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OAKLAND

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AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

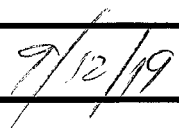
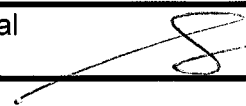
FROM: Peter Kim
Interim Chief of Violence
Prevention

SUBJECT: Department of Violence Prevention
Implementation

DATE: September 11, 2019

City Administrator Approval

Date:



RECOMMENDATION

Staff Recommends That The City Council Accept An Informational Report From the City Administrator On The Final Report And Recommendations From Urban Strategies Council's Community Research and Leadership Summit Planning Project Designed To Inform The Establishment Of The Department Of Violence Prevention (DVP).

EXECUTIVE SUMMARY

This informational report provides a final update on the progress of Urban Strategies Council's efforts to coordinate and facilitate a robust and inclusive community stakeholder engagement process, including a community-based Participatory Research component, and a culminating community leadership summit meant to inform the planning and implementation of DVP strategic planning and operations.

Urban Strategies Council completed their final report titled "Rethinking Violence Prevention in Oakland, CA – From the Voices of the People Most Impacted" (**Attachment A**), which is the result of the Participatory Research process and includes findings from the culminating community leadership summit as well as final recommendations intended to inform the work of the DVP moving forward.

BACKGROUND / LEGISLATIVE HISTORY

The City Council adopted Ordinance No. 13451 C.M.S. on July 24, 2017 that amended Chapter 2.29 of the Oakland Municipal Code entitled "City Agencies, Departments and Offices" to create the Department of Violence Prevention focusing on ending the epidemic of violent crime in Oakland and healing trauma in impacted communities.

On May 15, 2018, the City Council approved Resolution No. 87192 C.M.S. authorizing the City Administrator to enter into a contract with Urban Strategies Council (USC), a community building nonprofit organization based in Oakland, CA, to coordinate and facilitate a robust and inclusive community stakeholder engagement process, including a community-based Participatory Research component, that will culminate in a community leadership summit that will inform the planning and implementation of DVP strategic planning and operations. The contract was executed on June 11, 2018.

Item: _____
Life Enrichment Committee
September 24, 2019

On September 13, 2018, the Rules Committee approved a standing item directing staff to provide a regular update on the implementation of the Department of Violence Prevention at the Life Enrichment Committee until a permanent Chief of Violence Prevention was appointed. Included in these updates would be regular progress reports from USC as to the status of their research efforts.

At the Life Enrichment Committee on January 15, 2019, USC Executive Director presented the initial highlights from the quantitative and qualitative data analyses, which included data and findings from a landscape analysis of violence prevention efforts locally and nationally, and from personal interviews and focus groups with over 500 residents and community members directly impacted by violence in Oakland.

The culminating community leadership summit was held on June 8, 2019 was attended by over 300 attendees and focused on four topic areas: Gun Violence, Domestic Violence, Sexual Violence/CSEC and Family/Victim Supports. In addition, the permanent Chief of Violence Prevention was in attendance and announced at the Summit.

On June 25, 2019, during USC's progress report to Life Enrichment Committee, it was requested that USC return in September 2019 to present their final report, including their research findings and recommendations for the establishment of the DVP.

ANALYSIS/POLICY ALTERNATIVES

In 2017, the City Council created the Department of Violence Prevention (DVP) with the desire to better align, amplify and elevate Oakland's violence prevention efforts. The City Administrator is charged with its implementation. The mission of the DVP is to work directly with victims of violent crime - and those who are most likely to be future victims or perpetrators of violent crime - to dramatically reduce violent crime and to serve communities impacted by violence to end the cycle of trauma. The DVP shall pursue a public health approach to violence prevention and will focus on the successful implementation of community-led violence prevention and intervention strategies to realize sustained safety and stability of the communities most-impacted by violence.¹

In June 2018, the City engaged the Urban Strategies Council to coordinate and facilitate a robust and inclusive citywide community stakeholder engagement and convening process, including a community-based Participatory Research component and a culminating community leadership summit.

At the Life Enrichment Committee on January 15, 2019, USC Executive Director presented the initial highlights from their quantitative and qualitative data analyses. The Participatory Research activities included one-on-one interviews, targeted focus groups and community surveys, with over 500 Oakland residents directly affected by violence and trauma with the goal of learning from their perspectives what the City should prioritize in the way of preventing and reducing violence in Oakland. Interviews were conducted by USC Research Fellows trained in

¹ This mission statement is taken directly from City Council Ordinance No. 13451 C.M.S. establishing the Department of Violence Prevention.

community-based participatory research techniques, and who are also community members directly impacted by violence themselves. In addition to the Participatory Research conducted, USC staff produced a comprehensive landscape analysis of violence prevention efforts locally and nationally, including crime and victimization statistics for Oakland and Alameda County.

On June 8, 2019, the culminating community leadership summit, "Safe Oakland Summit," was held at the Oakland Marriot in downtown and was attended by over 300 service providers, advocates, survivors of violence and/or their family members and community residents. Councilmember McElhane delivered opening remarks, community artists and activists offered music, poetry and entertainment, and USC Community Research Fellows presented a summary of the quantitative and qualitative data analyses through an interactive presentation. Throughout the day, Community Conversation workshops focused on four topic areas: Gun Violence, Domestic Violence, Sexual Violence/CSEC and Family/Victim Supports. The goal was for impacted individuals and family members to come together to process and share their experiences of trauma and loss among allies and loved ones, and to build fellowship and community through dialogue; and to provide a venue for people to voice their concerns, describe their experiences and pose questions geared towards informing the DVP priorities. In addition, the permanent Chief of Violence Prevention was in attendance and announced at the Summit.

The themes and recommendations that came out of the landscape analysis, Participatory Research process and community leadership summit are presented in the final report titled "Rethinking Violence Prevention in Oakland, CA – From the Voices of the People Most Impacted" (included as **Attachment A**) and will further inform the DVP strategic planning and operations.

FISCAL IMPACT

This is an informational report that has no direct fiscal impact.

As prescribed in Measure Z (Fund 2252) – Violence Prevention and Public Safety Act of 2014, the \$29.3 million in FY 2019-20 is budgeted in the following categories:

Table 1. Measure Z Funding Allocations by Category

Category	Amount
Audit and Evaluation	\$0.9 million
Oakland Fire Department	\$2.0 million
Oakland Police Department	\$15.8 million
Oakland Unite / Violence Intervention and Prevention	\$10.6 million

The Department of Violence Prevention was established with a budget for 3.0 FTE sourced from the General Purpose Fund (Fund 1010) and Measure Z (Fund 2252). The Chief of Violence Prevention is funded from Fund 1010. Both the Deputy Chief and Analyst positions are 0.50 FTE funded from Fund 1010 and 0.50 FTE funded from Fund 2252.

The Urban Strategies Council contract (\$300,000) was funded from salary savings in Fund 1010 from FY 2017-18 and FY 2018-19 and has been exhausted.

PUBLIC OUTREACH / INTEREST

This informational report is posted in accordance with the standard City Council agenda noticing procedures.

COORDINATION

This informational report is prepared by the Interim Chief of Violence Prevention, in coordination with the City Administrator's Office.

SUSTAINABLE OPPORTUNITIES

Economic: There are no direct economic opportunities associated with this report.

Environmental: There are no direct environmental opportunities associated with this report.

Social Equity: The outcome goal of City's work around violence prevention is to dramatically reduce, if not eliminate, violent crime that disproportionately impacts our communities of color, especially African-Americans, and interrupt the cycle of violence, trauma and recidivism.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Accept An Informational Report From the City Administrator On The Final Report And Recommendations From Urban Strategies Council's Community Research and Leadership Summit Planning Project Designed To Inform The Establishment Of The Department Of Violence Prevention (DVP).

For questions regarding this report, please contact Peter Kim, Interim Chief of Violence Prevention at (510) 238-2374.

Respectfully submitted,



Peter Kim
Interim Chief of Violence Prevention

Reviewed by:
Stephanie Hom
Deputy City Administrator

Attachments (1)

- A. "Rethinking Violence Prevention in Oakland, CA – From the Voices of the People Most Impacted" prepared by Urban Strategies Council.

MEMORANDUM

To: Stephanie Hom, Deputy City Administrator, City of Oakland
From: David Harris, President and CEO, Urban Strategies Council
Date: September 12, 2019
Re: Final Project Update – Department of Violence Prevention Community Research and Leadership Summit Planning Project Contract

Attached, please find Urban Strategies Council's (USC's) final report and attachments to the City of Oakland for the completed Department of Violence Prevention (DVP) Community Research and Leadership Summit Planning Project contract. We are grateful to have had the opportunity to provide this service to the City.

On June 8th, the project concluded with the convening of a citywide summit to identify and propose community-driven and healing centered violence prevention strategies for Oakland. Over 300 people attended the summit to reflect on data and feedback emerging from the participatory research activities (conducted between September 2018 and March 2019) and engage in workshops focused on the four DVP priority service areas: gun violence, domestic violence, commercial and sexual exploitation of children (CSEC), and family support.

This memo summarizes the recommendations emerging from the summit and proposed next steps for the new DVP Chief. Overall, residents desire an increased sense of urgency by the City addressing both violence prevention and support for people impacted by violence (both victims and offender). Residents see the new DVP as an opportunity for immediate victories (even small ones) that generate hope and support healing. City funding for new violence prevention programs needs to be prioritized, and a higher level of public sector leadership, coordination, and support is desired. Residents recommend focusing violence prevention efforts in smaller geographic areas (specific streets and neighborhoods) and more authentically engaging residents in these places to develop more creative and community-led interventions to prevent violence. engaging can make change more achievable. While the new DVP focuses on four distinct areas of prevention/support, residents aspired to see fewer silos in the department's work and more intersectional approaches to spur more creativity and inter-connectedness in the DVP strategies. Most important, the DVP's work needs to be centered on the experiences and engagement of those most-impacted by violence.

Following, please see a summary of the recommendations emerging from the summit.

RECOMMENDATIONS FOR DVP CHIEF STARTUP & STRATEGIC PLANNING (1st SIX MONTHS)

1. Conduct DVP introductory meetings in neighborhoods

Hold introductory community meetings in high-stress neighborhoods to introduce DVP and directly connect with residents.

2. Engage the DVP steering committee in the strategic planning

The DVP steering committee members were actively and efficiently engaged throughout the process. It is highly recommended to keep this asset and build on its success, in addition to engaging other key groups, in developing the DVP strategic plan.

3. Share the research findings with OPD and public safety systems leaders and agencies

The OPD and public safety leaders and agencies were not directly or fully involved in this process. Sharing the research findings with the OPD and public safety systems leaders can inform the strategic plan and can also help execute a higher-level policy or systems change.

4. Develop a foundation for improved systems coordination between public safety systems leaders

Participants indicated a need for better coordination between agencies both on the regional and local levels

5. Create social media venues on every type of violence

During the summit, social media and the Internet were identified as major players in magnifying violence and traumatizing communities. Participants recommend utilizing the social media to counter the impact by raising awareness and offering educational materials and credible and reliable updates on the status of violence in each community.

GUN VIOLENCE RECOMMENDATIONS

6. Identify people most impacted (victims and those engaged in the violence) to address gun violence

Participants from the research activities expressed interest to stay engaged and actively partake in DVP planning activities.

7. Create a safe space within the DVP for families of victims of gun violence to heal and feel heard

Building on the success of deploying research fellows to advocate for their peers in the community and acknowledging the need to build trust and positive relationships between the City and impacted residents, it was recommended that

a safe space be created that brings families of victims together to institutionalize a healing-centered approach of connecting people most impacted.

8. Re-evaluate gun violence prevention programs

The data demonstrates that there were 47 gun violence homicides in 2019 (as of July 31) after a consistent decline from 2012 till 2017. It is time to re-evaluate gun violence programs that resulted in the decline and to analyze why and how the current increase is happening. Additionally, the City should increase efforts to stop the supply of guns in communities, including greater utilization of data reports that identify where guns may originate from.

DOMESTIC VIOLENCE RECOMMENDATIONS

9. Offer educational programs on healthy relationships for youth and young adults

Adolescence is a critical transition age to develop emotional and social competence. Residents recommend more youth programs that focus on promoting healthy relationships, emotional self-regulation, social confidence, pro-social behaviors, and empathy. Those skills can help promote a healthier style of living with intimate partners or family members that can also result in reducing domestic violence.

10. Connect with OUSD to champion and mandate addressing DV at schools

Coordination between the DVP and OUSD to develop a racially equitable policy that trains teachers and social workers on how to report and address domestic violence is highly recommended.

11. Identify data gaps and create a data collection platform

Domestic violence in Oakland is underreported. It is difficult to identify domestic violence in the absence of physical injury and data systems are not designed to consistently count incidents. This key data gap masks the statistics toward the populations in need of services or immediate help. Coordination between the DVP and Alameda County Public Health Department can help put a better data collection system in place on the jurisdiction level.

COMMERCIAL SEXUAL EXPLOITATION OF CHILDREN RECOMMENDATIONS

12. Identify data gaps and create a data collection platform.

Sexual violence is complex to track and report due to the frequent mobility of victims and the lack of physical damage in most cases. Reporting sexual abuse is often sensitive, and victims are hesitant to report incidents or to share their stories. It is important to design protocols that protect information sharing and confidentiality not only from a legal standpoint but most importantly, from ethical considerations including victim's rights against self-incrimination.

13. Develop a sexual violence rescue app

Developing a cross-systems rescue app for victims of sexual violence and CSEC (that connect victims in their language) is highly recommended. The app can help confidentially protect youth and young adults at risk of becoming victims, connect victims to support services, securely report incidents, and block potential pimps.

FAMILY SUPPORT RECOMMENDATIONS

14. Develop materials and accessible protocol to communicate with families

Developing protocol for ongoing communication to family-oriented service providers of all types was recommended as a key need by families of violence victims. The DVP must improve the City’s support for families and impacted individuals by providing information of existing services, identifying opportunities to provide great support and encouragement to victims, and connect families to strengthen support networks.

15. Develop easy-to-use multi-lingual information to help families connect to resources.

The current violence-related resources are not easily accessible and are hard to navigate. Individuals and families need easy-to-understand information. Families, the Oakland community, and family-serving agencies would all benefit from current on-line local information as well as printed materials that could be shared by multiple programs which serve families.

These recommendations are priority items identified by summit participants and the resident interviews. Additional recommendations, some overlapping, can be found in the final report.

Please let me know if you have any additional questions/comments. Again, thank you.

Rethinking Violence Prevention In Oakland, CA

“From the Voices of the People Most Impacted”



September 2019

Prepared by



Urban Strategies Council is a social impact organization that uses research, policy, innovation, and collaboration to achieve equity and social justice. The Council's mission is to eliminate persistent poverty by working with partners to transform low-income neighborhoods into vibrant, healthy communities.

Written and Researched By:
Urban Strategies Council Staff

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<https://urbanstrategies.org>

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Acknowledgment

First and foremost, thank you to the Oakland residents and political leadership who fought to create the City's new Department of Violence Prevention. They visualized a safe and violence-free city and believe that Oakland can become the safest city in California and the nation. In early 2018, the idea for this research project emerged from meetings with City of Oakland leadership and staff, the Violence Prevention Coalition, the Brotherhood of Elders Network, and the office of Oakland Councilmember Lynette Gibson-McElhaney. Through intense advocacy by Oakland community members and Councilmember Gibson-McElhaney's unwavering commitment to a safer, healthier Oakland for its most impacted residents, this project was approved and funded by the City of Oakland City Council, and Urban Strategies Council was selected as the consultant to lead this research process. We would like to acknowledge the City Administrator's Office and Oakland Unite in the Human Services Department for their support and assistance throughout the project, the Oakland City Council and Mayor's Office for their leadership, and the Violence Prevention Coalition and Brotherhood of Elders Network for their wisdom, passion and commitment.

Urban Strategies Council Research Associate Rania Ahmed led the quantitative research for this project. Assisting was: Amaris Clay, Ryan Guerro, and Richard Speiglmán. The following Research Fellows conducted resident interviews:

Najee Amaranth	Pamela Green	Karina Montes
Virginia Arnold	Marilyn Harris	Kenyale Nails
Alexis Armstead	Edward Henderson	Leneka Pendergrass
James Banks	Megan Imperial	Kwabena Stewart
Amaris Clay	Ahmed Jemal	Antoine Towers
Audrey Cornish	Jerry Law	Darren White
Maxina Croma	Kenneth Lenore	Patanisha Williams
Desire Forte Johnson	Leo Mercer	
Victor Gomez	Annette Miller	

Community-based organizations serving residents impacted by violence also conducted focus groups for this effort. The organizations included: A Safe Place; Adamika Village; Asian Prisoner Support Committee; Bay Area Women Against Rape (BAWAR); Cata's Polished Act; Changing Criminal Behaviors; Community Christian Church; Community & Youth Outreach; Global Communication Education and Arts; Men of Influence; Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth (MISSSEY); No More Tears; Positive Communications; Resident Action Council; Saving Shorty; Youth Alive; and Young Women's Freedom Center.

The year-long community planning process was led and guided by the City of Oakland's Department of Violence Prevention Project Steering Committee (DVPSC). The DVPSC was constituted by representatives from the Brotherhood of Elders Network, City of Oakland, and DVP Community Coalition (convened and staffed by the Urban Strategies Council - see Appendix Three for a list of individual organization representatives).

Additional organizations providing valuable support and perspective to the planning Oakland's Administrator's Office, City of Oakland Police Commission, Family Violence Law Center, LoveLife Foundation, MISSEY, Oakland City Councilmember McElhaney and Taylor's Offices, Oakland Unite, and Soldiers Against Violence Everywhere.

The primary author for this report was Rania Ahmed, and the secondary author was David A. Harris. Additional contributors and editors included: Amaris Clay, Hilary Crowley, Ryan Guerro, Desire Johnson-Forte, Peter Kim, Josie Halpern-Finnerty, Tunisia Owens, Richard Speiglmán and Patanisha Williams.

David A. Harris

President and CEO of Urban Strategies Council

A handwritten signature in black ink that reads "David A. Harris". The signature is written in a cursive style with a horizontal line underlining the name.

Executive Summary

Introduction

Urban Strategies Council (USC), the City of Oakland, and key community stakeholders (led by the Violence Prevention Coalition and Brotherhood of Elders Network) combined efforts aimed at understanding the needs of Oakland residents and mobilizing their thinking around violence and violence prevention. Inspired by the Oakland City Council's approval of a new Department of Violence Prevention (DVP) and spurred by the community's need for greater participation and voice, the City of Oakland engaged USC to conduct an intense participatory research project to help inform and shape the newly established DVP. The City's goal is to gain authentic community perspective and insight into the lived experiences of both victims and perpetrators of violence throughout Oakland using a participatory research design focused on three types of violence: 1) gun violence, 2) domestic violence, and 3) commercial sexual exploitation of children (CSEC). Over six months, USC recruited and trained 16 research fellows, who reflected Oakland's diverse racial, ethnic, and cultural demographics. Research fellows and mini grantees from small non-profit organizations conducted over 500 interviews, surveys and focus groups with Oakland residents most-impacted by violence.

Findings from this research will inform the newly established City of Oakland's Department of Violence Prevention (DVP) as an agency and help bring Oaklanders' fears, hopes, and expectations for a safer Oakland to the table. This process is an opportunity to advance a bold paradigm and narrative shift in violence prevention through a bottom-up, community-driven and community-based approach. More information on the methodology is found in a separate document.

One key aspect of this project was empowering the community through recognizing individuals with lived experience with violence as researchers and agents of social change. Interviews with the community members provided qualitative data that complemented the quantitative data and comparative analysis of other successful violence prevention models in other jurisdictions. Understanding the data through the lens of an impacted community member is the foundation of this research project. The following document is a three-part report on violence in Oakland. This report observes factors that may help create policies, practices or strategies to reduce violence.



Methodology

This DVP participatory process was carried out between August 2018 and June 2019. Primary data sources were structured interviews, focus groups, and surveys to gather the perspectives of diverse individuals, groups, and families across the city with more focus on high-stress neighborhoods in West and East Oakland. Focus groups and interviews were semi-structured and guided by central questions and hypotheses. Qualitative data was analyzed according to content analysis procedures for

categorization of responses and identification of themes. Data from a variety of sources were compiled to describe demographics, the landscape of violence, and homicides in the past years. Data on homicides was broken down by race, gender, and age group. Data sources on domestic violence and CSEC were challenging to collect and were limited at the time of conducting this study. More information on the methodology is found in the appendix as a separate document.

Selected Findings - Quantitative

From March to May 2019, there were 3,574 thefts, 19 homicides, and 70 sex crimes in the past 90 days¹, a total of 10,530 incidents in Oakland.

Gang activity is a major contributor to the cycle of violence in Oakland². Though the number of gang-involved shootings declined from 324 to 149 from 2010 to 2017, OPD data suggests that the majority of gun violence incidents involve group or gang-involved individuals.

From 2008 to 2017, reports of rape increased from 297 to 383 incidents³. The number of reported rapes demonstrates a shift in the type of violence people are experiencing in Oakland.

On Homicides

Oakland had 126 homicides in 2012⁴, the largest number of homicides in a ten-year period. Since then, Oakland has seen a decrease in the number of homicides with 69 occurring in 2017. Despite the significant progress, Oakland remains one of the highest cities in California for number of homicides.

Every year, the majority of homicide victims are Black men, youth, and young adults⁵. While the total number of homicides in Oakland declined from 115 to 69 between 2008 and 2017, African-Americans had the highest number of homicides of any ethnic or demographic group each year. Of the 69 homicides in 2017, 50 of them (72%) were Black. Latinos experienced the next largest rate with 12 of the 69 homicides in 2017 (17%).

In many cases, homicides are committed by someone known to the victim⁶. In 2017, 3% of homicides were committed by family members, acquaintances (4%), intimate partners (1%), or an individual known to the victim (32%).

Domestic Violence

Every year for the past ten years, there were over 3,000 domestic violence-related calls for assistance⁷. While data shows a decrease in the number of calls received since 2015, the volume of calls received each year is significant, especially given that most recognize that a large number of DV incidents are unreported.

Using weapons in domestic violence has declined over the years; hands and legs or knives are the most common weapons used⁸. In 2017, perpetrators used a weapon in 17% of incidents.

¹ Source <https://data.oaklandnet.com/Public-Safety/CrimeWatch-Maps-Past-90-Days/ym6k-rx7a>

² Source: Oakland Equity Indicators 2017

³ Source: <https://openjustice.doj.ca.gov/crime-statistics/crimes-clearances>

⁴ Source: <https://openjustice.doj.ca.gov/crime-statistics/>

⁵ IBID

⁶ IBID

⁷ Source: <https://openjustice.doj.ca.gov/crime-statistics/domesticviolence>

⁸ <http://www.oaklandnet.com/map/crimewatch/index.htm>

Commercial Sexual Exploitation of Children (CSEC)

From 2011 to 2016, the Oakland Police Department (OPD) pursued 454 human trafficking cases, rescued 273 children through 258 operations, leading to 660 arrests. Human trafficking comprises a broad spectrum of activities that include commercial sexual exploitation of children (CSEC). Oakland is widely recognized as a regional hub for sex trafficking among cities with the most commercial sexual exploitation activity state and nationwide.

Selected Findings - Qualitative

The experience of violence significantly differs from one person to another. Accordingly, the definition of violence differed and consequently, the vision to each violence prevention theme and the response to each question in the interview. However, there were common patterns and powerful assertions that dominated and can be summarized as follow:

Universal Assertions

- Oakland's residents are concerned for their safety, overall, but also during and after reporting incidents of violence and are experiencing a high level of trauma.
- Substance dependence and mental health issues are major players in the violent scene.
- The region's political and socio-economic complexity is adding additional challenges.
- Violence occurs in relationships, homes, schools, parks, streets, neighborhoods, and in places where people feel angry, disrespected and marginalized.
- Violence is provoked by fear and the lack of control over one's life choices.
- This participatory research helped some victims ignite healing through interactions.
- This process is sought to be a movement that results in changing systems and cultures.
- Accurate and up-to-date data on domestic violence and CSEC on the jurisdiction level is limited and challenging to collect.

Experiencing Violence

- 60% Experienced violence in public spaces.
- 55% Experienced police misconduct.
- 55% Did not report incidents of violence.
- 21% Experienced all three types of violence; CSEC, gun, and domestic violence.
- 30% Experienced at least two types of violence.
- 53% Prior involvement in gun violence as a victim, relative, friend, or perpetrator.

Wins of the Research Process

- Victims and offenders alike indicated that they felt heard, validated, and believed.
- The 16 Oakland residents as DVP Research Fellows are the champions of this process.

Oakland's Demographics (2016)

Oakland is the largest city in Alameda County and the East Bay. It is one of the most diverse and populated cities in California with a population of 434,35 (2016). White residents are nearly one-third of Oakland's population (27%, 125,103). African-American residents count for a quarter of the residents (24%, 101,216), Latinos comprise 27% of the total population, and Asians are 16%. The remaining 6% is multiracial and ethnic groups of African, Caribbean, and Pacific Islander, among others.

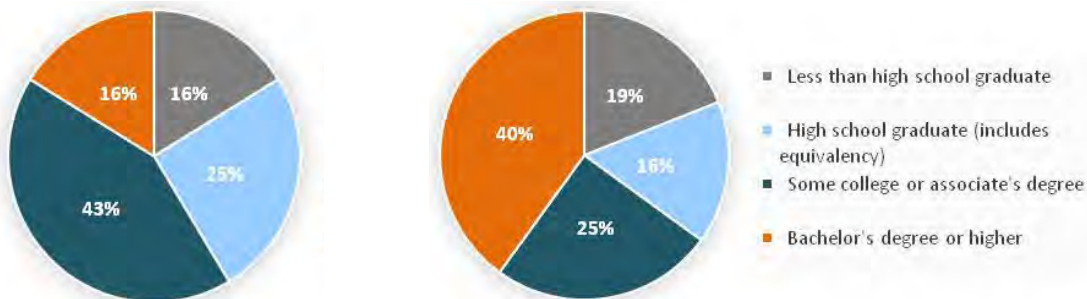
Education Attainment, 18-24 Years Old and 25 and Over

Oakland's youth (18-24 years old) educational attainment is largest for individuals with some college or associate degree (43% of the total population). A quarter of Oakland's young adults (25 years old and over) attained a high school degree as their highest level of education.

