Community-Based Approaches to Prevention

A report on the
2014 National Summit
on Preventing Multiple
Casualty Violence

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Cover photo: Derek Hatfield

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National Summit on Preventing Multiple Casualty Violence:
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Dear colleagues,

We are pleased to share with you the final report from the National Summit on Preventing Multiple Casualty Violence, "Community-Based Approaches to Prevention," a collaborative initiative of the U.S. Department of Homeland Security (DHS), Federal Law Enforcement Training Centers (FLETC); the U.S. Department of Justice (DOJ), Office of Community Oriented Policing Services (COPS Office); and the Johns Hopkins University (JHU), School of Education, Division of Public Safety Leadership. The final summit was held at FLETC's headquarters in Glynco, Georgia, February 4–6, 2014.

Shortly after the horrific shooting during a midnight screening of *The Dark Knight Rises* in 2012 in Aurora, Colorado, FLETC, the COPS Office, and JHU began collaborating to bring together subject matter experts from a wide variety of disciplines to plan a series of summits focusing on what communities can do to help prevent such incidents. Three summits followed in 2012, 2013, and finally in 2014, all of which intended to expand the national dialogue on preventing these shocking events.

The first summit occurred in December 2012 with participants developing crosscutting recommendations focused on professional communities sharing information across traditional jurisdictional boundaries. The second summit, held in April 2013, highlighted the criticality of local community involvement in prevention. These two events culminated in the need to create a practical and actionable framework for individual communities to develop, implement, and sustain prevention strategies. Thus, participants in this third and final summit developed an outline for a multiple casualty violence prevention toolkit that is adaptable to individual communities' needs.

The multidisciplinary approach of the summit series enabled this effort to focus on the collective responsibility of numerous professional communities to help individuals in crisis and protect innocent people. The participants' passion reflects the genuine desire on the part of so many sectors of our communities to help prevent tragedies from occurring, and toward this end we remain committed to supporting development of a practical toolkit.

The partnership that FLETC, the COPS Office, and JHU have forged demonstrates how organizations with distinct missions can more effectively tackle areas of common interest when we work collectively. The summits themselves demonstrate the power to be found when organizations with different objectives cross traditional boundaries to engage in meaningful discussions about important issues in which all have a stake.

On behalf of FLETC, the COPS Office, and JHU, we would like to express our appreciation for the summit participants' engagement in and commitment to this urgent national issue. Their efforts have helped further our national understanding of events that often seem to defy reason. While our three organizations have distinct missions, we share a dedication to improving the safety of our nation's communities and look forward to continued partnership to this end.

Sincerely,

Connie L. Patrick
Director
Federal Law Enforcement
  Training Center

Ronald L. Davis
Director
Office of Community
  Oriented Policing Services

David W. Andrews, Ph.D.
Dean, School of Education
The Johns Hopkins University

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Executive Summary

The 2014 "National Summit on Preventing Multiple Casualty Violence: Community-Based Approaches to Prevention" concluded a series of three summits intended to expand the national dialogue on preventing multiple casualty violence, such as the horrific tragedies that occurred at Virginia Tech in 2007 and in Newtown, Connecticut, in 2012.

The summit was a joint initiative of the U.S. Department of Homeland Security's Federal Law Enforcement Training Centers (FLETC), the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office), and the Johns Hopkins University's (JHU) School of Education. It took place at FLETC's headquarters in Glynco, Georgia, February 4–6, 2014.

As at the first two summits, FLETC, the COPS Office, and JHU brought together a cross-section of stakeholders from a variety of disciplines, including law enforcement, academia, law, medicine, education, social sciences, private security, emergency management, law enforcement training, and psychology to specifically focus on prevention strategies. This multidisciplinary approach enabled crosscutting dialogue that would not have been possible if participation had been limited to only one or two professions.

Together, the first two summits culminated in identifying the need to create a practical and actionable framework for individual communities to develop, implement, and sustain prevention strategies. Thus, the goals of the third summit were to create a framework for a multiple casualty violence prevention toolkit adaptable to individual communities and to identify advocates for it.

The third summit began with a panel discussion on community-based models, the purpose of which was to involve the summit participants in a dialogue about successful models for engaging community-level stakeholders in a shared purpose. Building on the second summit's sentiment that prevention is a shared community-wide responsibility, another panel discussed how law enforcement agencies have successfully engaged community-level stakeholders in implementing community oriented policing. Finally, to provide the participants with a backdrop for building a framework for a toolkit on preventing multiple casualty violence, the third summit convened a panel to showcase examples of successful toolkits.

The remainder of the third summit consisted of a combination of plenary and breakout sessions designed to elicit cross-disciplinary dialogue about a multiple casualty violence prevention toolkit. Participants outlined, defined, and refined prevention toolkit elements, including community self-assessments; information-sharing models; awareness campaigns, a media campaign, and national branding; training; resources; and guideline documents. In addition, participants identified needed and potential resources for developing, implementing, and sustaining the toolkit and evaluated potential stakeholders who might take on leadership and advocacy for the toolkit. While summit participants largely agreed that most communities would have use for tools associated with the broad elements they discussed at the summit, they strongly believed that the actual content of the toolkit should be customizable and adaptable to meet individual community needs and characteristics.

The intent of the third summit was not to build a toolkit but rather to provide a framework or outline that would aid development of a solicitation for appropriate experts to design and assemble the actual toolkit. Thus, the next step would be for a federal entity to issue a solicitation for developing the toolkit. This aligns with the overarching theme of all three summits—that effective prevention requires engagement and leadership at the local level with support from federal stakeholders.

The three national summits on preventing multiple casualty violence concluded with participants' fervent commitment to returning to their home communities with fresh ideas to immediately begin improving information sharing within and across disciplines. Yet reports of horrific acts of multiple casualty violence continue to appear in the news, and the public continues to wonder how such shocking incidents could happen so close to home. Providing communities with concrete tools aimed at helping people in crisis before they reach the point of violence is an urgent priority for a nation committed to keeping its communities safe.

Background on the 2014 National Summit

On July 20, 2012, the commonplace act of going to the movies ended in horror for dozens of people in Aurora, Colorado. Just as when two teenagers killed 13 students and teachers at Columbine High School in Littleton, Colorado, in 1999 and again when a college student killed 32 people at Virginia Tech in 2007, violence shocked the American public, who collectively asked how such senseless acts could occur in typically peaceful communities.

In the midst of the nation's mourning in the summer of 2012, the Federal Law Enforcement Training Centers (FLETC) began partnering with the U.S. Department of Justice's Office of Community Oriented Policing Services (COPS Office) and the Johns Hopkins University's (JHU) School of Education, Division of Public Safety Leadership to explore strategies for addressing this issue of increasing public alarm.

FLETC, the COPS Office, and JHU understood that much had been done, especially since Columbine, to address the law enforcement tactical response to active threat situations. However, they realized that experts had only scratched the surface regarding what communities can do to help prevent such tragedies from ever reaching the point of violence. The partners also immediately acknowledged that a "silo" approach to prevention could never work; rather, a cross-section of stakeholders from a wide variety of disciplines having relevant expertise and roles is essential to helping prevent these horrific events.

The partners' initial efforts resulted in the "National Summit on Multiple Casualty Shootings: Strategic Approaches to Preventing Multiple Casualty Violence,"[1] which occurred at FLETC's headquarters in Glynco, Georgia, on December 11–13, 2012. Experts from numerous disciplines including law enforcement, health care, law, social sciences, education, and academia came together to discuss, debate, and build consensus on potential strategies for preventing multiple casualty violence. Participants in the first summit developed eight recommendations, all of which focused on the need to develop a strategic approach to information sharing.[2]

The first summit laid the groundwork for further work on refining prevention strategies, and FLETC, the COPS Office, and JHU began planning a second summit to continue these efforts.

The "National Summit on Preventing Multiple Casualty Violence: Strategic Approaches to Information Sharing"[3] occurred at FLETC's Glynco headquarters April 9–11, 2013. This summit again brought together stakeholders from multiple disciplines, this time organized across three domains related to information sharing. The summit planners divided participants into breakout groups associated with each of these domains. One group focused on spreading awareness among professional communities and the general public to help them learn how to recognize indicators of potential violence and how to share information across disciplines. A second group addressed the various legal issues related to sharing information. These discussions centered on alleviating misperceptions about limits imposed by existing laws and developing model statutes designed to protect those who report and to facilitate reporting by those in pertinent professions. A third group explored identifying effective interdisciplinary models intended to prevent multiple casualty incidents through threat assessment and intervention.

