



FILED
OFFICE OF THE CITY CLERK
OAKLAND

2014 MAR 13 PM 12:10

AGENDA REPORT

TO: FRED BLACKWELL
CITY ADMINISTRATOR

FROM: Sean Whent
Interim Chief of Police

SUBJECT: Informational Report on the Status
of the City's Public Safety Ceasefire
Strategy to Reduce Violent Crime in Oakland

DATE: March 5, 2014

City Administrator
Approval

Date

3-12-14

COUNCIL DISTRICT: City-Wide

RECOMMENDATION

Staff recommends that the City Council accept this informational report from The Oakland Police Department (OPD) on the status of the City's Public Safety Ceasefire Strategy to reduce Violent Crime in Oakland. OPD further request continued support of the full implementation of the Ceasefire Strategy.

EXECUTIVE SUMMARY

The City's Ceasefire Strategy is a public safety strategy that focuses attention on reducing gang/group related shootings and homicides. Specifically, the Oakland strategy has three goals. These goals include

- Reducing gang and group related shootings and homicides
- Decreasing the recidivism rate of participants and their networks
- Improving community police relationships

The purpose of this report is to provide an update on the Ceasefire Strategy after 15 months of implementation. Throughout the implementation period staff has seen a significant decline in homicides and shootings. The 2013 calendar year ended with a 28% reduction in homicides, and a 16% reduction in shootings. Staff has made many organizational adjustments and partnered extensively with the faith-based community, Oakland Unite funded service providers, and outside law enforcement agencies. A tremendous amount of knowledge was gained about shootings and homicides in Oakland, which is the focus of this strategy, as highlighted in the problem & opportunity analysis. Specifically, the problem and opportunity analysis in this report provides information on homicide victims and suspects in Oakland based on data from January

Item: _____
Public Safety Committee
March 25, 2014

2012 to June 2013. This report further provides a roadmap of where the City is going and the challenges moving forward.

OUTCOME

The City's continued support of the Ceasefire Strategy will allow OPD and the community to continue its work in reducing homicides and shootings while building more trust between OPD and those at high risk of gun violence. It will allow strategies used to reduce shootings and homicides to be enhanced by new data and potentially to inform or enhance other strategies focused on reducing shootings and homicides.

BACKGROUND/LEGISLATIVE HISTORY

Over the past 15 months the Ceasefire Strategy has undergone many changes. The changes are best described in phases that include pre-implementation, partial implementation, and full implementation.

Phase 1- Pre-Implementation: May 2012-October 18, 2012

In May 2012, OPD began conversations with the California Partnership for Safe Communities (CPSC) after a conference held in Oakland regarding the Ceasefire strategy. The CPSC is a group of academicians that provide technical assistance to cities throughout California that are implementing this strategy. The strategy addressed reducing homicides and shootings, establishing trust and building relationships with the community. After numerous conversations with city, faith-based, and community partners, OPD began working with the City Administration to enter into contract with the CPSC. The contract was executed in July 2012, and CPSC has worked with Oakland Unite service providers, OPD, community stakeholders, and the Mayor's Office to build the infrastructure for Ceasefire. This infrastructure includes a community working group, steering committee, and multi-agency law enforcement partners meeting which allows information and decisions to be made in a timely manner.

CPSC collected raw data and interviewed OPD staff to develop a preliminary Problem Analysis which indicated in 2012, East Oakland (High Street to San Leandro border) comprised of 60% of the City's shootings and homicides. This analysis also demonstrated that roughly 15 groups and/or gangs were driving the violence in East Oakland and at any given time only a few of the groups were active in violence at a time.

Based on this information and the infrastructure for partner participation, the Night Walks began in East Oakland on September 14, 2012 and the first call-in occurred on October 18, 2012.

See Attachment B: Ceasefire Strategy Handout

Phase 2—Partial Implementation: October 18, 2012-May 2013

After the initial call-in on October 18, 2012, custom notifications or one-on-one call-ins were conducted with high-risk individuals through December 2012. Multi-agency law enforcement activities began in January 2013 and ended in March 2013, resulting in 58 arrests and 36 firearms recovered. In March 2013, a call-in was held at the East Oakland Youth Development Center. During this time, staff approached City Council to request Cal-Grip funds be used to conduct a thorough problem and opportunity analysis of the groups gangs, and their role in homicides throughout the City of Oakland.

In April 2013, members of the Ceasefire Community Working Group and OPD command staff began developing the hiring process for a full-time program director. The purpose of the program director is as follows:

- manage communications between all partners;
- plan call-ins and custom notifications;
- ensure all efforts were focused on quality implementation;
- ensure components of the strategy were routinized within OPD;
- manage the development of the trust building component; and
- assist with the development of strategies to address immediate spikes in gang/group violence using proportional enforcement.

In May 2013, OPD transitioned to a new command staff that met with community partners about their commitment to the Ceasefire strategy. The command staff was informed of the requirements to make the strategy successful.

Phase 3—Full Implementation: May 2013- Present

The Interim Chief of Police and Interim Assistant Chief of Police scheduled weekly shooting review meetings, facilitated by the Project Commander and the Intelligence Officer. Additionally, management staff scheduled monthly Multi-Agency Law Enforcement Partners meetings requesting specific assistance on gangs/groups that are most active and unresponsive to direct communication. With dedicated staff and committed partners, we were able to:

- Conduct two medium-scale joint law enforcement operations in August 2013 and December 2013;
- Hold two full scale call-ins in September 2013 and December 2013 in collaboration with our partners in the Department of Human Services and in the faith-based community;
- Conduct 21 custom notifications;
- Provide stipends to Ceasefire clients who met certain individual based performance benchmarks;
- Travel to Chicago with community and social services partners to receive and build upon the Chicago Police Department Procedural Justice training;
- Develop Oakland specific Procedural Justice Training curriculum;
- Hire a permanent Ceasefire Program Director;

- Create and maintain a dedicated Ceasefire Crime Reduction Team.

October 2012-December 2013 we were able to do the following:

- Direct Communications
 - Total Call-ins: 4 (October 2012, March 2013, September 2013, and December 2013)
 - Total custom notifications: 31
- Total Number of Active Gangs/Groups Represented in Direct Communications: 27
- Total Number of Individuals Signing up for Services Post Direct Communication: 62
- Total Number of Night Walks: 60+
- Total Number of Volunteer hours: 500+
- Total Number of medium to large scale multi-law enforcement operations: 3

Despite the many challenges presented in 2013, the year ended with a 28% decline in homicides and a 16% decline in shootings. Evidence suggests this is due to the partnership's commitment to achieve its goal, despite the aforementioned challenges, and focus efforts on those gangs/groups at high risk of being victims/suspects of shootings and homicides. The chart below provides city-wide statistics and East Oakland (focus area) statistics:

Citywide Violent Crime

	2012	2013	% Change From 2012
Murders	126	90	-29%
Shootings	557	469	-16%
Total	683	559	-18%

East Oakland Focus Area

	2012	2013	% Change From 2012
Murders	71	52	-27%
Shootings	341	299	-12%
Total	412	351	-15%

Primarily, some of our goals for 2014 include a 15% reduction in homicides from 2013, and a 10% reduction in shootings. We hope to implement the Procedural Justice Training in OPD.

ANALYSIS

In an effort to establish an understanding of the local violence problem that guides and informs the work of civic, community, and criminal justice leaders to reduce violence, the Ceasefire partnership requested CPSC to conduct a "Problem Analysis" (*See Attachment A*) specific to homicides in Oakland. This analysis covers January 2012 - June 2013 and identifies the groups and individuals within the Oakland community who are at the greatest risk of violence, and helps to tailor an intervention to reduce that risk. The analysis is both qualitative and quantitative and provides an understanding of the near term drivers of violence, including circumstances and the role of groups. Most importantly, the information in the attached report serves to inform public policy around the issues of shootings and homicides, but also guides the partnership's work so that staff's efforts are narrowly focused, informed, intentional, and impactful.

PUBLIC OUTREACH/INTEREST

Decreasing homicides and shootings is of utmost importance to the citizens of Oakland. Many community members, faith-based groups and members of the City Council have expressed interest in implementing this strategy to reduce gun violence. Over the past 44 years, Oakland had an average homicide rate of 107-109 annually. This equates to more than 3,000 people who have been killed over this time period. However, this number does not include the thousands of children whose lives are permanently affected by the loss of their fathers and the countless mothers and grandmothers left to pick up the pieces for future generations. A vast majority of these homicides have been directly attributed to gun violence. In 2013, there was a significant decline in homicides and shootings. This translates into 36 young men whose funerals staff did not attend, and 36 parents who did not have to bury their children. This is the largest homicide reduction since 1996.

During the implementation of this strategy in our community, faith and law enforcement partners have made it abundantly clear that it will take more than law enforcement, faith-based organizations, and social service providers, working alone and in silos, to tackle the City's 44-year-old homicide problem. The homicide challenge requires that we work together, use reliable data, timely intelligence, and also offer real alternatives to the young men at highest risk of violence. Thus far we have been able to deliver on the law enforcement promise, and the social services promise with very limited resources. However, as the strategy continues to grow and be institutionalized, the social services promise of help needs to continue to be equally as strong as the law enforcement promise. This requires stable funding for both the social services and law enforcement components.

COORDINATION

The Budget Office and the City Attorney's Office were consulted in preparation of this report. Ceasefire is a data-driven and partnership-based strategy that involves significant coordination with community, social services, and multiple law enforcement partners. Over the past 15 months we have worked with the following partners:

Item: _____
Public Safety Committee
March 25, 2014

- **Faith & Community Partners**
 - Oakland Community Organizations (OCO)
 - People Improving Communities through Organizing (P.I.C.O.) National Network
 - City Team Ministries Oakland

 - Pastor Jim Hopkins and Allison Tanner, Lakeshore Ave Baptist Church
 - Christopher LaVell Jones Foundation
 - Brotherhood of the Elders
 - David Muhammad, Chief Executive Officer of Solutions, Inc.
 - Pastors of Oakland
 - East Oakland Youth Development Center
 - Oakland Parks & Recreation
- **Oakland Unite & Other Service Providers**
 - Oakland Unite Employment and Violent Incident/Crisis Response Providers:
 - Reentry Employment Providers: Oakland Private Industry Council, Men of Valor, Civicorps, Center for Employment Opportunity, Volunteers of America, Youth UpRising, and Youth Employment Partnership.
 - Violent Incident/Crisis Response: Oakland Street Outreach (CA Youth Outreach and Healthy Oakland), Youth ALIVE! (including shooting and homicide response through Khadafy-Washington Foundation), Highland Hospital Trauma Department, and Catholic Charities.
 - Derreck Johnson- House of Chicken & Waffles
- **Law Enforcement Partners**
 - Alameda County Probation
 - California Dept. of Corrections (Parole)
 - Oakland Housing Authority Police (OHA)
 - US Marshals
 - California Highway Patrol (CHP)
 - US Secret Service
 - Federal Bureau of Investigation (FBI)
 - Alcohol Tobacco & Firearms (ATF)
 - Alameda County District Attorney's Office
 - US Attorney's Office (USAO)
 - Drug Enforcement Agency (DEA)
 - Northern California High Intensity Drug Trafficking Areas/Northern California Regional Intelligence Center (HIDTA/NCRIC)
 - Alameda County Sheriff's Department
 - Oakland Public Schools Police
 - San Leandro Police Department

Additional Efforts that Complement and Support Ceasefire

OPD has devoted significant resources to support and institutionalize the Ceasefire strategy. Specifically, a Ceasefire Crime Reduction Team (CRT) was created which has the ability to

Item: _____
Public Safety Committee
March 25, 2014

prevent and respond to groups/gangs involved in shootings and homicides. The CRT is not limited to a beat or police district. Instead, they have the ability to move throughout the City to focus on active gangs/groups. Since this is their primary focus, they have significant institutional knowledge and continue to be a resource to other CRTs and area captains.

When necessary, OPD has engaged in medium to long-term investigations. These investigations are often conducted in partnership with the Alameda County District Attorney's office and other outside law enforcement agencies. These operations are conducted several times a year and typically cost \$75,000-\$200,000 each. In 2013 these funds came out of OPD's allocated budget.

Oakland Unite Reentry Service Providers offer immediate employment opportunities to Ceasefire clients, and prioritize employment resources for this high-risk population. All referrals are obtained through the Ceasefire primary Case Manager who coordinates service linkages to help the client and agency succeed.

Several Oakland Unite-funded programs and initiatives also provide direct assistance to individuals affected by gun violence. While not explicitly part of the Ceasefire model, these partner initiatives are mutually beneficial with Ceasefire efforts and lay the foundation for Ceasefire to build upon and reach its articulated goals.

The services offered through these complementary strategies are essential to the success of Ceasefire efforts and must be sustained.

Resource	Total Annual Measure Y Funds for Strategy Area	Available Until
Reentry Employment Services	\$1,130,000	June 30, 2015
Violent Incident/Crisis Response	\$1,595,070	June 30, 2015

The Crisis Response and Support Network, partially funded by Oakland Unite, provide two distinct areas of service: homicide response and hospital/violent injury response. The Khadafy Washington Project (Youth ALIVE!) offers intensive support to the families of homicide victims immediately following a homicide. After several weeks of supporting families as they navigate the various systems to bury their loved one, the Khadafy Crisis Counselors assist the families with transitioning to Catholic Charities of the East Bay for ongoing mental health, grief and healing resources. This partnership helps individuals with Victims of Crime application, resources for basic needs, and access to relocation services. Caught in the Crossfire (Youth ALIVE!) provides intensive support services to young gunshot victims through Highland Hospital. This program's goal is to reduce retaliation and recidivism while increasing educational and vocational attainment.

The violent incident/crisis response strategy partners (Street Outreach and Shooting and Homicide Response Team) meet weekly to coordinate efforts among the multiple partners,

discuss emerging trends in the different neighborhoods, and share resources to maximize the impact made on the community.

Current DHS/Oakland Unite Resources Supporting Ceasefire

Currently, DHS/Oakland Unite directly allocates the following resources to support Ceasefire implementation:

Resource	Annual Amount (Including Personnel Expenditures for Staff Time)	Funding Source	Available Until
Violence Prevention Network Coordinator	\$135,000	Measure Y	June 30, 2015
Outreach Developer/ Case Manager	\$120,000	Measure Y	June 30, 2015
Community Engagement Coordinator	\$118,623	Federal Grant from Office of Juvenile Justice and Delinquency Prevention	June 30, 2014
		Measure Y (after June 30, 2014)	June 30, 2015
Program Planner	\$144,460	Federal Grant from Office of Juvenile Justice and Delinquency Prevention	June 30, 2014
		Measure Y (after June 30, 2014)	June 30, 2015
Stipend Incentives for Case Management Clients	\$15,000	Donation	March 1, 2014
Materials to Support Community Engagement, Case Management and Street Outreach	\$30,000	Federal Grant from Office of Juvenile Justice and Delinquency Prevention	June 30, 2014
TOTAL ANNUAL COST	\$563,083		

COST SUMMARY/IMPLICATIONS

City's Ceasefire Strategy is currently partially funded for the period of [January 2014 to June 2015]. All of the funding comes through outside grants and through Measure Y.

If the partnership continues at the current pace, which includes monthly custom notifications and quarterly call-ins, there will be a need for additional staff, client support, and stipends for call-in clients. In 2013, the partnership utilized funds from a State of California CalGrip Grant to pay for the majority cost of personnel and stipends for call-in participants. In 2014, staff anticipates that a small fraction of the annual cost will be covered by a Federal Project Safe Neighborhoods Grant through the US Attorney's Office and Measure Y reserve funds allocated by City Council in December 2012. Despite the current grant awards, there are significant gaps in funding and staff will continue to pursue grants to fill them. OPD face potential deficits this year and next year if staff is unsuccessful in ongoing grant pursuits. The estimates in the chart below reflects current grant awards and outstanding needs. Please note that the figures below are based on funds currently leveraged through Measure Y and in-kind services from OPD for staffing and long-term investigations. If Measure Y is not re-authorized, and police staffing levels continue to drop, these costs will soar exponentially.

Gaps in Short-Term Ceasefire Support (Phase 1, 2, 3)

Below are the specific service gaps anticipated in 2014 as the Ceasefire call-ins continue to occur on a quarterly basis. These proposed additions would enhance, not replace, the current Oakland Unite investments and would be managed within existing frameworks. To address these gaps in services, we are attempting to fundraise for the March-July funding gaps, but will have to scale back on case management and incentives if additional funds are not located.

Ceasefire Case Management: During call-ins and custom notifications, services are offered to all individuals, though participation in services offered is not a requirement. Those who choose to access services are connected with an Oakland Unite case manager, who provides intensive support and referrals to resources. Due to the intensity of the work, the ideal caseload is a maximum of 10 clients per Case Manager over a three-to-six month period. As call-ins are planned quarterly (with 15-20 new clients per call-in), the City anticipates requiring two additional full-time Case Managers to meet the needs of the program. One additional Case Manager is a significant step in ensuring Oakland Unite will continue to provide sufficiently intensive service to Ceasefire participants. The City will continue to seek opportunities to fund an additional Case Manager as the Call-ins continue to ramp up.

Client Engagement Incentives: The City of Oakland is funded until March 2014 for incentive payments that support Ceasefire clients as they take specific action towards making the positive changes identified in the life plan developed by their Case Manager. Additional funding is needed to continue and expand the current incentive structure. Incentive payments are based on

clients taking specific, pre-identified action steps toward their goals in consultation with Case Managers. Incentive funds are also used to provide support towards necessary costs that can become a barrier to clients' success, such as: new work clothes, bus/BART passes, DMV expenses, and court filing fees. Client incentives will be scaled up or down depending on the support available and the number of clients.

Street Outreach Coordination (OSO): The Violence Prevention Network Coordinator supervises and coordinates various components of street outreach: facilitating relationships and communicating with law enforcement. Added support is needed to coordinate street outreach work with Ceasefire and the Crisis Response and Support Network.

Crisis Response and Support Network (CRSN): The Crisis Response and Support Network provide response for homicides and hospital/violent injury response. Families of homicide victims are offered intensive support immediately following a homicide. After immediate support, families are provided ongoing mental health and healing opportunities. Young gunshot victims at Highland Hospital, Children's Hospital Oakland and Eden Medical Center are provided intensive support services, with the goal of reducing retaliation and recidivism while increasing educational and vocational attainment. Unfortunately, the needs of Oakland and Alameda County have surpassed the capacity of the CRSN to support every homicide and shooting victim. Additional funding is necessary in order to bring the program to full capacity.

