AGENDA REPORT

TO: Sabrina B. Landreth
City Administrator

FROM: Anne Kirkpatrick
Chief of Police

SUBJECT: Gang/Group-Involved Homicides
Informational Report

DATE: January 30, 2018

City Administrator Approval		Date	

RECOMMENDATION

Staff Recommends That The City Council Receive An Informational Report That Provides An Update On Gang/Group Involvement In Oakland Homicides For The Eighteen-Month Period of January 2016 to June 2017.

EXECUTIVE SUMMARY

This report provides an update on the Problem and Opportunity Analysis Report (Analysis Report) first initiated by the Oakland Police Department (OPD) in 2012. The goal of the Analysis Report was to better understand local crime dynamics and to inform the implementation of OPD's Ceasefire Strategy. The first Analysis Report published in 2014 provided an eighteen-month analysis of who is driving shootings and homicides in Oakland so that OPD and their partners could align resources around reducing gun violence OPD needs to examine this information to strategically address violent gun crime. This second Analysis Report examines homicides from a more recent eighteen-month period from January 2016 to June 2017 for that same purpose.

BACKGROUND / LEGISLATIVE HISTORY

OPD, in partnership with local community and faith organizations alarmed by the growing number of young men of color being killed on the streets of Oakland, organized with city leaders as the California Partnership for Safe Communities (CPSC) to introduce a strategy called Ceasefire in 2012. The three main goals of the Ceasefire Strategy are:

- Reduce gang/group-related shootings and homicides;
- Decrease recidivism and incarceration rates of individuals participating in violence interventions; and
- Strengthen police-community relations

In 2012, the CPSC began conducting Oakland's first Analysis Report study. The Analysis Report was first presented to the Public Safety Committee on March 25, 2014 in a report titled,

"Informational Report on the Status of the City's Public Safety Ceasefire Strategy to Reduce Violent Crime in Oakland." That analysis, covering the period of January 2012 to June 2013, was focused on the groups and individuals within the Oakland community who were at the greatest risk of violence to tailor interventions to reduce that risk. CPSC collected raw data from every homicide during the reporting period and interviewed OPD staff to develop a preliminary Analysis Report. As the report explains, the data showed that in 2012, a part of East Oakland (High Street to San Leandro border) comprised 60 percent of the City's shootings and homicides. This analysis also demonstrated "that roughly 15 groups and/or gangs were driving the violence in East Oakland and at any given time only a few of the groups were active in violence at a time."

The CPSC's first Analysis Report showed that 59 percent of homicides involved gang/group members and an additional 25 percent may have involved gang/group members. This analysis formed the foundation for the Ceasefire strategy and the decision to focus on gang/group member involved homicides because they represented a majority of the homicides. This latest Analysis Report was also conducted by CPSC and included Lisa Barao, who is a member of the separate analysis team led by Dr. Anthony Braga, the Director of the School of Criminology and Criminal Justice at Northeastern University. The report titled, "2016 Ceasefire Evaluation Contract" presented to the Public Safety Committee on July 12, 2016, explained that OPD is separately contracting with Dr. Braga and his analytics team on a full Ceasefire Strategy Evaluation.

ANALYSIS AND POLICY ALTERNATIVES

The Analysis Report looked at homicides from January 2016 to June 2017 as well as the groups and individuals within the Oakland community at greatest risk of violence. The analysis also helps to tailor an intervention to reduce that risk. The analysis is both qualitative and quantitative and provides an understanding of the near-term drivers of violence, including circumstances and the role of group dynamics which lead to gun violence. Most importantly, the information in the attached report titled "Oakland Homicide Problem Analysis 2016-2017" (*Attachment A*) from CPSC serves to inform public policy around the issues of shootings and homicides. The report also guides the partnership's work so that efforts are narrowly focused, informed, intentional and impactful.

Although the analysis is included as an attachment to this report and provides very detailed information, some noteworthy highlights include:

- Oakland has experienced 106 homicides annually over the last 30 years.
- The average age of homicide victims is 31.9 years of age, and the average age for other violent crime victims is 27 years of age.
- The majority of homicides in Oakland involve group or gang members as victims, suspects, or both (between 57 and 72 percent), while only 18 percent are confirmed to not be group member-involved.
- The largest driver of these homicides are ongoing group disputes within and between groups and gangs.

- Gang/group members are involved in a wide variety of crimes, but drug, property, and disorder offenses are the most common among both victims and suspects.
- Victims tend to be slightly older, but victims and suspects are otherwise nearly identical in sex and race (i.e. suspect in a homicide of a Latino male age 22 will likely be a Latino male of similar age).
- OPD identified 66 groups and gangs currently active and at significant risk of involvement in violence as of 2017.
- Most people who live within areas of Oakland where most gun violence occur are not involved whatsoever in the gun violence (less than one percent of Oakland's population is directly connected to these groups and networks).
- The risk of violence is heavily concentrated among these groups and their networks, they consist of only 0.43 percent of Oakland's population.
- Evidence suggests that groups are connected across geographic boundaries, have networks citywide, and have both alliances and feuds with groups in different parts of the Bay Area that can at times play out in Oakland.

Given the level of detailed information contained in the Analysis Report, this report provides a clear focus for the Ceasefire homicide reduction strategy. Resources and interventions must be focused on these groups and individuals in East Oakland to have an impact on homicides in the near term. Over the past several years, this strategy has also shown that even with a Analysis Report, weekly review is required due to the dynamic, unstable, cross-geographic and diverse criminal activities of these gangs/groups. As such, weekly shooting reviews are an essential component to ensure that limited resources are focused on the right people.

Beyond this second CPSC Analysis Report, the evaluation by Dr. Braga from Northeastern University on the Ceasefire program will provide OPD with more insight into impacts from this strategy. This later evaluation will be completed by June 2018 and will be presented to the Public Safety Committee.

During the implementation of this strategy in our community, faith and law enforcement partners have made it abundantly clear that to tackle the City's 30-year-old homicide problem, law enforcement, faith-based organizations, and social service providers, must not continue to work in in silos. The ongoing homicide epidemic requires that these local organizations work collectively and use reliable data and timely intelligence. Additionally, law enforcement must offer alternatives and resources to the young men at the highest risk of violence.

FISCAL IMPACT

There is no fiscal impact associated with this report.

PUBLIC OUTREACH / INTEREST

No special noticing was required for the publication of this report beyond standard reporting requirements.

COORDINATION

No additional coordination outside of OPD was required for this report.

SUSTAINABLE OPPORTUNITIES

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

Environmental: There is no environmental impact associated with this report.

