LOS ANGELES GANG PREVENTION AND INTERVENTION CONFERENCE 2018

THE OAKLAND GUN VIOLENCE REDUCTION STRATEGY *(ALSO KNOWN AS)* CEASEFIRE OAKLAND



Introductions

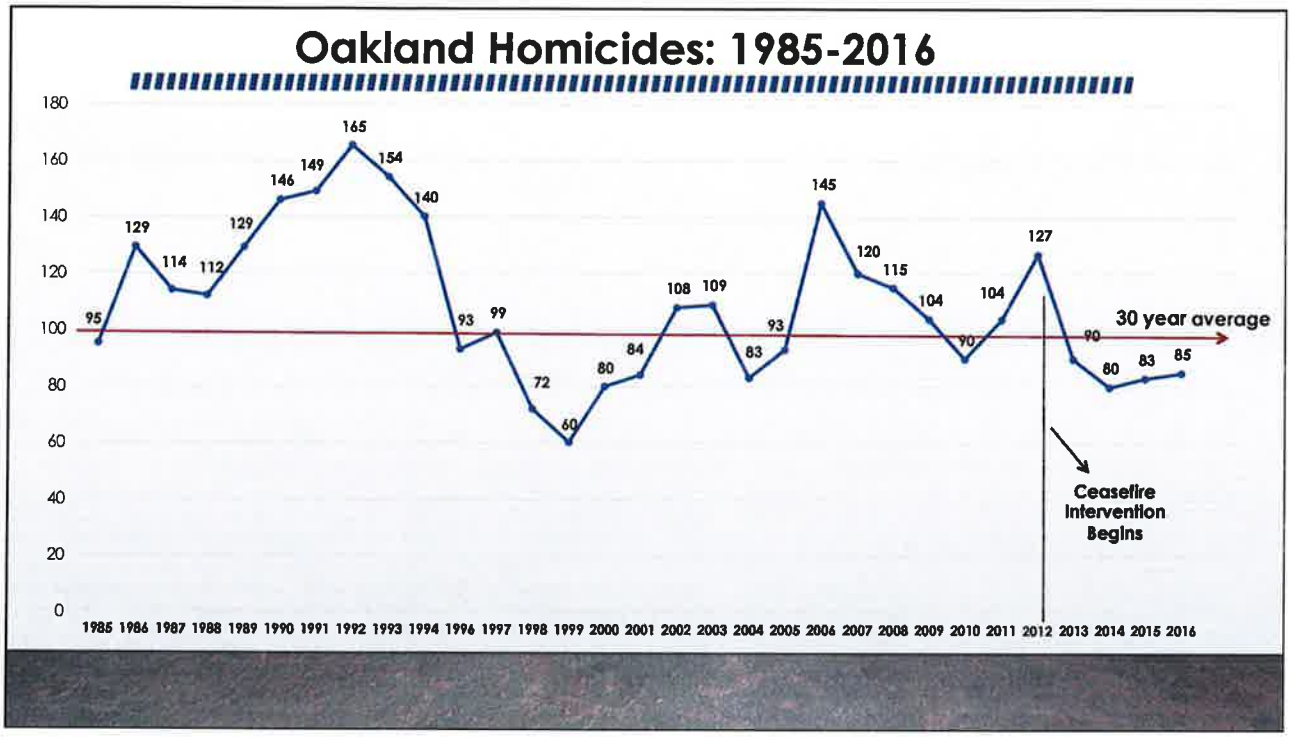
1. **Reygan Cunningham,** Director of Oakland Ceasefire
2. **Captain Ersie Joyner**, Commander of Ceasefire Section, Oakland Police Department
3. **David Muhammad**, Executive Director of Community and Youth Outreach, National Institute for Criminal Justice Reform
4. **Vaughn Crandall**, Co-Director, California Partnership for Safe Communities