1. AMOUNT OF RECOMMENDATION/COST OF PROJECT:

Phase 1 (March 2014-July 2014)

Resource	Amount Needed
In-house Case Mgrs (2 FTE, fully loaded, with benefits)	\$240,000
Incentives (60 clients, \$400/month, 4 months each)	\$100,000
TOTAL RESOURCE AMOUNT Phase 1	\$340,000

TOTAL AMOUNT NEEDED IN PHASE 1: \$340,000 (this request has been included in the current mid-cycle budget)

Phase 2 (August 2014-December 2014)

Client Support Services

Resource	Amount Needed
Oakland Street Outreach Support (1 FTE, fully loaded, with benefits)	\$135,000
Crisis Response & Support Network (Full counseling needed)	\$250,000
Incentives (40 clients, \$400/month, 4 months each)	\$64,000
Total Client Support-Phase 2	\$449,000

Technical Assistance & Evaluation

Description	Amount allocated per/yr	Amount Needed per/yr	Balance per yr.
Technical Assistance Contract w/ the California Partnership for Safe Communities (CPSC)	\$35,371 (PSN Grant)	\$100,000	\$64,629
Formal Outcome and Process Evaluation	\$17,545 (PSN Grant)	\$150,000	\$132,455
TOTAL NEED Phase 2			\$197,084

TOTAL AMOUNT NEEDED IN PHASE 2: \$646,084

Phase 3- January 2015-January 2016

OPD Personnel Costs

Description	Amount allocated per/yr	Amount Needed per/yr	Balance per yr.
Program Analyst	\$29,120 (PSN Grant)	\$45,240	\$22,620
Program Manager	MY Reserve Funds in 2014- \$150,00 PSN Grant in 2015- \$217,769	\$217,769	\$67,769
TOTAL			\$90,389

Technical Assistance & Evaluation

Description	Amount allocated per/yr	Amount Needed per/yr	Balance per yr.
CPSC Problem Analysis	\$0	\$50,000	\$50,000
TOTAL NEED			\$50,000

Client Services & Support

Resource	Amount Needed
In-house Case Mgrs (2 FTE, fully loaded, with benefits)	\$240,000
Incentives (100 clients, \$400/month, 4 months each)	\$160,000
TOTAL NEED	\$400,000

TOTAL AMOUNT NEEDED IN PHASE 3: \$540,389

Total Project Costs without Additional Grants :

March 2014-December 2014 (Phase 1 & 2): \$986,084

January 2015-January 2016 (Phase 3): \$540,389

SOURCE OF FUNDING:

In 2013 the OPD civilian management staff, social service incentives, Department of Human Services (DHS) staff, and technical assistance (including the Problem Analysis) were funded out of the state Cal-Grip Grant. This grant award was \$500,000. In 2014, OPD was awarded \$500,000 from the Federal Project Safe Neighborhoods grant through the US Attorneys' Office. The use of these funds is highlighted above. Lastly, in December of 2012, the City Council approved the allocation of Measure Y reserve funds to supplement the cost of a Program Director. As illustrated in the chart above, these funds will be used in 2014 to offset personnel costs. Despite these funding efforts additional funding is required if the City hopes to continue with full implementation of the strategy as indicated above. Additionally, if some version of Measure Y is not reauthorized these costs will soar exponentially.

FISCAL/POLICY ALIGNMENT

With a homicide rate averaging 107-109 annually, Oakland City Council has unanimously agreed that public safety is their top priority. If we are unsuccessful in our request for funding through the mid-cycle budget process, fundraising, or with the use of Measure Y reserve funds, we will have to scale back on case management and incentives.

PAST PERFORMANCE, EVALUATION AND FOLLOW-UP

OPD will seek funding for an evaluation during the mid-cycle budget review and continue to seek grant opportunities. However, after 15 months of implementation we saw a 29% reduction in homicides city-wide and a 16% reduction in shootings. This is the largest drop in homicides since 1969. In the East Oakland focus areas, staff also saw a 27% reduction in homicides and a 12% reduction in shootings.

Item: _____
Public Safety Committee
March 25, 2014

SUSTAINABLE OPPORTUNITIES

Economic: As crime rates decrease, Oakland will become a more attractive market for business investment and home ownership. Both of these factors directly affect revenue and the City's general fund.

Environmental: None

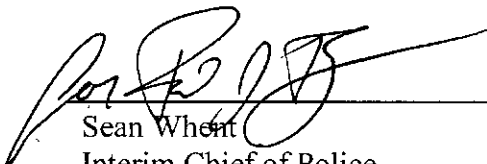
Social Equity: Certain parts of the City continue to be disproportionately impacted by shootings and homicides. It is unethical to ignore these inequities that literally result in death or long-term incarceration for Oakland residents.

CEQA

This report is not a project under CEQA.

For questions regarding this report, please contact Reygan E. Harmon, Ceasefire Program director, at 510-777-8675.

Respectfully submitted,



Sean Whent
Interim Chief of Police
Oakland Police Department

Reviewed by: Paul Figueroa
Interim Assistant Chief of Police
Oakland Police Department

Johanna Halpern-Finnerty
Program Planner, Oakland Unite Programs

Prepared by:
Reygan E. Harmon,
Ceasefire Program Director, Oakland Police Department

Attachment A - Understanding Serious Violence in Oakland: A Problem & Opportunity Analysis
Attachment B - Ceasefire Strategy Handout

Item: _____
Public Safety Committee
March 25, 2014

ATTACHMENT A



Understanding Serious Violence in Oakland: A Problem And Opportunity Analysis

**Daniela Gilbert
Vaughn Crandall
Stewart Wakeling**

January 2014

FOR PRESENTATION - NOT FOR DISTRIBUTION - JANUARY 2014

Contents

1. **Problem Analysis: Introduction, Purpose, Methodology, Objectives, Activities** 3 – 6
2. **Context and Trend Data** 7 – 12
3. **Demographics, Criminal History and Criminal Justice System Involvement** 13 – 23
4. **Homicide Incident Reviews** 24 – 32
5. **Citywide Group Dynamic and Violence Analysis** 33 – 45
6. **Shooting Density Analysis** 46 – 49
7. **Discussion of Findings and General Conclusions** 50 – 55
8. **Acknowledgements, Sources, and Bibliography** 56 – 58
9. **Appendix** 59 – 67

Problem Analysis (1): Introduction and Purpose

- **A “problem analysis” is a set of data collection & analysis exercises designed to support the implementation of partnership-based violence reduction strategies, including Ceasefire.**
- **This analysis establishes a common understanding of the local violence problem that guides and informs the work of civic, community, and criminal justice leaders to reduce violence.**
- **The problem analysis identifies the groups and individuals within a community who are at greatest risk of violence, and helps tailor an intervention to reduce that risk.**
- **The problem analysis method has been developed and refined over the past 20 years, as Ceasefire interventions have been tested in numerous cities across the U.S. and internationally. For more information on problem analyses, see slide 60.**
- **Though its methodology is informed by research, the analysis is primarily a practice document with implications for local policy.**

Problem Analysis (2): Methodology

- **The problem analysis produces a comprehensive and detailed understanding of local violence by focusing on a particular aspect of that problem, in this case homicide.**
- **The problem analysis examines homicide incidents rather than nonfatal incidents because homicide investigations offer a more detailed, in-depth, and reliable pool of information from which to draw.**
- **The analysis looks at this problem from two important angles:**
 - a. Quantitative and qualitative data from public agency records**
 - b. The expertise of staff from agencies and organizations with working knowledge of homicide incidents, and the individuals and groups involved in the incidents**

Problem Analysis (3): Objectives

- 1. Provide a detailed understanding of local serious violence during a specific period of time: January 2012 – June 2013.**
- 2. Understand the demographics of who is at highest risk of violence and their justice system involvement.**
- 3. Understand the near-term drivers of violence, including circumstances and the role of groups and networks (for example, sets, teams, cliques and gangs) in violence.**
- 4. Identify patterns of violence, and the geographic and social concentration of violence within groups and networks.**
- 5. Build capacity for Oakland partners to conduct real-time analysis of violence dynamics on a regular basis. These ongoing analytic exercises are key to successful implementation of the partnership-based violence reduction strategy.**

Problem Analysis (4): Activities

- 1. Analyze basic contextual and trend data regarding violence in Oakland.**
- 2. Review and analyze suspect and victim demographics and criminal histories to understand how they are coming to the attention of the criminal justice system.**
- 3. In-depth review of each homicide incident – who was involved, what happened, circumstances and motive, role of group membership and relationships.**
- 4. Analysis of group dynamics including relationships within and across groups, involvement in violence, other activities, and any turf associations.**
- 5. Map homicides and shootings.**
- 6. Synthesize this information into a unified document that identifies the highest risk population & guides the Ceasefire partnership's work.**

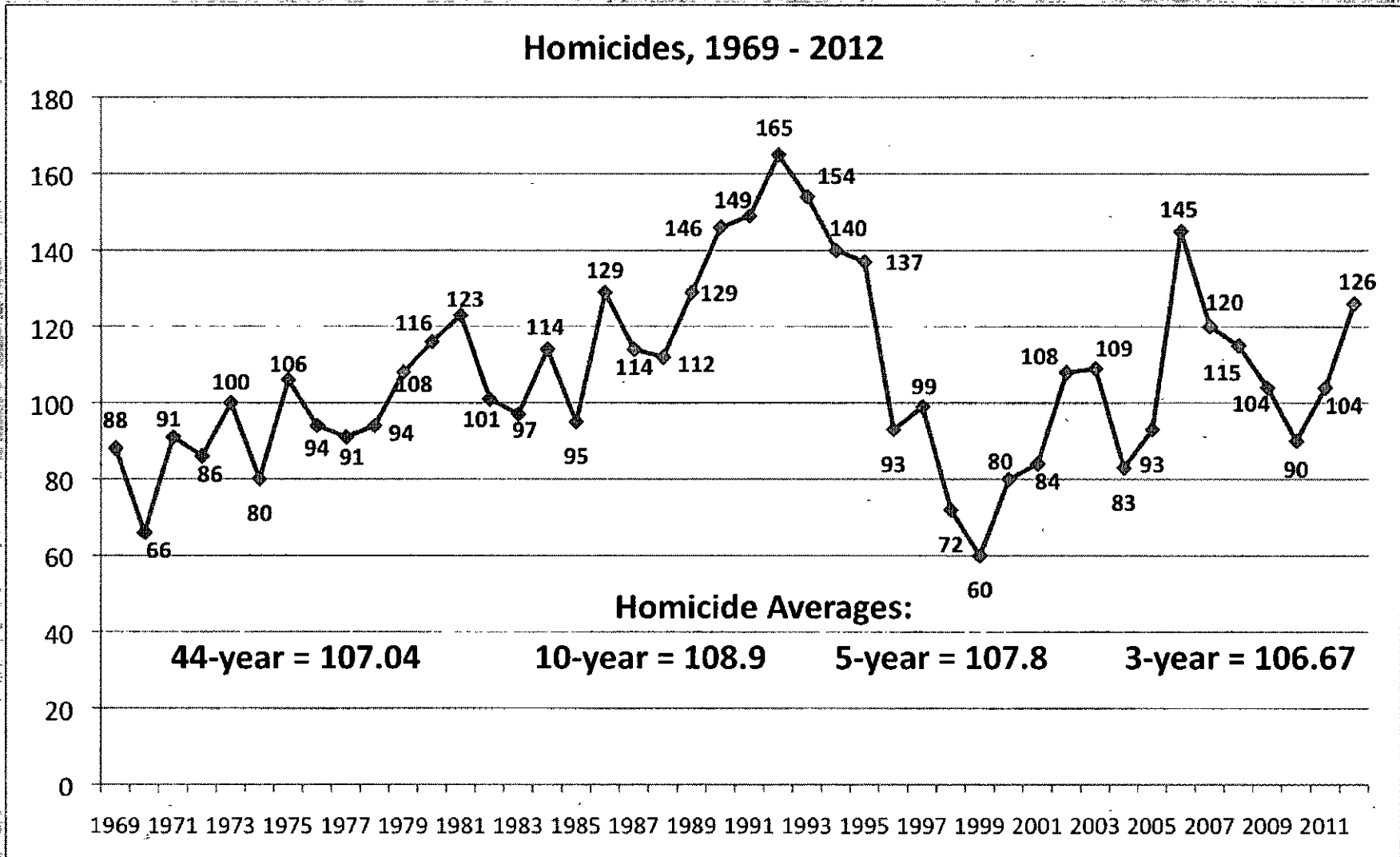
Contents

1. **Problem Analysis: Introduction, Purpose, Methodology, Objectives, Activities** 3 – 6
2. **Context and Trend Data** 7 – 12
3. **Demographics, Criminal History and Criminal Justice System Involvement** 13 – 23
4. **Homicide Incident Reviews** 24 – 32
5. **Citywide Group Dynamic and Violence Analysis** 33 – 45
6. **Shooting Density Analysis** 46 – 49
7. **Discussion of Findings and General Conclusions** 50 – 55
8. **Acknowledgements, Sources, and Bibliography** 56 – 58
9. **Appendix** 59 – 67

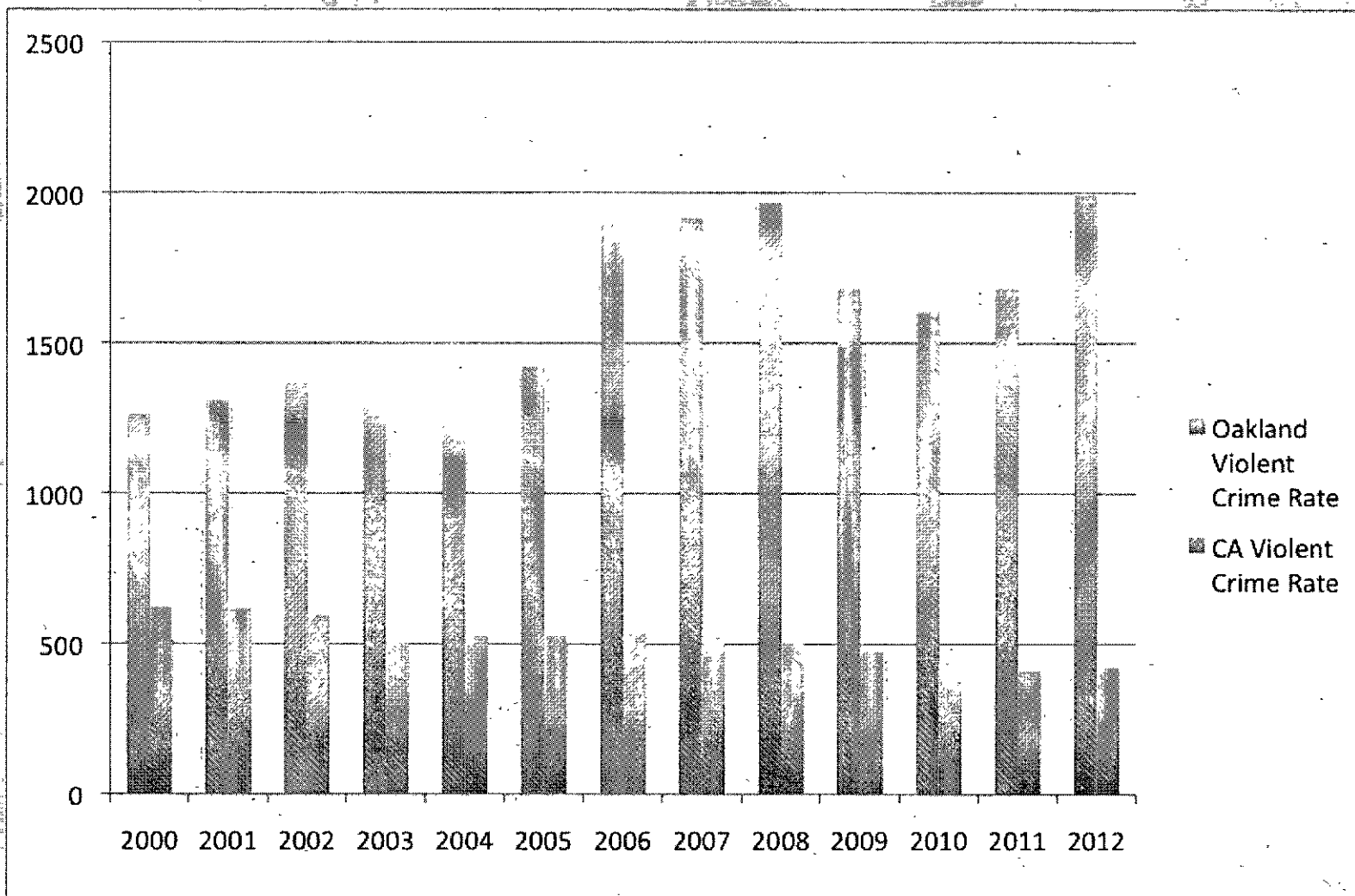
Summary of Contextual and Trend Data

- Oakland's violence problem has been stable over the last 44 years. Multi-year annual homicide averages (3-, 5-, 10-, 44-year) all hover around 107-109 homicides.
- In recent years:
 - Oakland's violent crime rate has been 3x – 4x the state rate
 - Oakland's homicide rate has been 3x – 6x the state rate
 - Oakland's violent crime rates tend to resist state and national downward trends

