

# Deliberative and Pre-decisional

## Chapter 8. Business and Community Development

For law enforcement to uphold the rule of law and protect the communities they serve they must be supported in their work by a larger public architecture made up of businesses and other community actors. Community organizations, churches, faith-based institutions, and businesses can play a pivotal role in the work of crime reduction through means such as reentry programs, second-chance employment opportunities, youth mentorship programs, after-school activities for at-risk youth, and resources for parents and families, to name a few. These community partners can help meet needs that law enforcement is not meant or equipped to fulfill and by doing so help law enforcement reduce and prevent crime.

Communities are most successful when the institutions that comprise them work together to ensure they are safe, secure, and stable. Businesses, nonprofits, faith-based and community organizations, along with law enforcement all have their own particular expertise, tools, and leverage that—when combined—can improve public safety and encourage economic development. The insight and engagement of these groups are critical to community revitalization.

There is an undeniable correlation between crime and a lack of economic opportunity. Economically depressed areas suffer higher rates of crime; discouraging businesses from locating to these communities, which reduces economic opportunities and creates a downward cycle that further increases poverty and crime.<sup>1</sup> This is why the White House has created the Opportunity Zones program and Business Revitalization Council. As described by The United States Department of Housing and Urban Development, “Opportunity Zones are economically distressed communities, defined by individual census tract, nominated by America’s governors, and certified by the U.S. Secretary of the Treasury via his delegation of that authority to the Internal Revenue Service.” 8,764 Opportunity Zones currently exist in the United States, providing opportunities for communities that have often been overlooked for decades. “The Opportunity Zones initiative is not a top-down government program from Washington but an incentive to spur private and public investment in America’s underserved communities.”<sup>2</sup>

The creation of the White House Opportunity and Revitalization Council targets and streamlines resources into Opportunity Zone projects, such as housing, education, and job creation (new or the expansion of existing businesses), to revitalize the most vulnerable and forgotten communities. As Scott Turner, executive director of the President’s Opportunity and Revitalization Council, highlights, “when all of us come together for the eradication of poverty and to build citizens up with self-sustainability and to help them to live the American dream, it really is something to see.”<sup>3</sup>

Furthermore, in June 2020, President Donald Trump issued an Executive Order on Safe Policing for Safe Communities. Not only does the Executive Order address the need for assessment of law enforcement use-of-force policies, President Trump also acknowledges the need for community and law enforcement engagement. Executive Order 13853 directs the Attorney General to work with Congress to develop legislation that in part would create community engagement programs “aimed at developing or improving relationships between law enforcement and the communities they serve ... and supporting nonprofit organizations that focus on improving stressed relationships between law enforcement officers and the communities they serve.”<sup>4</sup>

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<sup>1</sup> Chase Sackett, “Neighborhoods and Violent Crime,” *Evidence Matters*, Summer 2016, <https://www.huduser.gov/portal/periodicals/em/summer16/highlight2.html>.

<sup>2</sup> <https://opportunityzones.hud.gov/home>

<sup>3</sup> *President’s Commission on Law Enforcement and the Administration of Justice: Hearing on Community Engagement* (June 18, 2020) (statement of Scott Turner, Executive Director, President’s Opportunity and Revitalization Council), <https://www.justice.gov/ag/presidential-commission-law-enforcement-and-administration-justice/hearings>.

<sup>4</sup> <https://www.whitehouse.gov/presidential-actions/executive-order-safe-policing-safe-communities/>

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The following recommendations provide guidance on how business and community leaders can better enhance their engagement and work with law enforcement to cultivate prosperous and safe neighborhoods for the residents they serve and protect. And thereby aid law enforcement's important work of protecting the citizens of their communities by combatting and preventing crime.

### **8.1 Law Enforcement and Industry Collaboration to Reduce Crime**

Small, visible signs of disorder or decay (e.g., graffiti and loitering) can signal that a neighborhood is uncared for, creating fear and withdrawal among residents. This leads to fewer people engaging in community life and creates the perception that these places are available for criminal activities. Over time, as the cycle is perpetuated, neighborhoods continue to spiral into decay.<sup>5</sup> For this reason in the 1980's law enforcement began to implement Broken Windows Policing theory that holds that enforcing public order laws — such as laws against graffiti, trespassing, and illegal street vending — reduces both the fear of crime and crime itself, and thus makes for safer communities. Eliminating, or even reducing, low-level misdemeanor enforcement has significant implications — both for violent crime rates and for the quality of urban life. Misdemeanor enforcement can interrupt criminal behavior before it ripens into a felony. And it can help develop a community so residents and businesses can flourish.