The second summit revealed the centrality of community-based approaches to preventing multiple casualty violence. Specifically, this summit highlighted the opportunities to be found in expanding the use of community-

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1. See John Paparazzo, Christine Eith, and Jennifer Tocco, *Strategic Approaches to Preventing Multiple Casualty Violence: Report on the National Summit on Multiple Casualty Shootings* (Washington, DC: Office of Community Oriented Policing Services, 2013), http://ric-zai-inc.com/ric.php?page=detail&id=COPS-P269.

2. See appendix A for list of recommendations from the first summit.

3. Although the first summit used terminology related specifically to shootings, the dialogue was not specific to any particular weapon. Therefore, the summit planners modified language associated with subsequent efforts to be nonspecific as to the weapon of choice. This solidified the partners' commitment to focusing on the events leading up to acts of violence rather than the act itself and the response to it.

based intervention models and threat assessment teams. As such, community oriented policing provided a useful framework for analyzing the outcomes of the second summit.[4] According to the COPS Office, community oriented policing is "a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime."[5] At the second summit, participants discussed elements of community oriented policing that are effective in enhancing prevention efforts. Training law enforcement officers on community-based approaches and reenergizing a philosophical commitment to the principles of community oriented policing emerged as opportunities for institutionalizing community-based approaches to preventing multiple casualty violence.

Together, the first and second summits culminated in the need to create a practical and actionable framework for individual communities to develop, implement, and sustain prevention strategies. To advance this, FLETC, the COPS Office, and JHU hosted a third and final "National Summit on Preventing Multiple Casualty Violence: Community-Based Approaches to Prevention," February 4–6, 2014, again at FLETC's headquarters in Glynco, Georgia.

Purpose and scope

The third summit's goals were

- to create a framework for a multiple casualty violence prevention toolkit adaptable to individual communities;

- to identify advocates for the prevention toolkit.

Continuing the approach of its two predecessors, the third summit specifically addressed preplanned events of multiple casualty violence within the United States, excluding terrorist acts, killings in conjunction with the commission of other crimes, and domestic violence incidents in which only family members are killed.

Although many high-profile incidents of multiple casualty violence involve guns, the recommendations that emerged during the first two summits were not dependent upon the kind of weapon involved. Similarly, because the conversations during the third summit focused on the events leading up to an act of violence rather than the act itself, the themes that emerged were nonspecific as to the weapon of choice.

Objectives

The objectives for the third summit were as follows:

- Describe the following toolkit elements:

  — Roles and responsibilities of stakeholders, including leadership

  — Processes and best practices associated with the five-part prevention model (see "Prevention model framework" on page 4)

- Identify additional key elements of the toolkit.

Selecting the delegates

Like its predecessors, the third summit brought together experts from a cross-section of professional communities positioned to help prevent multiple casualty violence. Law enforcement has typically taken the lead on the tactical response to active violent situations and, therefore, is a significant stakeholder in prevention activities. However, other professionals and practitioners are likely to have contact at various stages with those planning incidents, and others have engaged in substantial academic work in topics relevant to preventing multiple casualty violence. By once again bringing together people from a multitude of disciplines, the summit planners hoped to explore

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4. See Jennifer E. Tocco, *Strategic Approaches to Information Sharing: A Report on the 2013 National Summit on Preventing Multiple Casualty Violence* (Washington, DC: Office of Community Oriented Policing Services, 2013).

5. *Community Policing Defined* (Washington, DC: Office of Community Oriented Policing Services, 2014).

the full range of opportunities, strengths, and limitations of particular disciplines and to identify practical tools to help communities prevent violent incidents. As anticipated, the summit featured meaningful and action-oriented dialogue.

The summit planners purposely invited a combination of five individuals who participated in both previous summits, seven who participated in one previous summit, and 21 newcomers.[6] This allowed a healthy combination of foundational knowledge from previous summits and fresh perspectives. Participants came from a diverse array of fields, including local, federal, and campus law enforcement; academia; law; medicine; education; private security; nonprofits; local government; law enforcement training; and mental health. For purposes of breakout discussions, the planners divided participants into groups that were assembled according to subject matter expertise. In addition, breakout groups comprised combinations of past summit participants and those new to the process.

As was the case during the first two summits, eliciting frank discussions among a diverse array of professionals revealed the challenges associated with language in a multidisciplinary context. To be specific, the summit demonstrated that sometimes people from dissimilar professional environments interpret issues differently and reach alternative conclusions based on their varying policies and procedures. Professional communities apply words, such as *intervention*, differently within their own contexts, which can impair communication across disciplines. In addition, summit participants observed the natural hesitancy of organizations with traditionally distinct purposes to interact on issues of common interest. While this can present challenges in developing solution strategies related to preventing multiple casualty violence, the summit series' approach of facilitating cross-disciplinary dialogue among relevant stakeholders demonstrated that opening lines of communication is a significant step in finding commonalities and progressing toward shared goals.

Prevention model framework

When FLETC, the COPS Office, and JHU began planning the first summit in 2012, they developed a five-part prevention model that conveys the essential nonlinear components of multiple casualty violence prevention. Figure 1 illustrates that the components are interrelated and interdependent and may occur simultaneously or in any sequence. During the first summit, participants spent focused time refining definitions for each component of this model, which served as a common reference point for the two subsequent summits.

Figure 1.

Five components of multiple casualty violence prevention
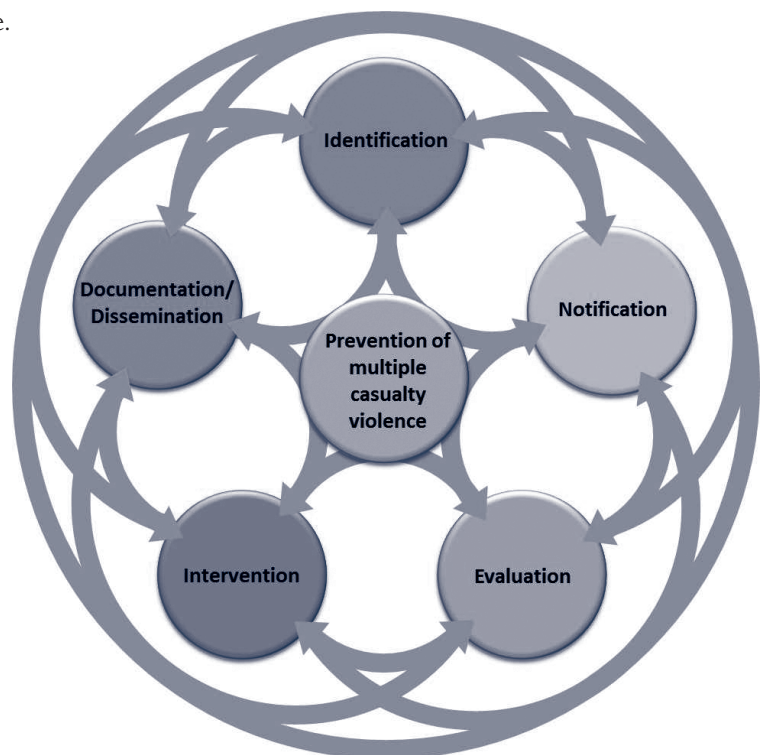
Source: FLETC, the COPS Office, and JHU

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6. See appendix B for list of participants in the 2014 summit.

Participants in later summits further discussed this model and used it as an overall framework for discussion about toolkit elements. They recommended refining the definition of "intervention" to ensure it conveys the intent to get assistance for people in crisis.[7] While the original definition implied that intervention occurs only after a person has begun planning an attack, participants at the third summit felt strongly that prevention efforts should "attempt to foster something earlier in the process." For example, instead of an employer abruptly firing or the military simply dismissing someone exhibiting troubled behavior, participants expressed that the prevention model should demonstrate opportunities to help steer people toward available assistance and resources.

Dialogue during the third summit ultimately resulted in the following final definitions for the five components of the prevention model:

Identification. Recognizing that an actor poses a possible threat of violent conduct.

Notification. Reporting a potential threat to an authority that can take action.

Evaluation. Analyzing a threat to determine its credibility, including the capacity and capability to commit an act of violence.

Intervention. Interrupting the planning or preparation for violence and providing necessary assistance or treatment for the person posing the threat.

Documentation and Dissemination. *Documentation* is creating a record of intervention activities, including related activities that preceded or followed the intervention; *dissemination* is sharing pertinent elements of the resulting record across jurisdictional boundaries and among professional disciplines in accordance with applicable laws.

Summit format

The third summit extended over three full days and employed several different formats for eliciting dialogue, including panel presentations and discussions, breakout sessions, and plenaries. This variety provided participants with opportunities to hear from colleagues with expertise in certain areas and to engage in cross-disciplinary dialogue about prevention tools.

