from public systems, including human services, education, public safety, corrections and public health, as well as advocates for victims, rural communities and women of color, offender treatment providers, researchers, and prevention consultants. Initial staff efforts are focusing on youth development, systemic changes in healthcare/public health systems and male engagement and leadership development.[29] This program is included in this paper because it is unique in sexual violence prevention.

Seeing such efforts as the above across the U.S., CDC created a new national initiative called Urban Networks to Increase Thriving Youth or **UNITY.** UNITY's aim is to maximize existing government and community resources for the long-term sustainability of youth violence prevention. A key objective is to frame violence as preventable and to share effective strategies among cities in ways that shows policymakers and the broader community that cities can have traction on this issue. UNITY plans to bring together young people, representatives of the nation's largest cities, and national violence prevention advocates and leaders, as part of a National Consortium to shape the U.S. strategy for urban youth violence prevention. UNITY intends to provide tools, training, and technical assistance to help cities be more effective in preventing youth violence. Initially, UNITY will focus primarily on the 45 largest cities in the country, though its findings and tools will be made broadly available. These 45 cities represent the first step in building momentum for a national youth violence prevention movement. Successes in these cities will then serve as models that can be used by everyone. UNITY's lead partners are Prevention Institute, Harvard School of Public Health, and the UCLA Southern California Injury Prevention Research Center. This program is included in this paper because it is seeks long-term sustainability for violence prevention.

Gang Violence Prevention and Intervention

Gang violence is very serious and its prevention has many spokespeople who claim to know the simple solutions. In fact, there are no easy or universal answers and those who provide them should be viewed with suspicion. There a many gang violence 'prevention' conferences and workshop sessions at broader violence prevention meetings where the

meaning of bandanas, colors, graffiti and hand signals are explained, often by law enforcement gang experts or by former gang members. Being able to translate these signs does not translate into being able to prevent gang violence and in fact sometimes even adds to glamorization of gang mystique. There are people throughout the U.S. with a more thoughtful understanding of gang-related issues and, at least to our knowledge, no convening of these experts has taken place recently and such an endeavor would be extremely beneficial.

The primary prevention of gang violence includes many things such as youth development, economic development, or community development because they all provide more positive activity for youth than gang involvement. In marginalized communities with few legitimate opportunities for success, gangs can fill the void. Gangs can become substitute families for youth from dysfunctional and chaotic homes, with a close group of peers providing support and acceptance. In this way, gang life can become desirable and the norm. This emotional support is one reason why gang violence is difficult to eliminate. Frequently gang violence initiatives combine primary prevention with more downstream approaches because they aim to mitigate some of the underlying causes of violence (e.g., providing economic opportunities for youth and their families) while also working with youth who might already be involved in gangs. These types of initiatives also work with adolescents and young adults on probation and parole who re-enter communities from detention and who might re-join gangs and encourage gang involvement. Many programs work with former gang members (Including 'O.G.'s, the former leadership of gangs) and some work inte3nsively and courageously to intervene in the midst of gang retaliation so that one violent incident does not spiral into many.

Homeboy Industries for a Future in Los Angeles CA is an economic development, job training program that works with current and ex-gang members and at-risk youth who wish to re-direct their lives. The organization helps youth find assistance with job training and placement, tattoo removal, counseling, community-service opportunities, and case management services. Homeboy Industries and its executive director, Father Gregory Boyle are recognized as change agents in Boyle Heights, a community that was previously neglected. The organization's motto is "Nothing stops a bullet like a job". Homeboy Industries provides opportunities for rival gang members to work side-by-side at the various on site businesses including, Homeboy Bakery, Homeboy Silkscreen, Homeboy/Homegirl Merchandise, Homeboy Graffiti Removal, Homeboy Maintenance, and Homeboy Landscaping. As Father Boyle puts it, "By addressing the root causes of gang violence, we give the roughly 1000 youth we serve each month the chance to plan their futures, not their funerals."[30] This program is included in this paper because it was mentioned in interviews and provides unique services for former gang members.

A gang violence intervention program from **Youth Alive** in Oakland CA called Caught in the Crossfire, hires young adults who have overcome violence in their own lives to work with youth who are hospitalized due to violent injuries. The goal of the program is to reduce retaliation, re-injury, and arrest and promote positive alternatives to violence. Without intervention, hospitals discharge youth to the same violent environment where they were injured with no support for staying safe and great pressures to get revenge. Too

often, this results in a “revolving door” of violence: after youth are injured and hospitalized, they and their friends often retaliate, causing even more injuries or death, arrest, and incarceration. Sherman Spears, Caught in the Crossfire founder says that without Caught in the Crossfire staff the family and friends of involved youth “think healing means retaliation. They stand by your bed and make a plan to go get the guy who put you in here to show how much they respect you.” [31] Caught in the Crossfire staff have grown up in communities similar to the young people they work with. Many have survived violence themselves. They act as case managers and mentors, working closely with the youth and their families to help them avoid violence and become more successful in their lives. This program is included in this paper because it was mentioned in interviews and implements a unique gang violence prevention program.

Another approach to gang violence is street-level intervention which involves intensive monitoring of “hot spot” neighborhoods and rapid responses to violent incidents. These programs can be part of comprehensive community or citywide crime or violence prevention efforts, or stand alone. They usually are most effective when combined with wide-ranging youth and family social support services. This so-called “Ceasefire” approach gained attention with **Boston’s Operation Cease Fire** program in the mid-1990’s. Boston’s program was among the first to ‘demonstrate’ that multi-sector collaboration can result in declines in youth violence. Boston’s Ceasefire program began as collaboration among community based organizations, law enforcement and the criminal justice system. Community nonprofits and faith institutions provided increases services and opportunities for youth. Police and probation officers worked together in the city’s highest risk neighborhoods to regularly check on individuals at high risk for instigating or participating in violence, including recently released parolees. And rather than the usual 9-5 workday, monitoring at night and on weekends was emphasized. Ceasefire claimed to be responsible for no youth homicides in Boston for nearly three years. However, the law enforcement component is what is often credited with the success and the community component ignored. In addition, in many cases other cities across the country replicated only the law enforcement component and left out the community elements. Boston’s Ceasefire program no longer exists as a collaborative. One concern about this approach expressed in interviews is that sometimes the community engagement component of Ceasefire programs is lost and it devolves into a law enforcement only model focused on containment and suppression. The community may become quiet but it is not healthy. Primary prevention gets lost.[32] This program is included in this paper because it was the first comprehensive gang violence prevention program in a major city that included law enforcement and community-based components.

Ceasefire Chicago is the first initiative of the Chicago Project. In its first 10 years of work, the Chicago Project has built the infrastructure for community-level participation, community-government partnership, and for the development of new roles for all partners, emphasizing community capacity building, community organization roles, clergy roles, and police roles. Together, these diverse groups focus on a single goal: to reduce violence in all forms in targeted CeaseFire Zones within Chicago and other communities in Illinois. The Chicago Project for Violence Prevention works with

community, city, county, state, and federal partners to reduce violence in high-crime areas of Chicago and is considering working in other communities in Illinois and throughout the nation. The mission of the Chicago Project is to: a) work with community and government partners to reduce violence in all forms; and b) to better define what should be included in a community or city anti-violence plans.

CeaseFire involves cooperation with police and depends heavily on a strong public education campaign to communicate the message that shootings and violence are not acceptable. It works with community-based organizations to develop and implement strategies to reduce and prevent violence, particularly shootings and killings. CeaseFire relies on outreach workers, faith and other community leaders to intervene in conflicts, or potential conflicts, and promote alternatives to violence. Finally, Ceasefire calls for strengthening communities so they have the capacity to exercise informal social control and respond to issues that affect them.

According to CeaseFire, police zones implementing the program experienced reductions in shootings compared to neighboring police zones and comparison police zones. During the first implementation year, CeaseFire beats saw 22-67% reductions in shootings while neighboring beats saw reductions of 18-39%, and comparison beats experienced (-)19-(+)29% in shootings. Since implementation (2000-2004) CeaseFire zones have experienced reductions from 63-80% depending on the police beat. This program was included in this paper because it was mentioned in interviews and is otherwise well-known.

The **Calles** program in San Francisco CA (*Calles* is the Spanish word for streets) provides street outreach during times identified as most likely for violence, or high incidence periods (Sunday through Thursday 3-9pm, and Friday and Saturday 6pm-12am). Calles is a program of the Mission Neighborhood Center's Precita Center and collaborates with four other community based organizations to share expertise in delivering youth services. Calles's major program components include 1) rapid crisis responses to violent situations in schools or communities and after a death; 2) case management in response to requests from schools, youth, or families; and 3) street outreach and the offer of safe houses for youth engaged in violence. Calles staff believe their program success is due to the fact that they have workers on the streets at night, a late night center that serves as neutral territory, an array of services among the five collaborating agencies, and case management staff who earn the respect of youth and families. Staff take time to facilitate healing circles after a death, help families arrange funerals, and advocate for youth in court and on re-entry from state youth detention facilities. The San Francisco Department of Children Youth & Families chose the Calles program to replicate in two other neighborhoods with high rates of violence. This program was included in this paper because it was mentioned in interviews and because it includes an increasingly common approach to gang violence prevention.

