

Legal Epidemiology for Public Health Lawyers *Key Developments*

Scott Burris

Center for Public Health Law Research



THIS TALK

People. Policy. Progress.

1: The state of the field and why it matters

2: Is there a crisis in the quality and public understanding of policy research – and what can YOU do about it?

3: Scientific legal mapping, policy surveillance and AI – what could possibly go right?



Legal epidemiology

The scientific study and deployment of law as a factor in the cause, distribution, and prevention of disease and injury in a population.

But why?



Legal epidemiology is a *strategic* intervention for systems change ...

Increase # and quality of research studies

Demonstrate that it is possible to assess legal effects

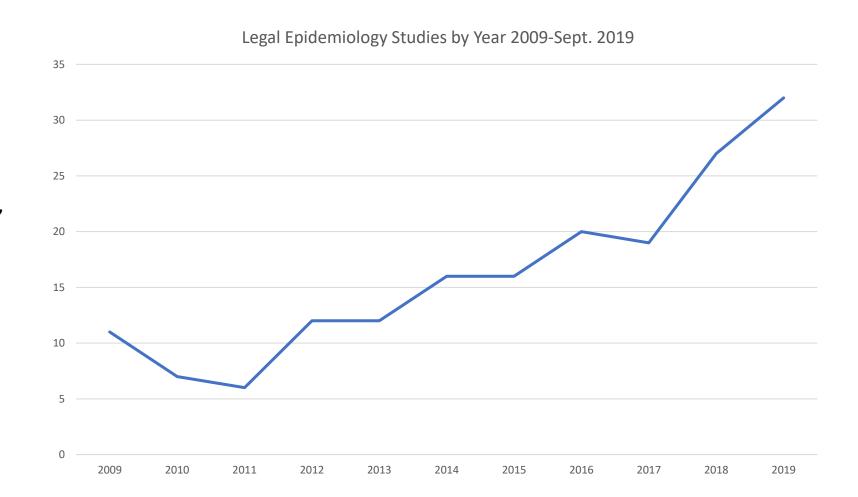
Promote success and create accountability for harm and failure





And by some measures it is working...

Data from Pepin, D. A., St. Clair Sims, R., Khushalani, J., Tonti, L., Kelly, M. A., Song, S., . . . Kaminski, J. W. (9900). A Narrative Review of Literature Examining Studies Researching the Impact of Law on Health and Economic Outcomes. *Journal of Public Health Management and Practice, doi:10.1097/phh.00000000000001833*





There is a lot at stake

FOR you...

- Legal epi is one way to get the people we work with in public health to take law more seriously
- It can give us evidence for our arguments
- And it can help us avoid advocating for things that do no good – or do actual harm
- It is a constant voice for facts, pragmatic rationalism, and a hope for sensible policy making despite political divisions.

FROM you ...

- The field needs lawyers to promote the field – and to understand it
- We need lawyers to use, demand and learn from evidence of legal effects.
- And setting up my next points We NEED lawyers to join the fight for better legal measurement



2. Maybe it's working a little too well...



We clearly have a "replication crisis"

 Pepin et al: "Although 92% of studies provided a source for the legal data, most did not discuss scientific legal mapping methods used ... or provide a discussion of the validity of the legal data relied on."

No source of legal data identified	8%
Took data from another source	53%
Actual search string provided	6%
Had a legal domain expert on the team	19%
Had a lawyer in a study that created its own legal data	54%



But we may also have a quality crisis...



Poor legal measurement means that the exposure at the core of the study is mismeasured ...

(For film noir buffs, a mismeasured legal exposure is the luminous poison of policy research.)

District of Columbia in the U.S.

Abstract

In response to the opioid epidemic in the United States, the federal and state j initiated various public health responses to mitigate the problem. Among other socioeconomic indices. A dynamic panel model was used with cases from 92 c states and the District of Columbia between 2013 and 2018. The findings s implementation has curtailed the rate of opioid mortality. Supply-interruption have merits and should be further evaluated.

drug overdose, health policy, Drug-Induced Homicide Laws, panel data, drug

Introduction

In recent years, drug misuse and overdose have been a growing public hea substantial burden on the national economy in the United States (McClellan of drug addiction has increased by nearly six-fold over the last few decades and cause of deaths in the U.S. (Davis, Johnston, & Pierce, 2015; Erfanian, Coll

¹School of Public Affairs, Pennsylvania State University Harrisburg, Middletown, PA, USA

Homicide Laws (DIHL) have been introduced to disrupt opioid supply by im tionally punitive sanctions against sales and distribution. The purpose of this stuwhether DIHL had an impact on opioid-related deaths, while controlling fo

Opioid Crisis

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Received: 26 September 2022 Revised: 6 December 2022 Accepted: 1 February 2023





A discussion of critical errors in a longitudinal study on the deterrent effect of drug-induced homicide laws on opioid-related mortality across 92 counties and the District of Columbia in the United States

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DOI: 10.1002/wmh3.570

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RESEARCH ARTICLE

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modifications or adaptations are made

¹⁰Harm Reduction Legal Project, Network for Public Health Law, Edina, Minnesota, USA

Drug overdose claimed more than 100,000 lives in the United States in 2021. Drug-induced homicide (DIH) laws create specific criminal liability for individuals who provide drugs that cause or contribute to the death of another person. DIH prosecutions in the United States have increased substantially over the past decade despite the absence of meaningful evidence of their individual- or community-level impacts. Recently, Lee et al. analyzed the impact of DIH laws on county-level opioid overdose mortality across 92 counties in 10 states and concluded that DIH laws are associated with significant reductions in rates of opioid overdose death. In this commentary, we present evidence demonstrating that the Lee et al. study is fundamentally flawed. Specifically, the legal data used by Lee et al. to define their treatment condition (the presence or absence of a state-level DIH law) is incorrect in almost every aspect. We also describe significant methodological weaknesses, including flawed sampling strategies that resulted in a biased sample of county overdose rates as well as flawed modeling strategies that cannot effectively evaluate the hypothesis that DIH laws negatively impact opioid overdose mortality. More



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... This is what lawyers and researchers then have to

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Corresponding Author:

12

There are lots of mistakes to be made



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- Enactment date?
- Signature date?
- Effective date?
- Implementation date?



