

BAY AREA

LANDSCAPE ANALYSIS

GUN VIOLENCE REDUCTION STRATEGIES & INITIATIVES

2023

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INTRODUCTION

The Bay Area is a rapidly growing locale traditionally described as comprising nine counties with approximately 7.7 million people.¹ As in much of the US, the Bay Area has experienced a large spike in violence in recent years. In 2019, the 15 most populous cities in the nine-county Bay Area recorded around 210 homicides.² In 2021, the area reached the grim milestone of 295 homicides for the year, an increase of 40.48%. Since 2018, there has been a 52.1% increase in homicides when compared with 2021.³ The Bay Area's homicide rate also exceeds that of the nation as a whole. In 2021, the combined homicide rate for the region's 15 most populous cities was 7.4 per 100,000 residents; the national homicide rate was 6.9 per 100,000 residents.⁴

This increase in violence has not equally impacted all Bay Area cities and populations, reflecting broad inequities in the region. Oakland, Vallejo, and Richmond experienced considerably higher 2021 homicide rates than other Bay Area cities,⁵ and although the region is highly diverse, with a population that is 37.0% White, 29.1% Asian, 23.9% Hispanic/ Latino, and 6.6% Black,⁶ Black and Latino males had the highest likelihood of becoming a homicide victim.⁷

In recent years, rising housing costs and rapid population growth have forced many low-income commuters further from the region's core toward Stockton, in San Joaquin County. As a result, Stockton is increasingly positioned as a part of the Bay Area region and is considered in this Landscape Analysis. Stockton is also highly diverse, with a population of 320,804 that is 43.5% Hispanic/Latino, 21.0% Asian, 19.4% White, and 11.5% Black,⁸ and it has also faced significant increases in violence, recording a 64.7% increase in homicides from 2019 (34 homicides) to 2020 (56 homicides).⁹

Given these urgent challenges, at the request of Kaiser, the National Institute for Criminal Justice Reform (NICJR) conducted this Landscape Analysis to review current gun violence reduction strategies (GVRs) and related initiatives in the Bay Area, understand the dynamics between these Bay Area cities as it relates to violence reduction, and examine the programming that is currently available to those at highest risk of being involved in violence.

THE FRAMEWORK: A LANDSCAPE OF STRATEGIES AND INITIATIVES

The Landscape Analysis identifies strategies that fit into three broad programmatic categories: Violence Reduction, Youth Development, and Re-Entry. The Analysis also includes a review of funding sources and local criminal justice reform initiatives.

I. Violence Reduction

Violence reduction efforts can be broken down into three domains: violence prevention, violence intervention, and community transformation.

Violence prevention refers to the elimination or reduction of the underlying causes and risk factors that lead to violence.¹⁰ Violence prevention efforts are thus designed to prevent violence from occurring in the first place.

Violence intervention efforts, on the other hand, are designed to prevent the imminent act of violence or the reoccurrence of violence.

Both violence prevention and intervention hinge on deploying age- and context-appropriate services that identify and address risk and protective factors. Violence prevention efforts are most often targeted toward children and youth, whereas violence intervention efforts are focused on the people who are at the greatest immediate risk of violence, which are usually young adults.

While violence prevention is a broad field encompassing various types of programs, effective violence intervention is more defined and narrowly focused. GVRS, for example, is a comprehensive strategy that utilizes a data-driven process to identify the individuals and groups at the highest risk of committing or being involved in gun violence and subsequently deploy effective interventions with these individuals. GVRS has four core components: data-driven identification of those individuals and groups at highest risk of gun violence; direct and respectful communication to those at high risk; intensive services, supports, and opportunities; and, as a last resort, focused enforcement.¹¹ Initially developed in Boston as Operation Ceasefire, where it was referred to as the “Boston Miracle,” GVRS has evolved to include more in-depth and intensive services and supports as it has been implemented in additional cities, including Oakland and Stockton, California.¹²

Community transformation refers to the elimination of factors that give rise to violence in a neighborhood, such as poverty, blight, low-performing schools, disinvestment, and chronic unemployment. Even in cities with high rates of violence, there are often several neighborhoods that do not need violence intervention programs because there is little violence in those particular communities. All neighborhoods should have a goal of removing the need for violence intervention programs. While community transformation is a long-term strategy that can take 10-20 years to achieve, if successfully implemented, it can also be the most effective strategy for permanently reducing violence.

Prevention	Intervention	Community Transformation
 <p>Investment Results 5 - 10 years</p>	 <p>Investment Results 1 - 3 years</p>	 <p>Investment Results 15 - 20 years</p>
<p>Long-term violence reduction strategies like mentoring high-risk middle and high school students or CBT workshops for youth.</p>	<p>Violence reduction in the near term, like harm reduction strategies and Gun Violence Reduction strategies such as intensive case management.</p>	<p>Transforming communities so that they do not induce violence:</p> <ul style="list-style-type: none"> ◦ Education reform and investment ◦ Economic development ◦ Neighborhood revitalization

II. Youth Development

Youth development is a program model that builds on the strengths and assets of youth while addressing their needs. Through this model, young people acquire attitudes, competencies, values, and social skills that are connected to positive outcomes, including self-efficacy, academic achievement, and employment readiness. In many ways, youth development can also be considered violence prevention since these positive outcomes become protective factors against the underlying causes that lead to violence.

III. Reentry Supports

Reentry supports are designed to help formerly incarcerated individuals in successfully “reentering” their communities at the conclusion of their in-custody period, thereby reducing recidivism, increasing public safety, and improving individual outcomes. The “big six” key reentry supports are housing; employment; education; mental health services; drug treatment, if needed; and a connection to a supportive adult (mentor, life coach, etc.).