The National Council on Crime and Delinquency (NCCD), in partnership with the National League of Cities' Institute for Youth, Education, and Families (YEF Institute), has proposed the **Inter-City Gang Prevention Network**, a ten-city collaboration of

municipal and community leaders to reduce gang violence and victimization, and to develop a policy agenda that advances promising local efforts. Each city in the network will receive mutual aid in developing or refining a comprehensive, multi-agency plan of action. The mayor's office and law enforcement officials will lead teams from each city. The city plans will be informed by local needs and by evidence-based programs and policies (e.g., Boston's Operation Ceasefire and Peacekeepers in Stockton, CA) and promising strategies in other jurisdictions such as Portland, OR, Rochester, NY, and High Point, NC. This program is included in this paper because it was mentioned in interviews and because of its state-wide focus.

Youth development programs

Youth development is an approach that helps youth become socially, morally, emotionally, physically, and cognitively competent. While less specifically pointed at violence prevention *per se,* it nevertheless is a significant element of violence prevention strategies. Youth development strategies build internal and external assets in youth, helping them to develop characteristics that are necessary to prevent serious problems such as violence, teen pregnancy, and dropping out of school. When youth receive the supports and opportunities for growth in a caring environment, they experience significant improvements in academic achievement and school success. As some youth development advocates have put it, "Risk reduction, only gets us to zero; we need to ensure positive development as well." Karen Pittman, founder and executive director of **The Forum for Youth Investment** in Washington D.C. asserts the importance of 'fully prepared' and more recently also the importance of 'fully participating'. 'Youth development' may be used to describe, for example, important violence prevention efforts such as career development, the provision of artistic opportunities, and civic engagement. Youth development can be integrated into any setting including schools, after-school programs, and government and community-based programs.

Virtually every community in the U.S. has some type of youth development program as the term, and the approach, has grown in acceptance and popularity. As a term, 'youth development' is used by many to describe work in trying to foster positive outcomes for young people. The term has different meaning for different people, however, and, as with all prevention efforts, not all are equally effective. For example, some programs focus on risk reduction and may not sufficiently address resiliency factors. There is a growing research basis for an emphasis on youth development and the elements that must be in place to ensure positive outcomes for young people. One important contribution comes from the National Academies of Science which described eight research-based environmental features that support positive outcomes for young people including, physical and psychological safety, appropriate structure, supportive relationships, opportunities to belong, positive social norms, support for efficacy and mattering, and opportunities for skill building. The features tend to work synergistically, and therefore, places that have more of these features are more likely to provide better supports for young people.[33]

For the purposes of this report, youth development programs are considered those that are youth serving and may solicit youth participation and involvement, but do not necessarily involve them in organizational governance. Youth led and youth driven programs are discussed below.

After School Matters (ASM) in Chicago IL is a non-profit organization that expands out-of-school opportunities for Chicago's teens through partnerships with the City of Chicago, the Chicago Public Schools, the Chicago Park District, the Chicago Public Library, the Chicago Department of Children and Youth Services and community-based organizations. ASM believes that Chicago's teens should have faith in their futures and adults need to help them in that. Through positive relationships with adults who are experts in a variety of fields, teens from underserved communities are provided safe environments where they can engage in hands-on, authentic activities in the out-of-school hours, develop marketable skills, and explore career choices. Most importantly, ASM values the importance of giving teens the opportunity to apply their skills in ways that contribute to their community. By coordinating city resources and anchoring the programs around clusters of public high schools, parks and libraries, ASM enriches the lives of teens and helps to revitalize Chicago's communities. This program was included in this paper for its unique approach to working with at-risk youth.

Youth Uprising (YU) in Oakland CA offers a wide range of programs and services to develop youth leadership. The youth "come out of a history of social and generational disinvestment, where the community and adults have been disengaged," according to YU Executive Director and co-founder, Olis Simmons. "This building we are in was a Safeway that had been closed for years. There were no businesses or supermarkets in the immediate neighborhood. Adults hadn't worked in years. This has not been a community with disposable income – this is community disinvestment. We were going against the grain when we said we can create a center with arts and media, health and wellness programs, and a youth enterprise (our cafe and catering business)." At YU, the arts, music, dance, and visual media are highlighted and provide a draw for youth. As Ms. Simmons explains, "the most important thing for me is [that] I must meet youth where they are." The youth at YU become involved with YU because it is fun, safe, and makes them feel good about themselves while at the same time they gain transferable and marketable skills. YU also offers a full range of health services on site. This program was included in this paper because it was mentioned in interviews and because it has engendered a tremendous amount of community support.

Over the past twenty-five years **Barrios Unidos (BU)** in Santa Cruz CA has developed a program that seeks to reclaim and restore the lives of struggling youth while promoting unity among families and neighbors through community building efforts. A primary focus of Barrios Unidos is to build community-based structures to support organizing and social cohesion by restoring the cultural traditions that have historically bound families and communities together. BU integrates into its work the connection between cultural consciousness and political action, a commitment to working in inter-racial alliances and coalitions and promoting community self-reliance, economic development and nonviolent action for social change. Among programs offered for youth is the Cesar E.

Chavez School for Social Change, an alternative high school made possible by collaboration between Santa Cruz Barrios Unidos and the Santa Cruz County Office of Education. BU also runs an ongoing silk screening business to provide jobs for youth from local communities. BU has been noted for its gang prevention work but prefers the emphasis on youth development. This program is included in this paper because of its comprehensive community services provision focus and because it has won awards for its programming.

The **New Mexico Forum for Youth in Community (NMFYC)** serves as an intermediary organization promoting positive youth development approaches and strategies throughout the youth development field in New Mexico. NMFYC offers technical assistance, training, systems alignment and capacity building to youth-serving organizations and youth-development practitioners, as well as to citizens who are interested in the well-being of New Mexican youth. NMFYC is supported by local, state and national public and private organizations, and by local, state and national technical assistance. NMFYC works with ten Regional Point Organizations placed strategically throughout New Mexico. Regional Point Organizations convene, facilitate and connect youth and youth development organizations within the region, facilitate data collection, information sharing, training, and organizational capacity building. This program is included in this paper because of its youth focus and organizational capacity building services.

Youth driven, youth led programs

Youth driven, youth led programs easily could be considered a subset of youth development programs. We separated them from youth development because several of our interviewees mentioned these specific types of programs as an emerging approach to preventing violence affecting youth.[34] No one was really sure what these programs should look like or what their impacts might be, but they were convinced that the programs have promise and so we included a representative program in this paper.

As is befitting an approach defined by youth, our characterization of youth driven, youth led comes from a youth organizing nonprofit, the **Movement Strategy Center** in Oakland CA. A youth led organization or project is "*one in which the youth constituents decide what gets done and how it gets done. Youth led does not necessarily mean "no adult involvement or role." "Youth led" is a specific relationship between youth and adults where adults are supporting youth to gain the skills, information and capacity to make decisions about the organizations in which they find themselves. Adults play the roles of coaches, trainers, and advisors to young people who are the decision makers. Youth leadership promotes the notion that adult allies should not do for youth what young people can do for themselves.*"[35] They go on to say, however, that in practice the spectrum of organizational types ranges from those where youth are served by adults as clients, to those where youth have some decision making roles, to those where youth occupy all major leadership positions.[36] Several years ago, youth and adults in Oakland together lead a campaign to dedicate 1% of the budget in Oakland to youth-oriented

expenditures (representing additional expenditures, not those already funded) and this has served as a model for similar initiatives being considered in other parts of the U.S.

An interviewee was concerned that these programs are only focusing on the youth leaders in communities and missing others.[37] She worried that they are "creaming the crop" and believed that they should try to draw from all skill and motivational levels. She also was concerned that the youth did not have enough power to achieve significant goals and that adults may be giving young people false expectations of success.

School/Preschool-based violence prevention programs

School-based violence prevention programs reach children and adolescents in preschool, elementary, middle, and high schools. Since children spend so many hours in school throughout their lives, programs in the school setting have the potential to have a strong impact on their attitudes, knowledge, and beliefs about violence, and on violent behavior. While the Foundation's primary interest does not lie in such programs, we included a few because they are probably the largest set of prevention programs, have the most extensive evaluation, may be the basis for broader community efforts, and typically are where community members go first when trying to develop a broad initiative. ("Lets start in the schools. We should have a universal curriculum for every student in our county.[38]") An environmental scan of programs focused on violence affecting youth would be incomplete without mention of school-based programs.