RESEARCH ARTICLE

The importance of data source in prescription drug monitoring program research

Jill R. Horwitz PhD, JD, MPP , Corey Davis JD, MSPH, Lynn McClelland JD, MPH, Rebecca Fordon JD, MLIS, Ellen Meara PhD

A law can be a decent proxy for implementation ...



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But that's risky and should be done cautiously with support in evidence and theory

IZA DP No. 11489

The Moral Hazard of Lifesaving Innovations: Naloxone Access, Opioid Abuse, and Crime

Jennifer L. Doleac Anita Mukherjee

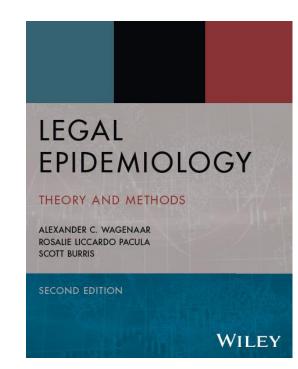
APRIL 2018

What can be done?



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- Peer review should catch this but too often it doesn't
 - Lawyers are not asked to review
 - Lawyers who review do not see the problem...
- So no matter where you work in the system,
 - Bone up on the basics of measurement
 - Volunteer and say "yes" to requests for peer review



We also need lawyers to help explain legal epi research to the public (and sometimes to the researchers)



Cochrane Database of Systematic Reviews

Physical interventions to interrupt or reduce the spread of respiratory viruses (Review)

Jefferson T, Dooley L, Ferroni E, Al-Ansary LA, van Driel ML, Bawazeer GA, Jones MA, Hoffmann TC, Clark J, Beller EM, Glasziou PP, Conly JM



Center for Public Health Law Research

The New York Times

The New York Times

OPINION

ZEYNEP TUFEKCI

Here's Why the Science Is Clear That Masks Work

March 10, 2023



OPINION BRET STEPHENS

The Mask Mandates Did Nothing. Will Any Lessons Be Learned?

Feb. 21, 2023



In fact, none of the studies evaluated an actual law or rule



- Mostly cluster RCTs, but diverse in study size, location, and approaches
- Study populations range from >one half million Bangladeshi villagers to a few hundred Iranian pilgrims
- Interventions studied were frequently multifaceted, including hand hygiene, masks, advice and social distancing.
- Included studies used a variety of mechanisms to promote mask use,
 including provision of free masks, instructions, reminders and more.

The name also rises



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One way to understand the error in the Doleac and Mukerjee paper or the Cochrane kerfuffle is as a confusion over the difference between "policy" and "law". Coming to policy research from law, it is perhaps professionally natural to distinguish between the particular conduct or standard that is desired to be spread and the mechanism through which that spreading occurs.

Accepting the distinction means that for the technical work of policy research and evaluation, it is useful to give that common word policy a narrow technical definition:

A governmental or organizational instrument for generalizing a desirable behavior or standard.

Such an instrument will nearly always take the form of an observable law or law-like text.

And please also help spread these distinctions



- Basic research on masks and respirators:
 - In the lab, what devices stop what viral particles under what experimental conditions (temperature, humidity, concentration, eg)
- Policy candidate research:
 - In intervention trials with real people, do masks reduce transmission? Under what circumstances?
 - How can mask wearing be promoted and sustained? What barriers arise in practice?
- Policy research:
 - Where are mask laws, regulations or institutional rules adopted? What form do they take (policy surveillance)
 - o How are they implemented?
 - What effects do they have?

3. Some points about scientific legal mapping, policy surveillance and Al



Scientific legal mapping is not just a pretty map

- Yes, it is part of the systems change strategy of legal epidemiology
 - It brings a patina of science to legal research and information
- Yes, it does produce pretty exhibits

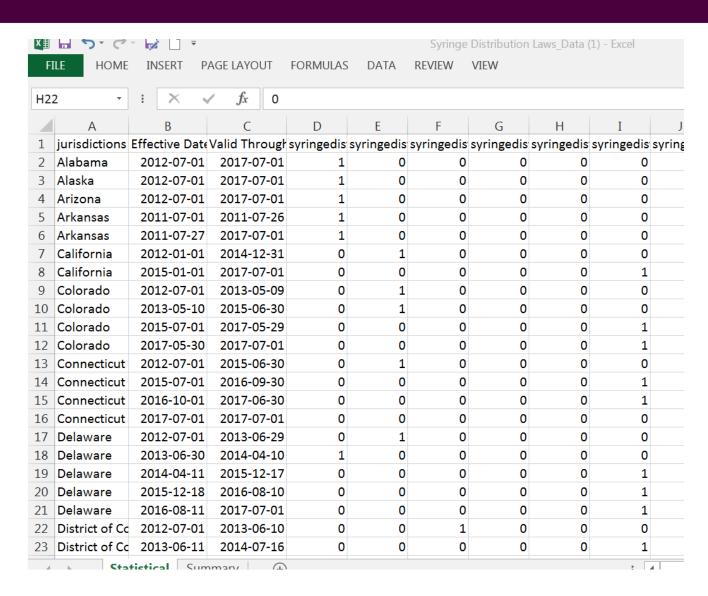
- But it is also a better way to do comparative legal research and analysis
 - Far more efficient
- And it goes a long way to solving the replication and measurement crises





Paradigm shifting

- Legal research conducted in a manner that is transparent → reproducible
- Explicit quality control processes
- Open source





We need more practitioners...

