

April 2, 2013

TO: Mayor and City Council

FROM: Bob Deis, City Manager

SUBJECT: PRESENTATION OF MARSHALL PLAN PROJECT REPORT ON PUBLIC SAFETY

### RECOMMENDATION

I recommend the City Council direct staff to: 1) facilitate community meetings to discuss the Report recommendations and solicit citizen input; 2) to properly budget in FY 13-14 for the continuation of Ceasefire and the Marshall Plan Committee discussions; 3) after receiving community input, the City Manager is to return to Council with final recommendations along with a financing plan for implementation that is in coordination with our bankruptcy negotiations.

### SUMMARY

The Readiness Phase of the Marshall Plan Project on Public Safety, an unprecedented project to stem the multi-generational tide of high crime, was complete in early 2012. Council approved a contract on February 2, 2012 for consulting services to provide the expertise and resources necessary to move the project forward and facilitate the Marshall Plan Stakeholder Committee discussions. Over the past year, the Marshall Plan Stakeholder Committee was convened and met eight times, including hosting a symposium for community leaders on February 8, 2013. Also during this past year the consultants gathered data, conducted significant analysis, and held numerous interviews and site visits to gain a comprehensive understanding of our criminal justice system and our community capacity. As a result of these activities, the planning phase of the Marshall Plan is now complete and a report is attached with recommendations for moving the plan forward.

This project and its recommendations is unprecedented in that it is grounded in the latest science and evidence for what really works in reducing crime. It applies proven methods to the unique needs and opportunities of our city. It is also grounded in the irrefutable fact that the City of Stockton cannot reduce crime on its own. We cannot arrest our way out of this challenge. Change in Stockton's high crime rates will require collaboration and transformation amongst the County Criminal Justice System, the State Courts, schools, the State prison system, faith based groups and others. In addition, critical new initiatives have already begun, including a review and expansion of Pretrial Services, the creation of a Community Corrections Task Force and the initiation of Project Ceasefire.

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Next to getting our fiscal house in order, I believe the Marshall Plan is the most important goal for the recovery of Stockton. The next step in the process is taking this plan to the community to solicit their feedback. We then must develop an implementation plan that includes a financial plan in coordination with the bankruptcy negotiations.

### DISCUSSION

#### Background

##### 2011-12 City Council Work Plan (Road to Recovery)

On May 17, 2011 the City Council adopted a comprehensive Work Plan designed to achieve your City Council Goals through the implementation of 37 Strategic Initiatives, one of which, the Marshall Plan, focused on reducing crime and improving a sense of public safety in the City. As outlined in your 2011-12 Work Plan, the role of the City in this project is that of a “convener” facilitating a discussion with major stakeholders that participate directly or indirectly in the Criminal Justice System (CJS), or are directly impacted by the performance of the CJS or crime itself. Upon completion of this project we hoped to have a blueprint for reducing crime and improving the sense of safety in Stockton. This is premised on the assumption the City cannot do this alone. It requires various stakeholders to collaborate together (please see Attachment A of the January 31, 2012 staff report included with this item for a flow chart of all the stakeholders). The intent of this project is to lead to: 1) better inter-agency and community understanding of Stockton’s crime and public safety issues, 2) additional opportunities for stakeholders to collaborate within current resources to improve crime trends or perceptions of public safety and 3) if additional investments in criminal justice system occur, where should that be to improve crime rates and perceptions of safety. Please see Attachment A for the January 31, 2012 staff report that proposed a process to complete the Marshall Plan Project Strategic Initiative as well as Attachment B for an updated roster of the Marshall Plan Stakeholder Committee. This Committee was hand-picked to represent: 1) agency decision-makers that influence programs and resources impacting the public safety issue; 2) schools, non-profit and faith-based leaders; 3) business representatives; and 4) the cultural diversity of our community.

#### Marshall Project Starts

Consistent with the project outline for this Strategic Initiative, the Readiness Phase included reaching out to major stakeholders in the community and CJS to gauge interest in this project. The upshot was the community was very motivated in doing something, if there was going to be follow-through by the City. This was completed in January of 2012. During the January 31, 2012 Study Session on this topic I proposed a diverse stakeholder committee, a timeline, a process and consultants that will lead to the completion of your Strategic Initiative. The process outlined at that time included a

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three phased approach facilitated by professional consultants over a period of twelve months. These phases include an initial analysis phase, a planning phase for building a better criminal justice system and a final phase to develop an implementation roadmap for community crime reduction.

On February 2, 2012 the City Council approved a contract with David Bennett and Donna Lattin to provide consulting services to facilitate the meetings of the Marshall Plan Stakeholder Committee and manage this phased approach to your Strategic Initiative. On April 6, 2012 the work of the Marshall Plan Stakeholder Committee was initiated through a work session outlining the problem that our community faces within the context of data driven planning, the public policies of the State of California related to criminal justice and the need to develop a system wide solution that is comprehensive and sustainable.

Over the past year, the Marshall Plan Stakeholder Committee has met eight times to discuss key issues related to crime and the criminal justice system in our community. These work sessions have explored crime trends and the local crime profile of Stockton, a systems approach to criminal justice, successful implementations of proven evidenced-based solutions in other communities and in particular solutions that target interventions and enforcement to reduce violent crime. These meetings have also addressed Project Ceasefire, potential offender re-entry programs and violence prevention programs. The work sessions have been very engaging, with valuable feedback and input provided by the diverse and experienced stakeholders. The Stakeholder Committee has demonstrated and expressed the highest levels of commitment to the community and the creation of a sustainable violence reduction strategy for the Stockton region. Committee and community members even visited Washington County, Oregon to evaluate and discuss the Community Corrections concept as recommended in this report.

The unique approach of the consultants included gathering critical crime statistics and data as well as many personal interviews, focus groups and site visits in order to gain both a broad and in-depth understanding of the comprehensive criminal justice system within our community. In advance of initiating the Marshall Plan Stakeholder Committee the consultants conducted interviews with a broad range of stakeholders including community leaders on the Stakeholder Committee, law enforcement personnel at the City and County, officials within the County judicial system, other executives and members of the community.

These efforts have led to an in-depth understanding of our criminal justice system as well as fostered a collaborative partnership with the County and with community partners. The consultants have also conducted significant analysis and prepared recommendations related to our criminal justice system.

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Early Implementation Of Marshall Plan Recommendations

In addition, initial outcomes of this Project include a review and expansion of Pretrial Services, the creation of a Community Corrections Task Force and the initiation of Project Ceasefire. The Community Corrections Task Force is a collaborative effort to conduct proactive policing with target populations of repeat offenders. Project Ceasefire is a direct response to the violent crime in Stockton. Through the project, targeted areas and individuals will be identified as those responsible for the majority of violent crime in the City. These individuals are then given direct messages in sessions referred to as “call-ins” about how their behavior must change or the criminal justice system and the community will hold them accountable. They will also be offered help in changing their lives. Each of these programs has benefited from the collaboration and innovation made possible by bringing these stakeholders together and has opened the door to AB 109 realignment funding and other cost savings measures through efficiencies.

Completion of Planning Phase

The final meeting of the Planning Phase was a symposium held on February 8, 2013. The symposium introduced the work of the Committee and the consultants to approximately 200 community leaders and stakeholders in the criminal justice system. Testimony was solicited and the consultant’s final recommendations are provided in the attached report (Attachment C).

Next Steps

I propose the next steps include a community conversation on this plan. I look to the City Council for your personal participation and advice on format, venue and timing of this conversation. After receiving community feedback, I will return to the Council with final recommendations and a financial plan for implementation. Of course, this needs to be coordinated with our financial restructuring negotiations via the bankruptcy process. Parallel to this effort, I am compiling my Proposed Budget for FY 13-14. I plan to budget for the continuation of Ceasefire and the Marshall Plan Stakeholders Committee process.

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**FINANCIAL SUMMARY**

The only known financial impact at this time would be the continuation of the Ceasefire and Marshall Plan Stakeholders Committee programs. This will likely be in the \$200,000 to \$300,000 price range for fiscal year 2013-14. Full Plan implementation costs will be a function of what is included in the final recommendations.

Respectfully Submitted,

A handwritten signature in blue ink, appearing to read 'Bob Deis', is written over a light blue horizontal line.

BOB DEIS  
CITY MANAGER

BD:cc

Attachment A – January 31, 2012 Marshall Plan Proposal Staff Report

Attachment B – Marshall Plan Stakeholder Committee Members

Attachment C – Marshall Plan Report

January 31, 2012

TO: Mayor and City Council

FROM: Bob Deis, City Manager

SUBJECT: MARSHALL PLAN PROJECT ON PUBLIC SAFETY

### SUMMARY

This Study Session item proposes a process to complete your Strategic Initiative focused on reducing crime and improving a sense of Public Safety in the City. Specifically, I propose a committee, a timeline, a process and consultant that will lead to the completion of your Strategic Initiative Marshall Plan on Public Safety. We have concluded the Readiness Phase and people are excited about participation in this project. As outlined in your 2011-12 Work-plan, the City will act as a “convener” facilitating a discussion with major stakeholders that participate directly or indirectly in the Criminal Justice System (CJS), or are directly impacted by the performance of the CJS or crime itself. This project will hopefully lead to: 1) better inter agency and community understanding of Stockton’s crime and public safety issues, 2) additional opportunities for stakeholders to collaborate within current resources to improve crime trends or perceptions of public safety and 3) if additional investments in criminal justice system occur, where should that be to improve crime rates and perceptions of safety. I ask the Council to review and provide direction on the attached plan. Upon approval, I will submit a contract with David Bennett Consulting on your consent agenda and convene the proposed Marshall Plan Stakeholder committee for this project.

### DISCUSSION

#### Background

As you know, Stockton historically has experienced a relatively high crime rate at least for the last two generations. A simple review of past Stockton Record articles or crime statistics supports this assertion. Crime rates were improving approximately four years ago, however in the last few years crime rates have increased again. Our rates are increasing while many cities show general decreases. We think the increases are tied to a myriad of variables e.g. the economy, Stockton’s high poverty and foreclosure rate, lifestyles such as gangs, drugs and prostitution and a huge reduction in our sworn and civilian police force. We also have witnessed the reductions in the County criminal justice system, some of which might be attributable to budget pressures and the fact that Stockton Police Department is arresting 27 percent fewer people. We cannot expect a wholesale improvement in crime when we are arresting 27 percent less people and crime trends are up at the same time. This lower arrest rate is due to the reduction in sworn officers these last few years. However, we cannot arrest our way out of this challenge.

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Due to staffing reductions, the Stockton Police Department (SPD) has had to constantly assess its priorities and respond to a dynamic environment. Due to officer reductions and high calls for service, officers are simply responding to higher priority calls for service (crimes in progress) at the expense of self-initiated (the officers themselves generate a call for service) calls that may be crimes in the making. Self initiated calls are a wealth of crime prevention or quality of life efforts. Furthermore, at many times in the month, the SPD reverts to "condition blue" which further prioritizes officer response to calls to only Priority 1 and some 2 calls. This has the affect of further frustrating citizens by not providing an officer after crimes have occurred, increased vagrancy and marginal behavior which all reduces the general sense of safety in the City.

With a reduction in Community Service Officers (CSO's) we are less able to facilitate and regularly meet with Neighborhood Watch Programs and other community gatherings to assist in reducing victimization. The vagrancy rate has noticeably increased in parts of the City. Our capacity to address this has been greatly constrained. Again, this adds to citizen's lower sense of safety.

In response to these challenges, the SPD has really honed its collaboration skills with other agencies and attacked "hot spots" for crime. The Council has seen examples where we have worked with the California Highway Patrol and other federal, state and local agencies to tamp down violence and arrest known repeat offenders that are the typical source for these issues. However, this is a response to crime trends that is difficult to sustain. We would rather be more into a prevention mode and avert future spikes in criminal activity and do so on a sustainable basis.

Another area where SPD has risen to the challenge is in the area of grant acquisition. We are finishing a three year cycle where the federal government funded 22 officers. We just received another federal grant to fund an additional 17 officers. This new grant will fund these officers for three years. As we develop our ever-evolving policing philosophy, the SPD shall build upon a plan to combat crime trends, recognize our new environment of reduced resources, and make sure our guiding principles are community based and mission critical i.e. the mission of reducing crime. I never cease to be amazed how the SPD leadership is willing to constantly assess its self, experiment in new things and respond to a dynamic community. Before we lock into the deployment strategy for these 17, we would like to share our plans with this new committee and solicit their comments.

As we add resources, via grants or other opportunities, we need to be cognizant of the impacts to the other criminal justice system participants. Can they handle the new or enhanced activity that we generate due to our efforts?

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**Criminal Justice System**

As you can see by the Attachment A, the City of Stockton is just one participant in the overall criminal justice system (CJS). Admittedly, this is a very crude depiction of a much more complicated system. Furthermore, this is a summary of the adult criminal justice system. While the Juvenile system has similarities, it has a different orientation that greatly reduces incarceration and is focused on diversion and rehabilitation. I euphemistically describe SPD as the intake workers to the (CJS) system. This is the one area that we can influence the most. Many of the system stakeholders make decisions that determine who gets prosecuted, whether they are taken off the streets, return to the community, when they return and what services they provide that might impact recidivism rates. These stakeholders are also under budgetary pressures. Before long, some participants in the system are re-engaged by our officers and re-arrested. While I do not know Stockton's unique experience, on a national level, experts generally quote a 50% re-arrest rate. In other words, approximately half of the people that SPD arrests are past participants of the CJS.

Each part of the CJS impacts the other parts. As a result, it is this system that provides the nucleus for the Committee of stakeholders.

**Marshall Plan Stakeholder Committee**

There are various CJS agencies and institutions that interact daily, there are others in the community that partner with the system, have resources to assist the system or their own mission is directly impacted by crime, such as the schools. You also know that Stockton is a very diverse community. As a result, I am proposing a Committee (see Attachment B) that will reflect the City's diversity and include representatives from criminal justice system stakeholders or other agencies that might have resources or missions that complement our goal of impacting public safety, either real or perceived.

I have contacted every proposed Committee member. Not all have been able to confirm their participation. The feedback that I received most often from proposed Committee members is their not wanting to participate if the project produces "another study that just sits on the shelf". Stockton has more than its fair share of these studies. It is my experience, that one of determinants for successful project completion that results in actionable plans and effective change is the size of the project committee. It is important that we manage the size of the Committee so that it doesn't get too large to hinder consensus and the development of an actionable plan. As the Committee gets larger, and everyone wants to add their voice to the issue, the process drags out, consensus is harder to achieve and project completion becomes more difficult. There also becomes the urge to dilute recommendations to add more people to the consensus position or recommendation.

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As I spoke informally to Council and members of the public, everyone had additional people they would like to add to the Committee. If I added these people, the list would easily exceed 30 or 40. Thus, I ask that you review the Committee roster, discuss options together and assist me in finding that right balance between inclusion and effectiveness.

Marshall Plan Consultant

Another key component in successful project completion is the need to have adequate resources to support the Committee and produce an actionable work product. This Committee resource was part of the original Business Plan submittal to your Council last year (see Attachment C). If we are to achieve the goals of this project, we need a professional resource that is not consumed by the "day-to-day" challenges of the City. We have surveyed the consultant field for a resource that would work with the Committee and the City to facilitate meetings, capture and interpret data and input and develop an implementation plan that meets project objectives. In our survey we found consultants that typically focus in one area e.g. police, jails, county criminal justice systems, etc., but we could not find consultants that encompass all aspects of the system. I chose David Bennett because he and his cohort understand and have worked with most parts of the criminal justice system; is well versed in evidence base practices that reduce recidivism and prevent crime; and the fact that our Police Department has already commissioned a study and developed recommendations for SPD. If we need additional specialized resources, we can always acquire it as the need arises. David has the ability to interact with system stakeholders, forge agreement from disparate perspectives, produce and implement change.

His proposal and proposed phases for this project is attached (Attachment D).

FINANCIAL SUMMARY

As I mentioned in the initial outline for the Strategic Initiative that was reviewed and approved by Council, this is a project that requires additional one-time costs to fund the consultant. As you may recall, we allocated \$150,000 from the General Fund to fund the Community Development Management Review. We are spending approximately \$150,000 for the Downtown Revitalization Project; however, through public and private donations we were able to avoid a General Fund contribution other than staff time. His proposed budget includes \$123,000 at this stage, along with \$27,000 contingency. This of course is an estimate of his time at this stage in the project. His time will be largely driven by City and Committee demands for his assistance.

I propose that we fund this by transferring funds from the General Fund Contingency.

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Next to getting our fiscal house in order, I believe this is the most important goal for the City of Stockton. Our crime and perceptions of crime are impacting our economic development efforts. Our citizens have formed a reduced sense of safety over time that is simply unacceptable. This project gets to one of our core responsibilities as a public institution and it also gets to one of the basic needs of human beings, that if not addressed, prevents our City and our citizens from reaching our true potential.

Respectfully Submitted,



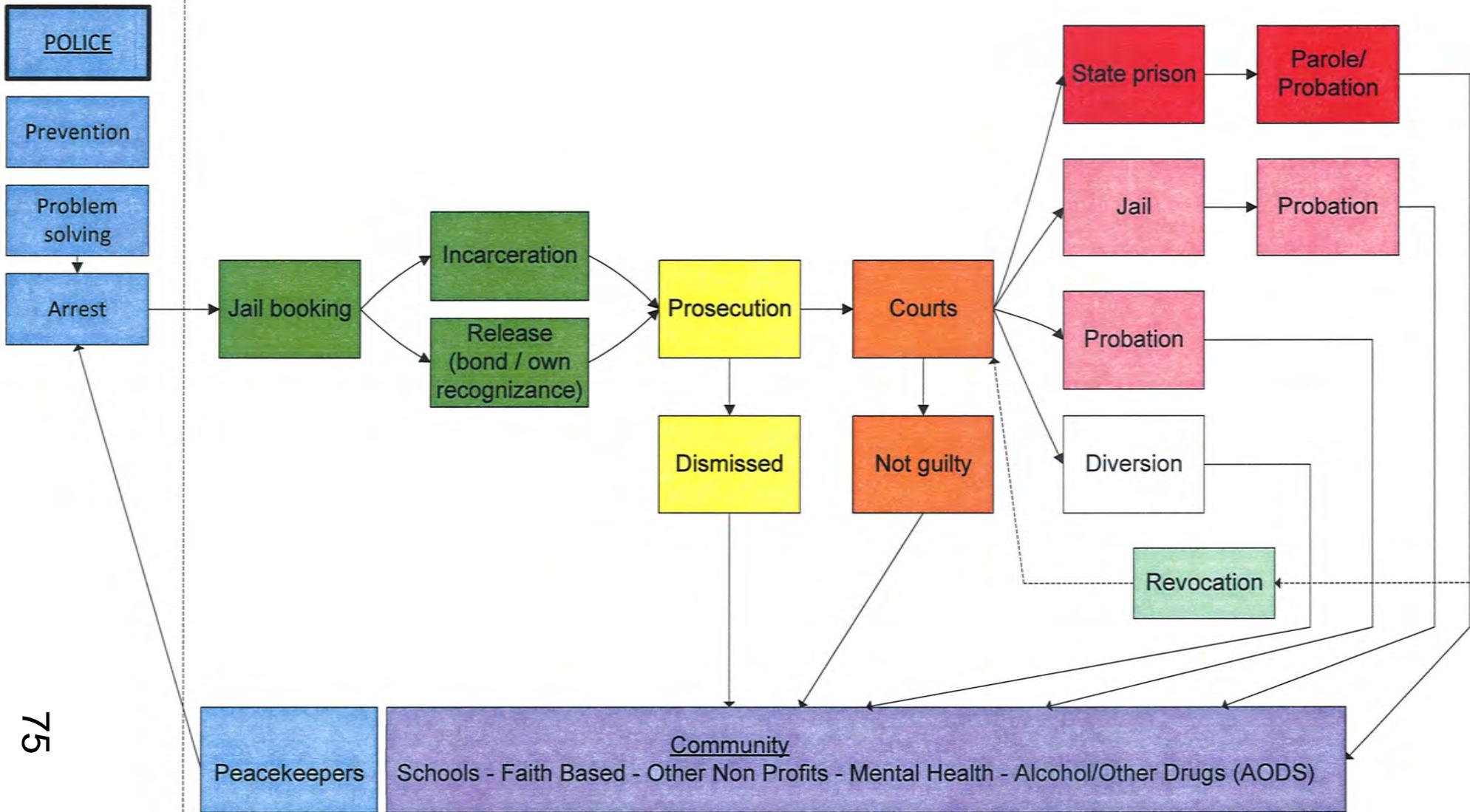
BOB DEIS  
CITY MANAGER

BD:ndm

- Attachment A – Criminal Justice System Summary Flow Chart
- Attachment B – Proposed Planning Committee
- Attachment C – Council Business Plan – Marshall Plan to Reduce Crime
- Attachment D – Proposal from David Bennett Consulting

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# Criminal Justice System Summary (not comprehensive)



**City of Stockton  
Planning Committee  
Marshall Plan for Public Safety**

As of 1/31/12

1. Mayor Johnston
2. Council member Elbert Holman, Chair, Comm. Imp. & Crime Prev. Committee
3. Bob Deis, City Manager
4. Stockton Police Chief
5. Patti Mazzilli, Chief Probation Officer
6. David Warner, Presiding Superior Court Judge or designee
7. Steve Moore, Sheriff
8. James Willett, District Attorney
9. Peter Fox, Public Defender
10. Reverend J. Wayne Bibelheimer, Quail Lakes Baptist Church
11. Pastor Glen Shields, Progressive Community Church
12. Doug Wilhoit, Greater Stockton Chamber of Commerce
13. Carl Tolliver, Stockton Unified Superintendent
14. Bobby Bivens, NAACP
15. Benjamin Saffold, Chair of Public Safety Committee, Downtown Stockton Alliance
16. Jose Rodriguez, El Concilio
17. Ralph Womack, Peacekeepers
18. Mark Martinez, Hispanic Chamber of Commerce
19. Ger Vang, Lao Family Community of Stockton
20. Sovanna Koeurt, Asian Pacific Self-Development and Residential Assoc.

**2011 Business Plan Proposal  
City of Stockton Marshall Plan to Reduce Crime**

**What City Council goal does this proposal seek to address?**

Increase Public Safety, both real and perceived.

**What is your proposal, project or focused work activity?**

This proposal includes: 1) a convening of all stakeholders on this topic eliciting their support and involvement of this project, 2) data review of our crime trends to determine sources or drivers of our high crime rates and 3) recommendations for the City and all stakeholders to both ameliorate crime levels and improve people's sense of public safety. For purposes of this study, the stakeholders include: the City, the San Joaquin County Criminal Justice (SJCCJS) and Human Service Systems, the State Court (San Joaquin) System, non-profits (including faith based institutions) whose mission is focused on preventing criminal activity or reducing recidivism, the State and the schools.

Project success will include an acceptance and support from most stakeholders on: 1) the study's overall findings on what are the key drivers of our high crime rates, 2) based on findings in #1, an overall plan with actionable initiatives to improve public safety and 3) in concert with each other, agreed upon roles for each stakeholder to implement the initiatives.

**How does this project address or make a positive impact on the Council's goal?  
How will you know?**

The City of Stockton has initiated studies and efforts in the past that ranged from a specific voter approved public safety initiative (police/fire) to task forces that produced limited follow through. Past initiatives included studies that focused on improving police efforts or included a community wide conversation about crime, but with limited data--driven or evidence--based initiatives resulting in a sustained effort to reduce crime from a multi-disciplinary standpoint. These initiatives were primarily City centric and did not take into account the myriad of stakeholders that impact public safety in the City. These past projects did not address how each stakeholder's work impacts each other. For example, if the City restored the 99 officers that were eliminated over the last two years, can the SJCCJS handle the related work activity?

There are various institutions that have a piece of this complex topic, and there are examples of some stakeholders collaborating on a specific project (typically related to a grant funded initiative), however, there needs to be more sustained (coordinated) efforts that include all stakeholders relying on the same data to implement complementary

efforts towards reducing crime and enhancing Stocktonians sense of safety. We cannot arrest our way out of this problem.

We will make a positive impact at first by an acceptance and buy in by most stakeholders that we are heading in the right direction. The ultimate proof will be measuring crime rates and Stocktonians sense of safety over time. Stockton's high crime rates have been around and developing over years, thus a downward trend will take some time.

#### **Who Is the Project Lead?**

The Project Lead will be the City Manager, at least initially. The CM Office will hire a project manager to complete this project.

#### **What is the City's role (direct service delivery, convener or support/advocacy)?**

The City's primary role for this project will be convener of all the stakeholders in the public safety issue. However, to the extent that City services are impacted (Police or Peace Keepers, etc.), we will have a role in the direct service delivery.

#### **Can this be accomplished within current budgeted resources? If not, what is needed as one-time or ongoing resources?**

To complete this phase of the project, we estimate a budget of \$150,000 (one-time) is needed to hire an outside criminal justice planner who will evaluate our data and approach, convene and engage all stakeholders and develop specific recommendations.

#### **What are some key milestones for this Plan?**

Milestone #1: Readiness Assessment Phase. Approach all stakeholders and solicit buy-in and participation of this project.