Panel on community-based models

The summit began with a panel discussion on community-based models, the purpose of which was to involve the summit participants in discussion about successful models for engaging community-level stakeholders in a shared purpose. The panel comprised participants from the Boys and Girls Club of Southeast Georgia, the Wounded Warrior Project, and the Glynn County (Georgia) School Police Department. Panel participants provided brief overviews of effective models for engaging community-level stakeholders, and the moderator asked a set of questions to elicit dialogue among panel and summit participants that honed in on successful approaches communities might ultimately incorporate into toolkits.

The panel presentations demonstrated the potential for locally based programs to have community-wide impact. All three organizations have demonstrated success in communicating with internal, external, and political constituencies to further their individual objectives. The representative from the Glynn County School Police Department observed that its success is largely attributable to effective networking, learning from other organizations, and building positive relationships with "clientele" who, in this case, are schoolchildren. Similarly, the Boys and Girls Club of Southeast Georgia has achieved success largely because of collaboration with the local school system and

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7. The definition first summit participants proposed for intervention was "the deliberate interruption of the planning phase of a multiple casualty shooting event (the planning phase comprises the stages of escalation toward a violent act)."

building relationships between staff and participating children. The representative from the Wounded Warrior Project discussed the importance of building trust with the veterans and government agencies with which the project works and taking a holistic approach to determining the root causes of clients' problems.

This panel presentation set the stage for summit participants to think about the kinds of organizations that will be players in proactive multiple casualty violence prevention. Moreover, it highlighted the positive outcomes that are possible when community stakeholders work toward a shared purpose.

Panel on community policing

The panel on community-based models laid the groundwork for more in-depth discussion about the role of community policing in coordinating stakeholder engagement. During the second summit, focusing public safety on community-based approaches and broadening the application of policing within the community emerged as opportunities for institutionalizing a public mindset of shared responsibility for preventing incidents of multiple casualty violence. Building upon this, the third summit convened a panel for discussing how law enforcement agencies have successfully engaged community-level stakeholders in implementing community oriented policing.

Panel participants provided brief overviews of their agencies' experiences with community policing, and the moderator asked a set of questions aimed at eliciting dialogue among panel and summit participants about what makes community policing successful, including the paradigm shift required to successfully implement community policing and the ways in which this shift might be transferable to preventing multiple casualty violence. The format of this panel included a forum for all summit participants to respond to questions based on their experiences with community policing.

While providing overviews of community policing, panel participants observed that some law enforcement leaders believe there is no distinction between community policing and policing. During this discussion, one summit participant noted that this mindset can lead to the realization that law enforcement is no longer the sole entity responsible for public safety; rather, policing is actually a collective approach on the part of the community. Summit participants observed that the law enforcement profession needs the various other professions represented at the summit to operationalize a multidisciplinary approach to any effort, including preventing multiple casualty violence. To accomplish this, it is essential to build trust among professions and consequently break down compartmentalization of information. Moreover, summit participants observed that community policing efforts cannot be successful unless leadership decides it will be the department's guiding philosophy.

One panel participant provided a concrete example of how community partnerships produced effective policy change. Specifically, as a police chief aiming to revise his department's use of force policy, he led a team that comprised all potential stakeholders that could be involved in or impacted by the aftermath of a deadly use of force incident. By engaging and building trust with groups like the media and civil rights organizations, the police chief gained champions before developing a new "pen and paper" policy. In contrast, a summit participant who serves as a county prosecutor observed that his county has struggled with developing a school shooting response plan because of conflict between the state police, local sheriffs, and the board of education. He noted, "It's a constant process to overcome these bureaucratic tendencies toward control." From his perspective, people are sometimes "afraid of what they don't understand."

Panel and summit participants identified several roadblocks to community policing efforts. In some instances, lack of effective, well-defined leadership has caused confusion and thus weakened efforts. Moreover, some believe

that law enforcement's increased reliance on technology has led to less direct interaction between police agencies and communities.

Summit participants also pointed out the challenges associated with the predominance of local control in the United States. In contrast to countries with national police forces, the United States has more than 18,000 law enforcement agencies, which has made consistency in policies and procedures associated with community policing elusive. Others observed that while some special duties, such as joining a special weapons and tactics (SWAT) team, often lead to promotions, most departments do not "give credit for knowing the community." On the other hand, one participant described how his agency has countered this by incorporating a metric for business checks into police officer performance. He stated, "If you didn't have 10 citations one month, we could supplement that with community contact time, and we integrated these."

Participants agreed that community policing embodies useful principles and provides a foundation upon which to build the prevention toolkit. In addition, two participants who had personal experience with horrific incidents of multiple casualty violence observed that pre-existing good relationships their law enforcement agencies had built with community stakeholders facilitated an integrated response during stressful times.

Panel on successful toolkits

The public and private sectors have created toolkits in a variety of disciplines to help transform policies and causes into action. The U.S. Department of Health and Human Services, Agency for Healthcare Research and Quality, defines a toolkit as "an action-oriented compilation of related information, resources, or tools that together can guide users to develop a plan or organize efforts to conform to evidence-based recommendations or meet evidence-based specific standards."[8] The World Bank uses toolkits to take practices out of their typical contexts (such as white papers, books, workshops, and conferences) to help social entrepreneurs "do what they already do better."[9] Martha Monroe of the University of Florida's School of Forest Resources and Conservation observes that toolkits are useful for "complex issues with solutions that change from one part of the state to another and with a variety of audiences."[10]

Toolkits are therefore powerful mechanisms for effecting change. The planners' intent for the third summit was for the participants to develop a framework for building an actionable set of tools communities can adapt for their use in engaging the full spectrum of stakeholders in prevention strategies. To provide the participants with a backdrop for building a framework for a toolkit on preventing multiple casualty violence, the third summit convened a panel to showcase successful toolkits. The purpose was to ensure participants gained familiarity with what constitutes a toolkit in order to facilitate later discussions on developing a toolkit for preventing multiple casualty violence. The kinds of organizations represented on this panel included a nonprofit media company, a law enforcement professional association, a university and law enforcement partnership program, and a non-law enforcement federal agency.

The panel participants provided overviews of their organizations' toolkits, specifically focusing on the key elements that have made them successful. They observed the importance of metrics to evaluate success. For example, some

8. "Section 6: Toolkit Guidance," in *AHRQ Publishing and Communications Guidelines* (Rockville, MD: Agency for Healthcare Research and Quality, 2013), http://www.ahrq.gov/research/publications/pubcomguide/pcguide6.pdf.

9. "What is a Toolkit?" The World Bank Group, http://wbi.worldbank.org/developmentmarketplace/toolkit.

10. Martha C. Monroe, "The Value of a Toolkit," *Extension Journal, Inc.* 38, no. 6 (2000), http://www.joe.org/joe/2000december/tt5.php.

A major theme at the third summit
was the need to tailor prevention strategies
to individual communities.

organizations track the number of times their toolkits are shared via social media or accessed online. In addition, they discussed the significant role a media campaign can play in raising awareness about the existence of toolkits. Others talked about taking a "town hall" approach in which representatives travel to various locations to communicate with stakeholders about the toolkit. Other methods for increasing awareness of toolkits include professional publications and online chats.

Plenary and breakout sessions

The remainder of the summit consisted of plenary and breakout sessions during which participants engaged in facilitated dialogue to outline, define, and refine the elements of a prevention toolkit; to discuss the toolkit within the context of the five-part prevention model; to identify needed and potential resources for developing, implementing, and sustaining the toolkit; and to evaluate potential stakeholders who might take on leadership and advocacy for the toolkit. At previous summits, objective moderators facilitated breakout discussions. This time, delegates who had participated in previous summits served as participant-moderators.

Reporting on the summit

The third summit brought together individuals with widely varying areas of expertise and backgrounds, leading to the emergence of diverse ideas. Because reaching complete agreement on all points among all participants would have been impossible, the summit planners focused on eliciting dynamic dialogue and building consensus to the extent practicable on the key elements of a multiple casualty violence prevention toolkit. This report reflects the major themes and overall perspectives that emerged throughout the three days.

A major theme at the third summit was the need to tailor prevention strategies to individual communities. Significantly, the term "community" has different meanings depending on the environment at hand. For example, in a large metropolitan area, the term might mean a borough or neighborhood, while in a more rural area, it could refer to a county or town. In Indian country, it could mean the boundaries of a particular reservation, while in the military environment, it could reference a specific base. Given the complexities of defining "community" with consistency, this report uses the term broadly and recognizes that its meaning will differ depending on the reader's particular lens.