- Using the methods
- Using the software
- But also taking advantage of the advantages
 - Like building on existing research and avoiding duplication
 - Practicing the open source open science ethic
- Fighting for open law





- Chat GPT may already be able to generate 50 state surveys or it soon will be; legal research companies are or soon will be deploying it
- But while this may be good for a quick scan, there are limits and risks
 - No transparency: we don't know where it is looking and how it is defining the search
 - No quality control
 - Not clear it can create numeric data or build valid longitudinal datasets



And Al may also be a big help

- MonQcle Al assistant (similar work at CDC)
- There's plenty of room on the cutting edge
- TA and training available, https://phlr.org/method/legalepidemiology-training-andeducational-resources





THANK YOU





Legal epidemiology in action: Using policy surveillance to track debt collection litigation laws

Katie Moran-McCabe, JD Center for Public Health Law Research Temple University Beasley School of Law





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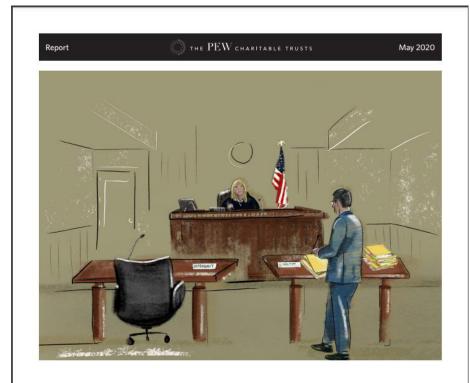


Debt Collection Litigation in the US

- Debt collection lawsuits account for an estimated 1 in 4 of all civil cases
- Approximately 90% of defendants do not have a lawyer representing them
- More than 70% of debt claims are resolved by default judgment for the plaintiff
- Debt claims can impact ability to secure housing, employment, and credit

https://www.pewtrusts.org/-/media/assets/2020/06/debt-collectors-to-consumers.pdf





How Debt Collectors Are Transforming the Business of State Courts

Lawsuit trends highlight need to modernize civil legal systems

Debt Collection Litigation in the US

- Debt has been linked to several poor health outcomes, including lower life expectancy, higher mortality, depression, high blood pressure, and forgone medical care.¹
- Debt collection judgments can result in garnishment of wages, bank account seizure, and arrest.²
- Debt has disproportionate impact on Black and Latinx communities.2

² American Civil Liberties Union (ACLU). (2018). A pound of flesh: The criminalization of private debt. https://www.aclu.org/sites/default/files/field_document/022118-debtreport.pdf



¹ American Public Health Association (APHA). (2021). The impacts of individual and household debt on health and wellbeing. (Policy Statement, Number: 20216). https://www.apha.org/Policies-and-Advocacy/Public-Health-Policy-Statements/Policy-Database/2022/01/07/The-Impacts-of-Individual-and-Household-Debt-on-



3 suggested steps to improve handling of debt collection cases:

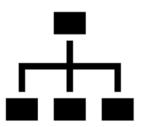
- Track data about debt claims
- Review state policies, court rules, and common practices
- Modernize the relationship between courts and their users

Pew Charitable Trusts. (2020). How debt collectors are transforming the business of state courts: Lawsuit trends highlight need to modernize civil legal systems. https://www.pewtrusts.org/en/research-and-analysis/reports/2020/05/how-debt-collectors-are-transforming-the-business-of-state-courts















Organize

Track

Collaborate

Share

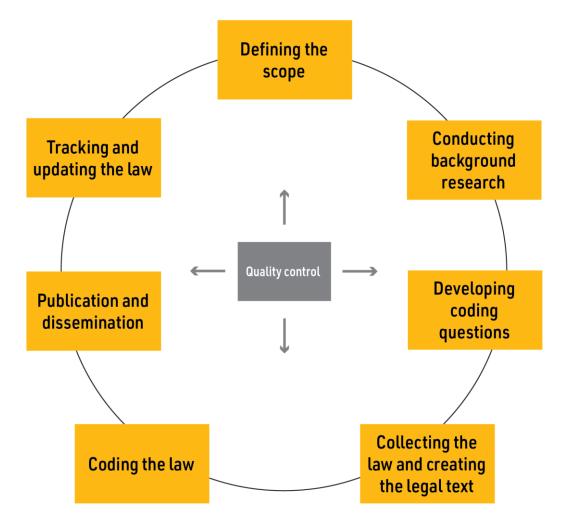




Policy surveillance is the systematic collection, analysis, and dissemination of laws and policies across jurisdictions or institutions, over time.



The Policy Surveillance Process





Who Uses Legal Mapping?



 Policymakers see what element of laws have the most movement in other states and can learn to track their own laws.



Advocacy groups track progress of campaigns and efforts to change laws and determine where to focus efforts and resources.



 Social scientists access scientifically sound data that can be used to evaluate the health influences of the laws.



• Government agencies use this as a metric for the success of larger programs.



• The public have easier access to key laws in the community.



• Health professionals measure progress and plan initiatives.





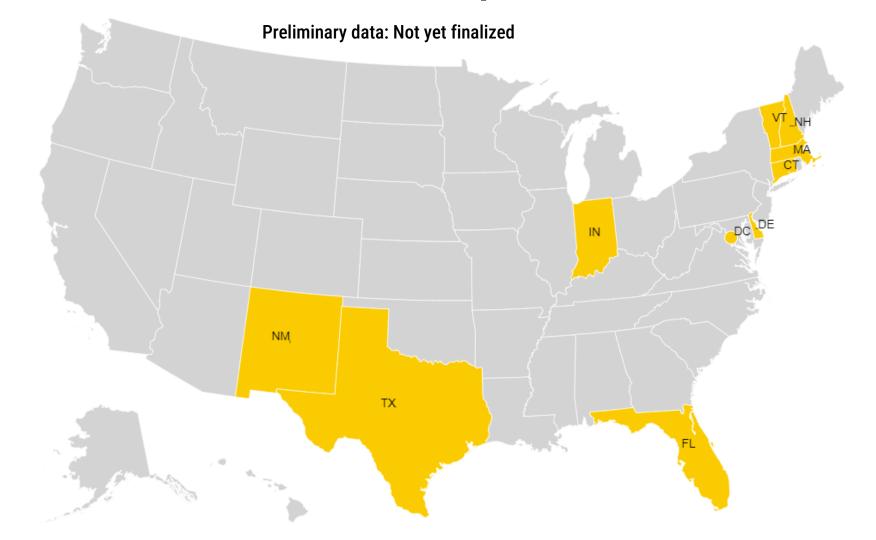
Debt Collection Litigation Laws dataset - Scope

- Comprehensive overview of state statutes and court rules governing debt collection lawsuits that were in effect as of January 1, 2023
- Covers all 50 U.S. states and the District of Columbia
- Variables tracked include requirements related to: statutes of limitation, notice, service, answer, default judgment, and judgment enforcement
- Primary focus on lawsuits involving lower dollar amounts heard in small claims or limited jurisdiction courts