Milestone #2: Analysis Phase. Gather and analyze data to understand and report out crime data in Stockton, including causes or drivers of crime trends. Report out to stakeholders. Consider conducting survey of Stockton citizens on perceptions of crime and public safety.

Milestone #3: Planning Phase. Provide recommendations on multi disciplinary initiatives or strategies to reduce crime trends and increase a sense of safety. Solicit stakeholders support and feedback on recommendations.

Milestone #4: Complete Project Report and present to City Council.

Milestone #5: Implementation Phase. Recommendations will be implemented. Timelines are contingent on the list of recommendations.

## City of Stockton City Council Goals for 2011

As an outcome of the performance evaluation of the City Manager and the Annual Workshop of the City Council held on January 28, 2011, the Council has adopted the following work plan. Given these difficult times, and after much consideration, the Stockton Council has decided that less is more. Rather than trying to be all things to all people, it will have a greater impact to the community by focusing on a short list of key goals....some would say getting back to basics....in order to begin the true revival of the great City of Stockton.

### **1. Fiscal Sustainability--Getting our fiscal house in order.**

It has become clear there will not be a robust recovery in the City of Stockton's general fund revenue base for some time to come. Furthermore, the City does not have adequate reserves to weather these difficult times, and its compensation practices and employee benefit/insurance programs are not being administered using current best management practices. The estimated budget deficit for FY 2011-12 is \$34 million and growing. It grows even more, each year thereafter. The City must improve its cost of doing business and look beyond just the next year with a goal of providing multi-year fiscal sustainability.

As a start, the City Council adopted its Action Plan For Fiscal Sustainability on June 22, 2010 (see attachment at end of packet). This provides the framework for labor negotiations and concession bargaining for 2011. Labor costs represent 80 percent of the general fund. We have begun the negotiations process to effectuate the sustainability goals and to balance the next few years' budgets. Furthermore, we need an independent review of our employee benefits/insurance programs (medical, workers compensation, long term disability, life, etc.) to ensure they are administered in a cost effective manner and provide a benefit level that is generally supported in the labor market. Finally, we need to ensure our accounting and fiscal management practices are up to par to ensure the financial data that underlies our decisions is accurate and reliable. Finally, we need to begin the conversation about our unsustainable retiree health program.

### **2. Increase Public Safety, both real and perceived.**

The level of crime is unacceptable in the City of Stockton. The sense of safety by Stocktonians appears to have reduced in the recent past. The relative increase in crime from 2009 to 2010 is disconcerting and the total amount of crimes (on a per capita basis) is some of the highest in the nation. Violent crimes increased 9 percent overall while burglaries increased 13 percent this last year. Yet, the number of arrests went down 27 percent. This last figure is directly a result of fewer officers on the street.

While the data supports the assertion that much of the violent crime is associated with gangs and drugs, and the odds of being victim to a violent crime are low, we have

double the murder rate of Los Angeles and there are simply too many victims of violent and property crime in our City. Furthermore, we have direct evidence that our real or perceived sense of public safety is one key factor impacting our ability to attract new high wage employers to the City.

The sources of crime are complex and therefore the strategies of reducing it are equally complex and must come from multiple disciplines. Poverty, youth employment and activities outside school, gangs, school performance, parenting, substance abuse, mental health, faith based institutions, law enforcement and criminal justice system performance are just some of the causes and possible sources for reducing crime.

The City needs the equivalent of the Marshall Plan for addressing public safety in the City. Besides being a direct service provider in this area, the City needs to be a convener of stakeholders acting in concert with the various institutions that have a stake in the factors that impact public safety e.g. county, schools, state, faith based groups, non-profits, etc.

### **3. Economic Development—Facilitate Investment and Job Creation**

It is no secret that Stockton has been hit harder by the recent recession than other communities. Our current unemployment rate hovers around 20 percent. Our per capita income is 37% less than the statewide average. Our much publicized foreclosure rate is third in the nation. Our relative success in this area has an indirect impact on the previous (Public Safety) goal.

There are parts of the economy that we have no control over nor can we make an impact on them. However, as a regulatory and land use planning agency, we have a potentially great impact on businesses that wish to expand or locate here. Furthermore, many of our regulatory plans e.g. General Plan, Development Code, development fees, etc. were developed when the City was experiencing huge growth.

As a result, the City would benefit from a top down assessment of our regulatory plans, our fee structure, our departmental performance and the underlying factors that support it—all with the goal of retooling our organization to support economic activity that will produce jobs without unduly harming the environment. We need to completely rethink our regulatory role and organizational performance including organizational culture all through the "New Normal" lens.

Again, notwithstanding our direct service delivery role, we should support the convening of the various stakeholders that impact our economy e.g. San Joaquin Partnership, Port of Stockton, San Joaquin County, Council of Governments, etc. in order to develop an actionable Economic Development Plan. This project should assess the economic trends, our strengths and weaknesses, and develop street level plans to accentuate the strengths and minimize our weaknesses all with the goal of enhancing economic investment that produces jobs for our citizenry.

#### **4. Increase Organizational Capacity**

Besides the challenges associated with huge reductions in budget and layoffs, the City of Stockton organization has experienced a dramatic turnover rate at the City Council level and in the City Manager position. As a result, the direction of the City, in the eyes of staff has not been clear. The criteria for success, especially in mid and senior managers has been vague. The use of technology has been diminished. A high performing organization, even during lean times, still invests in its remaining staff to support the Council goals, continuous improvement, life long learning, etc. We may be doing less, but what we do, we should do well. A high performing organization also knows that the Council goals and priorities are translated through the City Manager, to the department heads and ultimately to every City staff member, so that all are "rowing" in the same direction.

As a result, the City Manager is directed to propose and implement measures to improve the City of Stockton organizational capacity and wherewithal to effectuate the Council goals and further an organizational culture that ultimately puts the City organization as a top tier employer in the state.

#### **Next Steps....Making Our Goals a Reality**

Given the above stated goals, the City Manager and staff have been directed to develop more specific business plans or strategic initiatives that are designed to further the four stated goals mentioned above.

**City of Stockton  
2011 City Council Work Plan  
Defining Our Role**

What government should know by now, by reviewing a bit of history, given the complexity of both our opportunities and challenges at the local, statewide and federal level, there is not one institution that has a monopoly on creating or implementing solutions. Our federal and state government's history reflects the pendulum swinging from periods of strong centralized authority and solutions to decentralization with mixed success. The state is now going through another self assessment and considering realigning services to the local level. One constant the federal and state governments have come to realize is that local government is closer to the people, more agile and better able to respond to the community's unique social needs or values.

At the local level, we have many opportunities and challenges. Similar to what the federal and state levels figured out, very few of these can be tackled by just one institution, let along the City of Stockton. The City cannot address the four goals found its 2011 Work Plan all alone. As just one example, San Joaquin County expends much more resources than the City in addressing and responding to crime activity. Their success is tied to ours.

As a result, the role the City of Stockton defines for itself in achieving its 2011 Work Plan, must be strategic and done in light of the various institutions that have a stake in the same issues.

Our role(s) will fall into one of three categories for each Business Plan or strategic initiative that is designed to achieve or make an impact on Council Goals.

**Direct Service Delivery Role**

There are indeed certain activities where City of Stockton is commonly understood to be the direct service provider, either through the use of staff or contractors. Some examples include: police law enforcement, fire suppression, etc. Thus, a project proposal that involves the use of City resources to provide a service directly would fall into this category.

**Convener Role**

There are certain complex issues related to our 2011 Work Plan where there are multiple institutions or agencies that have a piece or stake in the opportunity or challenge. For example, an agency may be a direct service provider in addressing one aspect of the crime issue. Their relative success may have a direct impact on our success or challenges. There is little benefit of trying to replicate what other agencies are already doing. However, there is a benefit of planning and coordinating our efforts if they are providing services to, or interacting with, the same population.

When we see a need or benefit to convening the stakeholders to address common or mutually dependent goals or to develop new plans that may affect each other, an outcome of this collaboration may have limited impact on our methods of service delivery activities. However, there may be a big impact on demands for services. Thus, we may have a big stake in ensuring we are all working collaboratively.

### **Support or Advocacy Role**

As we refine our Business Plans and implement the 2011 Work Plan, there will be opportunities or activities borne by other entities, that support our goals or create new challenges to them, typically in other venues e.g. at the state or federal levels. The venues might be local, but involve other agencies such as non-profits or for-profit organizations.

At times we may want to advocate or support the goals or activities of others, when they are pursuing things that will likely impact our 2011 Work Plan goals. Rather than expend precious few resources in the direct service delivery or convener areas, we will support or advocate for others to step forward or modify their plans.

City of Stockton  
2011 Business Plans

**Fiscal Sustainability--Getting Our Fiscal House In Order**

Summary Of Strategic Initiatives

1. Implementing The Action Plan For Fiscal Sustainability (Labor Costs)
2. Audit of Third Party Administrators (Health, and Workers Compensation)
3. Maximize Local Allocation of County/City Sales Tax Receipts
4. Business License Ordinance
5. Business Analysis of City Funds and Programs
6. Budget Monitoring
7. General Ledger Quality Control and Reconciliations
8. Tax Revenue Tracking and Audit
9. Workers Compensation Audit
10. Retiree Health

City of Stockton  
2011 Business Plans

**Increase Public Safety--Both Real and Perceived**

Summary of Strategic Initiatives

1. Stockton's Marshall Plan On Crime
2. Force Multiplier—Using Field Staff as Neighborhood Watch
3. Code Enforcement Reorganization & Expansion
4. Peacekeeper's Outreach
5. Merlo Gym Collaboration Project
6. Junior Team Tennis
7. Stockton Swimming Pools
8. Home Fire Safety Inspections

City of Stockton  
2011 Business Plans

**Economic Development--Facilitate Investment and Job Creation**

Summary of Strategic Initiatives

1. Management Review of Community Development
2. Evaluation of City General Plan 2035
3. Review/Reduce Development Fees--Mitigation and Processing Fees
4. Regional Wastewater Control Facility Capital Improvement and Energy Management Plan
5. Downtown Revitalization Plan
6. Small Business Development
7. Economic Development Strategic Plan
8. Complete Infrastructure Projects
  - a. Sperry Road Extension & French Camp/I-5 Interchange
  - b. Delta Water Supply Project

City of Stockton  
2011 Business Plans

**Increasing Organizational Capacity**

Summary of Strategic Initiatives

1. Emergency Medical Incident Response and Dispatching Criteria Review
2. Consolidation of Capital Project Management
3. Increase Workforce Diversity
4. Vendor Contract Request For Proposal System
5. Email Addresses
6. Social Media
7. Marketing and Communication Plan
8. Internal Control Risk Assessment
9. Management & Leadership Training
10. Boards and Commissions Handbook
11. Council Procedure Review

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City of Stockton, California

## **Public Safety Planning Initiative**

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**In association with**

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## The Stockton Cross-System Public Safety Planning Initiative

At a time of budget shortfall the last thing on most official's minds is planning. Most jurisdictions simply survey the damage, wait out the storm, and then re-build. And most often what is rebuilt closely resembles what was lost. Sometimes this makes sense. However, in most cases, the need to rebound provides an opportunity to rethink; and jurisdictions that take the time to reassess their efforts come back stronger.

The proposed project is a cross-system initiative to create a unified plan for public safety. In hard times each jurisdiction makes its own tough choices about where to cut spending. However, funding cuts in one area have implications in other areas. The loss of a prevention program, the reduction in law enforcement officers, and down-sizing of treatment programs all have ripple effects. In hard economic times it is, therefore, all the more important to plan collectively.

- ✓ What are the primary “drivers” of Stockton’s crime rate?
- ✓ What are the lessons of violence prevention efforts and offender management?
- ✓ What are the no-cost measures that can be taken to strengthen the criminal justice system?
- ✓ What is the near-term plan for responding to the challenge of the State prison release?
- ✓ What is the long-term plan for building a balanced portfolio of strategies?

The objective is the development of a system-wide Plan to map a common course toward a shared goal. Unlike efforts that target a particular point in the system (such as Dr. Braga’s report on local law enforcement gang initiatives), this project aims to look at the ‘Big Picture.’ This project would take a cross-system approach to planning.

A cross-system approach to planning is important because good outcomes depend on coordinated approaches. Incarceration, by itself, does not reduce criminal behavior. Law enforcement, by itself is not the solution. Supervision without treatment does not reduce recidivism. Given this, the best hope for managing risk is to have a system that targets its resources where it can reap the greatest benefits, coordinates its efforts across the continuum,

and has integrity: the one empty bed necessary to deliver on a promised swift and certain response.

The planning process will build from locally tested ideas, past studies, and current initiatives: your system is not short on innovation.

The process will start from what has already been accomplished in the areas of policing, prosecution, prevention to re-entry, and then examine these efforts within a systems context. We will facilitate a series of discussions to allow a fresh look at how the business of the system is conducted, while considering tested strategies that can improve effectiveness, streamline operations and improve offender outcomes.

At a time of budget shortfall this is an especially valuable exercise. All agencies and governments are struggling to protect the community, preserve good programs, and adapt to new mandates. The planned release of State prisoners to the counties is but one new challenge. This project will give Stockton a framework for cross-system planning.

The questions will be asked across the spectrum of the system.

The project is broken into three planning phases over a 12-month time period. We propose that an Implementation effort be planned as a separate phase — after recommendations are adopted and the system has decided how to proceed.

#### **Phase I: A Forum for Review (4 months)**

This phase provides the forum for a facilitated review of local efforts in crime prevention and risk management: from prevention to prisoner re-entry. These efforts will be discussed within the context of local plans and practices, national findings and best practice research regarding risk reduction.

This phase will be grounded in individual meetings with system stakeholders, as well as a series of meetings with a Planning Commission convened for this project. I recommend that commission membership be enlisted before the start of the project, and that stakeholders have an opportunity to discuss the project, in meetings with the City Manager, before the official project launch.

Questions to address in the first phase include:

- What is the nature of the crime in Stockton and likely drivers?
- What efforts have been tried to reduce violence? Property crimes?
- What has worked? How do we know?

- What are the national findings regarding crime suppression and prevention, violence reduction, detention reform, and improved offender outcomes?
- What key strategies need to be in place/maintained to support a comprehensive plan?
- What data is available to inform and shape our next steps?

### **Phase 2: Building a Better System (4 months)**

This phase will focus on a review of initiatives to improve the functioning of the criminal justice system. Key components of the system will be reviewed and observed; and, depending on availability, key data elements will be collected toward the goal of providing a brief system diagnostic and framing issues for review. This phase will include a Symposium to present and review system data.

- What system efficiencies can reduce impact on jail and save resources?
- What prevention and diversion efforts are needed?
- How do we assess our efforts, from pre-booking, pre-trial, prosecution, probation, community programs, detention, and re-entry?
- What policies should be reviewed for improved efficiency?
- What measures are essential to improved outcomes?
- What are the local planning issues for the prisoner re-entry initiative?
- What data is needed to support system review and refinement?

### **Phase 3: Charting a Cross-System Strategy (4 months)**

The final phase will include a system wide discussion to assist in the formation of local strategies/recommendations toward the development of a cross-system plan: a roadmap for community crime reduction. The discussion will be grounded in local data, and informed by research and local experience regarding effective violence reduction measures.

It will be guided by questions: How can the larger system design a balanced portfolio of strategies that can inform future budget cutting or enhancements? How to best map out a plan for realizing system effectiveness and efficiencies? How to ensure that the data needed to

measure performance and mark progress is available? How best to track trends in capacity and resource needs? How to incorporate the best evidence into program and system planning? How to come together to help shape the future?

**Proposed Number of trips:** I propose 8 trips over the course of the project for me and my colleague: 16 trips total. However this is dependent on the Planning Committee's and the City's needs as they work through the phases.

- Phase 1: 3 trips
- Phase 2: 3 trips (1 of the trips = Symposium)
- Phase 3: 2 trips (1 of the trips= Planning Forum)

A project of this nature depends for its success on the full participation of system participants. Key players from all government bodies and agencies must be prepared to share data, contribute to discussions, and help shape the direction of the planning. The work of the consultants is limited without this commitment.

A project of this nature also depends upon some common expectations. Given that this project is built around the formation of a new cross-system Planning Committee convened to help shape the project direction, this effort will be a 'work in progress.' As such, it will be important to have the flexibility to respond to project progress with an ability to reassess resources needed in terms of specialized expertise, project duration, and cost.

Finally, the nature of this project leaves the end product in question. Given that the project is exploratory in nature the desired end product will need to be defined early in the project. This end product must realistically reflect the direction of the group and the available time and resources.

Finally, given the past efforts in your community we want to make clear that this project is not intended to replicate any police staffing analyses, cost-benefit analyses, or research-based data studies.

### **The Team**

*David M. Bennett*

I am a criminal justice consultant with over 30 years experience. I have advised more than 250 jurisdictions in 40 states regarding the development of systems-based solutions to public safety and jail management.

Before beginning my consulting career I worked to establish, and then manage, the Pre-Trial Services Department of Salt Lake County Criminal Justice Services in Utah.

I have also worked on several nationwide projects. Under the sponsorship of the National Institute of Corrections and the American Justice Institute, I served as lead trainer and helped set the agenda for the federal government's first jail overcrowding seminar in 1981. I also participated in the development of the Law Enforcement Assistance Administration's jail management guidelines, which have been recommended to state and local officials since 1978. I am co-author of the first *Jail Capacity Planning Workbook* published by the U.S. Department of Justice.

I will be joined in this project by Donna Lattin, who specializes in alternative to jail programs and evidence-based practices. Donna and I have a new document out, published by the National Institute of Corrections, "*Jail Capacity Planning Guide: A Systems Approach.*" This document is a revised version of the earlier jail capacity planning workbook.

I have been involved in several projects in California, including serving as an expert witness for Sonoma County for the Coleman/Plata deliberations.

My work is based on the conviction that simply building more jail beds will not by itself solve our crime problem. The promise of reducing criminal behavior requires jail planning that is embedded within broad system reform — and toward the goal of efficient prosecution, swift and humane justice, quality supervision, and evidence-based programs. And, it must be grounded in good data. I advocate a holistic 'systems approach' to problems of crime.

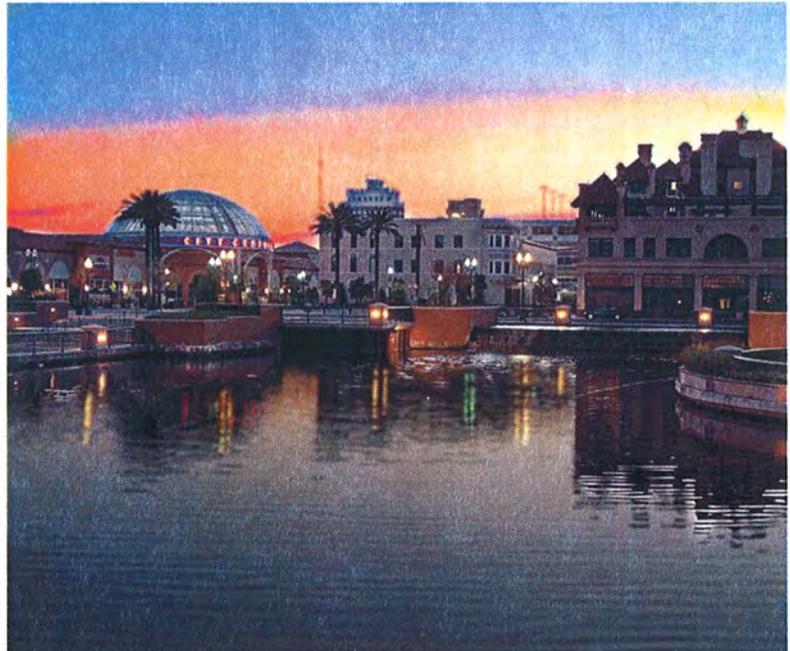
#### *Donna Lattin*

Donna began her career as a community corrections manager and policy analyst for the Oregon legislature. As a consultant she specializes in the assessment of local criminal justice systems and jail alternatives. She works with jurisdictions to develop system master plans based on best practices and evidence-based research, helping counties develop comprehensive strategies to effect positive change. For the last 15 years Donna has worked around the country to plan and design jail alternative programs in both the juvenile and adult systems.

## Marshall Plan Stakeholder Committee Members

As of 4/2/2013

<b>Name</b>	<b>Agency</b>
Bibelheimer, Wayne	Reverend Quail Lakes Baptist Church
Bivens, Bobby	President, Stockton/San Joaquin NAACP
Deis, Bob	City Manager City of Stockton
Founts, Mick	Superintendent of Schools San Joaquin County Office of Education
Fox, Peter	Public Defender San Joaquin County
Holman, Elbert	Councilmember & Chair, Community Improvement & Crime Prevention Committee - City of Stockton
James, Stephanie	Chief Probation Officer San Joaquin County
Hatano, Kevin	Program Mgr., Operation Ceasefire, City of Stockton
Jimenez, James	Interim CEO, San Joaquin County Hispanic Chamber of Commerce
Jones, Eric	Chief of Police City of Stockton Police Dept.
Koeurt, Sovanna	Executive Director, Asian Pacific Self-Development & Residential Assoc
Lowder, Steve	Superintendent Stockton Unified School District
Moore, Steve	Sheriff San Joaquin County
Morgan, Brett	Judge, Superior Court San Joaquin County
Rodriguez, Jose	Executive Director El Concilio
Saffold, Benjamin	Chair of Public Safety Committee Downtown Stockton Alliance
Shields, Glen	Pastor Progressive Community Church
Silva, Anthony	Mayor City of Stockton
Singh, Vic	Behavioral Health Services Director San Joaquin County
Vang, Ger	Chief Executive Officer Lao Family Community of Stockton, Inc.
Villapudua, Carlos	Supervisor San Joaquin County Board of Supervisors
Wilhoit, Doug	CEO, Greater Stockton Chamber of Commerce
Willett, James	District Attorney San Joaquin County
Womack, Ralph	Program Mgr., Operation Peacekeeper, City of Stockton



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# The Stockton Marshall Plan

## Violence Reduction Strategy

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Stockton, California

David Bennett Consulting in association with Donna Lattin

7 March 2013

# The Marshall Plan

## Violence Reduction Strategy

Stockton, California

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7 March 2013

*Submitted to:*  
Stockton City Council

*Submitted by:*  
David M. Bennett  
Donna D. Lattin

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## Foreword

In 2011, the Stockton City Council adopted four key goals to guide our actions as a City into recovery. They included 1) Getting Our Fiscal House in Order, 2) Improving Public Safety, 3) Increasing Economic Development and 4) Improving (City) Organizational Capacity. To accomplish these overarching goals, the Council then adopted 38 very specific Strategic Initiatives. One such Initiative is the Marshall Plan on Crime.

The level of crime in our city has impacted Stocktonian's perception of personal safety and our image throughout the state and nation. We have heard from those who are dedicated to attracting new business investment that potential investors express concern about our crime, which is impacting our potential economic recovery. To "increase economic development" and "get our fiscal house in order", we must improve public safety.

Having a plan is not enough. Stockton has too many plans that are sitting on bookshelves. It will take leadership from the City, sustained execution, adequate resources and collaboration from the myriad of organizations that have a role in reducing crime to implement change. We cannot simply ask for a financial handout. We need to have a plan and be held accountable for implementation of that plan. A quick and superficial fix to placate the voices that demand immediate action will only yield the same results that we have seen demonstrated in the past, leaving everyone wondering what happened to all that money. It was Albert Einstein who defined insanity as "doing the same thing over and over again and expecting a different result".

The City cannot do it alone. After reviewing the report, you will see this challenge is not just a Stockton Police issue it is a County, State, schools, non-profit, business and community issue that requires participation from the entire community and at all levels of government.

The City and the Marshall Plan Stakeholders Committee are not sitting back and waiting until this Plan is vetted with the City Council and ultimately the community. In fact, on page 16 you will see all the things that are currently in the process of being implemented. After reviewing all the factual information and data, the Marshall Plan Stakeholders Committee felt we could not wait. We have moved forward with proven methods and are already making an impact.

As City Manager, it is my responsibility to translate complicated ideas into more manageable terms. Given all the complex information that you read in the report, I would say it boils down to prioritizing and allocating scarce resources towards people and places.

We need to make a “project” out of individuals and shepherd resources towards the relatively few people that are causing most of the crime. We now know what works to get the attention of those who are creating chaos and change the course of history in our community. It has worked in other cities. Our role is to make sure all the agencies and organizations involved focus on the same people with interventions that are backed by the evidence.

We also need to make a “project” out of places. We now know that concentrating specific resources on certain crime “hot spots” will help suppress crime in our neighborhoods. We can no longer rely on just monolithic structures, such as jails and established entrenched programs and expect people to miraculously change. We cannot afford it and it doesn’t work.

Finally, I wish to thank the Stockton City Council for taking a leadership role and having the patience to complete this Marshall Plan on Crime. The term Marshall Plan comes from our history books and connotes a massive rebuilding effort, akin to what was accomplished by the original Marshall Plan that guided Europe’s recovery after World War II. Our Marshall Plan reflects a rebuilding effort for this community and its institutions that, if sustained, will lead to Stockton’s recovery and renaissance. This is not just for the current generation; this is about providing hope and a foundation for the next generation. It is about breaking the trend and cycle of violence and leaving a legacy of a community transformed for our children and grandchildren. This is truly for the generations.