A variety of violence prevention programs are offered to children and adolescents at school. Some use standard curricula to help students talk about violence they may be exposed to, or to help them develop alternatives to violent behavior. In general, these programs can work to improve the school climate. Schools also have an obligation to be aware of dating and sexual violence and to develop policies to reduce its incidence. But school based programs do not decrease street violence probably because they do not reach youth who have dropped out of school or who have graduated from high school (those at the older end of the age range) and are most at risk for community violence. Most of our interviewees were supportive of school-based programs although they expressed frustration with what Victor Colman of the Washington Department of Health called the "curriculum box", that is the focus on evidence-based curricula, saying that it stifled innovation. They were not at all supportive of school-based conflict resolution programs.

Safe and Drug Free Schools in the Wichita KS public schools delivers an extensive series of innovative programs and services, which are designed to prevent and reduce drug abuse, gang activity and other forms of youth violence. School district staff members, students and parents are an integral part of program development and delivery and are also the primary recipients of the substance abuse and violence prevention services. Efforts to educate and build skills through curriculum, brochures and activities for K-12 are reinforced by a broader set of activities that change the school environment, such as annual trainings for superintendents, principles and teachers; collaborations with public and community-based agencies; and a district-wide policy on violence prevention

and response. The combined efforts of policy change, training, and education have resulted in positive changes in attitudes, behaviors, and resources for students and staff. Together, they are helping to foster a safe environment in which sexual harassment, bullying and other forms of violence in schools are not tolerated and respect is held as the norm. This program is included in this paper as an example of its type.

PeaceBuilders® based in Long Beach CA is a long-term, community-based, violence reduction program. The program started out as a community-owned and oriented effort and has become a national business with its title trademarked. Peacebuilders has shown some success in its school efforts, in part because it focuses on the overall environment rather than simply curriculum, which is the main distinction for which it is mentioned here. For example, as its website states, the program: is a daily commitment to language which creates a standard of behavior. The standard creates positive peer pressure to maintain the high standards; sets clear limits on negative behavior with the obligation to right the wrong; reduces cues that trigger aggression and increases a sense of belonging and safety; provides a system for children to hear high rates of hourly praise for work and behavior -building intrinsic motivation; makes children and those who care for them heroes for building peace and being wise.[39] This program is included in this paper because it works to change community norms.

The **GET.A.VOICE™ Project** in New York similarly focuses on whole-school environments. GET.A.VOICE is a school-wide program currently being implemented in several school districts in downstate New York. The program enables school communities to address the impact of verbal bullying, and empowers students to be leaders, to make a difference, and to be voices of courage and respect for their peers and elders alike. The project is currently running in six different districts across Long Island, for children in grades K-9. The project acknowledges that language used by individuals will shape how a community thinks about violence, before any physical action takes place. In practice, students are encouraged to use positive language and behavior with their peers in order to create a school environment that is safe, non-violent and respectful for all. Teachers also participate in the program, modeling behavior and serving as an example for students. The project is not limited to the classroom environment; since all children and adults alike are involved, positive behavior and language is encouraged at all times, from all the members of the school community. Youth are able to practice respect and non-violence throughout the course of the school day, in an environment where such positive behavior is the norm rather than the exception. This program is included in this paper because it works to change community norms.

Community Works/California (CW) in San Francisco CA offers arts education programming to at-risk youth. CW offers both in-school and after school activities for elementary, middle, and high school students. CW's most innovative program, ROOTS, is an expressive arts program for children of incarcerated parents that seeks to break the cycle of intergenerational incarceration. ROOTS provides students with music therapy, drama, and visual arts workshops. One middle school principal said that with CW at her school over the last three years "the number of school suspensions and expulsions have drastically decreased and truancy problems have become virtually non-existent." ROOTS

also provides services to families and caregivers and facilitates in-jail parent-child visits when appropriate. Some of ROOTS staff grew up with violence in their own lives. Director Ruth Morgan says this about a staff member who had been arrested in high school, "he had almost dropped out, but didn't, and now we have hired him to work as a counselor and mentor. He energizes the students as a spoken word artist and a real live example of success that has kept kids in school." CW also has programming for youth already involved in the juvenile justice system. This program is included in this paper because of its unique approach to working with at-risk youth.

Stand alone school-based conflict resolution programs got a poor reception from those we interviewed. The programs were criticized as a "quick fix" in an environment that is looking for magical solutions.[40] One person pointed out that using conflict resolution skills in the context of street violence may put youth in more danger because it is a new behavior that may not be accepted.[41] He said that on the street, violence avoidance by young people needs to be emphasized, not conflict resolution. The expectation that youth will receive a few hours of training in conflict resolution and become masterful enough to negotiate tense, high pressure, high stakes situations was seen as unrealistic.

Another interviewee said that rather than conflict resolution, children and youth need general problem solving skills instruction that should be presented to them in multiple grades as they go through school.[42] **I Can Problem Solve** is just such a program. Though intended for all children ages 2-12, I Can Problem Solve is especially effective for young children (ages 4-5), and poor and urban children. The program uses pictures, role-playing, puppets, and group interaction to help develop thinking skills, and uses children's own lives and problems as examples when teachers demonstrate problem-solving techniques. Students generate solutions to hypothetical problem situations and consider the possible consequences of their decisions. The I Can Problem Solve program is a Blueprints Promising Program and so is included in this paper.

Another Blueprints Promising Program is the 40-year-old **Perry Preschool Project** which has demonstrated that preschool can help decrease violence affecting youth among low-income, urban children. Perry Preschool was the basis for Head Start and the recent attention to early childhood education. Perry Preschool also served as the foundational evidence for current universal preschool drives in Georgia, Florida, California, and other states and so is included in this paper.

Mental health violence prevention programs

Most people with severe mental health problems, for example those with two of the most well known psychotic illnesses – schizophrenia and manic depression, are not violent and the stigma and popular link between mental illness and violence has done significant harm. At the same time, there is a direct and reciprocal relationship between mental health problems and violence. On the one hand, mental health problems are a significant risk factor for violence in some cases, especially when allowed to go untreated and even more so when jails and prisons become the holding areas for people who need mental health services. On the other hand, experiencing or witnessing violence can contribute to

mental health problems, especially post-traumatic stress disorder. And related disorders stemming from witnessing and experiencing violence. A 2001 report by the U.S. Surgeon General on youth violence argued that the prevalence of mental illness among violent youth is significantly higher than the prevalence of mental illness among non-violent youth.[43] According to this report, surveys conducted by the State of New York and the City of Denver both demonstrated that serious violent offenders were at least twice as likely to suffer from mental health problems as either non-violent offenders or non-offenders. Among violent youth offenders, the rate of mental illness was 28 percent; however, non-violent youth offenders demonstrated mental health problems at a rate of only 13 to 14 percent. Similar studies in the U.S. and New Zealand have shown that for both young and middle-aged adult populations, the greatest risk factor for violence stems from a combination of mental illness and substance abuse. In many cases, substance abuse and mental illness co-occur in part because the substances are the way that people experiencing sever distress 'self-medicate.' It is easy to see why someone experiencing the anxiety of a violent history would be among those most likely to face both mental health and substance abuse concerns.

Mental health violence prevention programs recognize the intrinsic relationship between good mental health and preventing violence; these programs are primary violence prevention It is now well established that children who grow up in violent homes or communities may suffer lasting psychological harm. Therefore, it is important to consider the general effects of exposure to violence (domestic and community) as well as the particular characteristics of domestic violence and the reasons it may be particularly damaging to children.

Children exposed to violence learn at an early age that the world is a dangerous and unpredictable place. Their natural curiosity about exploring and moving out into the world is affected. Children who witness violence come to see the adults in their lives as unable to protect them (can be parents and/or police). They believe they must take responsibility for keeping themselves and their loved ones safe, a prospect that causes great anxiety for children. Children who witness violence experience overwhelming helplessness in the face of trauma. This helplessness leads to feelings of incompetence and worthlessness. When children feel helpless and terrified, they may turn to aggression and hostility as a means of feeling more powerful and less vulnerable.

Recent research focuses on changes in the physiology of the brain due to exposure to trauma. Preliminary evidence suggests that if a child is exposed to chronic stress or trauma, the brain's functioning is changed. This exposure to violence at a young age is particularly concerning because of these neurobiological changes that may occur. Traumatizing experiences may over-stimulate the neural pathways that control the fear response, leaving children in a permanently heightened state of fear or anticipation, even in the absence of traumatizing stimuli. This can affect children's abilities to learn. They may have difficulty focusing and concentrating in school. They are easily distracted. These are all symptoms of Post Traumatic Stress Disorder (PTSD).