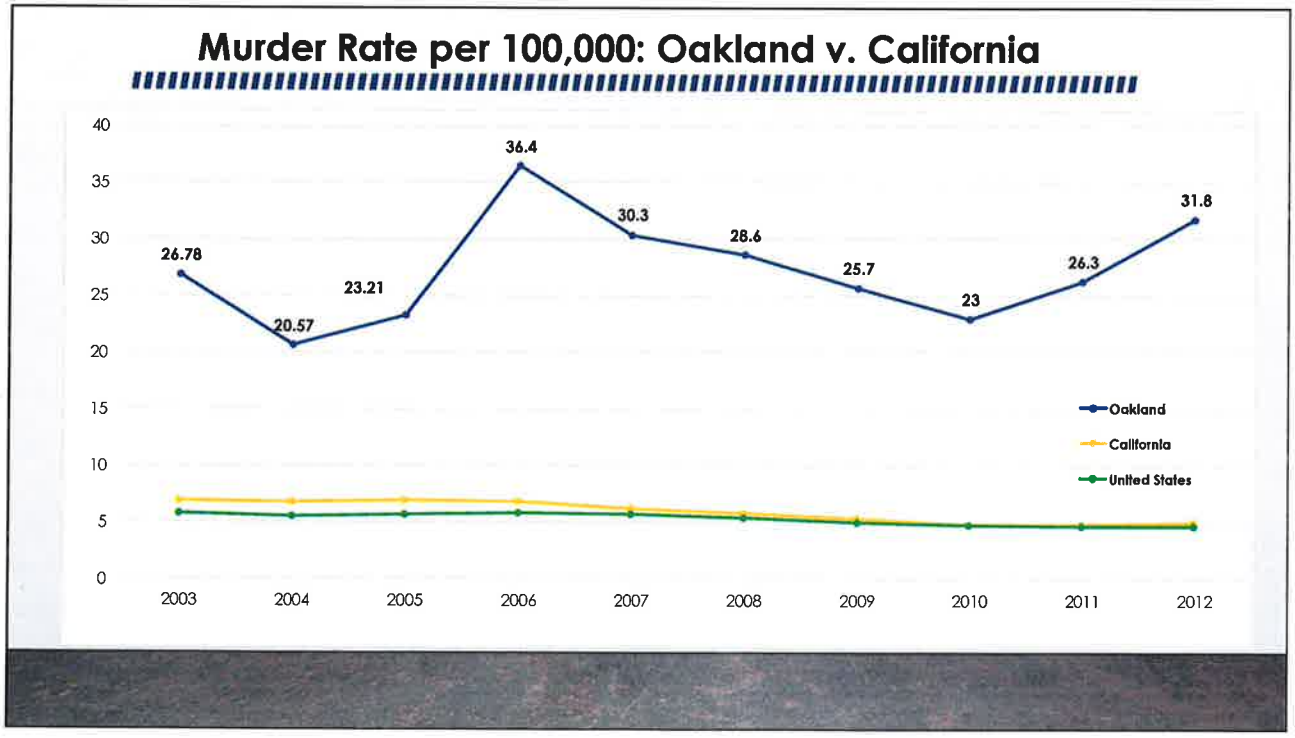
Agenda

1. **Background on Oakland**
2. Development of Gun Violence Reduction Strategy / Oakland Ceasefire
3. Goal 1 Overview: Reduce gun violence citywide
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Oakland's Challenging History of Violence

1. Oakland's problem with violence has stubbornly **resisted the national downtrend** (prior to 2013).
2. Since 1985, Oakland's murder rate is 4-6 times the national rate. Top 10 most dangerous cities in the country and **the most dangerous in California.**
3. From 2005-2012, despite a large local investment in violence prevention services and police resources (Measure Y), **murders in Oakland increased** by 37% while the national rate went down by -16%.
4. Prior to 2012, over the past 40+ years, Oakland has only had one period with consecutive years of fewer than 90 homicides.
5. Like many Bay Area cities, Oakland is undergoing rapid demographic, economic and community changes -- important to maintain political will


Oakland Homicides: 1985-2016
180
160
140
120
100
80
60
40
20
0
95
129
114
112
129
146
149
165
154
140
93
99
72
60
80
84
108
109
83
93
145
120
115
104
90
104
127
90
80
83
85
30 year average
Ceasefire Intervention Begins
1985 1986 1987 1988 1989 1990 1991 1992 1993 1994 1996 1997 1998 1999 2000 2001 2002 2003 2004 2005 2006 2007 2008 2009 2010 2011 2012 2013 2014 2015 2016


Murder Rate per 100,000: Oakland v. California
40
35
30
25
20
15
10
5
0
26.78
20.57
23.21
36.4
30.3
28.6
25.7
23
26.3
31.8
Oakland
California
United States
2003
2004
2005
2006
2007
2008
2009
2010
2011
2012

Cpt. Joyner

Oakland's Very Difficult History of Police-Community Relations

- Long history of police brutality towards communities of color. Birth place of the Black Panther Party, which was in part a direct response to police violence.
- Oakland Riders case in late 1990s (corruption and brutality) resulted in Negotiated Settlement agreement still in place today (14 years).
- In 2004, four OPD officers are murdered in the same day/incident by a parolee at large. In some circles he is celebrated as a resistance fighter.
- 2016, Sex Scandal involving OPD and other Bay Area officers involvement with an underage sex worker. Occurs in context of national discussion on police reform.
- **Severe political and civic crisis are frequent and ongoing – true of many cities with chronic violence problems. Creates unique challenges.**

Ms. Cunningham (formly worked w/ Mayor Jean Quan's office ~~w/ Council~~)

Oakland's Failed Attempts to Reduce Violence

Oakland had previously made numerous attempts to reduce this chronic violence problem

- **Youth Curfew** – most homicide victims/suspects were not minors - Average 30 yrs old
- **Gang Injunction** - tore trust w/ Latino community
- **Large service and outreach investments** (Measure Y, private investments) violence increased
- Poorly designed/managed **attempts at "Ceasefire"** in 2006, 2009
- Numerous waves of **aggressive, "zero tolerance" area-based enforcement**

These efforts were not informed by a thorough analysis/understanding of the problem; were poorly managed; did not constitute an effective citywide strategy.