Bob Deis,

City Manager

# Acknowledgements

We want to begin by acknowledging Bob Deis, Stockton City Manager, former Mayor Ann Johnston, and the entire Stockton City Council, past and current, for supporting this project.

We want to thank the Marshall Plan Committee members (their names can be found on the next page) who, for close to a year, dedicated their time and energy to what amounted to a 'crash course' in system-wide violence reduction – and system improvement – seminars and discussions. We delighted in working with all the members.

San Joaquin County should be thanked for funding the first year of Project Ceasefire. Their contribution demonstrates the kind of partnership that makes a project like this succeed. County support allowed the hire of Stewart Wakeling, with the California Partnership for Safe Communities, who initiated an in-depth data collection and homicide review with the Stockton Police Department. We thank Stewart and his staff for their good work.

We thank our own 'IT Department,' Pete Lattin, for his detailed and expert crime analysis.

We thank City staff Christian Clegg and Connie Cochran for their competent assistance; and Executive Secretary, Karen Costa, who kept the whole operation running on time.

The Symposium was enriched by the participation of the Peacekeepers. We want to thank the panelists: Peacekeepers, Jose Gomez and Stan Thomas; and clients Manuel Martinez, Moses Alderete, and Samuel Diaz. Their stories touched each of us and will serve as a catalyst to change. Thank you.

We would especially like to thank the many individuals from across the system who spent time meeting with us over the life of this project.

# Marshall Plan Committee

Bob Deis, Stockton City Manager  
Mayor Anthony Silva, City of Stockton  
Councilmember Elbert Holman, City Council  
Rev. Wayne Bibelheimer, Quail Lakes Baptist Church  
Bobby Bivens, President, Stockton/San Joaquin NAACP  
Mick Founts, Superintendent of Schools, San Joaquin County Office of Education  
Peter Fox, Public Defender, San Joaquin County  
Kevin Hatano, Program Coordinator, Operation Ceasefire  
Stephanie James, Chief Probation Officer, San Joaquin County  
James Jimenez, Interim CEO, San Joaquin County Hispanic Chamber of Commerce  
Eric Jones, Stockton Chief of Police  
Sovanna Koeurt, Executive Director, Asian Pacific Self-Development & Residential Assoc.  
Dr. Steve Lowder, Superintendent, Stockton Unified School District  
Steve Moore, San Joaquin County Sheriff  
Brett Morgan, Judge, San Joaquin County (Lead Judge on this committee)  
Jose Rodriguez, Executive Director, El Concilio  
Benjamin Saffold, Downtown Stockton Alliance  
Pastor Glen Shields, Progressive Community Church  
Vic. Singh, Director, Behavioral Health Services, San Joaquin County  
Ger Vang, CEO, Lao Family Community of Stockton, Inc.  
Carlos Villapudua, Supervisor, San Joaquin County Board of Supervisors  
Doug Wilhoit, CEO San Joaquin Chamber of Commerce  
Jim Willett, District Attorney, San Joaquin County  
Ralph Womack, City of Stockton, Program Manager, Operation Peacekeeper

## *Former members*

Ann Johnson, former Mayor, City of Stockton  
Carl Toliver, former Superintendent of Stockton Unified School District

## *Staff*

Christian Clegg, Assistant to the City Manager  
Connie Cochran, Public Information Officer  
Karen Costa, Executive Assistant to the City Manager

# The Stockton Marshall Plan

## Violence Reduction Strategy

### Executive Summary

The Stockton City Council identified 'violence reduction' as one of four strategic goals for 2012 and initiated the development of a Marshall Plan to guide their efforts. The planning process began in April 2012 with the formation of a cross-jurisdiction Marshall Plan Stakeholder committee. The goal of the project was to formulate a City Violence Plan for the reduction of homicides and gun violence.

In Stockton, gun and gang violence is predominantly a problem of male gang or group members; a relatively small number of individuals carry out destructive retaliatory 'justice' on other gang members. The good news is that the subset of individuals who commit this violence, and the places where it occurs, can be identified and targeted. 'Hot spots' and 'hot persons' can be identified. This allows targeted, public health-like strategies to be employed: strategies that go to the source of the problem to interrupt violence and stop its transmission.

There is no *single* solution to violence. There are, however, solutions. A body of research is now available that offers real hope that communities such as Stockton can control violence – that they can take back their streets. And, once violence is under control, there are proven strategies to reclaim neighborhoods and to deter future youth violence. These strategies, coupled with local ideas and innovation, can serve as a catalyst to reform.



## *Much Has Already Been Accomplished*

Violence reduction efforts are well underway. Many new initiatives have been started over the last year. This project began as Stockton welcomed a new police chief. Chief Eric Jones was quick to propose new initiatives and form new collaborative endeavors.

Under extreme staffing shortages the Chief has moved to develop a Violence Reduction Initiative. It has a focus on 'guns and gangs' and is grounded in newly created police department initiatives such as: expanded law enforcement partnerships; Community Response Team expansion; improved Camera Room operations; multi-agency sweeps and gun seizures; redirected Peacekeeper efforts; and the establishment of a Chief's Community Advisory Board. And, it focuses on homicide reduction with its commitment to Project Ceasefire.

## *Recommendations*

The goal of any Violence Reduction Plan should be more than the cessation of violence. The ultimate goal must be the restoration of Peace. Stockton deserves this. As such, this Violence Reduction Plan should be seen as a first-step.

The proposed Plan offers a targeted, balanced systems approach to violence reduction. It is premised on the notion that efforts to stop or prevent violence must focus on high risk individuals (hot persons) and high risk locales (hot places), and must intervene in high risk circumstances (after a shooting). In this report we recommend the development of a comprehensive Violence Reduction portfolio. Some recommendations are for City consideration; others are for County review; still others require a dialogue with the community and the schools.

The approach we recommend is a *targeted, systems-approach* to violence reduction; and an approach that GETS OUT AHEAD OF THE PROBLEM.

The recommendations in this report fall into three broad categories: Stop Violence, Prevent Violence, and Build System Capacity. All three of these categories have to be addressed concurrently to achieve a successful outcome.

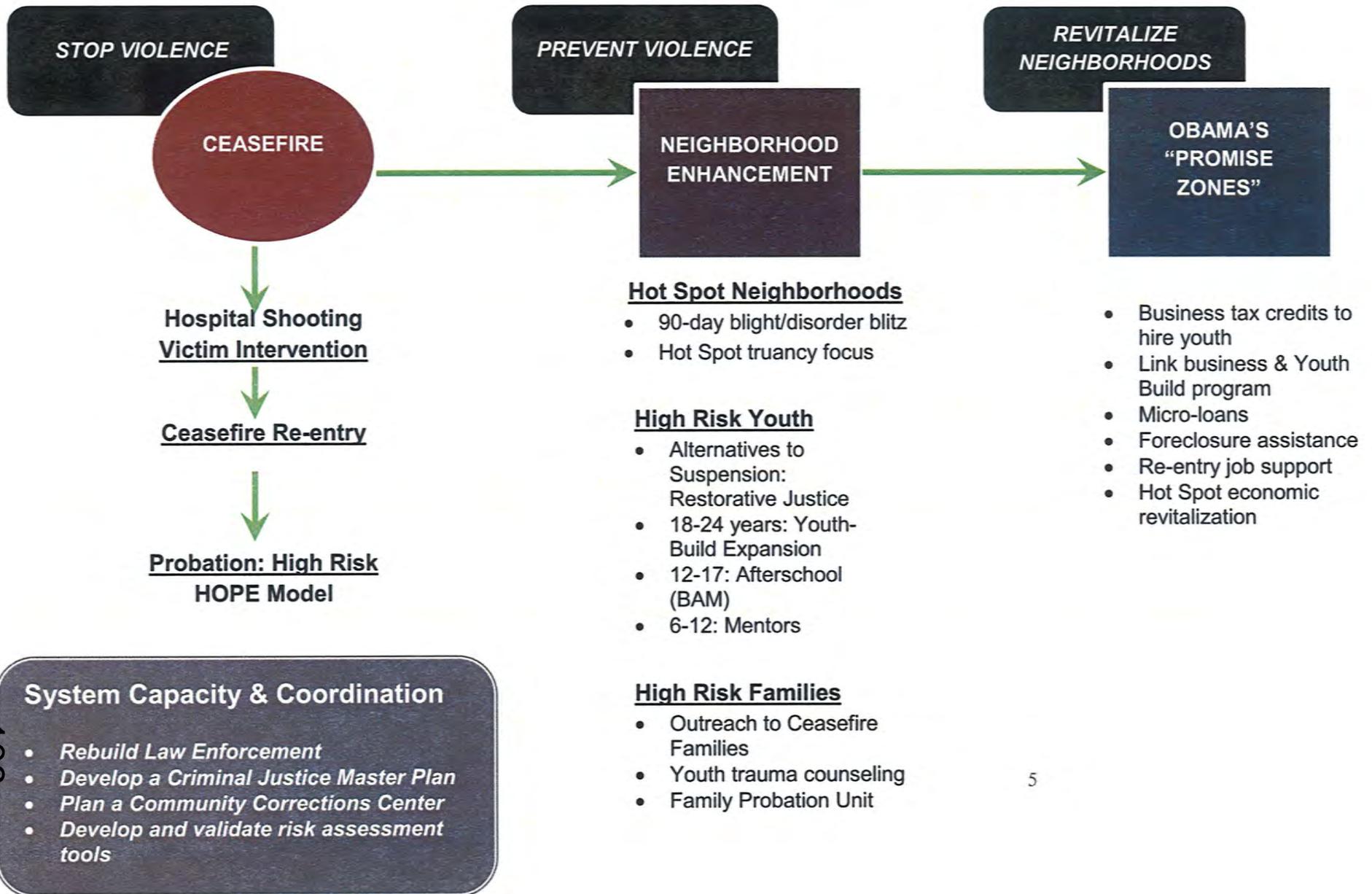
### **Key recommendations include:**

- ❖ **Project Ceasefire:** This focused deterrence strategy uses a coordinated community and system response to get out ahead of violence. A message is delivered that the violence must stop; that there are certain consequences for continued violence; and, that there is help. This strategy is credited with 30-50 percent reductions in violence.
- ❖ **Hospital-based Peer Intervention:** This program intervenes with shooting victims while still in the hospital to interrupt retaliatory violence. We recommend building upon the District Attorney's Victim crisis response program, with the addition of Peacekeepers. This has proven successful in interrupting deadly cycles of violence.
- ❖ **Ceasefire Re-entry:** A Ceasefire model for high-violent inmates that starts in custody. Community and family are involved, and mentors and services are made available before and after release from custody. The Boston Re-entry Initiative was credited with a 30 percent reduction in subsequent violence.
- ❖ **Neighborhood Enhancement Blitz:** A 90-day neighborhood blight and disorder 'blitz' reduction program, modeled after the Neighborhood Enhancement Program in Cincinnati, shown to reduce violence up to 3 years after its implementation. It should be considered a follow-up phase to a Ceasefire operation. We recommend that it be followed by economic revitalization: the type discussed in President Obama's proposed *'Promise Zone'* initiative.
- ❖ **Prevention:** We recommend targeted prevention efforts directed at high-risk persons, places and situations: Outreach to Ceasefire families; street outreach to high-risk youth; youth skill development (Youth-Build expansion); get out ahead of school suspensions (community-based restorative justice models); limit zero tolerance expulsions; expand mentoring; expand alternatives to juvenile remand; engage youth in prevention efforts; teach social and thinking skills; and, add new ritual and rites of passage for high-violent male youth (BAM afterschool, etc.).
- ❖ **Rebuild Stockton Police Department:** Build-out police force to levels comparable to other cities its size with high violence rates and support new and innovative prevention models.

- ❖ **Ensure Criminal Justice System Capacity: One Empty Jail Bed:** The best violence reduction efforts are undermined if the system cannot deliver on the promise of swift and certain consequences. We recommend the development of a *San Joaquin County Criminal Justice System Master Plan* to guide planning for adequate jail beds and system resources to support a Violence Reduction Plan.

Stockton is one of only 200 places in the country designated a ‘majority minority’ community. The richness of its cultural heritage and the tremendous generosity of its people—all this should make Stockton a magnet for people around the country. Once the violence is stopped, the broader goal should be to ‘Put Stockton on the Map.’ No longer a place of ‘hot spots’ it should become a place of ‘hot ideas’ and ‘hot happenings.’ As Stockton solves its violence problem and begins to put its economic house back in order it can start anew. Stockton can show the rest of the country what it means to Rise Up and Reinvent itself.

# THE STOCKTON MARSHALL PLAN (Violence Reduction Strategy)



# The Stockton Marshall Plan

## Violence Reduction Strategy

### Findings

The number of homicides in Stockton has increased dramatically since 2008, from a low of 28 in 2008 to a recent high of 71 in 2012 (Fig. 1). While this recent trend is alarming, similar homicide rates to last year's high number were typical during the mid 80's and into the mid 90's in the city. Although violent crime occurs throughout the city (Fig. 2), it is concentrated in discrete, dispersed 'hot spots' (Fig. 3). Since 2006, the violent crime rate has remained quite constant, while that of homicide first plunged to a dramatic low in 2008, followed by an equally dramatic and concerning rise since that time (Figure 4).

### Stockton Homicides

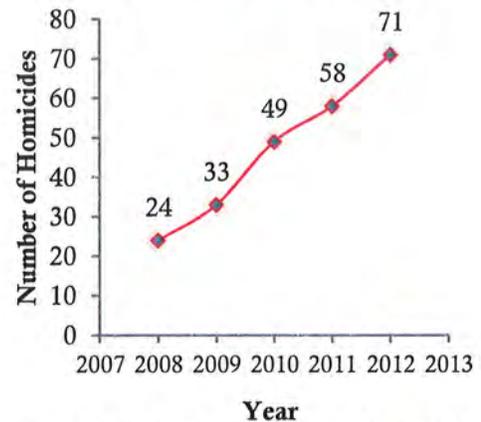


Figure 1. Stockton's rapid increase in homicides since 2008.

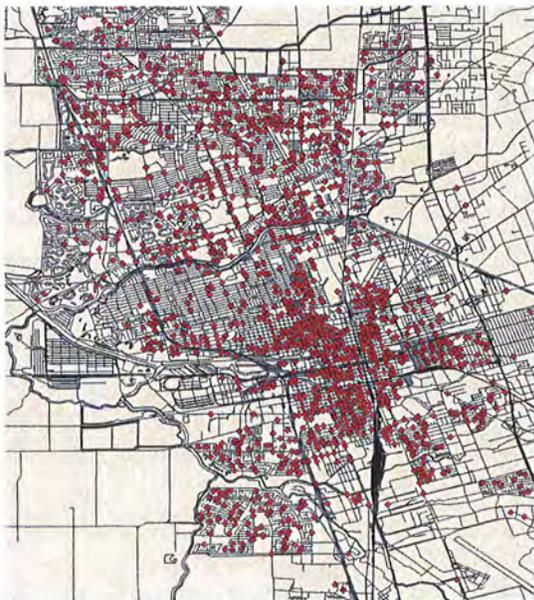


Figure 2. Violent crime distribution between November 2011 and May 2012 (n = 3505)

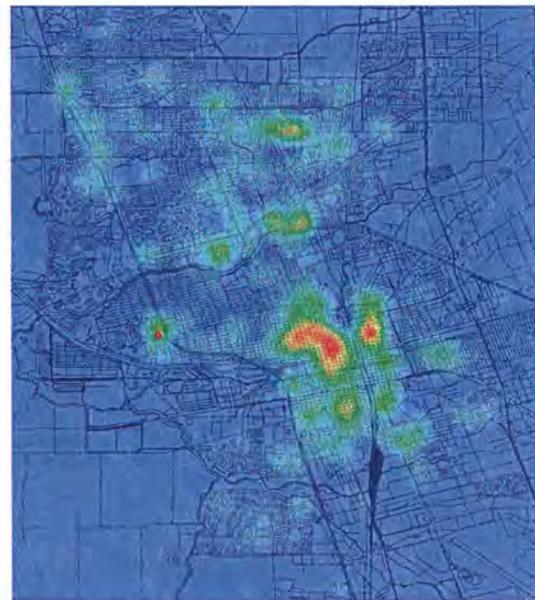
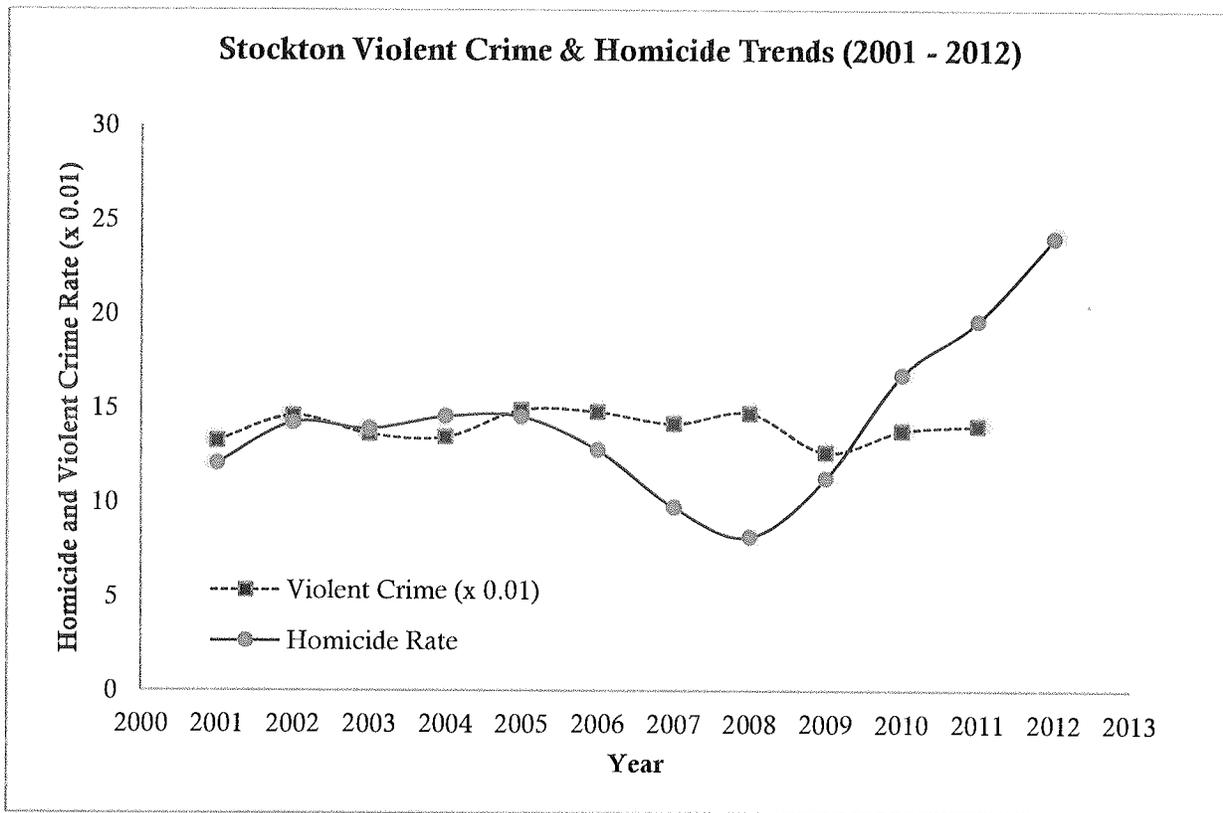


Figure 3. Although seemingly dispersed, violent crimes tend to occur in discrete 'hot spots' (November 2011 - May - 2012).

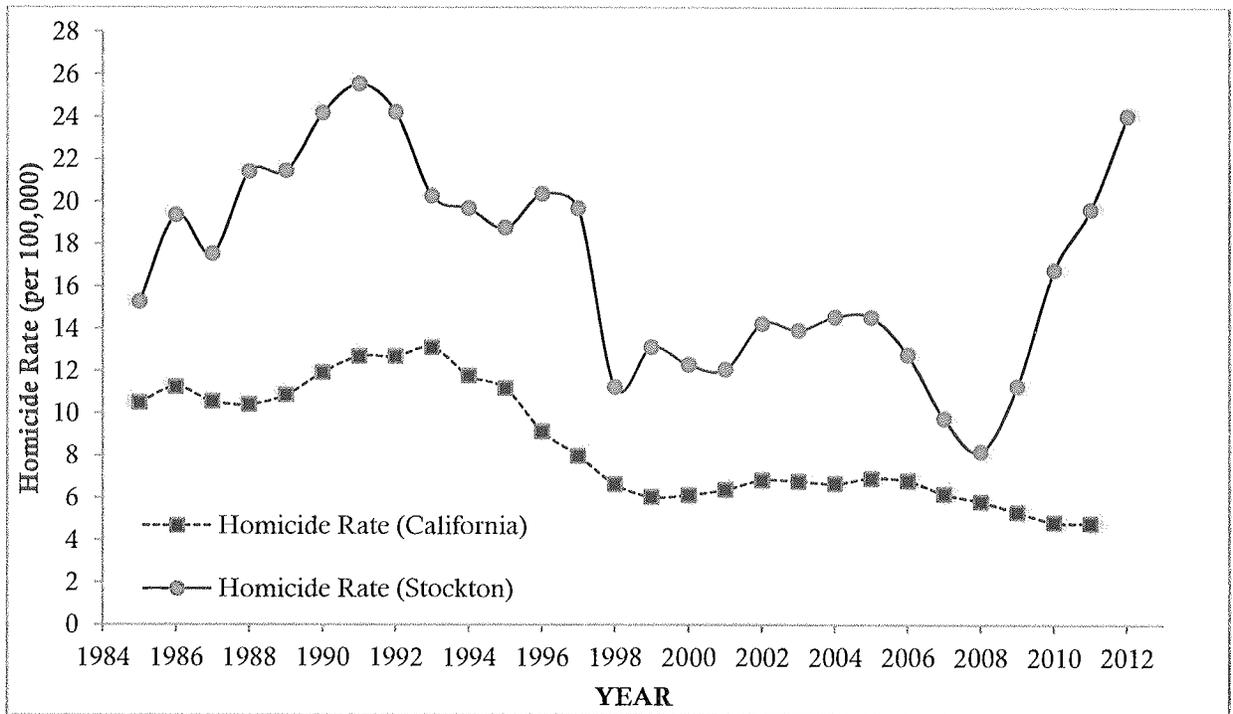


*Figure 4. Stockton homicide rate has fluctuated while that of violent crime has remained flat since 2001.*

This suggests that some factor or combination of factors, other than an increase in violence, is responsible for both the sudden decrease and subsequent increase in the homicide rate, such as changes in the severity rather than frequency of violent conflicts. The combined violence and homicide data suggest that it is the severity rather than the number of violence offenses that explains the increase in the number of homicides since 2008. This may be linked to the availability and willingness to use firearms.

In Stockton, violent crime rates in general, and homicide rate specifically have for decades exceeded those of the state (Figure 5). In the past, the rates paralleled those of the state. San Joaquin County ranks first in the State for youth homicide victimization for ages 10 – 24<sup>1</sup> (See Appendix IV for Lost Youth study summary). San Joaquin’s homicide victimization rate for 10 – 24 year olds is nearly 3 times that of the State.

<sup>1</sup> Violence Policy Center. 2013. Lost Youth: A County-by-County Analysis of 2011 California Homicide Victims Ages 10 to 24.



*Figure 5. The Stockton homicide rate (per 100,000) has remained consistently higher than that of the state since 1985.*

**PERSONS** Most of homicide perpetrators and victims have had numerous contacts with the criminal justice system for very serious offenses, although perpetrators tend to be younger and more criminally active (Table 1). The average age of homicide suspects in Stockton is 25, and the victims somewhat older (28.5). By these ages, suspects average 8.5 arrests in the adult system, and the victims 8.6. Both suspects and victims tend to have been previously arrested for both violent offenses and nonviolent firearm offenses, suspects tend to have been arrested more frequently than victims for both (Table 2). It is noteworthy that there has been a recent increase in the rate of youth homicides in San Joaquin County (Violence Policy Center Report 2010). About 30% of both suspects and victims are on probation or parole at the time of the homicide, although half have been previously under supervision. (This data was presented by Stewart Wakeling, Community Partnership for Safer Communities, in his February, 2013 symposium presentation, and reflects a review of all homicides in Stockton over the last 2 years, conducted by Stewart Wakeling and Stockton police Officers). These figures are typical in cities where Wakeling has worked in the past, although local victims and suspects appear to have more violent offenses in their histories.