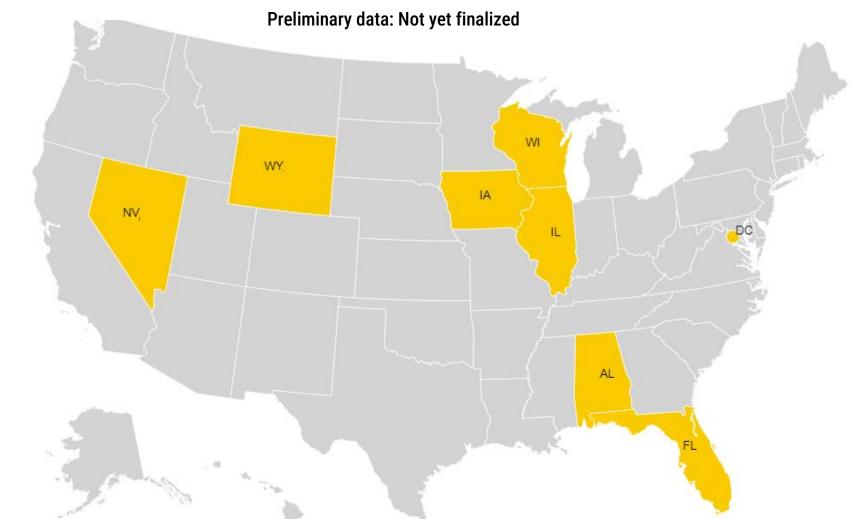


States that have a small claims court rule specific to debt collection lawsuits



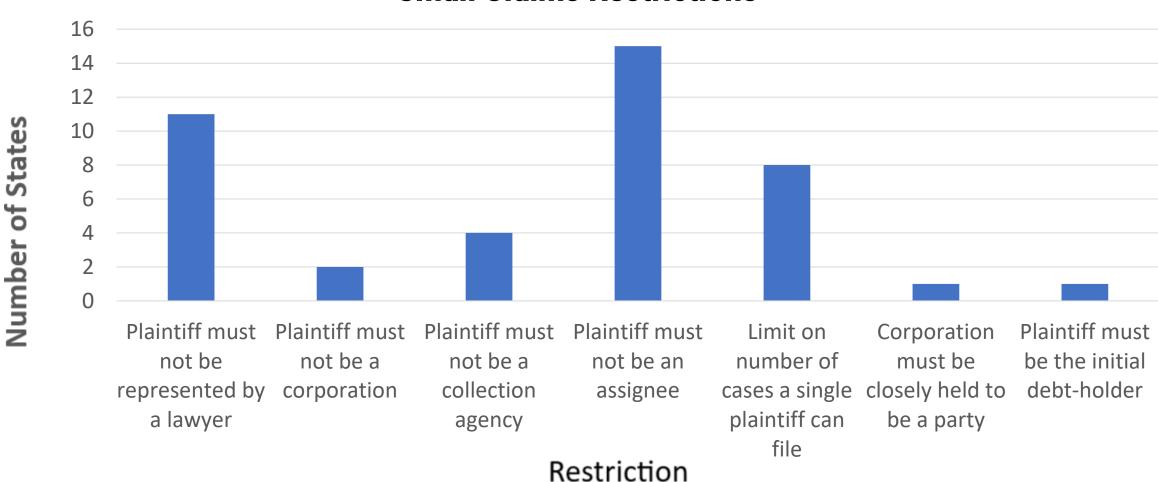
10 jurisdictions

States that require plaintiffs to file a debt claim as a small claims action if under a specified amount