Figure 1: Educational Attainment, 18-24 years old (2016)

18-24 Years Old

25 Years Old and Over

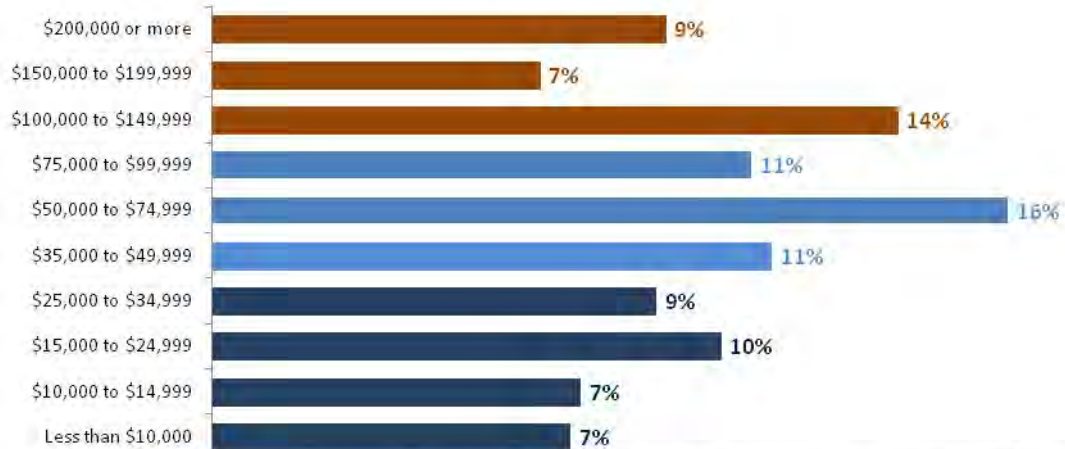


Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates

Income Level

Nearly half of Oakland households earned less than \$49,999 in 2016 (43%). Twenty seven percent (27%) of the population earned between \$50,000 and \$99,999 and 30% earned more than \$100,000

Figure 2: Income Level (2016)



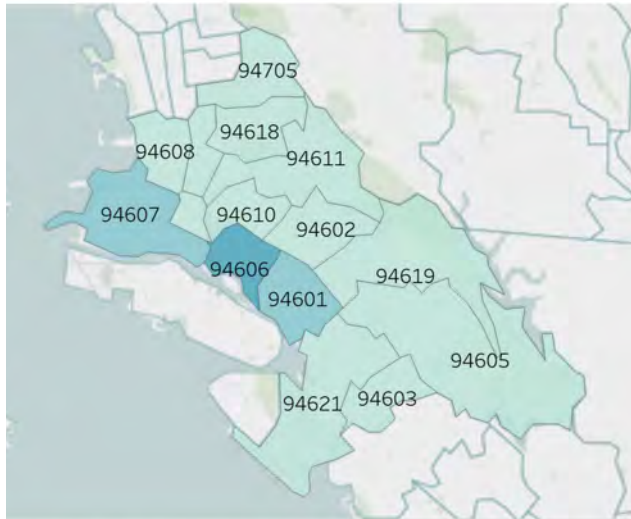
Source: U.S. Census Bureau, 2012-2016 American Community Survey 5-Year Estimates

The Racial Composition of Oakland Residents by Zip Code (2016)

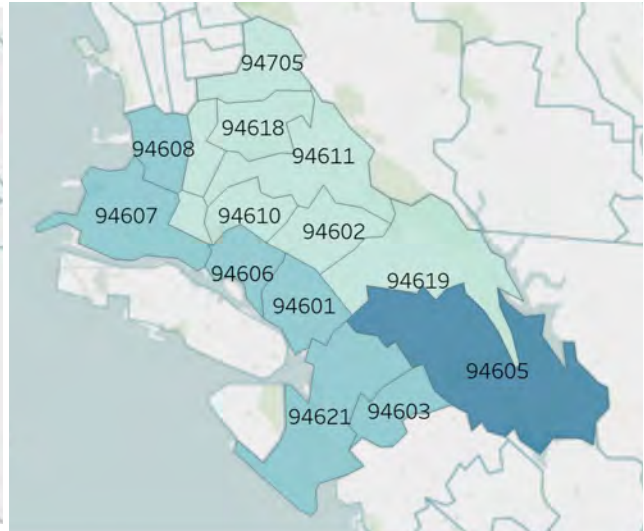
Most White residents live in North Oakland (94608, 94618, and 94611) and Central/East Oakland (94601, 94602, 94610). The highest concentration of Latinos is in East Oakland (94606, 94601, 94621, 94603 and 94605). Blacks reside largely in East and West Oakland (94608, 94607, 94606, 94601, 94621, 94603) and are a majority of residents in deep East Oakland (94605). The greatest percentages of Asians are concentrated in West/Central Oakland (94607) and East Oakland (94606, and 94601).

Figure 3: Racial Composition of Oakland Residents by Zip Code (2016)

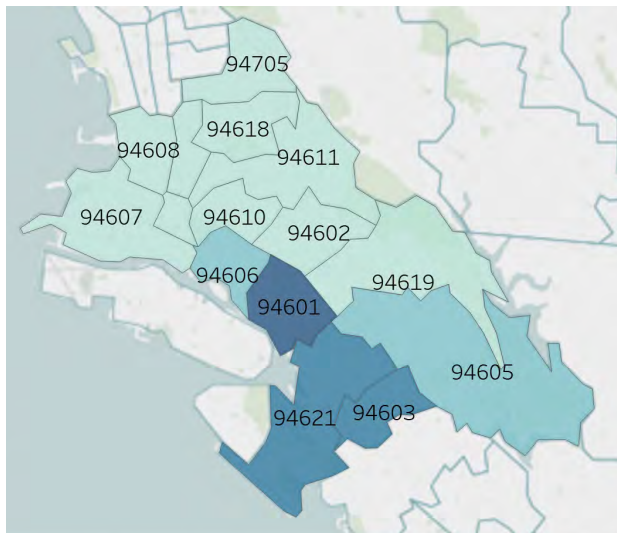
Asian



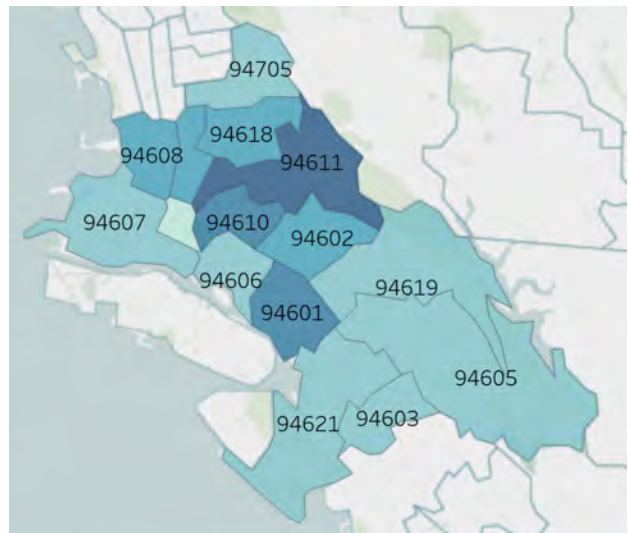
Black



Latino



White



900 27,000 People

Section One

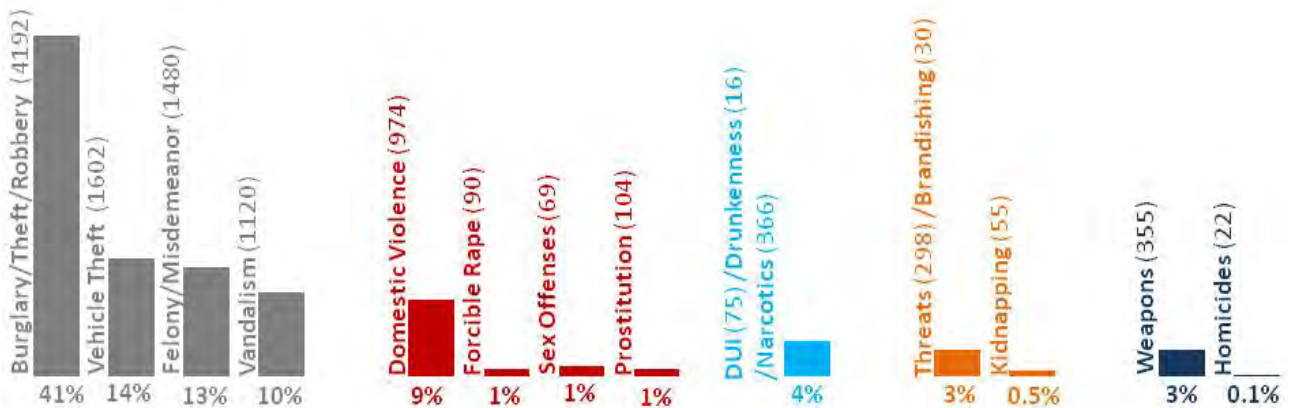
Quantitative Analysis

The Landscape of Violence in Oakland

Crime Types in the Past 90 Days (as of August 31, 2019)

The Oakland Police Department (OPD) offers open-source data on crime through the City of Oakland's Crime Watch⁹. Crimes have increased in the past 90 days. From June 2019 through August 2019, a total of 16,668 incidents were reported to OPD (Figure 4). Theft crimes were the highest, accounting for 41% of the incidents reported to OPD. While this data demonstrates that the vast majority of crimes occurring in Oakland are not violent, prevention is still important.

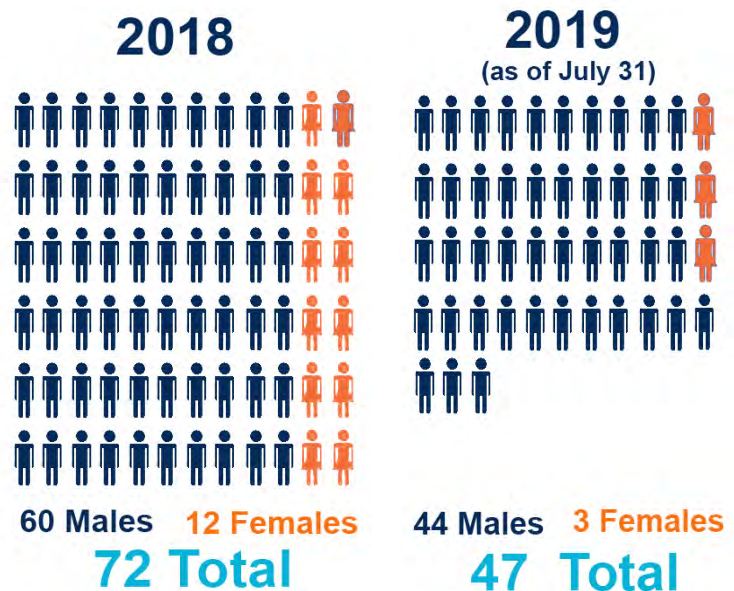
Figure 4: Crime types in 90 days as of August 28, 2019



Source <https://data.oaklandnet.com/Public-Safety/CrimeWatch-Maps-Past-90-Days/ym6k-rx7a>

Homicides in 2018 and 2019

The most recent publicly available data from OPD was reported in 2017. In 2017, OPD data showed 69 homicides. Homicides started to increase in 2018. However, this is not yet reflected in the publicly available data (last updated on September 2017). To capture the change, this data lists what the City of Oakland's Department of Human Services collects. As of July 31, 2019, 47 homicides were committed. The vast majority of victims were males. Of all homicides in 2019, 44 were men (94%).

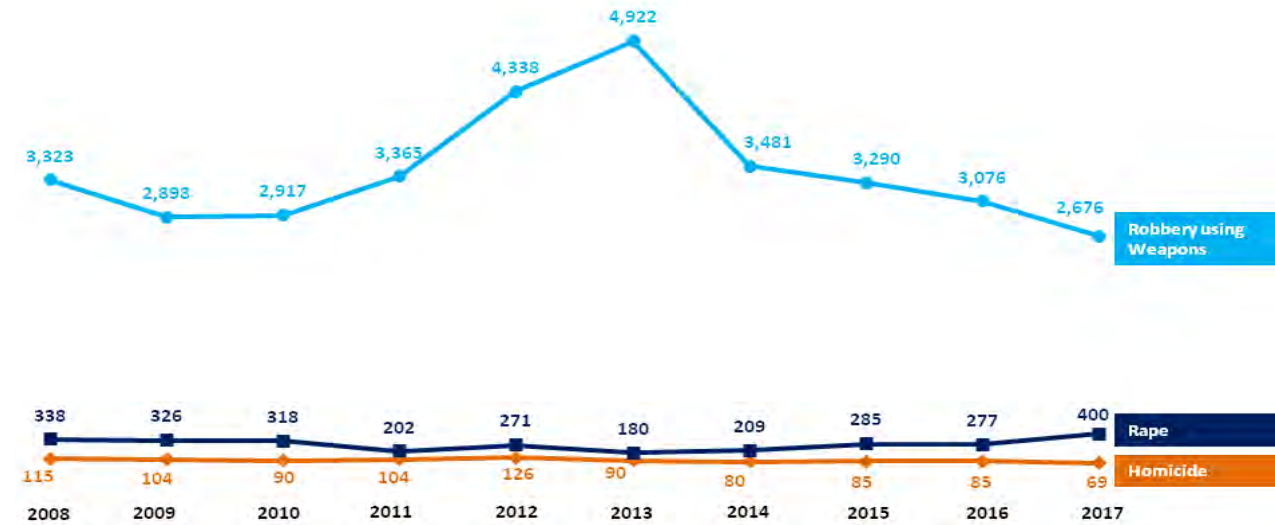


⁹ <https://www.oaklandca.gov/resources/police-incident-data>

The Trends of Violent Crimes (2008-2017)

The distributions of violent crimes, homicide, rape, and armed robbery remained constant over the ten years. Rape spiked with a 13% increase from 2016-2017. Armed robbery represents the majority of violent crime in Oakland with a peak of 4,922 in 2013. (Figure 5)

Figure 5: Number of violent crimes (2008 – 2017)



Source: <https://openjustice.doj.ca.gov/crimes-clearances>. Based on the FBI's annual Uniform Crime Reporting (UCR)

Trends of Weapons Used in Robbery (2008-2017)

Firearms are commonly used weapons in a robbery. There was a major decline in the number of reported robberies with a firearm between 2013 and 2017 from 3,140 to 1,202, respectively.

Figure 6: Number of robberies using weapons (2008 – 2017)



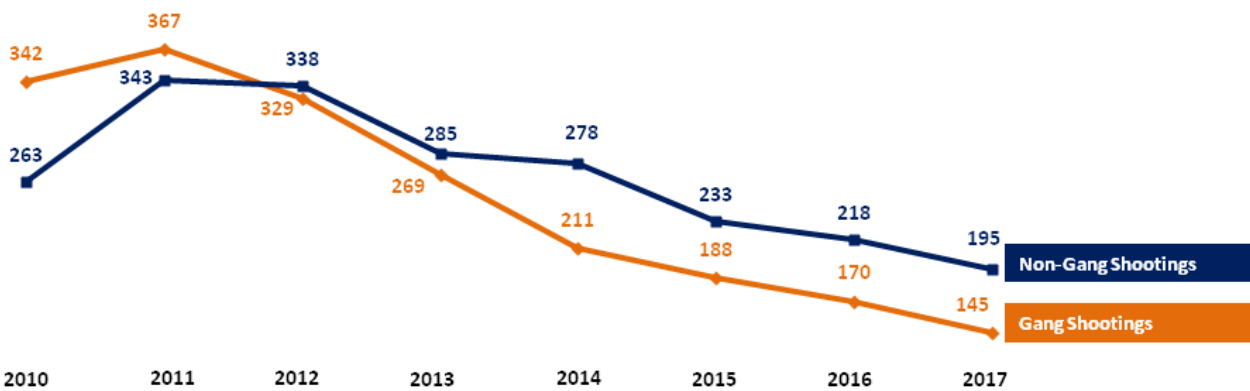
Source: <https://openjustice.doj.ca.gov/crime-statistics/>. Based on the FBI's annual Uniform Crime Reporting (UCR)

Gang vs. Non-Gang Shootings (2010-2017)

Between 2010 and 2017, there were 76 active violent gangs/groups in Oakland¹⁰. Gangs and groups in Oakland tend to be centered on neighborhood relationships among participants. These groups tend to be relatively small and are not highly organized as compared to larger enterprise groups like the Bloods, Crips, MS-13, or Nortenos.

Ceasefire is a strategy that aims to understand gun violence dynamics with a focus on highest risk individuals and employs methods such as partnership between law enforcement, community groups, and social services to accomplish stated goals. In 2012, Oakland adopted Ceasefire, a gun violence reduction strategy to address violence in the city. At the time of Ceasefire implementation, gang-related shooting and individual-based shootings were occurring at similar rates. Since 2012, the rate of gang-related and non-gang related shootings have steadily decreased.

Figure 7: Number of gang vs. non-gang shootings (2010-2017)

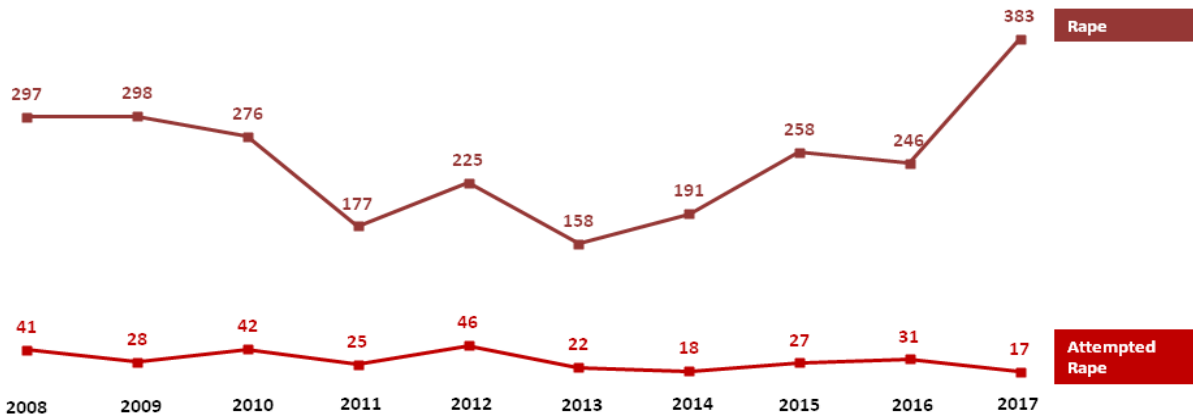


Source: Oakland Ceasefire Impact Evaluation: Key Findings, August 2018 P.4

The Trend of Reported Rapes and Attempted Rapes (2008-2017)

The number of reported and attempted rapes appeared to remain relatively constant with slight fluctuations between 2008 and 2017. In 2017, the reported number of rapes spiked significantly, increasing from 246 in 2016 to 383.

Figure 8: Reported and Attempted Rapes (2008-2017)



Source: <https://openjustice.doj.ca.gov/crime-statistics/crimes-clearances>

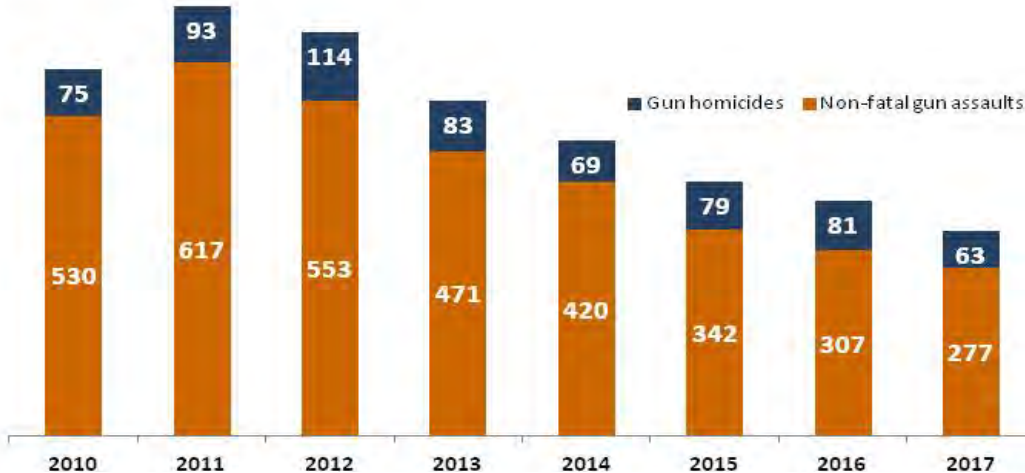
¹⁰ Oakland Ceasefire Impact Evaluation: Key Findings, August 2018

Homicides in Oakland

Gun Homicides and Non-fatal Shootings (2010-2017)

Prior to the implementation of Ceasefire in 2012, the number of gun homicides peaked at 114 incidents. From 2013 to 2017, the number of gun-related homicides declined from 83 to 63. Figure 8 illustrates that gun violence more often leads to a non-fatal incident than death. Similarly, non-fatal gun assaults declined from 617 to 277 incidents between 2011 and 2017. This data suggests that Ceasefire, along with other prevention efforts (Oakland Unite and community-based strategies), has contributed to the reduction of gun violence-related incidents in Oakland.

Figure 9: Gun homicides versus non-fatal assaults (2010-2017)

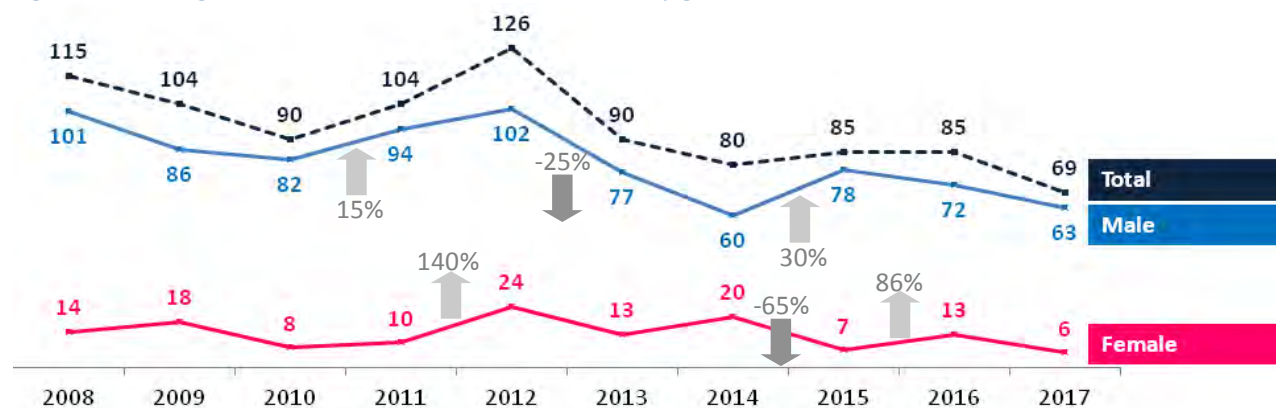


Source: Oakland Ceasefire Impact Evaluation: Key Findings, August 2018

Change in Number of Homicide Victims by Gender (2008-2017)

Men are more often the victims of homicides and have remained so for the past ten years (Figure 10). In 2012, women constituted 19% of homicides (24 out of 126). In 2014, women were 25% of total homicides (20 out of 80 homicides). The change in the number of homicides over time has been fluctuating among both men and women. There was a significant rate of increase in 2011-12 (140%) and again in 2015-16 (86%) in homicides among women after a significant drop in 2014-15 (-65%). The major rate of decrease in homicides among men (-25%) happened in 2012-13; followed by a further minor drop in 2013-14. However, homicides among men started to increase with a considerable rate of increase in a ten-year period in 2014-15 (30%).

Figure 10: Change in the number of homicide victims by gender (2008-2017)

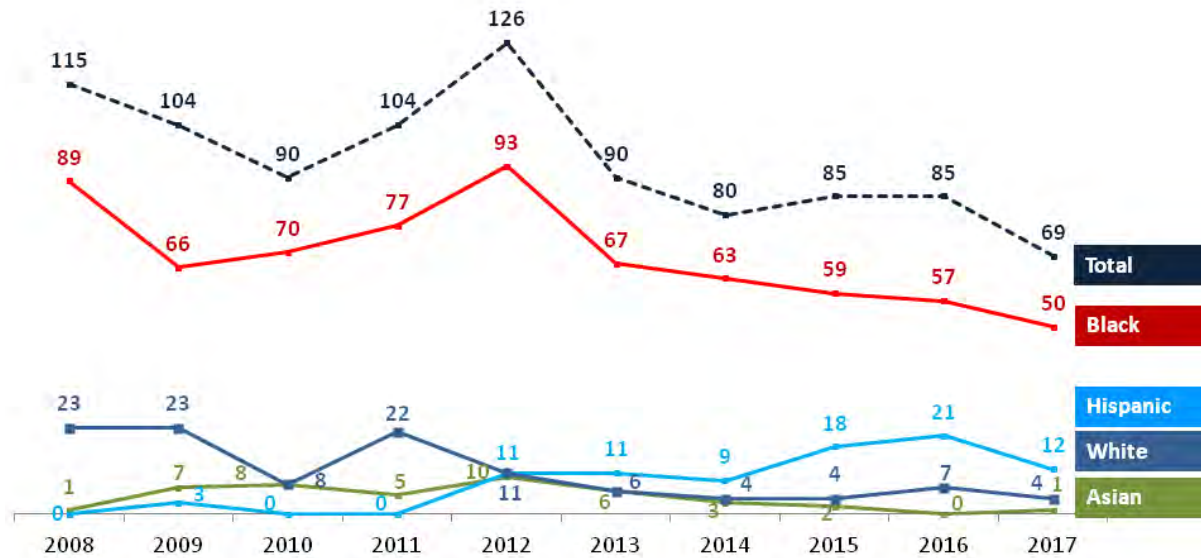


Source: <https://openjustice.doj.ca.gov/data>. Based on the FBI's annual Uniform Crime Reporting (UCR)

Number of Homicide Victims by Race (2008-2017)

The data reveals that Blacks represent the largest group of homicide victims in Oakland, as illustrated in Figure 11. Despite homicide rates trending downward, African American people are consistently over-represented among homicide victims while rates for other groups remain relatively stable. In 2012, when homicides were at its peak, Black people comprised 72% of homicide victims. In 2017, blacks represented 72% of all homicides; Latinos have consistently represented the second highest impacted group comprising of an average of 21% of all homicides from 2015-2017.