Framework for a Toolkit on Preventing Multiple Casualty Violence

The first two summits encompassed crosscutting dialogue, refinement of a prevention model and conceptual framework, recommendations applicable to various disciplines, and recognition that preventing multiple casualty violence must be a community-based effort. As summit planners evaluated next steps following the second summit, they observed a need to translate the themes, concepts, and recommendations from the first two summits into a practical tool a community could use to implement prevention strategies.

FLETC, the COPS Office, and JHU recognized that the entities equipped to build the technical pieces of a toolkit and the stakeholders who should identify what those tools should be are not necessarily the same. Therefore, the intent of the third summit was not to build a toolkit but rather to provide a framework or outline that would help develop a solicitation for appropriate experts to design and assemble the actual toolkit.

Throughout the three-day summit, participants identified, defined, and refined the major elements of a multiple casualty prevention toolkit. They described tools associated with community self-assessments; information-sharing models; awareness campaigns, a media campaign, and national branding; training; resources; and guideline documents. While summit participants largely agreed that most communities would have use for tools associated with these broad elements, they strongly believed that the actual content of the toolkit should be customizable and adaptable to individual community needs and characteristics.

Community self-assessments

Summit participants recognized that communities differ in demographics and the types of stakeholder organizations and resources they have. Therefore, participants recommended that the toolkit include guidelines on conducting community self-assessments, the purpose of which would be to identify and evaluate the resources and stakeholders available to play roles in implementing multiple casualty violence prevention strategies.

Self-assessments would help communities evaluate current information-sharing capabilities. They would also assist in identifying available resources and gaps where funding or human resources are needed. While nearly all communities have certain entities, such as law enforcement, prosecutors, schools, and churches, summit participants observed that the roles of these organizations, and thus the nature of their involvement in information sharing and prevention, will differ from one locality to the next. Moreover, some communities have entities that may or may not be relevant in other communities, such as particular nonprofit, faith-based, and civic organizations and associations; public, behavioral, and mental health agencies and organizations; and social service organizations.

Summit participants suggested that the self-assessment might offer communities general examples of stakeholders along with questions to help identify other relevant entities specific to the communities' environments. While some participants thought checklists might be helpful or at least a good starting point for conducting community self-assessments, others believed checklists tend to restrict thinking by discouraging creativity and limiting exploration of additional options not offered on the checklist.

Another purpose of a community-self assessment is to help localities develop awareness and a common understanding of the major issues prevalent in their environments that will affect how they approach prevention strategies. By asking themselves in-depth questions about other prevention-related programs, communities can identify specific issues or trends—such as gangs, domestic violence, suicide, and drugs—that might influence how they approach prevention.

Moreover, participants identified a number of metrics that together would help paint a picture for a community regarding its capacity, opportunities, and challenges in implementing prevention strategies. These include dropout rates, college admission rates, weapons-related arrests, unemployment and poverty rates, information on mental health, general statistics related to corrections and

The flowchart that summit participants envisioned resulting from community self-assessments would elevate this toolkit element from a simple identification of what a community does and does not have to one that provides an actionable process for improved information sharing and coordination.

probation, and statistics associated with group- and foster-home residence. Summit participants characterized this as an "environmental scan" that would help a community "quantify its capacity or readiness" to prevent multiple casualty violence. Significantly, the pertinent metrics will differ from community to community; therefore, summit participants recommended creating general questions to help communities identify those metrics relevant to them. Moreover, environmental scans can comprise multiple levels of data, such as community level, regional level, and state level, depending on who is leading a particular prevention effort.

Once communities identify stakeholders, resources, and significant issues, summit participants suggested that communities create flowcharts showing how the existing entities in a specific community can work together and build relationships. While the toolkit might provide a model flowchart, each community would have to undergo exercises to build its own version specific to its environment. This would include conducting a strengths, weaknesses, opportunities, and threats (SWOT) analysis[11] for each relevant stakeholder group to help identify roles, responsibilities, capabilities, and areas in need of strengthening. In addition, summit participants recommended examining each stakeholder's role in each of the five parts of the prevention model to ensure a comprehensive analysis (see "Prevention model framework" on page 4).

The resultant flowcharts would identify how stakeholders can interact to effectively share information in support of prevention. In addition, the flowcharts would help stakeholders know where to turn when they face dilemmas that have traditionally resulted in a troubled person not getting the needed help. For example, a flowchart might help clarify what a doctor should do if he or she has a patient who should be in residential care but for whom there is no viable option. Similarly, it would show which

other entities a school should notify when expelling a student. Summit participants observed that this kind of gap analysis will highlight training needs and opportunities for improved communication among community stakeholders.

The flowchart that summit participants envisioned resulting from community self-assessments would elevate this toolkit element from a simple identification of what a community does and does not have to one that provides an actionable process for improved information sharing and coordination. For example, identifying that a particular community has a university that could play a role in multiple casualty violence prevention is significant, but "the real power comes in the gap analysis" that demonstrates how the community can use that knowledge to improve collaboration in support of prevention. As such, the community self-assessment would help communities to assess and improve their overall readiness and to identify information sharing and resource gaps.

Information-sharing models

Summit participant discussions about community self-assessments as an element in a multiple casualty violence prevention toolkit overlapped with dialogue about providing models in the toolkit for community-wide information sharing. Participants observed that self-assessments should lead localities to create flowcharts depicting the information-sharing process in a way that is actionable for individual communities. This includes ensuring necessary privacy concerns are addressed and that models are scalable to different communities.

Summit participants noted that there is no predetermined entity that should lead the implementation of information-sharing models. While law enforcement agencies or the legal system might be best positioned to take the lead

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11. SWOT is a strategic planning method used to evaluate the strengths, weaknesses, opportunities, and threats involved in a project, organization, or business venture. See Ronald Quincy, Shuang Lu, and Chien-Chung Huang, *SWOT Analysis: Raising Capacity of Your Organization* (Rutgers University School of Social Work, 2012), http://socialwork.rutgers.edu/Libraries/Huamin/Brochure_2.sflb.

in some communities, different champions and coordinators such as mental health professionals, educators, or other public officials will emerge in others.

The participants also noted that the toolkit should provide a basic framework for an information-sharing model that communities can expand based on their individual environments. Summit participants brainstormed potential entities that could share information locally or regionally, including state and local law enforcement, mental health professionals, youth leaders, religious leaders, probation officers, minister associations, educators, school districts, social services- and youth-related nonprofit organizations, civic clubs, and local gun ranges. They acknowledged that this list is incomplete and will vary widely from jurisdiction to jurisdiction.

In addition, one breakout team hypothesized that an information-sharing model might have an "outer ring" and an "inner ring." The former is a "public layer" that represents everywhere in the community from which information might flow. The latter is a "stakeholder layer" that represents the entities identified during a community self-assessment that can play a direct role in prevention. The participants observed that an information-sharing model must instill in the public layer confidence that it will receive appropriate assistance if it brings information to the stakeholder layer.

In addition to formal information sharing across professional disciplines, summit participants highlighted the importance of encouraging the public to share information. They suggested communities implement hotlines that would help connect people with needed services or resources. In addition, summit participants observed that information sharing can be both formal and informal and that in both cases information flows more freely when stakeholders build strong relationships with one another.

Summit participants recommended that the toolkit include several documents to guide communities in building and implementing information-sharing models,

such as memoranda of understanding and documents outlining processes for collecting and sharing information. They observed that these should address each component of the five-part prevention model because all are pertinent to information sharing.

Awareness campaigns, a media campaign, and national branding

Summit participants spoke in depth about the need for the toolkit to offer communities a way to increase awareness of various issues associated with multiple casualty violence prevention. Summit participants observed that there might even be multiple awareness campaigns, depending on individual community needs. For example, the toolkit might include campaigns to promote public intolerance of violence, to destigmatize or increase the public's comfort with reporting, to educate the public on signs of troubled behavior, to help the public understand whom they can contact if they have something to report, and to advertise assistance and resources available for troubled people. Summit participants expressed the need for the awareness campaigns to be adaptable to individual communities with the toolkit providing high-level goals and guidelines.

Discussions regarding which audiences an awareness campaign should target varied depending upon the specific purpose of a campaign. Three categories of stakeholders emerged. First, an awareness campaign might aim to reach those in a position to directly engage in prevention strategies, such as physicians, emergency room nurses, pastors, law enforcement, and school personnel. Second, a campaign might target the general public likely to interact with people exhibiting potentially troubling behavior. Third, a campaign might intend to reach people in crisis, offering information on where to go for immediate help. One summit participant perhaps captured this best when he stated that the target audience "is everyone who cares enough to help."