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Development of Oakland Strategy

- **Oakland Communities Organizing (OCO) renewed organizing campaign re Ceasefire**
- **Emerging alignment of then Chief of Police Howard Jordan, Mayor Jean Quan with OCO campaign**
  - **Reducing violence can be consistent with building community trust**
- **Engage with California Partnership for Safe Communities (CPSC)**
  - **Experienced TA provider; first step was to conduct problem analysis**
- **Working partnership forms between Oakland PD, OCO, CPSC, Human Services Division, Mayor's Office**

Ms. Cunningham

Oakland Ceasefire Goals

1. **Reduce shootings and homicides citywide.**



2. **Decrease recidivism and improve outcomes for those at highest risk of violence.**

3. **Strengthen police-community relations and trust.**

THE "TRIPLE BOTTOM LINE" – GOALS AND A UNIFYING SET OF VALUES.

Problem Analysis Insights and Implications

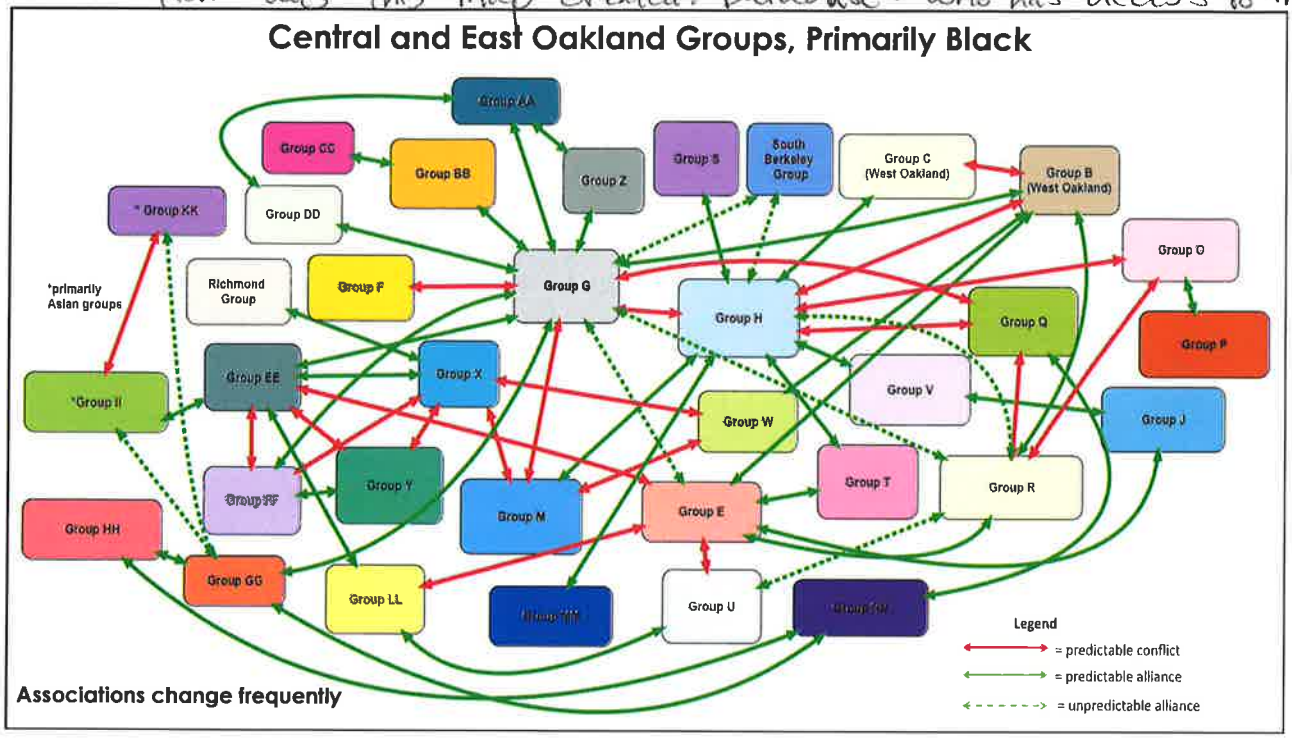
What the public and policy makers thought: violence primarily driven by juveniles, drugs and economic motives.

What the analysis revealed:

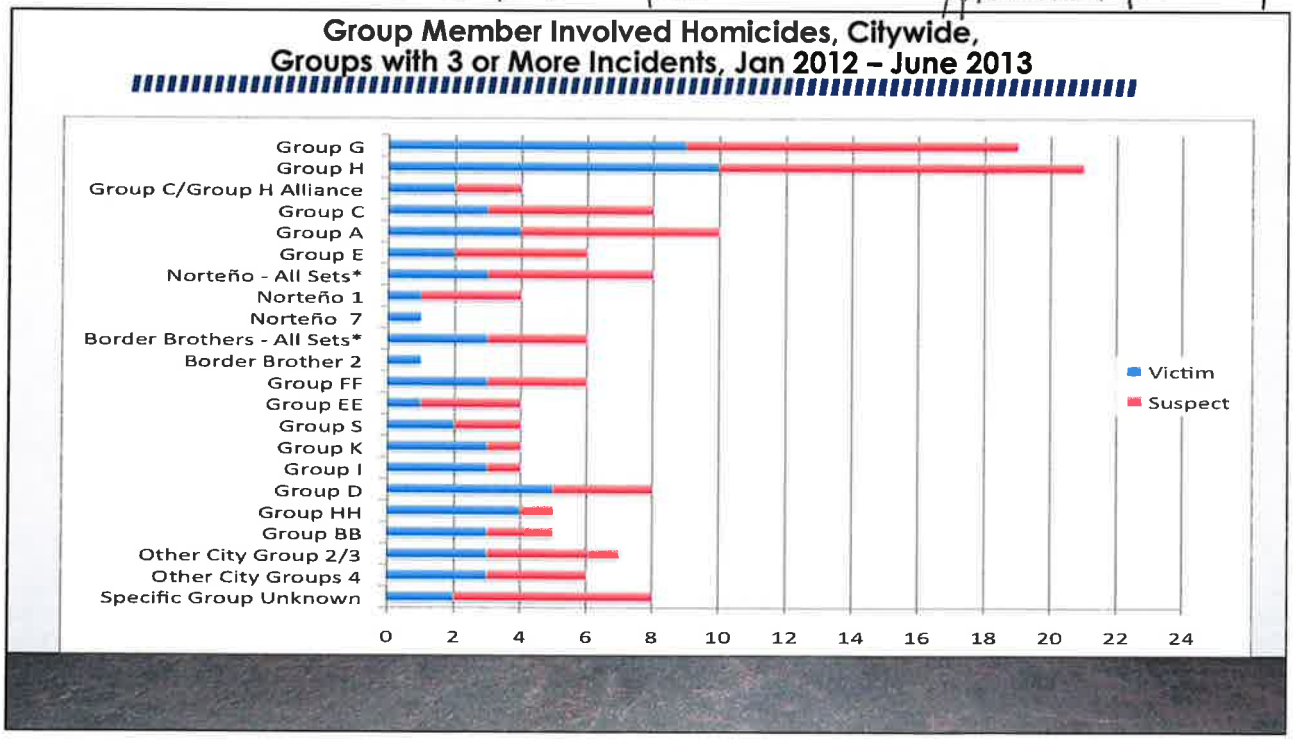
- Homicide primarily driven by specific running group/gang conflicts and personal disputes between group members.
- Those at very highest risk primarily group-involved adult men of color (the average age is 30),
- With heavy justice system involvement (averaging 12 prior arrests at the time of homicide, 7 for felonies) and social connections to actively violent street groups
- Only 10% of homicide involved juveniles, only 13% of homicides had any connection to drugs.

Most efforts to reduce violence fail b/c of a lack of thorough understanding of the problem/ stemming causes. (Tive Study)

Question: How was this map created? Database? Who has access to info?



Answer: Using "street knowledge" of LEO & intervention specialists to build map/chart. This needs to be accepted as part of intervention/prevention process = political will.

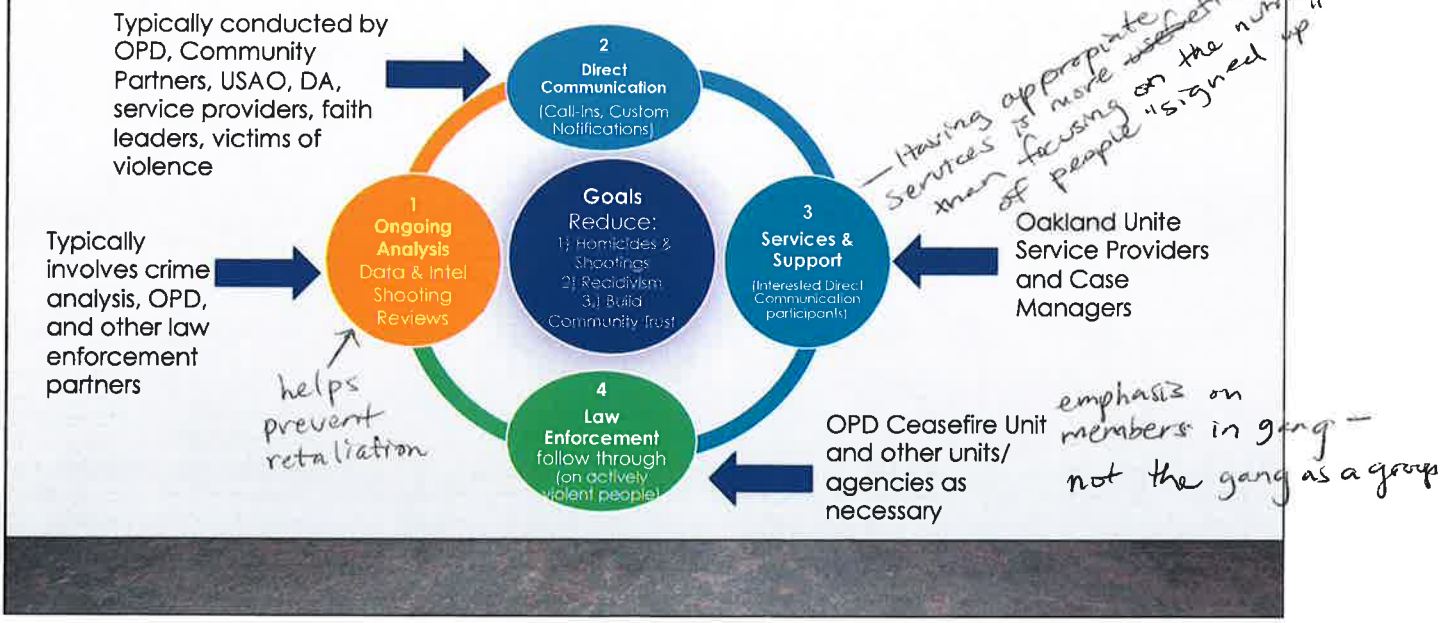


Strategy Design

The working partners combined problem analysis findings with research and best practice from the following bodies of work:

- **Focused deterrence/group violence intervention (goal 1)**
- **Reentry, outreach and violence intervention (goal 1 & 2)**
- **Procedural justice and legitimacy (goal 3)**
- **Performance management (all)**
  - **Keeps diverse stakeholders focused on a shared strategy**

How Does This Actually Work?