Figure 11: Change in the number of homicide victims by race (2008-2017)

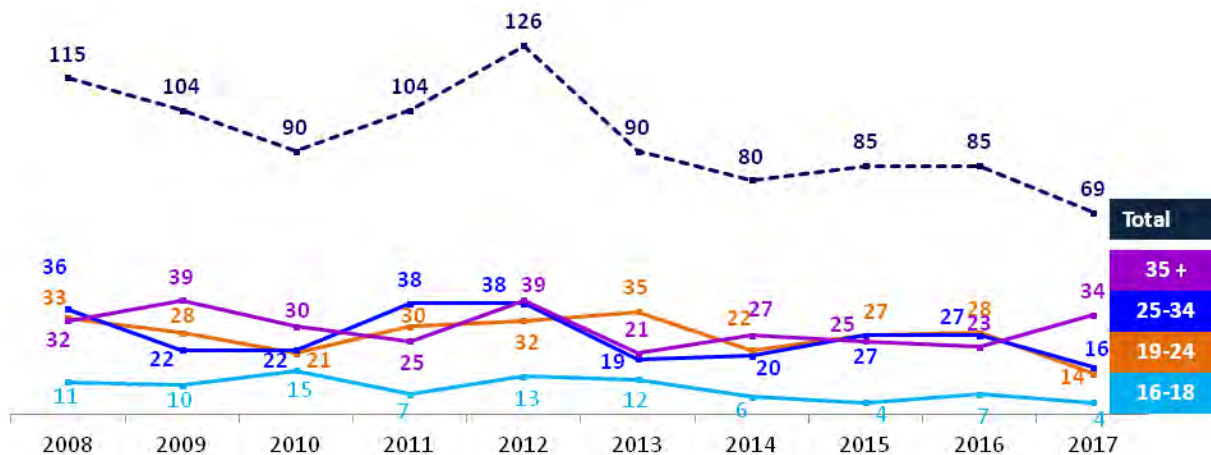


Source: <https://openjustice.doj.ca.gov/crime-statistics/> Based on the FBI's annual Uniform Crime Reporting (UCR)

Age Demographics of Homicide Victims (2008-2017)

Figure 12 illustrates that young adults are repeatedly the most vulnerable to homicide. Those in the age groups 19-34 were consistently victims of homicide more than other age groups, representing 72% of all homicide victims in 2017.

Figure 12: Change in Age Demographics of Homicide Victims (2008-2017)

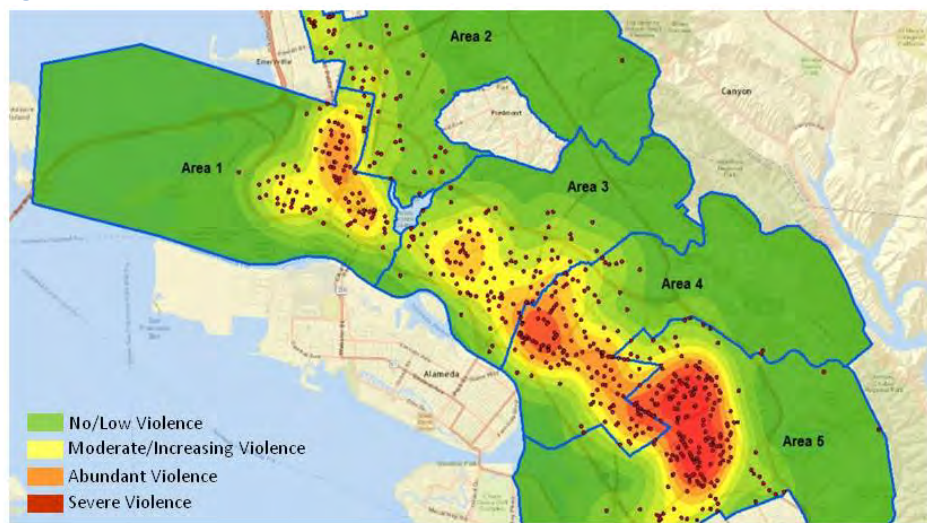


Source: <https://openjustice.doj.ca.gov/data>. Based on the FBI's annual Uniform Crime Reporting (UCR)

Where Homicides or Firearm Assaults Occur (2016)

Historically, most homicides occur in West Oakland and the flatlands of East Oakland. In 2016, homicides were disproportionately concentrated in three City Council districts: District 3 in West Oakland and Districts 6 and 7 in East Oakland. Figure 12 is broken into Oakland's police beats. As shown in the heat map, the majority of Oakland areas experienced a firearm assault or homicide during 2016; however, there is variation in the levels of violence between different areas.

Figure 13: Where Homicides Occurred in 2016



Source: Oakland Homicide Problem Analysis 2016-2017 California Partnership for Safe Communities, Oakland Police Department. Retrieved at www.theCAPartnership.org

Homicide & Its Relationship to Time of Day (2014-2017)

Over four years, homicide rates did not seem to coincide with days of the week. In 2017, most of the homicides occurred on Sundays. There might be a slight relationship between homicide rates and time of the day; however, the time and day are not correlated. In Oakland, homicides occur most often between the hours of 8:00 PM and 11:59 PM.

Table 1: Day and Time of Day of Homicides (2014-2017)

Day of the Week	2014	2015	2016	2017
Monday	12% (9)	13% (11)	19% (16)	11% (8)
Tuesday	8% (6)	17% (14)	12% (10)	18% (13)
Wednesday	21% (16)	11% (9)	14% (12)	15% (11)
Thursday	10% (8)	10% (8)	13% (11)	7% (5)
Friday	5% (4)	19% (16)	15% (13)	13% (9)
Saturday	22% (17)	14% (12)	12% (10)	14% (10)
Sunday	23% (18)	16% (13)	15% (13)	21% (15)
Time of the Day	2014	2015	2016	2017
12:00 AM- 3:59 AM	17% (13)	17% (13)	24% (20)	21% (15)
4:00 AM- 7:59 AM	9% (7)	5% (4)	11% (9)	17% (12)
8:00 AM- 11:59 AM	14% (11)	7% (6)	16% (14)	8% (6)
12:00 PM- 3:59 PM	14% (11)	13% (11)	11% (9)	17% (12)
4:00 PM- 7:59 PM	17% (13)	28% (23)	14% (12)	14% (10)
8:00 PM- 11:59 PM	29% (23)	30% (25)	25% (21)	23% (16)

Note* Data divided into % & number of incidents. Source: <https://openjustice.doj.ca.gov/data>

Domestic Violence

Domestic Violence-Related Calls for Assistance (2008-2017)

Over the study period, there have been over 3,000 domestic violence-related calls annually in Oakland. However, data is scarce and only incidents resulting in a call to law enforcement are presented, while unreported incidents remain uncaptured. Figure 14 shows the number of calls and percentage of incidents using weapons.

Figure 14: Number of Domestic Violence related Calls and Percent of those Using Weapons, (2008-2017)

	Total number of DV related calls for assistance (2008 till 2017)	Percent of DV incidents using weapons
2017	3070	18%
2016	3296	17%
2015	3448	16%
2014	3540	18%
2013	3227	18%
2012	3593	18%
2011	3239	19%
2010	3679	22%
2009	3891	24%
2008	3778	25%

Source: <https://openjustice.doj.ca.gov/crime-statistics/domesticviolence>

Trends of Weapon Usage in Domestic Violence (2008-2017)

The use of weapons decreased over the sampled period in Oakland. In 2017, 18% of domestic violence-related calls reported weapon use, a significant decline from 25% in 2008. In 2017 the weapons used in domestic violence included guns (1%), knives (5%), or personal such as hands, feet, or teeth (3%).

Racial Demographics of Domestic Violence (2017)

African-Americans are overrepresented as victims of domestic violence; six out of every ten victims are Black despite being one-third of Oakland's population. By contrast, Whites represent only one out of every ten victims but are also one-third of Oakland's population. Blacks are six times more likely to experience domestic violence than Whites.

Table 2: Domestic Violence Victims by Race (2017)

Race/ethnicity	Number of victims in 2017	Population in Oakland (all ages)	Rate per 100,000 people
Asian	151	67,535	223.6
Black	2,048	96,981	2,111.8
Latino	917	109,762	835.4
White	374	116,230	321.8

Source: Domestic Violence data from the Oakland Police Department by request for the 2017 Oakland Equity Indicators, P. 122. Population data from the American Community Survey, 1-year estimate, 2016.

Commercial Sexual Exploitation of Children (CSEC)

CSEC is a form of human trafficking. The mobility of CSEC victims and their potential status as minors makes it challenging to collect data. According to the Human Exploitation and Trafficking (HEAT) Watch, the only publicly available data points on human trafficking in California come from cases prosecuted by the Alameda County District Attorney Office. From 2011 until 2016, OPD pursued 454 human trafficking cases, and rescued 273 children through 258 operations that led to 660 arrests¹¹. Advocacy on sexual exploitation led to passage of SB 855 and SB 794 in 2014, and federal legislation in 2014 (PL 113-183). These measures require the collection and annual reporting of CSEC data at the county level to the California Department of Social Services (CDSS)¹².

In July 2019, a total of 45 people were arrested in a sex trafficking sting operation that took place in Oakland and Hayward as part of a larger nationwide effort. Three of the stings were street operations, meaning an undercover officer posed as a sex worker in Oakland on International Boulevard and solicited sex buyers. Alameda County District Attorney along with Alameda County Sheriff's Office, Oakland Police, and Hayward Police helped arrest 43 sex buyers and two sex traffickers, or pimps¹³.

¹¹ http://www.heatwatch.org/human_trafficking/about_csec

¹² <https://www.cdss.ca.gov/inforesources/Child-Welfare-Protection/Child-Trafficking-Response/CSEC-Data-and-Reporting>

¹³ <https://www.eastbaytimes.com/2019/08/02/a-total-of-45-people-arrested-in-east-bay-sex-trafficking-sting-operation/>

Conclusions and Next Steps

Despite the challenges with data sources and time limitations, we were able to glean significant information around homicides, domestic violence, and commercial sexual exploitation of children. The analyses presented shed some light on public agencies we believe could but do not track CSEC data. There are other analyses that we could not explore in this report such as non-law enforcement data. We gained more knowledge regarding the limitations and challenges that the available data brought to this report than was expected.

Critical to developing new ideas on violence prevention is the inclusion of personal narratives from those most impacted. Highlighting the lived experiences behind the statistical numbers is imperative in the development of any analysis on the impact of violence on communities, which the second part of this study will present.

Takeaways from the quantitative data can be summarized in four premises:

- Communities in East and West Oakland, particularly those with zip codes of 94608, 94607, 94606, 94601, 94621, 94603, 94605, experience homicides at higher rates than others.
- Oakland has high rates of violence overall, and group/gang activity contributes to gun violence and homicides in particular.
- There is a shift in the types of violence Oakland residents are experiencing.
- Efforts in addressing gun violence have resulted in significantly reducing the number of homicides over the last decade; however, the rate of homicides has increased thus far in 2019 compared to this time last year, though still considerably lower than 5 years ago.
- Reported DV and rape incidents have increased and might be still underreported.
- Data on gender-based violence is extremely scarce and is not sufficient to assess the issue.
- Highlighting the lived experiences behind the numbers is crucial.

Section Two

Qualitative Analysis

From the Voices of the People Most Impacted

Introduction

Shifting the Narrative of Violence through Healing

The primary purpose of this research was to hear from Oakland residents most-impacted by violence. Violence prevention in Oakland must be developed through a bottom-up approach and recognize that safety must be experienced from the flatlands to the hills and across all communities in the city. Over the years, Oakland residents have felt unsafe, bore witness to various types of violence, and experienced unspeakable tragedies. A host of factors played a role in making Oakland residents feeling unsafe. This document builds on their knowledge and narratives to develop a collective approach for re-envisioning violence prevention.

The quantitative data demonstrated that Black and Latino young men were victims of gun violence in much greater numbers than any other group. This project highlighted Oakland residents who are most-impacted and traumatized by violence through an equitable and inclusive engagement process.



DVP Research Fellows during the Briefing Event, November 2018

Despite the challenges of having men of color open up and share a testimony, this project provided a safe space to hear the voices of men who have experienced violence. It is worth noting that both survivors and perpetrators participated in the process: of the 182 (34%) male participants, 161 were men of color, and 54 of them were youth or young adults. Females were an overwhelming majority of the study representing 65% of participants. This result is not surprising as women represent the majority of domestic violence and CSEC survivors.

Who are the DVP Research Fellows?

In summer 2018, USC began recruiting Oakland residents to join a participatory research project aimed at informing the DVP and its new chief. The outreach targeted diverse populations to represent the breadth and depth of violence. Twenty-five individuals were selected as Fellows, and 16 completed the orientation and training activities. The 16 DVP Research Fellows included nine women and seven men. Of the nine women; seven are African Americans; two are Latinas, and one is youth. Of the seven men, six are African American, and one is an immigrant youth from East Africa.

Fellows include mothers who lost their children to gun violence, women with family members involved in the commercial sex trade, women who have survived domestic violence and, all are community activists and healers. Other Fellows are male victims of violence, justice system-involved, members of Oakland's DVP Coalition, and are aspiring to get involved as community educators.

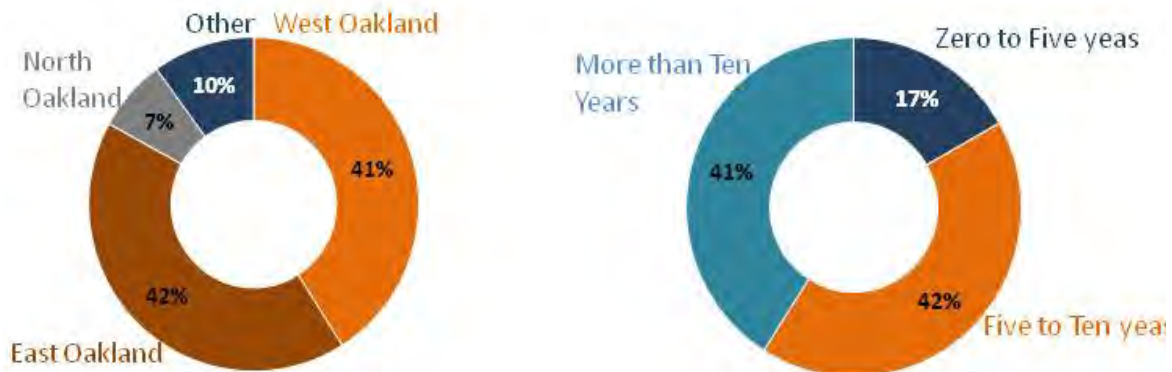
Who are the DVP Research Participants

The following section identifies the demographic characteristics of participants. The population sample is composed of 542 participants (interviewees, focus groups, and surveys). See Appendix 1 for participants' characteristics and Appendix 2 for the demographic sheet.

Where do participants live in Oakland?

The project focuses on individuals facing the highest rates of violence in East and West Oakland. Most participants live in West and East Oakland (41% and 42% respectively) and have been living in Oakland for at least five years. Few participants live in other areas of Oakland.

Figure 15 Where DVP Research Participants live and for how long

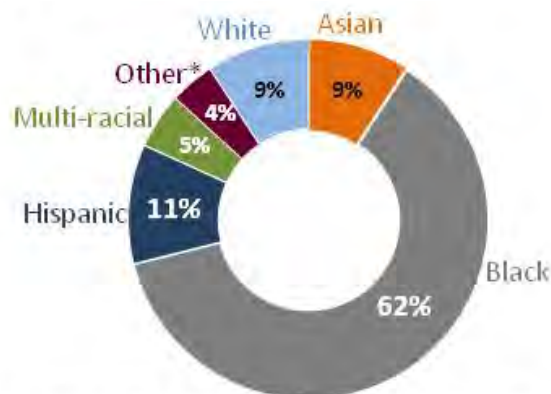


Source: Urban Strategies Council, the DVP Participatory Research Findings (2018)

Participants by Race/Ethnicity

Oakland's racial diversity is reflected in the participants, as demonstrated below. The overwhelming majority of participants are Black (62%); Latinos were the second-largest participating group at 11%, followed by Asian and White participants, 9% each.

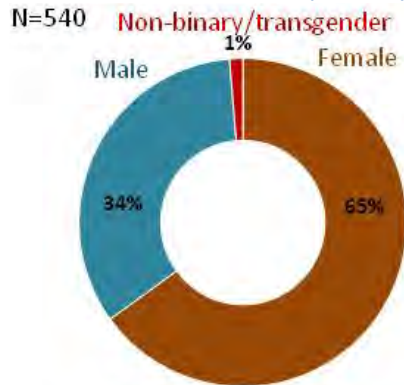
Figure 16 Racial Composition of Participants (N=542)



Source: Urban Strategies Council, the DVP Participatory Research Findings (2018)
*Other category includes races of Middle-eastern, Russian, Native American, Native Hawaiian, and African National/Caribbean.

Participants by Gender/Sex

Figure 17 DVP Research Participants by Gender



Boys and men of color are the majority of both victims and suspects of gun violence. Women and female-identified persons are the largest groups of participants. The intersection of gender, age, and race are driving factors for violence; 65% (350) of participants are women, 81% (282) of them are women of color of all ages.

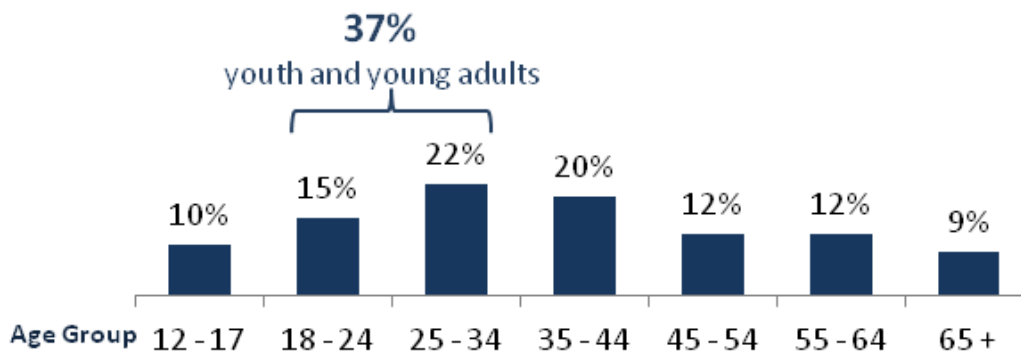
Males (182) represent 34% of participants, 88% (161) are people of color, and 37% (68) of them are between 12 and 34 years old. Only one percent of participants are non-binary or transgender.

Age Groups of the DVP Research Participants

The research shows that the majority of suspects and victims of gun violence in Oakland are of young people ages 20-34. Of participants, 37% are youth (ages 18-24) and young adults ages 25-34.

Figure 18 DVP Research Participants by Age Group

N= 541



Highlights from Qualitative Data Analysis

- 60%** Experienced violence in public spaces
- 55%** Experienced police misconduct
- 55%** Did not report incidents of violence
- 21%** Experienced all three types of violence; CSEC, gun, and domestic violence
- 30%** Experienced at least two types of violence
- 53%** Prior involvement in gun violence as a victim, relative, friend, or perpetrator
- 37%** Experienced domestic violence
- 45%** Personally experienced or knew someone who en

Defining Violence

In your own words, how do you define violence?

“Violence is an action, an exercise of power. So I would define it as targeted or untargeted act that would harm another individual that is usually done by another person or a large organization or *groups.*” - Victim of Violence -



Participants defined violence from their lived experiences within the context of living in Oakland. Many responses defined violence as a feeling extending beyond physical involvement – broad feelings of fear and being unsafe.

Violence is Discord between Persons or Groups

This notion includes physically interrupting personal space in a willful act of hurting another human being. It touches on intimidation, repression, and physical harm at the community level. In a few cases under this notion, violence is defined as self-directed such as in cases of suicidal behaviors or self-abuse.

Violence is also described as a “way of life” that has been “put into genetics” for “vengeance and one’s dignity over longstanding unhealed wounds such as fighting for pride.” In cases of self-defense against victimization, some offenders described violence as “passed on” from one generation to another.

Violence is Systemic: Exercising Power by People or Institutions

Defining violence as “systemic” was more common among victims of police misconduct or offenders. Systemic violence touched on issues related to poverty, lack of resources, inequitable services, and lack of opportunity, generational violence, institutional racism, and European colonialism, imbalance of power and targeting communities of color. Some respondents expressed a belief that systemic structural violence will eventually lead to counter-violence by those being repressed.

Domestic Violence: Interpersonal by Family Members or Intimate Partners

Domestic violence victims defined violence as an attack against someone that starts from, and often occurs, at home. Violence occurring in relationships includes “the kind of abuse that traps you there and doesn’t let you go,” “a willful act of hurting another human being within their own families and is passed on and can affect infants and spills over onto the street.”

CSEC: Violence is Self-directed or Gendered

The majority of participating victims of sexual violence have related the definition of violence to two main categories: 1) self-abuse and 2) gender-based. The self-abuse aspect demonstrated a personal role in sexual violence that has come out among victims. Violence was described as “something that we can do to ourselves or others.” Unique to CSEC, the gendered definition is a description of how victims perceive sexual violence as “girls targeting” or as “violence against or amongst the transgender community.”

On Trauma and Healing

If you or your loved ones experienced violence, what has supported the healing?



Many participants expressed that trauma is deep, and generational. By silencing and shaming, refusing support, and judging victims, individuals are re-traumatized. Victims reported addressing trauma through substance use and harming themselves and others because of not receiving the support they need. Survivors and offenders healed through targeted services, spiritual practices, family, self-healing, and therapy.

Targeted Healing Services

Many victims and offenders found healing through targeted services. The spectrum of services received varied and included medical counseling in cases of rehabilitation (i.e., substance use), behavioral therapy amongst the Latino community seeking de-stigmatization and forgiveness, mental health, and self-empowerment through shame reduction, and self-determination services and programs. Additionally, art and travel experiences for youth helped them to heal.

Figure 19 What helped participants heal



Spiritual or Faith-based Healing

The role of faith-based healing has come out as a well-established, accessible, and institutionalized resource, especially amongst offenders as a pathway to “forgiveness and returning to the community.” Participants referred to church, spiritual meditation, and culturally centered healing, especially amongst Latino victims as faith-based healing support.

Family Support and Community Based Healing

Many victims requested healing services to target the whole family as opposed to healing only the victim. The majority of victims found family and community support as a reliable, accessible, and effective way for healing. For example, participants used community resources that helped them heal and at the same time decreasing the likelihood of being arrested by the police in what they referred to as “community policing alternatives.” Those community policing alternatives include an exit strategy, a go-to person and support team before incidents escalate to involve the police, library services, family and friends, hotlines, community activities, therapy, and 1-0-1 with people from the community who can relate. However, barriers to family support include chemical dependence, gentrification, incarceration, and further victimization and abuse.

Self-healing and Empowerment

Healing varied according to the level of trauma and the type of violence individuals experienced. Some practiced more spiritual routines; others used counseling services around self-reflection and coping skills. Few became substance dependent and approached rehabilitation programs for self-medication.

Domestic Violence: What Helped Victims to Heal

In addition to relying on family and friends, victims of domestic violence relied on services and programs. Participants highlighted organizations that provide services and classes such as A Safe Place, MOM's Program, Love Amelia, The Peace Program, Victims of Crime, The Family Violence Law Center, and Laney College Counseling. Although the listed programs were recognized as helpful, victims needed programs on anger management, culturally appropriate community role models, accessible and affordable therapeutic services, supportive billboards, and advertising materials for awareness.

Commercial Sexual Exploitation of Children (CSEC)

CSEC survivors relied on more arts and physical activity such as yoga for meditation, dancing, and painting. Also, some sex offenders used restorative justice circles for re-entry. In many cases, the healing processes resulted in a new reality that was based on pursuing a more satisfying life course. For example, healing amongst perpetrators seemed to be more challenging than amongst victims; relocating to a new community was one of the most effective healing strategies mentioned.

“What did you wish to find to heal?”

Respondents articulated the need for a passionate, loving, and caring support system and community along with accessible, culturally sensitive non-judgmental, non-system-affiliated infrastructure that genuinely supports healing and re-engages victims or ex-offenders in the community. A significant percentage of participants wished to find healing through extended after-care programs rather than incremental treatment. Examples of healing support included offering lived-experience mediators, trusted mentors, trauma-informed life skills, and outlets for problem-solving and anger management. Victims also called for support from prosecution for victim's families and post-violence coping mechanisms such as mourning spaces, role models, and phone checkups and better hotlines.

Offenders were further at risk, and in need of, an ongoing healing process. Violence creators spoke of their hopes to have found a process where they can learn to re-engage in the community by demonstrating self-peace and reducing self-blame. Most offenders listed their delicate need to relocate and start fresh through “record clearing, new outlook, new people, and a new start.”

The role of faith-based institutions and particularly the church was brought up as an under-utilized accessible resource. Mental health and spiritual trauma-informed practices and sharing secular information at churches is a wish amongst perpetrators. Other unconventional ways of healing victims wished to find were training on a search engine optimized services (internet search), boxing, shopping, arts, eco-therapy, and intergenerational healing groups as a stress reduction method.

Domestic Violence

Victims wished to have found experienced officers for domestic violence situations, and couple counseling and healthy relationships 101. No-pressure follow up from school staff who noticed bruising on children, ages 0-5 services, and lastly, a supportive family was other wishes. Many participants from the LGBT community expressed frustration for not finding the appropriate services for their genders.

Commercial Sexual Exploitation of Children (CSEC)

CSEC-involved participants needed healing tools such as paperwork support, unemployment, and food stamps, restoring one's confidence, family-centered reunification, and protection for those transitioning out of life, including relocation.