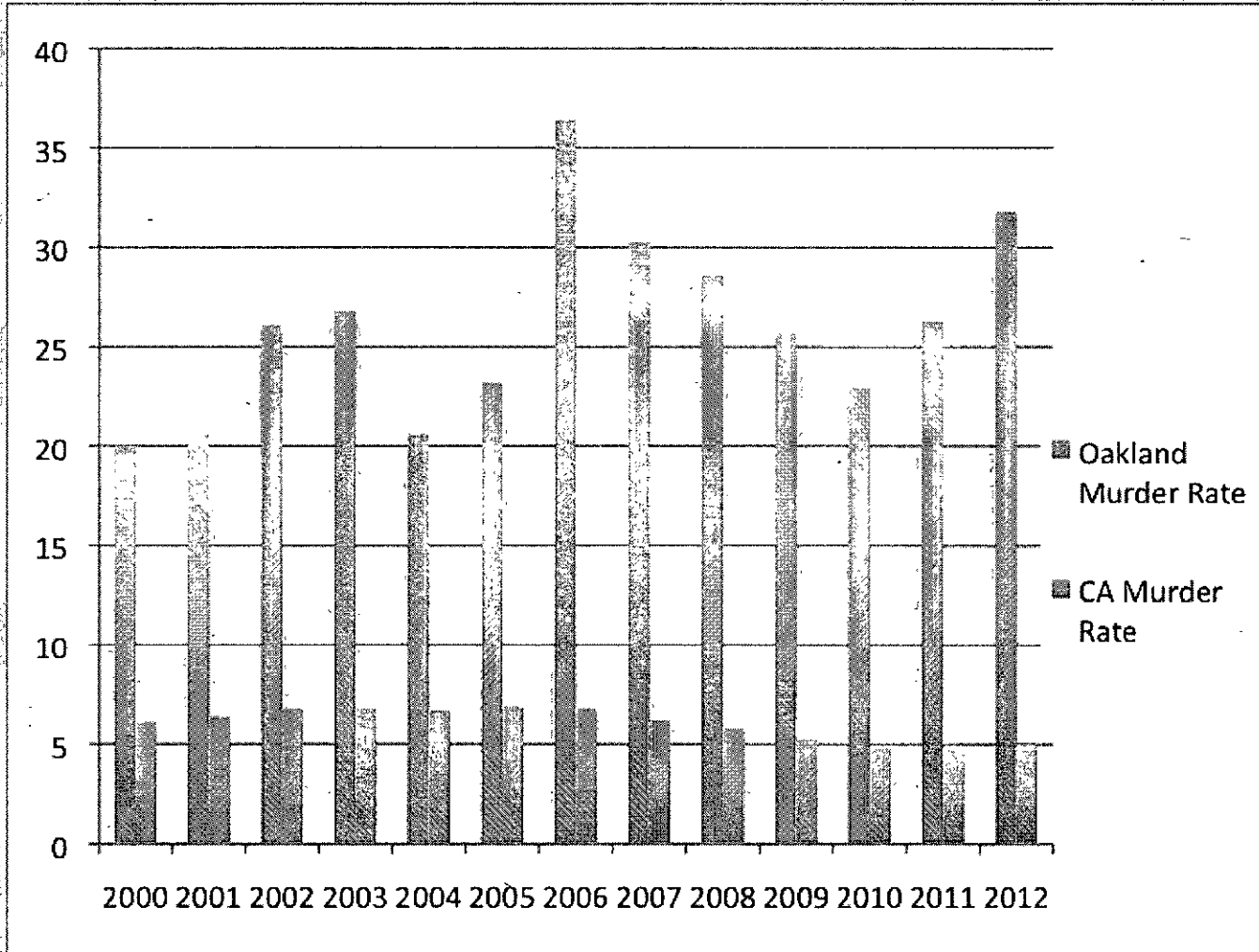
Trend Data: Oakland Homicides



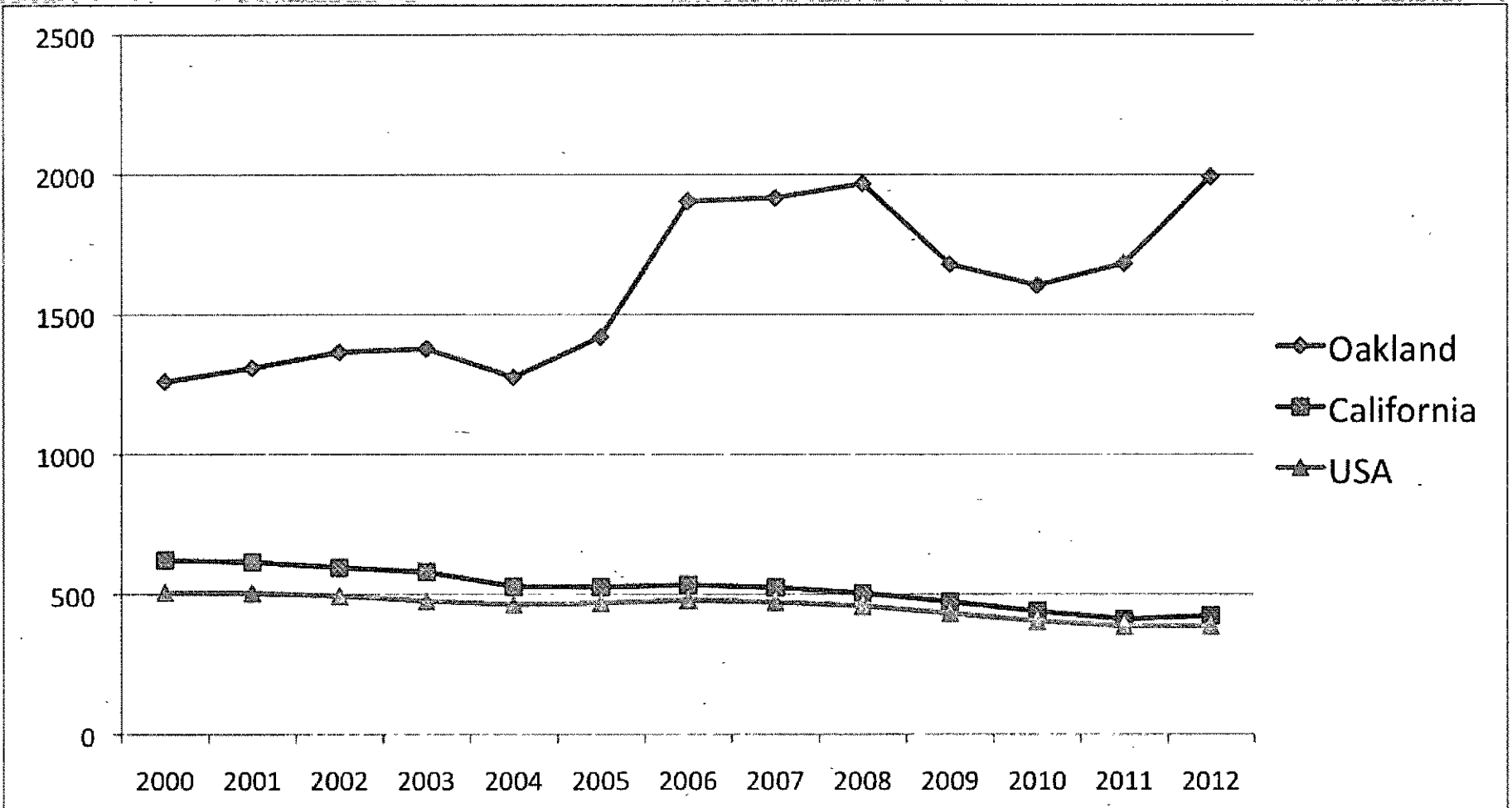
Violent Crime Rate per 100,000: Oakland v. California



Homicide Rate per 100,000: Oakland v. California



Trend Data Comparison: Violent Crime Rate, 2000-2012



Contents

1. **Problem Analysis: Introduction, Purpose, Methodology, Objectives, Activities** 3 – 6
2. **Context and Trend Data** 7 – 12
3. **Demographics, Criminal History and Criminal Justice System Involvement** 13 – 23
4. **Homicide Incident Reviews** 24 – 32
5. **Citywide Group Dynamic and Violence Analysis** 33 – 45
6. **Shooting Density Analysis** 46 – 49
7. **Discussion of Findings and General Conclusions** 50 – 55
8. **Acknowledgements, Sources, and Bibliography** 56 – 58
9. **Appendix** 59 – 67

Summary of Basic Demographic Data of Those Involved in Homicides

- **84% of victims and 94% of suspects are male**
- **While only 28% of Oakland's population, approximately 80% of victims and suspects are Black**
- **Highest concentration among ages 18-34**
 - **67% of all individuals involved in homicide (both victims and suspects)**
 - **66% of all victims**
 - **69% of known suspects**
 - **76.25% of victims known to be group involved**

Basic Victim and Suspect Info, Citywide Homicides, January 2012 – June 2013

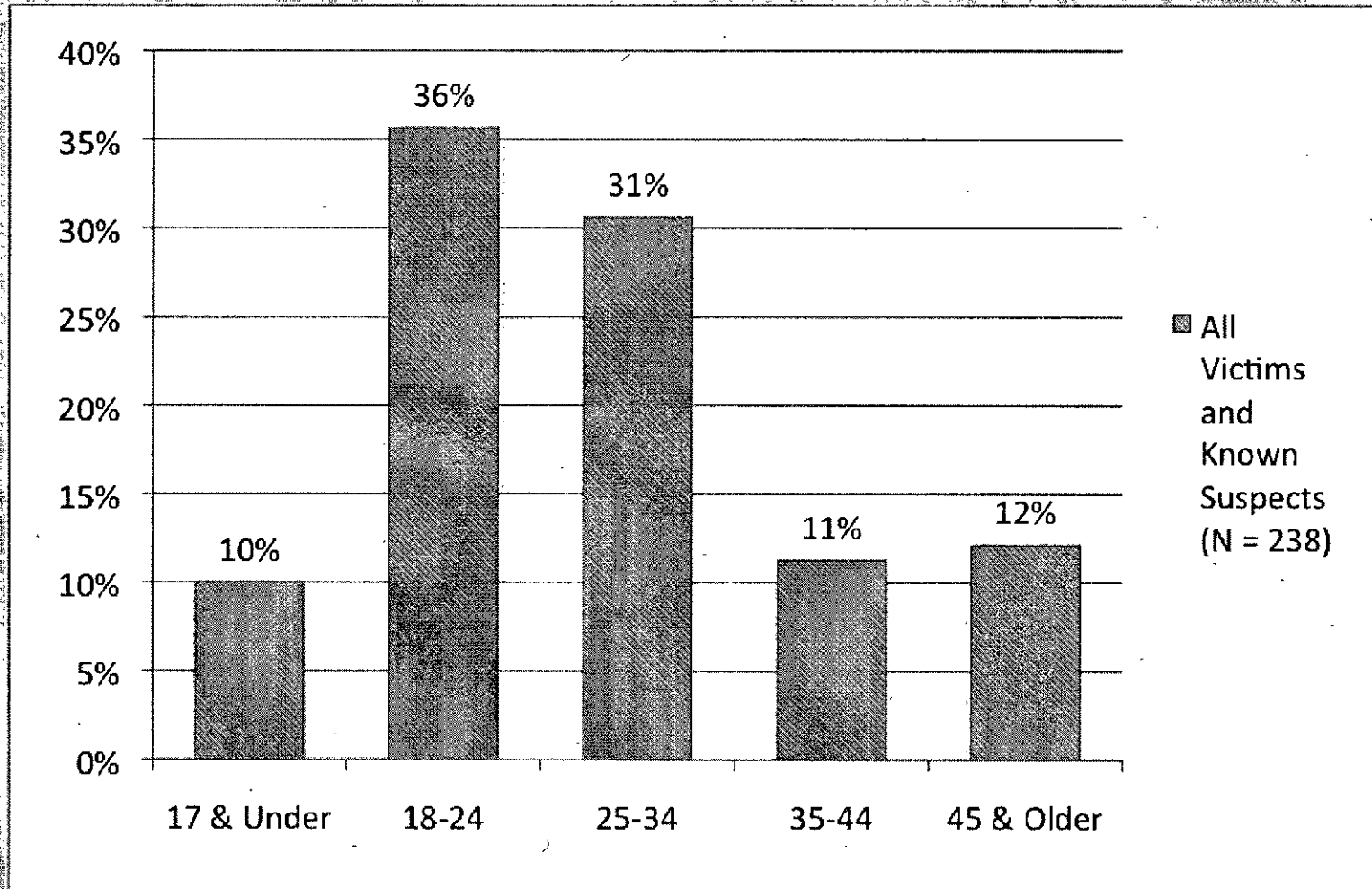
	Victims N = 171	Suspects N = 67	Oakland Population, 2010 Census
Sex			
Male	84%	94%	49.5%
Female	16%	6%	51.5%
Race			
Asian and Pacific Islander	8%*	6%	17.4%
Black	78%	82%	28%
Hispanic	9%	10.5%	25.4%
White	5%	1.5%	34.5%

* Oikos University killing of 7 people (4%) contributes to an uncharacteristically high percentage of Asian victimization during the review period. Without this mass shooting, the percentage of Black and Hispanic victims would likely be higher.

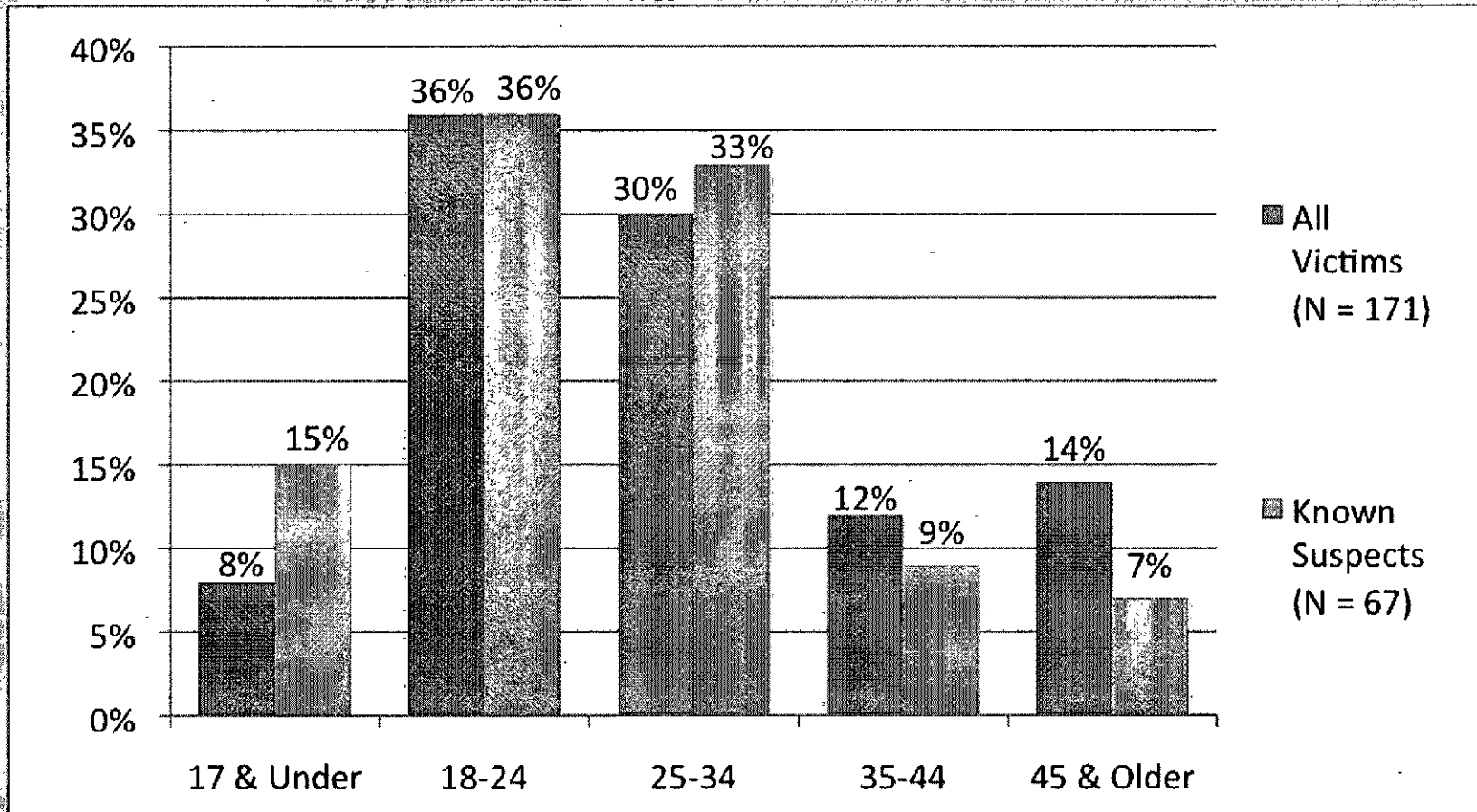
Age, Victims and Suspects, Citywide Homicides, January 2012 – June 2013

	Victims N = 171	Known Suspects N = 67
Age Distribution		
17 and under	8%	15%
18 - 24	36%	36%
25 - 34	30%	33%
35 - 44	12%	9%
45 and older	14%	7%
Mean Age	30.25	26.36

Age, All Known Individuals Involved in Homicide, Citywide Homicides, January 2012 – June 2013



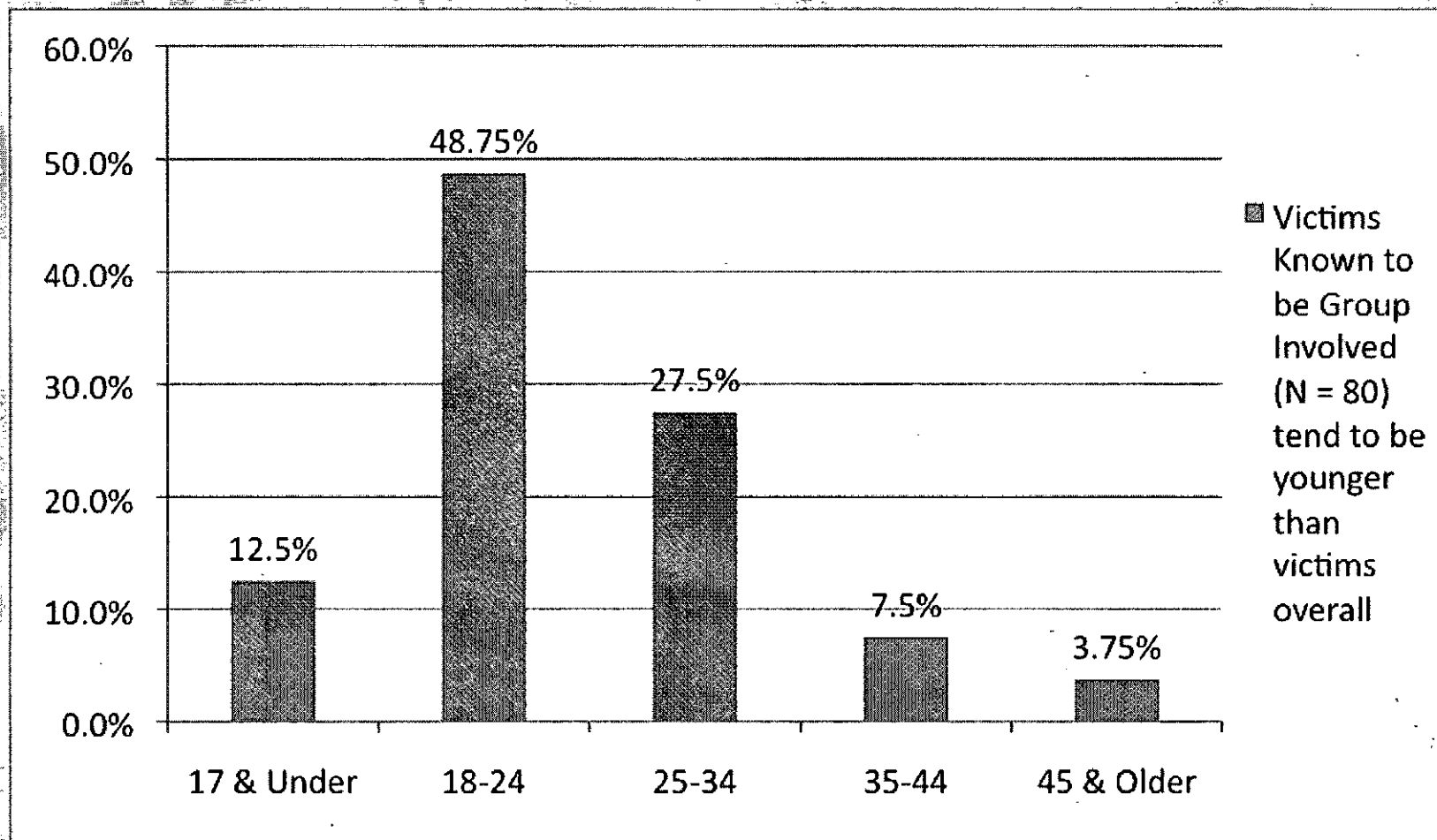
Age, All Victims and Known Suspects, Citywide Homicides, January 2012 – June 2013



Age, Victims Known to be Group Involved, Citywide Homicides, January 2012 – June 2013

	Victims Known to be Group Involved, N = 80
Age Distribution	
17 and under	12.5%
18 - 24	48.75%
25 - 34	27.5%
35 - 44	7.5%
45 and older	3.75%
Mean Age	24.59