Social Equity: Decreasing homicides and shootings is of utmost importance to the citizens of Oakland. Over the past 30 years, Oakland has averaged a homicide rate of 106 annually. This equates to more than 3,000 people that have been killed over this period. However, what this number does not include are the thousands of children whose lives are permanently affected by the loss of their fathers and the countless mothers and grandmothers left to pick up the pieces for future generations. A clear majority of these homicides have been directly attributed to gun violence. Since implementing this strategy in October of 2012, Oakland has seen a significant decline in shootings and homicides. Specifically, in 2012 there were 125 homicides and 553 shootings. In 2017, there were 72 homicides and 277 shootings. This is the lowest number of homicides since 2000.
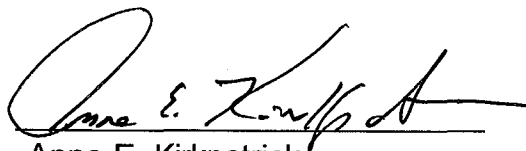
Most homicides and shootings impact young men of color, this reduction translates into more young men of color not being killed in Oakland. A majority of homicide victims in Oakland have been young men of color; therefore, the reductions in homicides have impacted communities of color who continue to face greater social and economic challenges. It is likely that the Ceasefire strategy is leading to reduced levels of shootings and homicides. Therefore, the Analysis Report will benefit all Oakland residents, OPD and its partners as we continue to develop and refine this gun violence reduction strategy.

ACTION REQUESTED OF THE CITY COUNCIL

Staff Recommends That The City Council Receive This Informational Report That Provides An Update On Gang/Group Involvement In Oakland Homicides For The Eighteen Month Period of January 2016 to June 2017.

For questions concerning this report, please contact Reygan E. Harmon, Ceasefire Program Manager, at (510) 777-8675.

Respectfully submitted,

Anne E. Kirkpatrick
Chief of Police
Oakland Police Department

Reviewed by:
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Attachments (*1*)
A: Oakland Homicide Problem Analysis 2016-2017

OAKLAND HOMICIDE PROBLEM ANALYSIS 2016-2017

Oakland Police Department

California Partnership for Safe Communities

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8. ACKNOWLEDGMENTS, SOURCES, AND BIBLIOGRAPHY

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Attachment A

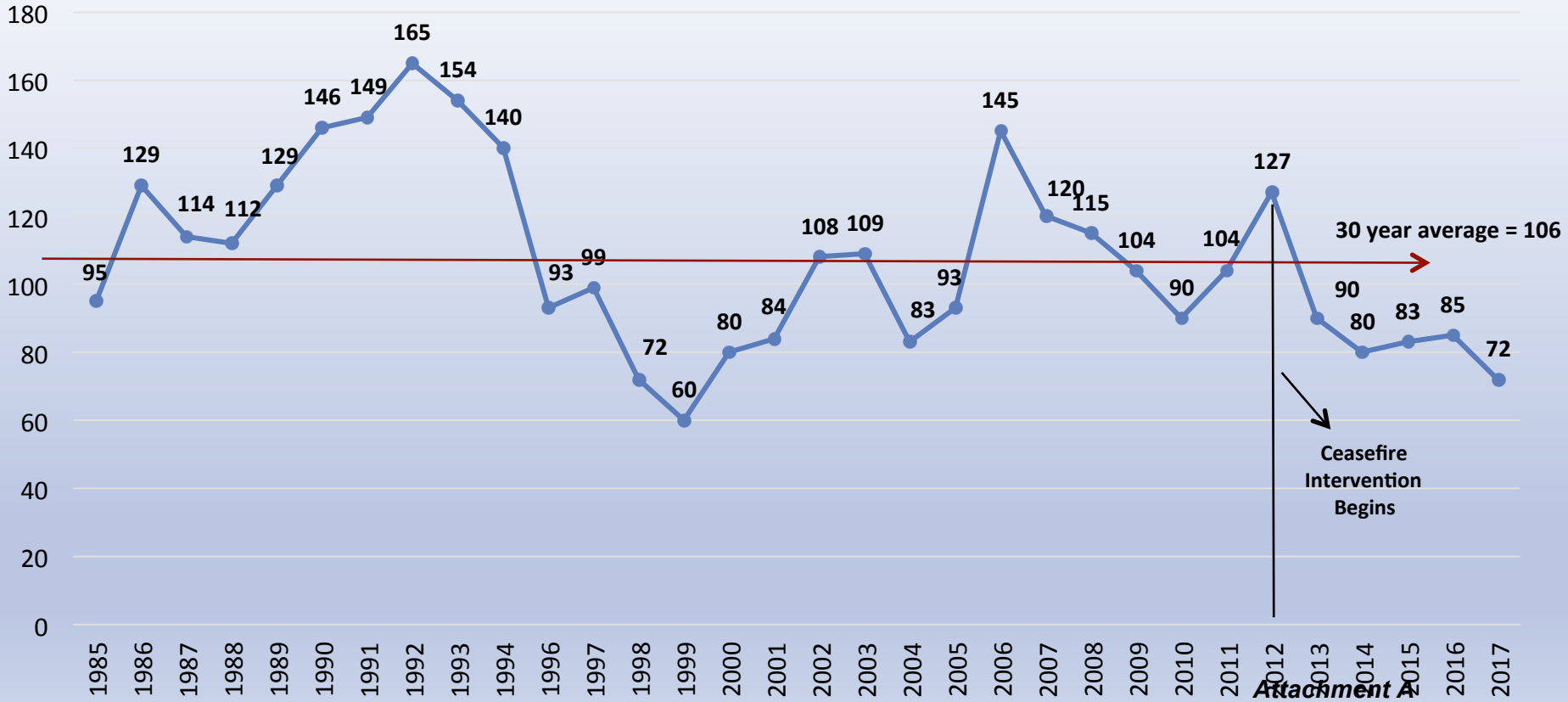# PROBLEM ANALYSIS: INTRODUCTION & OVERVIEW

Introduction and Overview

- A "problem analysis" is a set of data collection and analysis exercises designed to support the implementation of violence reduction strategies, including Ceasefire. This methodology has been developed and refined over the last 20 years, and used in dozens of cities nationally.

- This analysis establishes a common understanding of the local violence problem that guides and informs the work of civic, community, and criminal justice leaders to reduce violence.

- The problem analysis identifies the groups and individuals within a community who are at greatest risk of violence and helps tailor an intervention to reduce that risk.

- A problem analysis is primarily a practice document with implications for local policy.