Businesses also play an important role in crime reduction as they serve an important economic function in providing jobs to local residents, access to retail, other essential services, and recreation activities. Together, these components make neighborhoods more appealing and livable. On the other hand, the presence of crime and disorder can deter shoppers, causing financial hardship for businesses. Therefore, business clearly has an economic interest in public safety and plays an important role in community stability.

Law enforcement and businesses thus exist in a mutually-reinforcing relationship. As law enforcement enforces quality of life crimes and engages in proactive community policing, areas become safer for businesses, businesses can flourish and thrive, and it creates a virtuous cycle as more businesses move into the area, the community is revitalized and crime is then further reduced.

Oftentimes, the most effective solutions to crime address the environmental and social conditions that give rise to crime in the first place. Law enforcement cannot institute these interventions alone; instead, they should be accomplished with the cooperation and involvement of community leaders and institutions. For example, the 7-Eleven Crime Deterrence Program compiled data from convenience store robberies over a 20-year period, beginning in the mid-1970s, to gain insight into how criminals think and what deters them from committing robberies; subsequently 7-Eleven's parent company implemented new security strategies that drastically cut crime.<sup>6</sup> The company learned that using closed-circuit television cameras and alarms, reducing to a minimum the number of escape routes, and developing a strong relationship with local police helped reduce crime at its stores. The stores also use a 500-pound cash control unit that can hold cash in a secure container and are brightly lit so employees and cash registers are clearly visible. These strategies have helped the company reduce robberies substantially and have made company employees feel safer.<sup>7</sup>

State and local law enforcement agencies and public and private industry groups should also partner to address emerging crime trends. In many cases, the relationship between law enforcement and local companies is situational and based on the need of a given moment, such as an active investigation. However, leaders in the business community who develop long-term collaborative relationships with law enforcement become more engaged in public safety. In turn, these relationships make information gathering easier for law enforcement while also providing businesses with a greater sense of security for their employees, customers, and property. These collaborations could include providing training for industry employees, creating more

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<sup>5</sup> Bernadette C. Hohl et al., "Creating Safe and Healthy Neighborhoods with Place-Based Violence Interventions," *Health Affairs* 38, no. 10 (2019), <https://www.healthaffairs.org/doi/10.1377/hlthaff.2019.00707>.

<sup>6</sup> Scot Lins and Rosemary J. Ericson, "Stores Learn to Inconvenience Robbers: 7-Eleven Shares Many of Its Robbery Deterrence Strategies," Abstract, *Security Management* 42, no. 11 (1998), <https://www.ncjrs.gov/App/Publications/abstract.aspx?ID=176768>.

<sup>7</sup> Lins et. al., "Stores Learn to Inconvenience Robbers: 7-Eleven Shares Many of Its Robbery Deterrence Strategies"

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efficient mechanisms to share the types of information needed to assist in criminal investigations, and identifying streamlined processes that employees use to alert law enforcement of crimes. Such collaborative relationships can be instrumental in tackling a number of criminal activities, including human trafficking, organized retail theft, auto theft, burglary, robbery, and assault.

One example to look to is how Uber has formed partnerships with local law enforcement. Uber has worked with law enforcement agencies to combat human trafficking, domestic violence, and campus safety. As part of this, Uber drivers are trained to spot indicators that a crime is taking place, and the driver app includes features that notify law enforcement about crimes in progress and coordinates with anti-human trafficking organizations. Uber also created a 24/7 response team of former law enforcement officers and federal agents that provides an online portal where law enforcement can request information from Uber to assist in investigations and in emergencies.

And recently in response to the challenges presented by COVID-19, Ashley Moody, Florida Attorney General, announced that Uber will offer free rides in three Florida counties to help victims of domestic violence escape abuse.<sup>8</sup> Uber worked with state and local agencies to start the program.

**PULL QUOTE:** “Victims of domestic violence need to know that help is still available [despite the challenges of COVID-19] and there are people who care deeply about their health and safety. Victims do not have to stay isolated with their abusers. . . . Through this new program with Uber, I am hopeful that we can connect more victims with the shelter and life-saving services they need to escape abuse and begin the healing process.”<sup>9</sup> - Ashley Moody, Florida Attorney General

### **8.1.1 Law enforcement agencies should partner with public and private entities to gain access to public-facing, privately owned cameras to serve as a deterrent to crime and to assist criminal investigations.**

Cameras have become a standard feature of our lives. Modern reality is full of privately owned cameras that are public-facing and constantly surveilling neighborhoods and cities; most are used by businesses and households to keep their property or families safe.