*Table 1. Demographic composition of homicide suspects and victims in Stockton (Wakeling, CPSC presentation 2013).*

	SUSPECTS	VICTIMS
Male	96.3%	84.5%
Female	3.7%	15.5%
Average age	25	30
Average age of those known to CJ system	25	28
Asian	4.9%	17%
Black	43.9%	30%
Hispanic	42.7%	45%
White	4.9%	8%

*Table 2. Criminal Justice System contacts for homicide suspects and victims (Wakeling, CPSC presentation 2013).*

	SUSPECTS	VICTIMS
Arrest frequency	10 months	15 month
Felony arrest frequency	18 months	29 months
Violent offense frequency	30 months	64 months

Both homicide suspects and victims typically have had many contacts with the criminal justice system. Homicide suspects have been arrested for violent offenses an average of 2.97 times and for nonviolent firearm offenses 0.78 times. Victims also typically have violent offenses and nonviolent firearm offenses in their criminal histories. They have been arrested for violent offenses an average of 1.95 times, and 0.58 times on nonviolent firearm charges. The greatest apparent difference between suspects and victims is that suspects tend to have been charged with more violent crimes and firearm offenses (Wakeling, CPSC presentation 2013).

Wakeling (CPSC presentation 2013) finds that gangs, sets, crews and other groups play a significant role in violent crime in Stockton. He identified approximately 34 groups citywide, but during the last several years only 18 of these, with a membership of about 700 people, have been actively involved in violence over the last several years. It is estimated that individuals within these active groups are responsible for between 50-80% of homicides in Stockton over the last 2 years. Wakeling reported that of the 18 active groups, 8 groups were responsible for 1—2 homicides each over the last two years, while 10 groups accounted for 48 homicides, and a large fraction of additional group-related homicides remained “unassigned” during their study window. His review of recent homicide data

suggests that at any given time, activity may be limited to a small number of individuals and/or groups.

Many of the County's violent crimes are committed by youth who are then remanded to the adult system for prosecution. The majorities of youth who have been remanded to the adult system have been charged with murder or attempted murder.

**PLACES** Unlike other areas where a Ceasefire program has been implemented, violent crime in Stockton tends to be less concentrated geographically and more distributed across races and ethnicities (Wakeling, CPSC presentation 2013). Mapping locations of repeated violent crimes can help identify 'hot spots' within the city. When software are used to characterize violent crime frequency, discrete hot spots can be identified that provides a spatial context to aid in the concentration and deployment scarce violence reduction resources. Hot spots generated using all violent offenses appear to correspond well to concentrations of both shootings and homicides.

Most homicides committed by youth (age 10 – 24) occur on the street and in vehicles (Table 3). The majority of these homicides are associated with arguments between perpetrators and victims.

**RECENT HOMICIDE TRENDS** It is clear that in recent years it is the number of homicides, rather than total violent offenses, that have varied. The cause of the dramatic drop in homicides between 2005 and 2008 has not been identified, but the rapid rise since that time does correspond to the loss of Police Officers (Figure 6), although we suspect that there are complex forces at play.

In recent months (November through February) there has been a 33% decrease in homicides and a reduction in several firearm-related offenses (Table 4) compared to the same period last year.

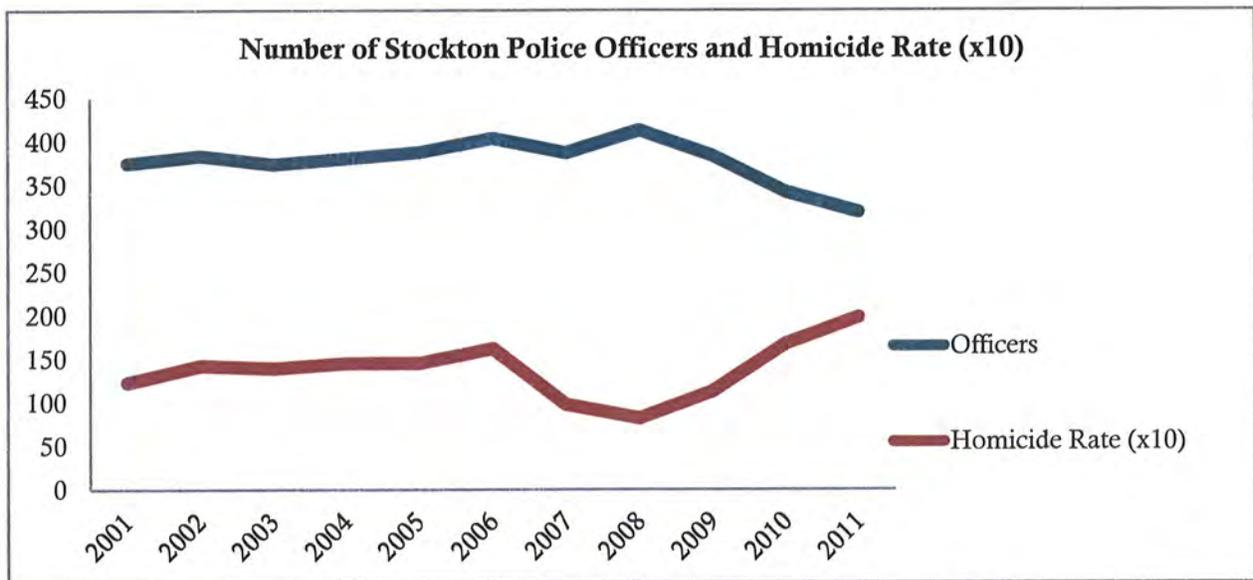


Figure 6. Trends in Stockton's homicides mirror those of the number of police officers.

Table 3. Location and circumstances of youth victims of homicides (Violence Policy Center Report, 2010).

LOCATION	PERCENT
Street	52%
Inside home of victim or other residence	33%
Vehicle	10%
Other	5%
CIRCUMSTANCE	
Drive-by shootings	19%
Linked to argument between victim & perpetrator	30 – 50%

Officer Joe Silva (spokesperson for the Stockton Police) relayed recently that the decrease in violent crime has been aided by the efforts of the Community Response Team, a countywide gang task force, and support from the California Highway Patrol to increase police visibility in the city (Zachary K. Johnson, Fe. 4, 2013. Recordnet.com). The California Highway Patrol began to assist the Stockton Police at the start of November, 2012 with a 90-day campaign to increase police presence in high-crime neighborhoods (KCRA Feb. 3, 2013).

**Table 4. Comparison of firearm-related crimes during the period November through February (2011-12 and 2012-13).** (Source: <http://www.crimemapping.com/map/ca/stockton>)

	2012-2013	2011-2012	PERCENT REDUCTION
ASSAULT WITH A DEADLY WEAPON	234	271	-14%
PERSON SHOT	0	3	
BRANDISHING	54	52	+4%
CARRYING CONCEALED WEAPON	79	64	+23%
POSSESSION OF AN ILLEGAL WEAPON	71	33	+115%
DISCHARGE OF FIREARMS	18	29	-38%
MURDER	12	18	-33%
ATTEMPTED MURDER	2	5	-60%
ROBBERY	354	309	+15%
SHOOTING INTO OCCUPIED DWELLING	105	150	-30%
TOTAL	929	1043	-13%

# The Stockton Marshall Plan

## Violence Reduction Strategy

### Recommendations

The goal should be more than the cessation of violence. The ultimate goal must be the restoration of Peace. Stockton deserves this. As such, this Violence Reduction Plan should be seen as a first-step.

The Plan was developed over the course of eight trips to Stockton and was informed by interviews with over 50 individuals. We met with judges, prosecutors, defense counsel, police officers, sheriff's staff, probation officers, political leaders, and more. We collected and analyzed local data. We observed routine court sessions, attended specialty courts, toured schools, visited Family Resource Centers, toured the jail, visited the mental health crisis center, spent time in the field with the Peacekeepers, and met with program providers; and, we convened roundtable discussions, that included community members, to explore ideas for crime prevention and control. This Plan reflects this experience.

In this report we recommend the development of a comprehensive Violence Reduction portfolio. Some recommendations are for City consideration; others are for County review; still others require a dialogue with the community and the schools.

The approach we recommend is a *targeted, systems-approach* to Violence Reduction. Too many violence reduction plans fail to take the big picture view. Violence can be stopped, but the ability to sustain efforts requires that the system have the capacity to consistently and predictably support violence reduction efforts. Adequate law enforcement officers, sufficient jail capacity, and a full continuum of services must support a violence reduction plan.

## *What We Know about Violence*

We know that most street violence is concentrated in a small set of relatively young men, who are most often involved with groups or gangs; and we know that this violent behavior is geographically concentrated. In one study in Seattle, the majority of all criminal activity was concentrated in only 4-5% of street segments.<sup>2</sup>

We know that for the youth involved, gang violence is usually limited to the time they are active in the gang. When they quit the group the violence ends. We also know that most youth, even those who commit serious violence, stop criminal behavior. It is estimated that of youth convicted of serious crimes, only 8% are eventually convicted in the adult criminal justice system.<sup>3</sup> Most youth desist.

We also know that violence can persist over time. Especially violence grounded in the terrible symmetry of revenge. Gang violence creates a cycle of injury and harm.

## *Local Findings*

- There were 71 homicides in Stockton in 2012. Of these, 61 involved guns
- Violence is concentrated: A small number of individuals in Stockton are responsible for the majority of the street violence
- The majority of local violence (60-80 percent) is related to local gangs or groups<sup>4</sup>
- ‘Hot spots’ in Stockton are more dispersed than other cities, and local violence is highly socially concentrated as well as geographically situated
- There are more than 30 gangs or ‘groups’ in Stockton; 18 of these groups are active. These active groups were responsible for 50-80 percent of homicides in Stockton over the last two years
- Homicide is the second leading cause of death for youth ages 10 – 24 in California<sup>5</sup>
- San Joaquin County has the highest rate of all counties in California of youth homicide victims ages 10 – 24 years<sup>5</sup>
- Local perpetrators of violence and their victims have similar profiles in terms of race, gender, and criminal justice system involvement

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<sup>2</sup> Weisburd, D.L., E. Groff, and N. Morris. 2011. Hot spots of juvenile crime: Findings from Seattle.

<sup>3</sup> Pathways to Desistance (<http://www.pathwaysstudy.pitt.edu/>)

<sup>4</sup> Stewart Wakeling, Community Partnership for Safe Communities (CPSC), Findings on local gangs are the result of homicide review exercise with Stockton Police Department.

<sup>5</sup> Violence Policy Center. 2013. Lost Youth: A County-by-County Analysis of 2011 California Homicide Victims Ages 10 to 24

## *What Works to Reduce Violence*

The good news in devising a violence reduction strategy is that we know what works. We have a portfolio of strategies that have proven effective in altering the landscape of violence in other cities.

There are common characteristics to these strategies. They are targeted on the individuals who pose the highest risk for future violence. They focus on those few who are causing the most harm, and they shatter anonymity. Effective strategies involve the clear communication of rules and swift and certain consequences when those rules are broken. The most powerful strategies involve the community, who join with police in expressing a moral message against violence. And, importantly, all effective recidivism reduction interventions offer a way out -- and a way up. Case managers and mentors and probation officers are the navigators who help lead violent individuals to a new path.

Effective programs, address street violence as a group phenomenon, and make use of new rituals: ones that shift from a traditional system that leads with shame and punishment, to one that is based on respectful communication but non-negotiable consequences. In the Ceasefire model the message against violence is delivered in a public ritual that literally invites the perpetrators to the table. Anonymity is destroyed, the expected punishment is not immediately exacted, and individuals are given 'a way out.' Who would have thought this would work? It does.

We also know what *doesn't work* to stop or prevent violence. Strategies that are limited to surveillance or punishment alone have not proven effective. Programs that attempt to scare individuals into compliance, like the popular Scared Straight programs, are not effective -- in fact, they have been shown to increase criminal behavior.<sup>6</sup> Education-only programs that attempt to change behavior through educational materials have fallen short of their promise. And, strategies that attempt to focus solely on treatment or on the low-risk individual do not yield good returns on the dollar, or are counterproductive. The lesson from the research is that neither 'get tough' nor 'get soft' strategies offer the solution; instead, the reduction of crime and violence requires a balanced approach.

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<sup>6</sup> Lee, S., S. Aos, E. Drake, A. Pennucci, M. Miller, and L. Anderson. 2012. Return on investment: Evidence-based options to improve statewide outcomes, April 2012 (document No. 12-04-1. (WSIPP)

## *Much Has Already Been Accomplished*

Violence reduction efforts are well underway. Many new initiatives have been started over the last year. This project began as Stockton welcomed a new police chief. Chief Eric Jones was quick to propose new initiatives and form new collaborative endeavors. At the same time the county was beginning its planning to distribute new AB 109 funds – the same time that new violence reduction ideas were under discussion.

As a result, over the last year, the City has funded the Police Department’s new Community Response teams (with a hot-spot deployment focus) and an improved police camera surveillance operation; the Police Department has also formed working alliances with other law enforcement agencies, joined the sheriff and other agencies in creating a gang task force, conducted sweeps, seized a large number of guns, and conducted warrant searches with probation. The County funded the start-up of Ceasefire, with support for a coordinator position within the police department, and provided funding for the initial data analysis and implementation required to get Ceasefire off the ground.

At the County we have a new Violence Court, a new Violence-focused probation unit, and dedicated funds for an expansion of Pre-Trial Services (important for the front-end identification of high-risk defendants, and important for overall jail management in support of the ‘one empty bed.’ We recommended that any Pre-Trial Services expansion start with the development of an objective and validated pre-trial risk tool. The National Institute of Corrections (NIC) comes to San Joaquin at the end of this month to work with Chief Stephanie James to start that process. Much has happened. There is great momentum forward.

## *Stockton Has a Good Foundation for a Violence Reduction Plan*

Stockton is rich with resources, innovation and a spirit of passion and civic pride. Any blueprint for Violence Reduction should reflect this; it should build on this.

The City of Stockton distinguishes itself by its commitment to innovation. Its long-standing support for the Peacekeeper program is one example; and it is the exception among cities in its support for programs like Community Partnerships for Families.

The County is notable for a Probation Department that has embraced evidence-based practices. Chief James is a leader in this area. The District Attorney’s Office stands out for, among other things, a Victim/Witness program with an exemplary range of services not found in many offices. The Courts have shown a tremendous commitment to the idea of

making *recidivism reduction* a central goal. This can be seen in their many specialty court programs, from Drug Court to Mental Health Court, from Re-entry Court to the new Violence Court. At the Jail, Sheriff Moore has worked to incorporate treatment programs into his custody operations. All this provides a wonderful base on which to build.

In addition, both the City and the County are supported by a remarkable array of programs delivered by an army of compassionate individuals: Friends Outside, Community Partnerships for Families, the YMCA, Fathers and Families, El Concilio, PACT: Ceasefire Lifeline, the Boys & Girls Club, the Hope mentorship program, Lao Family Community of Stockton and more, bringing a richness of resources to support any new effort.

### *Report Organization*

No Violence Reduction Plan can address everything. This report does not, for example address early childhood initiatives, nor does it address broad poverty reduction goals. Violence does not confine itself within jurisdictional or political boundaries. As such, although this project was funded by the City of Stockton, we have advanced recommendations that go beyond their purview.

The recommendations in this report fall into three broad categories:

- ✓ Stop Violence
- ✓ Prevent Violence
- ✓ Build System Capacity

Recommendations to Stop and Prevent Violence are categorized by whether they target ‘hot people’ (the high risk), ‘hot places’ (hot spots), or ‘hot situations’ such as shootings (Figure 7).

The City role for each recommendation is also noted: Direct Services delivery; Convener; or Support & Advocacy. The final ‘Next Steps’ section of the report suggests priorities for the City to consider.

# A Targeted System-Based Violence Reduction Strategy

	Hot Persons	Hot Places	Hot Situations
Stop Violence	<ul style="list-style-type: none"> <li>- Ceasefire</li> <li>- Ceasefire (Re-entry)</li> <li>- Mentally Ill Re-entry</li> </ul>	<ul style="list-style-type: none"> <li>- Outreach Workers</li> <li>- Ceasefire/Lifetime</li> </ul>	<ul style="list-style-type: none"> <li>- Hospital-based Youth Injury Response</li> </ul>
Prevent Violence	<ul style="list-style-type: none"> <li>- Mentors</li> <li>- Youthbuild</li> <li>- School Aftercare</li> <li>- Youth Accountability Board</li> </ul>	<ul style="list-style-type: none"> <li>- Neighborhood Disorder / Blight Reduction</li> </ul>	<ul style="list-style-type: none"> <li>- Address Violence-related Trauma</li> </ul>
Build Capacity	<ul style="list-style-type: none"> <li>- More Police</li> <li>- 'One Empty Bed'</li> <li>- Pre-Trial</li> </ul>	<ul style="list-style-type: none"> <li>- Community Corrections Center (CCC)</li> </ul>	<ul style="list-style-type: none"> <li>- End Zero Tolerance - school</li> <li>- Re-examine juvenile remand</li> </ul>

*Figure 7. Planning conceptual model.*

The Violence Reduction Plan strategy is a targeted, system-based approach. Recommendations address hot persons, hot places and hot situations, with a goal of stopping violence, preventing violence and building the system capacity to respond. This approach can be seen in the organization of key report recommendations.

# Stop the Violence

## ❖ Fully Support Project Ceasefire (City Role: Direct Service Delivery Role)

A central component of an effective violence reduction strategy is the Ceasefire model. Funding for this program was our first recommendation after the Marshall Plan kick-off. It is a proven strategy for interrupting the cycle of violence.

The Ceasefire model is based on a radical notion: that individuals engaged in violence will stop if clearly confronted with the criminal justice consequences of continued violence, and given a way out.

Under the model, gang-involved suspects posing the highest risk of violence are called in to meet law enforcement officials, community members, and service providers who present them with a life-altering choice: put down their weapons and accept social service and employment assistance or face the full weight of the law.

The strategy uses data to identify active gang-involved suspects who pose the highest risk of violence and invites them together for a 'call in' with police, district attorneys, community and family members. Once convened, suspects are told that the violence must stop, that the police and that their communities want them to stay alive and out of prison.

Suspects are confronted by a clear message, the moral voice of the community, and an offer of help. And, suspects are confronted with a life-altering choice: put down their weapons and accept assistance or face the full weight of the law.

*"We've really been treating (violent criminals) as though they're not rational, for years. We don't interact with them like they're rational. Turns out a good percentage of them are." (Major Casterline, High Point Police Department in North Carolina where, over the last 15 years 1,000 offenders have gone through the Ceasefire program; only 10% committed another violent crime.)*

The strategy works. It has been tried and tested in more than a dozen cities across the U.S. and, in the majority of cases, has yielded sharp reductions in homicides and violence of between 30-50 percent.

*In 1997, Stockton implemented Project Ceasefire and it was credited with a 42% drop in homicides within a few months.*

Project Ceasefire in Stockton was a success for the 5-years it was in operation. The program was, however, eventually ended when, like too many new initiatives it lost local financial support when economic conditions changed. This is not an isolated experience for Project Ceasefires programs around the nation (Table 6). Often these programs are victims of their own success, with jurisdictions becoming complacent once violence reduction is 'achieved.' Moreover, the coordination of system players to sustain such an operation takes work, and it also requires the dedicated of a program coordinator. These are important lessons as Stockton moves forward to reintroduce this model.

The Project Ceasefire model requires tight partnerships (among law enforcement, the district attorney, probation, the courts, and federal enforcement agencies), the involvement of community leaders, the participation of non-profit agencies (from education and employment assistance to counseling services) and the Peacekeepers, who work to interrupt future violence. The model also depends upon an adequately staffed police department and a fully functioning criminal justice system, and the jail capacity to deliver on the promise of certain consequences. The model requires a collaborative and coordinated systems approach.

### *Why Does Ceasefire Work?*

Actively violent individuals represent less than .25 of 1 percent of Stockton's population (Stewart Wakeling, CPSC data review, 2013)

Violence affects everyone in Stockton. On the surface it appears to be a widespread epidemic. And yet, the violence is actually driven by a relatively small number of highly violent suspects and groups. The ability to identify and then target them can result in dramatic drops in violence.

*Table 6. Outcomes of various violent crime reduction initiatives. (adapted from Wakeling 2013)<sup>7</sup>.*

<b>Study</b>	<b>Main Outcome</b>
Boston Operation Ceasefire	63% reduction in youth homicides
Indianapolis IVRP	34% reduction in total homicides
Stockton Operation Peacekeeper	42% reduction in gun homicides
Lowell PSN	44% reduction in gun assaults
Cincinnati CIRV	42% reduction in GMI homicides; 22% reduction in nonfatal shootings
Newark Ceasefire	No significant reduction in gunshot wound incidents
LA Operation Ceasefire	Significant short-term reduction in violent, gun crime
Chicago PSN	37% reduction in homicides, 30% reduction in recidivism rate
High Point DMIs	3 of 4 neighborhoods had reductions of 44-56% in part I UCR crime; all up to 74% reduction in drug offenses
Nashville DMI	55% reduction in drug offenses
Hawaii HOPE	26% reduction in recidivism rate
Boston Re-entry Initiative	30% reduction in violent crime recidivism

*“The joint intensive focus by community and criminal justice partners on approximately 60-70 very high risk individuals can produce significant reductions in violence in Stockton.”*  
*(Steward Wakeling, CPSC, Violence Symposium, Feb. 2013)*

***In Stockton, 18 active gangs are responsible for a minimum of 50 percent and up to 80 percent of local homicides. (Steward Wakeling, CPSC, 2013)***

The profile of violence in Stockton shows what has been found in many other cities: most suspects have been actively involved in violence, and other crimes, for many years; and most are known to the criminal justice system.

<sup>7</sup> Wakeling, S. February 2013. Stockton Marshall Plan Symposium Presentation. California Partnership for Safe Communities.

### *Most violence suspects are already known to the criminal justice system*

#### Profile of Violence Suspects in Stockton

- 83 percent of suspects were known to the local criminal justice system before their most recent criminal incident
- 30 percent were on Probation at the time of their most recent criminal incident; 50 percent had been on Probation in the past
- Suspects averaged 8.5 arrests by the time they were 25 years old; not including arrests as a juvenile

(Stewart Wakeling, CPSC, 2013)

Ceasefire can result in sudden and precipitous drops in homicides and gun violence. The fact that violence can dissolve so quickly shows the power of concentrating our efforts on the small subset of individuals who are causing harm. The fact that violence can drop so suddenly also reveals violence to be a choice, not an intrinsic condition. Interestingly, where Ceasefire works, violence drops sooner than the effects of treatment or job programs can take effect (and, surprisingly, a large percentage of offenders do not take advantage of the offered programs); it also drops without achieving large-scale social change. This is interesting and important. It shows violence to be a malleable and relatively superficial phenomenon.

The drop in violence may also be accompanied by drops in other types of crime. This is because these suspects are often actively involved in other types of criminal behavior.

### *In Stockton, violent suspects do not limit their criminal behavior to violence*

#### Average Charges by Violent Suspects in Stockton

- Violence: 2.97 charges
- Property: 2.24 charges
- Drug: 1.28 charges

(Stewart Wakeling, CPSC, 2013)

Group violence is held together by seemingly strong forces: fear, coercion, the need for protection, the need to belong. But these forces each have a remarkable counterpoint that can cancel their effect: the communication of clear consequences, the moral voice of the community, expressed concern from authority figures and ‘a way out,’ and continued

monitoring by ‘violence interrupters’ like the Peacekeepers can be a powerful tool. And, the effect can spread beyond the targeted group. It appears to have a contagious effect: when word reaches the street that rules are being enforced, a community can see a ripple effect.

### *It Takes a System*

Of course, a promised consequence or an offer of help must be real. Ceasefire success requires a ‘systems approach’ to violence reduction. A system that cannot deliver the ‘one empty bed’ in jail necessary to swiftly respond to repeat violence undermines our best efforts. A system that cannot deliver on its promises suffers a loss of integrity – and word gets out on the streets.

Not only is there no single solution to violence reduction, but no one entity can accomplish violence reduction alone. The City cannot do this alone. All local players must hold a corner of the tent: The City, The County, The Criminal Justice System, and the Community must come together to solve this problem. A successful violence reduction effort requires something from everyone.

We recommend full support for Ceasefire as it is implemented. San Joaquin County has already joined with the City to fund the first year for Project Ceasefire. They are to be commended for their support. As planning for this new program unfolds we will see what community or system components will need additional support. We recommend that the program be able to employ sufficient gang outreach workers, and to build the necessary supports for gang-involved individuals and their families to both stop the violence and break the cycles of crime. The level of need will become apparent over the next couple months.

### ❖ **Develop Ceasefire Re-entry (City Role: Convener Role)**

*“If offenders go into jail and come out worse, we are in a lot of trouble.” (Circuit Court Judge Rick Knapp in Washington County, Oregon speaking to officials from Stockton and San Joaquin County)*

Ceasefire can be expected to deter much violence. Not all. Some individuals will need to be taken off the streets and will serve time in the local jail or in prison. When that happens we must use that period of incarceration as a turning point. The Boston Re-entry Initiative (BRI) provides a good model for doing just that.

The Boston Reentry Initiative (BRI) is a model of how to bring together law enforcement, social service agencies, and community leaders to jump-start the work of directing perpetrators to a new path. It takes full advantage of the time incarcerated.

Based on Ceasefire, the BRI enlists police to identify inmates who are at high risk for future violence, once released back to the community. Targeted inmates are based on their criminal histories, age, neighborhoods to which they will return and individual patterns of violence.

Work starts in custody with a Ceasefire like 'call-in' during which targeted inmates hear a clear and coordinated message from the Police Chief, Sheriff, and DA, along with family and community leaders: 'Violence must stop.' 'There are clear consequences if you do not stop.' 'We do not want you to die.' 'There is help if you will take it.'