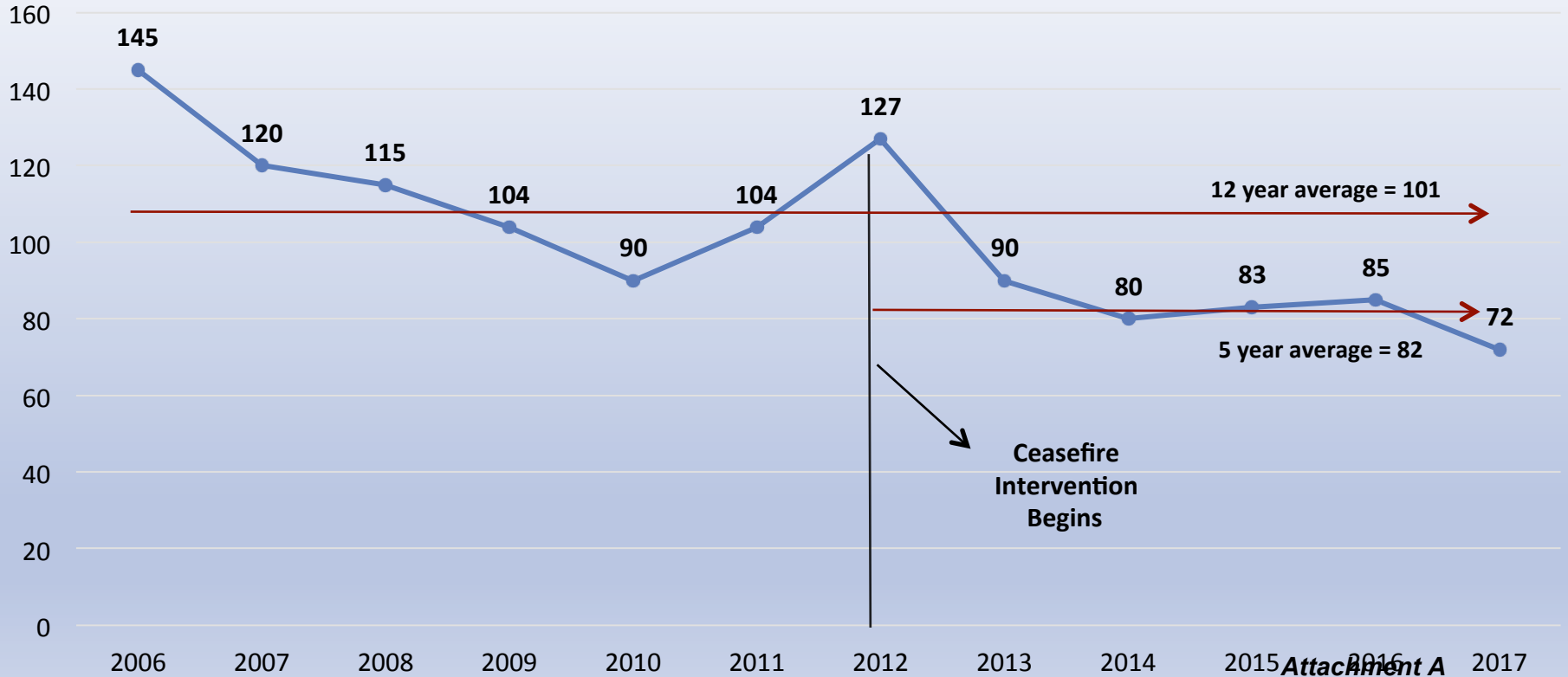*Attachment A*

Introduction and Overview

- This analysis examined all homicides in the City of Oakland from January 2016 – June 2017 (*n* = 119).

- These 119 homicides involved 198 unique victims or suspects. This analysis examines the characteristics of these incidents and the involved individuals, including demographics and criminal justice system involvement.

- The analysis also includes information on groups, gangs and networks at high risk of involvement in violence, including their size, relationships, turfs, and activities as well as the spatial concentration of violence throughout the city.

- This is intended to update the findings from the previous problem analysis from January 2012-June 2013.
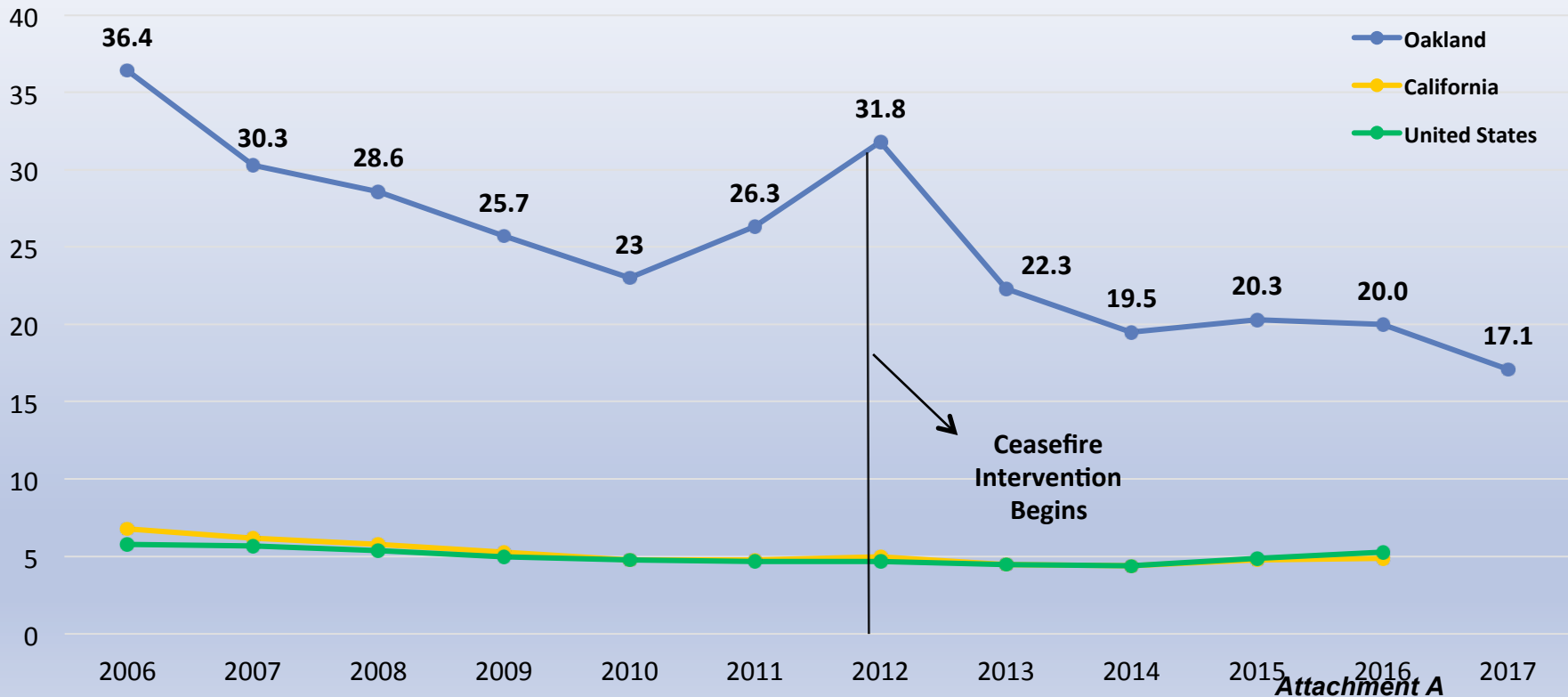
Attachment A

CONTEXT AND TREND DATA

Oakland Homicides: 1985-2017

30 year average = 106

Ceasefire Intervention Begins

Attachment A

Oakland Homicides: 2006-2017

2006: 145
2007: 120
2008: 115
2009: 104
2010: 90
2011: 104
2012: 127
2013: 90
2014: 80
2015: 83
2016: 85
2017: 72