8 jurisdictions

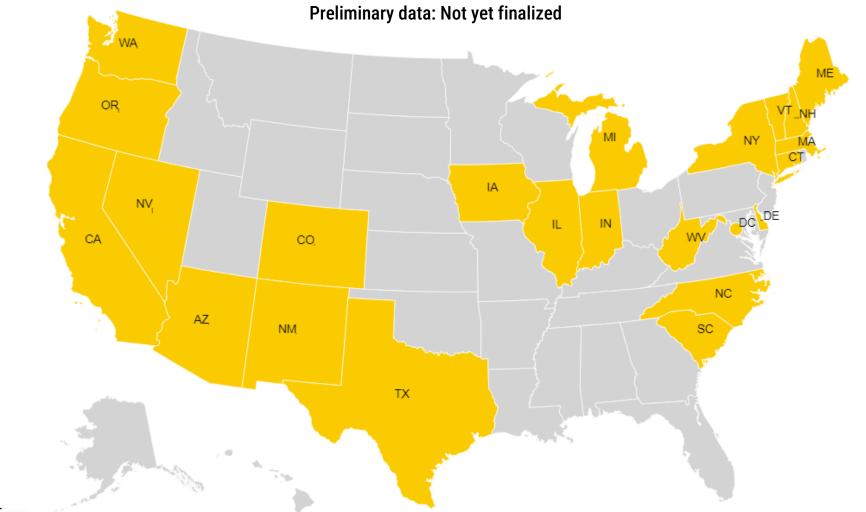
Small Claims Restrictions





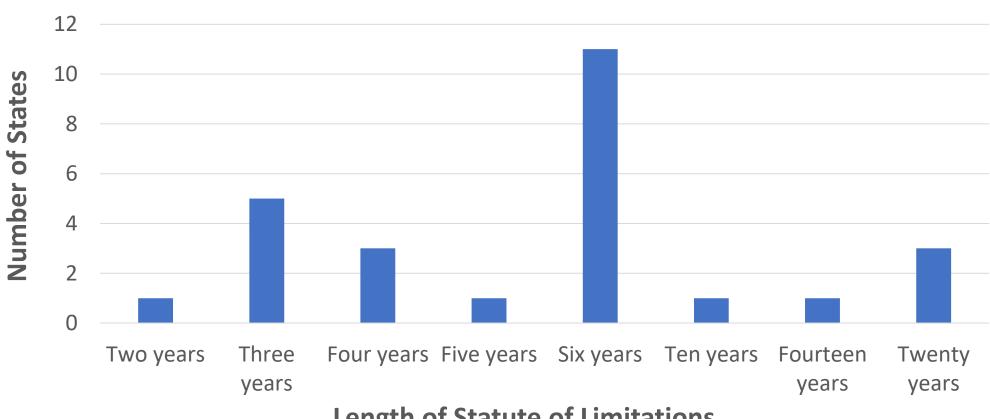


States requiring debt claim information to be on lawsuit notice



23 jurisdictions

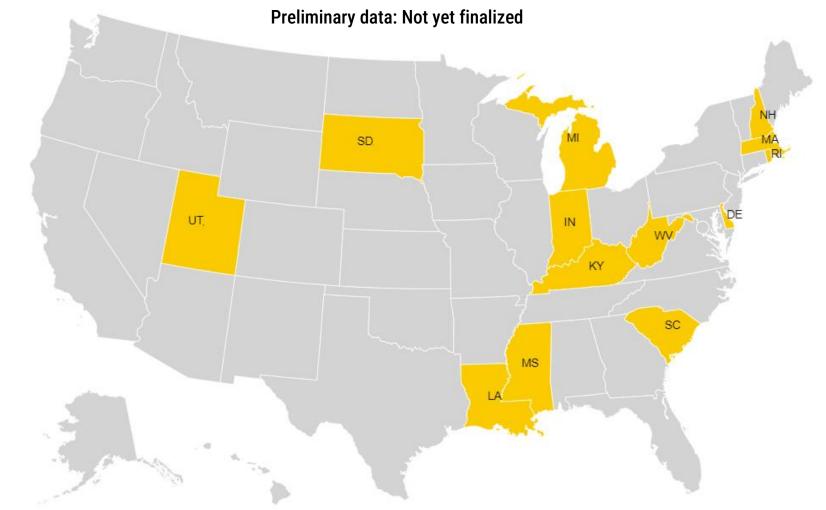
Debt-specific statutes of limitation





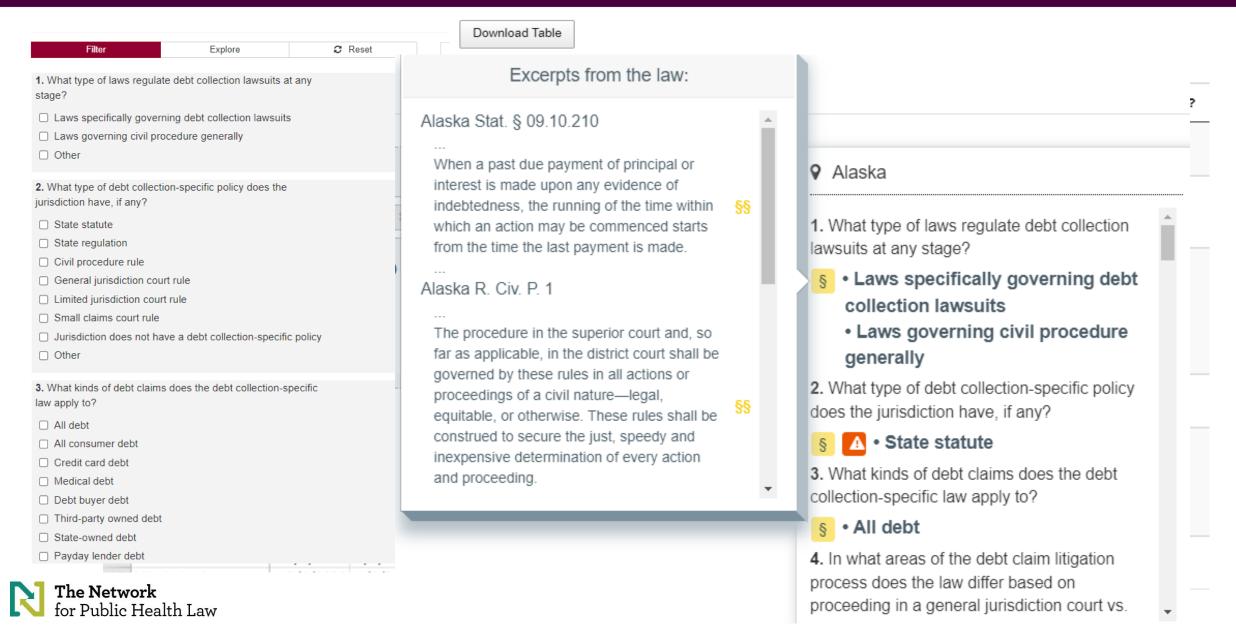


No requirement to notify defendants of property exemptions



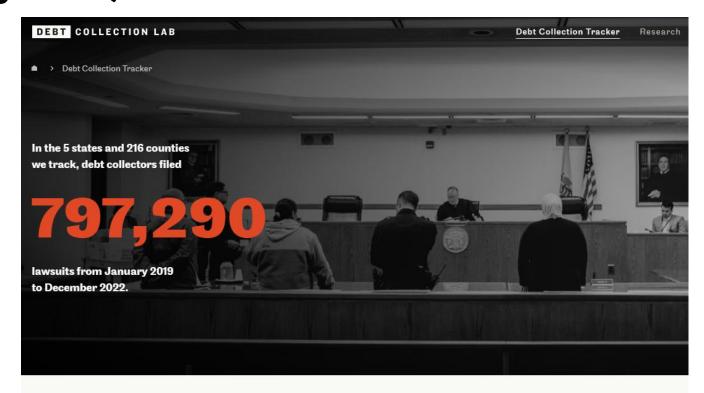
13 jurisdictions







We Have the Legal Data, Now What?



About the Debt Collection Tracker People who already had trouble paying their bills saw those troubles multiply during the Covid-19 pandemic. Although there were some moratoriums on debt collection, thousands of lawsuits were still being filed in a single county court per month. We have created the Debt Collection Lawsuit Tracker to monitor monthly updates to the number of debt cases being filed across the United States. We will continue to add data to the tracker over time.





An Overview of Debt Collection Lawsuits

The table shows an overview of debt collection lawsuits in the states and counties we track. View the report for individual states or counties to get a more detailed view, including charts and maps.

? What is a default judgment?

