



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

**Bureau of Justice Assistance, Office of Justice Programs,
U.S. Department of Justice
GMS Award 2019-GP-BX-0135**

I. Planning Phase

A. Partnerships for Planning Phase

1) Who do we need to be involved in the planning phase (see Appendix A)?

The agencies and organizations involved in the planning phase as part of the Portland Area Crime Gun Initiative (PACGI) are listed in Appendix A, attached here. In addition, the Steering Committee formed a multi-agency analyst team, and communications team. The planning and strategy process was led by the United States Attorney's office working with the PSN Steering Committee and Executive Committee to gather the necessary data from partner law enforcement agencies, use the results of the OJJDP Comprehensive Gang Model Implementation Plan, consult with community and local non-profit partners and develop an initial strategic plan. In addition, the California Partnership for Safe Communities was hired by the City of Portland to conduct a Portland Shooting and Homicide Problem Analysis 2015-2019, and Cost of Gun Violence report.

This strategic plan was considered by the members of the Steering Committee. The Steering Committee determined that 90% of the formula grant funds should be directed to the development of an Intensive Case Manager / Life Coach program that includes a trauma-based hospital response to victims of gun violence with 10% for the fiscal agent.

B. Problem Analysis to Develop Targeted and Prioritized Enforcement Strategies

1) What are the most serious violent crime problems in our district? *Gun and group/gang violence is an ongoing concern in the Portland region and remains a driver of violent crime in the region. Generally, repeat offenders continue to commit violent crimes in this targeted area and in the rest of the District.*

2) What types of data (see Appendix B) do we have to analyze the violent crime problem? *To understand what drives violence in the targeted area, we worked with our partner*



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

law enforcement agencies to review various sources of data in order to obtain a clear picture of the violent crime problem. Initially we examined data from local police partners using calls for police service and police incident reports, ATF NIBIN data and Crime Mapping. The Portland Police Bureau (PPB) used a snapshot of crime data for 2017. PPB crime data involving incidents where a firearm was used to commit a NIBRS Group A offense, showed a 12% increase over 2016. The first six months of 2018 where a firearm was used to commit a NIBRS Group A offense, showed a 21% increase over the same period in 2017. Overall, incidents of aggravated assault increased 6% in 2017 compared to 2016 and increased an additional 6% in the first six months of 2018.

Reported robbery increased 5% in 2017 compared to 2016 and increased an additional 4% in the first six months of 2018. Close to 25% of robberies reported between January 1, 2016 and June 30, 2018, involved a firearm. Compared to the first six months of 2016, reported NIBRS Group A property crime was up 10% in 2018 and person crime is up 11%. Given the firearm nexus to the most serious crimes in this region, we looked deeper. The City of Portland hired a consultant to undertake a deep analysis of prior shootings and homicides and create a problem analysis of records from 2015-2019. What was learned from that analysis has helped inform our PSN strategy. While the analysis was conducted on PPB shootings, there is no reason to believe these findings would be different in Gresham which shares a border with Portland and is a much smaller city and agency.

C. Results of the Problem Analysis – What Do We Believe Are the Key Drivers of Our Violence Problem?

1) What is the target area(s) for your PSN initiative? Why did you select this target area(s)? *Portland and the adjacent City of Gresham, are both within Multnomah County, the most populous county in the 36-county District. These two cities share a border and a population of just under 800,000 people. Due to the urban environment and the level and nature of crime we are seeking to reduce, this region of makes up our District's Target Enforcement Area. For the rest of the District of Oregon, including more rural counties, firearm related crime also is a high priority. Using the data and crime mapping, it was decided to focus our efforts where firearm related violent crime was concentrated.*

2) What did your problem analysis identify as the key drivers of violent crime in your target area(s) (see Appendix D)? *Homicides involve two dynamics: Group and social network involved gun homicides and shootings driven by high-risk social networks and non-network involved homicides. Gun homicides and non-fatal shootings are both largely driven by*



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

group/network dynamics. 76% of the victims and suspects of homicides and shootings are adults between the ages of 18-44 and the majority are known to the justice system. Very few shootings and homicides involve people under the age of 18.