12 year average = 101

5 year average = 82

Ceasefire Intervention Begins

Attachment A

Oakland Homicide Rate (per 100,000 population): 2006-2017

Attachment A

Oakland Non-Fatal Shootings: 2006-2017

665
499
515
369
446
550
557
469
416
341
330
277

Ceasefire Intervention Begins

2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016 2017
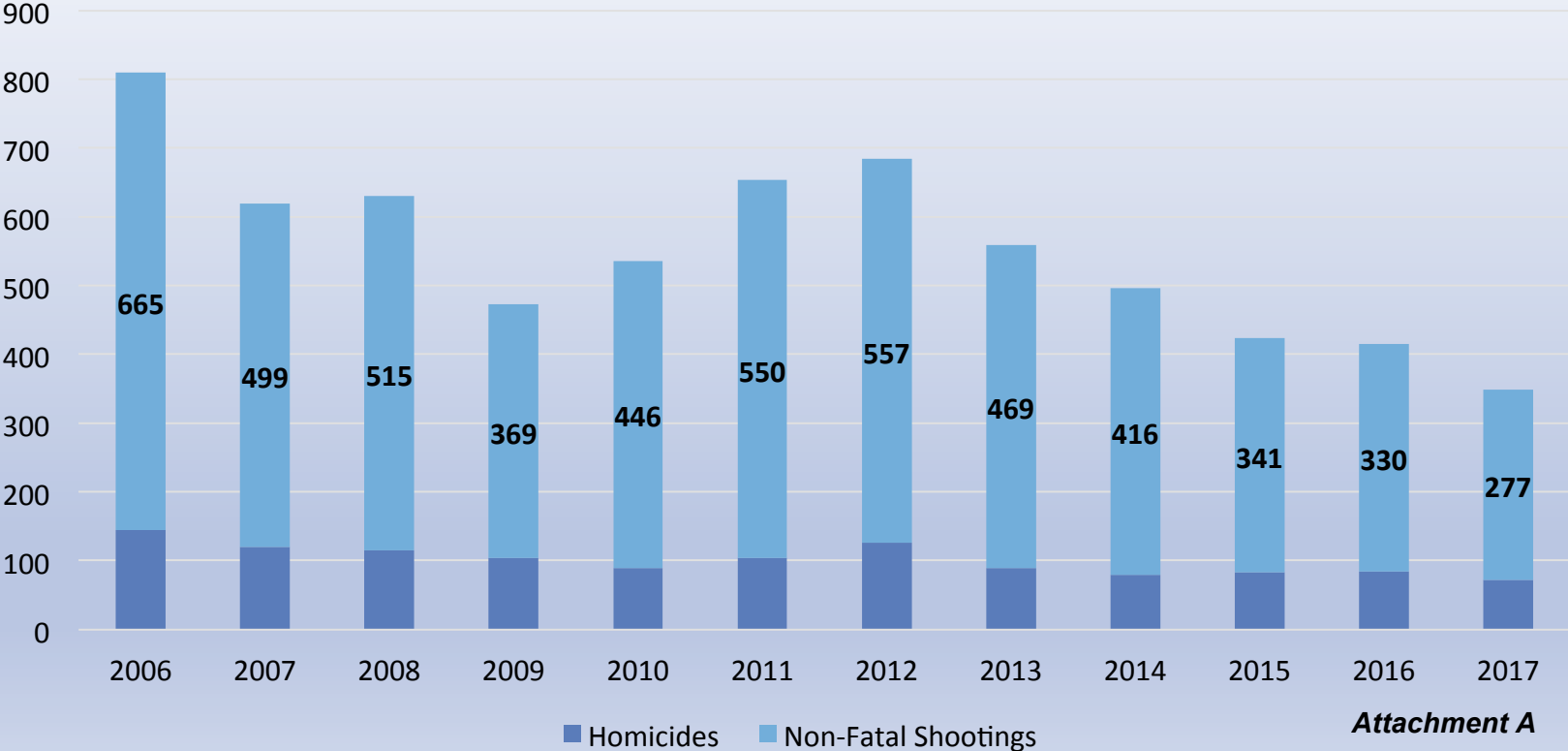
Attachment A

HOMICIDE VICTIMS AND SUSPECTS:
DEMOGRAPHICS & CRIMINAL JUSTICE SYSTEM INVOLVEMENT

Attachment A

Summary Observations:
Characteristics of Those Involved in Homicide

- Suspects and victims of homicide in Oakland are primarily African-American and Hispanic men between the ages of 18-34.

- Both suspects and victims have very extensive involvement in the justice system, averaging 9.13 prior arrests at the time of the homicide. Among individuals known to the criminal justice system, the average number of prior arrests was 11.9.

- These individuals are involved in a wide variety of crimes including violence, weapons, drug, property and disorder offenses.

- The average age of someone involved in homicide is 30. Victims tend to be slightly older, but victims and suspects are otherwise nearly identical in sex and race.