When looking at the definition of trauma we can see how exposure to domestic violence may be particularly damaging. Trauma is understood to be "an event or situation that

involves actual or threatened death or serious injury, or a threat to physical integrity of self or others." The degree to which trauma impacts the developing brain depends on several factors: the severity of the trauma, the duration of the event/experience, the proximity to the event, the age at which it occurs, the relationship to the perpetrator, and the presence/or absence of protective factors such as a dependable, caring adult. Children who live with violence in the home are taught to keep it a secret, thereby increasing feelings of profound helplessness. These children are typically exposed to the violence for many years (it takes a victim an average of seven years to leave a violent relationship). Children's disturbance is heightened by the fact that the perpetrators are often their fathers, creating confusion, attachment problems, feelings of abandonment and anger. For these reasons, exposure to parental relationship violence is considered to be a significant risk factor for later involvement with violence.

According to Dr. Bill Carter, former Deputy Director of the California Institute for Mental Health, "We need to re-conceptualize our understanding of mental health. It is not distinct from domestic violence, substance abuse, etc. These risk factors are not often viewed as mental health issues but they are. We have to incorporate questions about bullying, firearms, family alcohol and drug use into screening materials."[44]

To screen for exposure to community violence among students, the Los Angeles Unified School District uses a 10- week school-based counseling intervention called the **Cognitive Behavioral Intervention for Trauma in the Schools (CBITS).** CBITS is a skills-based group intervention to treat symptoms of Post Traumatic Stress Disorder PTSD, depression, and general anxiety among children ages 10-15 exposed to community violence. Designed for use in schools by school-based mental health professionals who receive training and ongoing supervision from a local clinician, CBITS was developed in close collaboration with school staff and administrators to alleviate behaviors that interfere with learning and regular school attendance. CBITS has been implemented in elementary and middle schools across the country, with bi-cultural and bilingual students (Spanish, Russian, Armenian, and Korean) and multicultural urban and rural populations, including Native American adolescents. It consists of ten group sessions conducted once a week in the school setting and includes education about reactions to trauma, skills in relaxation, cognitive therapy; real life stress or trauma exposure. It also includes one to three individual sessions, two parent sessions, a teacher education session, and case management services as needed. The program has been studied extensively and has been shown in a randomized control trial to reduce PTSD symptoms and depression. This program is included in this paper because of its focus and unique implementation.

Identifying and treating children exposed to parental relationship violence gained more attention in the early 1990's. Following the leadership of the Family Violence Prevention Fund and the pioneering work of the **Child Witness to Violence Project** at Boston Medical Center in 1992, more medical centers have developed programs aimed at healing children exposed to intimate partner violence. For example, the **Living in a Nonviolent Community Program (LINC)** program run by the Department of Pediatrics at the University of California, San Francisco was a response to high levels of family and

community violence in its patient population and local neighborhood. LINC is a systematic and comprehensive program that addresses the needs of children who witness IPV. LINC is now a program of the UCSF National Center of Excellence in Women's Health in partnership with Department of Psychiatry at San Francisco General Hospital with its central mission being to reduce the incidence of IPV and its impact on children, youth and their families. These programs are included in this paper because they were mentioned in interviews and are pioneering programs of their type.

Intimate partner violence and sexual violence prevention programs

Most intimate partner violence and sexual violence prevention and intervention organizations nationally emerged as an element of the advocacy of the women's movement and began by helping victims of IPV and of sexual violence (see **Figure 1** for milestones in the movement). The first priorities in IPV were responsive with hotlines, shelters and safe places, and for sexual assault victims support to help them through their trauma and to ensure they were not 'revictimized' by the legal and medical systems. Programs formed to help achieve these results and when they looked at the broader community environment, they focused on laws about punishment and the practices by which these laws were (often were not) enforced. They also focused on expanding the funding base for their work, aiming to make it an important part of an overall criminal justice approach.

Efforts to stop IPV and sexual violence from occurring in the first place focused on a number of strategies. One strategy was to break through the silence and denial shrouding these "taboo" subjects and build community awareness, acknowledgement and outrage. Examples include "Take Back the Night" marches and campaigns such as the "Clothes Line Project" aimed at amplifying the voices of survivors. Another strategy was to improve women's sense of individual and collective empowerment to know the warning signs of potential abuse, to leave abusive situations, and to build family and community support for women's ability to do so. For example, feminist self-defense training for women and girls helped to build emotional and physical skills to not only assert one's physical right to safety, but also to assert oneself verbally. A third strategy was to conduct public education campaigns and workshops for young people through schools aimed at challenging sexual violence and IPV-supportive myths and attitudes, including the notion that violence is the victim's fault, and to develop empathy for the harm caused by physical, emotional and sexual harm in the context primarily of family and intimate relationships.

Yet most of the emerging funding for these groups came from the justice system with small amounts earmarked for prevention. Primary prevention was seen as changing men's attitudes and behaviors and the barriers to doing so made it seem that a primary prevention effort would simply be transferring resources from a focus on women to a focus on men. Another strain of prevention efforts that emerged with justice funding was offender treatment programs. Many of these programs started with a dual goal of helping men who have been violent from re-offending as well as changing the social norms and

conditions that fostered men's violence. Yet in the 30 years since their emergence, they too, became more and more clinically focused and less and less social change focused.

Hamish Sinclair, founder and Executive Director of **manalive** based in San Francisco CA**,** describes the times. "The growth of the women's shelter movement gave strength to its intense pressure on state and national legislatures to change the laws governing justice system responses to domestic violence. By 1991 in California men now faced arrest, prosecution, and sentencing for acts that had never before been considered crimes. We therefore, designed a de-briefing program for men as if they were veterans returning from a war for which they had been trained to fight. We (Marin Abused Womens' Shelter) took the approach to warn men of the change in the political climate and subsequent changes in laws and to encourage them to support these changes in their own interest. As the MAWS Men's Program stabilized and matured, manalive Violence Prevention Programs spun off as a separate entity to field and service the many requests for program information and trainings."[45]

Intimate Partner Violence-focused programs
Manalive subsequently came to combine secondary and primary IPV prevention. It is called *"manalive"* to reflect its social activism intent and is an acronym for Men Allied Nationally Against Living In Violent Environments. manalive emphasizes men being alive rather than dead inside the male-role shroud. At manalive, the source of violence is viewed as the belief system. It is not a clinical issue or an issue of social aberration. "Our first premise is to stop social violence. Our premise is not to treat an individual; we *teach* men to become part of a community to stop violence. We work with those already violent to change their belief system, and then build social systems of peers who pass the word. We have a perpetrator who has the problem (male violence) but now has a new belief system (understanding of male role behavior that causes violence), go into the centers where the problem exists (jails) as an antibody. Peer re-education is development of social antibody for the violence."[46] manalive's curriculum is a core element of the innovative Sheriff's Department Resolve to Stop the Violence Project (RSVP) in San Francisco, where offenders, victims and community members are changing behaviors and belief systems that fuel and promote violence. This program is included in this paper because it was mentioned in interviews and was one of the first of its type.

At **SafePlace** in Austin TX, the Expect Respect program grew out of the interest in expanding from the shelter to the community and the program has quickly emerged as an important national model. SafePlace engages all members of the school community in preventing dating and sexual violence. Founded in 1988 in response to school counselors' requests for support for girls in abusive dating relationships, it has grown to involve girls and boys in counseling and support groups, leadership training, and a youth theater company. The Expect Respect program led the community in providing accessible services to children and youth who have been hurt or exposed to violence. The program has helped students who may otherwise have gone unnoticed, those sitting quietly in classrooms, but nevertheless unsafe when they return home in the afternoon. Because of the social isolation that often accompanies family violence, these children have little opportunity outside of school to speak to adults who can help. The tragic on-campus

murder of a female student by her ex-boyfriend increased the entire community's awareness of dating violence and resulted in a school district policy to reduce teen relationship violence, sexual harassment, and bullying. According to Barri Rosenbluth, Director of School Based Services for SafePlace, Expect Respect is successful because the program's services work "at many levels of prevention simultaneously by supporting youth in healing from past abuse; raising expectations for equality and respect in relationships through classroom curriculum and groups; enhancing safety on school campuses; and promoting youth leadership." This program is included in this paper because it was mentioned in interviews and is recognized as a pioneering program of its type.

Sexual Violence-focused programs
The primary prevention approach to sexual violence rests on the knowledge that it is a learned behavior that can not be learned in the first place, thereby making it preventable. Such learning occurs not only in schools and in families but through overall community norms. Sexual violence is often difficult for people to talk about and address but several programs around the country are taking on the challenge of not only responding to such violence when it occurs, but also preventing it.

The **Pennsylvania Coalition Against Rape (PCAR)** has been getting many people from many sectors across the state to address sexual violence. In fact, many of those people are men. According to, Jan Baily, Interim Director of PCAR, "in 2001 we began to change the dialog realizing it was no longer a women's issue, but a human issue. We launched the *Men Against Sexual Violence Signature Campaign (MASV)* that became a model. We brought in police, colleges, military who developed curriculum and toolkits for young men in college. They also trained rape crisis staff on how to work with male victims. The key here was a statewide commitment from men who were able to take the work back to local communities to change systems at their centers or organizations. This is social change." This program is included in this paper because it was mentioned in interviews and is well-known in the field for it services and approach.