Prevention and Intervention

“Lack of trust leading to vigilantism, creating a revolving door of stagnancy.”



Participants expressed a desire to root violence prevention in a trauma-informed, healing-centered, and culturally sensitive framework. Restoring trust amongst community groups and approaching victims and offenders also came out as important.

Social media and the Internet are identified as major players in youth violence and CSEC that could be a tool for prevention. Participants highlighted areas that would contribute to successful violence prevention and intervention efforts as detailed below.

City Sponsored Community Forums

The role of the City of Oakland, along with the community in prevention, was seen as crucial. A few participants articulated the need for more City-sponsored community forums in public spaces to facilitate informal City/community communication and real-time interaction.

Less Policing is More

Almost half of the participants experienced unpleasant forceful interaction with police officers in Oakland. Those interactions have resulted in creating untrustworthy relationships and, in some cases, allowed further violence. For example, some interactions were for traffic violations that escalated in some events to further violent incidents. Alternatives to over-policing or what many participants referred to as “community policing,” was seen as fundamental to prevent violence.

Targeted Prevention Efforts for Specific Population Groups

Participants highlighted the need to create different prevention and intervention methods targeting the unique needs of each racial group. Prevention efforts targeting substance use amongst youth, culturally sensitive prevention efforts for Asian and Latinos, after-school programs for children experiencing domestic violence are a few examples of targeted prevention efforts revealed.

Eliminate Violence in Public Spaces

Fifty-nine percent of participants experienced violence in public spaces. This data underestimates the amount and type of assaults happening. Participants shared that acts of fatal gun shootings often happen at grocery outlets, corner stores, on the freeway, and in their neighborhoods, especially in East and West Oakland. Homicides happen on public transportation, in the streets, in liquor stores, or bars leading to escalated violence. Fights at schools enforce a culture of violence. Non-fatal violence in public spaces includes bicycle theft, gang activity at parties, purse snatching and assault of older women, and racially-based attacks on Asians by African Americans.

“How do you envision the community coming together to reduce violence?”

Ideas included a neighborhood watch, lived-experience change agents, community ambassadors, and community youth forums. Additionally, training on the ability to walk away or negotiate sans violence, racial equity advocacy groups, and resource navigators, particularly for the LGBTQ+ community and Latinx, were also seen as violence prevention efforts. The personal role in violence prevention included: reporting incidents, spiritualism to create a more coherent community, sharing knowledge of resources, speaking up and stepping in, and offering mentorship support to ensure a sense of belonging.

“What causes people to commit violence?”

Focus on Perpetrators of Violence to Eradicate Causes of Violence

Often those who caused harm and committed acts of violence articulated a message of survivalism, the need to "kill or be killed"; in other instances, interviewees would equate domestic violence with the need of males to exert power and control over females. According to some offenders, violence is “a battle for respect; inflicting harm as a resource on the streets.” Offenders often linked domestic and gun violence to substance use, or to the experience of being in and out of jail. Thus recidivism also affects other family members by spreading trauma and fear and anxiety.

Individuals involved in CSEC explained that family members involved in commercial sex trade influenced them. According to registered sex ex-offenders, it is hard to be a part of a family of pimps and stay away from the “game”. Similar to CSEC, it was hard for those involved in homicides to get out of the “gun violence traumatic cycle.” A participant shared his reflection on being involved in gun violence as “my first time shooting a gun, it felt like a relief ... and if you hurt somebody it made you feel way better ... like you let it out.”

Participants shared their vision to combat violence by modifying the primary focus from victims to include perpetrators particularly those who have had former engagement with the criminal justice system. Some offenders related the causes of violence to:

- Self-preservation,
- Self-medicating with drugs and/or parent’s substance dependency,
- Being born into unhealthy circumstances, and
- Witnessing violence, frustration, and neglect in addition to the lack of resources and empathy.

Perpetrators who returned to violent lifestyles related recidivism to:

- Not finding a role model or supportive mandated services after returning home from incarceration,
- Lack of resources, support or safe avenues for families to present evidence to overturn wrongful convictions, and
- Feeling stuck in the system after incarceration.

Offenders named many services that helped them return to the community such as: Rites of Passage for behavioral change, the Garden Project for gardening skills, East Oakland Youth Development Center (EOYDC) for youth-centered non-restrictive of identity program, Community Youth Outreach (CYO) life coaching programs, Youth Employment Partnership (YEP) that provides jobs for probation youth, and mentoring services at West Oakland’s DeFremery Park.

Domestic Violence: Prevention and Intervention

Participants called out working upstream on the family level and identifying youth and young adults as ages in need of intervention towards creating a healthy transition to adulthood. Domestic violence was cited as typically occurring at home but also driveways and occasionally happens at schools and on BART. The frequency of experiencing domestic violence ranges from 3-4 times/week to several times a year. To address the root causes of domestic violence, many participants expressed the need for:

- Free counseling services in languages other than English and among the LGBTQ+ community,
- The voices of ex-felons who have become role models,
- Offering education and certification for family-led solutions and ex-felons,

- Family-Focused approaches because “violence starts at home, and kids bring it to schools, and offenders spill it out to the streets.”

Homelessness, mental health, low paying jobs, being raised by impoverished extended family (grandparents) where domestic violence becomes normalized through generational exposure, especially in “high-stress neighborhoods” spur violence. Participants described the role of the family as critical to reducing violence. The majority of domestic violence victims raised housing instability as they were trapped in their abusive relationships because of fear of housing loss. Family violence was seen as one of the major reasons why children are swept into trafficking early on. Children escaping certain family physical or sexual abuse or home environment get involved in sex crimes.

Commercial Sexual Exploitation of Children (CSEC): Prevention and Intervention *Housing and Gentrification*

The demographic change due to gentrification has brought new population groups that require services to meet their needs. Many participants called out gentrification as a housing stability barrier that spurs disenfranchisement, and in some cases, stimulates violence. CSEC-involved persons articulated that gentrification, housing, and economic instability are the driving factors for involvement in the sex trade. For example, in some cases, CSEC victims rely on their pimps to secure housing. In addition to offering shelters to the homeless, victims wished to find more “safe houses for women, especially young girls that are trapped by their pimps.” Survivors and other participants cited after-school programs and CSEC education for youth as an early prevention possibility.

Social Media and the Internet

Participants cited social media as a double-edged tool for violence creation and prevention. Many victims and offenders saw the anxiety that social media brought to the community as a major player in advancing violence, particularly amongst youth and in CSEC. Social media and the Internet are also viewed as effective tools to raise awareness and execute a more robust violence prevention model.

“Have you or someone on your behalf reported an incident of violence to the police or to any law enforcement entity?”

“We feel more safe in our community... calling other people but not the

“Police often perpetuate the violence.”

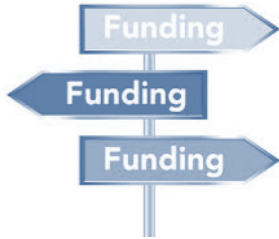
“I was young and didn't know where to reach out for help.”

Why do people not report incidents?

Participants interviewed amplified that more awareness on reporting incidents, especially in cases of domestic violence, is pivotal to negate the conventional way of reporting (resulting in under-counting and less targeted efforts). The victim or another person notified the police in about only half of domestic violence incidents (55%). Victims articulated that they did not report incidents for three main reasons: 1) system related 2) lack of resources and 3) personal motivation. The system-related reasons included the victim’s lack of trust in the system as police officers were seen as either arriving late after incidents escalated or perpetuating the situation to another level of violence that is better to be avoided. Lastly, some incidents were not reported because the victim wanted to protect the offender or felt the crime was minor or feared reprisal

“I was afraid that he would hurt me more after they leave.”

Funding

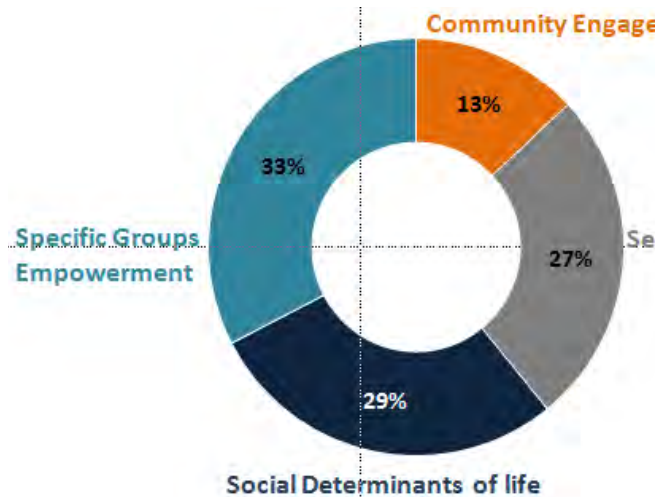


Few participants identified areas for additional funding, such as specific population group empowerment (33%), social determinants of life (29%), services (27%), and community congregating (13%). The majority of those who stated needs for targeted funding for violence prevention acknowledged the importance of empowering people of color and non-native English speakers through culturally and linguistically appropriate services.

Respondents desired to improve Oakland communities' quality of life through City financial planning. Non-emergency preventive services and programs such as therapy and counseling, mental health-focused services, substance support and rehabilitation, anger management, youth-focused programs, grieving forums, arts and sports, after-school programs, family-focused services, and healing-centered services.

Increasing community engagement was described as impactful to address the different needs of Oakland's diverse populations. Activities of a congregating community such as urban gardening, creating community centers and events similar to "national night out" and block parties were some of the ideas participants shared that lack funding.

Figure 20 What participants would like to fund



Change

In Systems, Policies, and Culture

“Those who are most impacted need to be at the center of designing their support services (paid for their work).”
- Ex-offender -



Participants desire a sustainably-funded social infrastructure of violence prevention policies, services, and programs. Participants pointed out their visions for mapping out Oakland’s community assets to support an individual’s behavioral changes such as reporting incidents. This behavioral change was suggested to happen through a non-biased process that is informed by community knowledge of those most impacted.

System and Policy Change

The inequitable treatment by the justice and school systems creates a lack of trust and stimulates more violence. Participants articulated the need to integrate equitable trauma-informed and healing-centered principles in systems and policies. Policies that support system navigation, case management, and protection of witnesses from violence are necessary changes. Participants shared several ideas for system and policy change, such as:

- Adopting a City-administered gun buyback policy,
- Civic engagement through political participation and organizing,
- Supporting violence prevention bills, and advocating for live/work in Oakland,
- Offering incentives to shop locally, improve 911 response time,
- Empathy training for the police force,
- Eradicating systemic inequality and poverty through youth-friendly employment.

Working in non-coordinated silos that empower and reproduce silos is one of the issues Oakland is facing. More coordination between the City, the Police Department, Hospitals, Churches, and the Oakland Unified School District (OUSD) is seen as crucial to creatively target the CSEC pipeline that is currently underground. The DVP research process and summit are viewed as a safe space for Oakland youth to witness change. Adopting policies that support a socialist system (sharing community resources) was also mentioned as a tool for violence prevention. It is worth noting that the shared economy is a trend that some communities are adopting.

Programs, Services, and Practices

Building relationships and restoring trust is a demanded strategy. The Internet and social media are viewed as missed opportunities for communication, trust-building, and connecting policy to practice. Respondents indicated that better communication would result in more engagement that is civic.

Many participants acknowledged the citywide Ceasefire program as impactful in reducing gun violence. Many participants also called out helpful programs and services that offer spiritual and mental health coping mechanisms such as:

- Camp Sweeney Program
- Leadership Council at The Mentoring Center
- Building Opportunities for Self-Sufficiency (BOSS)
- Sheriff Department of Corrections

“We don’t trust services and organizations, we see them as snitches.”

- Ex-offender -

- Essie Justice group support for women
- Ceasefire
- A Safe Place
- Family Violence Law Center
- residential-based services
- MOMs
- United Roots
- Oakland Unite
- "Mexican Pilates"
- The Khadafy Washington Foundation for Nonviolence

Many victims demanded programs from non-system-affiliated institutions such as schools and churches. Some of the thoughts shared include:

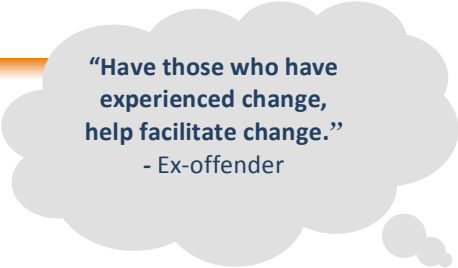
- After-school programs; school assemblies with positive police presence.
- K-12 school-based services; all ages family-focused local attractions.
- Reliable school/City admin rapport; early childhood education; community-driven block parties.
- Character development at high schools.
- Drug dependence awareness services.
- Residents to take on leadership positions at CBOs and violence prevention governing bodies.
- Include seats and real authority from impacted populations.

In terms of combating domestic violence and CSEC, participants shared the need for programs and services that address healthy spirituality; healthy teen dating 101 at schools; encourage family visiting prisons; increase working parents involvement; offer space to support abused housewives; and, offer services in languages other than English for the LGBTQ+ community

Cultural Change

Changing individual and institutional culture was highlighted as pivotal to implementing a successful violence prevention model. The Oakland Police Department is seen as disconnected from client-centered and community-based programs and activities that lead to culture change. Ideas to change individual and community culture around violence included:

- Increase the cultural imprint of the African American community. For example:
 - Fund Black businesses,
 - Increase Black political representation,
 - Offer racially equitable vocation training for the youth of color, and
 - Provide client-centered group-led mediation in high-stress areas.
- Use intergenerational power as a classic spiritual 101 healing practice through engaging extended families to reduce stress and encourage parental involvement. These culturally responsive approaches can lead to emotional regulation, create healthier family bonds, and de-escalate domestic violence.
- Rehabilitation, grief counseling, cookouts, outdoor gatherings, child tech access, gender-based summer programs, and culturally and linguistically appropriate activities are also recommended to change the individual culture and spill over to the community.



“Have those who have experienced change, help facilitate change.”
- Ex-offender

“What do you think the City of Oakland could do to reduce or prevent violence?” ... Solutions to Violence

The City of Oakland is the main stakeholder, among many others, in this process that is accountable for a successful operation of the newly structured DVP. The City of Oakland is morally and fiscally accountable to the community to “shift the mental state” through the following four areas:

Re-envision the Police Department

While few participants call for better law enforcement, many envisioned a “Safe Oakland” through:

- Involve police officers in a less policing and more community-based safety procedure,
- Adopt a model that puts the residents in the center of violence prevention efforts,
- Engage police officers in a non-formal set-up. For example, conduct non-uniformed, police/community leagues,
- “Cut down graffiti to endorse safer neighborhoods,”
- Hire community outreach specialists; community/beat cops relationship-building specialists,
- Hire female police officers to support women victims of domestic violence.

On domestic violence and CSEC:

- Consented legalized trafficking was seen as one of the effective solutions to reduce violence,
- Offer free couples counseling,
- Hire humane law enforcement female officers,
- Provide safe housing for teens and women away from their pimps,
- Provide more DVP fellows and resident-run community forums.

Housing and Employment

Participants expressed their frustration to the housing crisis that Oakland, and the region, is facing. Almost every participant articulated the need for the City of Oakland to mandate affordable housing from developers. Participants also requested to find equitable non-discriminatory policies and procedures to secure Section 8 housing and living wage employment opportunities.

Focus on Perpetrators

Offenders wished to find better access to re-entry jobs and to offer programs that focus on stigma reduction and rehabilitation in addition to allocating funds for mental health and substance use treatment. Additionally, creating space and decriminalizing activities that interest youth such as dirt bikes, racing, and car shows can be a violence prevention strategy.

Targeted, Relatable, and Segmented Programs and Services

Offering mandatory-segmented services that fulfill each population group’s specific needs included: advancing the role of local libraries to diversify outreach, providing visibility for people of color and offering safe local recreation attractions. Family-friendly events targeted vocational training, holiday parades, supporting local social enterprises of young people of color, offering parenting programs and confidential or anonymous crime tip hotlines are some of the ideas people wish the City would offer.

Gun Violence



A little over half of the participants (53%) experienced gun violence. Many have experienced gun violence in combination with one or two other types of violence studied in this project.

Causes

Participants expressed that the lack of stability in neighborhoods, substance dependency, lack of empathy and desperate times, loss of hope, cultural stigmas, and the “poor services and education results in more people with guns reacting angrily and forcefully.” Gun violence is perceived as part of the broader American culture of aggression; however, East/West/Downtown Oakland are more highly impacted by gun violence than other areas. The root causes of gun violence varied but included:

- Easy access to guns to express power; “guns are acquired on the streets,” “are only one phone call away,” “via home invasions by substance abusers who sell guns to dealers,” and through “hand-to-hand sales,”
- Mental illness and drug business, and
- Gangs’ involvement in the crime scene.

The absence of a healing process post gun incidents was brought up as normalizing the violence. “Children are sent to school after shootings, even if it happened on the same street. “ Those unhealed detached emotions keep the cycle of violence going, especially among teens who grow up witnessing their peers and friends and family members murdered. This continuation of violence makes Oaklanders feel unsafe in their communities and deepens a feeling of “an intended genocide” that is happening over generations.

Solutions

Some of the solutions to gun violence communicated included:

- Removing guns through gun buyback programs,
- Executing stricter local gun laws and regulations; treat mental illness,
- Offering robust healing services and therapy for perpetrators,
- Conducting participatory research to understand the root causes of violence from the community that can help “remedy the problem on the ground,” and
- Addressing issues related to drugs and gangs by working with Oakland schools to understand the causes of gang involvement and finding community driven solutions

Domestic Violence

"I was born into situations witnessing family violence at very young ages between parent or partners and not knowing of any resources." - Victim of domestic violence -



Fifty-seven percent of the DVP research participants experienced domestic violence. Participants associated the region's inequitable access to opportunities, financial instability, and hardship to meet basic human needs to escalating anger and violence within the family and the community.

Causes

Growing up, witnessing family abuse normalizes violence for both victims and offenders. Participants related generational domestic violence, substance use, and the absence of unity within families, staying in unhealthy relationships, lack of communication, lack of knowledge, and suppression of feelings were some causes of domestic violence mentioned. Foster children and the LGBTQ+ communities cited domestic violence as a major issue that lacks fundamental resources to those populations.

Domestic Violence in the Aftermath

Domestic violence includes verbal abuse, sexual assault, corporal punishment committed by immediate family members, intimate partners, or foster parents. The unfavorable trauma-infused consequences of domestic violence such as school absenteeism, feelings of resentment, lack of trust in family, self-blame, and dissolved community engagement were mentioned as lifetime marks that impact children's physical and mental health. Some victims uttered that those experiences affect the whole family and in some cases are taken out on others in the community due to the lack of education in this area.



Solutions

Survivors described a desire for discrete and respectful services that include men, offenders, or victims. Participants conveyed that the law does not protect victims and requested more enforcement other than restraining orders. "If you put a temporary restraining order on somebody that big.... that angry with nothing to lose.... All you did is sign your death warrant." Participants listed some solutions to domestic violence, such as:

- Organizing community conversations on domestic violence,
- Offering affordable rehabilitation services for offenders,
- Provide education around healthy choices,
- Offering relocation services for victims,
- Providing safe space and safe housing options and in-residence therapy services and
- Retaining survivor staff members known to the community.

Commercial Sexual Exploitation of Children (CSEC)



Victims of domestic violence are more likely to be at risk of entry to CSEC; for example, escaping “abusive homes, girls and young women are manipulated under the guise of care/protection.” The average age of entry to CSEC is usually between the ages of 12-14, which are not the only ages at risk. CSEC Victims fall under the following categories:

- Children who run away from home,
- Youth with a history of sexual abuse,
- Verbally abused youth,
- LGBTQ+ youth,
- Teens seeking attention and relationships,
- Young women and girls feeling lost with low self-esteem, and
- Young women and girls escaping poverty; “money helps – and sometimes even taking the risk of sex trafficking is necessary.”

Causes

Historically, according to participants, sex-work was more concentrated along the International Blvd, Fruitvale, San Pablo Avenue and MacArthur Blvd corridors. Participants showed their concern of the expansion of sex work to other parts of Oakland.

Inner city urban dynamics was highlighted by some as a factor in advancing sex trafficking in Oakland. Formerly abused victims with no jobs often chose self-exploitation and did not to seek help because it did not seem feasible. Victims shared their frustration of a “very rampant” and long-standing problem that goes back to ineffective or corrupt law enforcement, the lack of legal consequences for sex workers and the lack of community education. Those who are formerly human trafficked or sex work-involved often cycle back to their exploiters due to feeling lost and believing nothing is out there for them. Bringing workers from overseas to Oakland was also brought up as contributing to the problem and requires further attention to help those victims.

“Society has become normalized to child exploitation and don't speak up in public or private.”

- Victim of CSEC -

Solutions

Some victims received services from organizations such as MISSEY, BAWAR, Regina's Door, and Dream Catchers. Most participants revealed their hopes to find creative ways of addressing CSEC such as:

- Legalizing adult prostitution,
- Adopting more regulation of the industry with stronger enforcement,
- Publicizing or “public-shaming” of pimps,
- Offering creative outlets for women to tell their stories and be role models,
- Involving the local media and schools to organize educational retreats for youth,
- Providing safe housing for girls and young women away from their pimps,
- Mandate more effective alternatives to incarceration of pimps, and
- Addressing illegal police activity.

Conclusion

This participatory research is a manifestation of our collective accountability to Oakland's diverse communities most impacted by violence. The Research Fellows are the real champions of this process. The fellowship on violence prevention empowered 16 Oakland residents who are impacted by violence. The Fellows are now ambassadors of their communities and advocates for those who suffered traumatic violence experiences. The Fellows not only collected information, but they also became vulnerable, exposed themselves and shared their personal stories to support their interviewees while needing further support themselves. Some fellows described the process as therapeutic; others became re-traumatized and needed to find spaces for their own self-care and healing.

The information shared in this process tells a story about the perception and magnitude of violence in Oakland, the reality of how safe Oaklanders feel, and their aspirations for safer communities. We learned from the research findings that Oakland's residents are concerned for their safety overall, but also during and after reporting incidents of violence. On another front, the Research Fellows learned about violence in Oakland from each other and from interacting with the participants involved in the research.

One of the powerful assertions that dominated interviews is the level and extent of trauma people are experiencing. A win of this process is that victims and offenders alike indicated that they felt heard, validated and believed. Helping victims to heal through those interactions is critically important and helps a victim become a survivor. This process is sought to inspire a movement that eventually results in changing systems and cultures. In order to achieve this change, participants emphasized that solutions should arise from those closest to the problem and that those who seek change should facilitate change. Furthermore, participants stressed that resources are to be in the hands of those most impacted.

It was reiterated that the region's housing crisis and complex political and socio-economic dynamics are contributing to the challenges Oakland has been facing over the past years. This regional complexity urges stakeholders to urgently intervene to create a more vibrant and less violent living conditions. It was also reiterated that substance dependence and mental health issues are major factors contributing to violence in Oakland. Violence occurs in relationships, homes, schools, parks, streets, neighborhoods, and in places where people feel angry, disrespected and marginalized. Violence is provoked by fear and the lack of control over one's life choices. For individuals and communities to be free from fear and accordingly hostility, these forms of violence require separate, yet coordinated, intersectional strategies to address the factors that contribute to violence at every stage of life and that impact different groups in unique and distinct ways. That said, many voices and perspectives were missing from this process, in particular incarcerated women of color

Constituencies can use findings from this report to gain a better interpretation of the landscape and depth of violence to inform targeted violence prevention efforts and allocate resources towards those efforts in the way the community envisions and needs them. In order to know what is working, where it is working, and who it is working for (and conversely who it is not working for), it is imperative to develop data collection systems and tools to measure the impact of current efforts and analyze the outcomes. Data must be accessible, updated and available to community members, stakeholders and researchers. In particular, the limited availability of accurate and up-to-date data on domestic violence and CSEC must be addressed and remedied if real progress is to be made in these areas.

Section Three

Findings from DVP Community Summit

Gun Violence Track



On June 8, 2019, Urban Strategies Council, the DVP Steering Committee and the City of Oakland convened the Safe Oakland Summit for all Oakland residents and stakeholders to share their ideas and visions for a safe Oakland. The summit included a review of participant research findings as well as resident discussion groups/feedback sessions covering four topic areas: 1) gun violence, 2) domestic and intimate partner violence, 3) sexual violence, and 4) family support. Each session had an overarching goal to address deeper sub goals and themes that are briefed

in this section. For consistency, report outs are reorganized to reflect related topic areas.

Gun Violence Track Goal

The goal for the gun violence track was to identify community-based ideas and strategies that will lead to a dramatic reduction of violence (80% decline) in Oakland within three years. With this goal in mind, participants shared their vision of a safe Oakland that included notions such as:

- In Oakland there are no “good” or “bad” neighborhoods, and that all are equally safe
- In particular, neighborhoods are safe for youth and kids
- Neighborhoods are gun-free and embody self-love, unity, and true community
- Safe spaces are available, such as having libraries and community centers open late and on weekends
- Schools help support and care for students’ well-being through more supportive services, better-trained and culturally competent staff, and trauma-informed interventions
- More affordable housing and more available jobs that pay living wages

What is the Lived Experience

Experiences with gun violence as an individual, a family, or a community varied amongst participants and included committing suicides, losing family members or friends in public spaces, witnessing shootings, and killing bystanders. Participants in smaller groups described the current state of gun violence in Oakland that reflects the lived experience and as:

<i>“Out of control.”</i>	<i>“Law enforcement is planting guns in the hands of youth.”</i>	<i>“Form for modern-day extinction of blacks.”</i>
<i>“Reckless.”</i>	<i>“Frustration and giving up hope.”</i>	<i>“Media is putting out violence to children.”</i>
<i>“Not enough being done to stop it.”</i>	<i>“5-second action leaving communities with lifelong trauma.”</i>	<i>“violence are a generational pattern that’s repeated.”</i>
<i>“Target to my people.”</i>	<i>“Designed epidemic.”</i>	<i>“Modern-day lynching.”</i>
<i>“Traumatizing to the youth.”</i>	<i>“Leaves mothers with fatherless children.”</i>	<i>“Systems are pushing violence to obtain power.”</i>
<i>“Life does not matter.”</i>	<i>“close to home, close to school.”</i>	<i>“Holding neighborhoods captive by fear.”</i>
<i>“Product of structured racism.”</i>	<i>“Diversionary practice to alternative ways of self-sufficiency.”</i>	<i>“Normalized through systems, the community is made to believe we should accept.”</i>

What Do Participants Need to Heal

Participants of this track expressed that the impact of gun violence on individuals and families results in experiencing various forms of trauma and community anger and loss of trust amongst subgroups. This trauma negatively affects children growing up. Some participants shared suggestions to help the community heal such as breaking down the stigma around mental health, building community alleys to be involved in gun violence, focusing on teens through ages of 25 because they are being groomed to be in the lifestyle, and starting a community-healing circle. Some participants cited missing services:

How Can the Process be Improved?

