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17 MAR 31 AM 9: 20

AGENDA REPORT

TO:

Members of the

Life Enrichment Committee

FROM:

Council President Larry Reid,

Councilmember McElhaney

SUBJECT:

Establishing a Department of

Violence Prevention

DATE:

3/30/17

RECOMMENDATION

Council President Larry Reid and Councilmember Lynette Gibson McElhaney recommend that the City Council adopt an ordinance amending Chapter 2.29 of the Oakland Municipal Code entitled "City Agencies, Departments and Offices" to create the Department of Violence Prevention which will have as its mission eliminating serious violent crime in Oakland and providing advocacy and services to reduce trauma for those harmed.

EXECUTIVE SUMMARY

It is past time for Oakland to take radical action to reduce violence. Generations of Oaklanders have suffered violence in California's most dangerous large city. In fact, Oakland is consistently identified as one of the ten most dangerous major cities in the country. Over the past 20 years, each year Oakland will lose at least 85 residents to homicide and handle nearly 900 domestic violence calls. Violent crime in Oakland disproportionately impacts communities of color, especially African Americans, who suffer from epidemic levels of domestic violence, gun violence and whose children are more likely than anywhere elsewhere in the region to be commercially sexually exploited.

Since the passage of Measure Y in 2004, Oakland voters have directed millions into violence prevention programs to prevent homicides but have yet to realize the 30-40% reduction in violent crime other cities have attained after implementing focused deterrence strategies. Despite modest progress, voters approved the 2014 Oakland Public Safety and Services Violence Prevention Act (known as Measure Z). Only eight years remain to make good on the promise made to voters. The City must act now to show a breakthrough in reducing violent crime.

Council President Reid and Councilmember McElhaney propose that Oakland establish a Department of Violence Prevention (DVP) that will be dedicated solely to preventing serious violent crime. In an organizational structure that builds upon best practices of more successful cities, the DVP will incorporate all existing non-sworn Measure Z resources and create a director level position, the Chief of Violence Prevention, who will be tasked with establishing the strategic plan to seriously reduce violence and address the related traumatic impacts suffered by Oakland families. This organizational structure mirrors that of more successful cities and is consistent with the City Council's creation of the Department of Transportation and Office of Animal Services in that by providing dedicated leadership the City will realize the improved focus, coordination and accountability required for success.

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The mission of the DPV is to work to dramatically reduce violent crime and to serve communities impacted by violence to end cycles of trauma. The first initiative of the DVP will be the implementation of the 80-80-3 initiative – the Council's call to realize an 80% reduction in homicides and shootings and an 80% homicide clearance rate within the next 3 years.

In passing Measure Z, Oakland voters affirmed their belief that addressing violence requires equal investments in enforcement (OPD) and community based interventions (Oakland Unite) to heal those who have been traumatized and those who are likely to traumatize others. In establishing the DVP, the City Council will elevate Oakland Unite into a peer-to-peer relationship with OPD so that both violence intervention and enforcement have equal levels of leadership and accountability within the City organization.

BACKGROUND / LEGISLATIVE HISTORY

Measure Z

The 2014 Oakland Public Safety and Services Violence Prevention Act (known as Measure Z) reauthorized the original 2004 act for an additional 10 years to provide approximately \$22 million annually to seriously reduce violent crime. Measure Z funds \$2 million annually for the fire department, 3% for audits and evaluation, and divides the remaining funds as follows: 60% for community policing strategies in OPD and 40% for community-focused violence prevention and intervention strategies. The community-focused strategies are directed at: supports for those at high-risk of involvement in violence, reentry services, violence interruption services, crisis management and case management for commercial sexually exploited children (CSEC), domestic violence (DV) survivors, and witnesses to violence and innovative strategies to seriously prevent violence and heal those impacted by violent crimes.