The Strength Campaign at **Men Can Stop Rape (MCSR)** in Washington D.C. is a nationally and internationally successful educational outreach programs to raise awareness of sexual and other violence in youth dating relationships and highlight the vital role young men can play in fostering healthy, safe relationships. Organized around the theme line, "My Strength is Not for Hurting," the campaign emphasizes how men can be strong without using intimidation, force, or violence. The campaign posters convey a fresh look and emphasize young men taking positive action in public spaces with women and other men. The campaign's positive images also counter false myths and stereotypes about men of color as perpetrators of violence.[47] This program is included in this paper because men are involved in changing community norms through community education.

While the majority of sexual violence does not occur within the lesbian, gay, bisexual and transgender communities, sexual violence does occur within LGBT communities and LGBT people are often targets of sexual violence based on their sexual orientation and gender identity. **Wingspan** in Tucson AZ is a lesbian, gay, bisexual and transgender

(LGBT) community center that works to promote healthy sexuality and prevent sexual violence affecting LGBT communities. For example, Eon, a youth program offered through a collaboration among Wingspan, Pima County Health Department, Southern Arizona AIDS Foundation and CODAC, reached 136 youth in 2004 through monthly sexual health workshops. Behavioral health staff and youth advocates facilitate workshops in which relationship dynamics is a frequent discussion topic of choice. Peer support is combined with information about sexual health and activities to build communication and negotiation skills in sexual situations. Seventy-four percent of youth participants reported they felt "more comfortable talking with their sexual partner(s) since becoming involved with Eon." This program is included in this paper because it focuses on an underserved population.

Others are trying to build a framework for addressing child sexual violence. Frances Henry at the Global Violence Prevention Advocacy Project, has struggled with the question of what would be required if we had primary prevention of child sexual abuse. "I've had the concept of "sexual integrity" for some time; that is, in order to do primary prevention we need to uphold a value to give it its spine. It could be 'sexual integrity'. A framework for knowing what knowledge people would have, what attitudes they would hold, and what behaviors they would demonstrate if we have 'sexual integrity'".

Educational campaigns such as V-Day, promote local creative events to generate attention to and raise funds for stopping violence against women and girls, with a major focus on IPV. In 2005 there were 1120 V-Days around the world and 2300 productions of *The Vagina Monologues* over the course of three months. V-day supports local events through larger-scale productions, films and PSA campaigns involving major celebrities, and has raised over 30 million in eight years.

One innovative example of applying a project focused on a different topic to sexual violence prevention is Safe Rides**,** a program started in the State of Washington and is now in many high schools across the country, where teens are provided rides home by other teens so that they do not feel they need to drive to get home when drunk. In some cases this program was expanded so that girls were informed they had the option to call for a free ride when they were fearful of their date but would tend to get in the car because they needed to/expected to get home. It should be noted however, that this type of program focuses on individual responsibility and prevention of victimization rather than the prevention of perpetration and does not aim to change sexual violence prevention norms, although it may foster new norms of community responsibility.

Recently, especially with CDC's Injury Center emphasizing the primary prevention of rape in its recent funding to states, more primary prevention efforts are emerging. For example, the CDC recently funded initiatives with the American Academy of Pediatrics, the Forensic Nurses Association and the Association of College Health programs to foster rape prevention activities through their associations and among their membership.

The re-emergence of primary prevention in intimate partner violence and sexual violence
A number of factors have helped to catalyze a re-emergence of focus on prevention. On the one hand, there is growing recognition that criminal justice responses, in their current configuration, including mandatory arrest laws, tougher sentences, treatment programs, and monitoring of sex offenders, have important value but are not succeeding in deterring IPV and sexual violence nor in many cases, preventing recidivism. At the same time, public health leadership emerged in the last 15 years to address all forms of violence as preventable health problems. Tragedies like the shootings at Columbine served to focus attention and foster momentum to address violence among youth. The growing recognition that traumatic experiences such as witnessing IPV at home and/or experiencing sexual violence as a child are risk factors for future perpetration and victimization, have helped to bring attention to issues like bullying, sexual harassment and dating and sexual violence. Finally, as public recognition of IPV and sexual violence has reached increasing heights, the call for more effective prevention programs has also grown. More than ever, and due largely to the over 30 years of advocacy and awareness efforts, there is greater understanding of the widespread nature of IPV and sexual violence and the incredible cost to victims and society as a whole.

Yet, the evolution of prevention efforts is still in early stages. The past 5 years have been a stage of learning and experimenting and bringing together the "movement" and primarily public health. Not unlike many other fields, including chronic disease prevention, the majority of prevention efforts are educational strategies. The majority of professionals driving the field now have backgrounds in clinical interventions and systems change on the after the fact side, and not necessarily the skills or background in comprehensive/environmental approaches to primary prevention. A great deal of the focus of national thought-leaders in IPV are focused on refining the after-the-fact response to IPV, particularly on making the criminal justice system more fair and accountable, or developing new models of restorative rather than punitive justice approaches. Researchers and leaders focused on IPV within communities of color and immigrant communities have emphasized the lack of appropriate response by the criminal justice system to their community needs, the negative impact of incarceration. For example, the Institute on Domestic Violence in the African American community has a program called *Safe Return Initiative: Issues in Addressing Domestic Violence Among Men and their Families the Penitentiary to the Community*.

Recognizing that collective responsibility and community accountability are also needed in addition to services and criminal justice system, some organizations are moving to develop new intervention/accountability models that foster notions and practices of community accountability. Creative Interventions, a recently established organization, seeks to bring knowledge and power back to families and the community to resolve family, intimate partner and other forms of interpersonal violence at early stages and multiple points of abuse. It offers resources for collective, creative, and flexible solutions, breaking isolation and clearing the path towards viable and sustainable systems of intervention.

At the same time, those in public health are often new to the specific dynamics of IPV and sexual violence and are unfamiliar with how public health approaches to violence and safety might apply to dynamics of emotionally charged violence entrenched in social norms and the core of a community's values. Approaches to changing the physical environment that are successful in preventing unintentional injury or promoting physical activity provide clues but not clear answers for changing the social environment in which IPV and sexual violence are rooted.

Community education and engagement
Recognizing the limitations of educational strategies that target groups of women and/or men for presentations, workshops and educational messages, some organizations are moving toward more ongoing models of community organizing and engagement. For example, the San Francisco Department of Health funds community action teams charged with working at the grassroots level to engage community members in ongoing dialogue and action to prevent IPV. Raksha, a South Asian organization in Atlanta Georgia, engages South Asian residents in the Atlanta metro area in community dialogues, artistic performances, leadership training and community awards ceremonies to build community engagement and investment in changing community norms that condone IPV and foster norms of mutually respectful non-violent relationships, healthy sexuality and gender equity. The Asian Pacific Islander Institute on Domestic Violence has created a community engagement continuum model and training curriculum and is helping local groups throughout the country expand their prevention efforts. Such approaches appear to work best in highly organized communities in which there is established trust, motivation and incentives for community members to engage in a longer term effort with a local agency. In the case of Raksha, the fact that the agency also assists community members on issues of immigration, and other identified community needs serves as the foundation on which to engage members to address IPV.

Social norms change/organizational practice change
National organizations like the Family Violence Prevention Fund have focused on changing social norms related to IPV. Their well-funded and developed media campaigns and efforts to engage celebrities and sports figures have helped to bring focus on the role of men in changing unhealthy norms about masculinity and on the importance of changing the practices of institutions like health care systems and businesses/work places to both improve responses to as well as prevent IPV. Coaching Boys into Men campaign engages coaches (*see more about The Family Violence Prevention Fund below under Public Awareness Campaigns*).

Culturally specific approaches
Recognizing that dynamics of IPV as well as effective prevention approaches need to resonate with the specific cultural norms of communities – youth, young adult, adult, elder, same sex as well as cultural communities – African American, Latino, etc. as well as Native communities (cultural as well as jurisdictional issues), a focus in many communities is in developing culturally or community specific approaches. These approaches focus on building leadership from within communities to address IPV, linked to other community issues and needs. Examples of these types of programs include MEE

productions (African American/youth), Ramsey County Hmong peace initiative, CUAV/LOVE & JUSTICE Project, Homey (looking at inter-related forms of violence affecting youth in a community-specific context) and Mujeres Unidas (IPV prevention and economic empowerment for Latinas).