II. Implementation Phase

A. Goal Identification – Provide a statement of the PSN team’s goal(s) in addressing violent crime in the target area(s). *The goals of the Oregon PSN Strategy established as the Portland Area Crime Gun Initiative:*

- *Reduce gun violence in the targeted enforcement area (TEA)*
- *Implement a virtual crime gun intelligence center model to coordinate investigations and prosecutions of individuals and groups engaged in serial shootings*
- *Implement full exchange of information among law enforcement agencies about shootings and violent crime occurring in the TEA and increase capacity for rapid analysis of firearms and shell casings*
- *Implement policies and practices that are intelligence-led and data-informed crime reduction strategies*
- *Align outreach and prevention efforts to those individuals at highest risk to be a victim or perpetrator in a shooting in the TEA*

B. Targeted and Prioritized Enforcement Strategies to Address the Drivers of Violent Crime

1) What targeted and prioritized people-, place-, or combined enforcement strategies will your PSN team employ to address these violent crime drivers (see Appendix D)? *In light of the body of research on social network risk, the USAO has promoted a people based PSN strategy. We have prioritized high-risk violent repeat offenders for federal prosecution. Our District’s Criminal Chief and Violent Crime Chief, PSN Coordinator and Law Enforcement Coordinator (LEC) have built a strong working relationship with the local prosecutors, local and state law enforcement in order to remove barriers to responsive initiation*



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

of federal prosecutions in the TEA. The USAO, local prosecutors and law enforcement are working on a method to identify offenders for federal prosecution to include trainings on RICO/VICAR federal statutes and investigations and other relevant federal statutes. Many of our violent crime AUSA's are also former state prosecutors with a deep knowledge of state statutes. Local and federal law enforcement and prosecutors participate in bi-weekly shooting reviews with local probation and analysts to share information and identify trends and identify targets for investigation and prosecution. The PSN steering committee, led by an Assistant U.S. Attorney LEC, meets regularly to problem solve and monitor the crime data and collaboration and implement changes within the partner agencies as needed. The PSN Executive members meet quarterly to review data, trends, success stories and challenges.

This person-based strategy will complement the PSN based BJA funded strategy in the TEA under the Community Based Crime Reduction Program (CBCR). This data driven project is focused on reducing violent crime through engaging local communities in crime hot spot areas. 2018-BJ-BX001

2) What data or information will initially be used to determine a list of the most violent offenders (see Appendix B)? *In order to be a data driven initiative targeting specific offenders who are currently active in criminal activity, the partners have enlisted the work of a team of crime analysts to develop a tool using objective measures including criminal history, number and recency of arrests, information in incident reports supplemented with subjective criteria including confidential informants, citizen reports, tips, and officer knowledge.*

3) Are there additional partners we will need to implement these strategies (add to partners identified in Appendix A)? *Not at this time*

C. Prevention Strategies to Complement Enforcement

1) What focused people-, or place-based prevention strategies will we deploy to complement our targeted and prioritized enforcement strategies (see Appendix E)? *Since 2017, the City of Portland, Mayor's Office of Youth Violence Prevention (OYVP) and the Portland Police Bureau (PPB), in coordination with stakeholder services of the Multnomah County Local Public Safety Coordinating Council (LPSCC) Youth and Gang Violence Subcommittee have been creating aligned prevention and intervention service strategies under the OJJDP Comprehensive Gang Strategy Model. The following paragraphs note the prevention intervention programming efforts enlisted by the City of Portland and stakeholder partner*



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

services leading to the current request for additional funding to support the Intensive Case Manager / Life Coaching program.

Since 2009, the City of Portland through OYVP has offered grant funding to private non-profit organizations to provide Street Level Gang Outreach (SLGO) services, recommended by the OJJDP Comprehensive Gang Strategy to include credible messengers.