Currently, the administration of the non-sworn strategies funded by Measure Z is housed within the Department of Human Services, in the Policy and Planning Division, as a suite of programs branded as Oakland Unite. In the last budget cycle, Oakland Unite comprised 15.49 FTEs including a Human Services Manager reporting directly to the Human Services Department Director. The FY15-16 financials report that Oakland Unite's budget totaled \$8.7 million dollars. Formal evaluation of Oakland Unite reveal that the programs have successfully served many clients and greatly reduced recidivism rates among their client base. The 2015 evaluation conducted by RCD also identified improvements that Oakland Unite operations have made as well as a number of areas for improvement to better coordinate service delivery and build greater capacity in the partnering CBOs.

Ceasefire

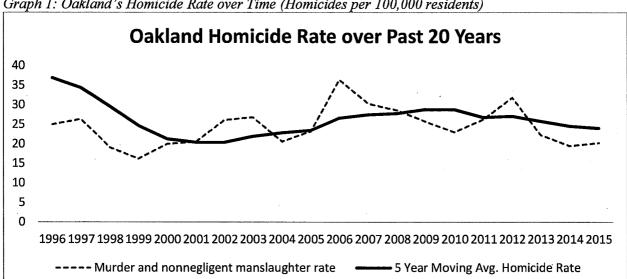
Key to our current violent prevention efforts is the implementation of the ceasefire strategy in OPD. Ceasefire is a data driven strategy that identifies individuals who are most at risk of being involved in gun violence. Ceasefire provides direct and respectful communication to these individuals about their risk and then offers an array of services, supports and opportunities, including intensive case management and life coaching as well as job training and placement. Services are coordinated through Oakland Unite. OPD also conducts focused enforcement to prioritize combating gun violence. After two failed starts, the City retooled its Ceasefire efforts in 2013 and hired a full-time Ceasefire manager placed in OPD. The next year, the City experienced a 30% reduction in homicides. Since that initial reduction, the levels of violence have plateaued.

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Performance Challenges: Stalled Reductions in Violent Crime

Since 2008, all Bay Area Cities have seen a 17% reduction in the homicide rate while Oakland's average homicide rate has only fallen slightly by 8.44% or approximately 2 murders per 100,000 residents¹. Graph 1: "Oakland's Homicide Rate over Time" below illustrates how Oakland has at times experienced modest year-over-year reductions in homicides but has never consistently broken below a rate of approximately 20 homicides per 100,000 residents (California's rate is approximately 4 homicides per 100,000 residents).



Graph 1: Oakland's Homicide Rate over Time (Homicides per 100,000 residents)

Oakland's economic expansion and modest overall decline in homicides masks the heartbreaking fact that African Americans are murdered at the same rate as residents of the most violent countries in the Western Hemisphere. Disturbingly, homicides for young African American men aged 15 to 35 (420 homicides per 100,000 young black men) exceeds the loss of life experienced by American soldiers during the 'Surge' period of the recent war in Iraq (355 violent deaths per 100,000 soldiers)³.

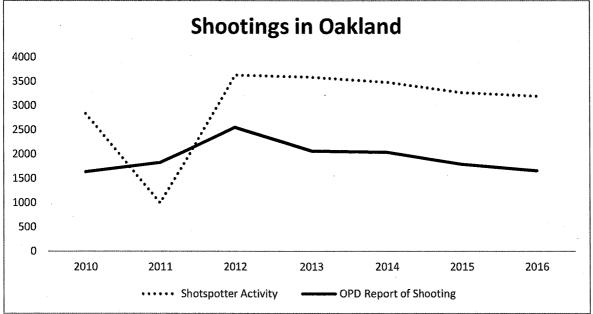
'Graph 2: Shootings in Oakland from 2010 to 2016' below illustrates that shootings in Oakland have also returned to the same levels as before the 2012 spike in violence crime.

¹ These figures were calculated by comparing the averages of two four year periods, 2008 to 2011 and 2012 to 2015. The Bay Area's reduction during that time frame was 5.4 to 4.5 per 100,000 residents. All violent crime data comes from the FBI's Uniform Crime Reporting Database. (25.6 to 23.5 per 100,000 residents or approximately

² Please see Appendix A for a full chart on comparative homicide rates.