CDC funded DELTAs
CDC is working to better understand the developmental pathways and social circumstances that lead to this type of violence. In addition, the agency is helping organizations evaluate the effectiveness of existing programs to reduce both victimization and perpetration. Federal legislation was passed in 1994 to support the work of Coordinated Community Responses (CCRs) addressing IPV at the local level. US Code Title 42, Chapter 110, Section 10418, *Demonstration Grants for Community Initiatives* funded nonprofit organizations to sustain IPV intervention and prevention projects, or CCRs, in local communities. A CCR is an organized effort to prevent and respond to IPV. CDC funds state-level domestic violence coalitions to provide prevention-focused training, technical assistance and funding to local CCRs. A local nonprofit organization serves as the fiscal agent and receives DELTA funding to support the local CCR's adoption of primary prevention principles and practices. CCRs integrate prevention strategies through increased cooperation and coordination among participating sectors.

Given the emerging/experimental nature of current IPV primary prevention efforts, leaders are grappling with how to best use resources and structure initiatives. Efforts to provide ample funding for a few projects to develop comprehensive efforts is important to give enough resource for training, learning, implementation, evaluation, etc., with a focus on sustainability through policy/practice change. These sites can then serve as demonstrations or models for others.

Coalitions and Collaborations
Coalitions will not in and of themselves reduce violence, but they can be potent tools in creating community change. Many of the initiatives and programs described in this paper participate in collaborations, but others that also stand out are led by the faith community or survivors of violence and are noteworthy.

The "**Not Even One**" campaign, a faith based campaign, began as a response to the rising rates of youth violence in the 1980s when many public health practitioners began calling for action to reduce youth homicide rates by 80%. However, many ministers and other leaders in the faith community asked the question, "Why only 80%? What about the other 20% of victims? For public health a significant reduction would be success but for a minister and his/her congregation any unnecessary death is unacceptable." This is the central premise of the Not Even One program, which is housed in the Carter Center in Atlanta, Georgia. Not Even One developed pilot sites in Atlanta, across New Mexico, and in Compton, California. The project brings together representatives in public health, law enforcement, education, business, and firearm victims to use public health research methods to review firearm related deaths of youth in their communities and identify strategies that could have prevented these deaths. The findings are then shared with

community leaders and local agencies to help prevent similar deaths in the future. For example, if a youth was killed between the hours of 3PM and 6PM and was unsupervised at the time, participants might suggest widespread after-school programming to ensure that more young people are engaged in structured, supervised, and enriching activities. This program is included in this paper because it was one of the first community-based youth violence prevention campaigns to organize the faith community.

Another example of a faith based program is **Kehilla Community Synagogue** in Piedmont CA. Kehilla developed and adopted, "Policy Guidelines on the Prevention of and Response to Abuse," to address sexual assault, sexual harassment, domestic violence, child abuse, elder abuse, abuse of dependent adults, abuse of people with disabilities, and clergy misconduct. This program is included in this paper as an example of organizational practice change in addressing intimate partner violence and sexual violence.

Community-based **Family Justice Centers**, pioneered by California District and City Attorneys, are examples of collaborations that work for systems change. A Family Justice Center is a comprehensive public safety center with co-location of coordinated, multi-disciplinary services for victims of family violence and their children. A Family Justice Center is designed to bring family violence professionals such as community and shelter-based advocates, law enforcement officers, prosecutors, probation officers, victim assistance program advocates, forensic medical professionals, civil attorneys, chaplains, and others together in one location to provide public safety services to victims of family violence and their children. There are fifteen centers nationwide. As noted by Jeff Edleson of the Minnesota Center Against Violence and Abuse, "primary prevention of domestic violence is an opportunity to think about co-occurring forms of violence and how a prevention strategy may impact multiple forms of interpersonal violence."[48] This program was included in this paper as an emerging multi-sectoral response to family violence.

Minnesota is the home of two networks of violence survivors. The **Survivors Network Minnesota (SNMN)** is a volunteer self-help organization of survivors of sexual abuse and their supporters. They work to end the cycle of abuse by supporting one another in personal healing and pursuing justice and institutional change by holding individual perpetrators responsible and their organizations accountable. Through the stories and actions of survivors, they work to bring healing and justice. Specifically, they reach out to survivors, their families, and supporters; they build mechanisms to support the life-long journey of personal healing including individual contact, peer counseling, support groups, written and web based information and materials. Although their work is primarily intervention and support, they also do prevention work-- through education and advocacy to change the structure and culture of abuse in families, organizations, institutions and society at large. This program is included in this paper as a reminder that survivors can contribute to violence prevention efforts.

Similarly, **The Survivors For Violence Prevention** national network provides support to people who have lost family members to violence of all types. The Network holds

regional meetings and conferences and a national conference annually or bi-annually. One of goal the Network is to support family members with the understanding that comes only from other survivors. Another goal is to advocate for the kinds of prevention changes that reduce the likelihood of these violent events happening to others. Other advocacy collaboratives with similar goals includes the **Million Mom March,** a project of the Brady Campaign to Prevent Gun Violence. The Million Mom March is a national network of 75 Chapters around the U.S. that work locally, yet stand together, in their fight against gun violence and the devastation it causes. These programs are included in this paper as reminders that survivors can contribute to violence prevention efforts.

Training and Leadership Development

Professional, practitioners and community based leaders often struggle with how to effectively address primary prevention of violence and without training or technical assistance new initiatives consistently make similar mistakes. Some of the most common pitfalls can usually be identified as follows: (1) failure to define the jurisdiction of the program within the community; (2) lack of planning and/or coherent strategy; (3) resource spreading; (4) isolation from like-minded programs and advocates; (5) lack of political will for long-term or far-reaching change; (6) lack of understanding of prevention; (7) a tendency to focus on after-the-fact solutions and secondary prevention; and (8) poor implementation. Although overcoming such concerns often lacks sufficient financial support, several notable programs have been created that offer training and leadership development to provide assistance.

The **Institute for Community Peace (ICP)** based in Washington, D.C. is leading a national movement for community peace. ICP promotes a safe, healthy and peaceful nation by mobilizing community resources and leadership to support strategies that emphasize civic empowerment. ICP, formerly known as the National Funders Collaborative for Violence Prevention is a stand alone non-profit that was formed by leadership of some of the U.S. foundations most involved in violence prevention. It partners with communities and facilitates their movement toward community peace and away from inaction over social problems. ICP began with about a dozen pilot communities across the U.S., many of which were supported by local community foundations. ICP builds the capacity of a nationwide audience of practitioners, trainers, evaluators, funders and policymakers to promote community peace. The Institute translates lessons from practice and research and nurtures their application through training experiences, technical assistance, publications and information and referral services. The goal of the cultivation work is not simply to increase awareness among practitioners and other stakeholders, but to build their capacity to apply what they have learned. They are skilled at creating ongoing peer networks of learning and support. This program is included in this paper because it was mentioned in interviews and for its national focus.

Prevention Connection, funded by the CDC, is a national project of the California Coalition Against Sexual Assault with Prevention Institute. The focus of this training is the prevention of sexual assault. Prevention Connection builds the capacity of local, state, territorial, national and tribal agencies and organizations to prevent violence against

women. Since March 2005, Prevention Connection has reached over 1,000 participants with tools and skill-building on topics such as changing norms and underlying determinants related to violence against women, developing integrated community strategies, and fostering strategic partnerships. The free training occurs on-line, thus making it accessible to a wide variety of providers. Prevention Connection partners include the California Department of Health Services, the Communities Against Violence Network, the National Electronic Network on Violence Against Women, and the National Sexual Violence Resource Center. This program is included in this paper because it is a federally-funded effort that builds organizational capacity.

In an effort to maximize the benefits of both face-to-face and distance models, the Harvard School of Public Health, Prevention Institute, and the Education Development Center developed, implemented, and evaluated **Partnerships for Preventing Violence (PPV)**, an innovative, 6-part satellite training series on the public health approach to violence affecting youth. PPV uses a unique hybrid methodology that combines local, face-to-face facilitation of community collaborative leaders by trained experts with satellite training for a much broader set of community partners. PPV trained over 14,000 people, generated youth violence prevention activities across the country and created a national cadre of youth violence prevention leaders. Major skill-building components include forming effective coalitions, developing comprehensive primary prevention strategies, and implementing effective violence prevention programs. The project emphasizes leadership development and has served as a catalyst for local initiatives across the country. This program is included in this paper because it is a federally-funded effort that builds organizational capacity.

Public Awareness Campaigns
Public awareness campaigns are seen as a way to raise issues in a new light and potentially to change norms. As Jan Bailey of PCAR states, “public awareness campaigns can be very powerful, they are important but expensive”. Further, some believe that with sexual violence these campaigns may help break the isolation. However, even with the best campaigns there are questions about impact and whether these types of campaigns have demonstrated changes in behavior. The **Family Violence Prevention Fund (FVPF)** based in San Francisco CA is a national leader in policy advocacy to end violence against women and children and to promote awareness among the healthcare community of the health impact of intimate partner violence. They arguably have the highest profile of any family violence prevention group and have worked with groups like the Ad Council to raise awareness of their concerns across the U.S. Much of their work has been national, including a key annual conference to bring together advocates from across the U.S. to discuss how to best advance family violence prevention. While they do not identify youth as a key group, per se, their work certainly takes young people’s needs into account. FVPF has also been an important resource for advocates in other parts of the world. FVPF is one of the best known organizations of its type in the country, and so is included in this paper.