Oakland Ceasefire Performance Management: Overview

1. **Shooting Reviews** – identify VHR people, hottest conflicts, enforcement priorities.

2. **Coordination Meetings** – HSD, OPD, community partners develop near term strategy for these particular people and conflicts – mobilizes life coaches, outreach, crisis response staff and contractors

3. **Performance Review Meetings** – Partners review citywide shootings trends; direct communication; service uptake and caseload; relative to annual and two-month benchmarks

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Oakland PD Shooting Reviews (Weekly)

- **Examines all fatal, non-fatal and non-injury shootings in Oakland.** Convened by Chief; run by Ceasefire commander; attended by broad cross-section of key staff, enforcement partners, CPSC.
- **Goals/Agenda:**

1. **Review Prior Deliverables** (often info gathering)
2. **Review All Shootings:** Understand current violence dynamic – what people and networks are at greatest risk of violence in the near term
3. **Develop or refine near-term strategy** to reduce future shootings – mobilize range of justice system, outreach/support and community partners towards the current priority issues/ conflicts.
4. **Assign New Tasks & Deliverables:** Ensure clarity on near-term plan (can include info. Gathering) for accountability purposes within and outside of PD.

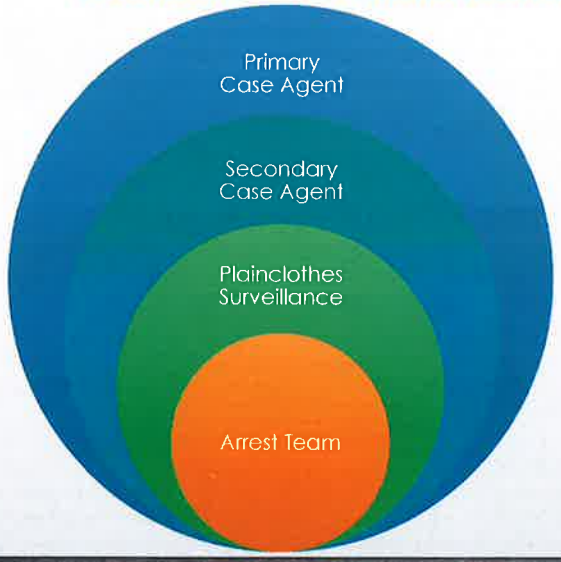
Cpt. Joyner

OPD Ceasefire Section

- **5 specialized teams, specifically trained and manage to build intelligence on violence dynamics; disrupt violent group conflicts and prevent retaliation shootings**
- Gang Unit; Ceasefire; SIU 1; SIU 2; Intelligence Cell
- Supported by customized skill-building / training program
- In a 16 person, 2-unit team, the positions often break down as follows:
  - 1 – Primary Case Agent
  - 1 – Secondary Case Agent
  - 6 – 10 Plainclothes Surveillance Officers
  - 4 – 8 Arrest Team Officers

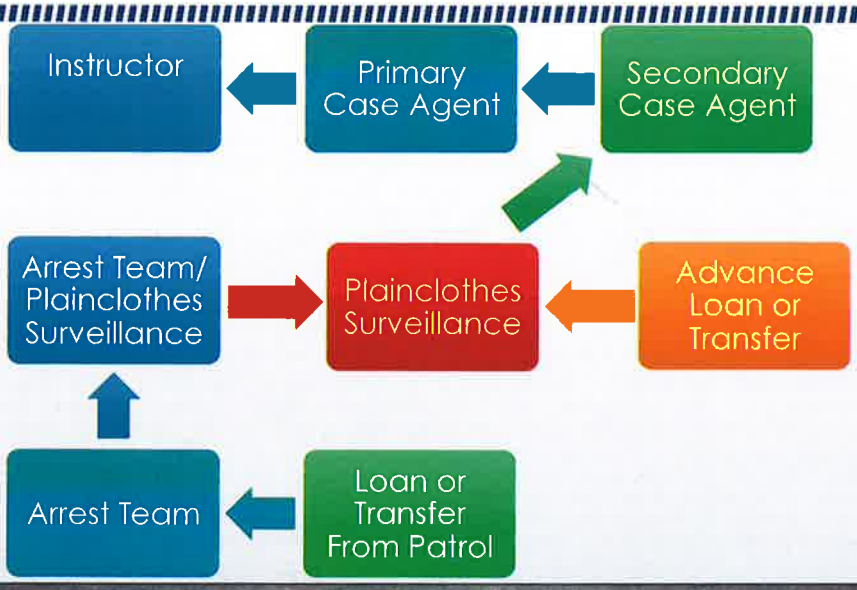
including a city-wide unit for spanish-speaking community