As such, the concept of this being a community effort should be incorporated into the branding itself, which should convey that the whole community has a role in prevention and that a single entity cannot do it alone.

Participants also highlighted the need for the toolkit to include an overarching national media campaign that would promote its usage. While participants supported the idea of national branding (e.g., creating a logo, slogan, or message), they observed that it should be flexible enough to represent local needs. This concept is similar to the efforts of the National Neighborhood Watch[12] and the National Crime Prevention Council's McGruff the Crime Dog,[13] both of which are well-known national crime prevention programs that individual communities implement. Another example is the Not in Our Town campaign, which the Advertising Council sponsored and developed to help stop hate, address bullying, and build safe and inclusive communities. For example, the town of Oak Creek, Wisconsin, adopted Not in Our Town following the August 2012 multiple casualty event at the Sikh Temple of Wisconsin.

One summit participant noted, "The more national [a campaign] it is, the more institutionalized it feels, and the easier it is to get behind." Yet there was an overarching sentiment that "the campaign will be more engaging if the community has ownership." Thus, while the participants did not offer a single vision for the purpose of the media campaign, with some believing there should be multiple awareness campaigns, there was general consensus that national branding would serve as a springboard for individual communities to develop awareness campaigns specific to their unique situations.

Summit participants overwhelmingly agreed that the media campaign's message should be positive and community oriented. One stated that it should tell the story of "friends helping friends, neighbors helping neighbors, and people helping people." Another suggested that a tagline might be, "We're all responsible for each other's safety."

As such, the concept of this being a community effort should be incorporated into the branding itself, which should convey that the whole community has a role in

prevention and that a single entity cannot do it alone. Moreover, summit participants observed that both campaigns should share success stories about prevention and be action-oriented. They acknowledged the difficulty in balancing a message of compassion with the impact of violence. One suggestion for accomplishing this was to convey positive stories where people took action and events unfolded without physical harm to anyone.

Summit participants offered several suggestions for graphics or visuals for use in the media campaign. Some suggested using an image of puzzle pieces coming together to form a whole picture, demonstrating how different community entities may have a piece to the overall puzzle. Others suggested various silos representing different people who each have one piece of information but who never talk. Or each person could have a thread to a blanket, but because they never talk, the blanket is never woven together. The toolkit could also contain templates for posters and advertisements containing visuals such as these.

In addition to common opinions regarding overall tone, summit participants agreed the toolkit should offer multiple modalities for implementing both campaign types, and communities should choose delivery mechanisms based on the intended audience. For example, to reach youth, recommended media include smartphones, YouTube, and other social media outlets.

Moreover, different geographic areas use different formats. For example, one participant observed that following Superstorm Sandy in 2012, New York City used billboards to spread awareness regarding relief efforts. On the other hand, a government representative from a small town observed that the best way to reach people in his community is through the local newspaper. At a university where students and staff may or may not always be on campus, a participant recommended using smartphone text messages to communicate uniformly with all stakeholders.

Some participants suggested offering customizable templates or press kits in the toolkit for reaching different groups. In addition, they observed that campaign

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12. See "National Neighborhood Watch," http://www.nnw.org/.

13. See "About McGruff," National Crime Prevention Council, http://www.ncpc.org/about/about-mcgruff.

elements should be delivered in multiple languages, depending on the market, and that monetary resources and public policy would be necessary to saturate the market.

Training

Summit participants indicated that the toolkit should contain descriptions of training needed to increase knowledge, skills, and abilities on recommended practices in particular disciplines, such as law, mental health, medicine, and education.

It is important to distinguish between this kind of training and that needed to use the toolkit. According to summit participants, the latter could be accomplished through a discussion facilitated by someone familiar with the toolkit or familiar with the community's assets. During such a discussion, participants could share their knowledge of and experience with successful community strategies. In terms of the former, summit participants voiced the need for integrated, multi-disciplinary training that might be accomplished by bringing different players together for tabletop exercises. An outcome of this would be increased trust among professionals.

Other participants recommended offering training for different categories of stakeholders based on the kinds of contact they might have with people exhibiting potentially troubling behavior. For example, there might be certain training applicable to executive-level stakeholders, such as mayors, city council members, heads of local nonprofit organizations, school superintendents, and governors, whose contact might be more remote. Different training might be needed for people likely to have direct interaction with potentially troubled individuals. These professionals include police, mental health practitioners, teachers, and students. Finally, summit participants observed that still other training might be applicable to first responders likely to be involved in later stages of the planning process.

While discussion about training audiences was robust, participants were vaguer about the goals of such training. Examples of areas in which summit participants

recommended training include identifying warning signs or preincident indicators, mental health response, and threat assessment models. Others suggested that training include what people who are likely to interact with troubled individuals can do to help, such as how to share information and how to overcome barriers to reporting. For those in positions that enable them to directly intervene with people in crisis, summit participants recommended training on how to evaluate and assess behavior and how to transmit information through proper channels to other professionals who may be in positions to help prevent violence.

Finally, some participants noted that while professional communities may need discipline-specific or multidisciplinary training, the general public has more of a need for general awareness briefings than for in-depth training. One suggestion to accomplish this was for schools to offer brief sessions for students and parents that cover indicators of adults or children in crisis. Schools could also provide their personnel in-service training days that cover the right ways to intervene with students in need of help. Other institutions, such as universities, hospitals, and workplaces, might offer similar opportunities to raise awareness among people who may not necessarily see themselves as stakeholders in preventing multiple casualty violence but who actually may be best positioned to intervene before a situation reaches the point of crisis.

Toolkit resources

Summit participants discussed various resources that the toolkit should include. Essentially, these were items and documents that would serve as reference points to help communities learn about the various issues involved in multiple casualty violence prevention, to assist them in adapting the toolkit to meet their needs, and to help stakeholders with tasks they may undertake as they implement the toolkit.

Some resources summit participants recommended are best described as reference materials that would help communities better understand multiple casualty violence and associated policy issues. Examples include collections

of case studies on past incidents and successful interventions and information about the Family Educational Rights and Privacy Act (FERPA) and the Health Insurance Portability and Accountability Act (HIPAA). Other resources would assist communities in customizing the toolkit to suit their needs. These include templates for conducting community SWOT analyses, documents outlining policy legislation and model departmental policies, and a matrix of available training programs for community stakeholders.

Summit participants also recommended specific resources to assist various professionals with tasks associated with prevention strategies. For example, having observed the value of Crisis Intervention Team (CIT) violence prevention models, participants recommended something similar to the wallet cards the CIT program provides for police officers. These cards include questions to ask people in crisis and phone numbers to call for additional assistance. Participants suggested that this kind of resource be adapted into a smartphone application for use by parents, police officers, and other emergency responders.

While summit participants offered a general framework and several examples of resources for inclusion in the toolkit, a solicitation for toolkit development should seek to develop more specific examples of resources that would help communities implement prevention strategies.

Guideline documents

Summit participants identified the need for a "catch-all" section of the toolkit that would provide guideline documents to communities. Discussions about this toolkit element tended to overlap with dialogue about other elements, but this section would be distinct in that it would offer how-to guides for processes that may not fit neatly into other toolkit elements. Some participants suggested that guideline documents should be developed for each component of the five-part prevention model with the

understanding that each community's documents for each component may differ. The documents should also be concise so they are easy to use.

Participants also identified the need for a guiding document outlining how to organize interdisciplinary teams. This would identify broad categories for possible team membership, such as police, medical professionals, lawyers, clergy, educators, informal community leaders, political leaders, university and college police chiefs, and local correctional officers and directors. It might also provide recommendations for how often the team should meet as well as suggestions for meeting locations and frequency.

This section of the toolkit might also include templates for memoranda of understanding/agreement and recommended mission/purpose statements for interdisciplinary community teams. Moreover, participants recommended that the toolkit provide guidelines for building a prevention website. Another document might offer guidelines on addressing legislative issues such as mental health reform.

Summit participants recommended guideline documents to help stakeholders communicate in various ways. For example, there might be a how-to document for communicating with different professional groups, showing them where to get information and how to effectively reach key players in the prevention process. The purpose of this would be to break down silos and help communities "connect the dots."

Another aid might include protocols for conducting interviews with people in crisis. This might help investigators, first responders, and other professionals understand whether they should ask questions about mental health, past history of depression, and interest in weapons.

As communities adapt the toolkit to their needs, they will likely identify additional guideline documents to complement the specific tools they create.