In 2012, the PPB and Multnomah County District Attorney's Office created the Gang Impacted Family Team (GIFT), involving a multi-agency and community organization service collaborative intervention effort in response to gun related violence. In 2013, grant funding was provided through OYVP to establish a coordinator for GIFT to work directly from OYVP. The addition of the GIFT Coordinator position was modeled after the intervention programming recommended Ceasefire or Focused Deterrence program strategy. In 2018, the PPB created the Gun Violence Reduction Team (GVRT). GVRT works to consolidate all shooting investigations city wide, allowing for greater social network analysis to identify persons at the highest risk of future gun related violence. GVRT is modeled after the Ceasefire or Focused Deterrence program strategy.

Also in 2018, the Healing Hurt People Portland program (HHPP) was re-launched, based upon a previous program implemented in 2013. HHPP is a hospital-based violence intervention program, modeled after programming that has proven successful in multiple US Cities. HHPP currently provides services made available in partnership through the Portland Opportunities Industrialization Center and Legacy Emanuel Hospital. OYVP offers facilitation to the HHPP program through the SLGO and GIFT programs.

In 2019, OYVP contracted with consulting organization California Partnership for Safe Communities to further create and align intervention services as recommended by the Ceasefire or Focused Deterrence strategy, operating currently in Oakland, California and other US cities.

In 2020, OYVP will be providing an enhanced intervention / prevention service hub based upon the consulting contract recommendations. OYVP facilitated services will include SLGO, GIFT, HHPP programs along with a new Intensive Case Manager / Life Coaching Team. SLGO, GIFT, HHPP and Intensive Case Manager / Life Coaches will be working in coordination, under the Ceasefire or Focused Deterrence strategy offering service to high risk clients, to include associates and family members, in an effort to reduce gun related violence.



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

Intensive Case Manager / Life Coaches will be credible messengers. Credible messengers include neighborhood leaders, experienced prevention and reentry specialists, and individuals with relevant life experiences (often including their own prior involvement with gangs or the criminal justice system) assigned to work with the young adults in the County who have been identified as being at very high risk of being involved in gun violence. Life Coaches will work primarily with young men age 18-35, who have extensive criminal justice involvement, and have been shot before and or have close friends who have been shot recently. Life Coaches are expected to establish trusting relationships with their clients and spend significant time with their clients helping them mitigate their risk factors and eventually connecting them to services, supports, and opportunities.

Through PSN grant funding, Intensive Case Manager /Life Coaches will be hired through local, private non-profit organization(s). Life coaches will be trained, certified and will be facilitated in service by OYVP. Intensive Case Manager / Life Coaches will maintain a small case load of high risk individuals for up to 1 year, or more if necessary, and will develop a Life Plan with each client. Life Coaches will apply stipends and other incentives to clients to reward their achievement of milestones in the Life Plan and to support their continued engagement. This is an evidence-based prevention strategy that has rendered significant reductions in shootings and killings in other communities. This model is expected to deter crime, and also reinforce pro-social behaviors and improved relationships between stakeholders and community members as well as increased engagement with social programs, services and compliance with court mandates.

This strategy will complement a current BJA funded innovations in supervision program managed by Multnomah County Department of Community Justice (DCJ) called Habilitation, Empowerment, Accountability Therapy (HEAT). This program's goal is to reduce violent recidivism for African American males with convictions for violent crimes and placed under the supervision of Multnomah County's DCJ Gang Unit. 2018-SM-BX-002.

2) Are there additional partners we will need to implement these strategies (add to partners identified in Appendix A)? *As we implement the enhanced prevention strategy in the TEA's we will continue to identify key stakeholders in the community with capacity to provide necessary services to at risk individuals and their families.*

D. Accountability



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

1) What outcome data will we use to track our progress? *We review shooting trends and NIBIN submission data on a monthly basis with PSN Steering Committee members. It is our intention to use the 2019 grant funds to hire a research partner who can assist in the development of additional outcome measures.*

2) How will we monitor violent crime trends in our target areas as well as other parts of the district? *The Steering Committee meets monthly and discusses crime data.*

3) Who will be responsible for semi-annual performance reporting? *Initially the USAO, with the fiscal agent, will manage semi-annual performance reporting. Having a research partner will help with this responsibility.*

4) How will we ensure our strategies remain targeted and prioritized? *We entered into an agreement to collaborate which clearly articulates this goal, and we will maintain a data informed approach to ensure we continuously evaluate enforcement and prevention efforts.*