Development Progression



- Each role encompasses the skills of the previous functions
- Each advance in role comes with the expectation of being able to backfill preceding functions (i.e. a person with case agent experience may be needed to act as plainclothes surveillance)

Skill Set Progression Guideline



" least harm disposition "

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OPD-HSD-Community Coordination Meeting (bi-weekly)

Attended by CF Director, OPD D/C, Oakland Unite Manager and senior staff, CBO partners, Mayor's Public Safety Director, Community Partners, CPSC

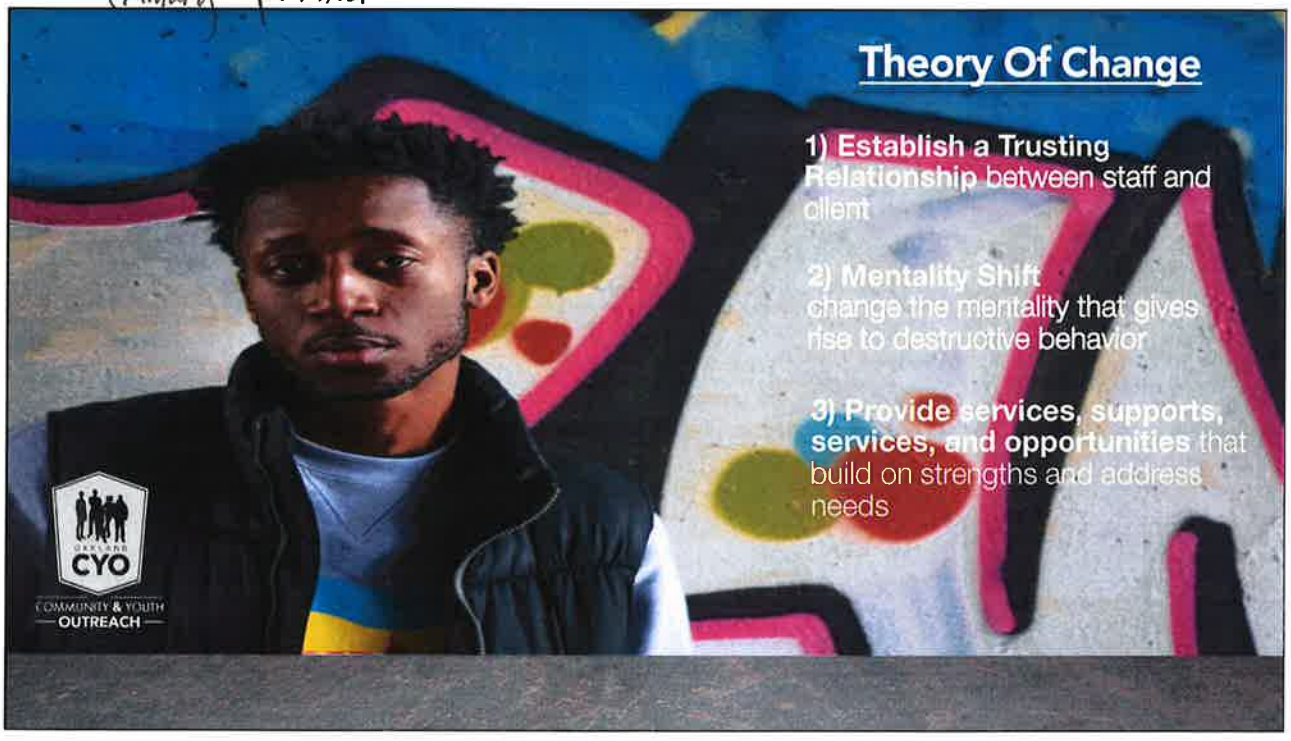
Goals/Agenda:

1. **Review Shootings and Discuss Violence Dynamic/Risk**: Based on PD shooting review, what people and networks are at greatest risk of violence in the near term?*
2. **Refine near-term strategy to reduce future shootings, provide effective support:** custom notifications; hospital response; family support; life coach follow-up; conflict mediation/violence interruption; jail/prison "in reach," street outreach; etc.
3. Refine strategy for **chronically high risk individuals**.
4. **Partnership health**: Address issues re coordination, boundaries, client concerns re LE, program strategy, resources needs.

Community of Support for Very High Risk Individuals

- **Intensive Case Management/Life Coaching**
- **Clients eligible to receive incentivized stipends** – 200^{00} to have relationship w/ life coach
- **Improved coordination between Life Coaches and Education and Employment Support Services (priority as per contracts)** 14 full-time Life Coaches in Oakland;
- **Emergency Relocation Support** !
- **CBT Groups**
- **Legal advocacy, mental health and substance abuse**
- **Faith Partners: Weekly Night Walks, Holiday Support, Political Support**

Primary partner



Relationship First



establish a close relationship and rapport with the client

- Once a client is referred, explain to them that you are there to **support them**, help **keep them safe** and **out of prison**
- During this initial stage, it is common for clients to **not be "service ready"**
- The goal and expectation of this phase is to **remain in close and constant contact** with the client and **support them to remain safe.**