Healing trauma was identified as a community need because “hurt people, hurt people.” To reduce violence in Oakland, people need to heal and recover. Participants called upon both the community and public systems to respond with action. Gun violence can be reduced if stakeholders come together to:

- Support mediators that can bridge gaps amongst communities to support communication
- Create greater communication between the community and the government.
- Outreach to youth who are missing supportive adults in their household.
- Not rely on the government and organize the community to build relationships with each other.
- Support parents to hold kids and community accountable.
- Think about violence from a regional perspective and involve Alameda County.
- Organize more town hall meetings to collect resident input and share ideas.

Engage youth when very young and stay with them throughout their teenage and young adult years, and focus on building character, values and self-esteem.

While some participants identified specific types of support from providers that made a difference such as Khadafy Washington Project/Youth Alive, Oakland Unite, churches, Catholic Charities of the East Bay and Soldiers Against Violence Everywhere, others identified services that were missing or that they needed more of:

Services that are missing or need improvement/expansion

- Post-court support to unpack trial
- Empathy and support from police
- Need to work with the county to change Victims of Crime (VOC) eligibility
- Resources to relocate youth from high-stress areas.
- OPD needs to be receptive to information that leads to arrest
- Cameras on busy corners
- Healing for people traumatized

What Do Participants Want the City of Oakland or the Chief of the DVP to do

Additionally, participants agreed on aspects that will result in reducing gun violence in Oakland, such as:

- Thinking about violence from a regional perspective and involve Alameda County.
- Organize more community meetings to collect residents’ input.
- Find ways to engage community members in a way that makes them stay focused on moral standards.

Domestic and Intimate Partner Violence (IPV) Track



This track touches on domestic and intimate partner violence to reflect lived experience and share what helped survivors, and their friends and/or family members heal post experiencing violence. Participants asked the DVP chief to make intimate partner violence a priority. This track also suggests a comprehensive set of recommendations for the City of Oakland and the new Chief of Violence Prevention to break the cycle of domestic and IPV as listed below.

What is the Lived Experience

There is generational trauma that is not addressed, and intimate partner violence passed down through children who witness violence, especially among African American girls and boys. There is a stigma around men who experience intimate partner violence. Men are considered weak if they talk about this.

Many people do not learn about IPV unless they attend a workshop or training as a staff member or as part of a mandated court order. There is no means to address IPV before it happens. Youth witness, intimate partner violence, growing up.

What Do Participants Need to Heal

- Acknowledge trauma. Recognize the person or people who caused harm in the first place.
- Self-care after acknowledgment and accepted and is part of real healing. Self-care looks like therapy, little things, belief in a higher power.
- Conduct more in-person communication and dialogue.
- Trying to rebuild the idea of what is a community through opportunities to talk to the community to share the pain and release it as part of healing and rediscover and rebuild trust within each other.
- Need to get to the root of spirituality. If you look at all religions, the root is the same – be love, be kind. If we could get grounded in that truth, then it is easier to reflect that into the world.
- Love and caring. There was always a place where we can go to get a good meal. You used to be able to go to your neighbor's house. We have gotten away from caring about humans. We have gotten away from being human.

How Can the Process be Improved?

- Being called out about it; take personal responsibility to hold each other accountable to prevent individuals from becoming those that cause harm.
- Create spaces and environment to talk about what intimate partner violence is through different love language to children and new generations.
- Need another level of interface with procedural attention, so survivors do not have another level of trauma perpetrated against them during the reporting process. The process needs to ensure confidentiality conducted by supportive and culturally competent personnel.
- More supports from county entities into the community. Utilize a holistic community-based model to provide support to survivors and for those who caused harm.
- Initiate a discussion about non-violent intimate relationships with youth. Incorporate this information into the school curriculum to disrupt the pattern of intimate partner violence

normalization. It can also be useful to have survivors share stories about intimate partner violence early on at schools.

- Provide funding to those who support women who experience intimate partner violence. Help them become advocates and create programs that help survivors as community support.
- Create response teams that provide victims with resources and wrap-around support after experiencing violence.
- Publicize information on domestic violence with higher frequency.

What Do Participants Want the City of Oakland or the Chief of the DVP to do

- Have community forums that involve arts and holding engaging and informative conversations.
 - Need to incorporate a different type of education for the changing times. Need to find interactive and engaging strategies for youth.
- Offer education and outreach to those in encampment and alternatives to police. A lot of women stay in a relationship because it is unsafe to be alone in the streets. They feel alone and isolated and do not have the resources to get help.
- Address the link between gun violence and IPV, which puts the entire family, is at risk.
- Create programs to help survivors become advocates – who better than survivors to determine ways to come into the community to discuss DV.
- Engage the churches, mosques, and libraries.
- Address the lack of shelters through:
 - Collaboration between agencies to support domestic violence survivors, specifically around the availability of spots for survivors,
 - Partnering with hotels if shelters do not have room, and
 - Creating a mobile team 24-hour team that works with shelters.
- Collect and disseminate data on what youth would like to see to support them.
- Change the way law enforcement responds to DV calls that re-traumatize survivors.
- Think about prevention through extracurricular activities for youth teams to give a sense of community.
- Bridge the gap in research about the experiences of men with intimate partner violence. Black men are already seen as a threat and calling the police can have a different response for Black man compared to a woman.
- Offer small grant opportunities/low barrier opportunities for women doing work to support other women in the community.
- Provide services that are centered on mental health/therapy for survivors.

Family Support Track



The family support track suggested some questions set forth to guide participants, touching on aspects of healing and resources for support, and what the City of Oakland and the new Chief of Violence Prevention can do to engage with families during the trauma and after. Highlights that came out under each theme/question are listed below.

What is the Lived Experience

Participants expressed that they experience difficulty finding convenient and accessible services that target support to the whole family as opposed to individual survivors; an approach that is seen as missing and important and to help shift the narrative of violence on the family and community level.

What Do Participants Need to Heal

- Friends and family; 1000 mothers to prevent violence (help for self, children, and youth).
- Informal support groups; neighbors who have had the same loss.
- Self-meditation and spiritual meditation through engaging the Church and religious leaders.
- Non faith-based, non-affiliated support programs and therapy.
- Culturally relevant mental health services that are not typically available and other services to be located in high-stress neighborhoods.
- Safe spaces designed for healing, travel support, support groups with access to nature, services located in high-stress neighborhoods such as West and deep East Oakland.
- Job training and skills development to improve employment options after loss
- Child care.
- Make CBO available as a resource between victims and offenders after incidents have occurred.
- More autonomy and influence in the community on policies that govern communities.
- Better information/ communication about services, especially for recent immigrants;
 - Everybody should have the 211 phone number.
 - Billboard so families know where to get support (use of tech geospatial campaign advertising).
- Victim offender dialogues for healing.

How Can the Process be Improved?

- Supportive services for grieving and relational methods.
- Healing circles, BBQ healing (support with a clinical professional that feels naturally accessible).
- Ensure effectiveness through accountability of funded agencies.
- Set up systems for affordable mental health.
- Knowledge about mandatory reporting.
- Lift role models of how people sought help.

- Police intervention after harm instead of removing from the home, both parents and children should have healing and not a legal action that tears apart the family.
- Provide an alternative for first responders (the effort to change the laws).
- Allocate more time for resources.
- Offer a safe space to try different services until people connect.
- Offer counselors who come to the community through the local library or Barbers shops.

What Do Participants Want the City of Oakland or the Chief of the DVP to do

- Build coalitions, address intersectionality, and offer funding for activities targeting youth with evening activities that ensures accountability for funded providers and for-profit organizations.
- Offer training to not-for-profit organizations to do community outreach.
- Support the families after the summit through City liaison (85 groups signed up to be resources).
- Think collective healing in addition to individual healing.
- Build trust; recruit people working for the City who are from the community to build trust.
- Organize campaigns in neighborhoods to communicate why DVP is important.
- Provide support for parents at the juvenile hall to navigate systems when children are arrested.
- Offer multi-generational outreach strategies to reach youth and elders.
- Acknowledge systemic trauma to support healing.
- Outreach to be accessible in multiple languages and cultural forms (including to specific immigrant communities to establish trust).
- Locate the folks with credibility in the community/connect with people who have influence.
- Find resources to fund no cost Jobs and training programs, youth summer and Friday events.
- Expose young men to other vision by crossing their neighborhood lines to deal with the turf that contains them, especially in West and North Oakland to change the mindset.
- Look at early childhood as a part of this through prevention and therapy in schools, and get the youth before they are in the mindset of shooters.
- Engage families, especially during a crisis.
- Approach issues with a systems lens that is holistic and interactive; organize at the grassroots.
- Form responsive groups. For example, support mothers get cases solved.
- Incentivize local business to hire people with convictions to address victimization.

Sexual Violence Track



Various forms of Sexual Violence is the umbrella that includes rape, sexual exploitation, forced/nonconsensual acts, child molestation, and sexual harassment/objectification. Often times these types of violence are considered “less severe” because often the victim knows or is in relationship with the perpetrator, victims are often blamed and there is less accountability for the perpetrator. Sexual violence is grossly underreported and often the shame or stigma associated sexual violence makes it difficult for victims to talk about it. Creating safe spaces for women to discuss sexual violence is a priority.

Sex trafficking has spread from Oakland to neighboring cities like Livermore and Dublin, so should be treated as a regional issue. An average buyer of a child is a White man between ages 40-65; they have more resources than other people do. In Oakland, youth of color are more likely to be trafficked as well. The latest Alameda County Heat Watch numbers showed that over 80% of trafficked girls in the County are Black or Brown.

Families or communities have rejected many LGBTQ youths from the middle of the country because of the loss of protections, and they are migrated to California. However, when they end up here, they are at high risk of being homeless and vulnerable to becoming trafficked. Teenagers have not finished exploring desires or their gender when they start to be trafficked.

The spectrum of sex work includes stripping, escorts, and traditional “prostitutes.” On this spectrum, some people chose to be sex workers, some are in a gray area, and then some were exploited as a child and turn 18 and continue to do this “work”. The stats below help put sexual violence in context:

- The latest Alameda County Heat Watch showed that over 80% of trafficked girls in the County are Black or Brown.
- 40% of homeless youth in the US are LGBTQIIA. That proportion is even higher among trafficked youth—where between 50-60% of trafficked youth are LGBTQIIA.
- At Dreamcatcher, 100% of the LGBTQ youth who identify as females report being exploited.
- Another vulnerable group is unaccompanied immigrant youth.
- Dreamcatcher also reports that 100% of unaccompanied female-identified youth at their center report being trafficked.

How Can the Process be Improved?

- Fold sexual violence in everything-school curriculum and summer camps for children.
- Help boys who could be influenced to become exploiters. We need to normalize the conversation-do not do drugs, do not traffic your friends.
- When women report sexual violence, OPD always sends a male officer. This is often re-traumatizing, especially when the officer often does not ask questions with compassion or care. OPD should train specialized officers to respond to calls involving sexual/gender-based violence and make sure that officers exhibit empathy, compassion and trauma-informed response.
- Teach people the difference between being a “snitch” and being a witness. Witnessing and reporting of sexual violence should become a new cultural norm. Beyond law

enforcement, people need to speak out publicly against sexual violence when it happens.

- Look to families with histories of sexual harm and teach individuals who have a higher likelihood of causing this type of harm and exploitation how NOT to do it.
- Educate the public about the reality of child sexual exploitation to change minds and behaviors of the potential buyers.
- More family-level intervention after identification; when we find out a child is raped or exploited, work with the whole family to address it.
- Address the intersectionality between gun violence and sexual violence.

What Do Participants Want the City of Oakland or the Chief of the DVP to do

- Create more places where exploited teens can go that are not affiliated with the police.
- Prevent the kids who are at risk; provide Black and Brown teens safe places from exploiters.
- Fund child and youth development programs to get them safe places to live, and to teach them how to have fun, do good in school, and play.
- Increase the amount of sexual education that is being provided in OUSD in elementary schools.
- Offer more support to schools to help identify youth who they think might be trafficked, and also to make sure exploiters are not hanging outside of the school ready to recruit more kids to be trafficked.

Recommendations

Recommendations

The analyses offer recommendations for a community-driven and healing centered violence prevention model in Oakland. The recommendations reflect what came out from the participatory research findings and what participants reported at the June 2019's DVP community summit tracks. Overall, participants are hopeful for short wins to feel the change. New violence prevention programs and approaches require funding, leadership, coordination, and advocacy. Focusing on smaller geographic areas can make change more achievable. Creativity and cross-agency projects could yield benefits on behalf of the most impacted populations.

Recommendations under each type/track are not mutually exclusive and can be interchangeably implemented. Achieving change that makes residents feel the difference can be a long term effort. That being said, we captured the top three priorities for the DVP chief in his first six months of service that can help strategize to execute longer-term recommendations.

Recommendations to the DVP Chief in his first six months of service

1. Conduct DVP introductory meetings

Hold introductory mini-community meetings in high-stress neighborhoods to follow up with residents on the progress of violence prevention efforts. The purpose of those meetings is to share the vision of the DVP on the ground. Additionally, identify individuals with lived experience who attended the summit to partake in those meetings.

2. Engage the DVP steering committee in the strategic planning

The DVP steering committee members were actively and efficiently engaged throughout the process that included designing the research protocol until executing the summit. It is highly recommended to keep this asset and build on its success through the engagement of the steering committee members in developing the strategic plan.

3. Share the research findings with OPD and public safety systems leaders and agencies

The OPD and public safety leaders and agencies were not directly or fully involved in this process. However, they are important stakeholders to roadmap an implementation plan. Sharing the research findings with the OPD and public safety systems leaders can inform the strategic plan and can also help execute a higher-level policy or systems change.

Long Term Universal Recommendations

4. Coordinate efforts between public safety systems leaders

Participants indicated a need for coordination between agencies both on the regional and local levels. Coordination and partnering with existing health outreach organizations and faith communities is an example of another opportunity. These coordinated efforts could encourage developing programs and social support groups beyond the jurisdiction level to open new opportunities.

5. Create social media venues on every type of violence

The DVP research addressed gun violence, domestic violence, and commercial sexual exploitation of children. The community summit included an additional track on family support and added sexual violence to CSEC. Overall, social media and the Internet came out as a major player in magnifying violence and traumatizing communities. Participants recommend utilizing the social media to counter the impact through providing a channel for communication, to raise awareness, and to offer educational materials and credible and reliable updates on the status of violence in each community.

Recommendations on Gun Violence

6. Identify people most impacted (victims and those engaged in the violence) to address gun violence

The model of training research fellows most impacted by violence to interview members of the community yielded great benefits to all involved. Participants felt heard, validated and engaged and encouraged this process to continue after the project ends. Throughout the process, some participants showed interest to stay engaged and actively partake in future processes. One way to keep the momentum is to identify individuals and engage them in advocating for their communities and addressing homicides in their surroundings.

7. Create a safe space within the DVP for families of victims of gun violence to heal and feel heard

Building on the success of deploying research fellows to advocate for their peers in the community and acknowledging the need to build trust and positive relationship between a newly established City-affiliated entity and the community, we recommend creating a safe space that brings families of victims together to institutionalize a healing-centered approach of connecting people most impacted.

8. Re-evaluate gun violence prevention programs

The data demonstrates that there were 47 gun violence homicides in 2019 (as of July 31) after a consistent decline from 2012 till 2017. It is time to re-evaluate gun violence programs that resulted in the decline and to analyze why and how this increase is happening. Additionally, the City should increase efforts to stop the supply of guns in communities, including greater utilization of data reports that identify where guns may originate from.

Domestic Violence

9. Offer educational programs on healthy relationships for youth and young adults

Adolescence is a critical transition age to develop emotional and social competence. Often youth programs do not focus on promoting healthy relationships; an important skill that many victims wished to find. Healthy relationship education requires communication and intimacy skills; it also includes emotional self-regulation, social confidence, pro-social behaviors, and empathy. Those skills can help promote a healthier style of living with intimate partners or family members that can also result in reducing domestic violence.

10. Connect with OUSD to champion and mandate addressing DV at schools

Many victims expressed that kids go to school with bruises and scars with no further follow-up from school staff. It is well acknowledged in the research that teachers are well placed to play a pivotal role in identifying and responding to domestic violence since they have contact with children more than any other service. This can have a subjectivity burden at play; coordination between the DVP and OUSD to develop a racially equitable policy that trains teachers and social workers on how to report and address domestic violence is highly recommended.

11. Identify data gaps and create a data collection platform

Domestic violence in Oakland is underreported. It is difficult to identify domestic violence in the absence of physical injury and data systems are not designed to consistently count incidents. This key data gap masks the statistics toward the populations in need of services or immediate help.

Alameda County Public Health Department (ACPHD) is standardizing a data collection and referral process to consistently assess DV. In this effort, ACPHD collaborates with state and local agencies and

organizations to support policies that protect DV survivors and prevent future incidents. Coordination between DVP and ACPHD can help put a better data collection system in place on the jurisdiction level.

Family Support

12. Develop materials and accessible protocol to communicate with families

Developing protocol for ongoing communication to family-oriented service providers of all types is also important. For example, whose job is it to communicate existing services, encouragement, and support on linking families, as well as easy hand-outs they can share with families.

13. Develop easy-to-use multi-lingual information to help families connect to resources.

The current violence-related resources are not easily accessible and are hard to navigate. Individuals and families need easy-to-understand information. Families, the Oakland community, and family-serving agencies would all benefit from current on-line local information as well as printed materials that could be shared by multiple programs which serve families. Some examples include: information on parent groups, adult exercise and enrichment classes, and especially on career counseling and career development opportunities; many female victims wanted to make progress on their education and careers to create a better life for their children.

Commercial Sexual Exploitation of Children (CSEC) & Sexual Violence

14. Identify data gaps and create a data collection platform.

Sexual violence is complex to track and report due to the frequent mobility of victims and the lack of physical damage in most cases. Multiple systems are thus required to get involved in coordinating, collecting, and sharing data across systems to better understand the challenges and needs of these populations. Reporting sexual abuse is often sensitive, and victims are hesitant to report incidents or to share their stories. It is important to design protocols that protect information sharing and confidentiality not only from a legal standpoint but most importantly, from ethical considerations including victim's rights against self-incrimination.

15. Develop a sexual violence rescue app

Sexual violence is more common amongst younger ages. These age groups are tech-savvy and rely on social media and phone apps to a great extent in their daily life activities. It can help to coordinate a cross-systems rescue app for victims of sexual violence and CSEC that connect these populations in their language. The app can help confidentially protect youth and young adults at risk of becoming victims, connect victims to support services, securely report incidents, and block potential pimps.



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<https://urbanstrategies.org/>

Rethinking Violence Prevention In Oakland, CA

“From the Voices of the People Most Impacted”

Attachments

September 2019

Prepared by



Urban Strategies Council is a social impact organization that uses research, policy, innovation, and collaboration to achieve equity and social justice. The Council's mission is to eliminate persistent poverty by working with partners to transform low-income neighborhoods into vibrant, healthy communities.

Written and Researched By:
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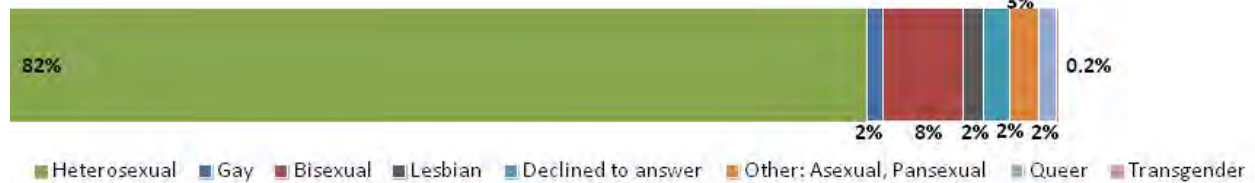
Appendix One

Participatory Research Participants Demographics

Sexual Orientation

Despite the efforts to focus on the health disparities experienced by Sexual and Gender Minorities (SGMs), the existing infrastructure is unprepared to address this population’s needs, given the lack of SGM data currently being collected. There is a missed opportunity to address psychosocial issues specific to SGM populations¹ because of non-disclosure or lack of collection, especially if they are victims of violence. It is important to establish a safe space for interviewees in order to facilitate disclosure² of their sexual orientation thereby resulting authentic recommendations on methods to increase their access to resources and culturally responsive services for victims or offenders.

Figure 1 DVP Research Participants by Sexual Orientation

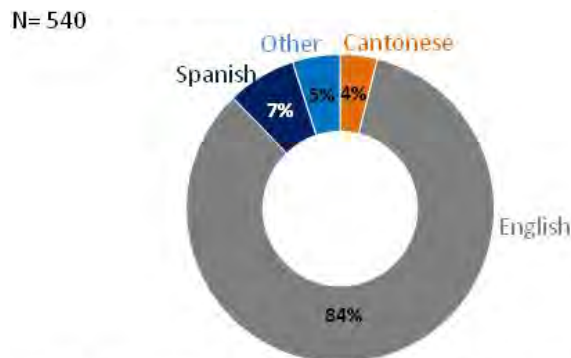


The majority of participants in the DVP research process identify as heterosexual (82%). While only two percent of participants declined to disclose their sexual orientation, the remaining 16 percent are considered a fair representation of the SGM.

Language Spoken at Home

Language needs are an important consideration for violence prevention efforts amongst both victims and suspects, particularly for healing-related interventions and services. Eighty-four percent of participants in the DVP research project speak English. The two main languages spoken at home other than English are Spanish (7%) and Cantonese (4%).

Figure 2 DVP Research Participants by Language Spoken at Home



Source: Urban Strategies Council DVP Participatory Research (2018)

¹ <http://ascopubs.org/doi/full/10.1200/jop.2017.024281>

² IBID

Special Populations

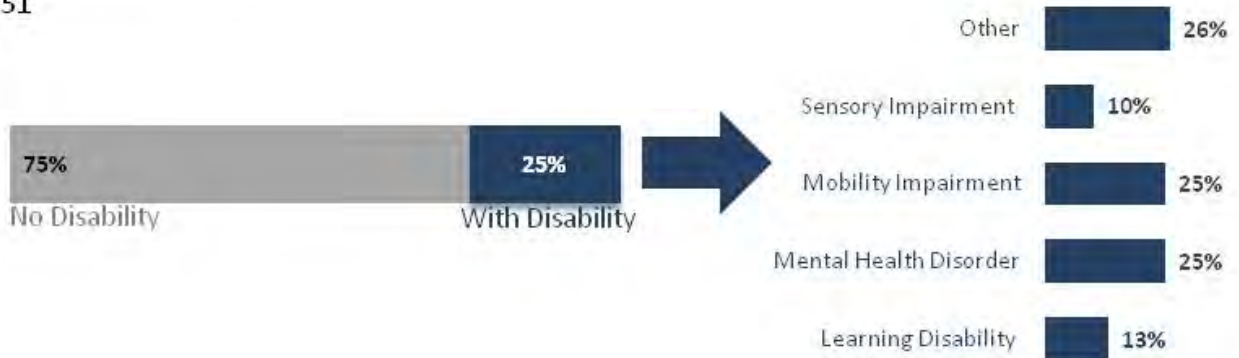
Multiple stakeholders identified the importance of integrating the needs of particularly vulnerable groups as part of the planning phase such as people with disabilities, the homeless and families with children.

People with Disabilities

25 percent (one in four) participants had some sort of disability. From those with a disability, mobility impairment (25%) and mental health disorder (25%) were reported as the most common disabilities.

Figure 3 DVP Research Participants by Disability

N= 151

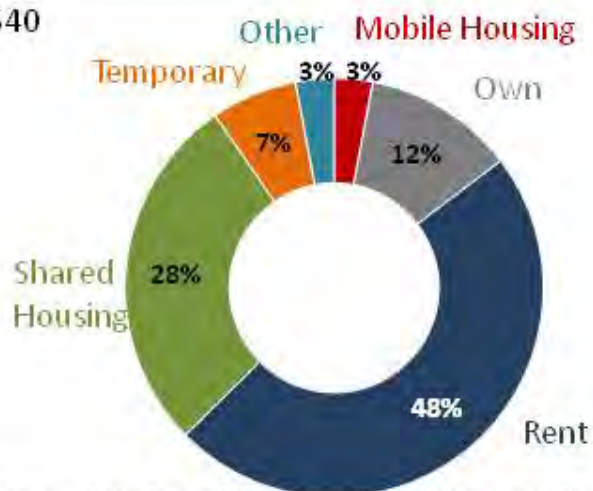


Housing and Homelessness

Housing stability is a major driver of community safety. The majority of participants (76%) are potentially subject to housing insecurity as tenants, residents in shared housing, or temporary shelters. Almost half of the participants are tenants (48%), third live in a shared sub-leased unit (28%), and ten percent reside in a temporary shelter (7%) or are homeless (3%). A small percentage of participants own their home (12%).

Figure 4 Housing Conditions of the DVP Research Participants

N= 540



Personal Income

One way to understand the economic composition and challenges of the community interviewed is to examine self-reported data on personal income. The lowest earners (those with under \$30,000 in annual income), which are close to the 2018's \$25,100 Federal Poverty Level (FPL) make up the largest proportion of participating residents (64%). Poverty is a proxy for service needs because people with income below the FPL are more likely to face difficulty meeting basic needs and rely on supplemental services. The federal poverty guidelines do not take into account regional cost of living variations, so the poverty rate understates the extent to which people in high-cost jurisdictions like Oakland are struggling to make ends meet. For example, 35 percent of participants in the DVP research project (annual earnings \$35,000+) might still be struggling financially but are not under the federal poverty level.