When the inmate is released from jail they are met by a family member or mentor. Social service agencies are prepared to begin working to help the former inmate get a fresh start. The mentor works to connect them to resources and to stick with them for a year.

Perpetrators are offered opportunities for work and treatment, but for those who fail to take advantage of them and return to crime, the program calls for swift arrest and fast-track prosecution. Treatment resources, mentorships, and community collaborations provide at the back-end, what Ceasefire offers at the front-end.

High violent inmates who went through the program in Boston had 30% lower rates of subsequent violence.

*The results of the Boston Re-entry Initiative have been impressive. Harvard researchers found that program participants had a 30 percent lower rate of subsequent violence than those high-risk inmates not in the program.<sup>8</sup>*

Jurisdiction: To establish this program would require the contribution of both the City and the County. We recommend that the City convene stakeholders for a discussion about how to plan this effort. The County would be responsible for the in-custody assessment of inmates and the provision of jail to community re-entry services. The City would join with the County to identify those individuals to target (bringing the Police expertise to bear) and could contribute the Peacekeeper mentors.

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<sup>8</sup> Braga, A.A., A.M. Piehl, and D.Hureau. 2008. Controlling Violent Offenders Released to the Community: An Evaluation of the Boston Reentry Initiative. Harvard Kennedy School.

## ❖ Expand Peacekeepers (City Role: Direct Service Delivery)<sup>9</sup>

*“I can look at the real hard-core gang members and tell them, ‘Why is it that everyone knows you’re eventually going to die except you?’” (Stan Thomas, Peacekeeper)*

Peacekeepers are a critical component of any violence reduction strategy. Ex-gang members (who have overcome violence in their own lives) offer tangible proof that there is a way out. These individuals have tremendous influence. Having come from the same communities as the youth on the streets, and having had the same experiences, they possess the credibility necessary to connect with young men and women seduced by gang culture, and to challenge the street code that controls them—because they once lived by it. They serve as role models who can uniquely communicate with these youth.

Given this, the work of the Peacekeepers to serve as outreach workers on the street, monitoring the gang members after a Ceasefire ‘call in’ and disrupting and mediating disputes, is vitally important to the success of any long-term violence reduction strategy.

We recommend that as Ceasefire expands the Peacekeeper program be grown along with it. We also recommend that the Peacekeeper program be extended to other areas.

Peacekeepers should be supported at a level necessary to make Ceasefire work. They should also be recruited and trained to support a hospital-based intervention program that reaches out to shooting victims. They should be available for our highest risk/high violent individuals in custody and upon re-entry into the community. That is a beginning.

*There were 397  
shootings in Stockton  
in 2012 (Stockton Police  
Data)*

- Peacekeeper: Hospital-based shooting response
- Peacekeepers: Family outreach to Ceasefire families (in conjunction with family agencies such as Community Partnership for Families)
- Peacekeepers: Jail and prison re-entry for high-risk, violent inmates
- Peacekeepers: Continued Support for Ceasefire as Street Violence ‘Interrupters’

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<sup>9</sup> The City has classified its potential role in pursuing strategic initiatives into 3 categories: 1) Direct Service Delivery, where the City sees itself as the main or direct service provider; 2) Convener, where the City plays an important convener of agencies to pursue solutions or opportunities e.g. this Marshall Plan Project; and, 3) a Support or Advocacy role, where the City will support or advocate for the efforts of others (see appendix VI)

*“Gangs lead you to two words: Dead End” (Samuel Diaz, Client of the Peacekeeper program)*

We commend the City of Stockton for its longstanding commitment to its Peacekeeper program and we encourage its continued support and expansion.

And we recommend the development of a standardized training and certification program for these positions.

### ❖ Hospital-based Peer Intervention (City Role: Support)

*“At age 11, I started selling drugs. By age 13, I’d been arrested on gun charges. By 18, I’d been shot multiple times. And when I got back from being shot, I wanted that...somebody to pay for what happened. The streets – the streets call you.” (Moses Aldrete, former Peacekeeper client)*



There is a terrible symmetry to group violence. Individuals within groups find themselves caught up in a deadly cycle of violence that is fueled by a destructive ‘street code’ and perpetuates itself in through retaliation. This code is grounded in distorted notions of honor and respect. It fosters an unquestioning allegiance to the group.

Youth who are injured by street violence likely are often expected to retaliate. An admission to the hospital with a gunshot wound provides a rare window of opportunity to intervene: to interrupt the cycle of retaliation that fuels street violence, to reduce hospital readmission for a new injury, to reduce the incidence of arrest for violent behavior, and to protect the victim against the worst outcome: death.

*“Why do kids in Stockton carry guns? Because they think that without them they will die.” (Gang Probation Officer)*

Jurisdictions that intervene with victims of shootings report significant reductions in follow-up violence, compared to patients released without such an intervention. The intervention involves connecting the shooting victim with a peer mentor, assisting with linkage to services for the victim and family, providing mentor home visits, and follow-up mentor case management.

Hospital-based Youth Injury Response Programs, like Oakland's Youth ALIVE program, report a 50 percent lower incidence of subsequent violence for those it serves, compared to those victims it does not.

*"Hospital staff discharge the victim to the same violent environment where they were injured with no 'prescription' for how to stay safe, and no resources for follow-up care or assistance in establishing a non-violent lifestyle." (Oakland 'Youth ALIVE Caught in the Crossfire' program staff)*

This kind of program has an impact, not only because it interrupts retaliatory behavior, but because it provides an avenue to offer victims 'a way out' of the criminal lifestyle. The reality is that victims and suspects have similar profiles. In the world of gang violence a person who is today a suspect can be a victim tomorrow. This is evidenced in the data collected from the 2-year review of homicides by Stewart Wakeling of CPSC and the Stockton Police Department in January 2013. In Stockton, violence suspects averaged 8.5 arrests by the time they were 25 years old; victims averaged 8.6 arrests by the same age.

This community is ahead of the game when it comes to this issue. The San Joaquin County District Attorney's Victim-Witness program is one of only a few offices in the state that offers a hospital-based crisis response. The program is exceptional. It employs staff and uses student interns to respond to the Emergency rooms to be part of a crisis response. The goal is to reach out to victims of shootings and other types of injury and to, among other things, bring a message against retaliation. They also begin the work of preparing the victim to face the perpetrator in the courtroom.

*"Without this program, family and friends stand by the bed of someone who is shot and make a plan to go get the guy who put him here, to show how much they respect him." (Sherman Spears, Co-founder of Youth ALIVE Caught in the Crossfire program)*

This is wonderful base on which to build. We recommend building upon the District Attorney's exemplary Victim-Witness crisis response program, with paid Peacekeepers (ex-gang members) to provide longer term follow-up and case management with shooting victims and their families.

The Victim/Witness program used to have the capacity to respond around the clock. Those hours have been cut back; we recommend that they be restored.

We recommend the full support and expansion of this program. The ability to provide an immediate crisis response to victims, along with a gang-oriented Peacekeeper case management focus, offers the potential to interrupt much of the retaliatory violence that is

seen in Stockton. Paid peer mentors (ex-gang members) who are dedicated to working with victims and their families can do much good when given the change to intervene with violently injured youth.

*“If I am disrespected I must strike back.” “We cover each other’s back.” “We don’t go to the police with our issues.” (Street Code)*

**Jurisdiction:** This project would require contributions from both the City and the County. We encourage the City to join in discussions with the County to explore how to strengthen the existing program, with special consideration given to the role of Peacekeepers. Conceivably, the City could supply Peacekeeper mentors while the County could support expanded crisis response services (expanded hours) for the Victim/Witness program.

## ❖ **Stop Non-Group Violence**

Not all violence is caused by groups. According to the local homicide analysis conducted by Stewart Wakeling, Community Partnership for Safe Communities, the majority of homicides and street violence (60-80 percent) is gang or group related. That leaves a small but important amount of violence that is not group related. This needs to be addressed on many fronts.

While group violence is not predominantly fueled by drug addiction, violence that is the result of property crime or robberies ‘gone bad’ can often be linked to issues of substance abuse and other issues. Group violence is grounded in faulty thinking and destructive allegiances; individual violence is often grounded in faulty thinking and the complicating factors of drug use. This does not mean that sole perpetrators of violence are beyond influence – the kind that Ceasefire offers. It does mean that Ceasefire-like approaches (Table 7) that get out ahead of the crime with clear messages, a mobilized community, and swift and certain consequences need more substantive treatment resources as well. We recommend several options for consideration.

### **Eventually expand Ceasefire to Other (non-group) Offenders (City Role: Direct Service Delivery)**

The Ceasefire model is being tested for non-group perpetrators of serious and violent offenses. The High Point, North Carolina Police Department, working with Dr. David Kennedy has been applying the model to domestic violence offenders. This work should be

tracked, but we hear that the preliminary outcomes are encouraging. This is not surprising. Although group-influenced behavior, such as gang violence, is susceptible to group enforcement, individuals are also affected by clearly communicated and enforced rules, which come with a path out for those who choose it.

### **Establish a HOPE program for High-Risk Probationers (City Role: Support)**

*“This is a crazy way to try and change anybody’s behavior.” (Judge Alm, Hawaii, founder of the HOPE program, commenting on the traditional criminal justice model that waits for a probationer to accumulate many violations and no sanctions before coming back to court for a violation that results in a revocation to prison)*

*Table (7). Common characteristics of three effective programs (Ceasefire, Drug Court, and HOPE).*

	<b>Ceasefire</b>	<b>Drug Court</b>	<b>HOPE</b>
Target High Risk	X		X
Clear warning of consequences	X	X	X
Make example of violators	X	X	X
Swift & certain consequences (the “stick”)	X	X	X
Help available (the “carrot”)	X	X	
On-going monitoring	X	X	X
Community “moral voice”	X		
Group ritual	X	X	X
Judicial involvement		X	X
Respectful communication	X	X	X

Success has also been achieved with new efforts like the HOPE program in Hawaii<sup>10</sup> that employ similar elements of a Ceasefire program to get out ahead of probation failure. In this model, probationers with serious convictions and at high risk for re-offending are brought (in a group) before the judge for a warning. The judge clearly communicates the consequences of probation violations (a return to court and 2-3 days in jail for each violation); informs them of the random drug screening protocol; makes is known that treatment is available if they request it, but that drug treatment is required after 3 failed drug screenings; and they are then encouraged to succeed.

Outcomes for the Hope program have made the Corrections field sit up and take notice. Not only is there evidence of significant drops in arrests and drug use for program participants, compared to those not included, but there appears to be a positive contagion effect with other probationers who hear about the new approach.

*Compared to those not in the program, probationers mandated to the HOPE program were 55 percent less likely to be arrested for a new crime, 72 percent less likely to have a positive drug screen, and 53 percent less likely to have their probation revoked. And, they were more likely to just show up—Hope probationers were 61 percent less likely to miss a Probation appointment.*

We recommend that this approach be considered for high-risk/high-violent probationers (and AB109 parolees); and that it be a step up along a violation continuum that includes the new Violence Court as a more intensive option on the spectrum.

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<sup>10</sup> HOPE Probation (<http://www.hopeprobation.org/>)

## Prevent the Violence

We must attend to the warning signs of violence. The business of Prevention is an imprecise endeavor, and we must take care how we cast the net: poorly delivered prevention efforts can actually increase criminal behavior.

But there is no doubt that children send up signal flares of distress, and targeted prevention programs can work. We recommend a risk-based approach to prevention, giving priority to those youth who are identified as having multiple risk factors; and

we suggest a common approach to the work of risk identification. Focusing on high risk youth does not mean we do not intervene early. But prevention research teaches us that most youth -- even those in terrible circumstances -- do not end up as violent offenders. And, we know that lots of attention on low risk youth can sometimes increase criminal behavior. This is not intuitive.

*"I am tired of attending funerals."* (Mick Fount, Superintendent of San Joaquin County Office of Education)

As such, we propose at the first stage, prevention efforts that can create new methods to change the way we respond to failure (youth accountability boards are one of several options that should be considered as an alternative to school suspensions and expulsions); offer new ways to keep kids engaged in school, with the expansion of the Youth-Build program, and other models like it; and connect high risk youth to mentors.

## What do we know about youth who commit violence?

- **Youth who commit violent acts have often been victims of violence.** In the largest longitudinal study of youth ever conducted (begun in 1994) the linkage between violent victimization and violent behavior has been documented. <sup>1</sup>Being a victim of a violent crime was a significant factor for committing a violent crime during the following year. Only violent offending itself had a greater influence.

This important research has also revealed factors that appear to protect against violent offending: juveniles who reported greater support from important people in their lives, such as friends, parents, and teachers, were less likely to commit a violent offense in the following year.

- **Most youth involved with serious or violent crime do not continue.** In a large-scale study of serious youth offending, only 8% of youth who were convicted for a serious crime subsequently convicted in the adult system.

The Centers for Disease Control and Prevention has produced some of the best research reviews on risk and youth violence.<sup>1</sup> Some of their conclusions include:

- **Most future offenders cannot be identified in early childhood.** Many children are exposed to the risk factors associated with future criminal behavior. However, no risk factor, or constellation of risk factors can predict future offending.
- **Risk factors do not operate in isolation.** Having more risk factors increases the odds of criminal behavior, but it does not ordain it. No single risk factor can predict violence.
- **Early risk factors for violence in adolescence include involvement in serious (but not necessarily violent) criminal acts, early substance use (before puberty), being male, aggressiveness, and antisocial parents.** The influence of family is largely supplanted in adolescence by peer influences. Risk factors with the largest predictive effects in adolescence include ties to antisocial or delinquent peers, and belonging to a gang.

<sup>1</sup> National Institute of Health, "Violent Victimization as a Risk Factor for Violent Offending Among Juveniles," OJJDP Bulletin, December 2002.

<sup>1</sup> Delbert Elliott, Editor, Surgeon General Report on Youth Violence, Centers for Disease Control and Prevention

## ❖ Connect Youth to Mentors (City Role: Support)

*“We need 1,000 mentors. And we need businesses to be involved in mentoring youth. Often it just takes asking them to be involved.” (Mayor Anthony Silva)*

‘People change people.’ This is the message that we heard over and over again over the course of this project. There was a call for mentors of all kinds, to connect with individuals at many junctures. This represents an area where the community can get involved.

*“When I was a boy we all knew the name of the police officer in our neighborhood – and he knew our names. I didn’t dare do anything wrong because I knew he would tell my parents. We all knew that.” (Councilman Elbert Holman)*

We recommend the expansion of mentor programs. Mentorship is considered one of the proven violence reduction strategies, cited by the Blueprints for Violence study.

Citywide, the goal should be that high –risk youth have the benefits of a caring adult in their lives. This is an effort that can take many forms. We have already recommended a City expansion of paid Peacekeeper positions to aid with hospital interventions for victims of shootings; to assist with outreach work for Ceasefire families; to work with jail and prison re-entry; and to fully support Project Ceasefire.

Given the shift in Peacekeeper duties from schools to the streets, we also recommend that the City initiate a conversation with the schools where Peacekeeper staff has been working, to encourage school funding and continued support for this effort.

Beyond that, we encourage the City to facilitate other discussions regarding community mentoring, where appropriate. Questions to be asked include:

- How can mentorships be expanded?
- Is there a need to better coordinate mentor work; to consolidate the recruitment and training of mentors?
- Is there a role for the City in this? Would there be a role for a new City Office of Violence?

Areas of need that the community might focus on for mentoring services or expansion include the following:

## **Support School-based Peacekeepers**

*"I can point to at least 12 kids who wouldn't have graduated last year if it hadn't been for the Peacekeepers." (Principal at a Stockton Unified High School)*

As part of this effort, we encourage schools to preserve and fund some level of Peacekeeper involvement, by funding (through school or grant funds) Peacekeeper positions for the highest risk gang-involved youth. New afterschool programs (to target youth at high-risk for gang involvement) that involve Peacekeeper-like positions can serve to extend the reach of the Peacekeepers. But until the violence subsides, there will always be a need for the kind of one-on-one attention from Peacekeepers to reach those kids who need to hear 'the message' from someone who can speak truth from experience.

*"How can we help the kids who are mentored use their experience to become Mentors?" (Question posed by someone listening to Inmate Mentor presentation)*

The Peacekeeper program has provided a one-on-one Mentor based prevention services to high-risk youth. The seasoned and experienced individuals who do this work have had to be shifted to support Ceasefire to support immediate violence reduction work. However, the longer term benefit of prevention work should not be lost.

*"A lot of the work we do [to deter violence] is like planting seeds." (Ralph Womack, Director of Peacekeepers)*

While it has been important to shift the Peacekeepers focus back to the streets and in support of Ceasefire, we recommend that the schools maintain support for school-based Peacekeepers as part of a comprehensive violence reduction effort.

## **Business-based Mentors**

The San Joaquin County Office of Education (SJCOE) has one school site that works to connect youth to the business community; and their Youth-build program focuses on skill development. These are two good efforts to build upon.

*"The key is relationships." (Stockton Police Homicide Detective)*

We recommend a citywide effort to cultivate relationships with local businesses willing to provide internships and mentoring to 'youth on the brink.' The goal should be to change

the trajectory of youth who are on the brink of failure; to redirect them to a new path that puts them on the brink of success.

*“I have kids in my program who are afraid to walk home. I have kids who have all kinds of issues, but I don’t know what is available in the community. I don’t know where to send them.”*  
(Principal of Youth-Build program)

Building a bridge for young adults in the Youth-Build program is one place to start. For youth with multiple challenges sometimes a new skill or a workplace placement is not enough. School-based social workers, to link youth to community services are an important component of plan for success.

### **Children of Incarcerated Parents & Points of Crisis or Transition**

*Boys with an incarcerated father are 40 percent more likely to act out aggressively. But sensitive and supportive care-giving can buffer the effects. (Fragile Families study)<sup>11</sup>*

Mentors can be inserted at many points. Youth who have been removed from the home; youth who are transitioning from the foster care system to independent living; youth who are within the juvenile justice system (County Probation developed a grant application for such a program several years ago; however, it was not funded); children who are experiencing trauma due to exposure to violence or having witnessed violence; and, youth, especially boys, who have had a father incarcerated are all good candidates for mentors.

*“Among African Americans in this country who have grown up during the era of mass incarceration, one in four has had a parent locked up at some point during childhood.”* (New York Times, February 20, 2013)

The issue of children of incarcerated parents deserves attention.

### **Supporting Fathers**

Mentors can be an important part of a child’s life. They cannot substitute for a parent. Too many young men who join gangs lack a stable father figure in their lives. Young woman

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<sup>11</sup> Fragile Families and Child Wellbeing Study (<http://www.fragilefamilies.princeton.edu/>)

also need their fathers: girls with a loving and stable relationship with their fathers are less likely to become prematurely sexually active. Fathers matter.

*“I joined the gang because that’s where the love came from.” (Peacekeeper)*

The system should support fathers in their vital role. We can start by addressing the parent/child relationship while the father is in custody. Parenting classes that deal with cognitive-behavioral issues in a family context are crucial. We recommend that the jail employ a similar curriculum used by Juvenile Probation.

We also recommend an equal focus on the *cultivation of mentors* from the ranks of boys and men who have been clients of mentor programs, as well as from the ranks of youth who are on the brink of failure. Too often we focus solely on the provision of services to troubled youth without an equal emphasis on asking them or challenging them to assume positions of leadership. And, yet, this can be a powerful experience. To be asked to help others; to be enlisted in a larger cause; can be life-changing.

We can see the power of this kind of program in the results of Oakland’s ‘Teen to Teen’ program that trains high school students to become crime prevention teachers. The ‘Teen to Teen’ program recruits struggling high school students, who are provided a 6-week training program to prepare them to go out in groups to middle schools in groups to deliver crime-prevention talks. Not only does this kind of program help young students better ‘hear’ the message because it is delivered by other youth, but calling upon older youth to be responsible teachers has a secondary benefit: the youth teachers are significantly less likely to get involved in crime. The student ‘teachers’ abide by the lessons they preach.

We need to explore the potential of this model for other areas: engaging young men to care for themselves and their peers by becoming crime prevention specialists, peer health educators, and mentors.

A City Office of Violence Prevention can also work to establish a Youth-delivered crime prevention effort. A program in Oakland (Teen to Teen, crime prevention)

We also encourage *new mentoring models*. Given the research on youth development and positive change, we advocate that all youth programs, including mentorship, include cognitive-behavioral classes. Altering patterns of thinking is an essential element of long-term behavior change. As such, we recommend all youth and mentors be trained in the

curricula of cognitive behavioral teaching. We should all speak the same language of change.

We also advocate mentoring models that *attach mentors as an important supplement* to evidence-based programs, such as proven afterschool and skills building classes.

## Cultivating a Philosophy of Mentorship

Finally, we call for broad thinking on the role of mentors. ALL staff working within law enforcement and the criminal justice system should be viewed, and see themselves, as role models and mentors. *ALL staff should be viewed as Agents of Change.* From the receptionist at the Police Department to the security guard at the prison, each staff person should be viewed, and evaluated, for their contribution (through behavior, action or attitude) to individual change. We cannot afford a system in which staff self-select positions of ‘cop’ or ‘social worker.’ The research is clear: neither ‘zero tolerance’ nor ‘zero accountability’ approaches work. What are required for change are a balanced approach and a culture of respect, high expectations, and hope. Each person in the system must contribute to this culture and embody its precepts. The message should be: We are all mentors.

*There is a role for everyone in Stockton* in the task of forging a more peaceful future. Individuals who can’t commit to being mentors can help as tutors. Individuals who don’t have time to be tutors can donate a dollar. Individuals who don’t have a dollar can learn the names of the youth on their block—and go out of their way to greet those children.

The power of the ‘moral voice’ of the community in violence reduction cannot be underestimated. The concerned call for behavior change must be heard by youth from their community. Only then can we change the distorted norms behind violent acts. Everyone has a role in making their voice heard.

Jurisdiction: All players have a part in this recommendation. Questions to address include: What is needed to better coordinate this effort: Is there a benefit in having a single entity coordinate recruit, train and provide oversight of a broad mentor program? If so, who would take the lead; and what role would the City play? We recommend that the City convene stakeholders for such a discussion, and that it reassess its own role in providing and supporting this important service.

## ❖ Keep Kids in School (City Role: Support or Advocacy)

*“He who opens a school door closes a prison door” (Victor Hugo)*

To keep our children off the streets we must keep them in school. This requires attention at many levels. The issues of truancy, school retention, school engagement, school success, and college preparation should be the subject of on-going school and community conversations. And, these discussions should be embedded in a review of school policies regarding suspension and expulsion.

*“We expel youth to ourselves.” (Mick Fount, Superintendent SJCOE)*

The San Joaquin County Office of Education (SJCOE) has a rich continuum of programs to serve the more than 1,000 youth under its jurisdiction, one that allows it to move non-compliant youth from one option to another; but within the broader school system we must continue to examine school approaches to discipline, rethink zero tolerance policies, and question how to best keep youth in school.

*“For blacks in their 20s and early 30s without a high school diploma [in America] the incarceration rate is so high – nearly 40 percent – that they’re more likely to be behind bars than to have a job.” (New York Times, February 20, 2013)*

As can be seen in Figure 9, there is a direct relationship between non-participation in school and the concentration of violent criminal activity in Stockton.

In San Joaquin County, school completion data show the high rates of dropouts for non-white male students, especially for African American and Hispanic boys. The tragedy of this statistic is that it plays itself out in future failure, as the ranks of gangs are drawn from young men who fell through the cracks of our school system. As we craft a Violence Reduction Plan for Stockton, this is a critical issue on which to shine a light. In the world of Prevention there is a lot of talk about ‘going upstream.’ In the case of African American boys the issue is urgent, and the upstream work is a rescue operation that must involve our brightest minds and our best efforts. We Must Not let this problem persist.

## High School Completion & Incidence of Violent Crime

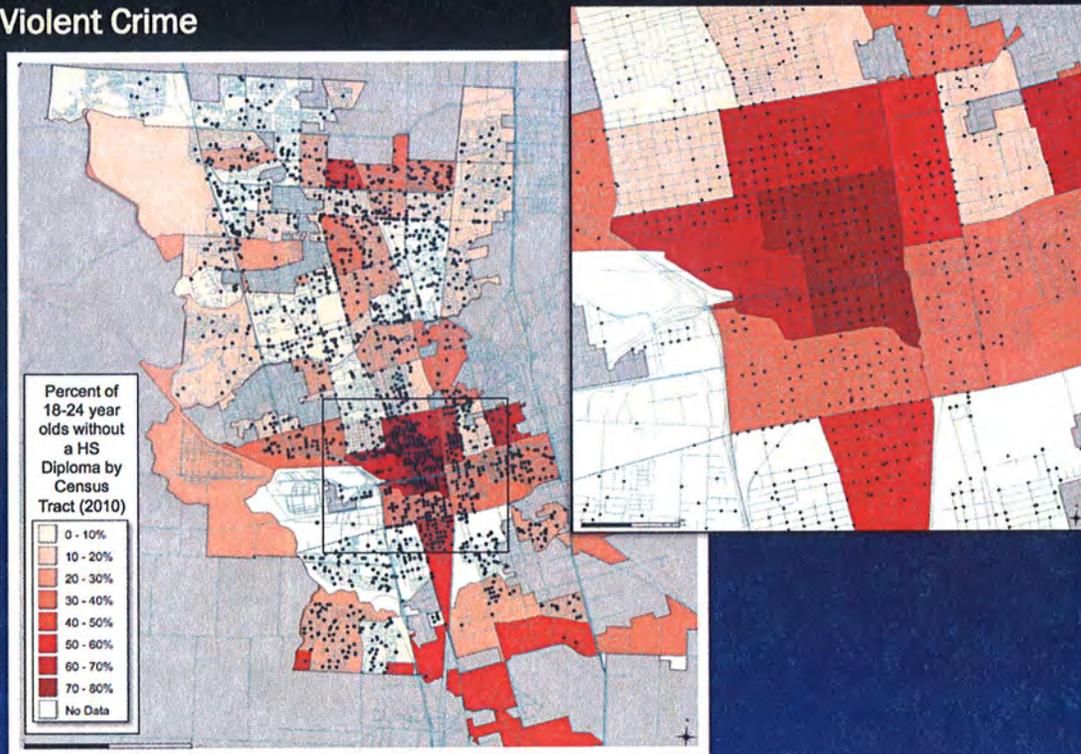


Figure 9. Violent crime incidents superimposed onto Stockton census blocks, depicting high school completion percentage.