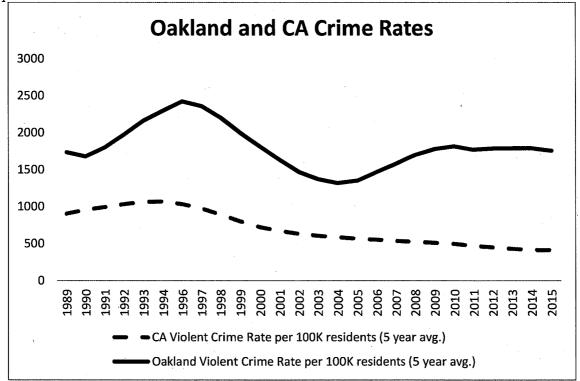
³ https://www.cbo.gov/sites/default/files/113th-congress-2013-2014/workingpaper/49837-Casualties WorkingPaper-2014-08 1 pdf Table 1 - total deaths for US military during the 'Surge' was the 355 per 100K troop year number while the hostile rate for deaths caused directly by battle was only 296.

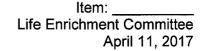




'Graph 3: Oakland and CA Violent Crime Rates' below illustrates that there has been almost no progress on reducing the violent crime rate in Oakland over the past twenty years. During the same time, violent crime decreased significantly across the state.

Graph 3: Oakland and CA Violent Crime Rates





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Domestic Violence and CSEC

Domestic violence (DV) and the Commercial Sexual Exploitation of Children (CSEC) remain untreated epidemics in Oakland. Oakland is commonly known as an epicenter of human trafficking and the sexual exploitation of children, especial children of color. Similarly, domestic violence disproportionately impacts women of color⁴ and occurs in Oakland at twice the rate of either Alameda County or the State of California.⁵ Researchers are beginning to identify links between community violence and both DV and CSEC which inflict deep trauma on children who witness or are victims of these crimes.⁶

The Costs of a Promise Delayed

Oakland has been traumatized by the epidemic of violence for generations. For adults, a shooting incident means missed days of work, exorbitant medical costs, lost wages, PTSD and/or profound grief and fear. For children, exposure to interpersonal or community violence can cause changes in their developing brain chemistry which is linked to increased aggression, post-traumatic stress disorder, and life-long challenges with mental well-being. Recently, research has also found that exposure to community violence is linked to increased sexual risk-taking, substance abuse, and problematic peer relationships. 10

The entire City of Oakland also bears an enormous financial burden for violent incidents. Each shooting or homicide requires at minimum one sergeant and eight officers and as much as the entire force of a police area for hours. Reducing Oakland's rate of shootings and homicides by half would, at minimum, free 15.5 full-time patrol officers and almost 2 full-time sergeants per year to prevent auto thefts, reduce burglaries and assaults, and address quality of life crimes. Researchers have estimated that the total cost of a homicide to society (including all criminal justice expenses and lost wages) approaches \$1.5 million dollars without accounting for any intangible costs of pain and suffering.¹¹

PROPOSAL – Transformative Leadership for Transformative Change

Placing Violence Prevention Services in Its Own Department Follows Best Practices

⁴ http://www.acphd.org/media/427869/ac_dv2015.pdf

¹⁰ Per 100,000 residents, Oakland has averaged 872 calls for service for domestic violence from 2010 to 2015. Over the same period, the state rate was 415 and Alameda County's rate was only 405 calls for service. Source: https://openjustice.doj.ca.gov/crime-statistics/domestic-violence

⁶ International Journal of Child, Youth and Family Studies (2014) 5(4): 493–587 In Harm's Way: A Special Issue on the Impacts and Costs of Witnessing Intimate Partner Violence. A COMPREHENSIVE REVIEW OF THE LITERATURE ON THE IMPACT OF EXPOSURE TO INTIMATE PARTNER VIOLENCE FOR CHILDREN AND YOUTH

https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2821658/

http://citeseerx.ist.psu.edu/viewdoc/download?doi=10.1.1.500.9936&rep=rep1&type=pdf

https://www.hks.harvard.edu/urbanpoverty/Urban%20Seminars/May2000/Felton%20paper.pdf