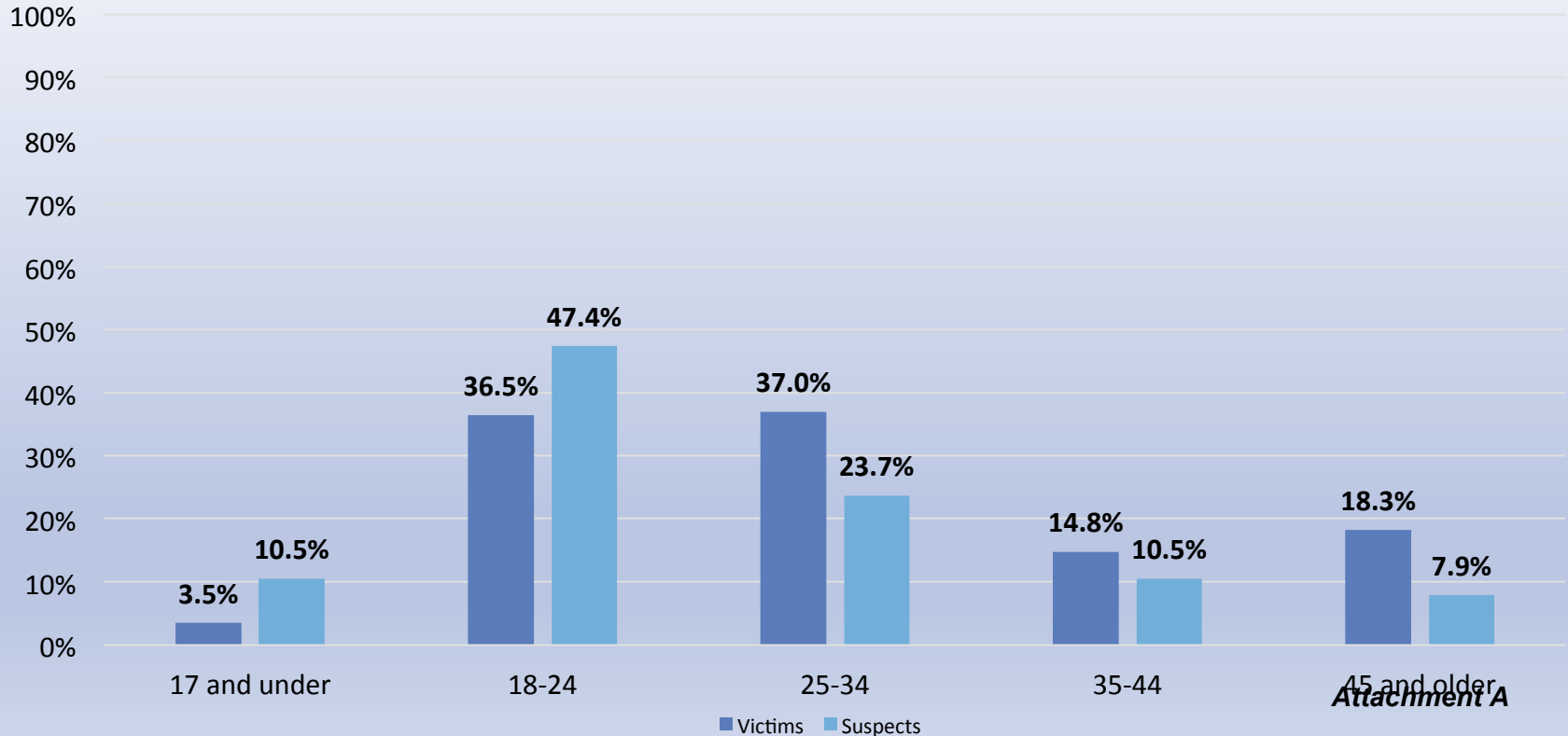*Attachment A*

Homicide Victims and Suspects:
Sex and Race

	Victims (*n*=115)	Suspects (*n*=79)	Victims & Suspects (*n*=194)	Oakland Population
Sex				
Male	88.7%	88.6%	88.7%	49.5%
Female	11.3%	11.4%	11.3%	51.5%
Race				
White	7.0%	5.1%	6.2%	25.9%
African-American	67.0%	70.5%	68.4%	28.0%
Hispanic	23.5%	20.5%	22.3%	25.4%
Asian	0.0%	2.6%	1.0%	16.8%

Homicide Victims and Suspects:
Age

	Victims (*n*=115)	Suspects (*n*=76)	Victims & Suspects (*n*=191)
Age			
17 and under	3.5%	10.5%	6.3%
18-24	36.5%	47.4%	40.8%
25-34	27.0%	23.7%	25.7%
35-44	14.8%	10.5%	13.1%
45 and older	18.3%	7.9%	14.1%
Mean Age	31.9	27.3	30.0

Attachment A

Age:
All Known Individuals Involved in Homicide (*n*=191) January 2016 - June 2017

Age	Victims	Suspects
17 and under	3.5%	10.5%
18-24	36.5%	47.4%
25-34	37.0%	23.7%
35-44	14.8%	10.5%
45 and older	18.3%	7.9%

■ Victims ■ Suspects

Attachment A

Homicide Victims and Suspects:
Criminal Histories

	Victims (*n*=118)	Suspects (*n*=80)	Victims & Suspects (*n*=198)
Known to the CJ system prior to the incident	82 (69.5%)	64 (80%)	146 (75.7%)
Of those known to the CJ System:			
Average age	32.6	27.8	30.5
Average number of prior arrests	13.2	10.2	11.9
Prior probation/parole	74.4%	67.1%	71.2%
Active probation/parole	35.4%	31.3%	33.6%
Prior incarceration	73.2%	60.9%	67.8%
Convicted of felony	72.0%	60.9%	67.1%

Attachment A

Homicide Victims and Suspects:
## Criminal Histories
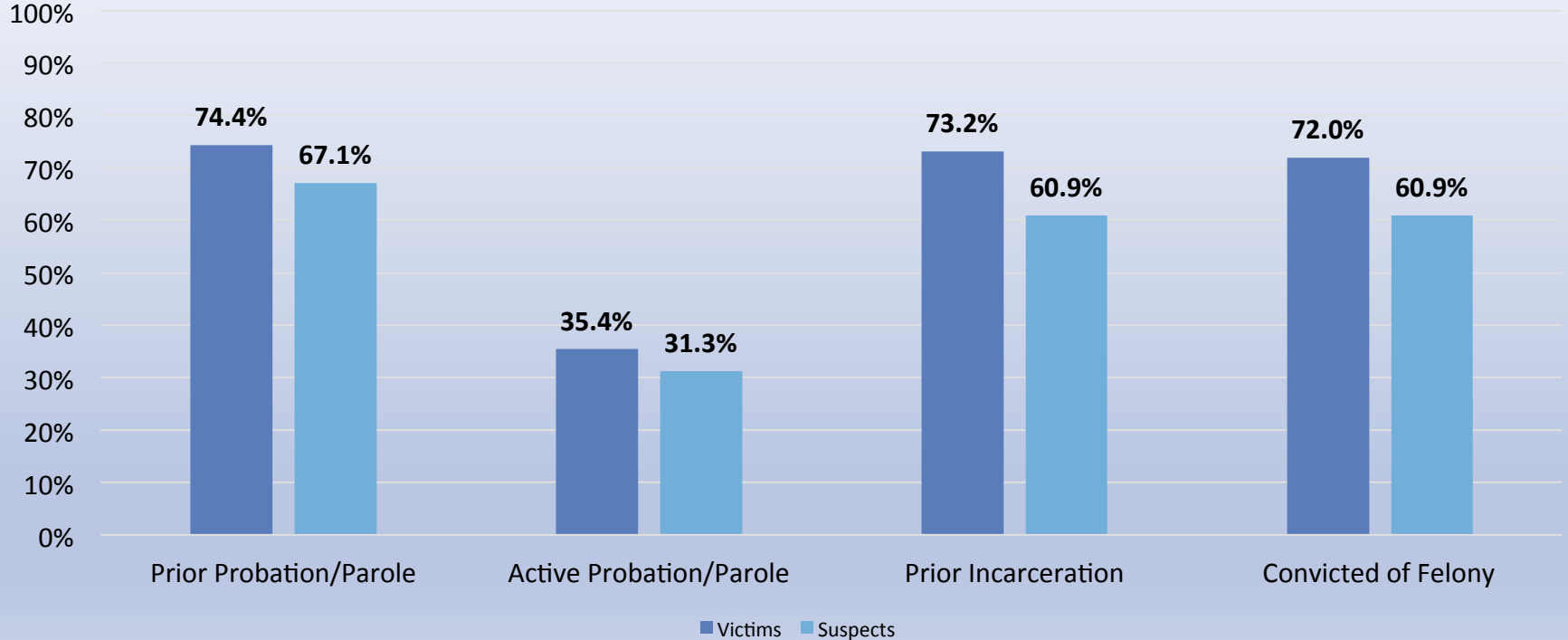
Homicide Victims and Suspects:
Criminal Histories – Average Prior Offenses