### San Joaquin Dropout Rates by Race/Ethnicity and Gender (2010-2011)

	<u>Males</u>
White, Not Hispanic:	16%
Asian:	20%
Hispanic or Latino:	29%
African American:	37%

(California Department of Education. 2012)

*“We can’t intervene with our youth if they’re not in school.” (Ralph Womack, Manager Peacekeepers)*

Local school completion data also shows the nexus between school failure and language mastery. English learners not only must acquire a language, they often come from families who have higher rates of social mobility due to seasonal work. While poverty itself does not appear to, by itself, represent an overwhelming disadvantage to graduation, the issue of the language barrier does take its toll. As Stockton considers how to expand mentor and tutor resources, this deserves attention.

#### The San Joaquin Dropout Rates by Population Characteristic (2010-2011)

All Students:	20%
Socio-economically disadvantaged:	24%
English Learners:	31%

(California Department of Education. 2012)

### **High-Risk Youth Afterschool Programs (Becoming a Man Program)**

*“We saw an almost miraculous change in violent crime arrest rates [for youth in the program]”  
(Jeus Ludwig, director of the University of Chicago Crime Lab)*

Our youth safety net is frayed. Kids too easily slip from school to the streets. We must cinch the net. This can be done in many ways – some are already in place. But one that bears consideration is the Becoming a Man program, in Chicago, that targets high-risk (failing school, arrests) youth. This program, which has been researched (in a ‘gold standard’ random assignment study) and found to achieve significant reductions in violence, is effective because it does a number of things: it targets higher risk youth, it is built on cognitive-behavior change (altering faulty ‘street code’ thinking) curricula, it taps the passion of youth (in this case Olympic sports, but it could be computers or art or...), and it connects youth to responsible adults.

*“We don’t work with Kids – we work with Attitudes” (Stan Thomas, Peacekeeper)*

Program participants, when compared to a control group, had significantly lower violent arrests and improved school attendance and performance. Although these results must be tracked for a longer period, and replicated, they provide guidance in crafting quality programs for high risk youth.



*The University of Chicago Crime Lab reports a 44% reduction in violent arrests among the Becoming a Man program participants.<sup>12</sup>*

## Re-build Youth Accountability Boards

*“Zero tolerance has not been shown to improve school climate or school safety. Its application in suspension and expulsion has not proven an effective means of improving student behavior. Zero tolerance policies as applied run counter to our best knowledge of child development.” (APA Zero Tolerance Task Force, 2008)*

If we are going to get out ahead of the Violence problem we need to get out ahead of school suspension and failure. This requires a more varied and nuanced response to school misbehavior. This is not a local issue, it is a national issue. The good news is that it is under review at the local level and steps are being taken to come up with different solutions. These should be reviewed and subject to on-going discussion.

California has 6.1 million public school students. From 2009-2010 there were 757,000 suspensions. This is second only to Texas, where 54% of students in the state were suspended or expelled at least once between 7<sup>th</sup> and 12<sup>th</sup> grade: only 3% for conduct, such as possessing a gun or drugs on campus that triggers mandatory expulsion.

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<sup>12</sup> University of Chicago Crime Lab, Becoming a Man Program  
(<http://crimelab.uchicago.edu/page/becoming-man-bam-sports-edition-findings>)

We know that students suspended or expelled for discretionary violations are 3 times as likely to have a subsequent contact with the juvenile justice system. The blanket use, or the over-use, of suspensions and expulsions has been criticized by many organizations.

- ✓ The American Psychological Association (APA) has called for alterations in zero tolerance
- ✓ The American Bar Association has urged termination of zero tolerance school policies
- ✓ The National Council of Juvenile and Family Judges passed a resolution to encourage schools to utilize alternatives to student arrest or referral to juvenile court for behaviors best handled by schools. The resolution also “supports restorative justice practices and similar interventions that identify and respond to root causes of school disengagement.” (March, 2012)

A continuum of responses should be in place to respond to school discipline issues. These should include community services and restorative justice programs, such as Youth Accountability Boards. The latter is a program that, like Ceasefire, engages the community in responding to problems before they become dangerous failures.

A San Francisco program that developed graduated sanctions for compliance issues saw its expulsions drop by 28 percent and a 60 percent drop in non-mandatory referrals for expulsion. They developed a continuum of in-school sanctions, involved parents in working out solutions, and engaged misbehaving youth in the performance of community services and other productive sanctions.

The goal is to intervene with youth at high-risk for school failure, or with those who have been cited to the juvenile justice system. The County Juvenile Department used to have such program. We advocate its return in both the county and the schools.

This is just one part of what must be a multi-level solution to school truancy, school retention and school success. We suggest the formation of a working group to explore all options in more detail, including the role of police in schools, truancy center models, etc.

## ❖ Expand Opportunities for Youth to Build Job Skills (City Role: Support & Advocacy)

The older youth needs more than afterschool programs. They need skill development/skill mastery programs. The wonderful Youth-Build program operated by the San Joaquin County Office of Education is one such example; but it is a shame that students can only, in most cases, access this program after they have already failed in the regular school district.

Programs like Youth-Build should be available on both sides of the suspension / expulsion/drop-out divide. And, these kinds of vocational programs should be expanded. Why not a Youth-Compute? How about A Youth-Create program or a Youth-Engineer option?

*“Why don’t we have these programs for kids who are not yet in trouble?” (Ralph Womack, Director of Peacekeepers speaking of Youth-Build program)*

As found in the BAM afterschool program, we would recommend adding cognitive (thinking change curricula) to this program. In fact, we advocate that it be made universally available in schools. The program called ‘Aggression Replacement Therapy’ is an evidence-based program, returns \$21 on the \$1, and is appropriate for youth up to age 25. It is one of several youth interventions that have proven to have a good return on the dollar (Table 8).

*“Ultimately, it’s going to be up to the individuals to change their life, but if you don’t have someone there who can show you how things can be different, a lot of kids aren’t going to change. For me, there was Jose Gomez [a peacekeeper], to pick me up and remove me from that environment, even if just for a few hours a day.” (Moses Alderete, former Peacekeeper client)*

The Youth-Build program would also benefit from a strong commitment from the business community as mentors. The program would welcome a stronger bridge for its students between its school and the work world. The program would also welcome assistance with connecting kids to resources to address unmet social needs.

*“We need to know what resources to tap into for these kids. We’ve got some kids who can’t walk home from schools through their neighborhoods because they will be harmed. There are a lot of needs.” (Principal of Youth-Build program)*

The combination of school completion, skill development, and mentors can be the ticket out, and up, for many youth. One young man in Stockton who went through the

Peacekeeper program described how he left a life of violence by finishing school and then enrolling in a community college in another town. He described how this ‘move forward’ has saved his life.

*“It took going away from Stockton to realize that this [violence and gangs] is not the norm. I don’t know where I would be if I had stayed here; probably dead.” (Ex-gang member and Peacekeeper client)*

**Table 8. Monetary cost-benefit summary<sup>1</sup> of evidence-based juvenile justice programs in Washington State, as of April 2012.<sup>2</sup>**

Program	Costs	Benefit to cost ratio
Functional Family Therapy	\$3,262	\$21.57
Aggression Replacement Therapy (Probation)	\$1,510	\$20.70
Multisystemic Therapy (MST)	\$7,370	\$4.36
Coordination of Services	\$395	\$13.94
Scared Straight	\$65	\$0.00

<sup>1</sup>Benefit-Cost calculations are based on program costs, reductions in crime, taxpayer benefits, and victim benefits.

<sup>2</sup>Lee, S., Aos, S., Drake, E., Pennucci, A., Miller, M., & Anderson, L. (2012). *Return on investment: Evidence-based options to improve statewide outcomes, April 2012* (Document No. 12-04-1. (WISPP)

**❖ Reach out to Ceasefire Families (City Role: Convene Stakeholders to Discuss)**

*“I have worked for the Stockton Police Department for 26 years and I am now seeing the children – and sometimes the grandchildren, of gang members I arrested when I started.” (SPD Homicide detective)*

The cycle of violence must be stopped on the streets and in the homes. Consistent, with a public health approach, the families of violent youth who are targeted for a Ceasefire intervention should be a focus of attention for prevention efforts.

As part of the Ceasefire protocol, Peacekeepers/Outreach workers will be reaching out to families to inform them of what to expect with the Ceasefire process, and to invite their participation. This is a wonderful opportunity to provide service linkages for parents or younger siblings, or to offer follow-up contact. Local providers that work with families

would be well positioned to extend an offer of support or service brokerage, in the interest of prevention.

*"This program (MST) is one of the most cost-effective of a wide range of intervention programs aimed at serious juvenile offenders. It views individual as being nested within a complex network of interconnected systems that encompass family, peers, school, and neighbors." (Blueprint for Violence Project)*

For high risk families struggling with violent youth, and their siblings, we recommend use of a successful 'Blueprint for Violence Project' endorsed violence prevention program: Multi-Systemic Family Therapy. This program is a brief (90-day) intervention that is targeted at chronic, violent or substance-abusing youth (age 12-17). It is an intensive family and community-based program that strives to change behavior within a youth's natural environment. Parents are fortified with skills and resources needed to independently address problems of violence as they arise.

And, as the Community explores other ways to work with families we should also consider re-instating the kid of Family Probation Unit that used to exist in San Joaquin County. That unit, which was focused on domestic violence, is exactly the kind of model we would like for families embroiled in the gang culture. Too often, the parents are in the adult criminal justice system and the kids are touching the juvenile justice system. We must get out ahead of this and we must stop inter-generational cycles of violence. Multnomah County, Oregon is a leader in the area of Family Probation and family case plans. We encourage a review of their work.

Jurisdiction: The City of Stockton is encouraged to convene non-profit groups to discuss how to collaborate together in support of the Ceasefire program. The City would not directly provide these services to the youth engaged in the Ceasefire program, but could help organize their efforts. Stewart Wakeling, Community Partnership for Safe Communities, will assist with this effort in its early stages and Kevin Hantano, Ceasefire Coordinator with the Stockton Police Department will continue this work. We recommend a similar City-coordinated effort around a focus on prevention-oriented outreach services to the Ceasefire families. And, because this is relatively new territory as an add-on to Ceasefire, we suggest joining with the University of the Pacific to research and track out-comes of such an effort.

## ❖ Reclaim Neighborhoods: Disorder & Blight Reduction (City Role: Direct Service Delivery)

*"How do we solve our local problems? It begins with coming together. We should eat together, we should get to know each the neighborhood mothers, we should learn each other's languages." (A participant in a Stockton community roundtable)*

Turning off the violence is the first step to reclaiming the community. Then the neighborhood work begins. We recommend a 'hot spot' neighborhood reclamation program that follows up on police and Ceasefire efforts with a concentrated 90-day neighborhood blight 'blitz' reduction program, modeled after the Neighborhood Enhancement Program in Cincinnati. Such a program has been shown to reduce violence up to 3 years after its implementation.

This kind of public health approach to violence goes to the source to concentrate its efforts. It takes a preventive approach to the transmission of violence with targeted, effective strategies.

High rates of violence can tear apart the fabric of a neighborhood. It can unravel social cohesion among neighbors. Once violence is suppressed the goal should be to 'Hold neighborhoods' against the return of violence; and to transform distressed areas. The goal should be to create Visible Success.

Violence is concentrated at discreet geographical locations. These are the 'hot spots' that the Stockton Police Department patrols with their newly formed Community Response Teams. These defined areas allow the city to achieve significant crime prevention benefits by focusing on 'hot places.' Ceasefire operations in other cities have demonstrated that, remarkably, once violence is stopped in a specific area it does not just move down the street.

But turning off the violence should be seen as the first step to reclaiming the community. In this report we recommend review of a 'hot spot' neighborhood reclamation program that involves a concentrated 90-day neighborhood blight reduction effort. This kind of concentrated strategy (in time and place) has proven effective in places like Cincinnati, with their 'Neighborhood Enhancement Program' (NEP) project.

The NEP approach takes a focused and time-limited 'blitz' approach to address neighborhood blight and disorder. It engages a group of community residents to work collaboratively with police to develop a quick improvement plan (improved lighting, addressing drug sales etc.), engage the City in code enforcement (vacant property

inspection, fire department inspections, etc.), and initiates clean-ups. The 90-day ‘blitz’ has a built-in 90-day follow-up and close-out press conference, and a 1-year check-in.

*The NEP project reports 30% reductions in violence up to three-years after implementation. It also reports that areas in the NEP program that achieve reductions in blight also see 20 percent increases in property values.*

The Stockton Police Department is already engaged in elements of this kind of effort, through their Community Response Teams and community policing philosophy; however, due to funding constraints, they are not even scratching the surface of what needs to be accomplished.

*“Violence is the manifestation of social and economic problems.” (Former Mayor Ann Johnston)*

Each person in Stockton is affected by violence, but violence is not democratic. The majority of both victims and perpetrators of violence in Stockton are non-white, and the effect of this violence falls most heavily on those neighborhoods already struggling. National research reveals that violence is not strongly linked to poverty, but it is linked to neighborhoods unraveled by fear.

Neighborhoods in which residents answer in the negative to the following questions: ‘Do you trust your neighbors? Would someone in your neighborhood help you if you needed help? Would go to someone’s assistance if needed?’ are associated with higher levels of violence. Violence can keep citizens in their homes at night; it can breed suspicion; it can perpetuate the isolation that lets violence take hold. Once violence is diminished there is work to do in the neighborhoods: to promote a greater sense of order, to further social inclusion, and to build and strengthen social cohesion.

*“We could use help reaching out to elderly victims of crime. They can become very isolated in their homes after victimization; afraid to go out. We don’t have the resources to reach out to everyone. We would appreciate community help.” (Staff of the San Joaquin District Attorney’s Victim/Witness program)*

*“We are different. We are the same.” (A Roundtable participant summarizing the discussion about racial differences and the need to culturally sensitive)*

Trust is a central component in changing offenders and in transforming communities. This requires an on-going respectful dialogue in which individuals can be heard and work to seek common cause. For the police department and community groups this must be an on-going conversation.

*“There is no color to compassion. The people that have been most important in helping me have been white and brown...well, one of the first persons was a white police detective we called the ‘gang wizard.’” (Jose Gomez, Peacekeeper)*

New models, like Ceasefire that depend upon the police and the community working together, can help forge new and positive relationships. Divisions of race and position are weakened when the police and the community must each grab one end of the saw.

Ceasefire-like models, which are premised on the notion that a central law enforcement goal is to interrupt the traditional pathway of arrest and imprisonment, go a long way toward restoring and reinventing the police and community relationship.

Once the violence is subdued the creative work can begin. The goal should be the creation of ‘prosperity zones’ that are infused with new economic models (micro-financing) to jump-start neighborhood health; new health initiatives (‘medical homes’ within neighborhoods); and new activities (night basketball games). Groups like the YMCA and the Boys & Girls Club can help infuse these areas with recreational activities – and let the Fun begin!

## ❖ **Mental Health & Trauma Services (City Role: Support & Advocacy)**

*“We met a family that had survived so many crises while living in Stockton: The father lost his job, their house was foreclosed upon, and other issues. But with each problem they vowed to stay. But now their 9-year old son is traumatized by the violence. Each time he hears a car backfire he drops to the ground and cries. He is wetting his bed. The family has decided that this is enough – they plan to move away. This boy needs counseling, but it is hard to find.” (Staff person at a CPF Family Resource Center)*

Stockton and San Joaquin have done a good job of building an ever-evolving constellation of behavioral health programs.

Exemplary programs include Stockton Police Department’s participation in Crisis Intervention Training (CIT), and their involvement with collaborative crisis response teams. The County has a 24/7 ‘warm line’ staffed by former mental health consumers and their families to respond to crisis calls; it has a crisis facility; manages supportive housing; provides hospital discharge and transition case management; and offers ethnically sensitive and tailored behavioral health services. The Behavioral Health Department is also working with the Probation Department to staff the Day Reporting Center and provide early assessments for AB109 offenders.

At the same time there is more to be done. New AB 109 responsibilities challenge the County to develop a more direct services delivery model and to work with offenders who present with more serious behavioral health issues. For those prison inmates released to the County, Behavioral Health and Probation need more advance warning of the release of seriously mentally ill (and sometimes dangerous) persons. This is not the norm today.

CDCR should be encouraged to support the kind of wrap-around case management services for violent, mentally ill prison inmates that has been developed in Washington State. This model, the Dangerously Ill Mental Health Offender (DIMO) program, reports significant reductions in subsequent violent crime for those individuals involved in long-term, mental health transition program.<sup>13</sup> In the interest of violence reduction; and in the interest of a humane response; CDCR should be asked to work with counties on a plan to coordinate long-term care for this small subset of the population.

We also encourage a review and discussion about the availability of trauma counseling – especially for children. How do we best help the boy and his family referenced above?

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<sup>13</sup> Jim Mayfield. (2009). *The Dangerous Mentally Ill Offender Program: Four-Year Felony Recidivism and Cost Effectiveness*. Olympia: Washington State Institute for Public Policy, Document No. 09-02-1901.

## Build System Capacity

### ❖ Rebuild the Police Department (City Role: Direct Service Delivery)

We cannot arrest our way out of a crime problem. More police officers alone cannot solve Stockton's violence problem. However, when law enforcement resources become reduced to the point that basic public safety and prevention activities cannot be sustained, any violence reduction plan is compromised.

### Stockton Police Department has Experienced Significant Resource Losses

The Stockton Police Department is woefully understaffed. There is a basic threshold of service that must be maintained in any organization in order to carry out its most basic functions. The Stockton Police Department has fallen well below that level. Budget reductions have carved away the police force. Since 2009 the Department has lost the following:

#### Stockton Police Department Losses Since 2009

- 99 Police officer
- 50 Civilian positions
- 40 part-time position
- Narcotic unit elimination
- Reductions in Neighborhood services
- Reductions in Code Enforcement
- Reductions in Police response to calls for service
- Loss of School Resource Officers
- Loss of Park Patrol

## Stockton Police has Maintained Innovation during a time of Challenge

Under Chief Jones, the Stockton Police Department has forged ahead during a time of great losses in funds and staffing.

Under extreme staffing shortages the Chief has moved to develop a Violence Reduction Initiative. It has a focus on ‘guns and gangs’ and is grounded in newly created police department initiatives such as: expanded law enforcement partnerships; Community Response Team expansion; improved Camera Room operations; multi-agency sweeps and gun seizures; redirected Peacekeeper efforts; and the establishment of a Chief’s Community Advisory Board. And, it focuses on Homicide reduction with its commitment to Project Ceasefire.

These efforts have resulted in, among other achievements, the seizure of close to 1,000 firearms over several months.

*“My officers joined the force to make a difference. They want to make their community better. They get weary responding to emergency to emergency to emergency. They want to deal with the crimes that impact people” (Chief Jones, Stockton Police Department)*

The Department’s creative response to daunting challenges has kept the ship afloat—partially—but at a cost to the community with an inadequate response to calls for service and to the officers themselves. This must be fixed.

## Stockton Needs Adequate Law Enforcement Resources

When resources are stretched thin, police lose the time needed to get involved in important prevention work, and to be a presence in the neighborhoods. Even the choice to focus patrol more intensively on hot spots comes with a cost: less time for officers to attend to the daily business of general law enforcement. A Department confronting the kind of serious and complex crime problems faced by the Stockton Police Department should not have to parse these decisions.

Stockton's police force has been decimated over the last several years. No community can lose 25 percent of its officers and not feel the effect. To tackle violence on the streets requires targeted and innovative policing strategies proven to be effective. This kind of effort takes time and planning. In a department with seriously reduced staffing, the recent

decision to make targeted violence reduction a priority comes at a cost: more calls for service back up, more property crimes are not investigated, fewer residents see the comforting sight of police on patrol.

A police department must have the strategic tools to stop violence. And once violence is quelled it needs sufficient police to keep the peace: officers to patrol, officers to prevent, officers to respond, and officers to work with neighbors to address the issues that underlay persistent crime and violence. The Stockton Police Department must be given the tools and the staffing necessary to fulfill its basic duties. It should have staffing that approximates levels enjoyed by other cities its size. More officers will not by itself solve Stockton's violence problem, but a certain threshold of officers is necessary to work toward a comprehensive solution and as documented by some of the most prestigious police experts in the country, the city is significantly below that threshold.

Adding more police officers cannot, by itself, guarantee sudden drops in violence.<sup>14</sup> But while we know that communities cannot arrest their way out of a crime or violence problem, we do know that at some point there is a relationship between the number of officers and crime levels. At some point that resources are stretched so thin and the fear of apprehension is so low, offenders begin to believe that they can act with impunity.

*“In the van taking individuals to jail, our police transport officers overheard the arrested individuals saying that they knew there weren’t many officers on the street.” (Chief Jones)*

Law enforcement agencies must also deal with the unique crime profile of their communities. For Stockton that means violence. But, as the data analysis recently conducted by Stewart Wakeling, CPSC and the Stockton Police Department revealed, law enforcement has a special challenge when it comes to dealing with violence.

In Stockton, the ratio of homicides and violence committed by both suspects and victims are not only significantly higher than in other cities, but it is less concentrated geographically. In addition, the distribution of violence across all races is greater than in other cities.

This poses special challenges for law enforcement. Not only must law enforcement deal with more violence than its counterparts in other cities, but the greater dispersal of that violence places more challenges on law enforcement resources.

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<sup>14</sup> Braga, A.A., D.L. Weisburd. 2007. “Police innovation and crime prevention: Lessons learned from police research over the past 20 years”. NIJ Document No. 218585.

We recommend bringing the Stockton Police force to levels comparable to other cities. As was recommended by Dr. Braga of Harvard in 2006, we recommend that Stockton work toward adding police officers: enough to bring the Department within the range of the average ratio of sworn officers to population. Nationally, that ratio is 2.2 for cities of Stockton's size. The long-term sustainability of any Plan depends upon meeting a basic level of enforcement. Braga recommended to the city of Stockton in 2006 that:

*"... The City of Stockton needs to increase the number of authorized Stockton Police officers to bring the average ratio of full-time sworn officers closer to the ratio of police departments serving jurisdictions with similar population sizes. In hiring these officers, it will be necessary to increase the number of support staff and supervisory positions. A hiring plan must be developed to bring the number of SPD officers and civilian staff in line with the staffing levels of other departments."*<sup>15</sup>

To reach the average number of police per 1,000 citizens would translate into approximately 200 more officers. While the current police budget can today support 344 officers, and a federal grant would get that number to 361, the Stockton Police Department would need 590 officers to achieve staffing levels of comparable cities (Table 9). Any such increase will of necessity occur in phases. And it takes time. The Chief estimates that it takes one year to recruit, screen and train a new officer.

With the implementation of Project Ceasefire and the proposed expansion in Prevention work (expanded Peacekeepers, Neighborhood 'blitz' work, etc.) a time of police force build-out is also a good time to re-examine non-traditional forms of policing: new and innovative models to 'get out ahead' of the problem. We have only scratched the surface in exploring the tremendous potential for law enforcement staff to support prevention efforts. To what extent can law enforcement officers be involved in the kind of work that Peacekeepers perform? How can service referral be further built in to law enforcement work? What kind of follow-up work could be provided by law enforcement: whether it is neighborhood level work or suspect contacts? Ceasefire represents a new way of doing business. It presents a new model to supplement the work of traditional law enforcement. We encourage that it be fully supported and analyzed, and that the City and Department explore other models to fully tap the preventive power of law enforcement.

A Violence Reduction Plan is built upon a solid enforcement base. Stockton must make the rebuilding of its Police Department a priority. We recommend that Dr. Braga's 2006 recommendations be followed. We also recommend that after this initial phase, a staffing analysis be conducted to help refine the types and numbers of positions needed for the next-

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<sup>15</sup> Braga, A.A. 2006. Preventing violent street crime in Stockton, California: A report to the Stockton Police Department.

level build-out, with consideration given to new prevention models and new enforcement roles.