5) How frequently will we meet to discuss progress, challenges, successes, and mid-course corrections? Who will be involved? *The PSN Steering Committee has met regularly since August 2017 and is currently meeting monthly to correspond with a bi-weekly shooting review. This team examines violent crime and shooting data, NIBIN data, discusses progress, constantly re-evaluates the enforcement actions being taken, and identifies any barriers to an effective collaboration. Executive members meet quarterly to discuss progress.*

E. Next Steps

The next steps include: 1) accessing and dispersing PSN grant funds for an Intensive Case Manager/Life Coach program to supplement the current intervention efforts; 2) selecting and funding a research partner using the 2019 PSN grant process; 3) consider participating in the Violence Reduction Assessment Tool (VRAT) to help assess effective implementation; and 4) adjusting efforts based on the data and outcomes.

Appendix A – Identifying Key PSN Partners
Appendices

| Criminal Justice Partners: | Involved in Planning | Involved in Implementation |
|---|-----------------------------|-----------------------------------|
| <i>Police: Oregon State Police, Portland Police Bureau, Gresham Police Department, Multnomah County Sheriff-yes,yes</i> | | |



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

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| <i>Federal law enforcement: FBI, ATF- yes, yes USMS – no, yes</i> |
| <i>Prosecutor’s Office : Multnomah County District Attorney –yes, yes</i> |
| <i>U.S. Attorney Office: yes, yes</i> |
| <i>Community Corrections: Multnomah County Sheriff- yes, yes</i> |
| <i>Department of Correction: Oregon Department of Corrections – no, yes</i> |
| <i>State Probation and/or Parole: Multnomah County Department of Community Justice, Oregon Youth Authority - no, yes</i> |
| <i>US Probation: no, yes</i> |
| <i>Research partner: tbd</i> |
| <i>Fiscal Agent: The Children’s Initiative – yes, yes</i> |
| Local Government: |
| <i>Schools: –no, no</i> |
| <i>Executive (Mayor’s Office, Manager): – yes, yes</i> |
| <i>Public Housing:- no, possibly</i> |
| Community Stakeholders: |
| <i>Faith Community: no, yes</i> |
| <i>Neighborhood Associations: no, possibly</i> |
| <i>Foundations: no, possibly</i> |
| <i>Social Services: no, yes</i> |
| <i>Outreach Workers: no, yes</i> |
| <i>Trauma Center: no, yes</i> |

Appendix B – Sources of Data for Analyzing Problem

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| What types of data and sources of information have you gathered and analyzed? |
| <i>Calls for police service -yes</i> |
| <i>Police incident reports- yes</i> |
| <i>Street level intelligence-yes</i> |
| <i>Systematic crime incident reviews-yes</i> |
| <i>Shots fired/shotspotter -no</i> |
| <i>NIBIN (National Integrated Ballistics Intelligence Network); Gun tracing- yes</i> |
| <i>Gun crime case processing (e.g., GUNSTAT)- yes</i> |



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

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| <i>Citizen perceptions-yes</i> |
| <i>Community characteristics- yes</i> |
| <i>Other – 4 year review of homicides and shootings data</i> |
| What types of analysis have you conducted? |
| <i>Trend analysis - yes</i> |
| <i>Crime mapping- yes</i> |
| <i>Risk Terrain Modeling- no</i> |
| <i>Social Network Analysis - underway</i> |
| <i>Gang audits - no</i> |
| <i>Repeat violent offender patterns - no</i> |
| <i>Other – NIBIN 100% collection and submission policy</i> |

Appendix C - Problem Analysis Summary

| Based on your analysis of violent crime patterns, to what extent are the following drivers of violent crime in your target area? (repeat if multiple target areas) Rate (1=highest priority; 2=priority; 3=concern but not as significant relative to others; 4=does not appear to drive a significant amount of our violent crime) | Note if this will be a focus of your violence reduction strategy |
|--|---|
| <i>Gangs or violent street groups -1 yes</i> | |
| <i>Geographic hot spot areas -3</i> | |
| <i>Felons in possession -2</i> | |
| <i>Prolific (chronic) violent offenders -1 yes</i> | |
| <i>Street disputes-1 yes</i> | |
| <i>Household/family/neighbor disputes-4</i> | |
| <i>Intimate partner violence-3</i> | |
| <i>Illegal drug markets -3</i> | |
| <i>Other (specify)</i> | |