Developing, Implementing, and Sustaining the Multiple Casualty Violence Prevention Toolkit

Summit participants universally agreed that both monetary and human resources would be necessary to operationalize and institutionalize the multiple casualty violence prevention toolkit. Moreover, their dialogue demonstrated the criticality of both leadership and advocacy to ensure long-term success of strategies associated with preventing multiple casualty violence.

Developing the toolkit

Participants in the third summit acknowledged the need for capital expenditures to develop a multiple casualty violence prevention toolkit both at the national and community levels. Participants expressed that both public and private funding would likely be necessary and most effective in providing the needed resources. Potential sources of monetary resources include private foundations; professional associations; companies that support media and awareness campaigns for social change; major corporations that get involved in local issues; and businesses that have a stake in preventing multiple casualty violence, such as video game stores, pharmaceutical companies, and the entertainment industry.

Some participants observed the potential power of a public-private partnership with a federal organization and a private foundation as co-leads at the national level. One major benefit to this is that private foundations are often more fluid sources of funding and have more flexibility with respect to fundraising. Especially at the community level, SWOT analyses would facilitate identifying potential funding sources.

Some participants acknowledged that monetary resources may be more critical at the national level and that resource requirements at the community level are more human resource-based. One participant stated, "To get started, it doesn't take an infusion of cash. It takes getting people talking." However, participants also observed that at the national and state levels, some groups may provide assistance in jump-starting the toolkit for free, such as the White House's Office of Faith-Based and Neighborhood Partnerships and the public relations sections of governors' offices.

Implementing the toolkit

Summit participants emphasized the need to pilot a multiple casualty violence prevention toolkit, which would also require funding. The purpose of the pilot would be for a community to tell toolkit developers what works, what isn't working as planned, and what is missing. Moreover, it would show "why the system can be trusted," meaning community stakeholders may need to see that the toolkit works without compromising confidentiality. Some summit participants recommended piloting the toolkit in communities that already embrace a community policing philosophy, given the significance of associated principles to successfully implementing preventions strategies. Participants observed that once several communities pilot the toolkit, it might become apparent that certain aspects may need model policies or changes in legislation, which later versions of the toolkit may need to take into consideration. Finally, summit participants noted the importance of piloting the toolkit in a diverse range of communities, such as small towns, large cities, military bases, and Indian reservations.

Institutionalizing and sustaining the toolkit

Summit participants passionately agreed that sustainability must be built into the toolkit. While this may require some financial resources, perhaps the more significant factor is ensuring people remain engaged in the process. In this sense, communities must institutionalize practices associated with prevention strategies, such as breaking down communication barriers and adopting an attitude that prevention is everyone's responsibility. Just as the need to wear seat belts has become routine behavior, there is a need to instill a prevention mindset.

One participant stated, "It does not cost money to bring people around the table. Systems must change. We must create policies and procedures that show this is a new way of doing business." Another noted that building relationships and sharing information and procedures does not require monetary resources but rather "just takes effort and enthusiasm." One participant summed this idea up by saying, "It's reframing and refocusing resources you already have."

At both the national and local levels, summit participants identified several keys to sustainability. Compiling case studies of success stories would help communities understand the importance of continued efforts and help them learn about ways in which other communities have made efficient use of limited resources. Moreover, interdisciplinary training, community-to-community mentoring, and regional training across communities would enable localities to learn from each other and from past experiences and to modify tools as needed. One participant with experience in a university / law enforcement partnership program that focused on mental health crises observed, "It started working when we started talking to each other. We had been nice to each other before, but then we started talking." One participant suggested establishing "leadership institutes" across the nation as sources of ongoing information about toolkit development and refinement.

Simplicity and agility are also critical to toolkit sustainability. One summit participant observed that communities should not "build something so complex that it takes tremendous effort to keep it updated or up and running." Moreover, toolkit sustainability requires ongoing analysis and refinement. Summit participants recommended that communities conduct periodic needs assessments and gap analyses. These should include eliciting feedback via surveys or other means from stakeholders across all pertinent disciplines. Moreover, policies associated with the toolkit require ongoing review and modification as needed.

Finally, leadership and advocacy will be instrumental for toolkit sustainability at both the local and national levels because, as one participant noted, "they will put their logo on it and keep it going."

Leadership and advocacy

Both leadership and advocacy are necessary for developing, implementing, and sustaining the toolkit. Summit participants engaged in dynamic dialogue about the differences and similarities between these two concepts, with some participants using the term "champion" to mean both. The summit planners offered a general framework for discussing these concepts, suggesting that "leadership" is the act of taking ownership for implementing the toolkit and that "advocacy" is the act of garnering support for the toolkit in the community. Most summit participants agreed that the strongest outcomes occur when there is overlap between these two concepts. They observed the criticality of both strong leadership and advocacy in bringing together often divergent constituencies, and they noted that this effort can be both formal and informal.

Summit participants offered numerous recommendations regarding potential entities that could exercise leadership and advocacy for the toolkit. In line with the summit's overall theme, participants believed that champions would vary depending on the communities and would be different at the national compared to local levels.

At the national level, participants believed media entities can serve as catalysts, and some participants observed that corporate partnerships with community initiatives have

While the ideal leader will vary from community to community, summit participants agreed that "the leadership has to be strategically positioned so that they have access to and the respect of needed partner."

worked well in advancing other social issues. Participants also pointed to the importance of national-level organizations like the Boys and Girls Clubs of America, which can push issues and programs to state and local levels. Others observed that there are organizations that already convene similar types of stakeholders on issues of national importance, such as the Council of State Governments Justice Center, the National Governors Association, the American Hospital Association, and the White House's Office of Faith-Based and Neighborhood Partnerships.

In addition to high-level organizations that could serve in national leadership and advocacy capacities, summit participants observed the importance of having "groups at the ground level that can carry it forward." Examples include professional associations, such as those for social workers, teachers, and nurses. Summit participants also highlighted the significance of gaining sponsorship and buy-in from professional associations in industries such as mental health, education, and law enforcement during the early stages of toolkit development and implementation.

Summit participants observed that everyday leadership and program management are critical to helping communities avoid losing sight of toolkit implementation in the midst of everyday issues and "day-to-day minutiae." Participants noted the significance of this "boots on the ground" leader, with one participant observing, "It's amazing how one person can make a difference."

Significantly, summit participants did not point to any one entity as the clear choice to take on the leadership role. Instead, they offered numerous examples of stakeholders that could take the lead on operationalizing and institutionalizing the prevention toolkit, including prosecutors, judges, chief elected officials, law enforcement agencies,

educators, and county or city health departments. One participant recommended that an entity such as Local Emergency Planning Committees[14] take on the leadership role because many key stakeholders, such as clergy and mental health professionals, are already involved with these groups.

As change agents themselves, the summit participants reflected the wide range of possibilities regarding leadership on this issue. The summit planners had specifically selected these delegates because they had contributed to their individual communities' capacities to effect change or because they possessed specialized knowledge of how prevention strategies can work most effectively. Throughout the summit, participants shared experiences that demonstrated how a wide range of professions can take the lead on important social issues such as preventing multiple casualty violence.

Summit participants pointed out that an important quality for local leadership is the ability to facilitate communication across "interagency rivalries" and to "overcome bureaucratic tendencies not to talk to certain groups." For example, one summit participant noted that in his jurisdiction, "it is the DNA of the bureaucracy for law enforcement not to call mental health or certain agencies." While the ideal leader will vary from community to community, summit participants agreed that "the leadership has to be strategically positioned so that they have access to and the respect of needed partners."

14. See "Local Emergency Planning Committees," U.S. Environmental Protection Agency, http://www2.epa.gov/epcra/local-emergency-planning-committees.

Challenges to Toolkit Development, Implementation, and Sustainment

Summit participants overtly and implicitly articulated challenges to developing, implementing, and sustaining a multiple casualty violence prevention toolkit. However, they also recommended ways to mitigate these potential impediments.

As they had done in discussions during the first two summits, participants observed that there will always be concerns about the collection and sharing of information. To address this, participants expressed the need for outreach associated with the toolkit that reassures the public that enhanced information collection and sharing will not lead to a "big brother" system. The overall message of the toolkit must be mindful of potential distrust of government. Thus, participants recommended a message that conveys the sentiment "we're all in this together" as opposed to "turn in all your friends."

Moreover, particularly as toolkit developers build elements to address the identification stage in the prevention model, it is critical to remain sensitive to confidential relationships such as those between physicians and patients or between attorneys and clients, which are based on loyalty and trust. To address this point, summit participants articulated the importance of fostering communication. They observed the criticality of giving stakeholders tools to help them know whom to contact when a situation reaches a point when, professionally or legally, stakeholders are obliged to disclose information.