According to the most recent, yet outdated, Self-Sufficiency Standard for Alameda County³, in 2014, a family with two parents working full time with one preschooler and one school-aged child would need an income of \$63,979 to adequately meet their basic needs. In this context, only 16 percent of participants might be self-sufficient (earning more than \$50,000).

Figure 5 DVP Research Participants by Personal Income



³ <https://insightccd.org/tools-metrics/self-sufficiency-standard-tool-for-california/>

Percent of Participants Receiving Assistance

As an economic survival mechanism, Oakland residents rely on income sources other than personal earnings. Forty-eight percent of DVP research participants are receiving some form of public assistance. Participants receiving Social Security, Medi-cal, or Food Stamps in combination with another service are each one quarter of the participants.

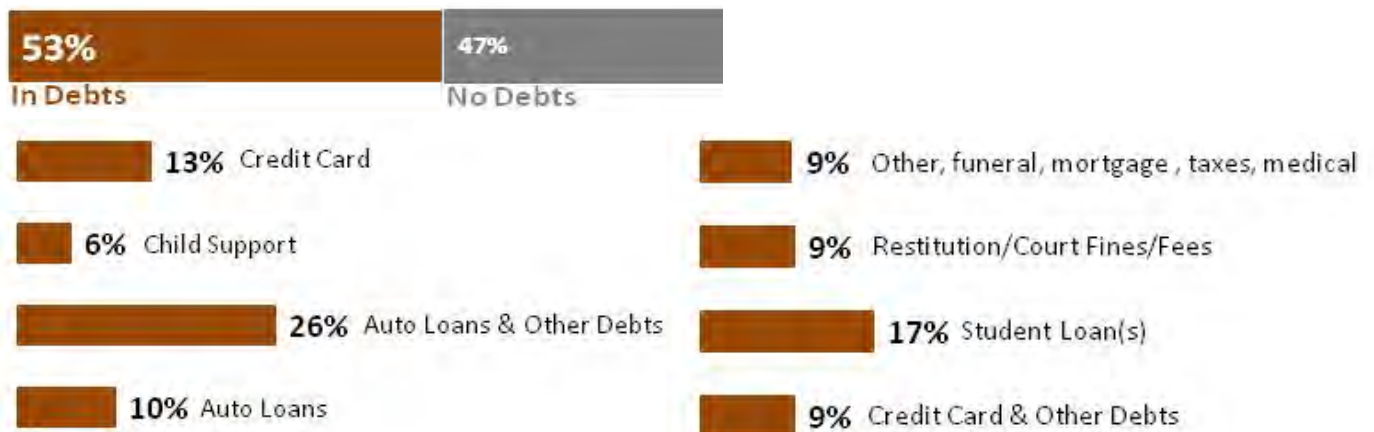
Figure 6 DVP Research Participants by Receiving Assistance



People in Debt

As stated earlier, the majority of participants are low-income and relying on governmental aid to make ends meet. Additionally, slightly more than half of the participants are in debt. Auto loans, credit card debts and student loans were among the three most common debts participants have.

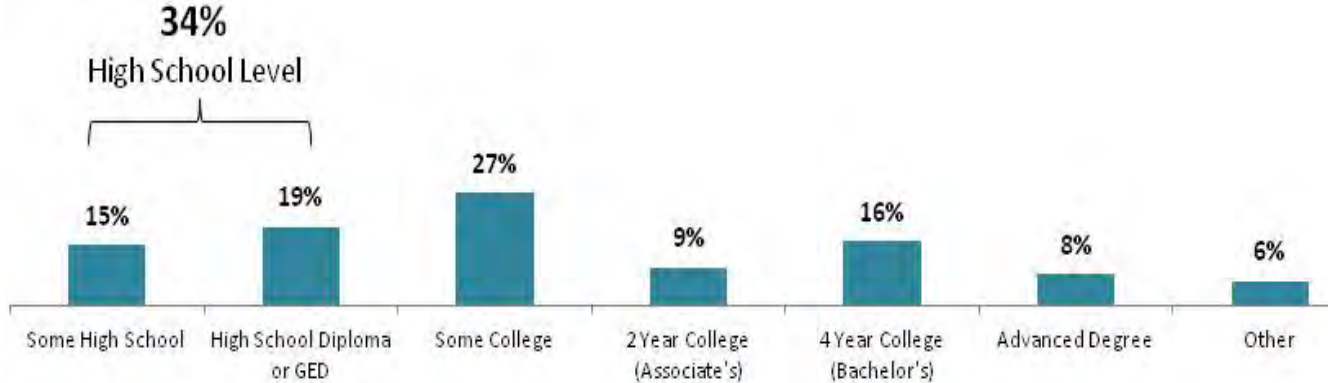
Figure 7 People in Debt



Education

Nearly 20 percent of participating residents hold a high school diploma and almost a third attended some college. Fifteen percent of participants have some high school and 9% have an Associate’s degree. Sixteen percent hold a Bachelor’s degree and eight percent hold an advanced degree.

Figure 8 Research Participants by Education Attainment



Relationship

More than half of participants are single; 14 percent are single mothers and 9 percent are single fathers, with one or more child living in the same household. The challenges faced by single parents are yet another aspect to consider in violence prevention planning, especially with respect to domestic violence.

Fifty-two percent of all participants who responded to this question have children, but not necessarily live in the same household. Eighty-seven percent of respondents with children live in the same household.

Figure 9 Research Participants by Relationship Status



Appendix Two

Demographic Sheet



Demographics Sheet

Fill in to the best of your knowledge. If you need assistance, please let the researcher know.

Age Group	<input type="checkbox"/> 12 – 17 <input type="checkbox"/> 18 – 24 <input type="checkbox"/> 25 – 34 <input type="checkbox"/> 35 – 44	<input type="checkbox"/> 45 – 54 <input type="checkbox"/> 55 – 64 <input type="checkbox"/> 65+
Gender	<input type="checkbox"/> Male <input type="checkbox"/> Female <input type="checkbox"/> Transgender	<input type="checkbox"/> Non-binary <input type="checkbox"/> Intersex <input type="checkbox"/> Other: -----
Race/Ethnicity	<input type="checkbox"/> Black/African American <input type="checkbox"/> African National/Caribbean Islander <input type="checkbox"/> Native American or Alaskan Native <input type="checkbox"/> Hispanic or Latino (non white or Black) <input type="checkbox"/> Native Hawaiian/Pacific Islander	<input type="checkbox"/> Multi-racial <input type="checkbox"/> Asian <input type="checkbox"/> Middle Eastern <input type="checkbox"/> White/European <input type="checkbox"/> Other: -----
Language Spoken at home	<input type="checkbox"/> Spanish <input type="checkbox"/> Cantonese/Mandarin <input type="checkbox"/> French <input type="checkbox"/> Farsi <input type="checkbox"/> Arabic	<input type="checkbox"/> English <input type="checkbox"/> Hindi <input type="checkbox"/> Portuguese <input type="checkbox"/> Other: -----
Relationship Status	<input type="checkbox"/> Single <input type="checkbox"/> Partnered/co-habiting <input type="checkbox"/> Married	<input type="checkbox"/> Divorced <input type="checkbox"/> Separated <input type="checkbox"/> Widowed
Housing	<input type="checkbox"/> Mobile housing/Homeless <input type="checkbox"/> Shared housing with family/roommates/partner <input type="checkbox"/> Own	<input type="checkbox"/> Rent <input type="checkbox"/> Temporary (shelter, temporary with friends/family, hotel) <input type="checkbox"/> Other: -----

Personal Income	<input type="checkbox"/> \$0 - \$10,000 per year <input type="checkbox"/> \$20,001 - \$30,000 <input type="checkbox"/> \$40,001 - \$50,000	<input type="checkbox"/> \$10,001 - \$20,000 <input type="checkbox"/> \$30,001 - \$40,000 <input type="checkbox"/> More than \$50,001
Highest Level of Education	<input type="checkbox"/> Elementary or middle school <input type="checkbox"/> Some High School <input type="checkbox"/> High school diploma or GED <input type="checkbox"/> Some college	<input type="checkbox"/> 2-Year college (Associate's) <input type="checkbox"/> 4-Year college (Bachelor's) <input type="checkbox"/> Trade/vocational training <input type="checkbox"/> Master's or other advanced Degree <input type="checkbox"/> Other: -----
Do you currently receive any of those listed? Check all that apply.	<input type="checkbox"/> CalFresh/Food Stamps <input type="checkbox"/> Earned Income Tax Credit <input type="checkbox"/> Head Start/Early Head Start Services <input type="checkbox"/> Medi-Cal (State Health Insurance)	<input type="checkbox"/> CalWorks/CalLearn/TANF <input type="checkbox"/> General Assistance <input type="checkbox"/> SSI, SSDI, and Social Security <input type="checkbox"/> Other: -----
How many children do you have?	<input type="checkbox"/> 0 <input type="checkbox"/> 1 <input type="checkbox"/> 2	<input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 or more
How many children live in your household?	<input type="checkbox"/> 0 <input type="checkbox"/> 1 <input type="checkbox"/> 2	<input type="checkbox"/> 3 <input type="checkbox"/> 4 <input type="checkbox"/> 5 or more
Do you currently have any debt? Check all that apply	<input type="checkbox"/> Auto loan(s) <input type="checkbox"/> Child support debt <input type="checkbox"/> Credit card <input type="checkbox"/> Mortgage(s) <input type="checkbox"/> Funeral(s)	<input type="checkbox"/> Student loan(s) <input type="checkbox"/> Traffic fines/fees <input type="checkbox"/> Restitution/Other court fines/fees <input type="checkbox"/> Other: -----
Which of the following best describes your sexual orientation?	<input type="checkbox"/> Heterosexual <input type="checkbox"/> Lesbian <input type="checkbox"/> Gay <input type="checkbox"/> Bisexual	<input type="checkbox"/> Transgender <input type="checkbox"/> Queer <input type="checkbox"/> Intersex <input type="checkbox"/> Other: -----
Do you have any disability	<input type="checkbox"/> A sensory impairment (vision or hearing) <input type="checkbox"/> A mobility impairment <input type="checkbox"/> A learning disability (e.g., ADHD, dyslexia)	<input type="checkbox"/> A mental health disorder <input type="checkbox"/> Other: -----

Appendix Three

City of Oakland Department of Violence Prevention Project Steering Committee (DVPSC)

Department of Violence Prevention (DVP) Community Coalition

Brigitte Cook
Melvin Cowan
Robert Mitchell
Antoine Towers
Almaz Yihdego

Brotherhood Of Elders Network

Abner Boles
Joe Brooks
Arnold Perkins

City of Oakland (Oakland Unite)

Gregory Kentrell Killens
Peter Kim

Urban Strategies Council

Rania Ahmed
Teri Carlyle
Breanna Decker
Charles Eddy
David Harris
Maria Vaghela
Darris Young

DVPSC Supporting Organizational Representatives:

A Safe Place – Carolyn Russell
Adamika Village – Daryle Allums
Alameda County Public Defender’s Office – Rodney Brooks
BAWAR – Sarai Crain-Pope
City of Oakland’s Administrator’s Office – Stephanie Hom
City of Oakland Police Commission – Jose Durado
Family Violence Law Center – Erin Scott, Marissa Seko, Mauro Sifuentes
LoveLife Foundation – Donald Lacy
MISSSEY – Erica Casco, Holly Joshi
Oakland City Councilmember’s McElhaney Office – Justin Lee
Oakland City Councilmember’s Taylor Office – Pamela Ferran, Loren Taylor
Oakland Unite – Johanna Halpern-Finnerty
Soldiers Against Violence Everywhere – Paula Hawthorn

Appendix Four

Methodology

Ultimately, the goal of the DVP is to reduce gun violence, domestic violence, and commercial sexual exploitation of children (CSEC). Results from this study will inform the community, institutional leaders, and members of the City of Oakland’s government.

The DVP’s research project intended to revolutionize how the community collectively thinks about violence prevention in Oakland. The project moved away from conventional research methods, instead deploying community members as researchers. This project used a participatory research methodology to gather narratives from those directly impacted by violence in the city. The new DVP is founded on the values of community agency and co-governance with community for violence prevention efforts. Therefore, the implementation of this type of research project is exactly what is needed to build a safe space for community engagement that ensures diverse and directly impacted voices are honored.



The research process was designed around three main pillars:

1. Bridge academia to practice. Community members were recruited and trained by a university professor on conducting interviews and qualitative data collection.
2. Quantitative data analysis from primary, and secondary data sources (mostly law enforcement) to contextualize narratives while offering numeric measurement on the magnitude of violence.
3. Comparative analysis of Oakland and other cities with successful violence prevention programs.

Data Sources

This report presents an overview of the volume, type, landscape, and trends of violence in Oakland over the past ten years, specifically including homicides, domestic violence, and commercial sexual exploitation of children (CSEC). At the time of this report, open source data on domestic violence and CSEC was insufficient to offer a full view of those types of violence in Oakland; however, this report provides as much publicly available information as possible. Publicly available crime data tends to be a few months behind, therefore at the time of publication 2018 crime data was not publicly available.

USC acknowledges that Oakland has been studied and researched and that this report mainly contains law-enforcement data as the most accessible, consistently accurate, and reliable data sources. In addition, the report highlights some relevant secondary data points.

Interpretation and Data Limitations

Data in this report comes from different sources and should be interpreted with caution. Efforts to collect data by racial or ethnic categories that also capture how different races experience violence in Oakland were constrained by data collection methods. These issues present themselves with inconsistent categorizations of the same peoples, as well as varying sample sizes. For example, some categories like Asian greatly mask disparities between individual ethnic or national-origin groups, such as Chinese, Filipino, Japanese, etc., those found between African-Americans and African immigrants, and Latino, among Central American, Chicano, Puerto Rican, and Mexican Americans. Oakland's racial demographic data was collected from three different sources therefore data may fluctuate.

Bridging Academia and Practice with Community

The DVP participatory research project included various methods of engagement and collecting information such as: in-person interviews, focus groups, and survey questionnaires. The DVP research project adopted a *resident fellowship approach*, where 16 Oakland residents were identified as research fellows and participated in three-session training on research methods. A professor from the Sociology Department at the University of California, Berkeley designed the curriculum and conducted the training. The curriculum focused on three areas: 1) interviewing human subjects, 2) avoiding bias in research and 3) addressing trauma triggers or conflicts during interviews. The training also provided guidance on the Institutional Review Board's (IRB) certification process.

Training on Conducting Interviews

Research fellows represented Urban Strategies Council (the Council) and the broader DVP community in Oakland. For successful implementation of interviews, interviewers were selected, trained, and supervised by the Council's staff. Acquiring skills to conduct an interview in a short time is extremely challenging to put into practice in a community that is traumatized. It is also important to create a safe space in a friendly atmosphere of trust and confidence. Following the completion of training, the research team developed a structured interview protocol consisting of a five-step guiding procedure for fellows to follow including:

- Demographics sheet to collect from interviewees
- The introductory context of the DVP research project
- Themed interview questions
- Interview closing and next steps
- Interest form to attend DVP summit

In a classically academic research setting, there are different approaches to addressing issues of bias such as not interviewing family members or close friends. The sensitive nature of issues and high level of trauma make providing a safe space for participants to share their lived experience as victims and/or perpetrators. With this subject sensitivity aspect in mind, the research process was modified to permit flexibility for research fellows to -in some cases- interview people known to the interviewer.

Collecting Demographic Characteristics of Interviewees

Collecting demographic characteristics information of interviewees is as important as the interview content itself. This data helps stakeholders understand the socio-economic conditions participants are facing. The demographic sheet (see Appendix #) captures 14 different socio-economic metrics. Participants voluntarily completed over 500 demographic sheets. However, some questions were not answered, therefore the denominators reflecting the “number,” possible will vary.

Interview Procedures and Questions Test Drive

It was crucial to the research team that the fellows fully understand the process and have a high level of competency and comfort conducting in-person interviews. In addition to the academic training, the fellows attended two mock interviews. One addressed interview procedures and questions while the second focused on using audio recordings. Fellows were split into teams of two; each practiced specific sections of the interview. Fellows shared their feedback with one another and the group. The research team offered guidance and correction for completing the interviews effectively limiting bias as much as possible.

This mock interview exercise was crucial to the process; during which, fellows shared their concerns, which informed the amendment of the interview protocol and questions as follows:

Flow of Content

Fellows requested to change the sequence and re-arrange some questions to include warm-up contextual content that offers space for interviewers to feel organically engaged before the questions get personal.

Language of Questions

Many of the fellows shared their concerns with the academic language used in some questions and preferred to amend those to more simple questions that can be understood by any level of education without the further need for elaboration.

Change of Questions

The fellows reacted to some questions as intimidating such as questions related to perpetrators. Those were amended to more-generic questions that indirectly capture experiences of offenders.

Weekly check-ins with fellows were scheduled to ensure that interviewers are smoothly and consistently performing their jobs. During the interview period, weekly 1-on-1 check-ins were scheduled to ensure a smooth implementation process. Issues such as not fully recording an interview or emotional distress that hindered the continuation and completion of an interview were some of the common challenges the fellows shared in their weekly check-ins. At the end of the three months of conducting interviews, the research team received a little over 300 audio-recorded interviews.

Flexible Structured Interviews Resulted in Non-Structured Responses

Typically, the method of collecting qualitative information through personal interviews is carried out in a structured format. Such structured interviews involve using a set of themed pre-determined questions and highly secured techniques of audio recording. Thus, the interviewer in a structured interview follows a rigid research procedure laid down. In order to cover the three most critical types of violence in Oakland: gun violence, domestic violence, and CSEC, the research team put together specific structured questions around five main themes: 1) defining violence in Oakland, 2) trauma and healing, 3) prevention and intervention, 4) funding, and 5) policies, programs, and best practices. Those themes were the

overarching premises that covered much deeper issues such as service gaps, police misconduct, the role of the City of Oakland in violence prevention, reasons behind committing a crime, housing issues, and much more.

Generally, the training for fellows conveyed an explicit message to be as rigid as possible to avoid lack of generalization and comparability of one interview with another. However, to respond to situations that past violence-related experiences might trigger, some flexibility for fellows to use their judgment based on a case-by-case situation was permitted. The interviewer had the freedom to ask supplementary questions or omit certain ones in case of need. The interviewer may change the sequence of questions, include some aspects, and exclude others.

This flexibility resulted in a more complex analysis of un-structured responses, resulting in more difficult, labor-intensive, time-consuming, and less economical analyses. Furthermore, responses required further skilled interpretation post-transcription. For example, many interviewees were exposed to or witnessed the three types of violence during the course of their lives and shared their experiences growing up with violence regardless of the specific question posed to them. It was therefore challenging to extract straightforward answers related to themes.

Mini Grantees to Cover Sensitive Types of Violence

Personal interviews were difficult to complete for sensitive topics. Rather than employing the same methods used for gun violence, participants who experienced DV or CSEC were recruiting through a mini grants process where participants shared their stories with DV and CSEC in a small group setting. The Council granted 17 mini-grants to local community based small-size not-for-profit organizations in Oakland to cover issues of domestic violence and CSEC as listed below:

- Bay Area Women Against Rape (BAWAR)
- Young Women's Freedom
- No More Tears
- Adamika Village
- A Safe Place
- Community & Youth Outreach (CYO)
- Global Communication, Education and Art
- Changing Criminal Behaviors
- Positive Communications
- Cata's Polished Act
- Resident Action Council
- Asian Prisoner Support Committee
- Youth Alive
- Men of Influence
- Community Christian Church
- Saving Shorty
- Motivating, Inspiring, Supporting & Serving Sexually Exploited Youth (MISSEY)

The long structured interview questions were condensed and re-packaged in shorter formats to be easily processed in a focus group set up. Additionally, some questions were extracted in a multiple-choice format to be used as survey questionnaires distributed and collected at community events.

Advantages and Challenges

This participatory process on violence is the first of its type to take place in Oakland. Participants expressed that they felt heard, validated, and believed regardless of their criminal involvement.

Advantages

- Selecting interviewers who represent the residents they are interviewing engenders more trust than with traditional research studies.
- The research fellows collected much more information than the team anticipated, providing opportunities for robust analysis.

- The demographic sheet was a standalone document that offered rich data exposing potential service gaps. For example, knowing languages spoken in the home makes it easier to offer culturally and linguistically appropriate services.
- During the analysis, some fellows voluntarily inserted their observations as participants and victims. Those observations added context, depth of knowledge, and layers to the analysis for the research team beyond the information revealed in the responses.
- Interviewees were asked to share their personal information to receive updates on the upcoming DVP Summit and ongoing research. This point of contact between each fellow and peer community member is a resource for support, empowerment, and self-advocacy.

Challenges

- Despite the training, it was not possible to eliminate all forms of bias in the study.
- Victims of domestic violence and CSEC were not easily approachable as individuals. However, the research protocol was flexible enough to be re-structured into a focus group format to address this issue.
- Some interviews were extremely long and collected information that was not directly relevant to the study. This resulted in much longer transcribed recordings and made it challenging to analyze and extract patterns.
- Technical errors, such as not fully recording the conversation, discontinuing for a break, or background noise, made audio recordings harder to transcribe.

Appendix Five

Interview Questions

Department of Violence Prevention (DVP) Participatory Research Interview Questions

30-45 minute voice recorded interview

September
2018

Interview Questions

1. How long have you lived in Oakland?
 - a. What neighborhood do you currently live in?
 - b. Have you lived in other Oakland neighborhoods? If so, which?
2. How are you connected to your neighborhood community?
3. Do you desire to be more engaged? Why? How?

(Note to interviewer: Check with respondent that they are doing OK, and are fine to continue. Ask if they need a break)

4. In your own words, how do you define violence? Give some examples of violence that you know of or have heard of.
5. Based on your definition, have any experiences of violence impacted you or your family? If yes

(Note to interviewer: Allow the participant to tell the story and use the questions below as prompts only if they do not address them in the story.)

- a. How often?
 - b. Where?
 - c. What type of violence?
 - d. Who was involved? Were you and/or any member(s) of your family or friends impacted or involved?
 - e. How have you experienced violence or been involved?
6. What do you think are the main causes of violence?

7. Have you ever experienced violence at any public place; such as at school, bus, BART, or a park?
 - a. (if Yes) Can you tell me about those experiences?
 - b. (if no) Have you ever witnessed violence *in public*? c. (if Yes) Can you tell me about those experiences?

8. Have you ever experienced police misconduct?
 - a. (if Yes) Can you tell me about those experiences?

(Note to interviewer: Check with respondent that they are doing OK, and are fine to continue. Ask if they need a break)

9. Have you or someone on your behalf reported an incident of violence to the police or any other law enforcement entity? For example: police department, BART police, California Highway Patrol, court, DA (District Attorney)
 - a. If not, why?
 - b. If yes, what was that experience like for you?

10. Do you know about any services in the City that help reduce domestic violence, gun violence, or sex trafficking or support people after violence that you needed?
 - a. (If yes) What services?

11. Have you (or someone you know was hurt) used any services that help reduce or support people after domestic violence, gun violence, or sex trafficking that you needed?
 - a. (If yes) What services?
 - i. From which providers?
 - ii. How was your experience with those services?
 - b. If no, what prevented you from using those services?

(Note to interviewer: Check with respondent that they are doing OK, and are fine to continue. Ask if they need a break)

12. If you or your loved ones have experienced violence, what has supported your healing?
 - a. What did you wish to find or need to heal?

- b. Were there resources that you could NOT find? If yes, what was missing?
13. What causes people to commit violence? What causes them to commit gun violence? Family violence? To traffic someone else sexually?
14. What kind of support do you or those involved in creating violence need in order to stop?
15. Did this experience affect your involvement in your community? If yes, how? If no, why not/how come?

(Note to interviewer: Check with respondent that they are doing OK, and are fine to continue. Ask if they need a break)

16. What are the best ways, given the current situations in Oakland, to reduce violence?
17. How do you see your personal role in violence prevention?
a. What would you do if you were involved in or witnessed an active conflict?
18. How do you envision the community coming together to reduce violence?
19. What do you think the City of Oakland could do to reduce or prevent violence?

(Note to interviewer: Check with respondent that they are doing OK, and are fine to continue. Ask if they need a break)

We greatly appreciate your sharing of your thoughts and views in this interview, and we need and want your continued engagement in this effort. We have scheduled two key Summit events on October 27th and November 10th at the Laney Community College's Gymnasium.

If you have any interest or would like to think about participating on either or both days, please sign this form of interest and we will send you information and more details about the events.

Interview Closing

Thank you for participating in this interview and sharing your valuable views with us.

Please rest assured that the information you provided is confidential and you will not be identified as a participant.

We understand that some of the issues we discussed today are emotionally complicated. If there is anything that we can help with, or if you have any questions, we would be happy to assist.

Lastly, I would like to share with you the next steps in this process:

- Through this project, in addition to other methods, we will collect data from all interviews to provide the City of Oakland with recommendations.
- The findings will be published at the upcoming summit.