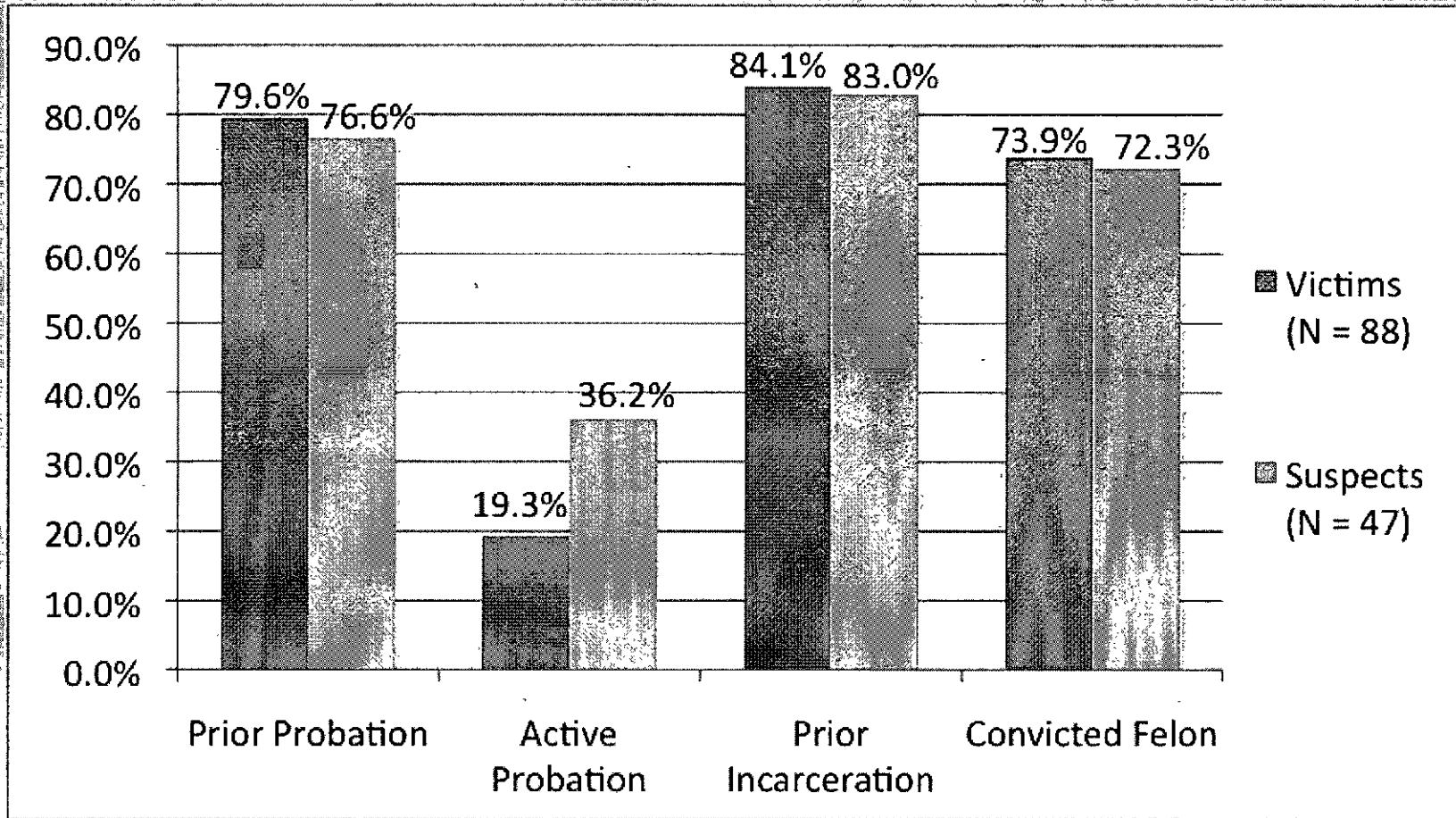
Age, Victims Known to be Group Involved, Citywide Homicides, January 2012 – June 2013



Criminal Histories of Victims and Suspects, 2012

	Victims	Suspects
Known to the CJ system prior to the incident	69.84%	90.38%
<i>Of those known to the CJ system</i>	N = 88	N = 47
Average age	30.90	28.64
Average # of prior arrests	11.65	9.40
Average # of felony arrests	7.99	6.64
Prior probation	79.55%	76.60%
Active probation at time of incident	19.32%	36.17%
Prior parole	31.82%	25.53%
Prior Incarceration	84.10%	82.98%
Convicted of Felony	73.86%	72.34%

Criminal Justice System Involvement of Homicide Victims and Suspects, 2012



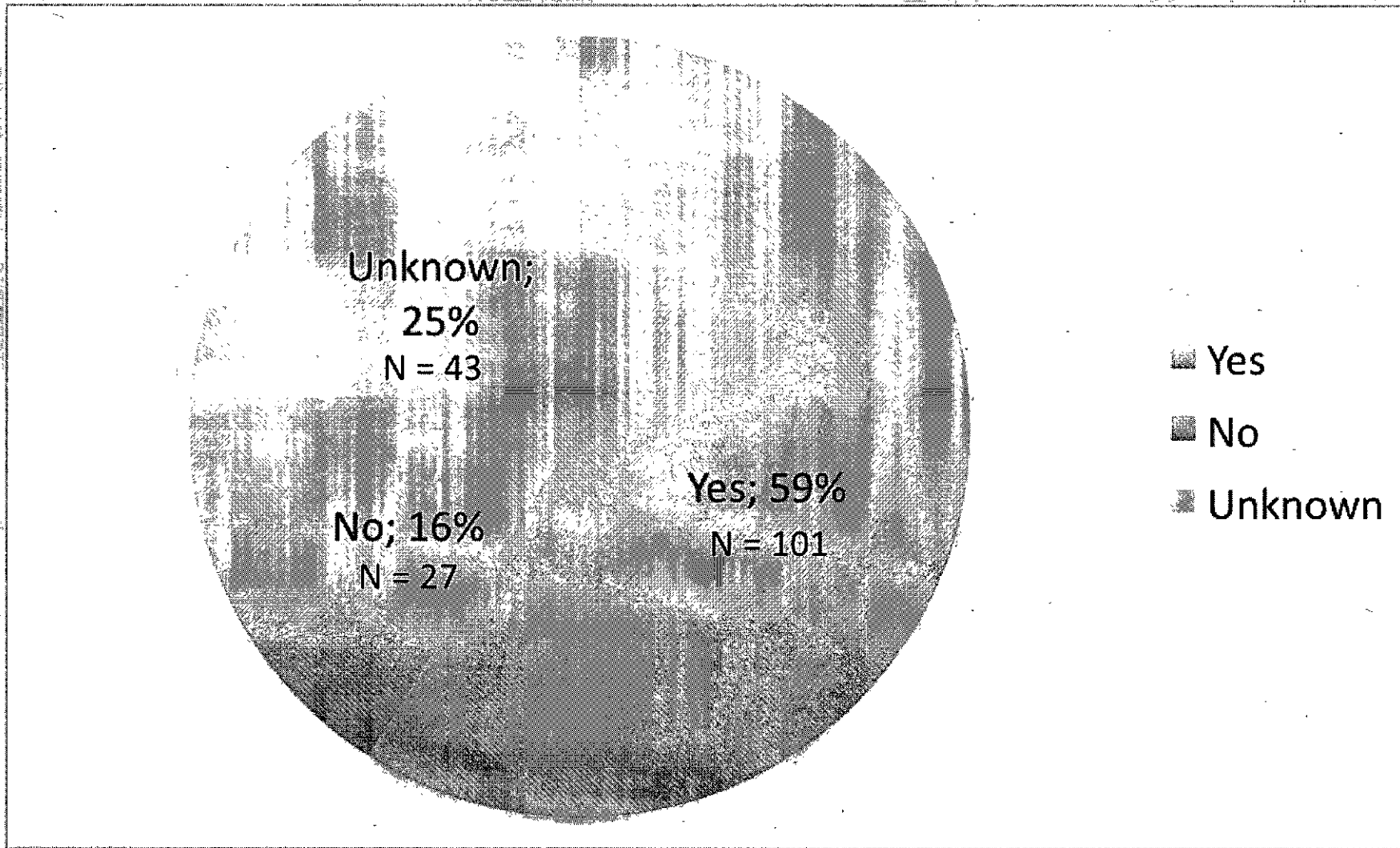
Criminal Histories of Victims and Suspects, 2012

	Victims	Suspects
<i>Of those known to the system prior to the homicide, average # of arrests for:</i>	N = 88	N = 47
Violent offenses (without firearm)	1.68	1.85
Violent offenses with firearm	0.65	1.47
Nonviolent firearm offenses	0.68	1.09
Drug	3.30	2.62
Property	2.70	2.30
Disorderly	1.93	1.98
Sex Industry	0.06	.04
Fraud	0.34	0.38
Other	2.82	1.75

Contents

1. **Problem Analysis: Introduction, Purpose, Methodology, Objectives, Activities** 3 – 6
2. **Context and Trend Data** 7 – 12
3. **Demographics, Criminal History and Criminal Justice System Involvement** 13 – 23
4. **Homicide Incident Reviews** 24 – 32
5. **Citywide Group Dynamic and Violence Analysis** 33 – 45
6. **Shooting Density Analysis** 46 – 49
7. **Discussion of Findings and General Conclusions** 50 – 55
8. **Acknowledgements, Sources, and Bibliography** 56 – 58
9. **Appendix** 59 – 67

Group Member Involvement, Citywide Homicides, January 2012 – June 2013



Homicide Circumstances and Group Membership (1), January 2012 – June 2013, Total N = 171

	<i>Number</i>	<i>Percentage</i>
Group Member Involved	101	59%
Ongoing Conflict Between Groups	30	17.5%
Dispute Internal to Group (general, respect, money, loyalty)	12	7%
Ongoing Conflict Between a Group and an Individual	2	1.1%
Personal Dispute	26	15.2%
Drug Business (includes drug robbery, drug turf disputes)	9	5.3%
Other/Non-drug Business (includes sex industry, money owed, sales)	8	4.6%
Instant Dispute	5	2.9%
Robbery	4	2.3%
Motive Unknown	4	2.3%
Domestic	1	0.5%

Homicide Circumstances and Group Membership (2), January 2012 – June 2013, Total N = 171

	<i>Number</i>	<i>Percentage</i>
Group Member Involvement Unknown or Not Confirmed	43	25.1%
Personal Dispute	10	5.8%
Robbery (includes residential robbery)	11	6.4%
Drug Business (includes drug robbery)	11	6.4%
Motive Unknown	5	2.9%
Instant Dispute	4	2.3%
Domestic	1	0.5%
Witness Intimidation	1	0.5%

Homicide Circumstances and Group Membership (3), January 2012 – June 2013, Total N = 171

	<i>Number</i>	<i>Percentage</i>
Not Group-member Involved	27	15.7%
Domestic	6	3.5%
Instant Dispute	5	2.9%
Personal	4	2.3%
Residential Robbery	2	1.1%
Drug Business	2	1.1%
Motive Unknown	1	0.5%
Other* (Oikos Shooting)	7	4%

Homicide Circumstances:

As Percentage of Homicides Citywide and Percentage Group Member Involvement (GMI) Across Each Circumstance Category

Circumstance	Total % of Homicides	% GMI	% GMI Unknown/ Not Confirmed	% No GMI
Ongoing Conflict Between Groups	17.5%	100%	0%	0%
Personal Dispute	23%	65%	25%	10%
Robbery (includes residential robbery)	10%	23%	65%	12%
Drug Business	13%	41%	50%	9%
Instant Dispute	8%	36%	48%	36%
Motive Unknown	6%	40%	50%	10%
Domestic	5%	12.5%	12.5%	75%
Other Business (Non-drug)	4.6%	100%	0%	0%

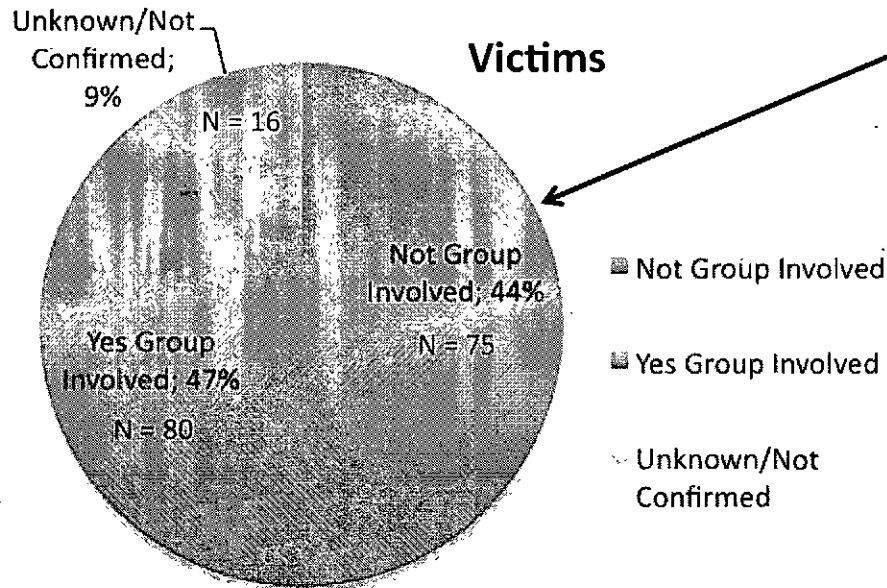
Summary Highlights: Homicide Circumstances

- **59% (N = 101) of all homicides involve group members as victims, suspects or both.**
 - **Most, 40% (N = 70), are running group feuds, personal disputes between group members or internal group disputes.**
 - **The balance, 19% (N = 31), are instances where group members use violence to resolve other kinds of disputes.**
- **Another 25% (N = 43) may involve group members as suspects and/or victims.**
- **Disputes over drugs, drug turf or drug business are relatively rare: 13% (N = 22) of all homicide.**
- **Risk of involvement in homicide is concentrated within and among groups and their networks.**

Group Involvement Comparison for Victims and Suspects, Citywide Homicides, January 2012 – June 2013, (1)

- **While 59% - 84% of incidents involve a victim and/or a suspect who is group involved, there are variations between victim group involvement and suspect group involvement in homicides.**
- **Disaggregating group involvement of victims and suspects demonstrates the following differences between their group involvement:**
 - **Just under half, 47% (N = 80), of victims are group involved**
 - **Just over half, 53% (N = 90), of suspects are group involved**
 - **Group involvement is unknown/not confirmed for 9% (N = 16) of victims**
 - **Group involvement is unknown/not confirmed for 27% (N = 47) of suspects**

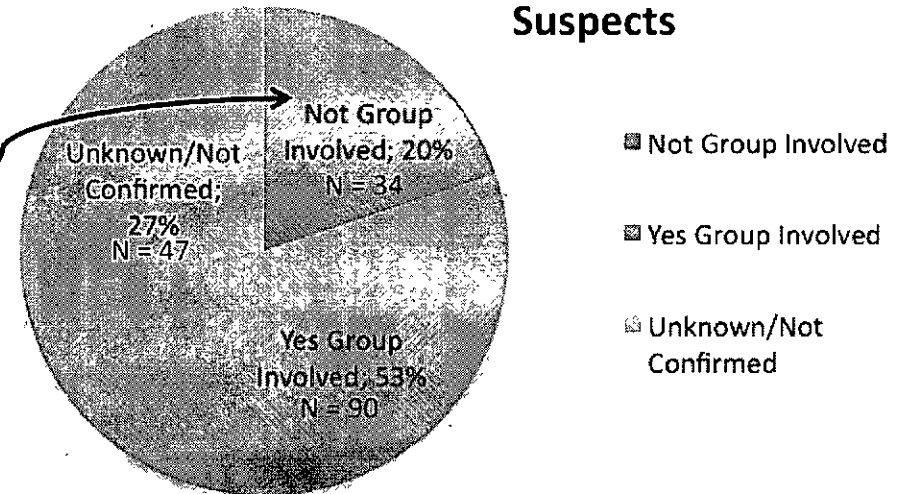
Group Involvement Comparison for Victims and Suspects, Citywide Homicides, January 2012 – June 2013, (2)



Victims who are not group involved include victims of:

- Incidents that had no group member involvement
- Incidents in which the victim was caught in crossfire
- Incidents in which suspects are unknown, or are group involved but victims are not

Suspects



Suspects who are not group involved include individuals who perpetrated:

- Incidents that had no group member involvement
- Incidents in which the victim was group involved but the suspect was not

Contents

1. **Problem Analysis: Introduction, Purpose, Methodology, Objectives, Activities** 3 – 6
2. **Context and Trend Data** 7 – 12
3. **Demographics, Criminal History and Criminal Justice System Involvement** 13 – 23
4. **Homicide Incident Reviews** 24 – 32
5. **Citywide Group Dynamic and Violence Analysis** 33 – 45
6. **Shooting Density Analysis** 46 – 49
7. **Discussion of Findings and General Conclusions** 50 – 55
8. **Acknowledgements, Sources, and Bibliography** 56 – 58
9. **Appendix** 59 – 67

Framing Observations (1): Oakland Group Dynamics

- **Groups are involved in 59% - 84% of homicides in Oakland. Therefore, a more detailed understanding of group dynamics in Oakland is needed.**
- **The following observations are drawn from interviews and research regarding groups involved in violence over the review period.**

Framing Observations (2): Oakland Group Dynamics

Among groups that are primarily black:

- **Group affiliation can change over time depending on age and residence; it can also change very quickly. Group names can also change over time, or very quickly.**
- **Personal relationships often determine if groups get along, commit crimes together, or feud.**
- **There are a number of groups with longstanding, group-wide feuds or alliances.**
- **While groups often include individuals who have more influence than others, they often lack a formal hierarchy or structure.**
- **Individuals may identify with multiple groups and/or multiple groups in an area, and/or may just identify with the area overall.**
- **Personal connections made in custody can affect the street dynamic of groups.**

Framing Observations (3): Oakland Group Dynamics

Among groups that are primarily Latino:

- **Primarily Latino groups in Oakland fall under one of three general groups: Norteño, Border Brother, or Sureño. These three groups do not get along.**
- **As a Norteño, Border Brother, or Sureño, individuals must be part of a specific group; there are no “general” Norteños, Sureños, etc.**
- **Within each of these general groups, specific groups of Norteños, Border Brothers, and Sureños in Oakland primarily operate in isolation of one another. When groups work together, it is because of personal relationships and/or proximity, rather than a formal alliance.**
- **While there are certain individuals of influence in each group who may work to shape the activities of the group, the groups for the most part lack a regimented hierarchy or structure.**

Framing Observations (4): Oakland Group Dynamics

General Dynamics Driving Feuds

- **Causal factors involved in long-standing group feuds, personal disputes, or instant disputes include the following dynamics:**
 - **Familial relationships**
 - **Associative relationships (i.e. not blood relations but individuals with long-standing relationships)**
 - **Connections to neighborhoods or areas**
- **Defining “teams”:** when individuals are killed, they are often memorialized by friends, associates, and other group members who form a “team” and take it upon themselves to avenge the death of their deceased loved one or associate.