Another potential challenge is possible community resistance or apathy to the prevention toolkit. Summit participants pointed out that some communities may not understand why they should put effort into developing, implementing, and sustaining prevention strategies when a risk or probability analysis would show a low likelihood for the occurrence of an incident of multiple casualty violence. In addition, participants observed that because emotions begin to fade as time passes since the last major story, this priority will inevitably compete with other pressing issues communities face each day. Some stakeholders may also deny or minimize the potential for a multiple casualty incident occurring in their communities, expressing a "we don't have that problem here" mentality.

Moreover, as one participant astutely observed, "We are asking people to tap into something deeper than the confines of their narrow jobs." To counteract the challenges associated with these sentiments, participants recommended ensuring communications regarding the toolkit convey that "no matter what, it's worth it because you're strengthening your community."

To counteract the challenges associated with these sentiments, participants recommended ensuring communications regarding the toolkit convey that "no matter what, it's worth it because you're strengthening your community."

Summit participants also highlighted perceived challenges faced by the mental health system in the United States that could present obstacles for implementing a prevention toolkit. For example, some observed that budget shortfalls have led to mental health facilities closing, leading to situations where sometimes there are not sufficient or adequate places to bring people in need of treatment. Moreover, participants noted that sometimes psychiatry "is not recognized as important as" other medical disciplines, which many believe has budget impacts. While policy makers continue to debate this issue extensively, to the extent that perceptions and beliefs can instigate willingness to act, it is an issue that should remain on the radar of those responsible for developing, implementing, and sustaining a multiple casualty violence toolkit.

Summit participants also mentioned misperceptions that exist about educational and health care privacy laws, which were a major topic of discussion at the initial summit. In addition, participants noted that cultural issues sometimes cause young people to hesitate reporting concerns or suspicions about their peers—another issue that arose during the first summit. Moreover, participants cited potential turf battles that could arise between community stakeholders not necessarily comfortable working together. Others noted overall challenges associated with

sustainability not only with respect to funding but also with potential "burnout" or "crying wolf syndrome." For example, a community might become complacent after dealing with too many situations that never rise to high levels of concern. However, one participant warned that "it may be the 50th person, not the 15th." Last, summit participants highlighted the importance of recognizing that the initial toolkit will not address every possible situation; therefore, stakeholders must be open-minded in considering needed modifications.

Several summit participants believed that measuring toolkit success will be difficult. However, others countered this sentiment with specific examples of what success looks like. One noted that "if information is flowing, and that information is being captured, and a plan is attached to do something with that information, then that is success." Another observed that once communities come together to begin sharing information in an organized way, anecdotes of success will help sustain them. One participant provided examples of specific metrics communities might capture to evaluate success, such as the number of referrals to needed services and the number of interventions. Finally, one summit participant stated, "That someone stands up and takes responsibility to do something is a measure of success."

Next Steps

Participants in the third summit developed a framework for a multiple casualty violence prevention toolkit that is adaptable to individual communities. The next critical step is for a federal entity to issue a solicitation for developing the toolkit. On this point, summit participants largely agreed that the solicitation should address all five components of the prevention model. To be specific, they recommended that toolkit developers consider each component of the model as they flesh out the details of each tool.

While discussing the solicitation, summit participants engaged in dialogue regarding the need for a national movement to raise awareness about preventing multiple casualty violence. There was lack of agreement regarding which should come first—the movement or the toolkit. While some believed that a national media campaign is needed to gain momentum before developing and implementing a toolkit, others believed these activities could be simultaneous. Finally, others pointed out that the movement has been going on for more than a decade, since the attacks at Columbine High School. Thus, they believed the time is right for advancing community prevention strategies.

The series of national summits on preventing multiple casualty violence concluded with participants' fervent commitment to returning to their home communities with fresh ideas to immediately begin improving information sharing and cross-disciplinary communication. The overarching theme of all three summits was the necessity of engagement and leadership at the local level with support from federal stakeholders. An official from a large city expressed his intention to return home and take action, stating to a suburban police chief who experienced one of our nation's most horrific incidents of multiple casualty violence, "Hopefully, I'll be able to do something for my city to channel the right people to avoid the terrible tragedy that I can see in your eyes that you went through."

Participants recognized that tragedies may still happen. However, as the third summit concluded, the general sentiment was that simply doing something will "create good" in communities, even unintended benefits. As the police chief who experienced such tremendous loss stated, "We only have to prevent one." Providing communities with concrete tools aimed at helping people in crisis before they reach the point of violence is an urgent priority for a nation committed to keeping its communities safe.

Appendix A.

2012 Summit Recommendations

The eight summit recommendations fell into two categories. One focused on what institutions, including governmental and nongovernmental organizations, can do to improve the prevention of multiple casualty violence, and the other centered on how to improve prevention efforts pertaining to individual subjects.

The institution-focused recommendations are as follows:

1. Maintain a multidisciplinary focus on preventing escalation toward a violent act.

2. Identify and promote the use of interdisciplinary models designed to prevent multiple casualty incidents through threat assessment and intervention.

3. Develop a public service campaign to begin a cultural shift toward the acceptability of reporting.

4. Better educate various professional disciplines about HIPAA, FERPA, and the Privacy Act to alleviate perceived barriers to sharing information.

5. Draft a model statute establishing affirmative requirements for pertinent professions to report bona fide indicators of potentially violent behavior.

The subject-focused recommendations are as follows:

6. Use technology to create a mechanism for anonymously reporting indicators of potentially violent behavior and sending alerts about incidents.

7. Develop a national, searchable database of information pertaining to individual behavior indicative of escalation toward a violent act, and facilitate sharing such information across jurisdictional boundaries.

8. Draft a model statute providing limited liability for citizens who report indicators of potentially violent behavior.

Appendix B.

2014 Summit Participants List

Participants

Elizabeth Bruno
Psychiatric Nurse, Southeast Georgia Health System

Charles S. Cochran
Memphis Police Department (retired); Crisis Intervention Team Center (coordinator), University of Memphis

Robert Corn
County Commissioner, Chaves County, New Mexico

Andrew Coughlan
Alumni Manager, Wounded Warrior Project

Gene Deisinger, Ph.D. (Major)
Deputy Chief of Police and Director of Threat Management Services, Virginia Tech Police Department

Ronald Dionne
Deputy Assistant Director, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Brian Dolan
Chief Executive Officer, Boys and Girls Club of Southeast Georgia

David Donaway
Director of Corporate Security, Simon Property Group

Patricia Donovan
Senior Instructor, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Diana Drysdale
Lead Social Science Research Specialist, National Threat Assessment Center, Protective Intelligence and Assessment Division, U.S. Secret Service

Joshua A. Ederheimer
Principal Deputy Director and First Assistant to the Director, Office of Community Oriented Policing Services, U.S. Department of Justice

Rodney D. Ellis
Chief of Police, Glynn County (Georgia) School District

Samuel M. Glaze
Police Officer, Houston (Texas) Police Department

Peter B. Gudaitis
President, National Disaster Interfaiths Network

Roy Gunnarsson
Training and Research Manager, Florida Department of Law Enforcement

Ken Hohenberg
Chief of Police, Kennewick (Washington) Police Department

Colonel Christopher M. Holton
Commander, U.S. Air Force Special Investigations Academy

Michael Kehoe
Chief of Police, Newtown (Connecticut) Police Department

Nancy K. Kelly
Public Health Advisor, Substance Abuse and Mental Health Services Administration, U.S. Department of Health and Human Services

Charles G. Kels
Attorney-Advisor, Office of Health Affairs, Office of the General Counsel, U.S. Department of Homeland Security

Honorable Chad F. Kenney, Sr.
President Judge, Delaware County (Pennsylvania) Court of Common Pleas

Bryan R. Lemons
Deputy Assistant Director, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Thomas MacLellan
Director, Homeland Security and Public Safety Division, National Governors Association

Robert M. Maloney
Deputy Chief of Emergency Management and Public Safety, City of Baltimore, Maryland

David McArdle, M.D.
Certified Emergency Physical and Clinical Associate Professor, Department of Emergency Medicine, Georgia Health Sciences University

Ronald W. McBride
Chair, Professional Standards, Image and Ethics Committee, International Association of Chiefs of Police

Philip S. McRae (Captain)
Chief, Department of Behavioral Medicine, Winn Army Community Hospital, Fort Stewart, Georgia

William Norris, Ph.D.
Chief, Training Research, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Patrice O'Neill
CEO, Executive Producer, and Founder, The Working Group/Not In Our Town