	Victims (*n*=82)	Suspects (*n*=64)	Victims & Suspects (*n*=146)
Of those known to the CJ System:			
Armed violent offenses	0.50	0.65	0.57
Unarmed violent offenses	2.09	1.81	1.97
Weapons possession	0.90	0.78	0.85
Property offenses	3.56	2.00	2.88
Drug offenses	3.00	1.88	2.51
Disorder offenses	3.20	3.08	3.14
Total	13.24	10.20	11.91

Attachment A

Homicide Victims and Suspects:
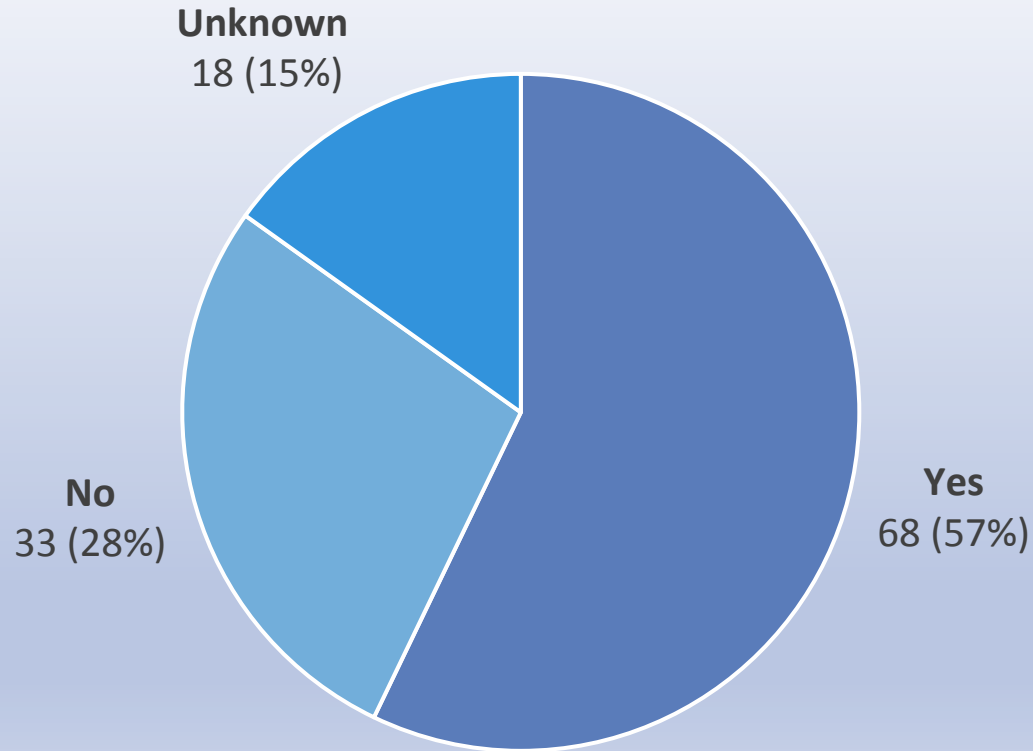## Criminal Histories – Average Prior Offenses

Attachment A
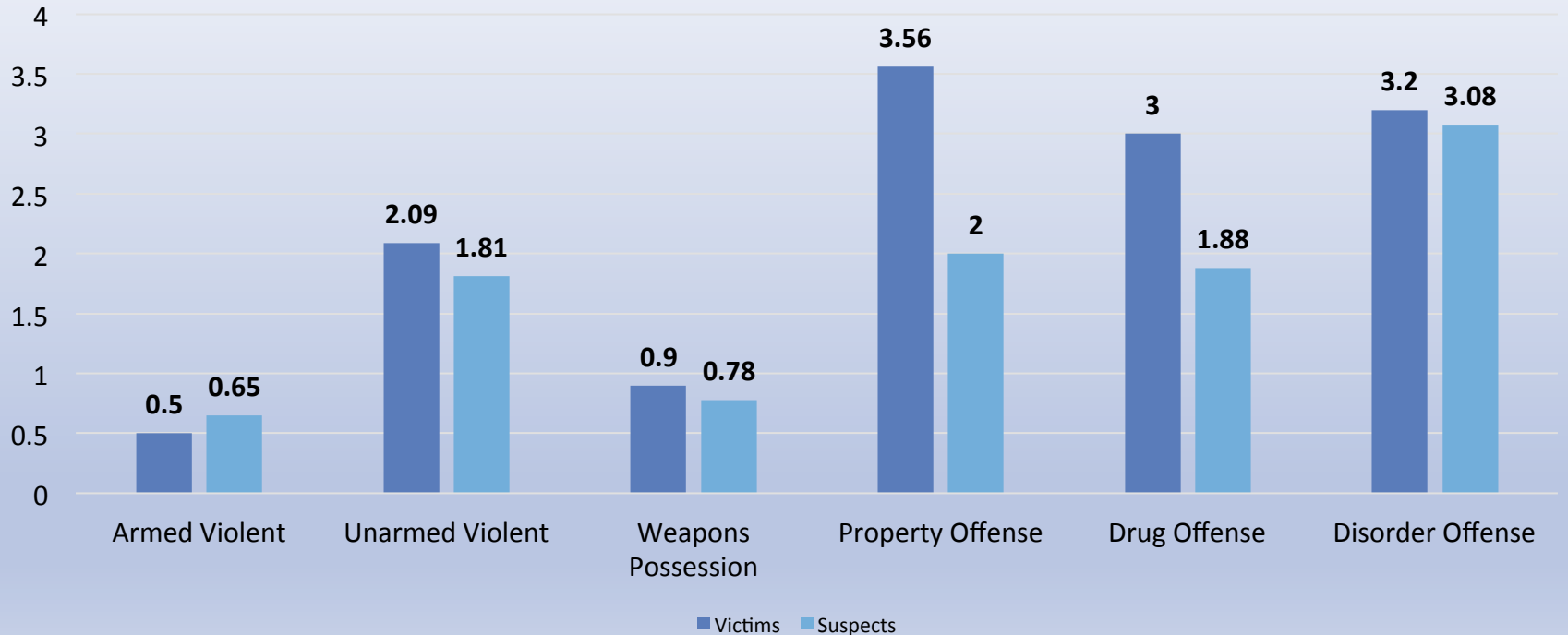
HOMICIDE ANALYSIS & GROUP INVOLVEMENT