Framing Observations (5): Oakland Group Dynamics

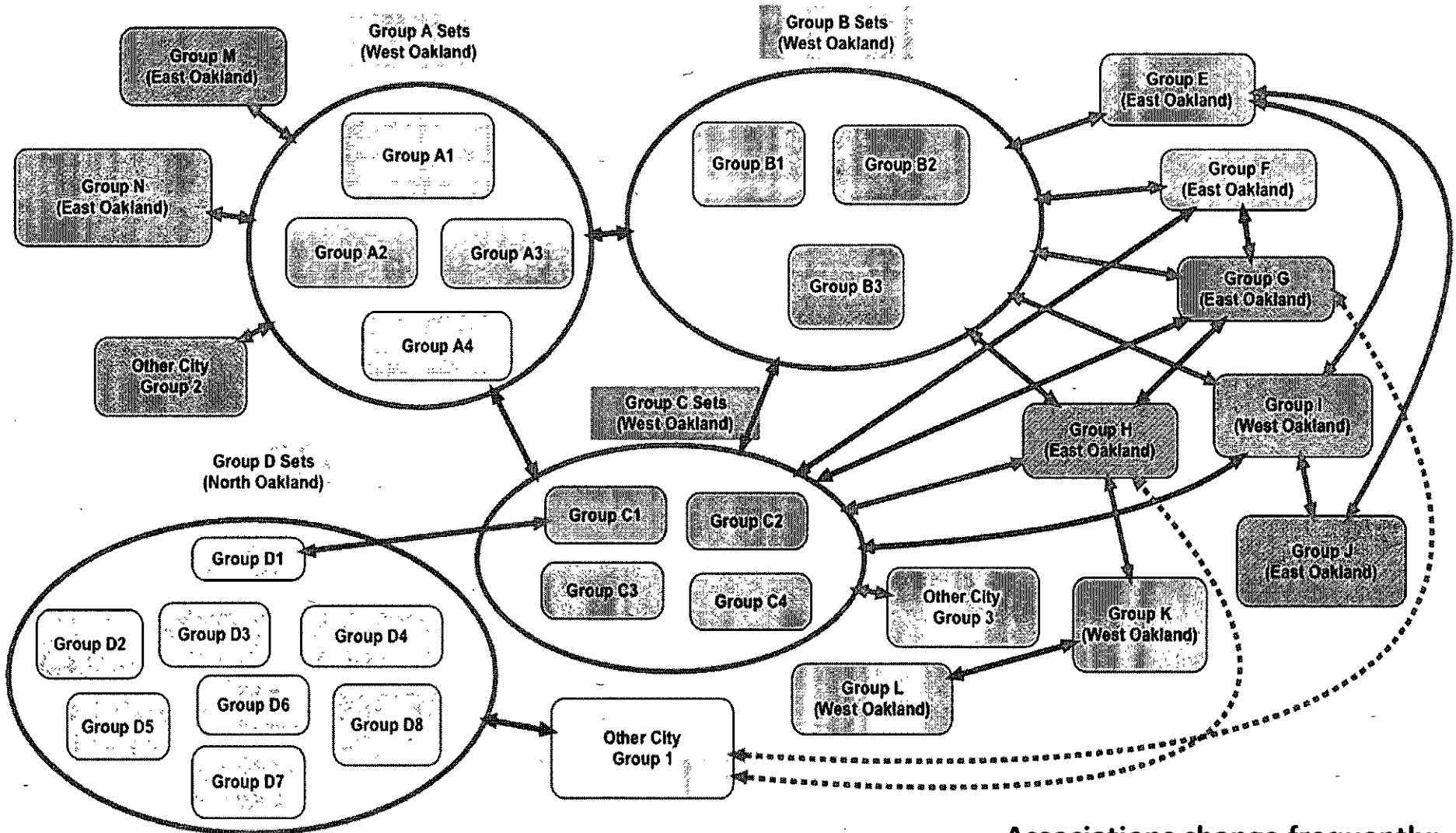
Differences Across City Areas

- **Group affiliations and risk of violence are more stable in West and North Oakland than in East Oakland; the violence dynamic in East Oakland is more complicated and fluid.**

Summary

- **Though relationships within and across groups are complex, risk of violence is concentrated among these groups and the networks they consist of, which reflect a very small number of people.**
 - **Focusing on these networks is key to reducing violence in Oakland.**
 - **While group characteristics may vary, the concentration of violence in Oakland among groups and their networks is not significantly different from other cities.**

West and North Oakland Groups, Primarily Black

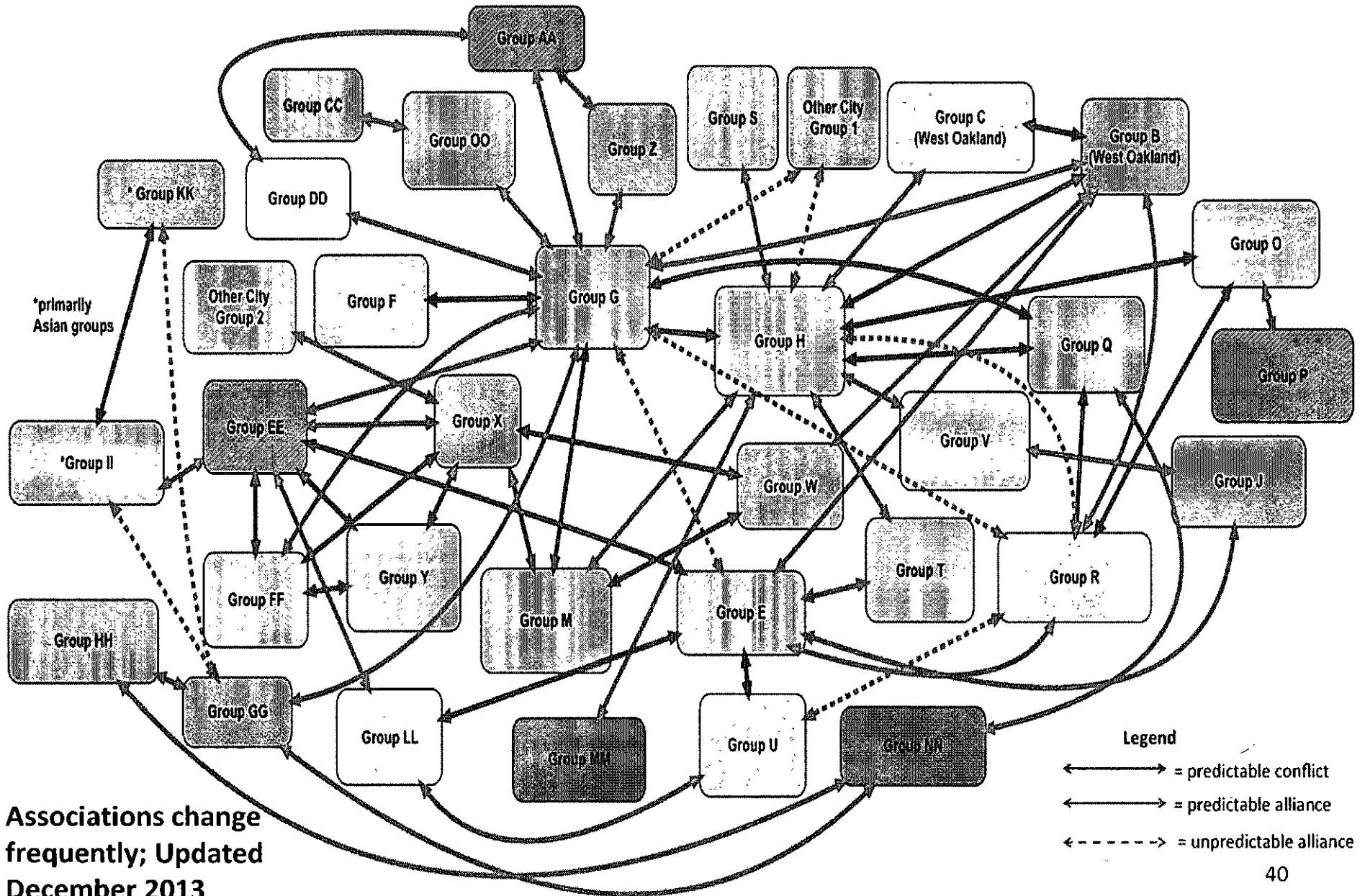


Legend

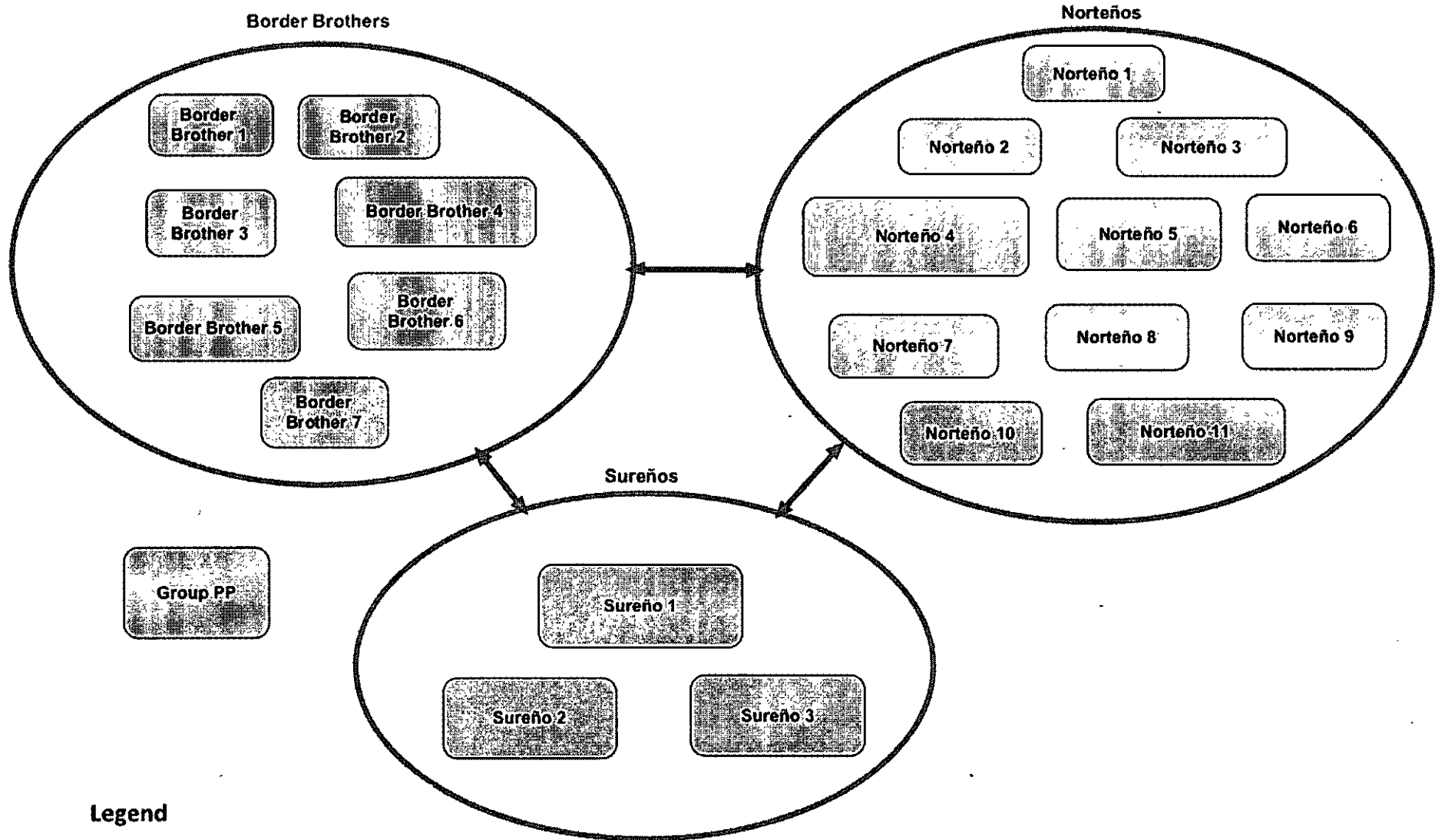
- ↔ = predictable conflict
- = predictable alliance
- ⇄ = unpredictable alliance

Associations change frequently;
Updated December 2013

Central and East Oakland Groups, Primarily Black



Central and East Oakland Groups, Primarily Latino

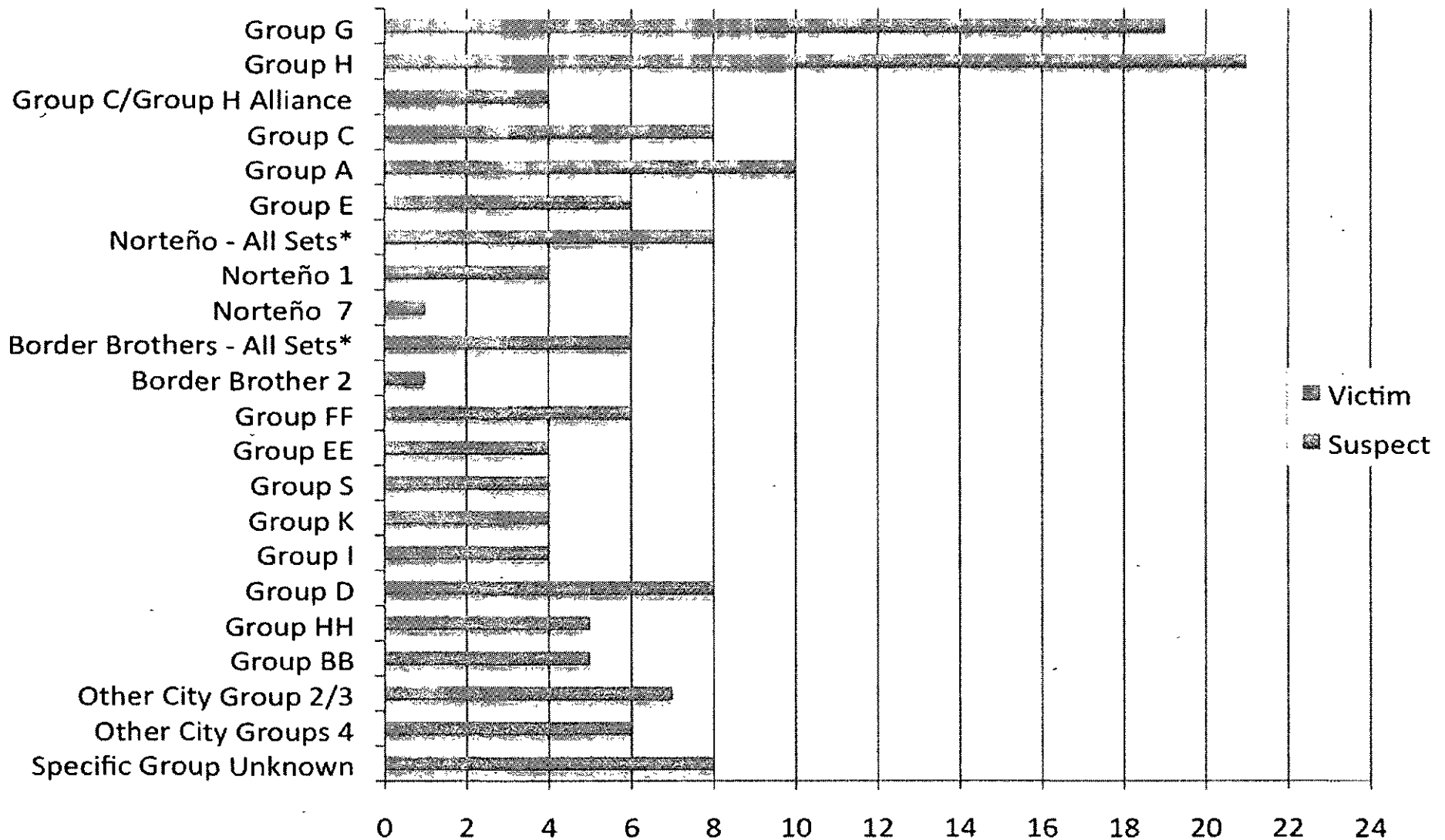


Legend

- ↔ = predictable conflict
- = predictable alliance
- ⋯ = unpredictable alliance

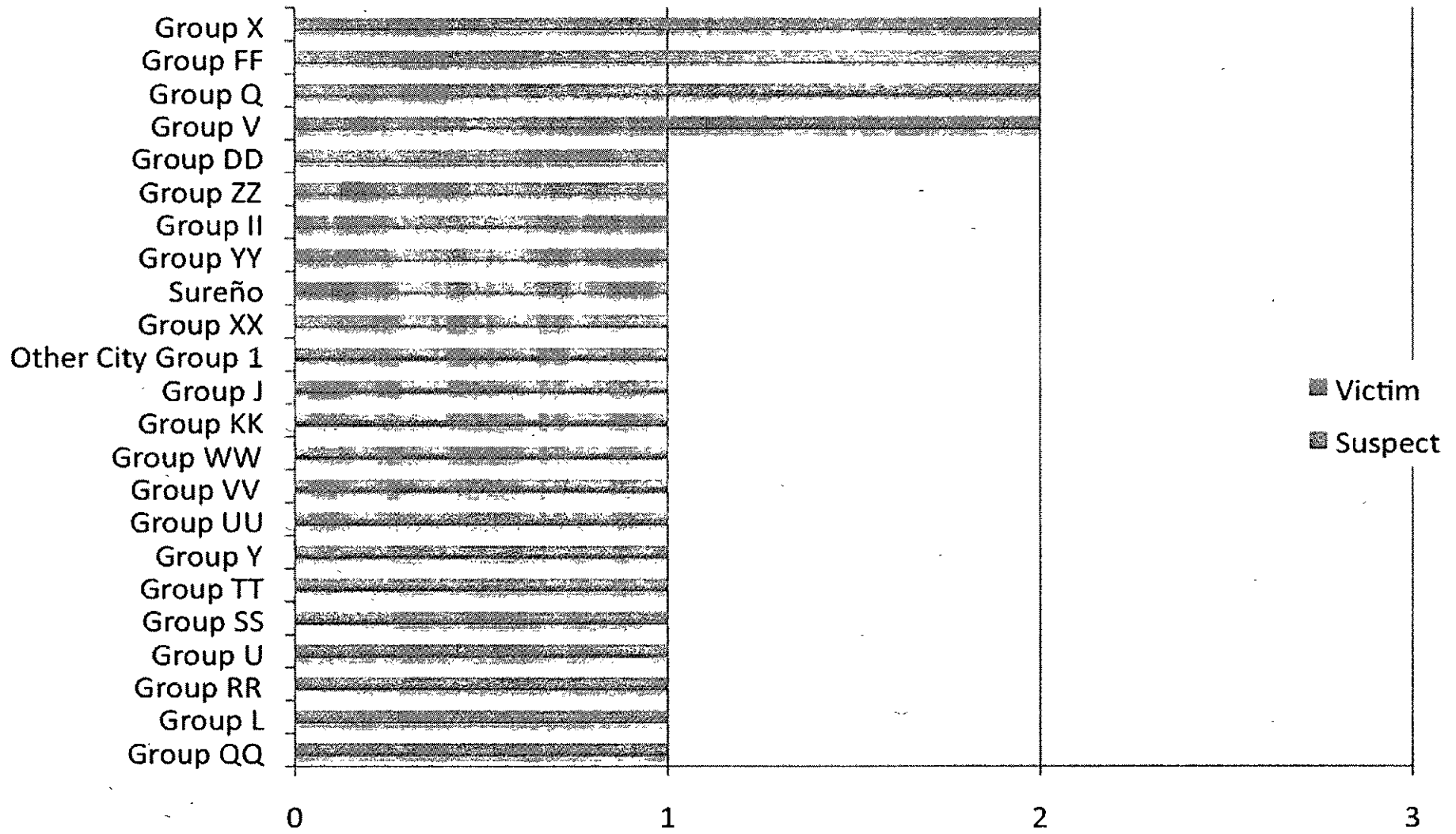
Updated December 2013

Group Member Involved Homicides, Citywide, Groups with 3 or More Incidents, Jan 2012 – June 2013