Donald Raley
Chief of Police, Artesia (New Mexico) Police Department

Dale R. Rauenzahn
Executive Director of School Safety and Security, Baltimore County Public Schools

Susan Riseling
Associate Vice Chancellor / Chief of Police, University of Wisconsin–Madison Police Department

Brian D. Rothe
Coordinator of Activities and Athletics, Washoe County (Nevada) School District

Kirt Rothe
Branch Chief, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Mark A. Sorsaia
Prosecuting Attorney, Putnam County, West Virginia

Chrystal Tibbs
Lieutenant and Commander, Homeland Security Division / Joint Analysis Intelligence Center, Prince Georges County (Maryland) Police Department

Jennifer E. Tocco
Management and Program Analyst, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Dana Vielmetti
Campaign Manager, The Advertising Council

Charles Vitale
Captain, Clermont (Florida) Police Department

Amy C. Watson, Ph.D.
Associate Professor, James Addams College of Social Work, University of Illinois–Chicago

Todd Wustewald, Ph.D.
Assistant Professor of Criminal Justice, University of Oklahoma

Facilitators

Steve Argiriou
Senior Policy and Projects Analyst, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Valerie Atkins
Deputy Assistant Director, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Barry Bratburd
Senior Policy Analyst, Office of Community Oriented Policing Services, U.S. Department of Justice

David H. Brunjes
Chief Counsel, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Sheldon Greenberg, Ph.D.
Professor of Management, School of Education, The Johns Hopkins University

Michael R. Hanneld
Special Assistant to the Deputy Director, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

Phyllis P. McDonald, Ed.D.
Associate Professor, School of Education, The Johns Hopkins University

Ariana M. Roddini
Division Chief, Federal Law Enforcement Training Centers, U.S. Department of Homeland Security

About FLETC

The **Federal Law Enforcement Training Centers (FLETC)**, a component of the U.S. Department of Homeland Security (DHS), serves as an interagency law enforcement training organization for 91 federal partner agencies and also provides training to state, local, rural, tribal, territorial, and international law enforcement agencies. During FY 2013, FLETC trained more than 63,000 students, and it has trained more than 1,000,000 law enforcement officers and agents since its establishment in 1970. Its mission statement is "We train those who protect our homeland."

FLETC is headquartered at Glynco, Georgia, near the port city of Brunswick, halfway between Savannah, Georgia, and Jacksonville, Florida. In addition to Glynco, FLETC operates two other residential training centers in Artesia, New Mexico, and Charleston, South Carolina, as well as a nonresidential facility in Cheltenham, Maryland. FLETC also maintains an office in Orlando, Florida, which provides a gateway to technology and training expertise within a nationally recognized hub for simulation and training. Since 1995, FLETC has participated in the International Law Enforcement Academy (ILEA) Program. In addition to providing instructors for the core and specialized programs at the ILEAs located in Hungary, Thailand, Botswana, and El Salvador, FLETC has personnel assigned as the director of the ILEA in Botswana and deputy director of the ILEA in Thailand.

As an interagency training organization, FLETC's staff comprises professionals from diverse backgrounds. Approximately half of its instructors are permanent FLETC employees, and the remaining half are federal officers and investigators on assignment from their parent organizations or recently retired from the field. The mix provides a balance of instructional experience and fresh insight.

Consolidation of law enforcement training permits the Federal Government to emphasize training excellence and cost effectiveness. Through professional instruction and practical exercises, FLETC not only prepares students for their law enforcement responsibilities but also affords opportunities to interact with students from many other agencies. Students become acquainted with the missions and duties of their colleagues, forming the foundation for a more cooperative law enforcement effort. Partner organizations provide input regarding training issues and functional aspects of FLETC, taking part in curriculum development and review conferences and helping to formulate policies and directives. Through this collaboration, FLETC remains responsive to the training mission.

As the trainer of choice for federal, state, local, rural, tribal, territorial, and international law enforcement agencies, FLETC is committed to continuously modernizing its training programs and facilities. Through partnerships with the military and cooperative agreements with the entertainment industry, leading technology companies, and academic institutions, FLETC has become an innovator in the use of modeling and simulation to support law enforcement training. Both independently and through cooperative research and development agreements, FLETC conducts original research to identify methods for offering more effective and efficient training. To support the training needs of today and tomorrow, FLETC has recently added state-of-the-art training facilities such as the Counterterrorism Operations Training Facility (a network of various urban, suburban, rural, and intermodal training venues), the Simulations Laboratory, and the Cyber Forensics Building to support the training needs of today and tomorrow. FLETC continues to invest strategically to meet the evolving training requirements of an increasingly complex law enforcement landscape.

About JHU-PSL

The **Division of Public Safety Leadership (PSL)** began in 1994 as the Police Executive Leadership Program (PELP). Dean Emeritus Stanley C. Gabor, who at the time led the Johns Hopkins University School of Continuing Studies, began this unique program, built on a demanding leadership, liberal arts, and humanities curriculum. Beginning with a single cohort of 24 police executives, PSL currently sponsors 15 cohort classes in multiple locations with a student population representing law enforcement, fire/EMS, emergency management, public health, transit, campus safety, private security, the intelligence community, and the military. Presently, PSL is within the **Johns Hopkins University School of Education,** under the leadership of Dean David Andrews.

From its inception, PSL has been at the forefront of preparing current and future executives to deal successfully with the routine and complex issues associated with public safety and sustaining community well-being. To this end, the division provides graduate, undergraduate, and noncredit education designed to advance excellence in leadership. The division has won national awards and recognition for its academic programs, which include the master of science and bachelor of science in management and master of science in intelligence analysis. The division's faculty is highly diverse, with academic and professional backgrounds in business, philosophy, education, law enforcement, law, psychology, intelligence analysis, physics, and medicine.

Today, over 1,000 students representing over 50 agencies have graduated from these programs. PSL alumni have advanced to head law enforcement agencies in over 70 jurisdictions throughout the United States. Other graduates have led major fire departments and become leaders in federal agencies, intelligence organizations, and the military.

PSL provides support and technical assistance to organizations nationwide, conducts research, and plays a key role in centers of excellence, work groups, and boards and commissions on behalf of federal, state, and local agencies. The division is home to two prestigious organizations, the Major Cities Chiefs Association (MCCA) and the Maryland Chiefs of Police Association (MCPA).

About the COPS Office

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

Community policing is a philosophy that promotes organizational strategies that support the systematic use of partnerships and problem-solving techniques, to proactively address the immediate conditions that give rise to public safety issues such as crime, social disorder, and fear of crime.

Rather than simply responding to crimes once they have been committed, community policing concentrates on preventing crime and eliminating the atmosphere of fear it creates. Earning the trust of the community and making those individuals stakeholders in their own safety enables law enforcement to better understand and address both the needs of the community and the factors that contribute to crime.

The COPS Office awards grants to state, local, territory, and tribal law enforcement agencies to hire and train community policing professionals, acquire and deploy cutting-edge crime fighting technologies, and develop and test innovative policing strategies. COPS Office funding also provides training and technical assistance to community members and local government leaders and all levels of law enforcement. The COPS Office has produced and compiled a broad range of information resources that can help law enforcement better address specific crime and operational issues, and help community leaders better understand how to work cooperatively with their law enforcement agency to reduce crime.

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

- To date, the COPS Office has funded approximately 125,000 additional officers to more than 13,000 of the nation's 18,000 law enforcement agencies across the country in small and large jurisdictions alike.

- Nearly 700,000 law enforcement personnel, community members, and government leaders have been trained through COPS Office-funded training organizations.

- To date, the COPS Office has distributed more than 8.57 million topic-specific publications, training curricula, white papers, and resource CDs.

COPS Office resources, covering a wide breadth of community policing topics—from school and campus safety to gang violence—are available, at no cost, through its online Resource Center at www.cops.usdoj.gov. This easy-to-navigate website is also the grant application portal, providing access to online application forms.

The American public has expressed increasing alarm over incidents of multiple casualty violence. While the law enforcement community has progressed in advancing training in the tactical response to incidents, there are significant gaps in strategies aimed at preventing multiple casualty violence. To address this need, the U.S. Department of Homeland Security's Federal Law Enforcement Training Centers has collaborated with the U.S. Department of Justice's Office of Community Oriented Policing Services and the Johns Hopkins University's School of Education to facilitate a series of national summits specifically focused on prevention.

The third and final summit occurred in February 2014, bringing together subject matter experts from a wide range of disciplines positioned to help prevent multiple casualty violence, such as law enforcement, health care, law, social sciences, education, and academia. Over the course of the three-day summit, participants outlined the elements of a prevention toolkit adaptable to the needs of individual communities.