Traditionally if access to video footage was needed to assist with an investigation, law enforcement would request that access from each camera owner. However, by developing relationships in the community, law enforcement can help facilitate a smoother and quicker process to turn these cameras into tools to deter and/or solve crime.

One successful program for agencies to look to is Project Green Light in Detroit. The Detroit Police Department began Project Green Light in January 2016 in partnership with eight gas station owners, who installed high-definition cameras to surveil publicly accessible areas in and around their businesses. They agreed to allow crime analysts and police officers at the Detroit Police Department’s Real Time Crime Center to monitor these feeds, which are also useful after the fact to assist with criminal investigations. Participating businesses are also required to store footage for 30 days and to post signage in and around their buildings alerting the public that the building is monitored by police, and to indicate this by installing a flashing green light.<sup>10</sup>

Research shows that cameras have a deterrent effect, but only when the offender is made well aware of their

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<sup>8</sup> Danielle McMullan, U.S. Southeast Law Enforcement Liaison, Uber, “Uber Law Enforcement Operations” (PowerPoint presentation, Business and Community Development Working Group, virtual meeting, May 8, 2020).

<sup>9</sup> Florida Office of the Attorney General, “VIDEO: Attorney General Moody Works with Uber to Provide Rides to Help Victims of Domestic Violence Escape Abuse,” May 6, 2020, [https://www.einnews.com/pr\\_news/516343980/video-attorney-general-moody-works-with-uber-to-provide-rides-to-help-victims-of-domestic-violence-escape-abuse](https://www.einnews.com/pr_news/516343980/video-attorney-general-moody-works-with-uber-to-provide-rides-to-help-victims-of-domestic-violence-escape-abuse).

<sup>10</sup> *President’s Commission on Law Enforcement and the Administration of Justice: Hearing on Reduction of Crime* (April 16, 2020) (written statement of David LeValley, Deputy Chief, Detroit Police Department, MI), <https://www.justice.gov/ag/presidential-commission-law-enforcement-and-administration-justice/hearings>.

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existence.<sup>11</sup> This effect further increases when there is evidence that the camera is working in conjunction with other anti-crime measures.<sup>12</sup> Since the pilot, the Detroit project has demonstrated significant growth. As of April 2020, nearly 700 businesses were participating in the program, giving department personnel access to deter would-be offenders at more than 2,800 live camera feeds at Project Green Light locations – and a significant number of businesses are in the pipeline waiting to join the program. Assistant Chief David LeValley states, “Efforts to bring these businesses and more into the program are fueled by the belief that the more businesses in the program, the higher the reduction in crime will be.”<sup>13</sup>

**PULL QUOTE:** “According to a recent analysis conducted by the Project Green Light team, the original eight participating businesses have experienced an overall reduction of violent crime of 44.9 percent when comparing 2015 [before Project Green Light] to 2019.”<sup>14</sup> - David LeValley, Assistant Chief of the Detroit Police Department

### **8.1.2 The Department of Justice should establish a National Public Safety Officers Council that is composed of representatives from the business community and federal, state, local, and tribal law enforcement. This council should meet twice per year to address current and emerging public safety threats and needs and hold an annual summit with the White House.**

With continuous shifts in criminal activities and constant advancements in technology, law enforcement has to proactively monitor, respond to, and ideally prevent crime trends. Unfortunately, the country lacks a national strategy that can spot these movements and incorporate a best practices approach.

A federal-level advisory council should be formed to review developments around public-private collaborative relationships and determine how local successes can be replicated in other parts of the country. This council should consist of senior law enforcement leadership and top security officials from major companies and business associations.

**PULL QUOTE:** “Great ideas and practices are best when they are shared widely and open for additional input.”<sup>15</sup> - Sheriff Dennis Lemma, Seminole County, Florida

The advisory council should meet twice per year to collaborate on science-based approaches that both law enforcement and private industry can take to reduce crime and improve the quality of life in their communities. The Department of Justice (DOJ) should invite business leaders from an array of industries, such as retail, services and technology, as well as national conglomerates, to broaden the scope of how private companies can contribute to public safety. Corporate leaders could share successful practices they use in areas of workforce management, recruitment, retention, organizational culture, and leadership development – concepts law enforcement leaders may be able to replicate.

A federal advisory board has several advantages, including the ability to draw on more resources and make its recommendations directly to DOJ leadership. The board should also disseminate reports to law enforcement agencies, look at the system more holistically, and tailor recommendations for different types of jurisdictions and communities nationwide.