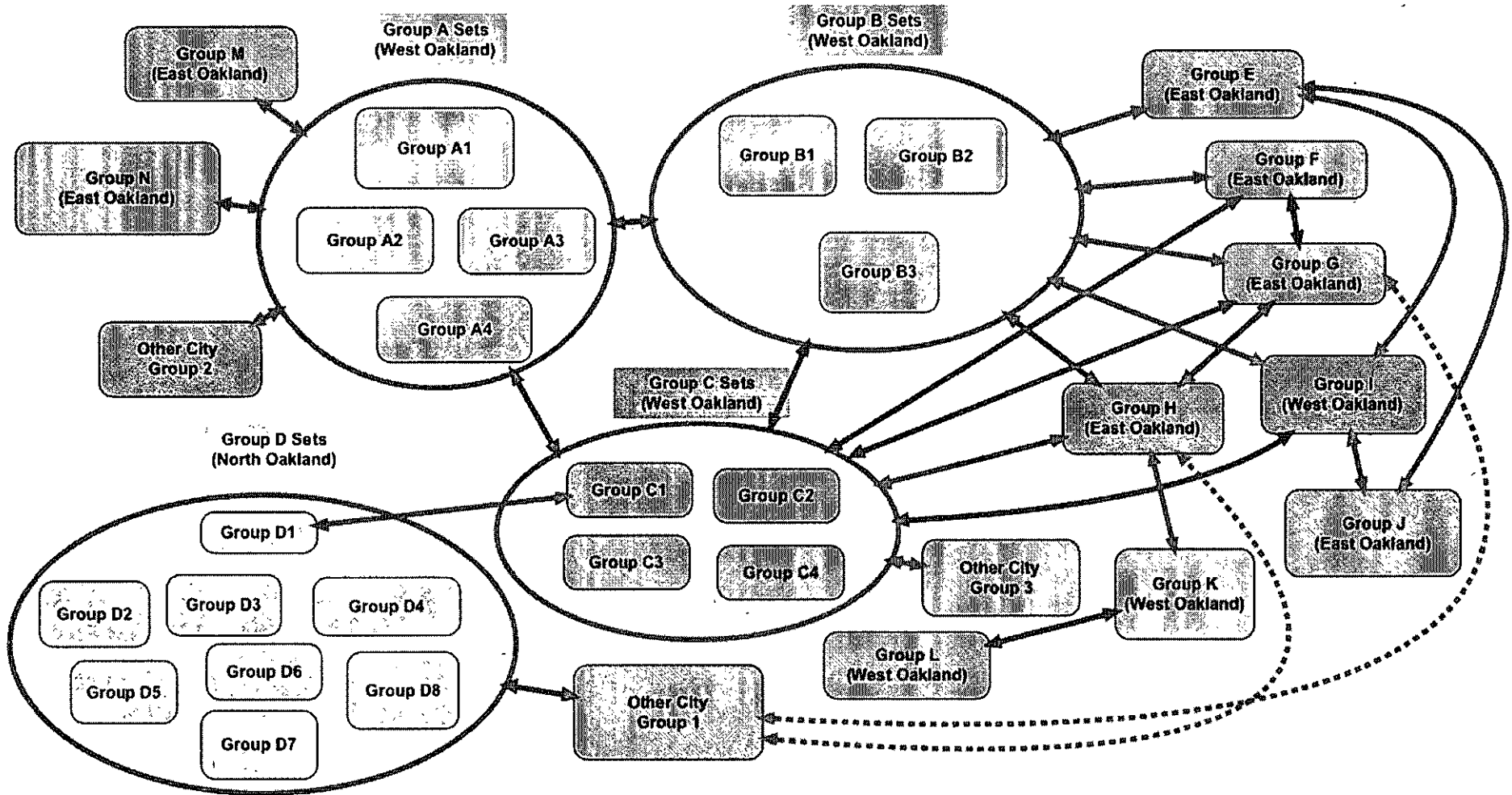


*When specific Norteño or Border Brother set is known, those incidents are counted twice—within “all sets”, and separately by set

Group Member Involved Homicides, Citywide, Groups with 2 or Fewer Incidents, Jan 2012 – June 2013



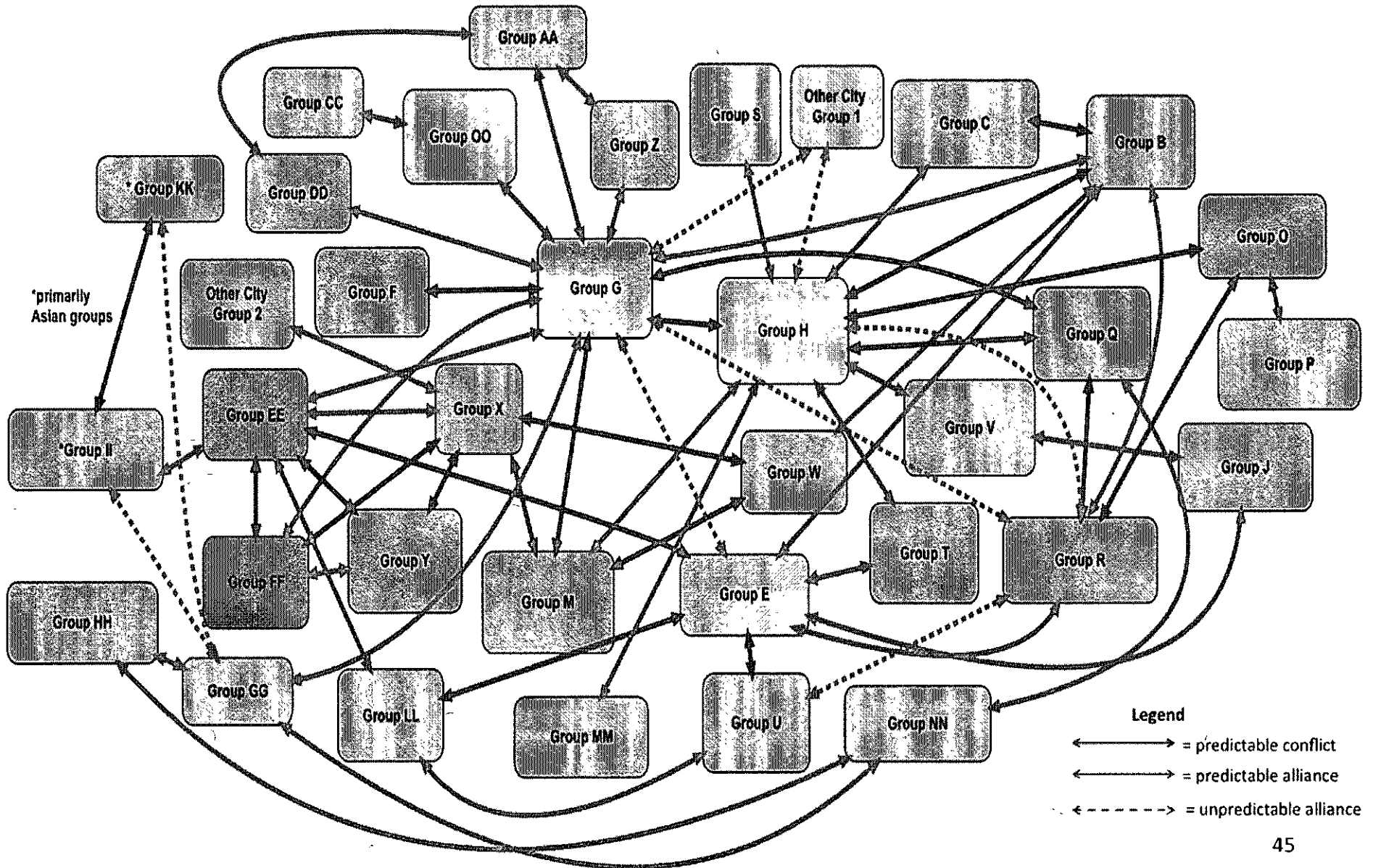
West and North Oakland Groups, Highlighting Groups Involved in 3 + Homicides January 2012–June 2013



Legend

- ↔ = predictable conflict
- = predictable alliance
- ⋯ = unpredictable alliance

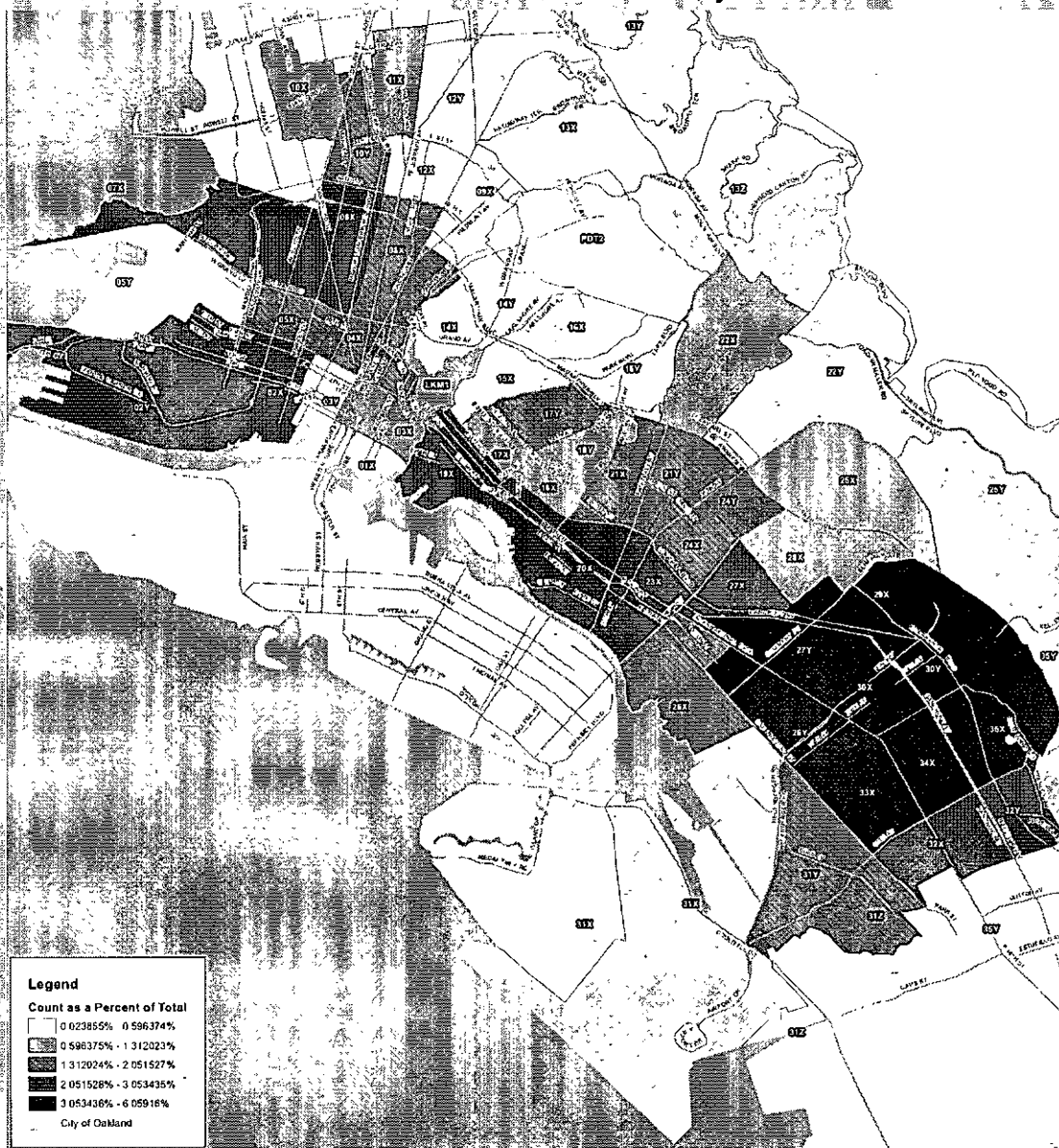
Central and East Oakland Groups, Highlighting Groups Involved in 3 + Homicides January 2012–June 2013



Contents

1. Problem Analysis: Introduction, Purpose, Methodology, Objectives, Activities	3 – 6
2. Context and Trend Data	7 – 12
3. Demographics, Criminal History and Criminal Justice System Involvement	13 – 23
4. Homicide Incident Reviews	24 – 32
5. Citywide Group Dynamic and Violence Analysis	33 – 45
6. <u>Shooting Density Analysis</u>	<u>46 – 49</u>
7. Discussion of Findings and General Conclusions	50 – 55
8. Acknowledgements, Sources, and Bibliography	56 – 58
9. Appendix	59 – 67

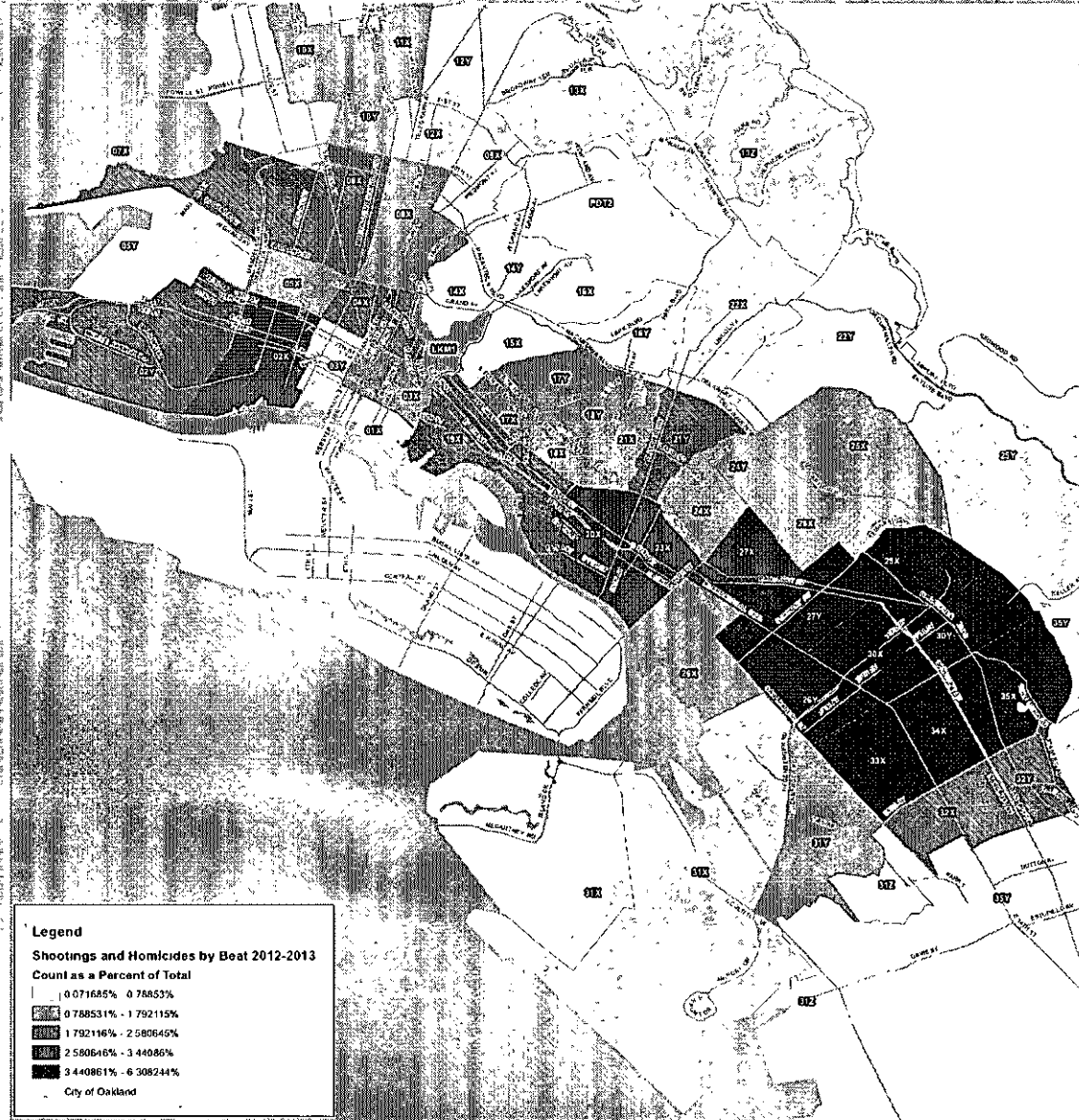
Choropleth Density of Homicides and Nonfatal Shootings, 2009 – November 20, 2013



0 0.7 1.4 Miles



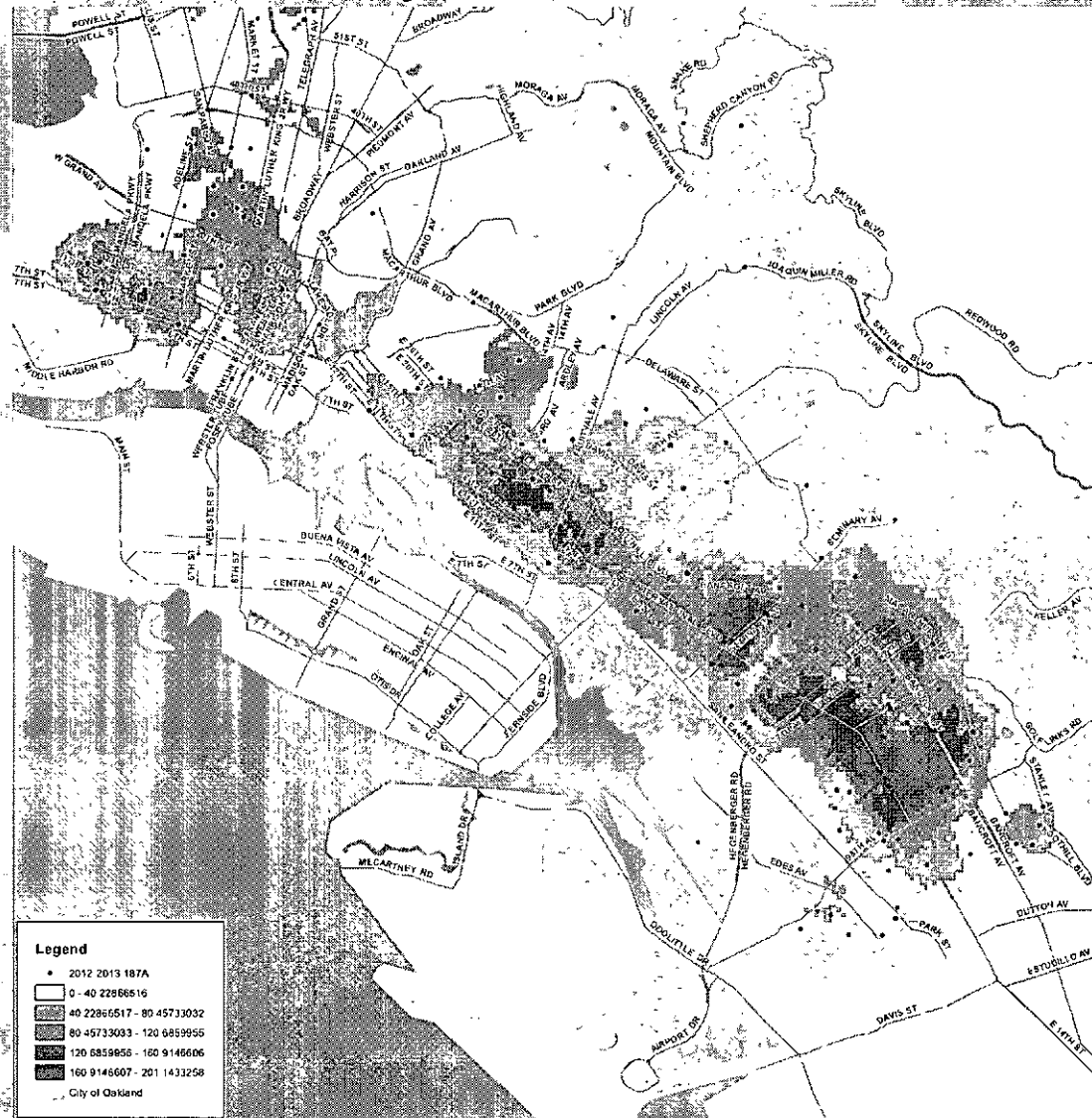
Choropleth Density of Homicides and Nonfatal Shootings During Review Period, January 2012 – June 2013