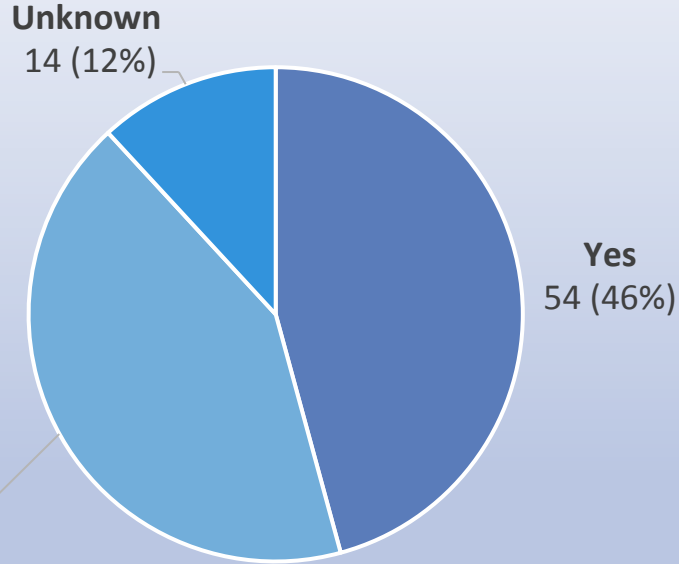*Attachment A*

Summary Observations: Homicides in Oakland

- The majority of homicides in Oakland involve group or gang members as victims, suspects, or both (57-72%).

- The largest driver of these homicides are running group disputes within and between groups and gangs.

- This is closely followed by group and gang members using violence to resolve personal conflicts or instant disputes.

- Group and gang members are also involved in a significant share of other crimes that result in homicides, such as drug-related disputes, domestic violence, and robberies.
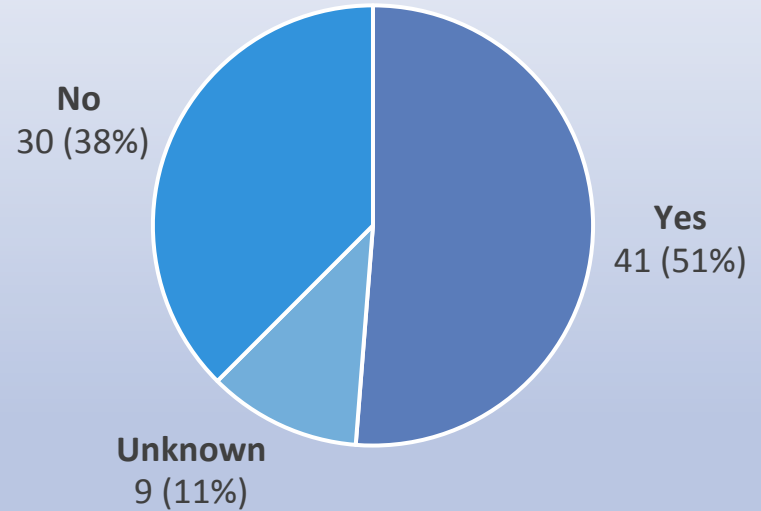
Attachment A

Group Member Involved Homicides

Unknown
18 (15%)

No
33 (28%)

Yes
68 (57%)

Attachment A

Group-Involved Victims and Suspects

Victims (*n*=118)

- Unknown 14 (12%)
- Yes 54 (46%)
- No 50 (42%)

Suspects (*n*=80)

- No 30 (38%)
- Yes 41 (51%)
- Unknown 9 (11%)

Attachment A

Homicide Circumstances and Group Involvement

	Group-Involved (*n*=68)		Not Group-Involved (*n*=33)		Unknown (*n*=18)	
	Frequency	Percent	Frequency	Percent	Frequency	Percent
Ongoing group dispute	14	20.6%	0	-	1	5.6%
Internal dispute	11	16.2%	0	-	0	-
Instant dispute	8	11.8%	8	24.2%	2	11.1%
Ongoing personal dispute	7	10.3%	4	12.1%	0	-
Drug-related dispute	7	10.3%	3	9.1%	2	11.1%
Domestic	6	8.8%	10	30.3%	1	5.6%
Unknown	6	8.8%	0	-	11	61.1%
Robbery	4	5.9%	3	9.1%	0	-
Drug Robbery	2	2.9%	0	-	0	-
Drug Business	1	1.5%	0	-	0	-
Sex trade	1	1.5%	2	6.1%	1	5.6%
Accidental	1	1.5%	1	3.0%	0	-
Robbery/burglary dispute	0	-	2	6.1%	0	-

Attachment A

Homicide Circumstances by Group Involvement

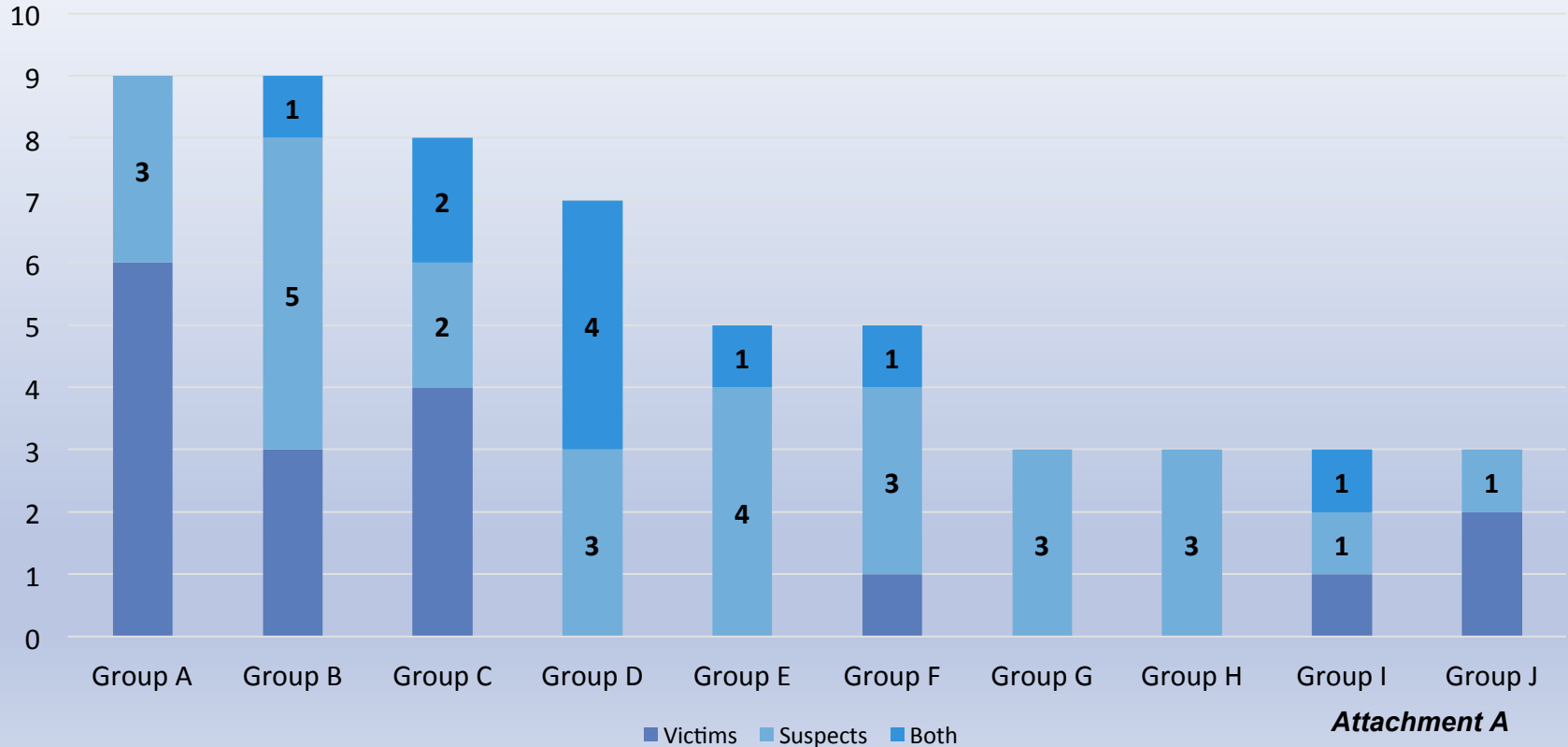| Circumstance	% of Homicides (*n*=119)	% Group Member Involved
Instant dispute	15.1%	44.4%
Domestic	14.3%	35.3%
Unknown	14.3%	35.3%
Ongoing group dispute	12.6%	100%
Drug dispute	10.1%	58.3%
Internal dispute	9.2%	100%
Ongoing personal dispute	9.2%	63.6%
Robbery	5.9%	57.1%
Sex trade	3.4%	25%
Drug Robbery	1.7%	100%
Robbery/Burglary dispute	1.7%	0%
Accidental	1.7%	50%
Drug business	0.8%	100%