Last updated: December 2022

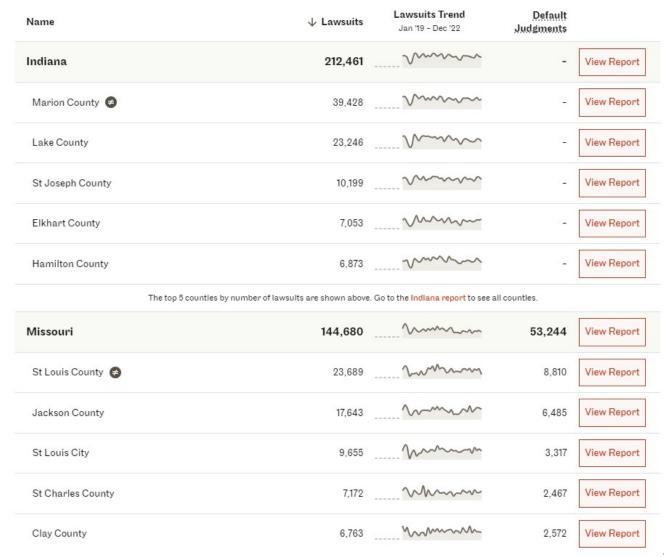
Search Q

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States + Counties

O States

O Counties





DEBT COLLECTION LAB

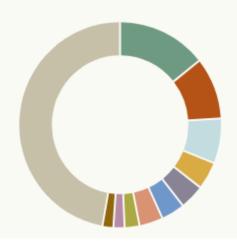
Debt Collection Tracker

Research Arts and Storytelling About Us

→ Debt Collection Tracker > Indiana → > Marion County →

Top Debt Collectors

Out of 1,925 debt collectors in Marion County, the top 10 (0.5%) are responsible for 20,389 (51.7%) of 39,428 lawsuits.

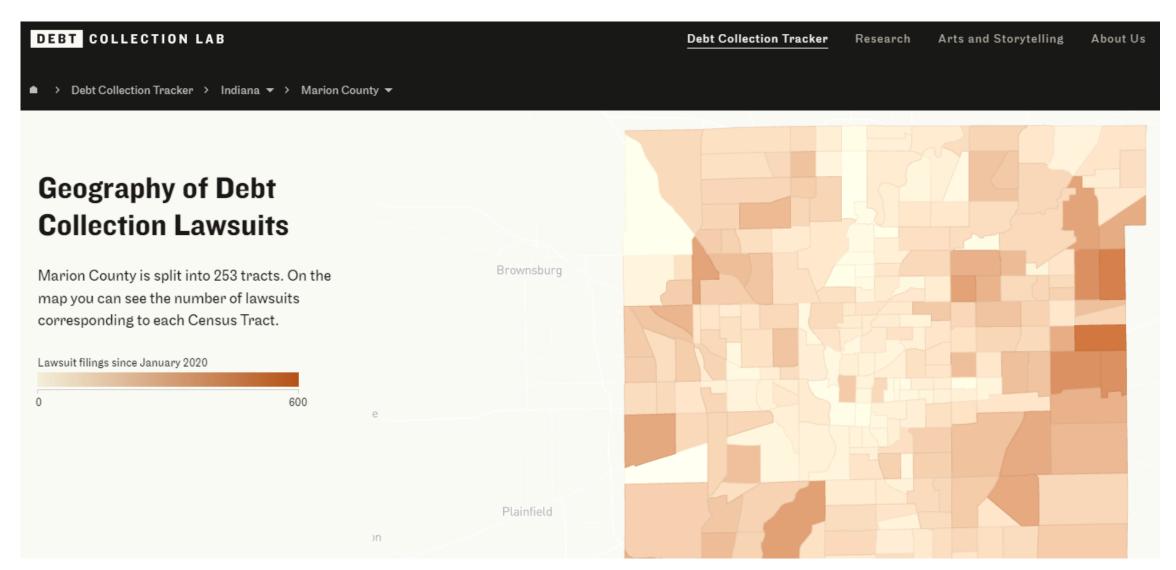


- LVNV Funding LLC
 - 5,698 lawsuits (14.5%)
- Midland Credit Management Inc
- 3.840 lawsuits (9.7%)
- Portfolio Recovery Associates LLC
- 2,759 lawsuits (7.0%)
- Jefferson Capital Systems LLC
- 1,667 lawsuits (4.2%)
- Discover Bank
- 1,485 lawsuits (3.8%)
- Capital One Bank (Usa) Na
- 1,430 lawsuits (3.6%)

- Eagle Finance Company
- 1,429 lawsuits (3.6%)
- Joe's Auto Sales Inc
- 857 lawsuits (2.2%)
- Crown Asset Management LLC
- 617 lawsuits (1.6%)
- Credit Acceptance Corp.
- 607 lawsuits (1.5%)
- Other
- 19,039 lawsuits (48.3%)









Improving Policymaking

REPORT & RECOMMENDATIONS

Advancing Justice for All in Debt Collection Lawsuits









Coming Soon!

- Debt Collection Litigation Laws dataset (50 states and DC) as of January 1, 2023
- Up next:
 - Update to State dataset
 - Dataset covering select local jurisdictions





Katie Moran-McCabe
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Access legal data at LawAtlas.org
Follow us at @PHLR_Temple



THANK YOU





Legal evaluation in action: Using legal epidemiology to evaluate the effect of laws limiting firearm access for perpetrators of intimate partner violence in the United States

Presented by: Lindsay K Cloud, JD, PhD(c)

Center for Public Health Law Research

Temple University Beasley School of Law



BACKGROUND

Intimate Partner Violence (IPV)

Describes acts of physical violence, sexual violence, stalking, and psychological abuse or aggression by current or former intimate partners in heterosexual or same-sex relationships and does not require sexual intimacy.

IPV in the United States

- Intimate partner violence affects over **12 million people** each year and **1 in 3 women**.
- 50% of all female homicide victims are killed by their current or former intimate partner.
- Firearms are the most common weapon used in intimate partner homicides.
- Each month, an average of 70 women are killed by their partners using a firearm.
- A woman is 5 times more likely to be killed when an abuser has access to a firearm.