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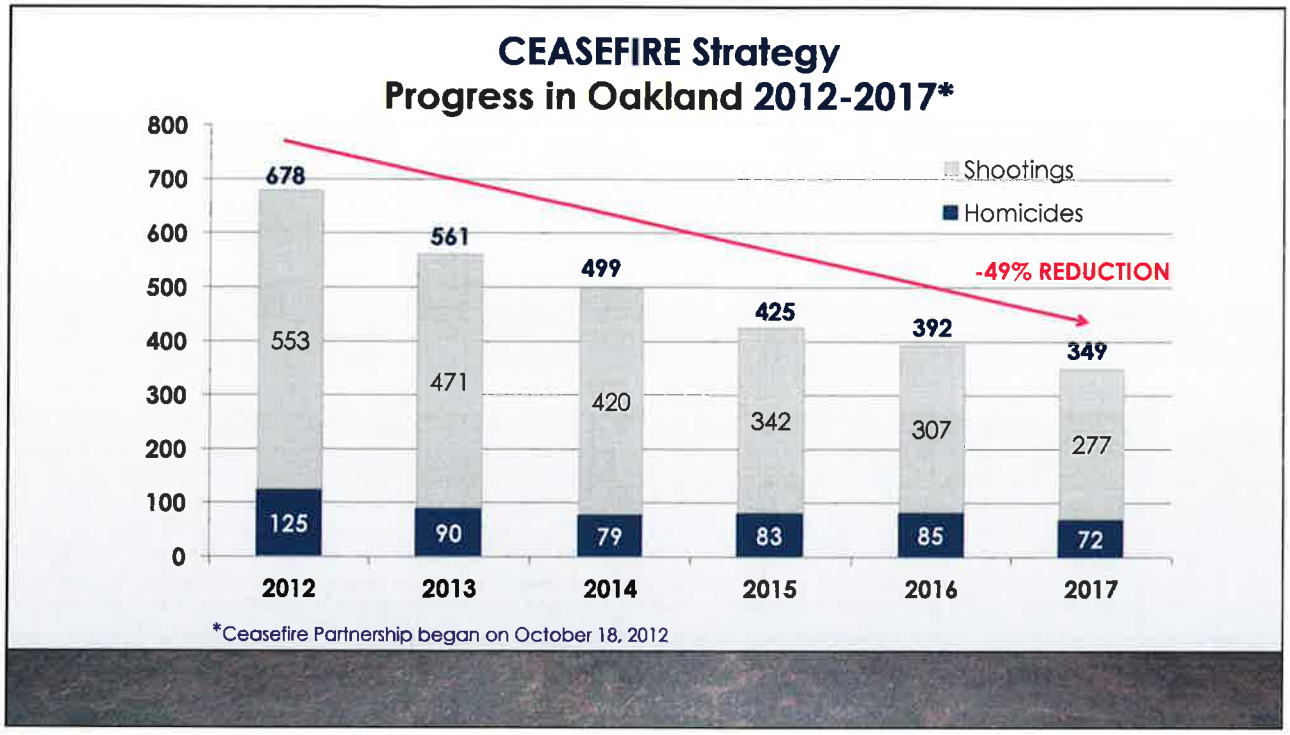
Trust Building and Procedural Justice

OPD and Ceasefire Partners have worked together since 2013 to develop trust building strategies based in *procedural justice* –which is supported by a large body of research.

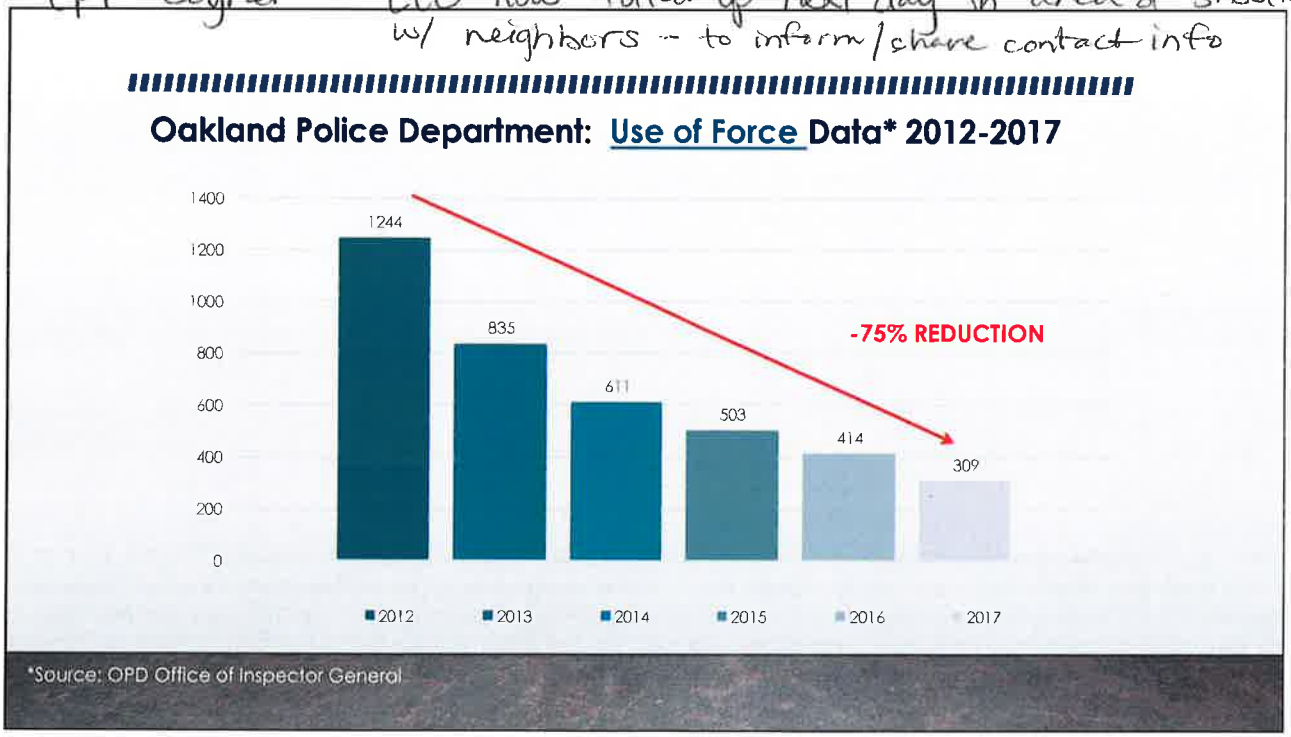
- Procedural Justice and Implicit Bias Training for all OPD staff in partnership with the community (developed from/by CF Partnership)
- Advanced procedural justice and implicit bias training for Crime Reduction Teams
- Quarterly Focus Groups with very highest risk Ceasefire clients
- Incorporating procedural justice into promotional exams
- Re-designing the management of shooting scenes to apply procedural justice with community members present at those scenes