Debbie Lee, Managing Director of FVPF, says “we have been raising awareness through public education campaigns to make the cultural shift for fifteen years—trying to change

public opinion and engage the public. We need niche campaigns, and we need to fund people to organize locally around them: to promote them, to get free media access, to put their local telephone number on them. It's the repeat messaging that is so important." The FVPF has launched a number of campaigns to reach young people. FVPF's newest campaign, Coaching Boys to be Men, evolved by asking men if they would talk to other men about their violence. They said no, but they would talk to boys. FVPF is now working to get the tools and training into the hands of adults who touch the lives of boys. Debbie Lee goes on to say, "Prevention is using mentors who know how to address violence as an issue – it is not a curriculum. Its about integrating life's lessons as we engage with kids. It's about being prepared for that teachable moment whether you are a coach, teacher, or parent."

The FVPF plays a key role in policy development nationally. FVPF is currently working state level legislation that would create partnerships among law enforcement officials, service providers, and domestic violence and child abuse prevention organizations to create a system of prevention and interventions to stop family violence before it starts and to develop a more collaborative criminal justice and support system response when it occurs. Their vision spans different types of violence. FVPF points out that it is often the same individuals perpetrating domestic violence, child abuse and sexual assault against their partners and children, costing the state billions of dollars each year in victim services, including health care and mental health costs, and criminal justice response costs for the incarceration of juvenile and adult offenders. A key element of the legislation would be the support of home visitation with support & education for pregnant and parenting teens.

Overarching Issues

Based on our interviews with national researchers, program staff, advocates, and Prevention Institutes' own perspectives, a number of overarching issues emerged. Clearly at this point there is a vacuum in terms of broad-scale support for violence prevention. The California Wellness Foundation continues to undertake some efforts, but far less than in the previous decade. The Robert Wood Johnson Foundation could play a significant role in supporting necessary prevention efforts and in advancing the field.

1. Strategy development is needed to ensure maximum effectiveness.

The complexity of violence underlies the need for a strategic approach, which is the key to determining priorities, maximizing discrete efforts and ensuring that they build on each other. The term strategy refers to an analysis of the issue, delineating a final goal, defining what steps need to be taken and by who, and finally, executing the plan. It leads to better outcomes by promoting approaches that are well coordinated, responsive to local needs and concerns, and build on best practices and existing strengths. Further, the *process* of strategy development builds a shared understanding and commitment and enables participants to work out the relationships needed to enhance the likelihood of success.

There are different kinds of strategy development processes. As previously mentioned, the *Spectrum of Prevention* can be one tool to help think through the range of multi-faceted action necessary for success. **Box 1** is provided as a sample of the range of activities that could be developed to prevent intimate partner violence. It was excerpted from a chapter called *Before it Occurs: Primary Prevention of Intimate Partner Violence*.[49] Another way to think about strategy is being developed by UNITY (described under the section on comprehensive government-led initiatives) to delineate key elements of a roadmap for urban youth violence prevention. The initial elements are delineated in **Box 2**. They are based on numerous years of experience working on violence prevention among UNITY team members and will be further developed by the UNITY team and vetted with members of the UNITY National Consortium and representatives of the largest cities in the U.S.

2. Infrastructure for preventing violence that affects youth is vital .
Since no one program can be all-encompassing, there is great value in multi-component initiatives. In fact, violence prevention efforts "require a comprehensive effort from all segments of the community, beginning with the individual and involving education, community action, social support, and competency building."[50] This requires the appropriate infrastructure, including support for staffing; ongoing coordination and collaboration; and improved data systems to enhance access, facilitate data sharing, and answer questions that will promote the most effective violence prevention efforts. While these are critical, they are rarely adequately funded which minimizes effectiveness.

3. Violence prevention programs should have certain key characteristics.
Some important program characteristics emerged through interviews and in our own thinking when considering the primary prevention of violence (see **Box 3**). Many of these characteristics are often forgotten in program development although they greatly contribute to the success of programs. For example, primary prevention programs should strive to both reduce risk factors and increase resilience factors.

4. Training initiatives would enhance violence prevention skills.
Practitioners, service providers, program directors and elected officials need skills to prevent violence. Cross-disciplinary training builds a common language, fosters understanding about different roles, and builds necessary skills. Training topics should include a public health approach to violence prevention, risk and resilience factors, interdisciplinary collaboration, behavioral and gender norms, best and promising practices, violence-specific topics (e.g. sexual assault, gang violence, etc.), advocacy, working with the media, engaging youth, community engagement, and leadership development. An overall training approach could include a combination of in-person and distance learning opportunities.

5. Similarly, technical assistance would strengthen the field.
Communities and providers grapple to harness their strengths and capacities to develop effective initiatives and achieve the success they set out to attain. They want to know about best practice. Technical assistance can be a valuable component to help them overcome barriers to success which include, though are not limited to a lack of a focused,

shared vision; lack of knowledge and skills to change community environments and norms; challenges related to building multidisciplinary partnerships and collaborations; and challenges in putting it all together in context, which are detailed in **Box 4**. There are also elements specific to violence prevention, such as developing effective strategies (see Box 1 , *Spectrum of Prevention*), implementing effective violence prevention programs, engaging youth, and advancing the elements of the violence prevention roadmap (see Box 2, UNITY City Roadmap).

6.Support for the primary prevention of violence affecting youth and intimate partner violence must be prioritized.

Violence is among the leading causes of death for many in urban populations and many more are affected by it with the loss of family members and living in fear on a daily basis. However, we have not given adequate attention or resources to the issue. Making prevention a bigger priority would not only reduce needless suffering, but also would support a number of other positive outcomes, including improving academic success and work performance, reducing the costs associated with after-the-fact interventions, such as in the criminal justice system, and reducing fear for residents in households and neighborhoods with violence and communities in general. For the most part, the general public, elected officials, and young people alike understand what contributes to violence. However, when it comes to knowing what to do about it, people tend to feel overwhelmed and hopeless, which contributes to inaction and a lack of support for violence prevention. Leadership is needed in helping people better understand what constitutes effective violence prevention and in building more support for preventing violence.

7. Appropriate evaluation is key.

Evaluation is a critical component of ensuring that efforts are effective and addressing the identified need; therefore adequate resources should be put into evaluation efforts. Good evaluation will increase the viability of programs and approaches by demonstrating effectiveness and establishing credibility. Those responsible for assessment need evaluation guidelines as well as technical assistance and resources to conduct evaluations. In developing evaluation guidelines, the appropriate level of resource should be considered. For example, proven programs need only be evaluated for fidelity and fiscal management, while new programs need more scrutiny to ensure they are achieving the desired outcomes. Finally, evaluation methodology has not caught up entirely with the understanding that violence prevention efforts must be comprehensive to be effective. To the extent possible, evaluation should consider the overall context and not demand only linear programming.

8. The research and knowledge base for preventing violence that affects young people must be furthered.

The very nature of effective violence prevention – multi-faceted and comprehensive – makes research and evaluation comprehensive. But with a growing cry for evidence based efforts, and to ensure that limited resources are being directed in the most appropriate ways, there is a need to support and develop research efforts that reflect and capture the nature what works, including capturing the wisdom of practitioners,

community engagement, and how to change environments and norms in support of safety and violence prevention outcomes. Deborah Prothrow-Stith, a violence prevention researcher at the Harvard School of Public Health said to a leading group of violence prevention researchers, “I am humbled by the fact that as researchers, we would have declared the civil rights strategy of African Americans sitting in the front of the bus, ineffective.” She went on to assert the need to capture and understand the range of elements that contribute to a tipping point for youth violence prevention.

Also, while primary prevention efforts have been well established in traditional youth violence prevention, they are less established in the areas of dating and sexual violence. Convening forums, commissioning papers, and funding pilot initiatives to advance the work could support conceptual development and the knowledge base in this area.

9. Efforts must emphasize sustainability.

Violence prevention efforts should be sustainable over the long term. The instability of funding is a common cause of program failure. Instability of school funding is a problem, particularly with the focus now more on reading and math. Sustainability is also the biggest challenge facing programs such as street-level programs and rapid response to violence (i.e., Boston and Chicago *Cease-fire* programs). There were many programs developed in the late 80’s and early 90’s which disappeared with a decrease in funding across the country. Sustainability requires a committed strategy to funding and supporting efforts to sustain violence prevention, through supporting meaningful sustainability planning of grantees, supporting more sustainable funding streams at federal and state levels, and developing business sector engagement in the issue.