## More than Police Officers are Needed

*“Combating crime requires increased partnerships, crime prevention, predictive analysis, and enforcement.” (Chief Eric Jones)*

A healthy Police Department requires the staffing and resources necessary to combat crime, provide necessary enforcement, respond to calls for service, conduct detailed crime analysis to support patrol deployment, complete the investigatory work needed to solve crimes, and it requires the resources necessary for important prevention work.

**Table 9. Stockton Police Staffing Ratio vs. Other Cities**

	Staffing Ratio
Stockton Police Department (344 officers)	1.2
Recommended level (Braga 2006) <sup>16</sup> of 590 officers	2.0
Oakland	1.6
Los Angeles	2.6
Boston	3.5
Detroit	3.9
New York City	4.2
Chicago	4.5

## Enhance Crime Analysis Capacity

We also recommend that the Chief be provided the data software and analytical capacity critical to on-going hot-spot interventions (Figure 10). A sophisticated crime reduction strategy requires sophisticated intelligence and analysis capabilities. This was true for NYC Police who with the use of COMPSTAT technology was able to adopt data-driven, real-time, focused responses that contributed to significant drops in crime and violence. We

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<sup>16</sup> Braga, A.A. 2006. Preventing violent street crime in Stockton, California: A report to the Stockton Police Department.

recommend funding for this. We have attached (in the Appendix links to the software that we used for the hot spot analysis provided in this report).

## **Restore Narcotics Unit**

We also recommend a return of the Narcotics unit, and a restoration of park patrols and expansion of neighborhood and community policing.

## **Create Blight Reduction Unit**

We heartily endorse the Chief's proposal for the creation of a Blight Reduction Unit within his Department. In this report, we advance a particular model for targeted, 'hot-spot' blight improvement as one approach.

## **Enhance Capacity to Enforce Gun Laws**

California has some of the strictest gun laws in the country. However, gun laws are only as good as their enforcement. The Stockton Police Department is to be commended for the work it has done over this last year in confiscating weapons as part of collaborative enforcement sweeps. Over 930 guns were taken off the streets and out of the community over this period. This is just the kind of effort that can make a difference. Many of these weapons were obtained illegally – often stolen.

*In 2012 there were 71 homicides in Stockton, 61 involved use of a gun (Stockton Police data)*

This kind of enforcement needs to become routine. High risk offenders in the criminal justice system need to receive a routine message from police, and from their pre-trial officer, their probation officer, and the judge: 'You are not allowed to possess a gun. There will be random searches of your home and property by the police. If you are found to have a gun in your possession you will face an immediate return to jail.'

*"Sweeps catch persons prohibited from having firearms, such as the mentally ill and those with prior criminal records. The Attorney General's Office and other law enforcement agencies could do more sweeps." (Chief Jones, Stockton Police)*

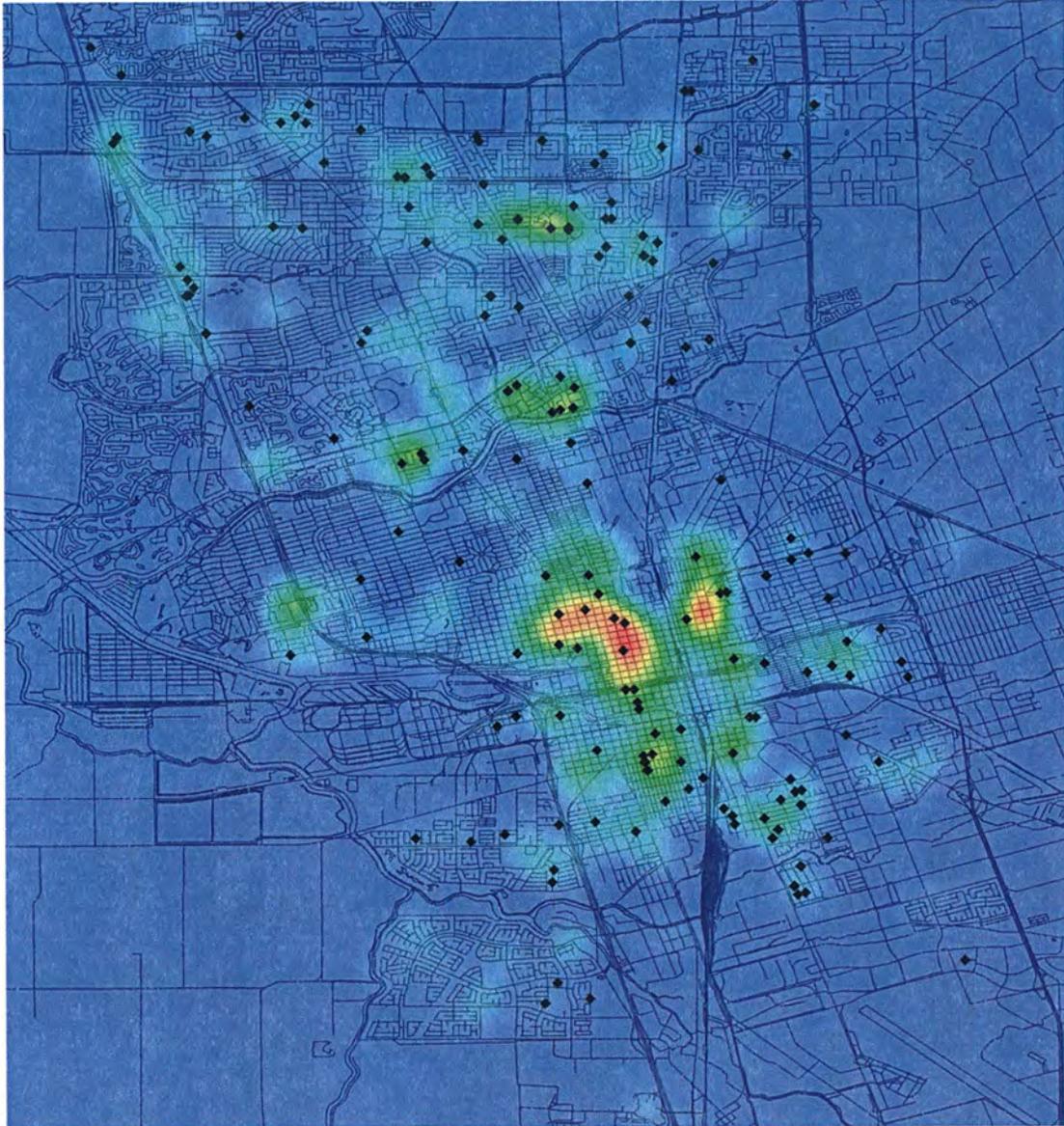
This requires the coordinated delivery of a clear and simple message to high-risk offenders, from players across the system. And, it requires the ability to detect and respond to violations. This translates into the need for expanded, unannounced home searches of high-

risk probationers, by police working with Probation; it requires adequate manpower on the part of the police; and it requires adequate prosecution resources. We recommend attention to the resources necessary for enhanced gun prosecution resources at the local level and continued coordination with federal agencies at the national level. Enhanced gun prosecution shows promise when combined with enhanced and targeted police efforts to reduce violence.<sup>17</sup> The new Warrant Task Force is a good step in this direction.

*The youth homicide rate in the United States is 14x higher than youth in higher-income nations. The United States youth firearm homicide rate is 42x higher than youth in other high-income nations (Violence Policy Center, 2010 Report)*

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<sup>17</sup> McGarrell, E. et al. 2013. An assessment of the comprehensive anti-gang initiative. U.S. Department of Justice.



*Figure 10. The spatial distribution of reported shootings into occupied dwellings superimposed on 'hot spot's derived from total reported violent offenses.*

## Planning for Expansion

Rebuilding the Stockton Police Department is a necessary component to addressing local violence. Ceasefire is any critical strategy. But it is not enough. Chief Jones has stated that a three-part solution is needed:

1. Hot spot policing to ‘take back’ affected areas
2. Police presence to hold that area, and
3. Officer follow-up to sustain the crime reduction

With the implementation of Project Ceasefire and the proposed expansion in Prevention work (expanded Peacekeepers, Neighborhood ‘blitz’ work, etc.) a time of police force build-out is also a good time to re-examine non-traditional forms of policing: new and innovative models to ‘get out ahead’ of the problem. We have only scratched the surface in exploring the tremendous potential for law enforcement staff to support prevention efforts. To what extent can law enforcement officers be involved in the kind of work that Peacekeepers perform? How can service referral be further built in to law enforcement work? What kind of follow-up work could be provided by law enforcement: whether it be neighborhood level work or suspect contacts? Ceasefire represents a new way of doing business. It presents a new model to supplement the work of traditional law enforcement. We encourage that it be fully supported and analyzed, and that the City and Department explore other models to fully tap the preventive power of law enforcement.

A Violence Reduction Plan is built upon a solid enforcement base. Stockton must make the rebuilding of its Police Department a priority and that Dr. Braga’s recommendations be followed. We also recommend that after this initial phase, a staffing analysis be conducted to help refine the types and numbers of positions needed for the next-level build-out, with consideration given to new prevention models and new enforcement roles.

The City should consider this recommendation in phases, be very cautious and judicious, given its financial situation and be focused on all the recommendations in this report before locking into a specific staffing level.

## ❖ Develop a Criminal Justice Master Plan (City Role: Support & Advocacy)

*"We would like to help out [with Ceasefire] but there is no room at the inn. Every day we release inmates because the jail can't hold them. We need to solve that problem." (Judge Guiliani, Ceasefire presentation)*

The best violence reduction efforts are undermined if the system cannot deliver on the promise of the empty jail bed: a promise of a swift and certain consequence for breaking the rules.

Jail beds are a scarce resource. The Sheriff manages the jail, but he cannot manage the system policies and practices that impact how those beds are used. A Criminal Justice System Master Plan is needed.

A Master Plan is needed to get out ahead of the daily practice of judicial-ordered inmate over-crowding releases; and a Master Plan will be all the more needed with the eventual restoration of police officers. Adding more police officers impacts the whole system. More police mean more arrests, more bookings into jail, and more demand on prosecution and court resources.

In 2009-2010, the large loss of police officers resulted in a 27 percent drop in arrests compared to the previous year. This kind of drop can have significant impacts; and it can be a double-edged sword. This level of a decrease in arrests can negatively impact crime (we saw the upward homicide numbers starting in 2008), but it can also result in significant drops in workload: significant drops in admissions to Probation have provided breathing room to realign caseloads and begin to deliver more intensive and effective services.

In broad terms, a Master Plan is needed because the existing criminal justice system is broken. A system has lost its integrity when it can no longer follow through on the decisions of the courts. A system is broken when perpetrators learn that there are no certain consequences.

Today in the San Joaquin criminal justice system a one-year sentence frequently amounts to about 45-days served in jail. Today, almost half of probationers are in warrant status—system failures who have ceased reporting and are awaiting arrest. Today only 10% of jail inmates who start a treatment program while in custody actually finish it before release because they are 'kicked out' of custody due to jail overcrowding.

Currently, a superior court judge determines on a daily basis which inmates will be released early because of overcrowding. This decision is made without the necessary risk and need information about the defendant. A plan needs to be developed that rewards offenders for completing in-jail programs based upon a risk and needs assessment. Jail sentences can then be mitigated and offenders assigned to re-entry programs, which should include a Community Corrections Center.

The processing of defendants through the criminal justice system needs to be analyzed to determine if there are efficiencies that can be employed to reduce the length of time from arrest to sentencing. Regardless of the number of available jail beds, the system needs to develop a plan that gets out in front of the problem so that the court does not need to release daily simply based on jail overcrowding.

The methodology for constructing a Criminal Justice System Master Plan includes the design and implementation of routine jail data reports; the development of system baseline data (based on inmate case processing data); an examination of system policies and practices that impact the jail at key decision points; an assessment of the continuum of alternatives to incarceration; and a review and possible revision of the most recent jail forecast.

Based on this the system develops a long-term plan for needed resources, improved efficiencies, and for better offender outcomes. The development of a Master Plan is an opportunity to explore new practices that are better aligned with improved outcomes (Table 10). This is an opportunity to build an Evidence-Based System.

We encourage the County to take those steps that will ensure that ‘one empty bed’ is waiting to support enforcement and prevention efforts. Such steps would include: develop a full-service Pre-Trial program; develop risk-based jail management policies; design new re-entry options and manage offenders along the continuum based on good behavior; and develop system data collection and analysis capabilities.

The City and the County can also consider areas of mutual planning and support, including pre-booking mental health options: such a Triage Center to divert the mentally ill from jail; and a dedicated Detox center to reduce demand on custody resources.

### **Fund Core Services: Pre-Trial Services**

The development of a full-service Pre-Trial program is fundamental to managing jail resources to achieve ‘one empty bed.’

Statewide in California, approximately 70 percent of jail beds are, on any given day, occupied by pre-trial defendants: individuals who have not yet been convicted of a crime. This reflects many issues, among them the lack of comprehensive and mature Pre-Trial Services programs.

*Table (10). Comparison of traits characteristic to the traditional criminal justice system model and a new, evidence-based model.*

<b>Traditional System</b>	<b>New Model</b>
▪ <b>Punishment Focus</b>	• <b>Behavior Change focus</b>
• <b>Throw Wide Net / Zero</b>	• <b>Targeted risk-based intervention</b>
• <b>Severe response</b>	• <b>Swift &amp; short</b>
• <b>Sporadic &amp; delayed responses</b>	• <b>Certain &amp; immediate responses</b>
• <b>Focus on individuals</b>	• <b>Violence: Focus on groups</b>
• <b>Exit Custody without a plan</b>	• <b>Step-down from Jail/Prison with support</b>
• <b>Family &amp; Community rarely</b>	• <b>Family &amp; Community involved</b>
• <b>Jail overcrowding undermines</b>	• <b>‘One Empty Bed’ strategy</b>

*“Today, we can have the resources to interview about 25% of the persons booked into the jail.”*  
 (Probation Pre-Trial staff)

San Joaquin County, like most counties in California, lacks the kind of comprehensive front-end pre-trial services necessary for the management of its jail population. The services that lacking include: 24/7 pre-trial screening, pre-trial supervision, court date notification, failure-to-appear monitoring and return to court services, bail review for in-custody defendants not yet released, etc. Yet, we know there is a direct relationship between Pre-Trial Services and jail overcrowding: Jails with a 24/7 Pre-Trial program (and programs that use an objective risk tool to inform judicial release decisions) are less likely to have an overcrowded jail.

*“We hide behind high bonds in this system. And, the bail bondsman’s only obligation is to get his client back into court, not to protect the community.”* (Probation Pre-Trial staff)

San Joaquin County is taking steps to address this. AB 109 funds have been set aside to support the expansion of this program; and in a few weeks the National Institute of Corrections (NIC) will begin a project to help County Probation develop an objective, validated pre-trial risk tool. This is crucial: not only to improve the county's ability to identify high violent defendants while in custody and provide them pre-trial supervision, but to ensure fairness. Risk-based decisions are neutral.

In the interest of violence reduction it must be said that: the ability to post bonds is unrelated to the risk that a defendant might commit a future offense. The current system, in which a defendant's chance of release from jail prior to trial is related to whether he has money in his pocket is not fair, and has been shown to do nothing to protect public safety. Fairness is essential to ending economic disparities within the system. Individuals who are detained pre-trial are more likely to be convicted, and if convicted are more likely to serve a longer sentence.

### **Consider Establishment of a Community Corrections Center**

As part of this project we took a group of local city and county officials, judges and business representatives to visit a jail step-down facility in Washington County, Oregon.

A Community Corrections Center (CCC) is a new paradigm and a new tool for reducing violence. In this concept, Jail is seen as part of a comprehensive process of offender change and reintegration: a process that requires the inmate to start the process of recovery and responsibility. The CCC offers 'a new way out' for offenders: one that makes the movement through jail part of an integrated plan for change.

A Community Corrections Center (CCC) prepares inmates for successful transition back to the community. It offers a community-oriented environment that provides a structured living environment in which to learn new skills and chart a path for the future.

Inmates at a Community Corrections Center serve out the last part of their sentence at the facility where they not only satisfy their court-ordered sentence, but also participate in a range of rehabilitative programs. The principal goal is to facilitate successful re-entry back to the community. A Community Corrections Center extends the continuum of local interventions and serves to improve offender success.

In contrast to the traditional Corrections systems, in which high-risk individuals exit the jail ill-equipped to alter their course, this model helps high-risk and high violent individuals return to the community with on-going treatment, a mentor, and support in finding clean and sober housing.

*In Washington County, Oregon, jail inmates who were identified as 'high risk' and involved in treatment programs [and, in most cases were then transitioned to the CCC] had a 61 percent reduction in arrests for person crimes three years after exit.*



The CCC works to reconnect inmates with their families, and addresses issues of mental health, addiction and lack of work skills. Importantly, the ability to manage inmate along a continuum, based on individual risk and behavior, provides a flexible tool for jail management. This is just one of many recommendations important to ensuring the One Empty Bed in jail – crucial for system integrity. We encourage it to be given full consideration as part of next-phase AB 109 planning.

## **Encourage the State to Address Realignment**

Criminal justice systems throughout California are implementing AB 109 or "Realignment." Chief Probation Officer Stephanie James is leading the local effort and doing an excellent job. New programs are being implemented and additional resources, including specialty court calendars, are being allocated to supervise high-risk individuals. An expanded Pre-Trial Services program is being discussed. There are however, many challenges. As the

response to AB 109 offenders evolves it will be important to not repeat the failures of the state at the local level.

California's system is a failure. It has one of the highest return-to-prison rates in the country: 67 percent of individuals who walk out the prison door are back in within 3 years. The State system has been slow to reform its policies and practices and was compelled to reduce its prison population only by federal mandate after a Supreme Court ruling in the Coleman/Plata case.

In the meantime, counties have had to quickly devise plans to accommodate an expanded offender population. Some, like San Joaquin, have done a superlative job. Still, there are problems.

The AB 109 funding formula is based on a counties' past use of prison, effectively rewarding counties who have done the least to use evidence-based alternatives to incarceration. And the State has provided little acknowledgement and no assistance to counties to address local System Issues as it develops plans: there is no provision to assist counties to manage its jail beds through support for Pre-Trial Services or the development of system Master Plans. And, there is no change in State Sentencing practices to signal a need for comprehensive reform at the State level. These are but a few of the issues that attend the implementation of AB 109.

This should be of interest to the City because it represents both new challenges to any Violence Reduction Plan; and it represents new opportunities for collaborative partnerships in moving forward. AB 109 funds have already supported a collaborative warrant task force that includes the Stockton Police Department; and it has funded other violence reduction initiatives that will complement and support City and System Violence Reduction efforts.

### **Validate the Risk Tool used by Probation**

County Probation employs an objective risk tool to classify probationers by risk level. This tool, validated on a population of prisoners and probationers in Washington State, helps identify individuals who are high-risk, and those who are high-risk for violence. Given the high percentage of individuals who score at high risk for violence, we recommend local validation of the tool to test its accuracy and to help refine the identification a subset of the most violent offenders.

We also recommend that the Jail adopt the risk tool used by County Probation, to be applied to those inmates with jail sentences of 1 month or longer. Risk assessment forms the basis of evidence-based jail programming. The identification of the higher risk inmate allows the jail to concentrate its program resources and to develop transition plan for those individuals who are most likely to return to the community and violently reoffend.

### ❖ Revisit Issue of Juvenile Remand (City Role: Advocacy & Support)

First and foremost we must ensure that our criminal justice practices a philosophy of 'Do No Harm.' This report recommends strategies to improve and strengthen efforts to reduce violence. It is imperative to also ensure that our existing practices do not inadvertently make things worse.

The issue of prosecuting in the adult criminal justice system, youth who commit serious or violent offenses, is a national issue, not a local issue. And yet, in a jurisdiction with high levels of violence we are inescapably confronted with the reality of sending a relatively high number of youth to prison as 'direct file' or remand cases.

*"The saddest sight in prison is to see the young inmates, kept in the gym during the day to keep them safely away from the other inmates. They have nothing to do. When the warden called me in to ask what could be done I said 'buy them toys' and he asked me to do that. Many of the youth have the mentality of a young child. I went out and bought play-dough." (Director of a Re-entry Group that works in California prisons)*

In the interest of public safety there is no question that we need to remove dangerous individuals, of any age, from the streets. In April, 2012 we took a snapshot of the 49 juveniles in local detention and in 'File in Adult System' status. Of this group, over half (51%) were charged with murder, attempted murder, or attempted voluntary manslaughter. Another 14% were charged with Assault with a deadly weapon or shooting into an inhabited dwelling.

Of the remand cases, 27% were charged with Robbery. 6% were charged with Car Jacking or Home Invasion.

At the same time there is now a large body of research that argues that juveniles transferred to the adult system are MORE likely to reoffend than those punished within the local system or, where appropriate – a community setting.

Many of our youth confronting long prison sentences have mental health issues. Many/most of them have themselves been the victims of abuse or neglect. We need to explore how to deal with this problem: how to hold youth accountable without exacerbating the very problems we are trying to fix.

This complex issue makes the efforts of programs like Ceasefire all the more urgent. We must get out ahead of this issue. We must interrupt violence, and we must assess individual needs -- before we find ourselves at the point of remand; and then we must ensure that a full range of options exist.

The role of the City as a participant in juvenile crime prevention and diversion (through its Police Department and support for family and prevention services) can be an important voice in support of quality, front-end youth services. The way to forestall the use of the most severe punishment is to have available a full array of 'least restrictive' options.

### ❖ **Create an Office of Violence Prevention (City Role: Direct Service Delivery)**

*"How can I help? How do I volunteer to become a mentor?" (Question posed by a person who attended the Violence Reduction symposium)*

Crime prevention happens everywhere – and nowhere. As a result, when a citizen asks how they can help reduce crime or prevent violence they are often met with a confused response. This is not because there are not places to volunteer, but because most cities lack the coordination necessary to quickly connect people and programs. A Violence Reduction Plan requires such coordination. It is important to develop the infrastructure to support & sustain community violence reduction efforts – and programs like Ceasefire.

We recommend that Stockton consider establishing an Office of Violence Prevention to fulfill the Convener role outlined in the recommendations, to ensure the Marshall Plan is implemented, and to help sustain and expand these efforts.

We also encourage the development of a plan for data collection and analysis. This should include a detailed analysis of active gang/crew/group members regarding the trajectory of violence: first arrest, prior contacts with the juvenile and adult system, school failures,

contacts with the behavioral health system, previous system rehabilitative interventions, family involvement with the criminal justice system, etc. This kind of analysis can further guide multiagency interventions to violent youth and families. And, the development of a violence reduction plan should go hand in hand with an enhanced City capacity to analyze the results of its efforts: outcome tracking for all new programs should be established.

A Violence Reduction Unit can serve many roles. A determination of its potential value begins with a review of current prevention efforts and a discussion of what is needed for expanded violence prevention initiatives. There already exists, within the Stockton Police Department, a rich array of crime prevention services and volunteer opportunities. These opportunities include Neighborhood Watch, Business Watch, Park Watch, VIPS, and the Cadet Program; and a new Sentinel program has been recently added.

Consideration of a dedicated Violence Reduction Unit should start by taking stock of what is already provided within its Police Department, consider expanded goals (such as the development of Project Ceasefire and a Blight Reduction unit), and consider the proposed initiatives in this report.

### ❖ **Feed the Children (City Role: Support & Advocacy)**

Not everything can be tied to research. Not everything important can be linked to violence reduction. There are some things that must be done simply because they are the right thing to do. This is the case with making sure that children who come to school are not hungry. That all kids do not go hungry.

*"I need to ask something of you. Please make sure the kids aren't hungry. Please help make sure that they have breakfast. When I was a boy I was hungry all the time. I was so hungry that I would go to school to steal other kid's lunches. No kid should have to do that." (Stan Thomas, Peacekeeper)*

Peacekeeper, Stan Thomas challenged the audience at the Violence Reduction symposium to make this problem go away. With all the big and complex issues ahead, this is a simple problem that should be straightforward to address. We thank Mr. Thomas for bringing this issue to all our attention, and we encourage action: small things matter.

# The Stockton Marshall Plan

## Violence Reduction Strategy

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### Next Steps

*"We want to make this project about People and Places." (Bob Deis, City Manager)*

To move forward requires adopting a Plan and then forging a Path. Not everything can be done at once. All recommendations require further discussion and development.

We recommend that the City Council review and discuss this report and then bring the recommendations to the community (in a series of town hall events), and back to the Marshall Plan Committee, for discussion. This should help inform the Council's selection of priorities and help shape the direction forward.

This report contains multiple recommendations. Violence is a complex issue and requires a multi-faceted plan. However, not everything can be done at once. The problem cannot be solved by one entity alone. A lasting Violence Reduction Plan requires a combined effort. The City and the County, the Police and the Communities, the Schools and the Non-Profits, the Sheriff and the Courts --- all must come together to participate in a plan to renew and restore this community that so many love.