As part of the council activities, the DOJ and the White House could also convene an innovation and technology summit for business, law enforcement, and senior-level community development leaders to

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<sup>11</sup> Jerry H. Ratcliffe, *Video Surveillance in Public Places* (Washington, DC: Office of Community Oriented Policing Services, updated 2011), [https://popcenter.asu.edu/sites/default/files/video\\_surveillance.pdf](https://popcenter.asu.edu/sites/default/files/video_surveillance.pdf).

<sup>12</sup> Brandon C. Welsh, David P. Farrington, and Sema A. Taheri, “Effectiveness and Social Costs of Public Area Surveillance for Crime Prevention,” Abstract, *Annual Review of Law and Social Science* 11 (2015), <https://www.annualreviews.org/doi/pdf/10.1146/annurev-lawsocsci-120814-121649>.

<sup>13</sup> LeValley, *President’s Commission on Law*, April 16, 2020.

<sup>14</sup> LeValley, *President’s Commission on Law*, April 16, 2020.

<sup>15</sup> Nicole Nelson, Executive Administrator, Seminole County Sheriff’s Office, FL, email communication with Antonio Tovar, Federal Program Manager, Business and Community Development Working Group, April 22, 2020.

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identify opportunities to develop strategies and solutions to address specific public safety technology issues. This approach was highlighted by Reverend Markel Hutchins, president/CEO of MovementForward, Inc. He suggested a high-level roundtable meeting with corporate and business leaders “so that they can bring their expertise and resources to bear to enable law enforcement to become better connected to the populations they serve.” He elaborated that this “is not only in line with the values of our great corporate sector, but it will also lead to communities in which businesses are able to thrive.”<sup>16</sup>

### **8.1.3 State and local governments should build collaborative relationships with higher education institutions to identify and offer college classes and degrees that better prepare future and current law enforcement officers.**

The law enforcement field has changed significantly over the past couple centuries. Police officers are expected to know a lot beyond what traditional law enforcement training provides, including how to use advanced technology, understand evidence-based policing, solve new and emerging crime trends, identify behaviors that are indicative of mental illness, and interact with diverse communities.

Institutions of higher education can—and often do—help bridge this gap. However, these colleges and universities would be able to better train and educate current and future officers if law enforcement agencies (or organizations) developed more formal collaborations with educational institutions. Further, universities can add value to law enforcement careers by offering certificates that combine courses that might not often be thought of as directly relating to law enforcement, including sociology, foreign languages, and computer science.

Police leadership, scholars, and public officials have often recommended that those interested in applying to become police officers should obtain a college education, including the 1967 Johnson Commission report.<sup>17</sup> A study published by *Police Quarterly* provides evidence that officers with higher education are less likely to use force in encounters, which suggests an increased ability in finding alternatives when making arrests.<sup>18</sup>

State and local agencies could also collaborate with higher education institutions to sponsor eligible candidates to attend a law enforcement academy. Such sponsorships allow for individuals to pursue a law enforcement career when they otherwise would not have the financial means.

#### **[CROSS REFERENCE RECRUITMENT AND TRAINING]**

### **8.1.4 Local governments should create collaborations with area employers to provide summer employment and paid internship opportunities for youth, with a focus on disadvantaged youth.**

#### **[CROSS REFERENCE TO JUVENILE JUSTICE]**

Young offenders, particularly youth living in impoverished communities, commit a disproportionate share of crime.<sup>19</sup> This is especially true of violent crime. One of the most effective ways to reduce crime is to provide employment opportunities for these youth, which also makes economic sense, as vocational training for youth saves \$12 in costs to the judicial system for every \$1 spent.<sup>20</sup>

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<sup>16</sup> *President's Commission on Law Enforcement and the Administration of Justice: Hearing on Community Engagement* (June 18, 2020) (statement of Rev. Markel Hutchins, President and CEO, MovementForward, Inc.), <https://www.justice.gov/ag/presidential-commission-law-enforcement-and-administration-justice/hearings>.

<sup>17</sup> David L. Carter and Allen D. Sapp, “The Evolution of Higher Education in Law Enforcement: Preliminary Findings from a National Study,” *Journal of Criminal Justice Education* 1, no. 1 (2006), <https://doi.org/10.1080/10511259000082061>; and Jason Rydberg and William Terrill, “The Effect of Higher Education on Police Behavior,” *Police Quarterly* 13, no. 1 (2010), [https://www.academia.edu/2907549/The\\_Effect\\_of\\_Higher\\_Education\\_on\\_Police\\_Behavior](https://www.academia.edu/2907549/The_Effect_of_Higher_Education_on_Police_Behavior).