¹⁰ https://link.springer.com/article/10.1007/s10615-014-0506-1

https://www.ncbi.nlm.nih.gov/pmc/articles/PMC2835847/

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Cities across the country have experienced dramatic reductions in violent crime after establishing departments similar to the DVP. These cities all use focused deterrence methods: evidence based programs and strategies also known as 'Pulling Levers' or the Group Violence Reduction Strategy approach used to reduce a specific form of crime. The basic framework includes: 1213

- 1) Identification of specific crimes to be addressed
- 2) Formation of an interagency enforcement group
- 3) Identification of those individuals at highest risk of committing the specific crimes
- 4) Special enforcement activities targeting these groups to substantially influence their perception of consequences
- 5) Matching enforcement with services and contact by leading community voices to interrupt violence and provide an alternate path for high risk individuals
- 6) Repeated, clear communication with high risk groups about the heightened scrutiny and consequences for continued criminality (often through call-ins or custom notifications)

Oakland differs dramatically from very successful cities in how it implements the fifth pillar: programs aimed at changing the lives of those at highest risk of offending. Oakland's programs, run by Oakland Unite, exist within a larger department while successful cities have their programs report directly to the city's chief executive. A Chief of Violence Prevention will evaluate existing systems to determine how other best practices from other cities apply to Oakland.¹⁴

Appendix B contains more details on the various programs of other cities, the effectiveness of their interventions, and their organizational structure.

Meeting The Promise: The Benefits Of Dedicated Leadership

This ordinance proposes to move Oakland Unite into its own department that would be led the Chief of Violence Prevention – a director level position that is peer-to-peer with the Chief of Police. This structure delivers what the public has expected since Measure Y – equal attention to enforcement, intervention, and prevention strategies.

This structure equips a highly competent leader with the ability to:

Coordinate programs and initiatives to improve results. In establishing the DVP, the Council will task the department with achieving an 80-80-3 breakthrough: an 80% reduction in homicides

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¹² https://nnscommunities.org/uploads/Pulling Levers.pdf

https://www.crimesolutions.gov/PracticeDetails.aspx?ID=11

¹⁴ https://nnscommunities.org/uploads/GVI Guide 2016.pdf specifically pages 57-60 "organizing the social service structure" Needed services should be provided in a streamlined and coordinated manner.

Service providers must agree to prioritize high-risk clients and to provide extremely fast response times.

[•] One service provider should be the single intake point who provides case management, refers clients to other service providers as needed, and tracks service uptake and outcomes across all service providers.

[•] Social service agencies are represented at any larger working groups to influence policy and report on social services and violence interruption services.

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and an 80% clearance rate for homicides including cold cases in the next three years. Interrupting cycles of violence before a homicide is committed requires that social services funded by Oakland Unite, influential members of the community, coordination with the District Attorney, and intelligence based policing in OPD all buy-in to the strategy and work closely together. Breaking Oakland's cycles of violence requires the dedicated attention of a director level leader to drive systems change with officials about resource allocation, community members about buy-in and messaging, and within government to align efforts.

Provide focus and accountability for the prevention of serious violent crimes. The DVP will lead the City's non-sworn efforts to drastically reduce violence. The department's mission of violence *prevention* will complement the Oakland Police Department's mission of violence *suppression*. The Chief of Violence Prevention will be tasked with moving the City towards the policies, programs and strategies needed to achieve the 80/80/3 breakthrough in violent crime. Empowering the Chief of Violence Prevention for success means moving Oakland to focus on impact so that Oakland Unite can grow beyond only measuring activities.

Sustain high quality community engagement. Violence prevention efforts require close coordination with community members who influence those at highest risk of violence. Only continued and intentional community engagement will help overcome the deep mistrust that exists between law enforcement and communities of color.