Firearm-related morbidity and mortality are not occurring randomly across the U.S. Instead, this violence is concentrated where firearm ownership is most prevalent and firearm laws are least restrictive.

Research Question

What is the effect of state laws, which regulate the purchase and possession of firearms for perpetrators of intimate partner violence, as compared to the absence of state laws, on the number of females who experience intimate partner violence involving firearm-related injury and death in the United States?

IPV-Related Laws

- **Domestic Violence Restraining Orders (DVROs),** also known as protection or no contact orders, are legal orders issued by state courts to protect individuals against abuse or violence. Some DVRO laws have firearm provisions, that allow or require judges to order a firearm prohibition.
- **Temporary Restraining Orders (TROs),** also known as *ex parte* orders, can be issued without notice to the perpetrator, nor require their presence in court, are short-term in length (though, generally in effect until the full hearing date), and are often filed in exigent circumstances.
- Extreme Risk Protection Orders (ERPOs), also known as red flag laws, are risk-based, temporary, preemptive protection orders that authorize the removal of firearms from individuals determined to be at risk for committing firearm violence against others or themselves.

Why focus on these laws?

- Civil orders allow victims to petition the court directly.
- Gaps in federal law give state legislatures the opportunity to offer greater protections.
- Key features of these prohibitions vary tremendously from state to state and over time.
- Recent legal trends offer a novel enforcement mechanism (e.g., relinquishment and removal).
- Preliminary evidence shows promise.

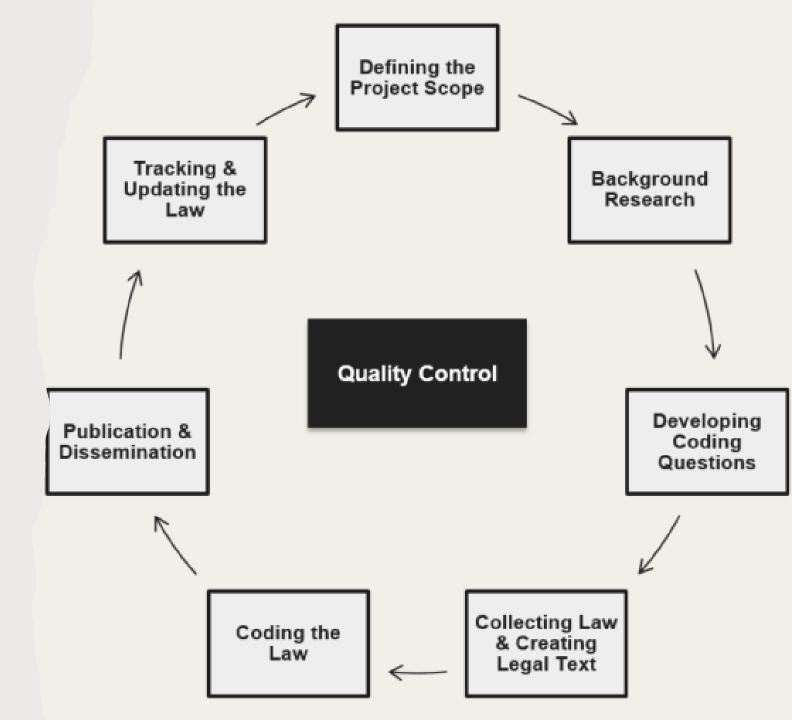
RESEARCH AIMS AND APPROACH

Research Aims

- Aim 1: Examine the legal variation in IPV-related laws across jurisdictions and over time by using policy surveillance methodology to create longitudinal legal data of statutes and regulations across all 50 states and Washington, D.C. from January 1, 2014, to January 1, 2020.
- Aim 2: Estimate the effect of IPV-related laws by using a difference-in-difference model to compare legal features, or absence thereof, on intimate partner homicide rates in 48 states and Washington, D.C. from January 1, 2014, to January 1, 2020.
- Aim 3: Identify intimate partner violence advocates' awareness, perception, and perspectives on IPV-related laws, and their implementation in practice, using qualitative focus group methodology.

Aim 1: Approach

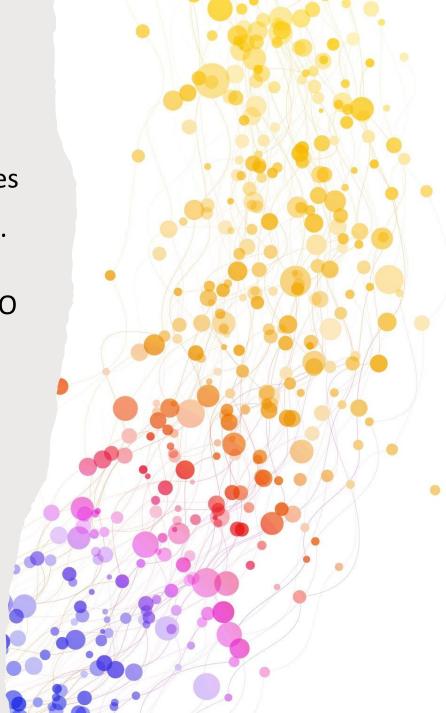
The research team followed the policy surveillance process to develop a longitudinal dataset measuring key features of state laws that prohibit subjects of DVROs, TROs, **ERPOs from purchasing and** possessing firearms, and oftentimes ammunition.



Inclusion Criteria

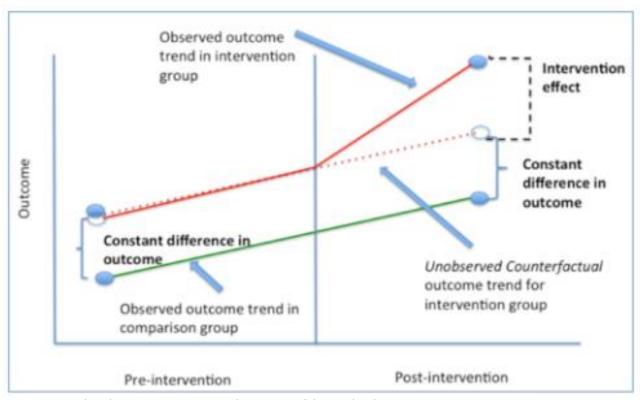
The jurisdictions selected for measurement included statutes and regulations for all 50 U.S. states and the District of Columbia in effect from January 1, 2014, to January 1, 2020. **Key features of the law:**

- whether the state law includes a DVRO, TRO, or ERPO firearm prohibition
- who qualifies as an intimate partner
- employment exemptions
- notice and hearing requirements
- whether the prohibition occurs automatically or through judicial discretion
- if the law permits or requires the relinquishment or removal of firearms



Aim 2: Approach

Use a difference-in-difference model to evaluate the effect of state laws on the prevalence of victims of IPH by firearm in 48 states and Washington, D.C. from January 1, 2014 – January 1, 2020.