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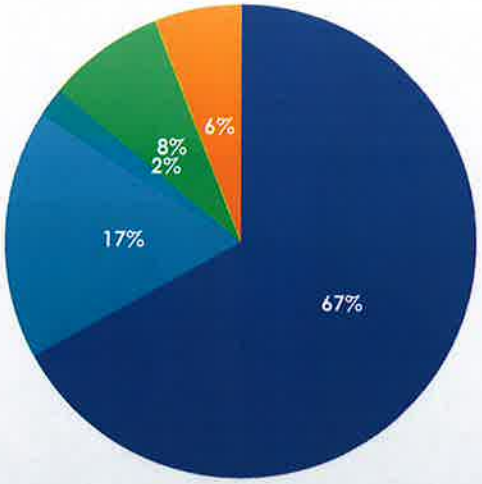


Lpt. Joyner = LEO now follow up next day in area of shootings w/ neighbors -- to inform/share contact info



Individual CJ Outcomes: Post Call-in *As of Q1 2017

Percentage of Arrest and Victimization Post Call-In



- No Action/No Arrest for Violent Offense
- Arrest for Violent/Gun Offense
- Murder Victim
- Victim of a Shooting/Homicide
- Suspect in a Violent Offense but not Arrested

Note: This data should **NOT** be used for scientific or research purposes. A formal evaluation with an appropriate control group will need to be used to accurately analyze and evaluate participant outcomes. This evaluation is just beginning and expected to be completed in 2018.

*Violent offenses include: Murder, Aggravated Assaults (shootings), Rape and Robbery.

TOTAL: 250*

Summary of Oakland Ceasefire Outcomes To-Date

- **Large reductions in homicides and injury shootings (-49%)**
- **Dramatically fewer OPD uses of force and complaints (-75%)**
- **Citywide communication strategy reaching majority of very highest risk population (300)**
- **Prelim. life coaching evaluation shows statistically significant reduction in violent re-arrest at 6 months.**
- **Ceasefire impact evaluation will be completed in June.**
- **Overall: progress towards a safer, healthier community, particularly for these young men and their families**

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Reflections on the Work/ Lessons Learned

- **Principled policing – towards greater safety, a smaller OPD footprint, and better community relationships**
- **Relationships Based Intervention – effective support and opportunities for those at very highest risk**
- **Lessons for cities – the critical roles of good management and political will**
- **Implications for the field – integrating models; performance management and shared governance**

Key: Focus and co-ordination!

* Performance Management is crucial.

APPENDICES

Sustainability Lessons Learned

1. **A dedicated team of senior managers – working together from across sectors – is essential to build and execute a coherent strategy.**
2. Coordination amongst law enforcement, social services, and community takes consistency, transparency, and explicit agreement to shared goals, values and boundaries.
3. **A management system that holds partners to the work on a weekly and monthly basis, and ties into clear performance indicators and benchmarks, is necessary to:**
   a. **Keep diverse stakeholders focused on a shared strategy, and**
   b. **make near-term progress (i.e. two months) towards long-term goals (i.e. safe city status over 5-7 years).**
4. **Local investment dedicated to reducing violence should be long term and stable to give any strategy the time and resources needed to make an impact.**

National Research Evidence

Focused police-community partnerships can reduce shootings and recidivism in the near term.

- In 2017, Braga and Weisburd et. Al. reviewed all rigorous studies of Ceasefire strategies over the last 20 years (24 studies).
- They found these strategies – when implemented well – were highly effective in reducing violence in 19 of 24 rigorous evaluations. Several of these interventions also significantly reduced recidivism amongst the highest risk of violence population.
- The greatest impacts were found in cities that focused on high violence and victimization groups and networks (like Oakland).

O.C.O. helped w/ ballot measure!