Appendix Six

Selected Quotes by Violence Type

Location/region	Violence Type	Quote
East Oakland	Gun violence,	"Gun violence ... killed a good part of the branch of the family tree. Therefore, it tears down a whole tree. So yea basically it hurt a lot of us, you know ... [My family] don't even stick together anymore"
"The Killas."		"Well I define violence as an attack against someone else, someone taking something away that doesn't belong to them; it starts from the home, maybe lack of parenting or lack of jobs , lack of resources, lack of programs "
Lake Merritt	Gun violence, Police abuse of power	"[I was at] East Oakland youth at back yard gathering birthday for deceased (mourning commemoration) "I mean like d*** near like 50 police came over there, with guns drawn on us,... we teenagers ... A-AR15 drawn, pistols drawn, we like 'what the f*** what did we do? I recorded it too!"
West Oakland (24th and Linden)	Gun Violence	"My friend, he got killed on 90th, 89th and MacArthur. [At the repast] we out there chillin', and man bruh come through tryin to take our head off! Tryin like, at the repast, at his granny house. And the little baby got shot; a little baby got grazed in the face ... it was like – he was two!"
West Oakland	Gun Violence	"Um, yea I would say it definitely was times of you know in my neighborhood where you just have this itch that something was going to happen... [it was] kinda like when you feel something in the air; I felt like I had to get out. Following that that intuition.. saved my and a friends life. And within that 10-15 minutes like n***** had slid through and 4 people had got shot up by AKs right where we was standing... Like, you gotta move on that instinct. "
West Oakland	Gun Violence	"Um people just getting mad. Start shooting cuz they don't know how to fight; break into cars cuz they need a quick dolla cuz they don't want to get a job. They just want fast money."
West Oakland (Hoover Foster)	CSEC	"Missing in action, going away, a teenagers could like you know what I mean leave home for a couple of weeks and it be practically normal for the parent without any concern but the whole time they not knowing or understanding what they child is into or forced into. "
Downtown (Harrison Hotel 14th and Harrison)	Gun Violence	"it made me more timid to deal with people in the community because you never know who can lash out at you and when or how and you never know if you will make it through that situation again. So for me myself it kinda tended me to be more introverted and more to myself as much as possible so I could possibly avoid type of situations"

West Oakland	Domestic violence	"Sometimes it's the parents who are given the bad example and that the child is following the footsteps. I've seen that when I've worked in schools where the parents were in gangs, like the entire family was in gangs and so they forced that lifestyle onto their children. Their children would rob, they would steal things at school, at local supermarkets and stuff like that."
West Oakland	Police Misconduct	"My aunts actually a police officer and part of the reason she doesn't get promoted is because she's not for mistreating criminals or suspects or anything like that. And she was telling me about a one situation where they had detained this lady got her on the ground or hands...they were still pressed down on her and she couldn't breathe in. My aunt had to pull her other fellow police officers off of her, you know, like yelling at him. "She can't breathe!""
West Oakland (Prescott)	Domestic violence	"I believe it's a combination of neglect, um, generational violence, systemic poverty, um, inequalities within our government, within our city. The, um, the vast differences in wealth around us where some people might have nothing and some people may have everything"
West Oakland (Prescott)	Public violence	"I got attacked on a bus one time, but in that case I don't think that it was so much of a, it wasn't intentional violence because the person was mentally ill"
West Oakland		"Um, to me, violence is an angry emotion that someone shows against someone else. I'm a very negative ...like a argument that turns into a fight between kids ... neighbors shooting each other because of parking spaces; I think the main cause of violence lack of resources, lack of things to do ... lack of positive things"
West Oakland (Foster)	Domestic violence	"I think it's a lot deeper than that and there's a lot of trauma does involve. If you really dig into understanding what leads a person to violence... it's very nuanced, very layered. That is stemmed from personal history, treasury, finances, trauma, generational trauma, hopelessness, all things of that nature"
North Oakland	Domestic violence	"Often the aggressor will remove themselves from the situation in some way when there's friends around [me] and they feel outnumbered. We never have the option to call the police [we wouldn't]... if we involve the police, the violence would ratchet up and escalate... We're going to just have to rely on ourselves for the most of it."
West Oakland	CSEC	It's a sociopathic kind of thing. Money motivated first of all. Really sick because instance that I know, you can only traffic people that are weak willed or already abused where they don't see that ype of abuse as dangerous or wrong. So they're manipulated like that.'
West Oakland (Foster)	CSEC	a lot of people do sex work, um, for various reasons, but I think that the trafficking is like a step further that's like often involves like abusive power dynamics. (abusive power dynamics: not having availability or other options for work)

West Oakland (Foster)	CSEC	not having availability to other work options, being coerced by people who were doing the trafficking (being lied to like it's a good idea, it's a good option.).
West Oakland (Foster)	Gun Violence	Access to guns is like ease and accessibility makes them an option. Whereas I think like when there are not guns available, there's still violence and hostility but it's different....escalation happens when you have a gun, you're like, I'm just going to use [this thing] I have as a form of a threat or to kind of show that you have power
East Oakland (Lake Merritt)	CSEC	"Well runaways they have problems at home, and when they have problems at home they runaway and then they get involved in these sex crimes; They are leaving their homes due to abuse of unable to deal with their home environment. "
East Oakland	Gun Violence	"[O]ne time um after a basket ball game we came home to our house being broken into and the guy was still in there. And he stated that he had a gun and that he would shoot us if we didn't allow him to leave; Youth today see people like carrying guns with power and they just like glorify it."
West Oakland	Gun Violence	"Yes, I have had four more friends killed in West Oakland. I actually have a nephew that was killed. Um, growing up in West Oakland. I've experienced a lot of people just from my neighborhood being shot."
West Oakland	Gun Violence	"When I was younger I went to foster elementary and we were in eighth grade and I experienced coming out of school and a kid being shot a few feet away from me and we were kids. "
Oakland	Gun Violence	"I couldn't visit that area where it happened because I would relive it being that I seen it, but if anything it was more of a calling for me to be able to do something bigger within my community."
Oakland	CSEC	"It could be because, um, there's, you know, the person feels that there's not enough love in the home. So again, they're going to recruit to the streets, you know, to get that love and support and lack of money could be a thing."
West Oakland (Prescott)	Domestic violence	"We still work in for nothing and we still can't pay our bills. So if that's not temptation to take or to hurt someone to get ahead, I don't know what is."
East Oakland (Fruitvale)	Domestic violence	"Typically the violence that I've experienced has been either domestic violence against my friends where I'm usually like in the room or near them when it happens and then I'm trying to figure out a way to intervene without escalating."
West Oakland	Domestic violence	"I've heard stories of different things like happening in the park where girls will be violated for, uh, by their boyfriends for different reasons ... girlfriend was talking to her boyfriend of disrespectfully. Maybe he thought so, and it got too verbal into domestic violence."

Appendix Seven

Comparative Analysis – Author: Richard Speiglmán

Orientation to the larger DVP project

This study examines 14 cities including Oakland (eight in California; six in other states). These locations were selected for a variety of reasons, including geographical and political proximity to Oakland; similar population sizes, murder rate, challenges of gang/group violence; and news media attention as a potential model of interest. More extensive investigation was taken into six of the 14 jurisdictions (East Palo Alto, Long Beach, Richmond, and Stockton, CA and Boston, MA and Milwaukee, WI.) This review examines those six localities and their approaches to violence prevention in order to inform Oakland’s process.

This comparative analysis and literature review answers some research questions related to funding, type and volume of violence, populations impacted, institutional structure and governance, administrative support, etc. The following section addresses questions such as:

- Do localities focus their efforts on prevention, intervention, enforcement, and/or re-entry?
- What program elements are featured within those broad categories?
- On what types of violence do localities target major attention? CSEC, interfamilial, gun violence, gangs, youth – including re-entry youth, police?
- Which age groups are prioritized for program resources or targeted for city services?
- How long have programs been operating?
- Where does the agency exist within city government or the city’s infrastructure?

Table 1: Population; Murder Rate 2015, 2017; and Location of Violence Prevention Office in City Government, Oakland and Other Cities

Jurisdiction	Population, 2017*	Murder rate, 2015**	Murder rate, 2017**	Location in city
California Cities				
East Palo Alto***	29,765	13.4	3.4	City Manager's Office
Long Beach	469,450	8.0	4.7	Safe Long Beach connected to Human Relations Comm. Innovation team in Mayor's office
Los Angeles	3,999,759	6.7	7.0	Works with Mayor’s Office of Public Safety, Gang Reduction & Youth Development
Oakland	425,195	20.3	16.2	Human Services Department
Richmond	110,040	17.3	12.7	City Manager's Office
Sacramento	501,901	8.8	7.8	City Manager's Office
Salinas****	157,596	25.3	18.4	City Manager's Office
San Francisco	884,363	6.1	6.4	Senior Advisor to Mayor convenes and directs Department work

Stockton	310,496	16.1	17.8	City Manager's Office
National Cities				
Boston, MA	685,094	8.1	8.3	Violence Intervention and Prevention Program of the Division of Violence Prevention at Boston Public Health Comm Violence Intervention Advocacy Program at Boston Medical Ctr Family Justice Center; a program of Boston Public Health Committee, an initiative of the Mayor's Office and Suffolk County DA, and the Family Justice Division of Boston Police Dept Defending Childhood Initiative of Boston Public Health Committee
Baltimore, MD	611,648	33.8	55.8	Baltimore City Health Dept., Office of Youth Violence Prevention
Milwaukee, WI	595,351	24.2	19.8	Public Health Dept, reports to Community on Domestic Violence & Sexual Assault & the Mayor.
Minneapolis, MN	442,331	7.7	10.0	Health Department
New Orleans, LA	393,292	41.7	39.5	Criminal justice office reporting to Deputy Mayor
Washington, DC	693,972	24.1	16.7	Deputy Mayor, Public Safety and Justice

* Source: US Census estimate

** Rate per 100,000 people. Source: FBI Uniform Crime Reporting Program, summarized at <https://www.thetrace.org/2018/04/highest-murder-rates-us-cities-list/>.

***Source: Rate computed from information at <https://www.mercurynews.com/2018/01/02/how-east-palo-alto-shed-its-crime-rep-and-built-a-new-path-forward/> and <http://www.city-data.com/crime/crime-East-Palo-Alto-California.html>

****Source: Rate computed from information at <https://www.kion546.com/news/spd-homicides-and-attempted-murders-down-in-2017/681489073>

Violence Prevention in Stockton, CA

Context

Stockton is the county seat of government in San Joaquin County, California. In 2017, Stockton accounted for nearly half of the population in San Joaquin County with an estimated 310,496 people.⁴ Census estimates for 2016 indicate that for both the city and the county, 39.6% of the population older than 16

⁴ U.S. Census Bureau, 2017 American Community Survey 1-Year Estimates

were not in the labor force⁵. Stockton's median household income was \$46,033; mean household income, \$64,008. The percentage of families living below the poverty level in the last twelve months was 19.7. The racial demographics for Stockton are: 40.9% Hispanic/Latino; 52.6% White; 15.6% Black/African-American; 24.8% Asian; 5.8% American Indian/Alaskan Native; 1.3% Native Hawaiian/Other Pacific Islander; and 10.6% identified as "other".

In 2004, Stockton was reported to be "the most violent city in California with a rate of 1,362 crimes per 100,000 residents" and sixth in the state in terms of homicides per 100,000 residents (Braga, 2006).⁶ Between 2003 and 2017, Stockton's homicide rate per 100,000 residents averaged 14.8, with a 2008 low of 8.2 and a 2012 high of 23.7. By comparison, the national rate for all cities with a population of 250,000 or more, the annual mean for the period had a low of 9.3 and a high of 13.2⁷.

After initiating police practice strategies to address the crime rate and establishing a Blue Ribbon Crime Prevention Committee, the City of Stockton contracted with Anthony Braga at Harvard's Program in Criminal Justice Policy and Management, for a July 2006 report to the Stockton Police Department on violent street crime and police violence prevention.⁸ Braga recommended increasing the number of police officers, appropriating funds to maintain hot spot policing until additional officers were available, maintaining an increased presence and community problem-oriented policing, and expanding gang violence intervention teams. It reinvigorated Operation Peacekeeper, which was implemented in 1998 and based on the Boston Operation Ceasefire model, and hired additional gang outreach workers to provide gang-involved youth and their families with opportunities and services⁹. Following Braga's report, Stockton, experienced a housing crisis that began in late 2007 and resulted in a massive drop in home prices. The domino effect of the crisis, was a corresponding decline in property tax revenues, and a Stockton City Council decision to file for bankruptcy¹⁰

Since 2012, the Stockton Police Department implemented a community policing strategy that works in partnership with the people of Stockton to build a safe and secure community¹¹. Crime prevention and victimization reduction are based on three tenets: (1) Prevention via strategic targeting of crime and criminals; (2) active pursuit of the offenders believed to commit the most crime; and (3) partnerships with among law enforcement agencies and with the community. Furthermore, a 2012 Violence Reduction Initiative focused resources on addressing violent crime and increasing police-community partnerships through attention to hot-spots, anticipation and prevent of retaliation, and gathering community input to define neighborhood problems. This approach evolved into a structure of two Community Response

⁵ U.S. Census Bureau, 2016 American Community Survey 1-Year Estimates

⁷ City of Stockton City Manager's Office. Marshall Plan on Crime: A Violence Reduction Strategy. March 2013. http://www.stocktongov.com/files/MarshallPlanBrochure_web.pdf. Accessed November 16, 2018.

⁸ Braga, A.A. (2006). *Preventing violent street crime in Stockton, California*. Cambridge, MA: Program in Criminal Justice Policy and Management, John F. Kennedy School of Government, Harvard University. Retrieved from http://www.stocktongov.com/files/BragaReportStockton_63Pages.pdf.

⁹ Ibid.

¹⁰ Stockton filed for bankruptcy protection on June 28, 2012 and exited bankruptcy on February 25, 2015. <http://www.stocktonca.gov/government/departments/manager/bankruptcy/default.html>.

¹¹ Eric Jones, "Stockton PD Community-Police Partnerships Build Strong Ties," *California Police Chiefs Association*. <https://www.californiapolicechiefs.org/index.php?option=com>. Accessed November 15, 2018.

Teams of officers policing crime hot spots and holding neighborhood meetings to develop relationships, define, and solve problems.

Stockton was able to develop programs and collaborations using funding from various sources including a Justice Assistance Grant. The city and county developed a collaboration designed to reduce gun violence, it was called Firearms Violence Reduction Consortium. This collaboration among the Stockton Police Department, and San Joaquin County Agencies – the Sheriff’s Office, Probation Department, and District Attorney’s Office - relied on joint agency overtime missions, purchase of Integrated Ballistics Identification System equipment, and establishment of a Firearms Examiner position. Partnerships involved work with the California Highway Patrol, a countywide multi-agency gang task force, was created to target members of violent gangs across San Joaquin County. Also in 2012, a Countywide Community Corrections Partnership Task Force began addressing the issue of “absconding parolees and probationers under AB 109 realignment.”

In a move to focus on *prevention*, in late 2012, a 24-person Community Advisory Board was formed to foster community–police department communication and increase public trust. The arrival of Police Chief Eric Jones apparently resulted in expanded use of social media and other communications that enhanced community outreach and broadened police presence. This expansion included more number of public meetings, town hall forums, and greater police department presence in community.

In 2012, the Stockton City Council adopted Stockton’s *Marshall Plan*, a strategic initiative to reduce crime and increase public safety and held a study session to discuss developing the plan¹². The plan established a Violence Reduction Department, expanded police department operations, and included Community Response Teams, outreach, criminal justice reforms, support for the mentally ill, and other targeted approaches to violence. Some recommendations included improving response to DV, use of risk assessment tools across the criminal justice system, hiring additional police, youth engagement, and establishing a formal Violence Prevention Office, etc.

November 2012 a renewed rollout of Project Ceasefire occurred and one year later, voters approved a ¾-cent sales tax to fund Stockton’s Marshall Plan and bankruptcy recovery. Stockton continued to work towards addressing the crisis in violent crimes by appropriating funding to hire additional police officers the following year. All stakeholders in public safety worked on these solutions and met regularly to problem-solve city and county crime issues. Community groups, service providers, and all levels of law enforcement presented information¹³.

“Operation Ceasefire, an element of the City’s [Marshall Plan on Public Safety](#), is a partnership-based violence reduction strategy that employs respectful, direct communication with youth and young adults at highest risk of violence. The primary goal of Operation Ceasefire is to reduce shootings, but it has also been shown to reduce recidivism among participants and improve community-police relations.

Outreach workers for the program are trained in conflict resolution, mediation, community organizing, mentoring, and case management. They work in schools, neighborhoods, and wherever young people

¹² <http://www.stocktongov.com/government/council/goalsMarshall.html>. Accessed November 15, 2018.

¹³ IBID

who are at risk of violence are located. Workers respond to areas where violent crimes have occurred to talk with youth and their families to prevent retaliation.

Framework: focus, goals, structure, funding, and implementation process

Focus and Goals

The Office of Violence Prevention served as a clearinghouse for violence reduction programs in Stockton that also centralized and coordinated violence prevention grant funding to maximize impact and increase accountability for outcomes¹⁴. Core Functions of Stockton's Office of Violence Prevention were to include strategy and program management, convene and engage stakeholders in operational roles, provide political support, and ensure opportunities for education and engagement in the community. The Office of Violence Prevention's core strategy was to ensure quality implementation and institutionalization of Ceasefire as a partnership-based violence reduction strategy that employs direct, respectful communication with youth and young adults at the highest risk of violence¹⁵. Other core program components were to include Stockton Re-entry Initiative for high-risk populations, Street Outreach Peacekeepers for violence high-risk populations, mentorship and community support, evidence-based services to address systemic barriers.

Structure and Funding

In 2016-17, funding for the Office of Violence Prevention came from the General Fund, Measure A (sales tax), and grant fund (\$1,616,000). The Board of State and Community Corrections California Violence Intervention and Prevention (CalVIP) Program (\$428,000). Violence prevention, intervention, and enforcement efforts are organized under the Office of Violence Prevention within the City Manager's office. The Office is led by a manager and includes a staff of 13 who work on community engagement, data analysis, Peacekeeping and outreach.¹⁶

Implementation

Following a focus on the Ceasefire program, a broader prevention approach was introduced that included youth mentoring and community-wide prevention efforts¹⁷.

Evaluation

Other than Ceasefire studies, there is no evidence of an evaluation.

Violence Prevention Model in East Palo Alto, CA

Context

In 2017, East Palo Alto had an estimated population of 29,765 people, within San Mateo County's population of 771,410.¹⁸ Census estimates for 2016 indicate that 26.8 percent of the population over age

¹⁴ City of Stockton, Legislation Details, City Council/Successor Agency to the Redevelopment Agency/Public Financing Authority Concurrent. On agenda: Final action: 1/28/2014 Project Ceasefire Update.

¹⁵ City of Stockton, Legislation Details (2014).

¹⁶ Office of Violence Prevention, Accessed 11/29/2018

<http://www.stocktongov.com/government/departments/manager/contactUs.html#peacekeepers>.

¹⁷ Stockton City Council Special - Budget Study Session (2016).

16 were not in the labor force. Median household income was \$55,170; mean household income, \$75,458. Thirteen percent of families were living below the poverty line in the last twelve months. In terms of racial or ethnic demographics, 63.5 percent of the population are Hispanic/Latino, 40.2 percent White, 15 percent Black/African American, 10.5 percent Native Hawaiian/Other Pacific Islander, 5.3 percent Asian, 2.1 percent American Indian/Alaskan Native, and 32.4 percent another race.

From a record-setting high of 175 murders per 100,000 in 1992, in the early 2000's East Palo Alto's homicide rates were in the 21.7 – 28.1 range. In 2005, the rate hit 46.5 per 100,000, 8.3 times the national average. The rate dropped again the next year and fluctuated between 11.7 and 28.1 between 2006 to 2015. In 2017, the rate dropped to a noteworthy low of 3 per 100,000¹⁹.

The city's most recent violence prevention, intervention, and enforcement efforts have centered around East Palo Alto Measure C, the Crime Fighting Fund approved by voters in November 2006. Launched in 2007 and implemented in 2008, the Measure C program would function through 2017²⁰. It was organized under the office of the Administrative Grants Coordinator in the City Manager's Office. The coordinator's responsibilities included work plan coordination; grant monitoring, fund development, collaboration with the police department, reporting on efforts and effects, oversight of Measure C operation and evaluation, and work with the Chief of Police in building a leadership team of collaborative participants²¹.

Framework: Focus, Structure, Goals, Funding, and Implementation Process

Prevention efforts were to include outreach, engagement and provision of services to at-risk youth, families, the reentry population, and young adult populations, but also to provide support for senior citizens, an anti-graffiti program, blight removal, a youth summit, the Police Athletic League, and anti-truancy. Intervention programs included community policing programs like Ceasefire, Neighborhood Watch, and Crime Stoppers; rehabilitation services; public health programs in hot spots; gun buy-back and anti-snitch campaigns; job training and placement for re-entry youth and adults; and life skills programs at juvenile hall. Funds were expected to support work with high-risk and at-risk youth, young adults, and adults re-entering the community from periods of incarceration. The text below specifies particular program elements reported as having been implemented.

Priorities for Measure C funding included youth-development services and improved educational outcomes for youth in middle and high school; support services for families of youth at high risk, and re-entry. Measure C specified that 50 percent of the tax proceeds should be focused on violence prevention, with the other 50 percent devoted to community and neighborhood policing, crime suppression, code enforcement including curfew, and investigation.

Violence Prevention and Intervention, Early²²

¹⁸ Source: U.S. Census Bureau, 2017 American Community Survey 1-Year Estimates

¹⁹ Dominik, Mark "East Palo Alto regarded as 'drug haven,'" *Stanford Daily*, January 30, 2002. Source consulted for homicide rate, through 2016: <http://www.city-data.com/city/East-Palo-Alto-California.html>. Accessed November 7, 2018. .

²¹ [Community Crime Prevention Associates], "East Palo Alto Measure C Violence Prevention Strategic Work Plan 2011-17." No date.

²² Bright Research Group, "East Palo Alto Measure C Evaluation: Retrospective Study of Grantees, 2009 - 2013." January 2016. See <http://www.ci.east-palo-alto.ca.us/DocumentCenter/View/2577> .

Measure C's four-year funding began in 2009-2010. In year one of the program, 38 community-based and non-profit organizations received a total of \$641,221²³. Eligible services fell into seven funding categories: Leadership Development, Sports/Recreation, Crisis Intervention, Summer Camp, Academic Support, Career Exposure/Employment, and Re-entry/Diversion. The majority of funding was designated to prevention strategies.

Grants were designed to support organizations' core operating costs, and most were under \$10,000. The Leadership Development and Sports/Recreation categories served the largest number of individuals 33% and 27% respectively. The service cost per individual served ranged between \$61 for Sports/Recreation and \$265 for Summer Camp. The first year of the program provided the largest amount of grant dollars distributed, number of organizations supported, and number of individuals served of the years measured.

Violence Prevention and Intervention, Middle²⁴

In fiscal years 2013 – 2014 and 2014 – 2015, East Palo Alto invested \$934,499 of Measure C violence prevention funds through six collaborative program structures:

- 1) Re-entry job training, career exposure, employment, and crisis intervention (including also GED preparation, essential life skills, and computer training), and legal assistance like record expungement, a small business clinic, and housing advocacy;
- 2) Re-entry coalition with violence prevention and intervention services, including use of three evidence-based service methods (Alive & Free, 180 Program, Development Assets Framework),
- 3) School district activities like parent outreach, space for academies, community outreach workers, culturally-specific program for parent and youth academies, and ad hoc programming for families;
- 4) LiveAble Women leadership development, crisis intervention, career exposure, employment (including weekly support group, with child care and playgroups, case management, housing referrals and placement, and intensive supports for residents);
- 5) Counseling & Support Services for Youth (CASSY) and Grupo Palo Alto, and
- 6) Boxing Club and Drew Health Foundation (fitness and boxing workings, health education).

Target populations included incarcerated and formerly incarcerated youth and young adults, particularly those who were recently released; parents and their children; single mothers and their children; and youth at three schools. One-year grants ranged in size from \$32,500 to \$163,333. Half of the programs received grants in both fiscal years. Between 242 to over 3,000 clients were served in four programs where data was available. In 2013-14, four small grants provided \$54,500 to a law education program, a CASSY program, a summer employment program with mentoring, and restorative justice youth court. Information on grants for 2014-15 were unavailable.

Phase 2 made use of focus groups, one-on-one or small group interviews, and client satisfaction surveys to present a variety of anecdotal outcomes. Program participants who completed program evaluations reported high satisfaction ratings. However, evidence of reliability and validity was not provided, and – except the satisfaction survey data – findings are not comparable across sites. These gaps make it challenging to draw program-wide conclusions.

²³ Bright Research Group, January 2016.

²⁴ IBID

Violence Prevention and Intervention, Mature

This phase of program implementation does not have measurable data available. There were no project descriptions or outcomes detailed. The Measure C web site lists five 2017 Large Grant Awards (total \$520,000) and eight 2018 Small Grant Awards (\$147,000).²⁵

Policing and Crime Suppression

From 2007 to 2016, not a period coincident with the phases specified above, Measure C provided an average annual contribution of \$354,000 to public safety investments, the majority of which went to support community policing staff and other personnel²⁶. Supporters expected Measure C would reduce recidivism by 20 percent through an expanded police-community partnership. There was also an expectation that crime levels would decline. Evaluation of the program noted that both property and violent crime declined from 2009 to 2014, but increased in 2015 resulting in a net reduction of 28 percent²⁷. According to the program evaluation, passage and implementation included no clear, consistent strategy, with no outcome measures specified. The evaluation did not address the role of the City Council-appointed Crime-Fighting Act Oversight Committee, which annually, was to review program administration, evaluations, and recommend program and policy refinements.

²⁵ See <http://www.ci.east-palo-alto.ca.us/index.aspx?NID=503>.

²⁶ Bright Research Group, "City of East Palo Alto: Evaluation of Measure C Public Safety Investments, 2007 – 2016." June 2016.

²⁷ <http://www.ci.east-palo-alto.ca.us/documentcenter/view/1419>

Evaluation and Takeaways

Introduction

Measure C established that funding (1-3% of appropriated funds) is set aside for an independent program evaluation that would include the number served, and crime or violence reduction achieved. Evaluators at the Bright Research Group reported on Measure C funds expenditures, support of public safety goals, and lessons learned. They did not conduct an outcome evaluation.

Public Safety Investments

Relying on key informant interviews, job descriptions, fiscal reports, and crime trend data, the evaluators found that the funding strategy was not clearly defined and varied across time. They also concluded that due to frequent leadership turnover, the fund's intended for violence prevention was instead used to meet immediate budgetary needs and priorities. This report did not address *violence prevention*.

Despite a 28 percent crime reduction since the Measure's implementation, the evaluation concluded that the reduction in crime "cannot be attributed to Measure C investments and that it was not possible to define the impact that Measure C funds made on policing activities or crime trends." At the same time, the report noted increased perceptions of safety in the community during the evaluation study period.