HIGH RISK GROUPS AND NETWORKS

Summary Observations (1):
Groups, Gangs, and Networks at High Risk of Violence

- Oakland PD identified 66 groups and gangs currently active and at significant risk of involvement in violence as of 2017.

- These groups and gangs have an estimated <u>currently active</u> membership of 1544-1771 members (0.43% of Oakland's population).

- These groups tend to be primarily African American, primarily Latino, or primarily Asian, though some are racially mixed.

- Of these 66 groups, 10 were associated with the greatest amount of homicides (55) from January 2016 – June 2017. These 10 groups have an estimated currently active membership of 654-714 members.   *Attachment A*

Summary Observations (2):
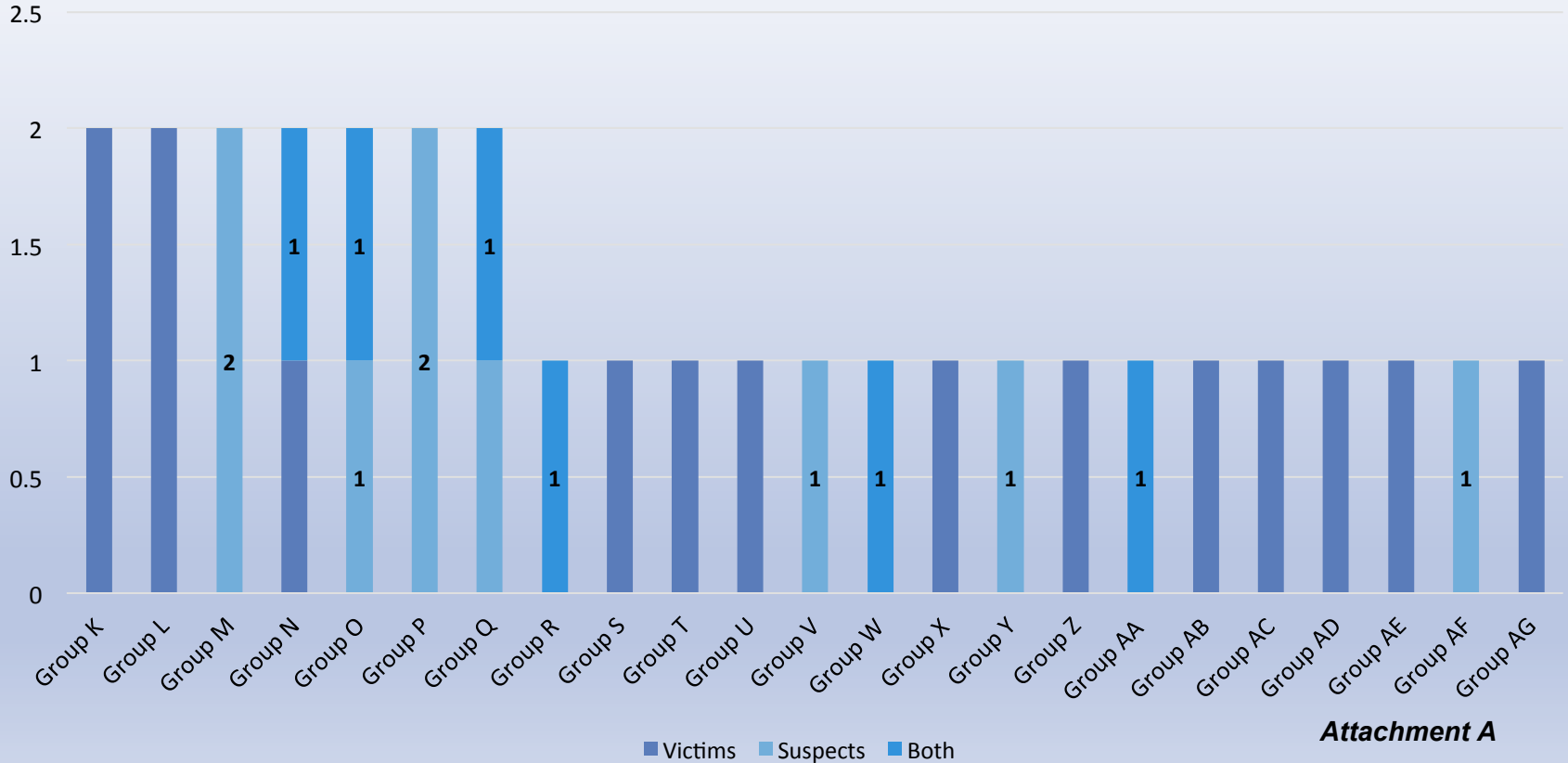# Groups, Gangs, and Networks at High Risk of Violence

- Relative to 2012-2013 Problem Analysis, total group membership estimates increased significantly (from 1000-1200 total members to 1500-1700 total members).

- **OPD leaders attribute this increase to several factors, including**:
  - The emergence of two "umbrella groups" that developed very large membership drawn both from pre-existing groups forming alliances and new members.
  - A significant increase in group intelligence from social media platforms frequented by group and gang members

- That said, the overall number of homicides during this period 2016-2017 is **-30% less** than the same time period in 2012-2013.

- Thus, increased group membership or OPD knowledge of group membership is not connected to rates of gun violence.

Attachment A

Groups Involved in Three or More Homicides

Attachment A