*"I have never worked in a community that had so many challenges. I have never lived in a community with such generous people." (Bob Deis, Stockton City Manager)*

This Report includes many recommendations for which the City role would be as a convener, or as a supporter or advocate. We encourage the City to review these issues to decide their appropriate role in furthering a broad Violence Reduction Plan. For City specific issues we recommend a focused approach, and a two-part plan:

## Phase I

- Fully Implement Project Ceasefire
- Develop a Plan for a phased Police Department force build-back and restoration of functions (narcotics unit, etc.). Make funding of data analysis capability in support of ‘hot spot’ analysis a priority.
- Convene stakeholder discussion to organize Ceasefire Re-entry; support local providers in seeking grant funds (through the Second Chance Act grant) to support Ceasefire Re-entry with Peacekeeper positions and to expand their Street Outreach worker capability
- Consider concept of a City Office of Violence Reduction
- Consider funding to sustain and support broad Violence Reduction Plan

## Phase 2

- Track phase 2 of Police Department build-back
- Develop Neighborhood Blight Blitz strategy and Implement
- Convene stakeholders for discussion of Hospital Mentors for Injured Youth
- Convene stakeholders to discuss Mentoring and consider role of City
- Convene stakeholders to plan Ceasefire Family prevention strategy
- Expand Ceasefire to other Violent populations: Perpetrators of Robbery and Domestic Violence, for example

As part of the Plan review, we encourage the City to consider the new round of federal Second Chance Act funding that specifically for non-profit mentoring activities to see if wants to join or support any initiatives. And, we encourage the City to track any White House initiatives in support of the proposed Community Revitalization program recently announced by the President, that would coordinate federal, state and local resources in support of new and innovative community transformation.

After a Plan is adopted by the City Council we recommend the formation of working groups to further develop particular strategies. The participants in our Roundtable conversations were thoughtful contributors to the discourse on violence reduction. We also recommend

that the Marshall Plan Committee remain active through a first phase of Plan implementation, meeting quarterly to track and monitor progress.

*“We have to ‘Accentuate the Positive’” (Carl Toliver, Former School Superintendent)*

This plan presents a strategy to reduce homicides and gun violence. That is an important first step. It is not the last step. Once the scourge of violence is under control Stockton must turn its attention to other types of crime and to rebuild. The goal must not be the mere cessation of violence, but the creation of a state of Peace. Stockton can do this. We have seen the tenacity and pride of this city and its citizens. We have been touched by the hope and passion of its leaders. We leave encouraged by the positive change that is already underway.

# Appendices

# Appendix I. Project Interviews

Over the course of this project met with judges, prosecutors, defense counsel, police officers, sheriff's staff, probation officers, political leaders, and more. We observed routine court sessions, attended specialty courts, toured schools, visited Family Resource Centers, spent time in the field with the Peacekeepers, met with program providers, and more; and, we convened roundtable discussions, that included community members, to explore ideas for crime prevention and control. We learned from each person. Thank you.

Chief Eric Jones, Stockton Police Department  
San Joaquin Sheriff, Steve Moore  
Former Mayor Ann Johnston  
Mayor Anthony Silva  
Jim Willett, District Attorney  
Peter Fox, Defense Counsel  
Judge Brett Morgan  
Chief Judge Johnson  
Judge Richard A. Vlavianos  
Judge Guilianni  
A roundtable of judges to hear a Ceasefire presentation  
Councilman Elbert Holman  
Councilman Canapa  
Councilwoman Eggman  
Councilwoman Miller  
Councilman Tubbs  
Councilman Zapien  
Carlos Villapudua, County Supervisor  
Steve Bestolarides, County Supervisory  
Pastor Glen Shields, Progressive Community Church  
Bobby Bivens, NAACP  
Doug Wilhoit, Stockton Greater Area Chamber of Commerce  
Benjamin Saffold, Downtown Stockton Alliance  
Stephanie James, Probation Chief  
Michael Martinez, Assistant Deputy Chief Probation Officer  
Carla E. Contente, Deputy Chief Probation Officer  
Paul Arong, Probation Unit Supervisor, Juvenile Detention Division  
Latosha Wladen, Probation Unit Supervisor  
Roundtable to discuss Pre-Trial Services

Roundtable to discuss Probation and Jail Re-entry  
Roundtable to discuss Domestic Violence Services  
Joseph Randazzo, Manager, Adult Offender Programs  
Jail Captain, Kim Moule  
Vic Singh, Behavioral Health Director  
Jim Garrett, Deputy Director, Mental Health Services, County Behavioral Health  
Elena Molina, Principal of Jane Frederick Continuation High School  
Archie Gilchrist, Chief Mental Health Clinician, Mental Health Services, County Behavioral Health  
Adolfo Cruz, City of Stockton, Deputy Director of Community Services  
John Huber, Undersheriff  
The PACT group: members of Ceasefire Lifeline  
Gretchen Newby, Executive Director Friends Outside  
Ger Vang, Chief Executive Officer Lao Family Community of Stockton, Inc.  
Robina Ashgar, Community Partnership for Families (CPF)  
Savong Lam, Site Director, CPF  
Olga Rodriques, Site Director, CPR  
Jose R. Rodriguez, President/CEO El Concilio  
Captain Trevor Womack, Stockton Police Department  
Kevin Hantano, Ceasefire Coordinator, Stockton Police Department  
Dwayne Blevins, Probation Unit Supervisory  
A roundtable of Stockton Police Detectives  
Victim Services staff, District Attorney's Office  
Carl Toliver, Former Superintendent  
Dr. Steven Lowder, Superintendent  
Janine Cuaresma, Division Director, San Joaquin County Office of Education  
Ralph Womack, Manager of Peacekeepers  
Jose Gomez, Peacekeeper  
Stanley Thomas, Peacekeeper  
Jaime Constantino, Peacekeeper  
Manuel Casillas, Peacekeeper  
Ronnie Murray, Peacekeeper  
Pheakdey Youn, Peacekeeper

We held a Roundtable to discuss Youth Prevention that included community and program representatives

We held a Roundtable to discuss Information sharing that included community and program representatives

We held a Roundtable to discuss Neighborhood Health that included community and program representatives

## Appendix II. Recommendations & Ideas: From Committee and Community Members

The following recommendations came from individuals we interviewed and from participants in the Roundtable discussions.

- Re-establish the 3x3 meetings that brought together the Schools, City and County on a routine basis
- Help local non-profits to do a better job of coordinating their services around individuals or families or neighborhoods
- Restore and expand the Police in the Schools
- Explore concept of a Truancy Center
- Open the gyms after school for recreation use
- Expand Youth-Build “I am encouraged by seeing rival gang members working together in this program.”
- “Let’s get to them when they are young. Get them at the tipping point.”
- Need to have quality standards for our afterschool programs.
- Need a new ‘branding effort’ for the City. Change the image.
- “Stockton is not kid friendly.” Need more recreation opportunities
- We need afterschool, enrichment programs and summer programs
- The lesson of the past effort with Ceasefire is that we need Sustainability
- Let’s deal with the homeless
- We need better options for women exiting jail with Meth problems. Programs like the Women’s Center are not available for females at re-entry. “Those most in need are not getting services.”
- We must deal with the issue of race
- We must better coordinate our services
- Neighborhoods would benefit from having ‘Community Ambassadors,’ individuals who could be called to respond when there is an emergency need. Several years ago there was a heat wave on the East Coast and 700 elderly people died because communities weren’t organized to check on them.
- We could use coordinated community response after an incident of violence
- Address the ‘digital divide’ the keeps some communities isolated because they don’t have access to computers

- The Feds threaten prison for gun offenses but then don't follow through. The offenders quickly learn that the threat is not credible and that they can act with impunity
- We need more substance abuse treatment, especially for youth
- We used to have a drug court for youth; we used to have a teen court.
- "The prisons artificially separate inmates by gang affiliation so they don't learn to get along together."
- "Sometimes we want to prosecute offenders in the federal system for gun crimes, but the process through Expedited Case Resolution works so fast that there is no time to bring in the Feds."
- "There is a problem with system credibility. If someone gets 6 months for a gun crime, they may very likely only do 2 months."
- "There are cultural groups that are isolated"
- "Whatever we do must be sustained"
- "There are some kids who are already in gang, some at the tipping point, and all the kids not in trouble who are the next wave"
- "Success should be visible: We often don't see the good outcomes"
- "What is needed: Community, Community, Community"
- "I would like to see community service requirements for education (put in 80 hours per year) and link youth with local businesses." (Mayor Silva)
- We need to reduce suspensions
- "It's all about follow through, especially with young people. If we say something we'd better show up." (Roundtable participant)

# Appendix III. Roundtable Discussions

In January, 2013, a series of Roundtable discussions were held. Over 100 individuals participated in these discussions, representing local community leaders, non-profit organizations, schools, Police, political leaders and members of the public. Three topics were explored: Information Dissemination, Youth Violence Prevention, and Neighborhood Violence and Health. Participant comments are summarized below.

## Information & Communication Session Comments

- Non technological communication methods are necessary
- Culture specific information may be needed more than traditional or technology based communication
  - Establish a presence in the community
  - One-on-one interactions; grass roots efforts
  
- How do we get people to access and go to information
- How to assure families understand the content
- Town halls across the community in each neighborhood
  - Leverage neighborhood/school meetings and meeting places
- Technology is more useful for administrators, agency staff, etc.
- How to replicate the success of the first project ceasefire in Stockton
- Diligent focus
  - Importance of information and intelligence
  - Strategically targeting resources
  - Community aspect of ceasefire
  - Information is contagious and spreads □□ Changes social norms
- Power of message combined with community support
  - The right information gets their attention
  - How to use this message to communicate to the entire community
  - How to follow through with our message and communications
  
- Information/Analysis/Intelligence
  - More useful for administrators, agency staff, etc.
  - Relationship based for at risk population
  - Already establishing relationships fast
  
- Need to identify those community leaders that can motivate their spheres of influence
- Resources for youth programming

- Some intervention programs in the past
- Shifted to early prevention
- Possibility of instituting community oriented prosecuting, like community oriented policing or Relationships based
  - Have a presence in the neighborhoods
- Full community response teams based on geographies and networks
  - Everyone there working together from the start instead of calling around and chasing down the right partner organizations
  - Partnerships and inter-relationships in place
  - Lack of trust from the community – need to build credibility
  - Hold community response teams accountable for their hot spots

## Neighborhood Health & Violence Protection Session Comments

- Address multi-ethnic diversity
  - Recognize that there is also a youth culture /common language
  - Core values: show similarities
  - Recognize that there is also a culture of criminality – culture of incarceration
  - Generational issues
  - Citywide issue – can't refer to “good” or “bad” neighborhoods
  - Identify community leaders
  - Develop relationships with “connectors”
  - Parents are leaders
  - -Shared values for respecting elders, getting an education
  - Involve parents in the comprehensive Systems approach
  - Identify communication barriers, need for translation
- Spur civic involvement in crime hot spots
- There are programs/curriculum to learn conflict resolution skills
- Youth led interventions can work
  - Leadership programs
- How to focus on similarities
  - Core values –ideas that move any ethnic group (i.e. safety)
  - Draw groups that are intentionally diverse □□ Draw out similarities
  - Draw out shared experiences
  - Faith based, not religion based
  - Stockton culture of getting to know one another
  - Need to identify places that are safe; with a perceived sense of safety
- Address dysfunction in educational system
  - Ability to be employed

- Marketable job skills to attract business
- Have to be jobs that are available
  - Practical jobs
  - Those jobs don't exist now
- Hot spot response teams
  - Involve parents
  - Engage community in the process – empowerment
  - Communication – translation is key
  - PD involved with families – continuous support

## Youth Success & Violence Prevention Session Comments

- Need to share information about alternative schools and home schools
  - San Joaquin County has many options (e.g. charter schools, ONE program)
- Educators need specific strategies, needs to know how to help
  - Schools will embrace programs that have worked elsewhere, need models
  - Schools are motivated by keeping kids in school
- Many services available in the community (e.g. 211, peer service)
  - Community Partnership for Families launching Web site called 211 San Joaquin in order to provide resources and directory of services
- Cultural point of view – how we look at things from our cultures
  - Most of our youth don't understand their family's culture (e.g. Hispanic family must talk with the father)
- Cultural programs – found success with certifying trainers in particular cultures; cultural sensitivities
- Recognize the rite of passage in each culture
- We also have many things in common that are not specific to our culture where we can work together
- “Becoming a man transition” program must include culture
- Family values, understanding and communicating – “Share the Rock” publication
- Cultural programs that go back to cultural awareness do work
- Mentorship is huge – a component of many programs
- Involve students in prevention: Use student mentors both in high school and college student; connect with businesses and provide work experience
  - Mentors don't necessarily need to have “been there” to be effective
  - Families need mentors too
  - Mentorship must be holistic (e.g. Big Brothers, Big Sisters)
  - Need strong foundation for the mentoring process
- Kids come for people, not programs – the right person will draw them in
- After school programs are for younger students
- 7<sup>th</sup> and 8<sup>th</sup> graders don't have after school programs - Community service programs for older students might work

- Youth could spend time in businesses
- Kids want a job and responsibility, it changes them; youth employment needs to be made easier
- Every kid needs a mentor, mentor needs to be committed to youth
- Mentors need training so they understand how to be a mentor
- Guidelines must be set for mentors; mentors need to follow through and really be a role model
- Mentors need support to understand how to bring youth to the table and what to do

# Appendix IV. San Joaquin Youth Homicide Rates

The following was excerpted from: *Violence Policy Center. 2013. Lost Youth: A County-by-County Analysis of 2011 California Homicide Victims Ages 10 to 24, page 43.*

## San Joaquin County

*“35 youth and young adults ages 10 to 24 were murdered in San Joaquin County in 2011*

*The homicide rate among youth and young adults ages 10 to 24 in San Joaquin County was 21.29 per 100,000 in 2011*

*Ranked 1st in California among counties with a population of 10- to 24-year olds 25,000 or greater*

### **Gender**

Out of 35 homicide victims, 32 were male (91 percent), and 3 were female (9 percent).

### **Race/Ethnicity**

Out of 35 homicide victims, 18 were Hispanic (51 percent), 9 were black (26 percent), 2 were white (6 percent), and 6 were Asian (17 percent).

### **Most Common Weapons**

For homicides in which the weapon used could be identified, 94 percent of victims (33 out of 35) were shot and killed with guns. Of these, 85 percent (28 victims) were killed with handguns. There was 1 victim (3 percent) killed with a knife or other cutting instrument.

### **Victim to Offender Relationship**

For homicides in which the victim to offender relationship could be identified, 35 percent of victims (6 out of 17) were murdered by someone they knew. Ten victims were killed by strangers. For homicides in which the victim to offender relationship could be identified, 6 percent (1 out of 17) were gang members.

### **Circumstance**

For homicides in which the circumstances could be identified, 67 percent (14 out of 21) were not related to the commission of any other felony. Of these, 29 percent (4 homicides) were gang-related. Twenty-one percent (3 homicides) involved arguments between the victim and the offender. Fifty percent (7 homicides) were drive-by shootings.

### **Location**

For homicides in which the location could be determined, 46 percent (16 out of 35) occurred on a street, sidewalk, or in a parking lot. Six percent (2 out of 35) occurred in the home of the victim or offender. Twenty percent (7 out of 35) occurred at another residence, and 14 percent (5 out of 35) occurred in a vehicle.”

# Appendix V. Crime Mapping and Analysis Software

Several crime mapping and analysis software are available for download and use by city & county government criminal justice programs at no cost. These include CAST, GeoDaNet, & CrimeStat III:

**CAST** (*Crime Analytics for Space-time*)

**Platform:** Windows, Mac machines

**Use:** free for government use

**Training materials available:** Yes

**available online at:** <https://geodacenter.asu.edu/software> (Free download & use for city & county government use). Manual included in this folder.

## **Source:**

GeoDa Center for Geospatial Analysis and Computation

ARIZONA STATE UNIVERSITY

School of Geographical Sciences and Urban Planning | Lattie F. Coor Hall , COOR 5671 | P.O. Box 875302, Tempe AZ 85287-5302

Phone: (480) 965-7533 | Fax: (480) 965-8313

[geodacenter@asu.edu](mailto:geodacenter@asu.edu)

**Description:** The GeoDa Center for Geospatial Analysis and Computation develops state-of-the-art methods for geospatial analysis, geovisualization, geosimulation, and spatial process modeling, implements them through open source software tools, applies them to policy-relevant research in the social and environmental sciences, and disseminates them through training and support to a growing worldwide community.

## Screenshot:

Robbery Incidents, Heatmap and LISA Cluster Map

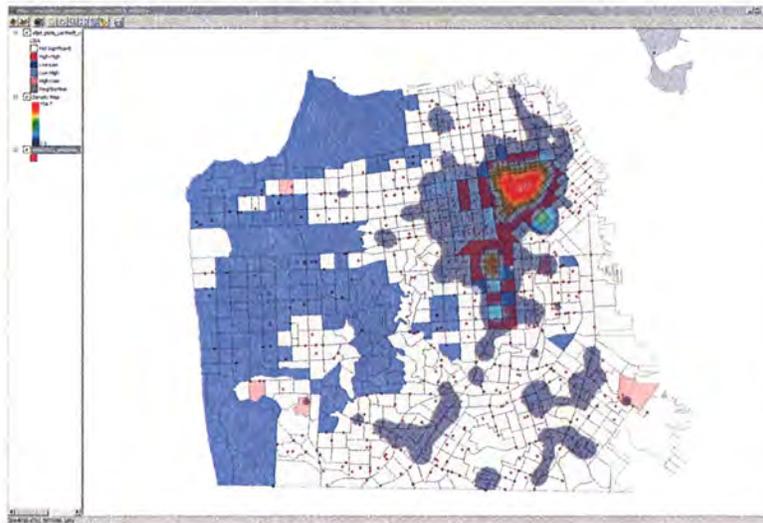


Image source: <https://geodacenter.asu.edu/cast>

### **GeoDaNet** (*spatial point pattern analysis on networks*)

**Platform:** Windows, Mac machines

**Use:** free for government use

**Training materials available:** Yes

**available online at:** <https://geodacenter.asu.edu/software> (Free download & use for city & county government use).

### **Source:**

GeoDa Center for Geospatial Analysis and Computation

ARIZONA STATE UNIVERSITY

School of Geographical Sciences and Urban Planning | Lattie F. Coor Hall , COOR 5671 | P.O.

Box 875302, Tempe AZ 85287-5302

Phone: (480) 965-7533 | Fax: (480) 965-8313

[geodacenter@asu.edu](mailto:geodacenter@asu.edu)

**Description:** GeoDaNet is a desktop software application for computing and visualizing spatial analysis measures on undirected networks.

**Screenshot:**

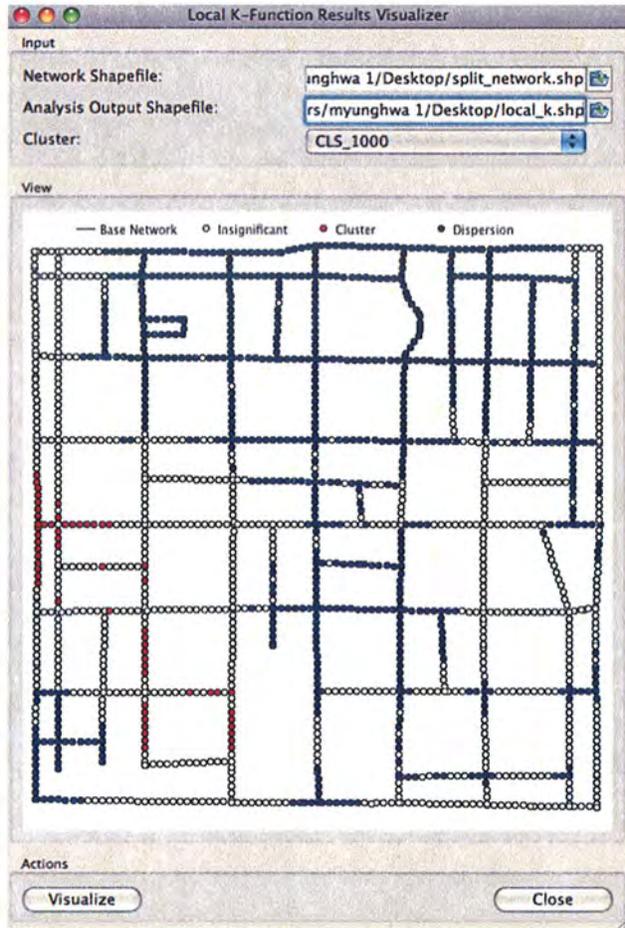


Image source: [https://geodacenter.asu.edu/drupal/files/Geodanet\\_Manual\\_03\\_2012.pdf](https://geodacenter.asu.edu/drupal/files/Geodanet_Manual_03_2012.pdf)

### CrimeStat III

**Platform:** Windows

**Use:** free for government use

**Training materials available:** Yes

**available online at:** : <http://www.icpsr.umich.edu/CrimeStat/download.html> (Free download & use for city & county government use).

### Source:

<http://www.icpsr.umich.edu/CrimeStat/about.html>

Ned Levine (2010). *CrimeStat: A Spatial Statistics Program for the Analysis of Crime Incident Locations* (v 3.3). Ned Levine & Associates, Houston, TX, and the National Institute of Justice, Washington, DC. July. Contact Information: Dr. Ned Levine □ Ned Levine and Associates □ [crimestat@nedlevine.com](mailto:crimestat@nedlevine.com)

**Description:** CrimeStat III is a spatial statistics program for the analysis of crime incident locations. The program is Windows-based and interfaces with most desktop GIS programs. The purpose is to provide supplemental statistical tools to aid law enforcement agencies and criminal justice researchers in their crime mapping efforts. *CrimeStat* is being used by many police departments around the country as well as by criminal justice and other researchers. Software development was funded by grants from the National Institute of Justice.

### Screenshot:

<http://www.icpsr.umich.edu/CrimeStat/files/CrimeStatChapter.7.pdf>



# Appendix VI. City Council Work Plan

## City of Stockton 2011 City Council Work Plan Defining Our Role

What government should know by now, by reviewing a bit of history, given the complexity of both our opportunities and challenges at the local, statewide and federal level, there is not one institution that has a monopoly on creating or implementing solutions. Our federal and state government's history reflects the pendulum swinging from periods of strong centralized authority and solutions to decentralization with mixed success. The state is now going through another self-assessment and considering realigning services to the local level. One constant the federal and state governments have come to realize is that local government is closer to the people, more agile and better able to respond to the community's unique social needs or values.

At the local level, we have many opportunities and challenges. Similar to what the federal and state levels figured out, very few of these can be tackled by just one institution, let alone the City of Stockton. The City cannot address the four goals found in its 2011 Work Plan all alone. As just one example, San Joaquin County expends much more resources than the City in addressing and responding to crime activity. Their success is tied to ours.

As a result, the role the City of Stockton defines for itself in achieving its 2011 Work Plan, must be strategic and done in light of the various institutions that have a stake in the same issues.

Our role(s) will fall into one of three categories for each Business Plan or strategic initiative that is designed to achieve or make an impact on Council Goals.

### **Direct Service Delivery Role**

There are indeed certain activities where City of Stockton is commonly understood to be the direct service provider, either through the use of staff or contractors. Some examples include: police law enforcement, fire suppression, etc. Thus, a project proposal that involves the use of City resources to provide a service directly would fall into this category.

### **Convener Role**

There are certain complex issues related to our 2011 Work Plan where there are multiple institutions or agencies that have a piece or stake in the opportunity or

challenge. For example, an agency may be a direct service provider in addressing one aspect of the crime issue. Their relative success may have a direct impact on our success or challenges. There is little benefit of trying to replicate what other agencies are already doing. However, there is a benefit of planning and coordinating our efforts if they are providing services to, or interacting with, the same population.

When we see a need or benefit to convening the stakeholders to address common or mutually dependent goals or to develop new plans that may affect each other, an outcome of this collaboration may have limited impact on our methods of service delivery activities. However, there may be a big impact on demands for services. Thus, we may have a big stake in ensuring we are all working collaboratively.

### **Support or Advocacy Role**

As we refine our Business Plans and implement the 2011 Work Plan, there will be opportunities or activities borne by other entities, that support our goals or create new challenges to them, typically in other venues e.g. at the state or federal levels. The venues might be local, but involve other agencies such as non-profits or for-profit organizations.

At times we may want to advocate or support the goals or activities of others, when they are pursuing things that will likely impact our 2011 Work Plan goals. Rather than expend precious few resources in the direct service delivery or convener areas, we will support or advocate for others to step forward or modify their plans.

## Appendix VII. Recommended Reading

‘Don’t Shoot: One Man, A Street Fellowship, and the End of Violence in Inner City America,’ David M. Kennedy (2011)

[An account of the history and development of the Ceasefire model]

‘The City That Became Safe,’ Franklin E. Zimring (2012)

[This book offers an analysis of the dramatic crime drop in NYC]

‘When Brute Force Fails,’ Mark A.R. Kleiman (2009)

[A discussion of the limits of zero tolerance policies and review of effective crime reduction strategies]

‘How Children Succeed,’ Paul Tough (2012)

[A discussion about school reform for improved outcomes]

‘Saving Children from a Life of Crime,’ David P. Farrington & Brandon C. Welsh (2007)

[A review of the crime prevention literature]

‘Common Purpose: Strengthening Families and Neighborhoods to Rebuild America,’  
Lisbeth B. Schorr (1997)