Prevention and Intervention

The first prevention and intervention evaluation found that grant dollars were focused on youth development services and that Measure C dollars were "stretched" through a strategy of funding core services. The evaluators concluded that the strategy of support for core operating costs "does not reflect a strategic investment approach" and makes difficult the assessment of changes in status or behavior and impossible the calculation that a change in crime and violence was a function of program investments²⁸.

Subsequent prevention and intervention grants were directed to multi-program collaborations. Other than client satisfaction, no cross-programs effects were measured or recorded, and no discussion of the possible effect on rates of violence were shared.

Lessons Learned

Achievement of community benefits through a city-administered grant program requires quality grant administration staff, an adequate information-management system, strategic investment planning, and appropriate investment in evaluation and performance management.

The evaluators stated or implied that there were serious limitations in most if not all areas and called for identifying funding pools or strategic areas of investment. The evaluators then added:

If the intent of Measure C is to ensure that young people in East Palo Alto have access to safe spaces – a positive prevention goal that is supported by the research – then the initiative may consider reframing the fund as a positive youth-development fund and allocating funds to a few targeted prevention strategies. If the intent of Measure C is to prevent crime, then more funds should be dedicated to intervention strategies in future funding cycles.²⁹

The authors stress that "Measure C needs to review the theory of change in its Strategic Work Plan and update it where necessary."

²⁸ Bright Research Group, January 2016.

²⁹ IBID

A call for collaborative programs was pursued in the second phase of prevention programs, and the evaluators portray those programs in a much more positive light. However, even this positive finding is limited by the fact of non-comparability. In the first prevention evaluation phase, the evaluators relied on hard copies of program reports and were unable to introduce any of the other methodologies introduced subsequently (focus groups, one-on-one or small group interviews with clients and client surveys) to produce the more positive evaluation of the later years.

In the policing evaluation, the authors call for three important approaches to this work:³⁰

- Build a program around a theory of change that depicts program strategies, activities, and outcomes in relationships appropriate to the target population;
- Ensure that strategically aligned investments are supported by data being collected to articulate whether the program model achieves intended outcomes;
- Build from a strategic investment plan that ensures successful results by “investing in activities that research has shown to align with intended outcomes. A strategic investment plan articulates roles of the various stakeholders and serves as a guide when making funding decisions.

The evaluation report stated that 6% of Measure C “policing” funds were invested in assigning an officer to the local Reentry Center. According to Reentry Center staff, police would often refer their clients back to the Reentry Center instead of booking them. This diversion activity had the direct impact of a reduction in certain crime statistics.

Violence Prevention in Richmond, CA

Context

Richmond, a city in Contra Costa County, California, had a 2017 estimated population of 110,040 in a county of 1,147,439 people.³¹ Census estimates for 2016 indicate that 34.6 percent of the population over age 16 was not in the labor force.³² Median household income was \$57,107; mean household income, \$75,462. Nearly 14 percent of families were below the poverty level in the last 12 months. Forty percent of the population is Hispanic/Latino, 42.6 percent White, 25.2 percent Black/African-American, 17.4 percent Asian, 2.3 percent American Indian/Alaskan Native, 1.2 percent Native Hawaiian/Other Pacific Islander, and 18.6 percent other race.

The City of Richmond Office of Neighborhood Safety (ONS) estimates that the City of Richmond has approximately 20 gangs and between 500-1000 gang members, almost daily gun fire and firearm-related crime, and almost weekly gunfire victimization.³³ In 2007 and 2009, at 45.9 and 45.8 per 100,000 respectively, Richmond’s homicide rate was eight to nine times the national rate.³⁴ In 2017, the rate was

³⁰ Bright Research Group, June 2016.

³¹ Source: U.S. Census Bureau, 2016/2017 American Community Survey 1-Year Estimates

³² Ibid.

³³ <http://ca-richmond.civicplus.com/2410/More-about-ONS-Strategic-Initiatives> and <http://www.ci.richmond.ca.us/DocumentCenter/View/30746/2014-Annual-Summary---OFFICE-OF-NEIGHBORHOOD-SAFETY?bidId=>.

³⁴ <http://www.city-data.com/crime/crime-Richmond-California.html>; <https://www.thetrace.org/2018/04/highest-murder-rates-us-cities-list/>; and <https://deathpenaltyinfo.org/murder-rates-nationally-and-state#nat1970>. Sources Accessed November 7, 2018.

12.7 per 100,000. ONS reports a 71% “reduction in gun violence causing injury or death” between the Department launch in 2007 and 2016.³⁵

In 2006, the City of Richmond created an Office of Violence Prevention and initiated planning for a violence prevention program. The planning resulted in the creation of the Office of Neighborhood Safety, housed in the City Manager’s office, which began operation in October 2007.³⁶ Program implementation began the next year and came to include targeted intervention, support services, and enforcement efforts – centered on outreach, interruption, public education, engagement, and criminal justice participation.

Framework: focus, goals, structure, funding, and implementation process

Focus and Goals

Prevention efforts included a street and school-based outreach strategy, a Peacekeeper program, leadership for the Richmond Community Wellness Collaborative, life skills for youth and young adults, hospital-based intervention, and time-targeted outreach. The 18-month-or-longer Operation Peacemaker stipend-inclusive fellowship program, launched in 2010, was a key mentoring element utilizing cognitive behavioral therapy to work with those “those most likely to be involved in gun violence.”³⁷ The Office of Neighborhood Safety reported thousands of outreach hours and contacts and mentoring and life coaching hours in 2014. There were many additional hours of anger management, life skills development training, and service referrals.³⁸ The primary goal was to utilize both community- and individual-level strategies to reduce gun violence (and homicides) by intervening with those most likely involved with guns. The street outreach strategy served as the primary community-level intervention and Operation Peacemaker was the primary individual-level intervention.

Structure

Violence prevention / intervention / enforcement efforts are organized under the guidance of a Neighborhood Safety Director who sits at the helm of the Office of Neighborhood Safety.³⁹ ONS staffing in addition to the director, has included neighborhood change agents, senior peacekeeper, operations administrator, accountant, and office assistants.⁴⁰

Funding

When ONS was launched, the City of Richmond allocated \$611,000 for the first year. Six years later the total ONS budget was \$3 million, half-provided by the City and the other half by grants and individual donors.⁴¹ Donations and grants included federal and state resources, Richmond Community Foundation,

³⁵ City of Richmond Office of Neighborhood Safety. (nd). 2016 Highlights. <http://www.ci.richmond.ca.us/DocumentCenter/View/41749/2016-FINAL-DRAFT-ANNUAL-SUMMARY?bidId=>. Accessed November 5, 2018.

³⁶ Wolf et al. (2015). See also <http://www.ci.richmond.ca.us/1773/Strategic-Initiatives>. Accessed November 4, 2018.

³⁷ <http://www.ci.richmond.ca.us/ArchiveCenter/ViewFile/Item/6123>. Accessed November 4, 2018.

³⁸ <http://www.ci.richmond.ca.us/DocumentCenter/View/30746/2014-Annual-Summary---OFFICE-OF-NEIGHBORHOOD-SAFETY?bidId=>. Accessed November 4, 2018.

³⁹, <http://www.ci.richmond.ca.us/271/Office-of-Neighborhood-Safety>. Accessed November 4, 2018.

⁴⁰ For additional details, see also Wolf et al. (2015).

⁴¹ Wolf et al. (2015).

East Bay Community Foundation, Kaiser Permanente Northern California Community Benefits Program, The California Endowment, and The California Wellness Foundation.⁴²

Implementation

Activities have included gang prevention services to many individuals, educational services for youth and the broader community, connecting youth with employment and/or apprenticeship opportunities, and other mechanisms to promote safe communities.

Evaluation and takeaways

The National Council on Crime and Delinquency (NCCD) conducted a useful *process* evaluation, but to date an outcome evaluation has not been conducted.⁴³ Major takeaways include the following: (1) ONS staff turnover presented challenges working with the Police Department, (2) outreach workers were stable staff members, (3) service referrals and capacity challenges working with ONS Fellows, (4) Fellows were able to secure long-term employment, (5) Three cohorts (68 Fellows) had entered the Peacemaker Fellowship by the end of 2014. As of April 2015, 94% remained alive, 84% had no new firearm injury or been hospitalized, and “79% had not been arrested or charged for gun-related activity since becoming fellows,”⁴⁴ (6) ONS developed rapport with at-risk populations, (7) NCCD notes it is impossible to disentangle ONS’s approach from concurrent city-wide violence interventions, (8) Director Boggan emphasized the importance of having the ONS focused specifically on gun violence, and (9) resources must be provided to address new challenges that develop as violence evolves.

One program outcome was evident: a positive contagion effect. In 2016, ONS reported that 28 cities in 19 states had expressed interest in how to establish an Office of Neighborhood Safety or the Richmond Fellowship Model or sought technical advice from ONS.⁴⁵ The year before, in 2015, a local newspaper reported as follows:

The program, which has received national attention for its controversial approach to reducing gun violence, will soon be replicated in Oakland, inside the Santa Clara County Probation Department, as well as in Toledo and Cleveland. Office of Neighborhood Safety Director DeVone L. Boggan is also in talks with other cities, where he frequently travels with fellows as a way to expose them to new experiences.⁴⁶

⁴² <http://www.ci.richmond.ca.us/DocumentCenter/View/30746/2014-Annual-Summary---OFFICE-OF-NEIGHBORHOOD-SAFETY?bidId=>. Accessed November 4, 2018.

⁴³ NCCD process evaluation of Richmond’s ONS (Wolf et al., 2015)

⁴⁴ Wolf et al. (2015).

⁴⁵ City of Richmond Office of Neighborhood Safety (nd). 2016 Highlights.

⁴⁶ Bay Area News Group, “Richmond: Study weighs results of controversial violence-reduction program,” September 15, 2015. <https://www.eastbaytimes.com/2015/09/15/richmond-study-weighs-results-of-controversial-violence-reduction-program/>. Accessed November 4, 2018.

Context

In 2017, Long Beach's estimated population was 469,450 within Los Angeles County with a population of 10,163,507. Nearly thirteen percent of families were living below the poverty level in the last 12 months. The 2015 murder rate for the City of Long Beach was 7.6 per 100,000 by 2017 that rate had dropped to 4.7.⁴⁷ Long Beach had a history of heavy violence in the decades prior to this extraordinary improvement. For example, in 1993 the 28.4 murder rate in Long Beach exceeded the then-national average of 24.8 per 100,000 for cities with population greater than 250,000.⁴⁸

In May 2014, the Long Beach City Council adopted and launched "Safe Long Beach". The Safe Long Beach program boasts *a comprehensive agenda across a broad range of ages to target violence at its roots*. The program seeks to deconstruct intergenerational violence, and through coordination of existing resources and use of evidence-based programs *reduce violence from domestic, child, and elder abuse to hate crimes, bullying, gang violence, and violent crime*.⁴⁹

Two years later, in 2016, as part of Safe Long Beach efforts, Long Beach launched its *My Brother's Keeper* (MBK) Local Action Plan. This effort reflected an endeavor to implement approaches to "address the needs and priorities of youth and ensure that all young people, including boys and young men of color, have the opportunity to succeed."⁵⁰ The MBK Local Action Plan encouraged Long Beach residents to commit to volunteer as mentors through a network of mentoring agencies.

Framework: focus, structure, goals, funding, and implementation process

The Safe Long Beach program includes five work groups/task forces:⁵¹ The work groups include: Safe Families, Safe Schools, and Safer Communities work groups, and My Brother's Keeper, and My Sister's Keeper task forces. These work groups/task forces are led by important agencies with resources in Los Angeles county such as LA County Department of Children and Family Services, the LA public library, or the police department to name a few. The work group/task force goals are:

- Safe Families Work group is responsible for implementing the Safe Families Coordination Plan under Safe Long Beach, with two goals: (1) Increase access to violence prevention services through development of a citywide community resource guide and improved access to services via existing Community Resource Centers, and (2) Reduce family violence through development of a multi-prong strategy to expand family strengthening programs, awareness, and education.
- Safe Schools Work Group is guided by research that low educational attainment yields negative outcomes later in the life course. Objectives of this workgroup are: (1) Increase high school graduation rates by implementing a full-service community school approach, including increased parental education and participation in schools, and (2) Decrease bullying and increase safety in and around schools.
- Safe Communities Work Group aims to decrease violence by decreasing unemployment rates, increasing civic engagement, and leadership program participation. Workgroup objectives are:

⁴⁷ FBI Uniform Crime Reports compiled at <https://www.thetrace.org/2018/04/highest-murder-rates-us-cities-list/>

⁴⁸ <https://www.thetrace.org/2018/04/highest-murder-rates-us-cities-list/>

⁴⁹ http://www.lbds.info/neighborhood_services/safe_long_beach/safe_long_beach_plan.asp,

http://www.lbds.info/neighborhood_services/lbvpp/default.aspa, and

[http://www.lbds.info/neighborhood_services/safe_long_beach/my_sisters_keeper_\(lbgr\)ip.asp](http://www.lbds.info/neighborhood_services/safe_long_beach/my_sisters_keeper_(lbgr)ip.asp)

⁵⁰ http://www.lbds.info/neighborhood_services/lbvpp/default.asp

⁵¹ <http://www.lbds.info/civica/filebank/blobload.asp?BlobID=5606>

(1) Increase community resident safety through growth in resident engagement; use of city and neighborhood improvement programs; increased use of safe spaces for children, youth, adults and seniors; and development of community watch programs in five neighborhoods, (2) Decrease unemployment rate by increasing the effectiveness of job development, employment, and job training programs, and (3) Reduce prevalence of homicides, rapes, robberies, aggravated assaults, and gang-related homicides.

- My Brother's Keeper Task Force action plan includes (1) seeing that youth enter school ready to learn, (2) read at grade level by third grade, (3) graduate from high school ready for college and career and complete post-secondary education or training, (4) successfully enter the workforce, (5) are safe from violence, and (6) are provided second chances.⁵² Bloomberg Associates and PolicyLink provided pro-bono consultation on the development of the action plan.
- My Sister's Keeper Task Force is part of the *Safe Long Beach Violence Prevention Plan*. Goals of this task force are: (1) reduce gang membership among at-risk females age ten and over, and (2) reduce human trafficking victimization for the same population within Long Beach.⁵³

Violence Prevention in Boston, MA

Context

Boston's 2017 population estimate was 685,094 within Suffolk County's population of 797,939. There were 13.9 percent of families living below the poverty level in the last 12 months.⁵⁴ The 2015 murder rate for Boston was 5.7 per 100,000 and in 2017, that rate climbed to 8.3.⁵⁵ During the five-year period from 2013 to 2017 Boston's murder rate was, on average, 70 percent of the national rate (annual range for Boston, 56% – 87% of national). However, in 1990, Boston's rate was 24.9, just below the national average of 25.6 murders per 100.000 for cities with population greater than 250,000.

Boston was the birthplace of Ceasefire, where David Kennedy developed the "Boston Model" while he was at the Harvard School of Government.⁵⁶ Ceasefire was discontinued for Boston in the year 2000. Currently the most prominent violence prevention efforts are based at the Boston Public Health Commission. Compared to the Ceasefire model, the current Boston model focuses more on the roots of crime, working to end the cycle of violence, beginning with "supporting children and families and working with them to change the social norms associated with violence."⁵⁷ Boston's approach is based on a violence prevention strategy engaging stakeholders to foster collaboration through "Supporting parents, Reducing children's exposure to violence, teaching children about peaceful conflict resolution, creating positive opportunities for teens, addressing domestic and sexual violence, [and] engaging residents in

⁵² <http://www.longbeach.gov/pages/city-news/my-brothers-keeper-local-action-plan/>

⁵³ [http://www.lbds.info/neighborhood_services/safe_long_beach/my_sisters_keeper_\(lbgrjp\).asp](http://www.lbds.info/neighborhood_services/safe_long_beach/my_sisters_keeper_(lbgrjp).asp)

⁵⁴ <https://factfinder.census.gov>

⁵⁵ FBI Uniform Crime Reports compiled at <https://www.thetrace.org/2018/04/highest-murder-rates-us-cities-list/>
<http://www.bphc.org/whatwedo/violence-prevention/Pages/Violence-Prevention.aspx>

⁵⁶ See John Seabrook, "Operation Ceasefire and the Unlikely Advent of Precision Policing," *New Yorker* (September 26, 2018). <https://www.newyorker.com/culture/culture-desk/operation-ceasefire-and-the-unlikely-advent-of-precision-policing>. According to Eoin Higgins, in "Ceasefire in Boston" (December 16, 2018), Ceasefire was discontinued in Boston in the year 2000. <https://popula.com/2018/12/16/ceasefire-in-boston/>

⁵⁷ <http://www.bphc.org/whatwedo/violence-prevention/Pages/Violence-Prevention.aspx>

violence prevention, and intervening with at-risk youth and families.”⁵⁸ The Health Commission-based program includes the four dimensions specified in Table 7.

Table 2: Component Elements of the Boston Public Health Violence Prevention Model

Model name and institutional base	Focus and intervention stage	Model elements
Violence Intervention and Prevention Program , a division of Violence Prevention at Boston Public Health Commission	Gun and street violence among youth and young adults. Intervention and prevention.	Prevention-oriented resident coalitions to reduce street violence through CBOs and neighborhood residents, promoting access to employment, summer and after-school opportunities, reducing blight, and coordinating responses to homicides and
Violence Intervention Advocacy Program at Boston Medical Center	Gun and Street violence, all ages. Intervention and prevention.	For violence victims & family: trauma recovery via skills, services, positive change and safer, healthier communities. After discharge, advocates follow victim/family.
Family Justice Center , a program of Boston Public Health Commission, an initiative of the Mayor's Office, Suffolk County DA, and Family Justice Division of Boston Police Department	Family and child violence and abuse among youth and adults. Recovery.	Provides environment to discuss family violence, sexual assault, sexual exploitation, child abuse, get help, navigate the legal system, and understand victim rights. Partner organizations offer range of free services.
Defending Childhood Initiative of Boston Public Health Commission	CSEC, family violence, and Children’s exposure to violence prevention, intervention, recovery.	Prevents, reduces exposure to violence in homes, schools, communities. Skills training for providers & residents support child and promote resilience and protective factors, family strengthening, youth engagement, social marketing, provision of behavioral health services, advocate trauma-informed policies.

Framework: focus, structure, goals, funding, and implementation process

The Mayor’s Office of Public Safety asserts that city, county, and state agencies, along with non-profit agencies, work together to fill the need with an array of services and interventions:⁵⁹

1. Early prevention – outreach and early childcare, community health center, hospital, and education systems, home visitation, and parent support services
2. Resident engagement and empowerment
3. Civic Engagement – involvement, investing resources through faith-based, corporate/business, higher education, health and hospital, and private foundations and philanthropic settings

⁵⁸ <http://www.bphc.org/whatwedo/violence-prevention/Pages/Violence-Prevention.aspx>

⁵⁹ <https://www.boston.gov/sites/default/files/document-file-02-2018/2017-violence-prevention-plan.pdf>

4. Economic and community development – to break the cycle of poverty, unemployment and underemployment through economic/infrastructure investment and supporting small businesses/entrepreneurs
5. Education – universal early education, high quality neighborhood schools, social emotional learning and wellness, positive behavioral intervention/support, safe school climate, after school activity and enrichment programs, drop-out prevention, re-engagement
6. Employment – workforce development, transitional employment (stipend), meaningful youth employment with wrap around supports, cultivating CORI (criminal record check)-friendly employers for youth and adults
7. Mental health and social service support – for those at-risk, high-risk, and proven risk: trauma-informed systems of care, citywide/neighborhood trauma response, crisis response, outreach and de-escalation, case management and advocacy, counseling and mental health services, positive youth development programs and activities, programs and activities for adults, parent and family support programs
8. Targeted enforcement and prosecution for violent offenders/active gangs (firearm violence)
9. Enhanced probation, parole, and youth services supervision for high risk offenders
10. Reentry – transitional services for returning adult and youth offenders, including advocacy regarding CORI reform and jobs
11. Legislation and Advocacy – to address current and emerging issues impacting youth violence, including Mayor’s Gun Summits, legislation and city ordinances.

Violence Prevention in Milwaukee, WI

Context

Milwaukee had a 2017 population estimate of 595,351 within Milwaukee County’s population of 952,085. Twenty-three percent of families were below the poverty level in the last 12 months.⁶⁰ The 2015 murder rate for the City of Milwaukee was 24.2 per 100,000 but that rate dropped to 19.8 in 2017.⁶¹ This reduced rate nevertheless was in the context of rates surpassing the national average for the previous decade and in 2017 surpassed the national average of cities with a population greater than 250,000.⁶²

Launched in 2006, Milwaukee’s Office of Violence Prevention was an office located in the Public Health Department that reports to the Commission on Domestic Violence and Sexual Assault and to the Mayor.⁶³ The Office brings together agencies, experts, and community resources to reduce the range of types of violence specified above especially targeting youth and young adults. November 2016, the city initiated a planning process with technical assistance from the Prevention Institute in Oakland, *The Blueprint*. “To develop a community-driven action plan to reduce incidence of interpersonal and structural violence through the development, implementation, evaluation, and sustainability of strategies that promote community safety and resilience.”⁶⁴ In 2017, released ten months later, the “Blueprint for Peace” described itself as “a comprehensive, community-driven agenda for addressing the complex factors that

⁶⁰ <https://factfinder.census.gov>

⁶¹ FBI Uniform Crime Reports compiled at <https://www.thetrace.org/2018/04/highest-murder-rates-us-cities-list/>

⁶² <https://www.thetrace.org/2018/04/highest-murder-rates-us-cities-list/>

⁶³ https://city.milwaukee.gov/health/staysafe#.W70We_IIDX5

⁶⁴ <https://spark.adobe.com/page/mrGckXjJGEnO/>;

<https://city.milwaukee.gov/ImageLibrary/Groups/healthAuthors/OVP/Reports/20171117OVP-Report-MKEBlueprintforPeace-Low-Res.pdf>

drive violence” and asserted that efforts to interrupt conflicts need to be addressed “alongside strategic and long-term investments to support youth, families, and neighborhoods most impacted by violence.”⁶⁵

Funded by the Substance Abuse and Mental Health Services Administration, an Office of Violence Prevention program, Resiliency in Communities after Stress and Trauma (ReCAST MKE), aimed to “advance healthy youth and families through community - based collaborations that promote healing, equity and justice” and “reduce the impact of trauma in Milwaukee by enhancing individual and community resilience by increasing access to activities that promote healing from trauma.”⁶⁶ The program was designed to award up to \$20,500 to Milwaukee community-based organizations promoting healing, restorative practices and resiliency among 12-24-year-olds and / or family members residing in Milwaukee priority neighborhoods. ReCAST MKE projects were to begin work in June 2018 and complete work by the end of September 2018.

The violence prevention emphasis has been on child abuse and human trafficking, domestic and intimate partner violence, sexual violence, children as witnesses to violence, community violence, gun violence, interpersonal violence, intentional injury, and homicide. The primary focus has been prevention, with intervention as a secondary focus.

Framework: focus, structure, goals, funding, and implementation process

In taking a public health approach to violence prevention, Milwaukee expresses concern about causes of violence, risk- and protective-factors, and intervention potential; uses evidence-based prevention practices; and evaluates violence prevention strategies.”⁶⁷ The city focuses on long-term and community-wide prevention strategies, whether involving social, behavioral, or environmental factors contributing to violence. Program goals include stopping shooting; restorative justice; supporting children, youth, and families; advancing economic opportunity; fostering safe, strong neighborhoods; and strengthening violence prevention efforts’ capacity and coordination.

The Plan notes the importance of (1) restorative/transformati ve justice in multiple, (2) child abuse prevention incorporates human trafficking, domestic/intimate partner violence, sexual violence, and children as witnesses, and (3) intimate partner and sexual violence must have quality treatment and healing services for survivors as well as affordable, accessible treatment services for perpetrators.

The Plan for youth notes (1) positive gender norms, (2) supporting healthy relationship development and (3) healthy gender identity, (4) comprehensive school-based violence/sexual violence/teen dating violence prevention practices; (5) trauma prevention for staff, students, and families.

Concern for economic opportunity is broad and reflects the intersection of (1) transportation, (2) regional jobs, (3) living wage, (4) economic supports for women and families, (5) expanded employment development efforts and (6) supportive services like high-quality affordable childcare.

The plan also anticipates establishment of a Violence Prevention Council, training and capacity-building for partners’ to better understand best practices for preventing violence, collaboration on strategies for systemic change, sustainable funding, and an engaged media to reduce reporting bias and frame violence as preventable and highlight solutions.

⁶⁵ <https://city.milwaukee.gov/ImageLibrary/Groups/healthAuthors/OVP/Reports/20171117OVP-PR-MKEHealthDeptLaunchesMilwaukeeBlueprintforPeace.pdf>

⁶⁶ https://city.milwaukee.gov/ImageLibrary/Groups/healthAuthors/MCDVSA/PDFs/MHD_OVPCommunityHealingProject-RFP.pdf

⁶⁷ <https://city.milwaukee.gov/ImageLibrary/Groups/healthAuthors/OVP/Reports/20171117OVP-Report-MKEBlueprintforPeace-Low-Res.pdf>

Challenges and opportunities: what has worked and what has not

The Milwaukee Blueprint called for systematic, long-term evaluation, but no data report is yet evident. It is useful, however, to reflect on the indicators proposed to assess change in rates of violence to be tracked across priority neighborhoods:⁶⁸ (1) Rates of nonfatal shootings, homicides, and youth employment, (2) Number of retaliatory homicides, (3) Youth engagement in after-school and summer programs, (4) Youth and adult safety index, (5) Public and philanthropic investment for violence prevention efforts serving priority neighborhood residents, (6) Number of programs, practices, and policies employing public health approaches to the structural/social determinants of health and safety, and (7) Awareness and use of domestic violence and sexual assault prevention services among priority neighborhood residents.

⁶⁸ <https://city.milwaukee.gov/ImageLibrary/Groups/healthAuthors/OVP/Reports/20171117OVP-Report-MKEBlueprintforPeace-Low-Res.pdf>