<sup>18</sup> Rydberg and Terrill, “The Evolution of Higher Education.”

<sup>19</sup> “From Juvenile Delinquency to Young Adult Offending,” National Institute of Justice, March 10, 2014, <https://nij.ojp.gov/topics/articles/juvenile-delinquency-young-adult-offending>.

<sup>20</sup> Brandon C. Welsh et al., “Promoting Change, Changing Lives: Effective Prevention and Intervention to Reduce Serious Offending,” in *From Juvenile Delinquency to Adult Crime: Criminal Careers, Justice Policy, and Prevention*, eds. Rolf Loeber and David P. Farrington (New York: Oxford University Press, 2012).

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Local governments can provide incentives to employers to hire these at-risk youth. One possible incentive includes reducing employer recruitment costs by contributing human resources functions from the local government to advertise, accept applications, vet candidates, and match them to job opportunities. They can also organize advertising and encourage employers by demonstrating how this will help engender community good will. Some governments may also choose to subsidize wages and employee insurance liability for participating companies.

Forming partnerships and offering these experiences to teenagers can provide many benefits to the employers, including the opportunity to give back to the community, the chance to develop the future workforce, and the ability to start an internship program without taking on the full cost or responsibility of doing it alone.

### **8.1.5 Local governments should collaborate with area employers to provide employment opportunities for individuals who are transitioning out of incarceration or secured detention.**

#### **[CROSS-REFERENCE REENTRY]**

Job training and placement assistance programs can help significantly reduce recidivism rates among offenders, though this may only be the case when it leads to long-term employment.<sup>21</sup>

**PULL QUOTE:** “Effective reentry leads to safer and more prosperous communities by ensuring that people with criminal records have the tools to lead law-abiding lives. Successful reentry empowers people to participate in meaningful work opportunities, which helps many pay child support and restitution, and strengthens tax bases.”<sup>22</sup> - John Koufos, National Director of Reentry Initiatives, Right on Crime

The challenge is considerable, given the business community’s reluctance to hire individuals with criminal records. A research trial published by the American Economic Association demonstrated that employers were 60 percent more likely to call back applicants without records, even over applicants with minor records such as low-level, nonviolent felonies committed two years prior.<sup>23</sup> According to the National Employment Law Project, an employment rights advocacy group, the chances of a person finding work drops as much as 50 percent if they have a criminal record. Additionally, as most individuals who are released from prison tend to have less formal education, the odds are even less in their favor.<sup>24</sup>

To be effective, reentry programs should provide comprehensive assistance in the job application process, offer job training, and focus on preparing inmates for fields where they can obtain long-term gainful employment. Therefore, local governments or organizations with reentry programs should consider these factors in their development. Reentry programs should collaborate with businesses in the community.

Sheriff Dennis Lemma of Seminole County, Florida, states, “By creating employment opportunities for individuals transitioning out of incarceration within a community, vital second-chance prospects are created for those citizens who may feel they have no other option than to return to the high-risk lifestyles that were damaging to themselves and their community. These collaborative relationships with area employers, quite literally, can change the course of a person’s life and create a positive ripple of impact within their community.”<sup>25</sup>

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<sup>21</sup> Aaron Yelowitz and Christopher Bollinger, “Prison-To-Work: The Benefits of Intensive Job-Search Assistance for Former Inmates,” *Civic Report*, no. 96 (2015), [https://media4.manhattan-institute.org/sites/default/files/cr\\_96.pdf](https://media4.manhattan-institute.org/sites/default/files/cr_96.pdf).

<sup>22</sup> *President’s Commission on Law Enforcement and the Administration of Justice: Hearing on Reentry* (April 23, 2020) (written statement of John Koufos, National Director of Reentry Initiatives, Right on Crime), <https://www.justice.gov/ag/presidential-commission-law-enforcement-and-administration-justice/hearings>.<sup>23</sup> Amanda Agan and Sonja B. Starr, “The Effect of Criminal Records on Access to Employment,” *American Economic Review: Papers & Proceedings* 107, no. 5 (2017): 560, <https://repository.law.umich.edu/cgi/viewcontent.cgi?article=2892&context=articles>.

<sup>23</sup> Amanda Agan and Sonja B. Starr, “The Effect of Criminal Records on Access to Employment,” *American Economic Review: Papers & Proceedings* 107, no. 5 (2017): 560, <https://repository.law.umich.edu/cgi/viewcontent.cgi?article=2892&context=articles>.

<sup>24</sup> Yelowitz and Bollinger, “Prison-To-Work.”<sup>25</sup> Nelson, email communication with Antonio Tovar, April 22, 2020.

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