Source: Columbia University Population Health Methods

Aim 3: Approach

Use qualitative focus group methodology to identify perceptions and perspectives regarding the implementation of IPV-related laws in practice.

Comprehensive Protections

- State A
- · State B

Minimal Protections

- State C
- · State D

No Protections

- · State E
- · State F

Purposeful Sampling

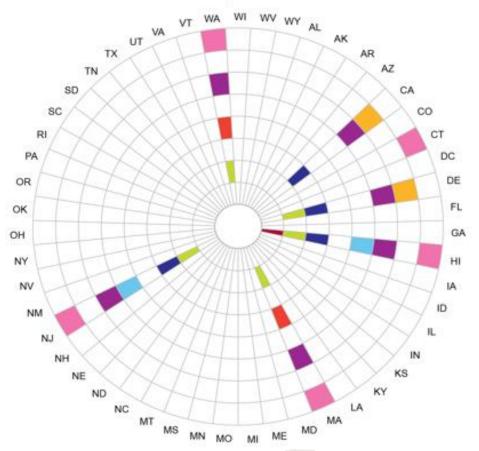
- 3-6 states
- 6-12 participants from each state

Final Sample

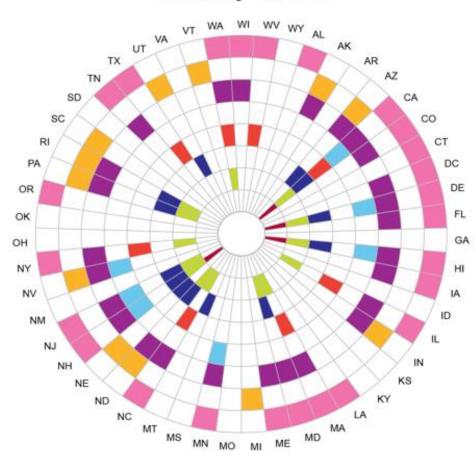
- 3-6 focus groups
- 18-72 participants

PRELIMINARY RESULTS

January 1, 1995



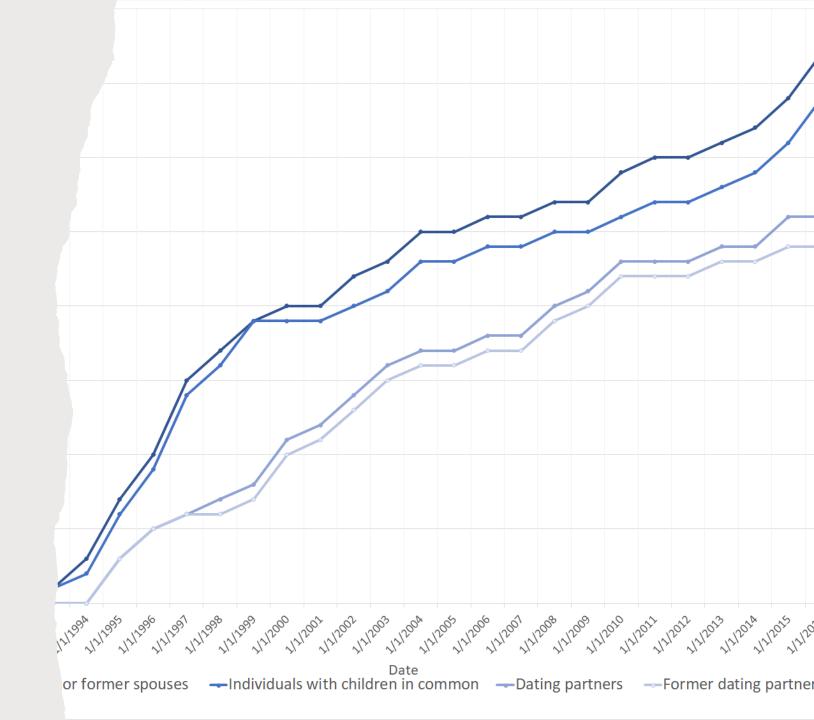
January 1, 2016



- DVRO: Automatic firearm prohibition
- DVRO: Firearm prohibition issued through judicial discretion
- DVRO: Firearm relinquishment (permittd or required)
- DVRO: Firearm removal (permitted or required)

- TRO: Automatic firearm prohibition
- TRO: Firearm prohibition issued through judicial discretion
- TRO: Firearm relinquishment (permitted or required)
- TRO: Firearm removal (permitted or required)

Trends in the legal definition of intimate partners in DVRO laws over time, January 1, 1991 – January 1, 2016.



From 1991 to 2016,

38 states

enacted a civil firearm prohibitor law through DVROs (37 states), TROs (20 states), or both (19 states).

Policy Recommendations

- DVRO and TRO laws should contain a firearm prohibitor provision that restricts IPV offenders from purchasing and possessing firearms and ammunition.
- The legal definition of intimate partners should protect all intimate partner relationships.
- Provide more uniform protection to victims by enacting automatic firearm provisions.
- Strengthen enforcement mechanisms within DVRO laws and TRO laws by requiring the relinquishment or removal of firearms and ammunition.

- Black MC, Basile KC, Breiding MJ, Smith SG, Walters ML, Merrick MT, Chen J, Stevens MR. The National Intimate Partner and Sexual Violence Survey (NISVS): 2010 Summary Report.

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- Burris S, Wagenaar AC, Swanson J, Ibrahim JK, Wood J, Mello MM. Making the Case for Laws That Improve Health: A Framework for Public Health Law Research. *Milbank Quarterly*. 2010;88(2):169-210. doi:10.1111/j.1468-0009.2010.00595.x.
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