Attract increased funding from foundations and philanthropy. A Chief of Violence Prevention will be able to use the increased visibility of the department to attract increased grant funding and support from philanthropy.

Expand the vision of Oakland Unite so that all aspects of the community's trauma are healed. Oakland needs to better serve the families of victims of gun violence by providing coordinated crisis management after a shooting or homicide. Additionally, the DVP will need to provide improved advocacy for families still suffering from the unsolved murder of a loved one. Similarly, the Chief of Violence Prevention will work towards preventing sexual and family violence from occurring in the first place in addition to rescuing and healing survivors.

The mission of the DPV is to work to dramatically reduce violent crime and to serve communities impacted by violence to end cycles of trauma. Oakland's children of color experience an astonishing amount of violence – gun violence, domestic violence and sexual trafficking – that lead many to live lives of fear, anger, and mistrust that all too often end with the victimization of others. A DVP will have as its central tenet the belief that violence can be dramatically reduced through preventative interventions that heal these complex traumas and provide survivors with the tools and resources needed to escape cycles of violence.

FISCAL IMPACT

The fiscal impact will be limited to the salary cost of a new Department Director level position. Any additional funding for this and any recommended additional position will be brought before the City Council in budget discussion for the FY17-19 budget. Early discussions with foundations indicate a willingness to seed the department with funding for the director's position for the first budget cycle.

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COORDINATION

Three separate bodies will coordinate the City's efforts to dramatically reduce violent crime:

- The Mayor's Director of Public Safety this political appointee serves to advise the
 Mayor on public safety policy and is positioned to play an active role to interface with
 and convene other governmental agencies to establish regional support for Oakland's
 efforts to become one of the safest cities in the region. This role, while complimentary to
 the DVP, is broadly focused on all aspects of public safety, including law enforcement.
- The Chief of Violence Prevention will be responsible for crafting the strategic plan for Oakland's violence interruption and prevention efforts and for directly managing the non-sworn Measure Z investments. The position will also leverage additional grants and other resources to significantly interrupt Oakland's historic cycle of violence. An administrative position, the incumbent will be serve peer-to-peer with the Chief of Police in establishing a holistic and comprehensive approach to reductions violence, insulated from election cycle disruptions associated with political appointees.
- The Chief of Police's will contribute to violence prevention through fully implementing the Ceasefire philosophy and improving the department's clearance rates to reduce incidents of retaliatory violence.

ACTION REQUESTED OF THE CITY COUNCIL

Adopt an ordinance amending Chapter 2.29 of the Oakland Municipal Code entitled "City Agencies, Departments and Offices" to create the Department of Violence Prevention which will have as its mission eliminating serious violent crime in Oakland and providing advocacy and services to reduce trauma for those harmed.

For questions regarding this report, please contact Alex Marquese, Sr. Legislative Analyst, at (510) 238-7031.

Respectfully submitted,

Councilmember Lynette Gibson McElhaney Oakland City Council, District 3

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Subject: Creating the Department of Violence Prevention

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Prepared by: Alex G. Marqusee, Sr. Policy Analyst Office of Councilmember McElhaney

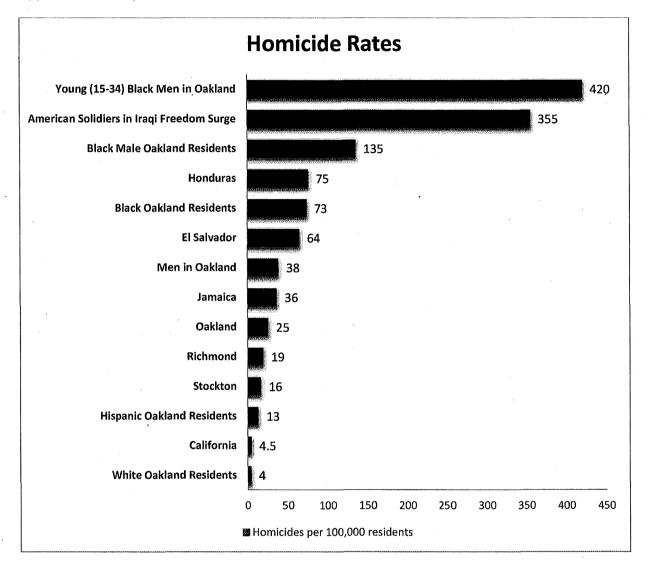
Attachments (#):