0 0.7 1.4 Miles



Nonfatal Shooting Density Map with Pins of Homicides, January 2012 – June 2013



0 0.65 1.3 Miles

FOR PRESENTATION - NOT FOR DISTRIBUTION - JANUARY 2014

Contents

1. **Problem Analysis: Introduction, Purpose, Methodology, Objectives, Activities** 3 – 6
2. **Context and Trend Data** 7 – 12
3. **Demographics, Criminal History and Criminal Justice System Involvement** 13 – 23
4. **Homicide Incident Reviews** 24 – 32
5. **Citywide Group Dynamic and Violence Analysis** 33 – 45
6. **Shooting Density Analysis** 46 – 49
7. **Discussion of Findings and General Conclusions** 50 – 55
8. **Acknowledgements, Sources, and Bibliography** 56 – 58
9. **Appendix** 59 – 67

Summary of Findings (1): Group Violence, City Areas

- Groups play a significant role in driving serious violence at the citywide level. At least 59% and up to 84% of homicides citywide are group member involved.
- While approximately 1/3 of the city's area, East Oakland—High St. to San Leandro Border—accounts for 53% of homicide over the review period.
- During the review period, violence was most concentrated in Beats 26Y, 27Y, 29X, 30X, 30Y, 33X, 34X, and 35X—all of which are in East Oakland.
- The remaining 47% of homicide is distributed primarily across West Oakland—bounded by the 580, 880, and 980/24 freeways—and Central Oakland—Lake Merritt to High St.
- In West Oakland, as indicated on the heat maps, this occurs mostly in Beats 02Y, 02X, 04X, 05X, 06X, 07X, and 08X. In Central Oakland, this occurs mostly in 17Y, 19X, 20X, 21X, 21Y, 23X, 24X, and 24Y.

Summary of Findings (2): Social Concentration

- **There are approximately 50 violent groups in Oakland, with an estimated active membership of 1000 – 1200 people. This is approximately 0.3% of the entire city's population.**
- **Of active groups in Oakland, at any one time, only a small subset of the groups are at highest risk of violence. During the review period, 18 groups citywide were associated with a majority of group-involved violence.**

Summary of Findings (3): Criminal Justice System Involvement

- **Approximately 70% victims and 90% of suspects have come into contact with the criminal justice system prior to the homicide incident.**
- **Homicide victims and suspects come into contact with the criminal justice system frequently and for a variety of offenses:**
 - **Arrested an average of 10 times prior to their homicide victimization or perpetration**
 - **Approximately 7 of all their arrests are felony arrests**
 - **Approximately 73% have been convicted of a felony**
 - **76% - 80% have been on probation**
 - **Approximately 84% have been incarcerated**
 - **Have high averages of violent offenses, and also have high averages of other offenses, particularly drug and property.**

Summary of Findings (4): Age Trends

- **Serious violence is most concentrated among among individuals ages 18-34**
 - **67% of all individuals involved in homicide (both victims and suspects)**
 - **66% of all homicide victims**
 - **69% of known homicide suspects**
 - **76.25% of homicide victims known to be group involved**
 - **The average age of an individual involved in homicide is 29.15.**
 - **The average age of victims is 30.25 and the average age of suspects is 26.36.**

Summary Observations

The following summary observations are relevant to quality implementation of Oakland Ceasefire:

- 1. Risk of involvement in violence in Oakland tends to be highly concentrated among young men ages 18-34 that are involved in fluid and complicated but recognizable groups and networks.**
- 2. These young men tend to come into contact with the criminal justice system frequently.**
- 3. Making progress on reducing the risk these young men present to themselves and the community depends on making them a joint and sustained focus of the full range of Ceasefire partners.**
- 4. Oakland has experienced especially high rates of violence for several decades. Continued progress will require intensive sustained effort.**
- 5. Maintaining progress on violence reduction in East Oakland should be factored into any consideration of expanding full implementation of Ceasefire to other areas of Oakland**

Acknowledgements

- ❖ Thank you to the personnel of the Oakland Police Department for dedicating their time and expertise to this process and product.
- ❖ Thank you to the Department of Human Services for their administration and management of the funding that made this product possible.
- ❖ Special thanks to the following people for their effort and support:
 - Interim Chief Sean Whent
 - Interim Assistant Chief Paul Figueroa
 - Captain Ersie Joyner
 - Andrea Van Peteghem
 - Reygan Harmon
 - Lieutenant Tony Jones
 - Sergeant Fred Shavies
 - Officer Gerardo Melero
 - Julian Ware
 - Robert Batty

Data Sources by Slide

Slides	Sources	Notes
9	Oakland Police Department; Bureau of Justice Statistics, Uniform Crime Reports	For the purposes of this analysis, we used UCR data when available. Data points 1969-1984 provided by OPD; Data points 1985-2012 are from UCR. There are slight differences in UCR vs OPD totals for certain years 1985 and later.
10-12	Bureau of Justice Statistics, Uniform Crime Reports	
14-20	Oakland Police Department; California Department of Justice; U.S. Census Bureau	
21-23	California Department of Justice; Oakland Police Department; Parole LEADS	While there are consistent categorization principles that apply to criminal history coding, due to the volume of PC codes, variance among charges, and inconsistency of data entry across criminal histories, the coding process is an imperfect and subjective one. That said, the local process maximized accuracy by concentrating coding responsibilities within one trained analyst, and double-checking a random sample of both victim and suspect criminal histories.
25-45	Oakland Police Department	
47-50	Oakland Police Department; Forensic Logic; City of Oakland Office of Information Technology	

Bibliography: Problem Analysis Methods

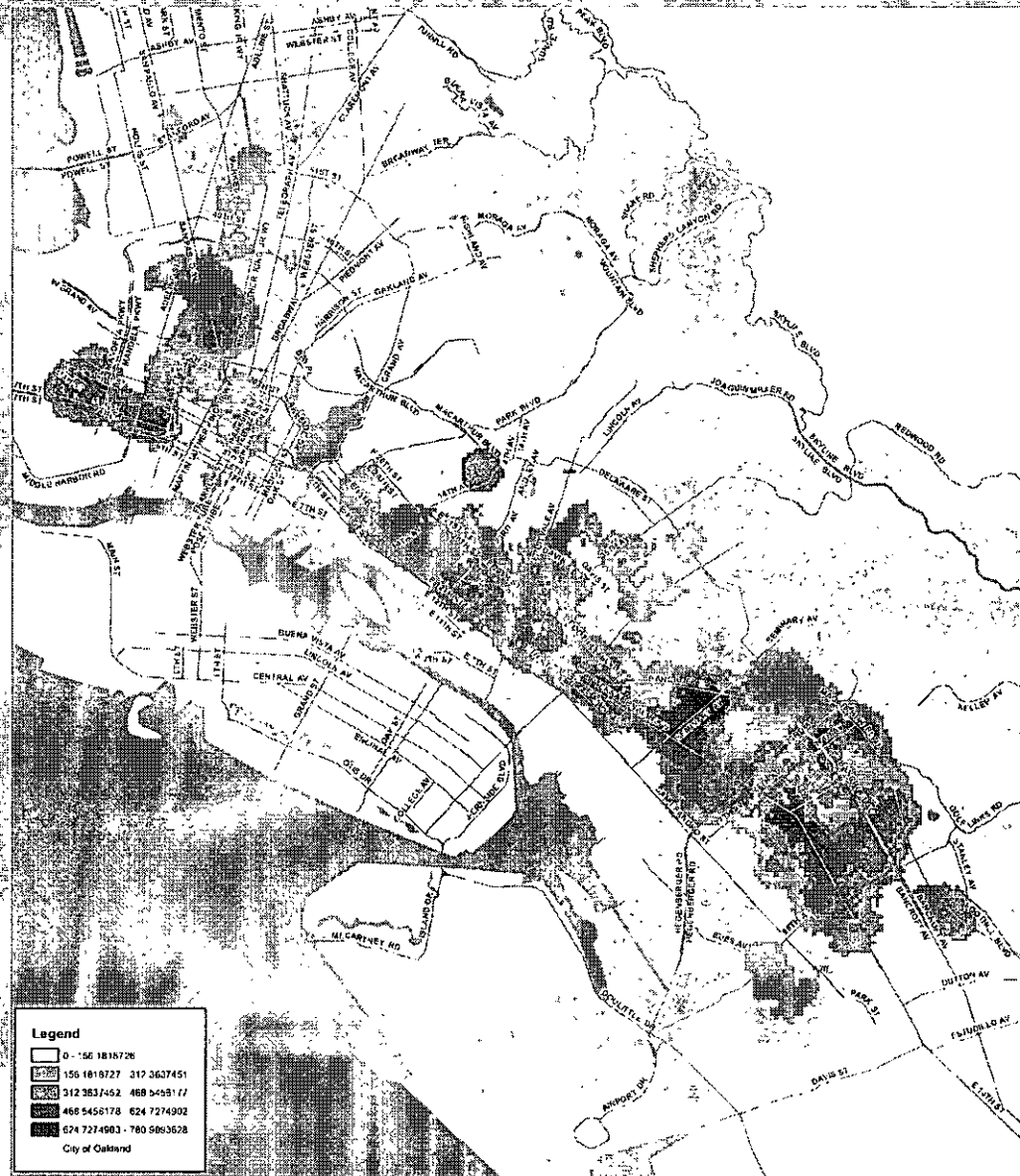
For more information on problem analysis methods and examples, see:

1. Papachristos, A.V., Braga, A.A., Hureau, D.M. (2011). *Six Degrees of Violent Victimization: Social Networks and the Risk of Gunshot Injury*
2. Braga, A. A., McDevitt, J., & Pierce, G. L. (2006). Understanding and Preventing Gang Violence: Problem Analysis and Response Development in Lowell, Massachusetts. *Police Quarterly*, 9 (1) 20-46
3. Engel, R.S., Baker, G., Skubak Tillyer, M., Dunham, J.R., Hall, D., Ozer, M., Henson, B., Godsey, T. (2009). Implementation of the Cincinnati Initiative to Reduce Violence (CIRV): Year 2 Report. University of Cincinnati Policing Institute
4. Kennedy, D. M., Braga, A.A., & Piehl, A.M. (1997). The (Un)Known Universe: Mapping Gangs and Gang Violence in Boston, *Crime Mapping and Crime Prevention*, ed. David L. Weisburd and J. Thomas McEwen. New York: Criminal Justice Press

Appendix

- 1. Additional Maps of Violence in Oakland** 60 – 65
- 2. Further Analysis Work To Be Done** 66 – 67

Heat Map Density of Homicides and Nonfatal Shootings, 2009 – November 20, 2013



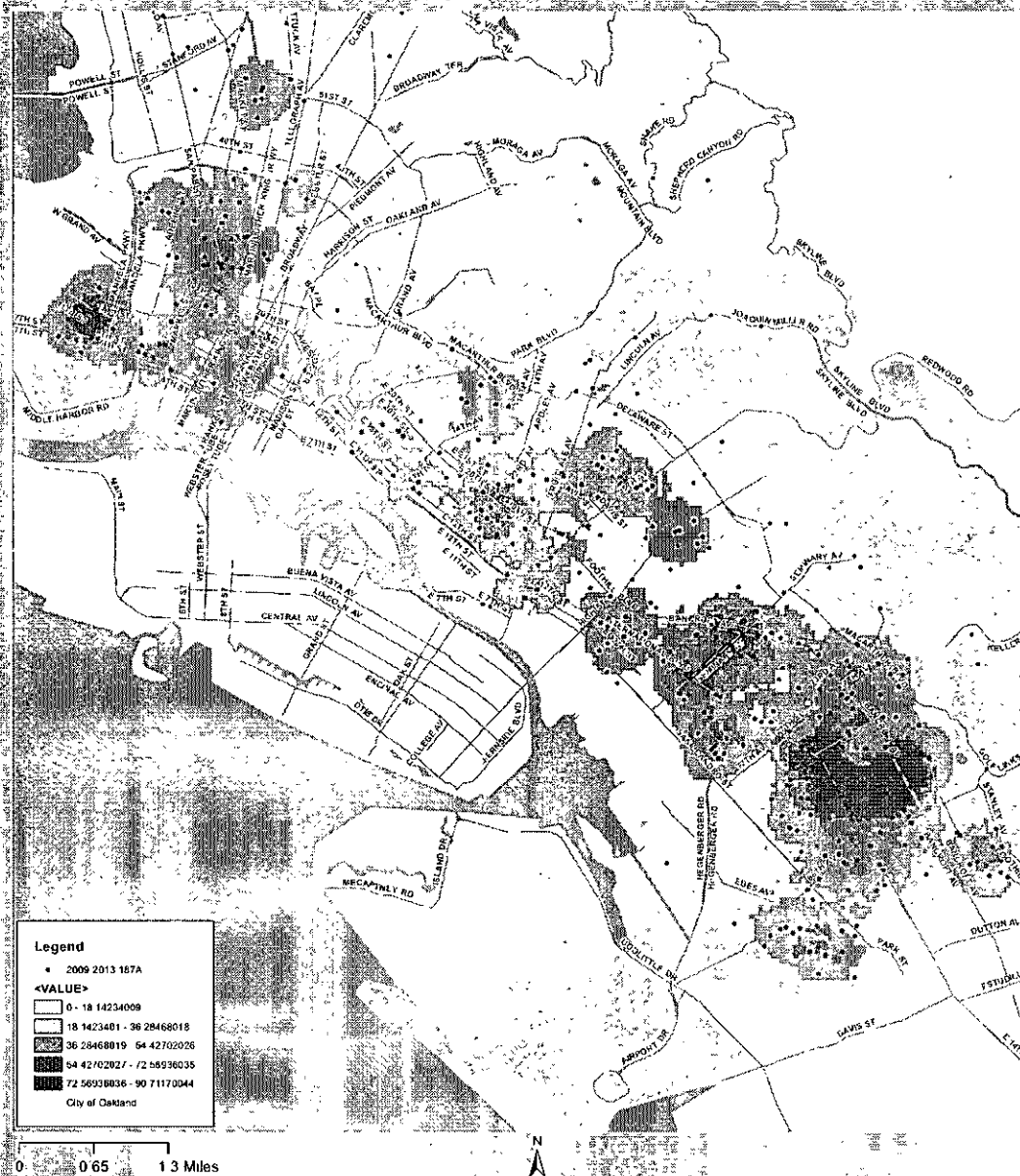
0 0.65 1.3 Miles



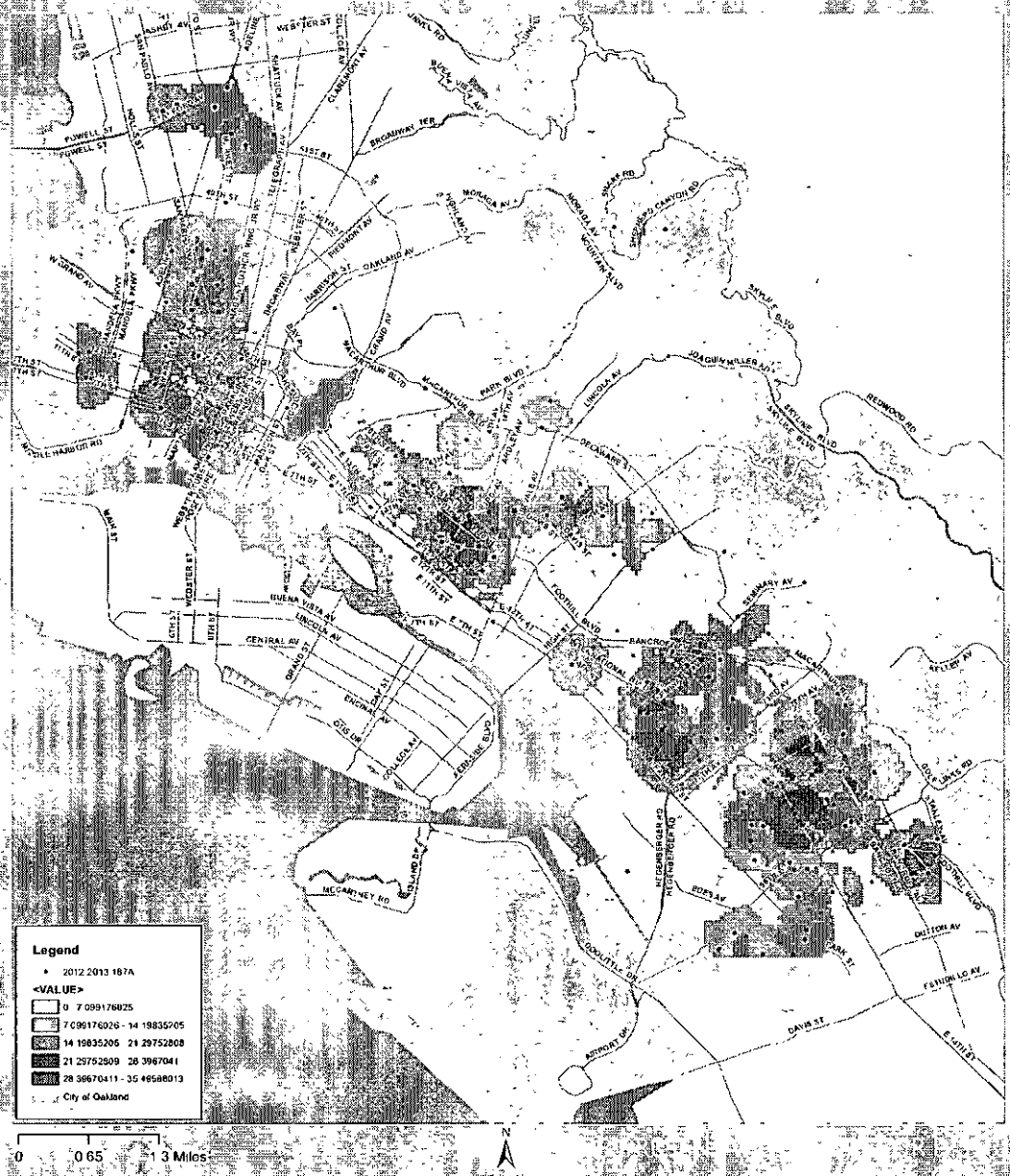
Heat Map Density of Homicides and Nonfatal Shootings During Review Period, January 2012 – June 2013