Appendix D - Linking Targeted and Prioritized Enforcement Strategies to Problem Analysis



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

| <p>For each identified driver of violent crime, what strategies have you identified to address the problem? Insert Drivers of Violent Crime that your team has prioritized (from Appendix C)</p> | <p>Strategies</p> |
|---|---|
| <p><i>Gangs or violent groups</i></p> | <p><i>We are conducting investigations of criminal gangs and members using RICO/VICAR federal statutes, and are hosting trainings by the Organized Crime and Gang Section of the US DOJ on those investigations and prosecutions for TEA law enforcement and prosecutors</i></p> |
| <p><i>Geographic hot spot areas</i></p> | <p><i>We are conducting a Community Based Crime Reduction Program (CBCR) in the TEA. We have conducted extensive outreach and training on the use of NIBIN to link crimes</i></p> |
| <p><i>Felons in possession</i></p> | <p><i>We have trained District law enforcement at the training academy on federal gun laws and how to refer cases to the USAO. We coordinate with our local District Attorneys to ensure felons in possession of weapons are prosecuted in the most appropriate venue</i></p> |
| <p><i>Prolific (chronic) violent offenders</i></p> | <p><i>We are pursuing a data driven initiative targeting specific individuals and groups active in firearm and other violence using objective measures such as: criminal history, number and recency of arrests, supplemented with subjective criteria such as: confidential informants, citizen reports, tips and officer knowledge.</i></p> |
| <p><i>Street Disputes</i></p> | <p><i>For disputes involving firearms, we are orienting policies and training for officers on 100 % collection of shell casings and 100% submission to NIBIN within 24 hours. The use of NIBIN has resulted in multiple</i></p> |



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

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| | <i>identifications of trigger pullers in shootings and homicides</i> |
| <i>Intimate partner violence</i> | <i>We conduct trainings on the use of federal gun laws related to persons under TRO or with prior DV convictions. We have enhanced our review of NICS data for potential federal prosecutions</i> |
| <i>Illegal drug markets</i> | <i>We have implemented small targeted federal prosecution policies around chronic street level drug dealers with firearms who are cycling through the local justice system.</i> |

Appendix E - Prevention Strategies

| Identify prevention strategies that focus on high-risk people and places? People (e.g., high risk youth; gun involved former prisoners returning to community; shooting victims; community engagement & awareness) | Strategies |
|---|---|
| <i>Ceasefire or Focused Deterrence Strategy (Intervention and Prevention Component) is a data-driven violence-reduction strategy coordinating law enforcement, social services, and the community.</i> | <i>Intensive Case Managers/Life Coaches are primarily responsible for helping to reduce gun violence in the City. Intensive Life Coaches are assigned to work with the young adults in the City who have been identified as</i> |



PROJECT SAFE NEIGHBORHOODS
DISTRICT OF OREGON

STRATEGIC ACTION PLAN
FY2018

The major goal is to reduce gang/group-related homicides and shootings. Ceasefire seeks to combine the best of community energies, social services, and strategic law enforcement to reduce gun violence far more effectively than these entities operating alone

being at very high risk of being involved in gun violence.

Intensive Case Manager / Life Coaches will receive high risk client information as referrals by PPB and OYVP facilitated programming. Life Coaches will work in coordination with SLGO, GIFT, and HHPP to allow those programs to offer initial or greater service to Life Coach client associates and family members.

Intensive Case Manager / Life Coaches will maintain a small case load of high risk individuals for up to 1 year or more if necessary, and will develop a Life Plan with each client.

Life Coaches will apply stipends and other incentives to clients to reward their achievement of milestones in the Life Plan and to support their continued engagement. Intensive Case Managers / Life Coach will be County wide, with specific response to identified high risk clients (residence, employment, program, etc.)