Box 1: The *Spectrum of Prevention* and Sample Intimate Partner Violence Activities

Levels and Definitions	IPV Prevention Activities
Strengthening individual knowledge and skills *Enhancing an individual's capability of preventing injury or crime*	• Training for teens to promote healthy dating • Home visitation by public health nurses[51]
Promoting community education *Reaching groups of people with information and resources to promote health and safety*	• The Family Violence Prevention Fund’s Coaching Boys into Men campaign promotes positive examples of male behavior such as respect[52] • The *Five in Six Project,* based in Cape Town, South Africa uses a social norming approach to convey to men the fact that five in six men that are not violent with their partners, questioning the assumption that ‘everyone is violent’
Educating providers *Informing providers who will transmit skills and knowledge to others*	• Training journalists to frame coverage on IPV as a preventable problem[53] • *Take it to the Village:* Prevention training for native and non-native healthcare practitioners in isolated Alaskan villages[54]
Fostering coalitions and networks *Bringing together groups*	• CDC's DELTA program (Domestic Violence Prevention Enhancement and Leadership Through Alliances) encourages including non-traditional partners e.g. the faith community, civic and men’s organizations, the media and business to

and individuals for broader goals and greater impact	coordinate community response (CCR) efforts to address primary prevention[55] • Men Can Stop Rape has a 50/50 club to help fund the organization through 50% of contributions from women and 50% from men, recognizing that we must *all* work together to end violence[56] • "Give emergency rooms a larger say in prevention"* • "Mobilize artists to work to prevent violence"* • "Get churches hooked up with batterer intervention programs to get them out from hiding behind the cross"*
Changing organizational practices *Adopting regulations and norms to improve health and safety and creating new models*	• Men's civic and athletic organizations develop positions, programs and resources to support and engage men in ending violence against women • Employers can foster egalitarian norms, develop and enforce strong anti-harassment and anti-violence policies, and increase public receptivity to prevention • "Police should send counselors to 911 domestic violence calls"* • "Piggy-back every drug and alcohol program with violence prevention programs"* • "Welfare programs could help clients with violence prevention"*
Influencing policy and legislation *Developing strategies to change laws and policies to influence outcomes in health, education and justice*	• Cambridge Massachusetts passed a domestic violence-free Zone. This represented a Citywide Commitment to prevent Domestic Violence. The city-wide ordinance led to an embedding of domestic violence prevention language and policy into all areas of city business[57] • The US Violence Against Women Act raised awareness about the problem of violence against women and brought federal resources to the state and community levels • "Institute a high school graduation requirement on dating, assaults, and violence"* • "Reduce the number of liquor stores in poor neighborhoods"* • "Require violence prevention programming on TV"*

* Sample responses from incarcerated men in a 3rd stage batterer intervention program when asked what they would like to see happen to create the neighborhood and community that they would need to support their efforts to stop their violence to their violence to their intimate partners and their general violence.

Box 2 UNITY City Roadmap: Essential elements for youth violence prevention efforts in cities	
1. Political Support • Visible spokespeople • Leadership • Institutional investment from people such as the Mayor, Chief of Police, and the Philanthropic community **2. Policies and Plans** • A coherent strategy/plan • Policy • Sustainability 3. **Organizational structure** • Collaborative working group (public and private) • Structure for accountability • Focal point for violence	**7. Communication** • All young people, regardless of age, class, and race/ethnicity have the opportunity to grow, prosper, and be successful • Integration of prevention and intervention • An understanding/view of youth violence prevention in a way that galvanizes, energizes, and prioritizes effective true prevention • Undoing racist, classist, ageist frame • Convey long-term nature of preventing violence

prevention within government • Multisector collaboration **4. Resources** • Funding streams • Sustainability **5. Evaluation and research** • Evaluation • Data/information • Feedback loop -continuous quality improvement **6. Community Engagement** • Community-based organizations • Components of social capital • Access to leadership • Young people	**8. Prevention Programming** • Prevention strategies • Look at/address underlying causes • Meaningful opportunities for young people **9. Capacity/Skills** • Training • Dissemination of models, approaches, effective practices/success stories • Understanding of violence prevention

Box 3: Considerations for violence prevention programs

1. Programs should focus on settings where young people develop (e.g. home, school, community) and not just on individuals.
2. Youth engagement is critical and some programs should be youth driven and/or youth led. This is an emerging idea. Interactive and multimedia emphasis can be of great help and importance in reaching youth.
3. Programs should be developmentally appropriate. The right program must be targeted for the right age. "rooted in the early stages of childhood through adolescence with an understanding of child development"
4. Programs should be culturally appropriate, or at least culturally competent, as this can be a challenge in multicultural settings (like schools).
5. Primary prevention programs should focus both on decreasing risk factors and increasing resilience factors
6. Programs should fit as part of broader set of coordinated efforts and fill priority gaps, based on the needs of the community.
7. Programs should foster the support of the community, which is essential to success.[58]

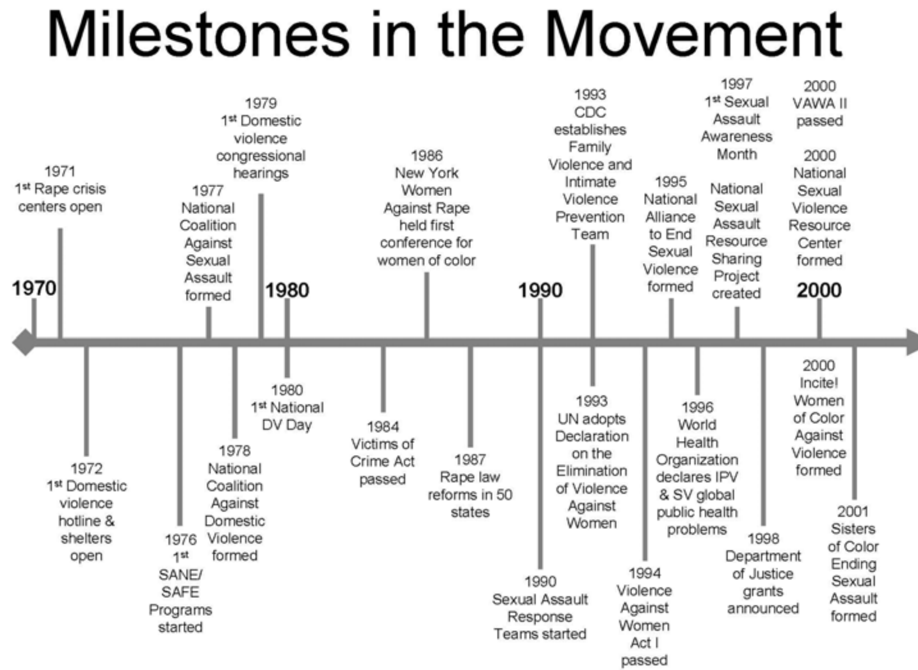
Box 4: Barriers to successful prevention efforts that can be overcome through technical assistance

- **Lack of a focused, shared vision:** Communities face competing priorities and too often initiatives struggle to develop a cohesive approach, and instead develop extensive plans that lack a clear focus. Groups may spin their wheels or select activities that are unlikely to fundamentally change the community environments and norms. Many initiatives lack adequate information about promising practices, focus on expanding after-the fact approaches that are costly and too 'down stream,' or fall back on familiar individual or community education strategies (brochures, health fairs, awareness campaigns, etc.). These efforts do not achieve the broad reach and sustained impact that could be achieved by going 'upstream,' to address underlying

determinants and risk factors while strengthening resilience factors.

- **Lack of knowledge and skills to change community environments and norms:** Even when there is commitment to environmental and policy changes, collaborative leaders frequently lack the experience to move this agenda forward. The knowledge and skills to carry out this work are not commonplace among the health and public health professionals that are often playing central facilitative roles. They are more comfortable with educational interventions and data analysis than advocacy efforts.
- **Challenges related to building multidisciplinary partnerships and collaborations:** Community initiatives are challenged by developing roles, responsibilities and decision-making structures that are efficient and facilitate sustained investment from all partners. Providing effective leadership to these initiatives can be challenging for even the most seasoned leader, as different framing is needed to engage the enlightened self-interest of diverse partners (e.g. transportation, planning, business) Cross-sector and cross-disciplinary partnerships require nuanced understanding and skilful negotiation of varying problem definitions, interests, values, and practices. The start-up phase, where the group's initial vision, strategy and structure are formed, is especially critical.
- **Challenges in putting it all together in context.** Achieving change in community environments and norms requires a focused, shared vision, multifaceted strategies, the right breadth of partners and resources, and ongoing effort. Some initiatives are successful with a number of these elements, but many are challenged by the task of pulling together all of them in a way that will prove sustainable. Most initiatives get started with little time to shape their vision, strategy and structure, and often receive inadequate support or guidance in laying the foundation for success.

Figure 1: Milestones in the Movement



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