Appendix A: Comparative Homicide Rates – 2015 Attachment B: Comparison Chart of Cities Implementing Violence Prevention Departments

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Appendix A: Comparative Homicide Rates - 2015



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Attachment B: Comparison Chart of Cities Implementing Violence Prevention Departments

City	Name of Intervention	Program Components	Time Period for Intervention	Impact on Gun Violence	Organizational Structure
Oakland, CA	Oakland Unite	Case management, community building, job training and placement, and crisis response	2012 – Present.	Formal evaluation in progress. 8% decline from 2008-2011 to 2012-2015 periods. Ceasefire fully implemented in 2012.	Office reporting to DHS Director
Richmond, CA	Office of Neighborhood Safety)	Operation Peacemaker Fellowship provides and coordinates trauma responsive services and opportunities for those at highest risk	2008 - present	71% reduction in gun violence leading to injury or death from 2007-2016	Office reporting directly to City Administrator
Louisville, KY	Office of Safe and Healthy Neighborhoods	Coordinate community and civic efforts	2013-present	No evaluation as of yet.	Department reporting to the Mayor (Chief Executive)
Stockton, CA	Office of Violence Prevention	Operation Peacekeeper and Operation Ceasefire: Focused deterrence enforcement /Pulling Levers	1997-2002, recently launched again.	An overall 42% decline in gun homicides between 1997-2002.	Office of Violence Prevention reporting to City Manager.
San Francisco, CA	Office of Violence Prevention Services	Coordination of services for those at high-risk of violence, street outreach, employment and policy development	2012-Present	25% reduction in homicides between 2012 and 2015.	Office reporting directly to the Mayor (Chief Executive).
Milwaukee, WI	Office of Violence Prevention	Policy development and advocacy, community outreach, coordinating violence prevention programs	2016-present	Initiative started in November 2016.	Office reporting directly to the Mayor (Chief Executive).
Washington, DC	Office of Neighborhood Safety and Engagement	Administering fellowship model of violence prevention.	2016-present	Enabling legislation passed June 2016.	Office with Chief Executive appointed by the Mayor.

Sources: Oakland: FBI UCR Data; Richmond: FBI UCR Data and http://www.ci.richmond.ca.us/DocumentCenter/View/41749; SF http://www.crimesolution.sfgov.org/; Louisville https://louisvilleky.gov/government/safe-healthy-neighborhoods/; Stockton: https://www.crimesolutions.gov/ProgramDetails.aspx?ID=51; Milwaukee https://city.milwaukee.gov/health/staysafe/health/gunViolence#.WN1f59Lytpg; Washington, DC https://lims.dccouncil.us/Legislation/B21-0360

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INTRODUCED BY COUNCIL PRESIDENT LARRY REID AND COUNCILMEMBER LYNETTE GIBSON MCELHANEY

APPROVED AS TO FORM AND LEGALITY

CITY ATTORNEY'S OFFICE

OAKLAND CITY COUNCIL

ORDINANCE	NO.	C.M.S.