Homicide Density Map with Pins of Homicides, 2009 – November 2013



Homicide Density Map with Pins of Incidents, Review Period, January 2012 – June 2013



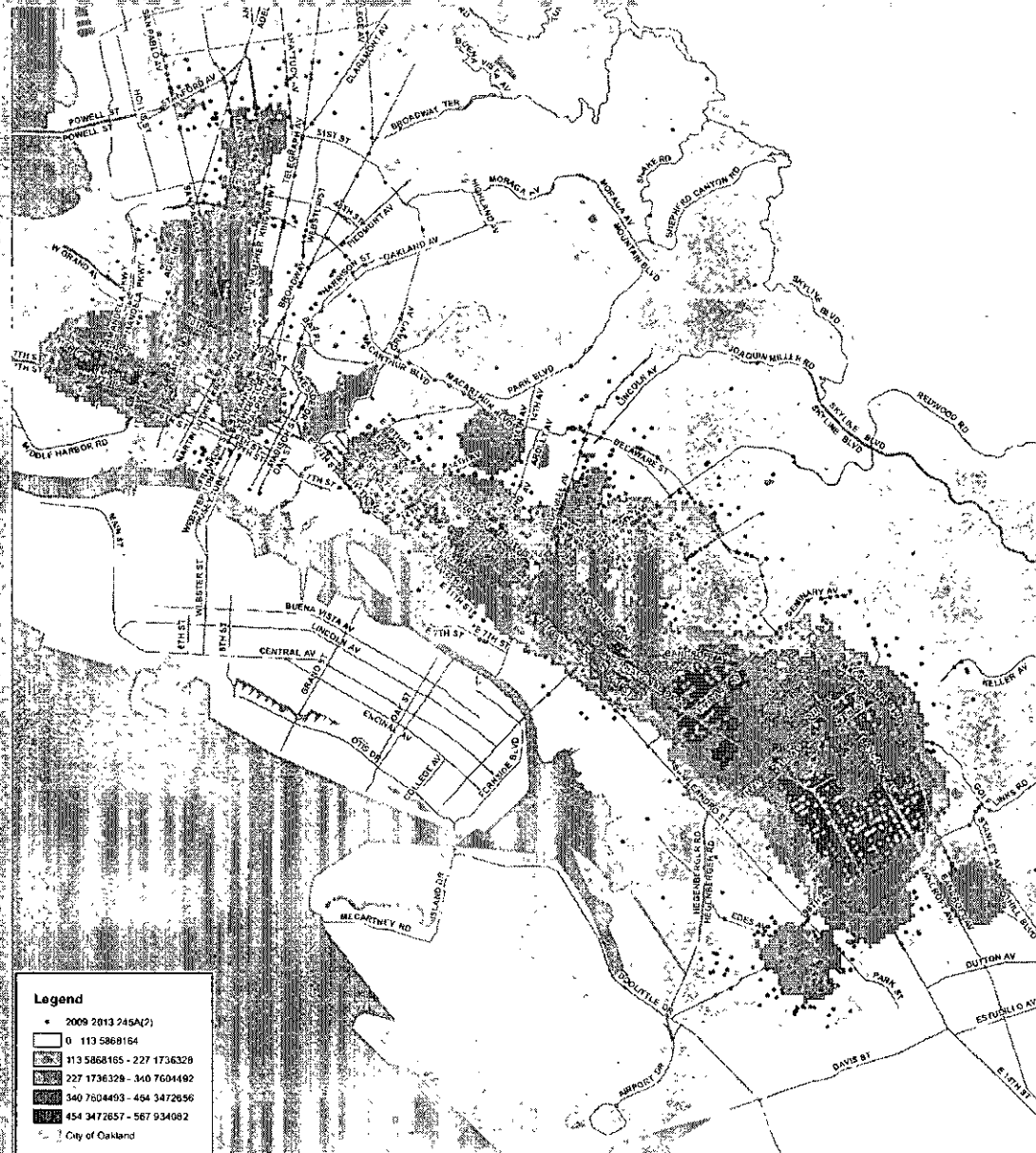
Legend

- 2012-2013 167A
- <VALUE>
- 0 7 089176025
- 7 09176026 - 14 19835705
- 14 19835206 - 21 29752808
- 21 29752909 - 28 3967041
- 28 39670411 - 35 46588013

City of Oakland



Nonfatal Shooting Density Map with Pins of Incidents, 2009 – November 2013



Nonfatal Shooting Density Map with Pins of Incidents, Review Period, January 2012 – June 2013



Further work to be done (1)

Note: the problem analysis is a living document; revisions and/or corrections are made regularly. Please contact Reygan Harmon, Ceasefire Project Manager, RHarmon@oaklandnet.com for the most up-to-date version.

1. Enhanced analytic capacity and routinization of analytic exercises are required to support interventions focused on violence:
 - Regular and frequent “real-time” review of violent incidents, the individuals involved in those incidents, and the groups & networks they may be part of is necessary to ensure the analysis is accurate, comprehensive and up-to-date. “Shooting reviews” are one key way to facilitate this.
 - The analysis of social networks of individuals at highest risk of violence is an important complement to this problem analysis. This “Social Network Analysis”, currently facilitated by Andrew Papachristos of Yale University under the auspices of the California Partnership for Safe Communities, should be completed.

Further work to be done (2)

- 2. As Realignment progresses, individuals at very highest risk of violence are increasingly likely to be under local supervision and/or in local custody. Both the problem analysis & shooting reviews should focus on opportunities for better understanding and reducing the risk of violence this population faces. This process would be a natural extension of the partnership-based violence reduction strategy work currently under way.**
- 3. Anecdotal information suggests that the involvement of street groups in human trafficking and the violence associated with it has been underestimated. Understanding the relationship between human trafficking, street groups, and violence will benefit from further data collection and analysis.**

ATTACHMENT B

CEASEFIRE STRATEGY

The City of Oakland is officially re-launching the Ceasefire Strategy, an approach based upon the nationally recognized, evidence-based “Operation Ceasefire” strategy that has produced multi-year, community-wide reductions in serious violence in a variety of cities across the country. **This document is a guide to the several coordinated elements of the strategy and the ways in which these elements build a comprehensive program.**

With new and renewed partnerships and commitments from the Mayor’s Office, Oakland Police Department, community leaders, local clergy, community-based organizations, Alameda County, the District Attorneys’ Office and state and federal law enforcement partners, the City began implementing this strategy in the Fall of 2012. The focus area for the strategy is currently **East Oakland** (High St to the San Leandro border) where 2012 data indicated more than 60% of homicides in Oakland occurred. Data also demonstrated that individuals within approximately 15 groups and gangs in the focus area were connected to the majority of these homicides, making their members highly likely to be suspects or victims of a shooting or homicide. As such, the strategy focuses on non-fatal shootings and homicides in East Oakland by communicating directly with the active groups and gangs in the area.



The strategy’s focus is not limited to reducing non-fatal shootings and homicides. It is designed to address the needs of the Oakland community. The City and its partners will implement the most comprehensive version of the approach, based on 20 years of research and development, aiming to achieve the following goals:

- (1) Reduce shootings and homicides through respectful direct communication and follow-through with those at highest risk of violence.
- (2) Decrease recidivism and incarceration rates of individuals participating in the intervention.
- (3) Strengthen police-community relations.

How this works: The key components of the strategy are direct communication, community outreach, services and support, and focused multi-agency law enforcement action when necessary. The Ceasefire strategy engages a broad cross-section of community stakeholders concerned with violence—including criminal justice agencies, faith leaders, community organizers, service providers, victims of violence, residents of neighborhoods affected by violence, and the formerly incarcerated—to build working alliances that bridge the often deep divisions among criminal justice agencies, the community, and young people at the highest risk of gun violence.

Direct Communication

What It Is: Through in-depth analysis of shootings and homicides, groups and individuals at highest risk of violence are identified and directly communicated with through meetings known as “**Call-Ins**” and **Custom Notifications**

- **Call-Ins** are larger meetings involving up to 25 participants on active probation/parole with multiple community and law enforcement speakers all in the same room together.
- **Custom Notifications** are smaller one-on-one meetings with law enforcement and one-to-two community members with participants who may or may not be on probation/parole. These meetings reflect the full partnership, community leaders and members impacted by violence, outreach and support services, and law enforcement.

At these meetings, highest risk individuals are given the message that *the community cares about you and wants to help you, but we need the shootings and homicides to stop. There is special help available for you and those you care about if you are willing to take it, and we are committed to working with you and supporting you to change your life. However, if you or members of your group continue to shoot and kill, your group will receive special attention from multiple law enforcement agencies* During Call-Ins and Custom Notifications, services are offered to those wishing to receive help However, participation in services offered is not a requirement. The only requirement is that the shootings and homicides stop.

Why: These communications are important because they acknowledge what a large body of research already says -- that a majority of individuals involved in this type of violence really *do not want to continue in this dangerous lifestyle, and that they can and will make rational decisions regarding their future if given accurate information about their risks and opportunities* They often do not understand their legal risks and exposure They also do not often hear that the community loves and cares about them, and is committed to helping them walk another path.

- At these meetings, participants hear from local, state and federal law enforcement agencies that *their life matters, that all life matters, and that because we value life in this City, stopping gun violence is the highest priority.*
- Typically, most individuals and group members will heed the message and a smaller number will not. For those individuals and groups/gangs who continue to engage in gun violence, law enforcement agencies jointly focus their efforts on them



What's Happening: Ceasefire Oakland has held four Call-Ins so far, on October 18th 2012 and March 22nd, September 12th and December 12th of 2013 Currently, Call-Ins are held quarterly Custom Notifications with highest risk group members began in December 2012 and are also scheduled regularly.

Community Outreach & Supportive Services

Other equally important components of the strategy include the 1) **Night Walks that are organized by clergy and community leaders; and 2) street outreach and social services provided by Oakland Unite and their community partners – all focused on those at highest risk of violence**

The Night Walks take place in communities with the highest incident of shootings and homicides, during or close to the times of day when data show these events are likely to occur To date, Night Walks have occurred on almost every Friday night since September 2012 and will continue indefinitely

Call-In participants are connected with an Oakland Unite case manager, who provides intensive support and referrals to resources, including job readiness and skills training, and employment opportunities. Other services provided by the case manager include practical support (help obtaining a driver's license, etc), legal/documentation assistance, education support, and ongoing mentoring

The resources available to the case manager also include, but are not limited to, the Oakland Unite programs administered by the City (www.oaklandunite.org) Oakland Unite programs fall into four broad categories focused youth services, young adult re-entry services, family violence intervention, and violent incident/crisis response These programs, supported by Measure Y funds, are community-based and focused on those most at risk of being involved in violence.

Street Outreach is one component of Oakland Unite's violent incident/crisis response strategy Street Outreach workers, led by the Department of Human Service's Violence Prevention Network Coordinator, provide services to high risk youth and young adults in areas of Oakland where shootings and homicides are most prevalent Through street presence, conflict mediations and targeted events, trained street outreach workers get to know young people and offer them services to prevent the escalation of potentially violent situations

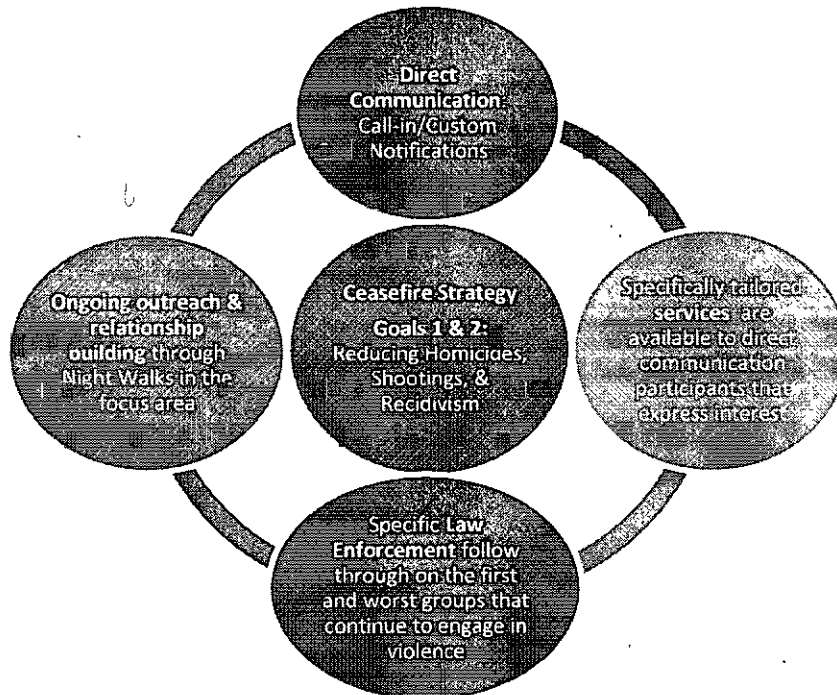
The Crisis Response and Support Network, also funded by Oakland Unite, provide first response, intensive support services and mental health services to friends and relatives of homicide victims. Individuals and families affected by violence are supported immediately, on-the-scene, and in the weeks and months after a shooting or homicide occurs. Network members help individuals with Victim of Crime applications and access to relocation services, among other supports offered The Network also provides intensive support services to young gunshot victims through Highland Hospital. The Network meets weekly to coordinate efforts among the multiple partners

In an effort to leverage Oakland Unite resources, the nonprofit group Cityteam (<http://www.cityteam.org/oakland/>) also provides services to Call-In clients. Cityteam leads a coordinated array of faith-based, support and direct services to participants along with wrap-around services for immediate and extended family. This includes emergency/transitional housing and residential addiction-recovery programming for men, emergency food/family/holiday resources, access to hot meals 365 days a year; learning center, job-training, second-chance employment opportunities, free medical/ dental care, and in-home counseling and community support group development through trained clergy teams.

Law Enforcement

One of the enforcement elements in the Ceasefire strategy is often referred to as a “pulling levers” approach, where multiple law enforcement agencies look at **each member of each group** that has engaged in homicides and shootings and determine the most effective avenues to disrupt the group’s activity. Vulnerabilities of each member are shared and specifically tailored enforcement efforts are put into place by **each agency for each individual** violent group member. Specifically, this played out after the first East Oakland Call-in in October. Initially after the call-in, shootings and homicides decreased, however, within a few weeks, two groups “self-selected” by engaging in a large number of shootings and several homicides. As a result, these gangs/groups came under the **focused attention of multiple law enforcement agencies**. Following through on their promise to focus multiple and coordinated law enforcement efforts on these groups, OPD led a multi-agency operation comprised of the California Highway Patrol, Alameda County Sheriff’s Department, Alameda County Probation, California Department of Corrections and Rehabilitation, Federal Bureau of Investigations, Drug Enforcement Administration, Department of Alcohol, Tobacco, Firearms and Explosives, Homeland Security Investigations, Internal Revenue Service, United States Marshalls Service, and other local law enforcement partners. This **law enforcement partnership** focused on getting shooters and impact players from these two groups off the streets of Oakland. On March 8, 2013, the focus culminated in the pre-dawn sweep, serving 24 coordinated search and arrest warrants throughout Oakland and other California cities. As a result, gang/group members of the two identified groups faced state and federal charges representing significant exposure in both state and federal prison. This action was necessary and consistent with the Ceasefire commitment to use enforcement measures as a last resort.

National experience indicates that it may take several rounds of meetings, and follow through on services, outreach and enforcement, before violence declines. Thus far, the strategy’s implementation has been very promising. Below is an illustration of the entire process including direct communication and law enforcement follow-through.



Partnership

By communicating a powerful anti-violence message from the community and law enforcement to specific individuals and groups at highest risk, the Ceasefire partnership supports these individuals to make different decisions about violence. **This strategy is by no means a “pass.”** Rather, it is a partnership-based violence reduction strategy involving law enforcement and the community with **proven results nationally** (see chart entitled *Results of Ceasefire Efforts in Other Communities*). **Results of Ceasefire Efforts in Other Communities**

(Source Braga, A , Weisburd, D., The effects of “pulling levers” focused deterrence strategies on crime Campbell Systematic Reviews 2012)

Study	Main Outcome
Boston Operation Ceasefire	-63% youth homicide
Indianapolis IVRP	-34% total homicide
Stockton Operation Peacekeeper	-42% gun homicide
Lowell PSN	-44% gun assaults
Cincinnati CIRV	-42% GMI homicide, -21% injury shootings
Newark Ceasefire	NS reduction in gunshot wound incidents
L.A Operation Ceasefire	Sig. short-term reduction in violent, gun crime
Chicago PSN	-37% homicide, -30% recidivism rate
Nashville DMI	-56% reduction in drug offenses
Rockford DMI	-22% non-violent offenses
Hawaii HOPE	-26% recidivism rate

Management: The management of the project has developed into three working groups. **The Community Work Group**¹ coordinates community support and outreach to those at highest risk of violence. **The Enforcement Operations Group**² focuses inter-agency enforcement on street groups that continue to shoot and kill. **The Core Coordination Team** guides strategy and coordinates Ceasefire activities across these two groups.

To effectively implement this strategy the City has entered into a contract with the California Partnership for Safe Communities (<http://partnershipforsafecommunities.org/>) to receive technical assistance in implementation.

Measuring Success: The primary outcomes for Oakland Ceasefire are reductions in fatal and non-fatal shootings, and the strategy is focused for now on East Oakland (over 60% of homicides in Oakland occur east of High Street). The partners will also look to measure recidivism among participants and improvements in police-community relationships. The city is prepared to report out to community stakeholders several times a year on the development and outcomes of the strategy and is pursuing funds for a formal evaluation. After the strategy is stabilized in East Oakland data will be reviewed to determine where the strategy should be expanded.

Contact Us: For more information, including questions, requests for presentations, or if you would like to help, please contact Reygan E. Harmon at rharmon@oaklandnet.com or Lt. Leronne Armstrong at larmstrong@oaklandnet.com. If you would like to get involved by participating in the Night Walks, please contact Rev. Damita Davis-Howard at 510 639-1440 or fridaycommunitynightwalks@gmail.com.

¹ Oakland Ceasefire community partners include Oakland Community Organizations (OCO) and numerous OCO-affiliated faith congregations, Oakland Department of Human Services, Oakland Unite, Pastors of Oakland, Allen Temple, City Team and others.

² Oakland Ceasefire enforcement partners include OPD, the District Attorney, the United States Attorney's Office, Alameda County Probation, California Department of Rehabilitation and Correction (Parole), the US Marshall's Service, The Secret Service, the California High Patrol, Oakland Housing Authority, Alameda County Sheriff's Department, the FBI, US Marshalls, Internal Revenue Service, DEA and ATF and others.



WE WANT THE HEALING OF THE URBAN'S URBAN OPPORTUNITIES
LIFELINES TO HEALING