COMMUNITY VIOLENCE INFRASTRUCTURE FUNDING

Federal Funding

American Rescue Plan Act

The American Rescue Plan Act (ARPA), which was codified by President Biden in 2021, included a significant investment of \$10 billion to promote public safety and bolster community violence infrastructure. In a May 2021 press release, the White House noted that “Along with ongoing state and local support from the Justice Department, American Rescue Plan investments made 2021 among the largest single-year commitments of federal resources for state and local law enforcement and public safety on record.”¹³

According to this press release, the investment has involved:

- \$6.5 billion in State and Local Fiscal Recovery Fund investments over the past year, by over 300 communities and more than half of states, including:
 - \$1 billion in bonuses for front-line public safety workers to help recruit and retain these public servants.
 - Over \$2 billion to prevent crime and ease the burden on police, including community violence interventions, crisis responders, and substance use disorder and mental health services.
 - Over \$350 million in job training and other assistance to help formerly incarcerated individuals successfully reenter society and provide at-risk teens and young adults with meaningful job opportunities throughout the year.
 - \$450 million in public safety technology and equipment—like new police cars, upgraded radio systems, body-worn cameras, and gunshot detection systems.
 - \$600 million to help clear court backlogs and support victims of crime.
- Over \$1 billion in proposed ARPA investments in public safety through 2021.
- \$1.2 billion in Medicaid Mobile Crisis Intervention Services funding for mobile crisis intervention units staffed with mental health professionals and trained peers.
- \$1 billion in Family Violence Prevention and Services Program funding to reduce domestic violence with immediate crisis intervention, health supports, and safety.

It is important to note that many California cities allocated the majority of their ARPA dollars to law enforcement. Los Angeles budgeted 50% of its first round of ARPA relief funds to the Los Angeles Police Department, while San Francisco also allocated around 49% of ARPA funds to its police department.¹⁴

State Funding

California Violence Intervention and Prevention Grant Program

The California Violence Intervention and Prevention (CalVIP) Grant Program, part of the Break the Cycle of Violence Act, was codified in October 2019.¹⁵ The focus of CalVIP is to “interrupt cycles of violence and retaliation in order to reduce the incidence of homicides, shootings, and aggravated assaults and... [provide] violence intervention services to the small segment of the population that is identified as having the highest risk of perpetrating or being victimized by violence in the near future.”¹⁶ CalVIP grants are awarded for a 42-month term to cities and community-based organizations that serve residents disproportionately affected by violence. Prior to 2019, CalVIP annual funding stood at \$9 million for the entire state. In 2021, the California state budget added a \$200 million one-time augmentation of ARPA funding for the next three fiscal years to enhance the CalVIP Grant Program.¹⁷ As a result, 79 cities and nonprofit organizations across the state, many of which are profiled in this landscape, are set to obtain CalVIP funding issued by the California Board of State and Community Corrections.¹⁸



Local Funding

City of Oakland Measure Z

In 2014, Oakland voters passed Measure Z, the Public Safety and Services Violence Prevention Act. Measure Z built on the 2004 Measure Y Violence Prevention and Public Safety Act, which “raised funds for violence prevention programs and policing and fire safety personnel through a parcel tax on Oakland property and a parking tax assessment.”¹⁹

Measure Z raises over \$27 million each year, with annual funding allocated as follows:

- \$2 million to improve fire department services;
- 3% for the costs of evaluation, audits, and support for the Public Safety and Services Oversight Commission (SSOC).²⁰
- 60% of remaining funds (approximately \$15 million) to the Oakland Police Department for violence reduction strategies; and
- 40% of remaining funds (approximately \$10 million) to community-focused violence prevention and intervention strategies.²¹

Measure Z violence prevention and intervention funds are administered by the Oakland Department of Violence Prevention (DVP), which invests in collaborative strategies focused on individuals at highest risk of violence. Strategies include but are not limited to street outreach and case management; crisis response, advocacy, and case management; reentry programs; and other programs serving youth and families impacted by violence.²² During fiscal year (FY) 2019–2020, the DVP managed 30 grants totalling \$9,495,850. These grants supported life coaching, employment and education support services, gender-based violence response, and shooting and homicide response.²³ Measure Z is set to expire in December 2024.²⁴

The SSOC oversees the proper administration of the Measure Z revenue collection and spending, as well as the implementation of the programs funded through Measure Z. This oversight commission is housed in the DVP, and members are appointed by the Mayor and City Council members. The SSOC reviews the annual Measure Z financial audit, supervises and guides the annual Measure Z evaluation, and makes policy recommendations and regular reports to the Mayor and City Council. Independent third parties perform the financial audits and performance evaluations and present the reports to the SSOC.

City of Stockton Measure A

The City of Stockton implemented Measure A in 2014, after it was approved with a majority vote of 51.86%. The measure imposes a three-quarter cent (0.75%) sales tax to be applied throughout the city. While Measure A is a general tax, meaning the city can use the tax revenue for any legal municipal purpose, the measure was primarily introduced to pay for law enforcement and crime prevention services, help end the city's bankruptcy, and restore other city services (65% of proceeds are designated to crime prevention and 35% are designated to pay for other city services). The tax is set to expire ten years after its inception, unless extended by the City Council.²⁵

Through Measure A funding, Stockton added 120 police officers between June 2014 and June 2018 and launched its Office of Violence Prevention (OVP). The amount of revenue collected by Stockton as a result of Measure A for FY 2020–2021 was \$28,472,000. Of these funds, the Stockton Police Department received \$21,413,141, and the OVP received \$863,143.²⁶

Expenditure of the tax revenue generated is subject to the oversight of a committee of citizens appointed by the City Council. This committee meets at least annually, provides recommendations and a report to the City Council regarding the expenditure of the tax proceeds, and provides oversight regarding any findings the City Council may make in furtherance of any extension of the term of the tax and the city's economic recovery.



BAY AREA LANDSCAPE

The following cities and organizations provide services and supports to those at highest risk of being involved in violence (whether as a victim or perpetrator), particularly Black and Latino males ages 18 to 34. Information regarding these initiatives and programs has been directly taken from their respective websites.

Oakland

An analysis of all homicides occurring in 2021 in the 15 most populous Bay Area cities found that Oakland had the highest homicide rate (28.1 per 100,000 people) and the largest number of homicides (124).²⁷ Oakland has consistently ranked among the most violent cities in the United States, recording a 21.6% increase in homicides from 2020 to 2021.²⁸ However, the city received \$188,081,700 in ARPA funding and committed it to city revenue replacement due to the pandemic,²⁹ rather than funding violence reduction efforts.

In 2022, the City of Oakland received approximately \$6 million in CalVIP Cohort 4 funding.³⁰ This funding will be used to implement four evidence-based strategies for reducing gun shootings and homicides described above.

- **Prevention and Intervention Family Systems Model:** A violence prevention strategy that involves high-risk families working with family coaches and counselors to redirect the relational dynamics that generate violence.
- **Street Outreach:** Utilizing credible messengers in outreach teams that build trusting relationships with those at high risk in order to mediate conflicts, provide cognitive behavioral skills lessons, and connect individuals to services and supports.
- **Cognitive Behavioral Therapy:** A form of psychological treatment generally involving modification of thought patterns and learned behavior.
- **Crime Prevention through Environmental Design:** Working with community members to identify areas of the built and natural environment that contribute to violence and then implementing interventions that remove those contributors or mitigate their impact (e.g., improved lighting and greening of vacant lots).³¹

This funding will supplement the Oakland Ceasefire program described in detail on page 11.

Department of Violence Prevention

Formed in 2017, the Oakland Department of Violence Prevention “applies a public health approach to violence prevention focused on community-led intervention strategies to realize sustained safety and stability of the families and communities most impacted by violence.”³² As described above, the DVP is charged with administering Measure Z prevention and intervention funds. The department oversees a vast number of gun violence response programs, gender-based violence response strategies, and community healing and restoration initiatives.³³ Some of these programs include:

- Individual/ group violence interruption through Credible Messengers with Youth Alive! and Building Opportunities for Self-Sufficiency (BOSS);³⁴
- Medical/behavioral health care, workforce placement, and housing assistance at the Roots Community Health Center;³⁵
- 24-hour hotline for family violence response that includes legal assistance and mental health services;³⁶
- Adult life coaching for individuals involved in gun violence;
- Youth life coaching and reentry services for adolescents transitioning from Alameda County Juvenile Justice Center;
- Youth diversion programming that emphasizes restorative justice for youth facing arrest; and
- School-site Violence Intervention and Prevention Teams who undergo training in conflict resolution, mediation, and gender-based violence.³⁷

The scope of the DVP’s work will continue to grow in coming years, as the department will use funding from CalVIP to administer and oversee the four-pronged violence reduction strategy described above. Additionally, the department’s budget is set to expand 50% by 2023, to approximately \$52 million.³⁸



DVP Community Event

Oakland Ceasefire

Oakland Ceasefire, launched in October 2012, is an evidence-based strategy to decrease the incidence of gang/group shootings and homicides, reduce recidivism rates, and improve police-community relations.³⁹ As a GVRS, Ceasefire is built on the four main components described below:

- Data-driven identification of the groups and individuals at the very highest risk of being involved in a shooting;
- Direct and respectful communication of that risk to those groups and individuals;
- Provision of services, supports, and opportunities; and
- Focused enforcement.⁴⁰

Weekly shooting reviews overseen by the Oakland Police Department as well as coordination meetings between community-based organizations and Ceasefire staff are an important part of Oakland's GVRS. In the past, the program produced five consecutive years of reductions in fatal and non-fatal shootings in Oakland, reaching the second-lowest level in the last 47 years in 2017.⁴¹ Due to the ongoing surge of violence amid the COVID-19 pandemic, Oakland Ceasefire is supplementing its organizational capacity by increasing the frequency of call-ins (group meetings with individuals at high risk) and staffing six additional Oakland Police Department officers to work with Ceasefire.⁴²

Youth Alive!

Youth ALIVE! is a nonprofit organization formed in 1991 that works to prevent violence, educate youth, and provide ongoing services and healing to those involved in violence.⁴³ One major Youth ALIVE! program is Caught in the Crossfire, a hospital-based violence intervention program that utilizes peer intervention specialists at Alameda County trauma centers.⁴⁴ As of 2021, the program had served 265 individuals ages 12 to 20, with only 2% of clients re-injured.^{45,46} The organization also carries out street outreach work through violence interrupters who canvass Oakland communities to intervene and prevent violence. In 2021, violence interrupters mediated 141 conflicts and relocated 36 families in danger.⁴⁷

Youth ALIVE! recently received \$3.7 million in CalVIP Cohort 4 funding to bolster violence interrupter community outreach, the provision of mental health counseling, and the case management services offered in the Caught in the Crossfire program.⁴⁸

Building Opportunities for Self-Sufficiency

Established in 1971, the nonprofit BOSS oversees a variety of programs and services encompassing housing, reentry, violence prevention, employment, education, and criminal justice policy. BOSS operates several Neighborhood Impact Hubs, which provide comprehensive resources and services to neighborhoods in Alameda County that experience concentrated poverty and violence. Supports provided include job training, community outreach, peer support, violence interruption, mediation, and others.⁴⁹

BOSS also operates many transitional and permanent housing sites for individuals experiencing homelessness. Specialists known as housing navigators work to provide housing to individuals and families in the BOSS network, as well as those referred through the 211 Coordinated Entry System and Alameda County Behavioral Health Care Services.⁵⁰ Additionally, BOSS manages street outreach teams in Oakland, working in neighborhoods with high rates of violence.⁵¹

The organization recently received approximately \$5.2 million in CalVIP Cohort 4 grant funding to establish “an innovative, highly collaborative, multi-strategy model to address both the effects and root causes of violence.”⁵² The model will encompass a broad array of evidence-based strategies such as credible messengers; street outreach; hospital-based violence intervention; intensive case management; cognitive behavioral therapy; and professional development services, paid transitional work, and education assistance. Collaborating partners include the Department of Violence Prevention, Oakland Police Department, Alameda County Probation Department, Alameda County District Attorney’s Office, and Alameda Health Systems.⁵³



Antioch

Antioch, like other cities in the Bay Area, has experienced a spike in gun violence since early 2020. In 2021, Antioch had a homicide rate of 10.4 per 100,000 people.⁵⁴ When comparing the first five months of 2022 with the same period in 2021, homicides increased by approximately 400%.⁵⁵ The city received approximately \$21,550,900 in ARPA funding, which it allocated toward improving park areas, homeless services, and supporting small businesses.⁵⁶ The city did not allocate ARPA funding for violence reduction.

In February 2022, the Antioch Police Department named a new interim police chief, Dr. Steve Ford.⁵⁷ Chief Ford has a law enforcement background, possessing over 31 years of experience with the San Francisco Police Department.⁵⁸ Thus far he has emphasized his commitment to de-escalation and community-oriented policing strategies, like the upcoming Antioch Care Team pilot that will respond to low-level and mental health-related calls for service.^{59,60}

The City of Antioch also recently established a Department of Community Resources and Public Safety. Among other charges, this new department is responsible for “implementing violence prevention, intervention, and recovery initiatives that foster greater community well-being and public safety in order to provide Antioch residents and other stakeholders with credible, customized, and responsive opportunities that represent a real alternative to violence and harm.”⁶¹

Under CalVIP, the City of Antioch received approximately \$1.8 million in Cohort 4 funding to “develop an evidence-based public health approach to reducing gun violence by providing street outreach and case management to those identified as highest risk of gun violence.”⁶² There are four main components to Antioch’s planned CalVIP activities:

- Contract with an external organization to conduct a Gun Violence Problem Analysis, a set of analytical exercises designed to support the implementation of violence reduction strategies;
- Create, staff, and build capacity for the Department of Community Resources and Public Safety;
- Work with local community-based organizations and stakeholders to collaborate on reducing violence; and
- Evaluate and consistently review program outcomes and the impacts on violence.

The city has identified two partner community-based organizations to collaborate with during this process: Advance Peace and Bonafide Sisterhood.

Advance Peace

Advance Peace is a nonprofit organization that focuses on achieving tangible reductions in cyclical and retaliatory firearm-related assaults and deaths.⁶³ Headquartered in Richmond, California, where the organization originated and remains an active presence, today Advance Peace also maintains offices in Stockton and Sacramento in addition to partnering with jurisdictions throughout the country, including the City of Antioch.

Advance Peace’s main program is the Peacemaker Fellowship, which provides transformational opportunities to young men involved in lethal firearm offenses by placing them in a high-touch, personalized fellowship.⁶⁴ Additionally, Advance Peace outreach workers known as neighborhood change agents conduct daily sweeps of their communities to identify and intervene with those at highest risk for being involved in violence, an effort that provides a continuous flow of critical information that informs staff response. Through CalVIP funding, Antioch intends to support 10-15 additional fellows and two neighborhood change agents.⁶⁵

Bonafide Sisterhood

Bonafide Sisterhood is a nonprofit organization that seeks to prevent gang and gun violence, provide support and services to underresourced communities, and support families in the Antioch area.⁶⁶ As a partner in Antioch’s proposed CalVIP Cohort 4 activities, the organization will work with Advance Peace to administer the Peacemaker Fellowship. Additionally, CalVIP funding will increase the capacity of Bonafide Sisterhood to provide essential services such as relocation assistance, temporary housing, workforce and career development, and child care to those involved in gun violence.⁶⁷



Bonafied Sisterhood



Beyond Violence

Administered by John Muir Health, Beyond Violence is a hospital-based intervention program that works to reduce rising interpersonal violence and related trauma. Outreach workers known as intervention specialists work with 14-25 years olds involved in violence who are referred by the trauma center. These intervention specialists connect their clients to an array of services and supports, including but not limited to health care and mental health services, job assistance, temporary housing, and legal services.⁶⁸ As Contra Costa County's only trauma center, John Muir Health sees a high percentage of the County's victims of violent crime and many repeat patients who are stuck in cyclical violence.⁶⁹ The program has demonstrated compelling results, with 98% of those involved in Beyond Violence avoiding arrest and reinjury.⁷⁰



Richmond Vigil - SF Chronicle

John Muir Health was recently awarded \$1.8 million in CalVIP Cohort 4 funding to extend the Beyond Violence program to cover all age groups, expand the reach of support programs in the cities of Richmond and Antioch, and bolster mental health services provided through the program.⁷¹

Richmond

Richmond is the largest city in Contra Costa County. It had one of the highest homicide rates in the Bay Area in 2021, with 6 homicides per 100,000 people.⁷² The city received \$27,740,723 in ARPA funding and has allocated \$10.5 million of those funds to lost revenue replacement, creation of a Green Blue New Deal, a Universal Basic Income pilot, and environmental planning services.⁷³ The remaining \$17.2 million is yet to be invested, pending a needs assessment that the city is currently conducting.⁷⁴

Under CalVIP Cohort 4, the City of Richmond recently received \$6 million to establish the Beloved Community-Expanded Next Level Collaborative (BC-ENLC), which is described in further detail on the following page.

Office of Neighborhood Safety

In 2007, the City of Richmond launched the Office of Neighborhood Safety (ONS) amid escalating homicide rates and increasing numbers of firearm cases. The main focus of ONS is achieving tangible reductions in firearm-related assaults and deaths through street outreach and the Peacemaker Fellowship, both of which have been replicated nationally by the nonprofit Advance Peace, as described above.^{75,76}

The Peacemaker Fellowship interrupts gun violence by providing transformational opportunities to young men involved in lethal firearm offenses and placing them in a high-touch, personalized fellowship. By working with and supporting a targeted group of individuals at the core of gun hostilities, the Peacemaker Fellowship bridges the gap between anti-violence programming and a hard-to-reach population at the center of violence in urban areas, thus breaking the cycle of gun hostilities and altering the trajectory of these men's lives.⁷⁷ As with Advance Peace, ONS also uses neighborhood change agents who conduct daily sweeps of their communities to identify and intervene with those at highest risk for being involved in violence.⁷⁸ In 2020, the ONS prevented 28 firearm incidents in Richmond, saving anywhere from \$12.2-28 million in taxpayer dollars.⁷⁹

With the CalVIP funding mentioned above, ONS is set to expand organizational capacity by staffing eight additional neighborhood change agents and two administrative employees.⁸⁰ The office is also a lead stakeholder in the CalVIP-funded BC-ENLC, which will serve 535 individuals in West Contra Costa County who are at highest risk of being involved in violence.⁸¹ Participants will be referred to the collaborative through street outreach conducted by the ONS; through the nonprofit RYSE Center; through the Youth Justice Initiative; and through the RYSE Center's established referral network, which includes the County Probation Department and the John Muir, Highland, and Children's hospitals, as well as community-based referrals for victims of violence who have not been admitted to hospitals for services. After referral and assessment, clients will be placed into one of the following violence reduction programs based on their criteria and needs: ONS Operation Peacemaker Fellows, ONS Street Outreach, or the RYSE Center Restorative Pathways Project. They will also be connected to a variety of wrap-around services and supports via an array of partners.⁸²

RYSE Center

Established in 2008, the RYSE Center is a youth center that works to create trauma-informed spaces grounded in racial justice that ultimately build collective youth power and transform lives and communities.⁸³ In addition to providing trauma-informed case management and counseling services to youth, RYSE runs a number of programs such as Tune In Tuesday, which teaches young people wellness strategies, including mindfulness, sound bowl meditation, and yoga, and the RYSE Restorative Pathways Project, which provides mentoring and intensive case management for individuals ages 12 to 24 who have been injured by a violent incident.⁸⁴

The RYSE Center is a major partner in the CalVIP-funded BC-ENLC. RYSE is set to oversee intake and assessment of clients served in the program, and the Restorative Pathways Project is one of the three programs to which clients in the BC-ENLC can be matched. Through the collaborative, RYSE will provide services such as hospital-based violence intervention; individual and group mentoring; case management; individual and group mental health supports, including cognitive behavioral therapy; media and arts activities; education and career preparation; and leadership and community organization.⁸⁵

Stockton

The City of Stockton has also experienced a notable rise in gun violence since early 2020. The city recorded 34 homicides in 2019 and 56 homicides in 2020, representing a 64.71% increase in just one year.⁸⁶ Stockton received \$78,052,072 in ARPA funding, which it allocated to crisis intervention services, housing dashboards and homeless services, and capacity building for local nonprofits, among other uses.⁸⁷ The city did not allocate funding for violence reduction.

Office of Violence Prevention

Stockton's Office of Violence Prevention (OVP) was created in 2014 to reduce group and gang-related gun violence. To date, the OVP has implemented group violence intervention, violence interruption, case management, employment assistance, fellowship opportunities, and focused deterrence.⁸⁸ Two of the office's main programs are Operation Ceasefire and Operation Peacekeeper.

Operation Ceasefire

Based on Boston's revolutionary GVRS model, Stockton's Operation Ceasefire is a collaborative effort between government officials, community and faith-based organizations, and the Stockton Police Department to improve outcomes among those at the highest risk of being involved in violence.⁸⁹ Early in its implementation, this strategy reduced homicides in Stockton by 43%.⁹⁰

In 2018, Stockton received \$428,000 in CalVIP Cohort 1 funding to expand Operation Ceasefire services to include reentry and family support services in partnership with the nonprofit Friends Outside (described below).⁹¹ The city also recently received \$2 million in CalVIP Cohort 4 funding to expand Operation Ceasefire services to include youth ages 12 to 17 and to create a youth violence intervention program involving intensive case management with peer specialists and service provision such as relocation assistance.⁹²

Operation Peacekeeper

Operation Peacekeeper, established in 1998, utilizes outreach workers known as "peacekeepers" to engage with young people at the highest risk of being involved in gun violence.⁹³ Peacekeepers collaborate with community-based organizations, faith-based organizations, and other partners to provide this population with resources including conflict resolution, mediation, mentoring, and intensive case management, with the goal of reducing gun violence in the city.⁹⁴

Advance Peace Stockton

As described above, Advance Peace is a nonprofit organization that focuses on achieving tangible reductions in cyclical and retaliatory firearm-related assaults and deaths.⁹⁵ Advance Peace Stockton, which was established in 2018, utilizes the same strategies described previously to achieve this goal.⁹⁶ Between October 2018 to September 2020, Advance Peace Stockton responded to 116 shootings, sent out 1,021 service referrals, and interrupted 44 incidents of gun violence.⁹⁷

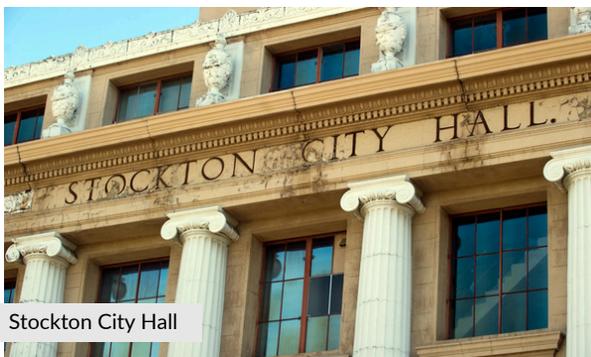
Advance Peace Stockton and Vallejo are the recipients of \$4.8 million in CalVIP Cohort 4 funding, which will be used to establish and staff the Vallejo pilot program, provide cognitive behavioral therapy to Advance Peace participants, increase mentoring access, and develop a pilot entrepreneur training program.⁹⁸

Friends Outside

Founded in 1955, Friends Outside is a community-based nonprofit organization that assists children, families, and those involved in the criminal justice system. The organization's mission is to offer evidence-based services to adults and youth who are incarcerated, reentering the community, or at risk so that they, their families, and their neighborhoods can be safe and thrive.⁹⁹ The Friends Outside Bill of Rights for Children of Incarcerated Parents, which aims to ameliorate the lives of children touched by parental incarceration, has been adopted by local, state, national, and international policy-making bodies.¹⁰⁰

Friends Outside operates Visitor Centers at each California state prison. The centers are funded by the California Department of Corrections and Rehabilitation and provide a welcoming environment that facilitates family visiting and eventual unification. The Visitor Centers provide transportation, childcare, clothing, letter writing services, and resources for emergency assistance to visiting family members.¹⁰¹ Additionally, Family Liaison Services (FLS) specialists operate at 34 California State prisons by facilitating communication with family and friends, creating pre-release plans, offering conflict resolution services and parenting classes, and providing referrals to additional services.¹⁰² At the San Joaquin County Jail, Friends Outside also provides full-time case management, conflict resolution, anger management, and parenting education in the jail's program division.¹⁰³

Friends Outside also operates the Friends and Families Neighborhood Center (FFNC) in Stockton. The FFNC helps those formerly incarcerated to navigate life after release, specifically focusing on mental health, housing/homelessness, health, education, family support, and employment/income. The FFNC also partners with the San Joaquin County Probation Department in the Warrant Reduction Program to provide case management designed to decrease the number of warrants issued for failure to keep appointments with assigned probation officers.¹⁰⁴



Stockton City Hall



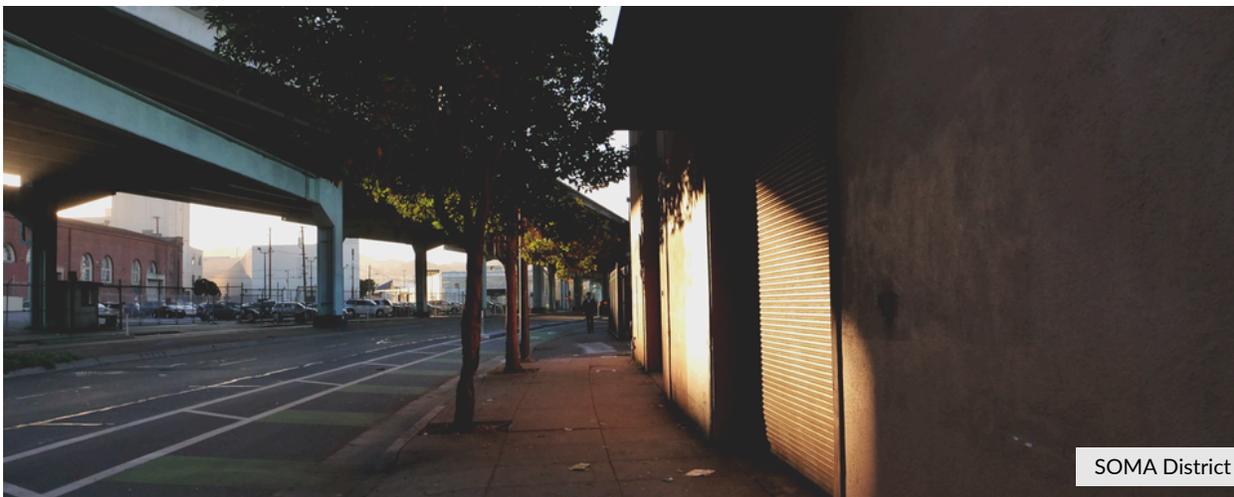
San Joaquin County Jail

San Francisco

Although San Francisco has not seen as extreme a spike in violent crime as other Bay Area cities such as Oakland and Richmond, the city experienced a 16.7% increase in homicides between 2020 and 2021, with a homicide rate of 6.4 per 100,000 people in 2021.¹⁰⁵ San Francisco received approximately \$312 million in ARPA funding in 2020 and allocated 49% to the police department, 13% to the sheriff's department, and the remaining 38% to the fire department.¹⁰⁶

The City of San Francisco and the San Francisco Police Department (SFPD) recently received \$6 million in CalVIP Cohort 4 funding to continue financing San Francisco's Violence Reduction Initiative,¹⁰⁷ which was initially established through a \$1.5 million CalVIP Cohort 3 grant in 2020.¹⁰⁸ The goals of the Violence Reduction Initiative are to "reduce shootings and homicides, break the cycle of recidivism, and build trust between law enforcement and communities impacted by violence."¹⁰⁹ The initiative works to identify individuals at highest risk of being involved in gun violence and then link them to services and resources. Working in conjunction with the city's Street Violence Intervention Program, the Violence Reduction Initiative has served over 100 clients and anticipates engaging with 200-250 in the future.¹¹⁰

San Francisco will use CalVIP Cohort 4 funding to increase organizational capacity by employing six new life coaches and additional administrative staff, provide financial incentives to those participating in Community Safety Meetings and individuals at the highest risk of involvement in gun violence, enhance intensive life coaching, and support an external program evaluation.¹¹¹

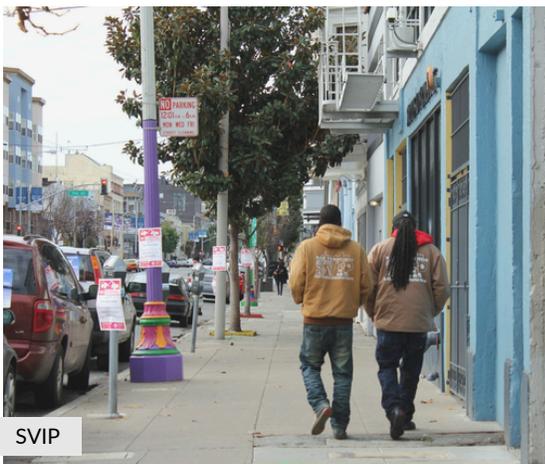


SOMA District

Street Violence Intervention Program

The San Francisco Street Violence Intervention Program (SVIP) is a community-based street outreach and crisis response program intended to significantly reduce and intervene in youth-related street violence.¹¹² Outreach workers conduct daily canvassing and regular food distribution within specific San Francisco neighborhoods to which they are assigned. These neighborhoods include Tenderloin, Western Addition, SOMA, Bayview, Potrero Hill, Mission, Excelsior, Visitacion Valley, Alemany, and Lakeview.¹¹³ By building meaningful relationships with community members at high risk for being involved violence, outreach workers are positioned to recognize potentially lethal conflicts and intervene to stop further violence. Outreach workers also organize recreational activities and workshops to promote a change in overall neighborhood attitudes toward violence.¹¹⁴ Additional services provided include conflict mediation, safe passage, classroom observation, and intensive mentorship.¹¹⁵

Following a shooting or homicide in their assigned neighborhood, outreach workers immediately mobilize to act as liaisons between first responders and the community as well as to pacify heightened emotions and prevent retaliations. In the days and weeks following a shooting, this can also involve coordination with local community and faith-based groups and business owners to hold constructive dialogue around community violence and the appropriate actions to take in response.¹¹⁶



SVIP



SVIP

Street Crisis Response Team

In November 2020, the City of San Francisco implemented the Street Crisis Response Team program as an alternative to police response for individuals experiencing homelessness or undergoing substance use or mental health problems.¹¹⁷ The San Francisco Fire Department, in conjunction with the Department of Public Health and the Department of Emergency Management, responds to 911 and 311 calls related to these issues via Street Crisis Response Teams, each of which includes a clinician, peer interventionist, and a paramedic.^{118, 119} Currently, there are seven teams that operate 24/7 throughout the entire city.¹²⁰ As of September 2022, Street Crisis Response Teams handled 12,875 calls for service and had a cumulative average response time of 17 minutes.¹²¹

This program was designed with input from a wide array of stakeholders, including community-based organizations such as HealthRIGHT360, programs within the Department of Public Health that work with similar populations, other city agencies such as the Department of Homelessness and Supportive Housing, and citywide committees such as the Human Rights Commission. The city also gathered input from behavioral health consumers via two focus groups. Many of these stakeholders were also reengaged for feedback during the program's pilot phase.¹²²



Street Crisis Response Team



Department of Children, Youth, and their Families

The San Francisco Department of Children, Youth, and their Families (DCYF) aims to promote equity and heal trauma by investing in children, youth, transitional age youth, and their families.¹²³ Operating with a FY 2022-2023 budget of approximately \$200 million,¹²⁴ DCYF oversees and funds numerous programs and initiatives within the following service areas: educational supports; enrichment, leadership and skill building; justice services; mentorship; out of school time; youth workforce development; family empowerment; and outreach and assessment.¹²⁵ Ongoing initiatives include but are not limited to:

- **Family Resource Centers:** In collaboration with First 5 and the San Francisco Human Services Agency, DCYF funds 26 Family Resource Centers throughout the city that serve over 9,500 parents and more than 3,000 children ages zero to five.¹²⁶ The centers equip parents with knowledge, skills, and strategies to parent effectively, and they connect families with services and supports to meet basic needs.¹²⁷
- **Credible Messengers:** DCYF and the Juvenile Probation Department recently released a request for proposals to fund credible messenger life coaches and whole family support, including peer family system navigation, juvenile court navigation, and family therapy.¹²⁸
- **Justice Service Area:** Includes strategies such as Multi-Service, Girls and Young Women's Programming, Cultural Programming, Detention Based Services, Young Adult Court, Community Assessment and Referral Center (CARC) and more. These strategies aim to reduce justice system involvement, promote successful reentry into society, and assist at-risk youth by providing trauma-informed services and opportunities to engage in positive coping activities.¹²⁹



The Wraparound Project

The Wraparound Project is a hospital-based violence intervention program that focuses on injury prevention for victims of interpersonal and youth violence among vulnerable individuals ages 15 to 24.¹³⁰ Based in the Zuckerberg San Francisco General Hospital and Trauma Center, this program utilizes culturally competent case managers to work with survivors recovering from violent injuries who are deemed at high risk for reinjury or incarceration.¹³¹ The program partners with a number of community-based organizations to provide services and supports that include vocational training, mental health services, employment opportunities, cognitive behavioral therapy, tattoo removal, and afterschool programming.¹³²

Young Community Developers

Young Community Developers (YCD) is a community-based organization that works to end the cycle of intergenerational poverty and promote economic mobility in communities of color.¹³³ Utilizing an intensive, one-on-one approach, YCD offers a variety of services to assist individuals reentering society, including job readiness training, subsidized work opportunities, housing assistance, and education placement.¹³⁴ YCD has also partnered with local organizations such as 100% College Prep and Inner City Youth to better serve the San Francisco community. The organization had served over 2000 individuals as of 2021.¹³⁵

YCD is also a key partner in the IPO Initiative's Employment Program.¹³⁶ This program provides services such as case management, behavioral health care, employment assistance, education sponsorship, and a barrier remediation program to at-risk or in-risk individuals 18 to 25 years of age who live in high-crime San Francisco neighborhoods.¹³⁷



YCD

KEY FINDINGS

This document was informed by research and completed after conducting interviews with key stakeholders including CVI practitioners, city staff, and representatives from community-based organizations and law enforcement. Interview questions focused on information sharing, partnership development, communication, and any challenges and/or opportunities encountered while performing violence prevention and intervention efforts in the Bay Area region and Northern California more broadly.

Key findings that emerged from this research are as follows:

Information and Data Sharing

Through interviews, it became clear that community-based organizations with multiple sites in multiple cities tend to succeed in sharing information across sites. Organization staff noted that this cross-site communication stems from the need to share critical information concerning gun-related incidents and ongoing conflict, to ensure that strategies are coordinated and aligned when dealing with high-risk populations living and/or operating in multiple cities. Given the sensitive nature of this information, preferred methods for sharing are informal and include phone calls or in-person discussions rather than the use of emails, text messages, or other documented communication.

Notably, this level of information sharing is limited or nonexistent in the interorganizational and intercity contexts. Few organizations in the region have either formal or informal data sharing agreements in place. For those who do, the information shared remains sparse and fails to extend to government agencies (i.e., police departments, offices of violence prevention / neighborhood safety, etc.) outside of their respective cities.

However, all interviewees seemed to be keenly aware of the increase in violence occurring between and across city lines. This awareness provides an opportunity for newly formed partnerships and agreements that are likely to enhance the work of CVI, particularly in terms of strategy development and resource mobilization.

Intercity Partnerships

Strong partnerships do exist *within* cities to combat gun violence, mainly due to service contracts between city agencies and organizations providing supports to very high-risk individuals. For example, the Oakland Department of Violence Prevention maintains strong relationships with many CVI providers through its service contracts. Other partnerships are often limited to opportunities arising from special funding such as the Board of State and Community Corrections CalVIP project and American Rescue Plan Act of 2021 (see funding section). For example, as previously mentioned, the City of Antioch (and other CalVIP funding recipients) partnered with organizations within the city to streamline referral processes and design projects that increase engagement with their target population.

Organizations providing services in neighboring cities do occasionally work together to perform rapid relocations for those needing to relocate due to ongoing conflict and/or an imminent risk of harm. Other partnerships are prompted by isolated incidents of violence that spark short-lived collaboration between neighboring law enforcement agencies (including probation and parole), to create an arrest strategy and prevent further acts of violence. Both types of collaboration are rare, however, and there is still a real need for more consistent and sustainable intercity partnerships.

Peer Learning

In early 2023, the City of Oakland hosted its first convening of Black law enforcement partners from Northern California (including Richmond, Oakland, San Francisco, and Vallejo). This gathering briefly addressed a need for collaboration and partnership among Black law enforcement officers but gatherings like this are rare. And many Bay Area CVI practitioners only experience convenings when attending statewide conferences, which focus on state and national data, trends, and best practices that may or may not be relevant to their local context. Interviewees expressed the desire for annual or bi-annual local convenings of CVI practitioners to foster peer learning and opportunities for partnership development, strategic problem solving, identifying service gaps, and advancing promising practices.

Recommendations

- **Data Sharing** - Shooting data (both quantitative and qualitative, and including incident location and victim/perpetrator residency) should be collected, analyzed, and shared regularly among neighboring law enforcement agencies and CVI groups, with the goal of identifying acts of violence occurring in different cities that may be interrelated. Data sharing agreements should be created to sustain these practices and ensure the same data are shared consistently.
- **Coordination** - It is absolutely essential that both law enforcement and violence prevention groups better coordinate efforts to reduce violence occurring within their own cities and across adjacent cities. This coordination is critical to decreasing the likelihood of repeated acts of violence and victimization. Key stakeholders should develop an inclusive regional strategy that ensures regular communication and data discussions as well as an ability to locate and engage those who are at high risk despite jurisdictional boundaries. Providers should also work to more effectively coordinate services and supports across the region, including rapid relocation. These should be based on regional conflict *in addition* to local conflict with potential victims placed in locations that support long-term safety, as opposed to relocations prompted solely by locally known disputes.
- **Local CVI Practitioner Convenings (Including Interventionists)** - CVI practitioners would benefit greatly from regular **convenings** to enhance relationship building and partnership development within Northern California. Interventionists should also have separate gatherings (excluding law enforcement) to build trust and increase the likelihood of intel sharing. Also, to strengthen service delivery, interventionists (including violence interrupters, life coaches, outreach workers, etc.) should have better knowledge of resources and services available for participants who may be involved in gun violence in one city yet reside in another—knowledge that would be enhanced through regular convenings.

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