ORDINANCE AMENDING 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 TRUAMA IN IMPACTED COMMUNITIES

WHEREAS, the City of Oakland has suffered from generations of violence and is the most dangerous large city in California and consistently one of the ten most dangerous major cities in the Country; and

WHEREAS, violent crime in Oakland disproportionately impacts communities of color who suffer from epidemic levels of gun violence and domestic violence and whose children are more likely to be commercially sexually exploited; and

WHEREAS, exposure to interpersonal or community violence traumatizes children and has been linked to developmental challenges that may cause life-long challenges with mental health, substance abuse and aggression that can perpetuate cycles of poverty and violence; and

WHEREAS, the voters of the City of Oakland first approved the Public Safety and Serves Violence Prevention Act in 2004 and then reauthorized the Act in 2014 to provide a dedicated funding stream for community policing and community-focused violence prevention and intervention strategies; and

WHEREAS, for the past few years, progress reducing violence crime has stalled and community-focused violence prevention strategies funded by the aforementioned investments has not produced a breakthrough in reducing violence crime promised by the campaign to reauthorized the 2014 Act; and

WHEREAS, it is the intention of the City of Oakland to reorganize the administration to provide dedicated leadership that solely focuses on successfully implementing community-focused violence prevention and intervention strategies and that can increase the impact of the programs to make meaningful progress in reducing serious violent crime and healing the trauma inflicted by crime; and

WHEREAS, Section 600 of the Charter of the City of Oakland provides that the City Council shall by ordinance provide the form of the organization through which the functions of the City under the jurisdiction of the City Administrator are to be administered; and

WHEREAS, Chapter 2.29 of the Oakland Municipal Code is revised from time to time to change the City organizational structure; now, therefore

THE CITY COUNCIL OF THE CITY OF OAKLAND DOES ORDAIN AS FOLLOWS:

SECTION 1. The City Council finds and determines the foregoing recitals to be true and correct and hereby adopts and incorporates them into this Ordinance.

SECTION 2. Oakland Municipal Code Chapter 2.29, which establishes the City of Oakland organizational structure, is hereby amended to modify sections as set forth below; additions are indicated by underscoring and deletions are indicated by strike through type; portions of the Chapter not cited or not shown in underscoring or strike-through type are not changed.

2.29.190 – Department of Violence Prevention

There is established in the City Government a Department of Violence Prevention which shall be under the supervision and administrative control of the City Administrator. The powers, functions, and duties of said Department shall be those assigned, authorized and directed by the City Administrator. The management and operation of the Department of Violence Prevention shall be the responsibility of the Chief of Violence Prevention, who shall serve as 'department head' within the meaning of Article IX of the City Charter, subject to the direction of the City Administrator.

SECTION 3. Dedicated Responsibilities, in additional to any powers, functions, and duties assigned, authorized and directed by the City Administrator, the Chief of Violence Prevention shall be responsible for the administration of the non-sworn responsibilities of the Community-focused Violence Prevention and Intervention Services and Strategies funded by The 2014 Oakland Public Safety and Services Violence Prevention Act which includes, but is not limited to, life coaching and case management for those at highest risk of violence, education and training for youth to achieve economic self-sufficiency, violent incident and crisis response programs, and community asset building. These programs and strategies are aimed at serving those at highest risk of violence as well as communities traumatized by gun violence and survivors of domestic violence or commercial sexual exploitation.

SECTION 4. Severability. If any section, subsection, sentence, clause or phrase of this Ordinance is for any reason held to be invalid or unconstitutional by

decision of any court of competent jurisdiction, such decision shall not affect the validity of the remaining portions of the Chapter. The City Council hereby declares that it would have passed this Ordinance and each section, subsection, clause or phrase thereof irrespective of the fact that one or more other sections, subsections, clauses or phrases may be declared invalid or unconstitutional.

SECTION 5. Effective Date. This ordinance shall become effective immediately on final adoption if it receives six or more affirmative votes; otherwise it shall become effective upon the seventh day after final adoption.

IN COUNCIL, OAKLAND, CALIFORNIA,	
PASSED BY THE FOLLOWING VOTE:	
AYES - BROOKS, CAMPBELLWASHINGTON, PRESIDENT REID	GALLO, GIBSON MCELHANEY, GUILLÉN, KALB, KAPLAN, AND
NOES -	
ABSENT -	
ABSTENTION -	
	ATTEST:
	LATONDA SIMMONS
	City Clerk and Clerk of the Council
	of the City of Oakland, California
	Date of Attestation: