

Executive Summary

March 2017



Diagnostic Analysis for the City of St. Louis, Missouri

Opportunities for Evidence-Based Technical Assistance

Deliberative and Predecisional

Preface: OJP Diagnostic Center Confidentiality Policy

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Preface: About this Document

- ▶ This document is part of the technical assistance package provided by the U.S. Department of Justice (DOJ) Office of Justice Programs (OJP) Diagnostic Center in response to a request for assistance from the City of St. Louis.
- ▶ Through services provided across OJP's many programs, the Diagnostic Center aims to fulfill a nationwide call from the criminal justice community to improve access to information on what works in preventing and controlling crime, as well as to provide guidance on how to implement data-driven programming. Diagnostic Center services are customized for each community's justice problem.
- ▶ The purpose of this document is to:
 - Identify and analyze the factors that are contributing to the issues identified in the request from the City of St. Louis.
 - Recommend data-driven solutions and promising practices that address the contributing factors. The community has responsibility for evaluating and selecting the practices that they deem the best fit to implement in their community.
 - Inform development of a response strategy, in close coordination with the requesting community leaders, for implementing the recommended data-driven solutions.



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The City of St. Louis' request resulted from the Strong Cities, Strong Communities initiative and recent increases in gun homicides

- ▶ St. Louis experienced 188 homicides in 2015, of which 179 involved the use of guns. This represents a 66 percent increase in homicides from 2012.
- ▶ Also in 2015, there was a 35 percent increase in the number of guns recovered from criminals and a 25 percent increase in stolen guns.
- ▶ According to interviews with the St. Louis Metropolitan Police Department (SLMPD) leadership, violent gun offenders start their criminal careers as youth, committing robberies and carjackings at ages 12-16, then moving to more serious crimes at ages 17-18, with a progression to homicide in their late 20s. This pattern is seen in the succession of criminal charges against individual gun offenders.
- ▶ The City of St. Louis is implementing a number of prevention and intervention programs using criminal justice and public health strategies, and local criminal justice agencies are attempting to coordinate and share information and data.
- ▶ The City of St. Louis seeks to understand the impact of existing strategies, whether they are effective in reducing violence, and additional evidence-based strategies that may be more effective.
- ▶ The City of St. Louis seeks technical assistance to:
 - Assess the scope of youth-related gun violence and responses to the problem.
 - Review efforts to track, assess and evaluate violence reduction programs and strategies.
 - Develop recommendations for improving data-driven response strategies and methods for analyzing and understanding their impact.



The City of St. Louis requested assistance in addressing youth-related gun violence

Intended Outcomes

The City of St. Louis' goal is to develop and assess strategies that are data-driven and effective in reducing youth-related gun violence. The terms "youth" and "young people" are used interchangeably and refer to individuals aged 15-24.

Priority Area 1

Assess the scope of youth-related gun violence

- ▶ Collect and analyze data on gun violence focusing on youth-related victims, offenders and circumstances.
- ▶ Assess existing law enforcement and community responses to gun violence.
- ▶ Identify evidence-based law enforcement strategies for reducing gun violence.

Priority Area 2

Assess gun violence prevention and intervention capabilities

- ▶ Conduct on-site interviews with criminal justice and community stakeholders.
- ▶ Conduct research in neighborhoods with high poverty and high/low levels of gun violence.
- ▶ Identify community strengths, gaps and challenges.
- ▶ Identify evidence-based strategies for preventing youth violence and promoting youth development.

Priority Area 3

Expand capacity for data-driven decision-making

- ▶ Develop recommendations for improving data-driven policy and decision making on gun violence reduction.
- ▶ Develop recommendations for tracking youth violence strategies and outcomes and stakeholder investment in data analysis and assessment.
- ▶ Assist St. Louis with implementing recommendations through training and technical assistance (TTA).

Diagnostic Center Activities

The City of St. Louis and the Diagnostic Center completed the Diagnose Phase of data-driven analysis and identified recommendations for change

To complete the *Diagnose Phase*, the Diagnostic Center:

- ▶ Collected and analyzed gun violence data to understand the problem and identify patterns and trends.
- ▶ Conducted stakeholder interviews to identify community strengths, gaps and challenges.
- ▶ Conducted community-level research to identify factors that lead to higher and lower levels of gun violence in high poverty neighborhoods.
- ▶ Developed recommendations and identified TTA for reducing gun violence and tracking outcomes.

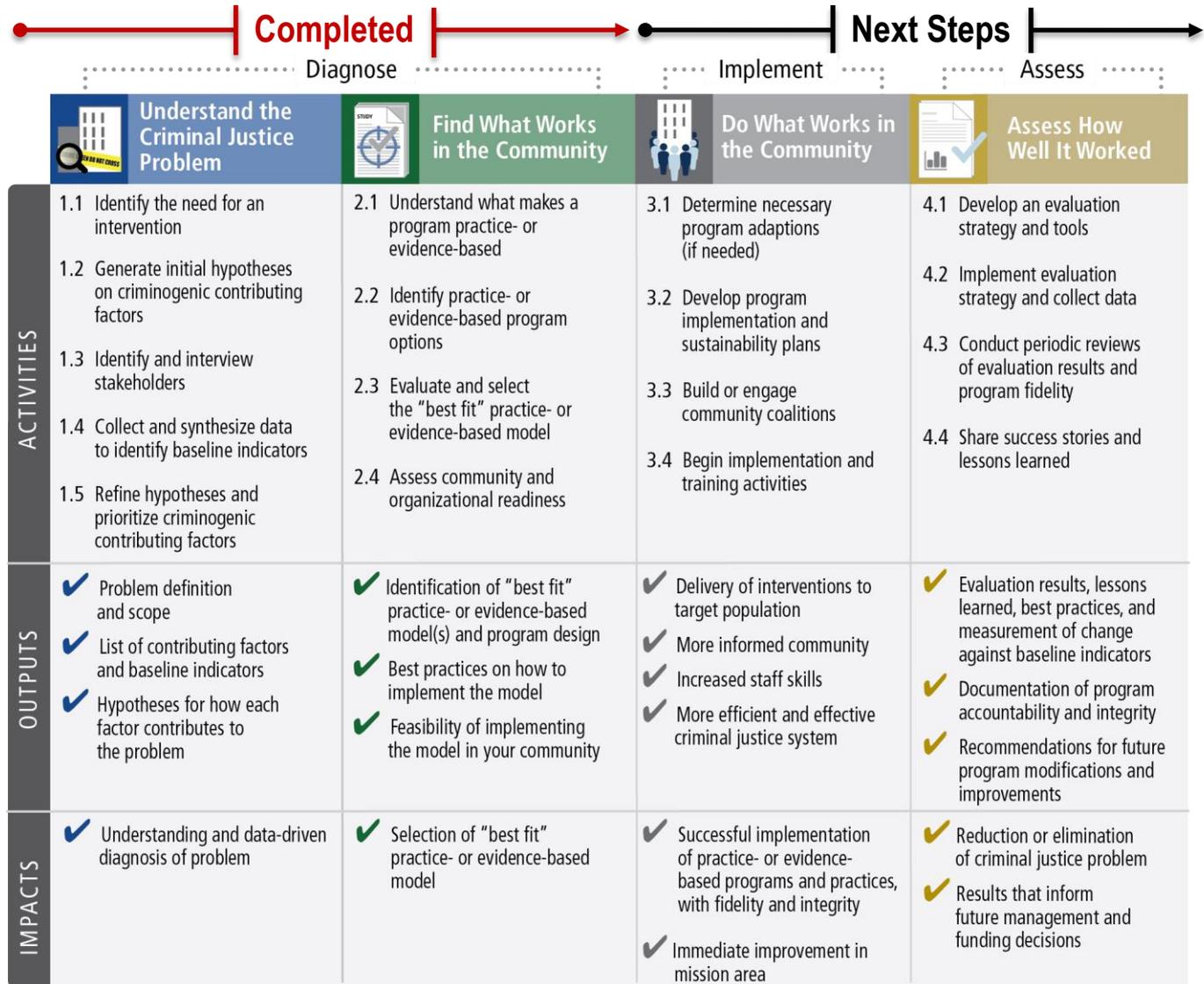


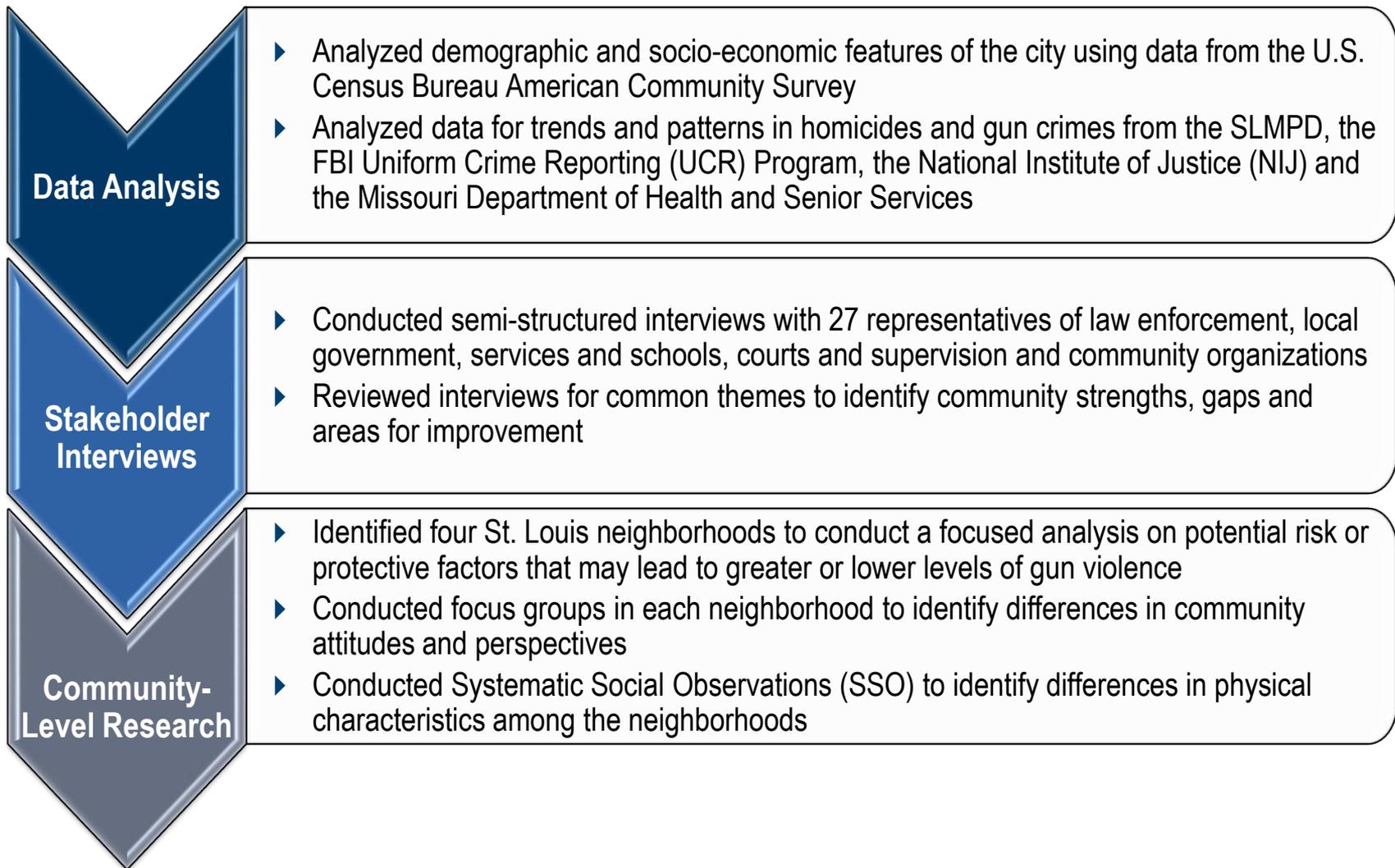
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The Diagnostic Center collected quantitative and qualitative data from a variety of sources to diagnose the problem

Diagnostic Center's Methodology:



The Diagnostic Center interviewed 27 stakeholders and agency representatives to gain insight and understanding around gun violence in St. Louis

The Diagnostic Center conducted interviews to:

- ▶ Identify current efforts to address gun violence, particularly youth violence.
- ▶ Elicit stakeholder perspectives and insights into gun violence problems and solutions.
- ▶ Identify St. Louis' strengths, challenges and areas for improvement.

Stakeholders

Number of Stakeholders Interviewed	
Law Enforcement <ul style="list-style-type: none"> ▶ SLMPD ▶ Bureau of Alcohol, Tobacco, Firearms and Explosives (ATF) ▶ Federal Bureau of Investigation (FBI) ▶ Missouri Circuit Attorney's Office, City of St. Louis, Prosecutor 	8
Local Government, Services and Schools <ul style="list-style-type: none"> ▶ Mayor's Office ▶ St. Louis Department of Health ▶ St. Louis Regional Health Commission ▶ University of Missouri–St Louis ▶ Washington University in St. Louis 	8
Courts and Supervision <ul style="list-style-type: none"> ▶ Missouri 22nd Judicial Circuit Court ▶ Missouri Department of Corrections, Probation & Parole, Eastern Region ▶ Missouri State Public Defender's Office, District 22 ▶ US District Court for the Eastern District of Missouri, Probation 	5
Community Organizations <ul style="list-style-type: none"> ▶ Better Family Life ▶ Criminal Justice Ministries ▶ United Way ▶ Urban Strategies ▶ Wyman Foundation 	6

Total

27



The Diagnostic Center examined gun violence data by neighborhood and selected four to compare differences in high and low violence neighborhoods

Community-Level Research

Neighborhood Selection

- ▶ The City of St. Louis is divided into 79 named neighborhoods that are socially meaningful for city residents (e.g., Tower Grove South, Dutchtown, Central West End).
- ▶ The Diagnostic Center examined gun violence data by neighborhood in addition to analyzing city-wide trends and patterns.
- ▶ Because research indicates a strong association between poverty and gun violence, selected four St. Louis neighborhoods to conduct more in-depth analyses. All four had high levels of poverty, ranging from 35 percent to 56 percent, but two had higher levels of gun violence and two had lower levels of gun violence.
- ▶ Used SSO and focus groups to identify the differences and varying conditions (or risk and protective factors) that led to greater or lower levels of gun violence in the selected neighborhoods.
 - Risk factors increase the likelihood that an individual may become violent while protective factors buffer people from the risk of becoming violent.

Research Methods

Focus Groups*

Qualitative research in which a *group* of people are asked about their perceptions, opinions, beliefs and attitudes.

Four adult focus groups (one per neighborhood), plus two youth focus groups = six total focus groups

Systematic Social Observations (SSO)†

A standardized approach for directly observing the physical, social and economic characteristics of neighborhoods, one block or street segment at a time.

Three social observations per neighborhood = 12 total observations

**Leveraging locally organized community focus group sessions, the OJP Diagnostic Center observed the sessions and gathered input from participants regarding perceptions of their neighborhoods, police interactions and crime.*

†Sampson, Robert J. and Stephen W. Raudenbush. [Systematic Social Observation of Public Spaces: A New Look at Disorder in Urban Neighborhoods](#) (PDF). American Journal of Sociology. 105(3), 603-651.

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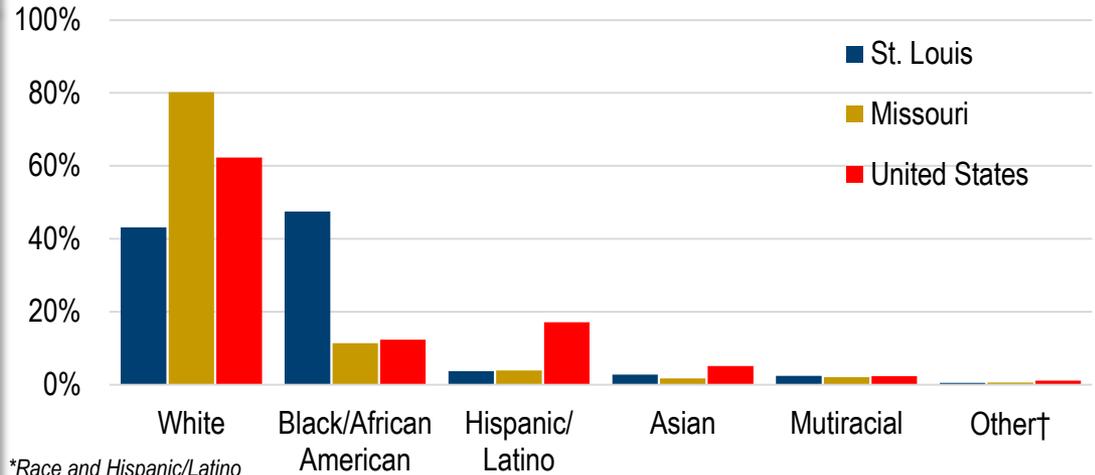


Census data revealed a population shift beginning in the mid-1960s, with population rapidly decreasing in St. Louis and increasing in the county

Demographics Overview – Population

- ▶ St. Louis has a lower proportion of white residents and much higher proportion of black residents than both the United States and Missouri.
- ▶ St. Louis has seen more than a 29.4 percent decrease in population since 1980 and more than a 62.7 percent population decrease since 1950. In contrast, the county's population has more than doubled since 1950.
- ▶ In the four focus neighborhoods, population increased in Lafayette Square and Covenant Blu-Grand (low violence neighborhoods) by 18 percent and 29 percent respectively and population decreased by up to 28 percent in Wells Goodfellow and Dutchtown (high violence neighborhoods).

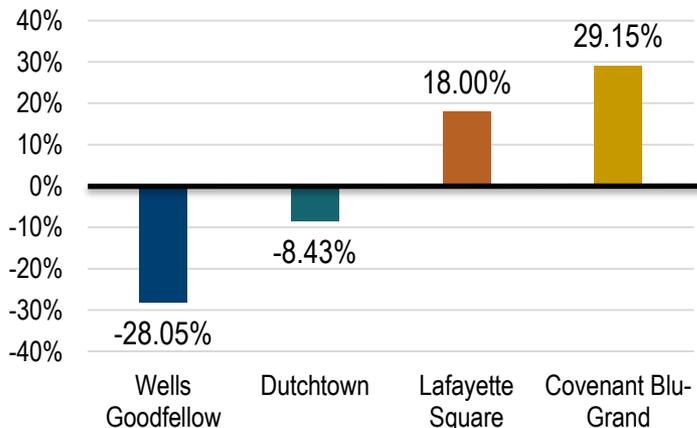
Population by Race, 2015 Estimates*



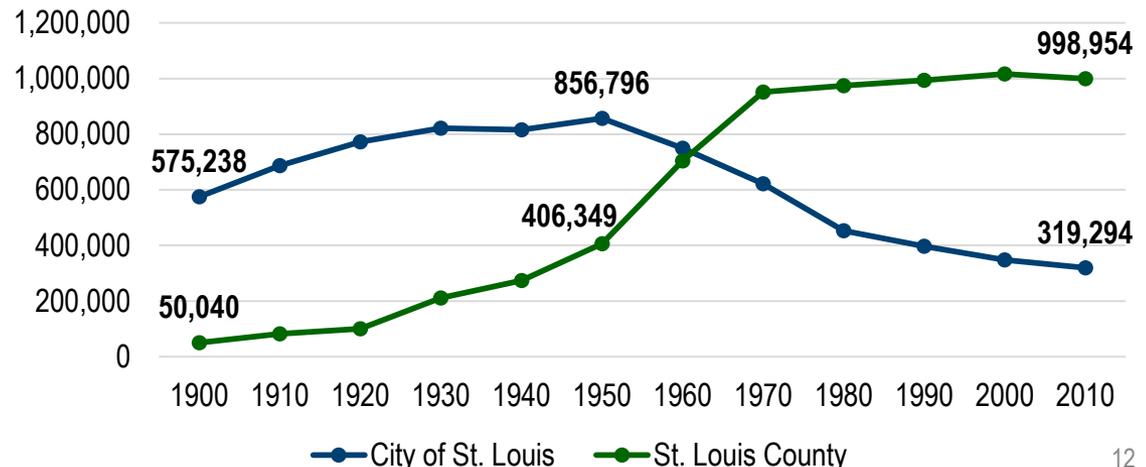
*Race and Hispanic/Latino

†Other includes: "American Indian and Alaska Native," "Native Hawaiian and Other Pacific Islander," and "Other race"

Population Trend in Focus Neighborhoods between 2000-2010



One-Hundred and Ten Year Population Trend



Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates | <https://nextstl.com/2014/09/pxstl/>

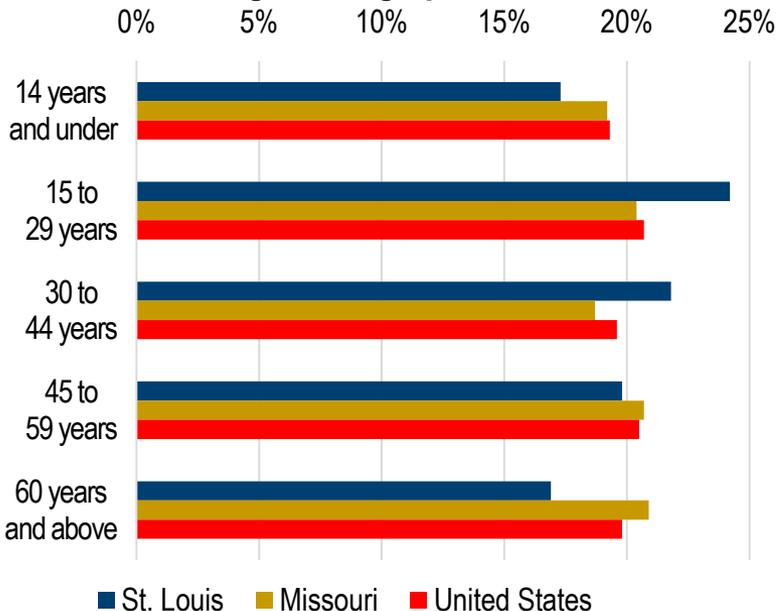
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St. Louis has a high proportion of young people in the 15-29 age group who dropped out of high school

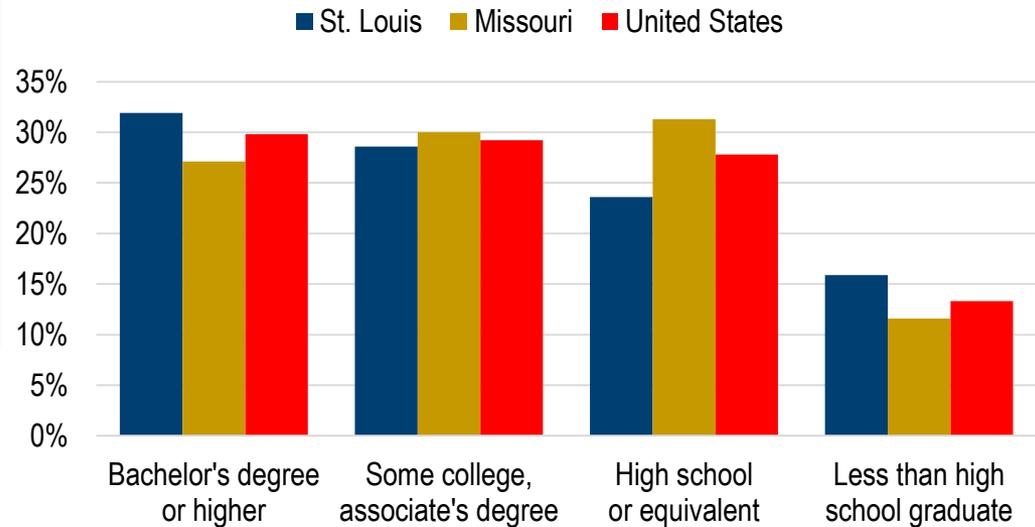
Demographics Overview – Education

- ▶ St. Louis has a higher proportion of residents that earned a college degree or higher and that have not graduated high school than Missouri and the United States.
- ▶ In 2015, St. Louis' drop-out rate was 10 percent higher than the county's rate, with a population approximately three times its size.
- ▶ St. Louis trends slightly younger in its population with a greater percentage of people in the 15 to 29 age group – an age cohort with typically higher crime rates.

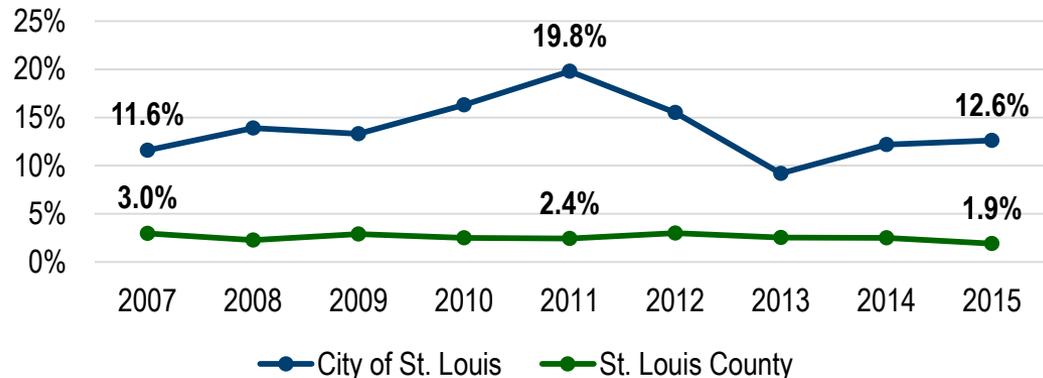
Age Demographics



Educational Attainment, 2015 Estimates



Grades 9-12 Dropout Rate per Year

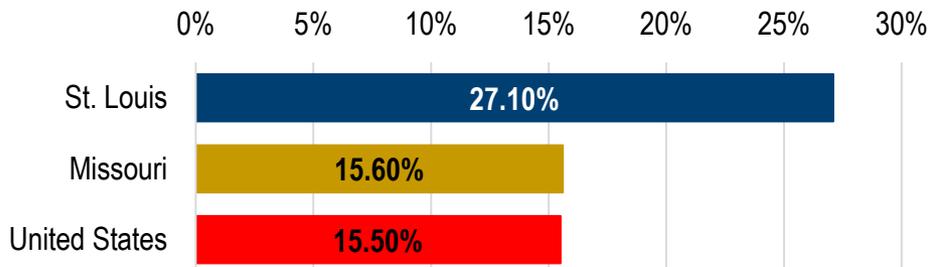


More than a quarter of St. Louis' population lives in poverty, with 11 percent of families living in extreme poverty

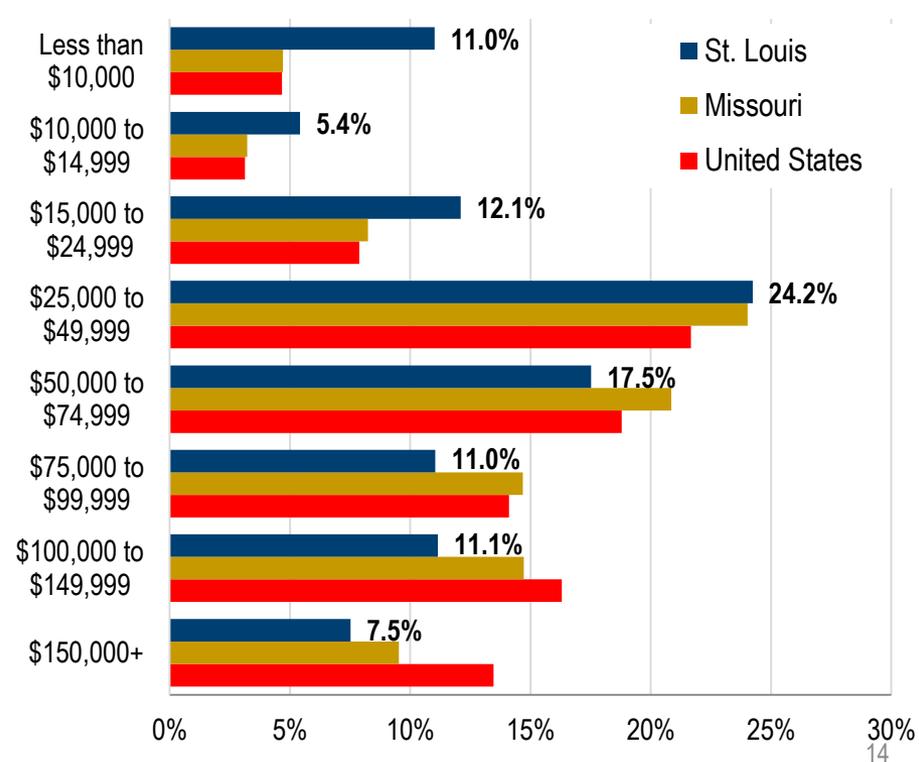
Demographics Overview – Socioeconomic Factors

- ▶ St. Louis has both a higher poverty rate (27.1 percent) and a higher proportion of families making less than \$25,000 per year (28.5 percent) than Missouri and the United States.
- ▶ Nearly three times the proportion of St. Louis families live in extreme poverty (earning less than \$10,000 per year) than in Missouri or the United States.
- ▶ The percent of unemployed in St. Louis (8 percent) is almost double the percent of unemployed in the state and the nation.

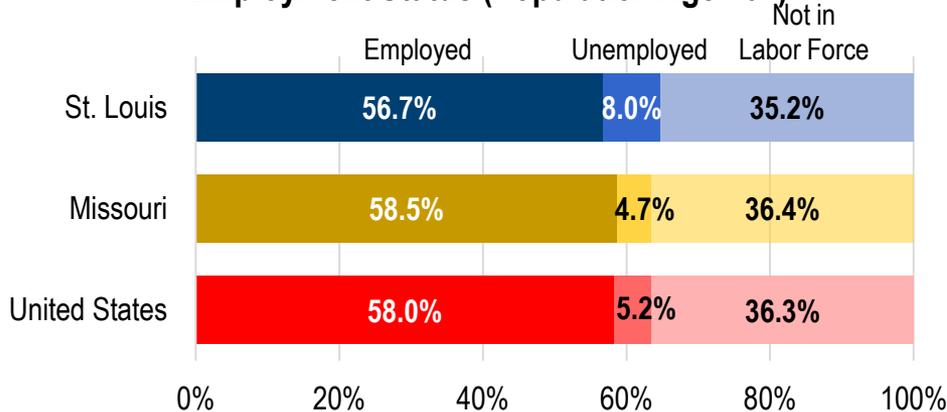
Poverty Rate for Individuals, 2015 Estimates



Families by Income Level, 2015 Estimates



Employment Status (Population Age 16+)



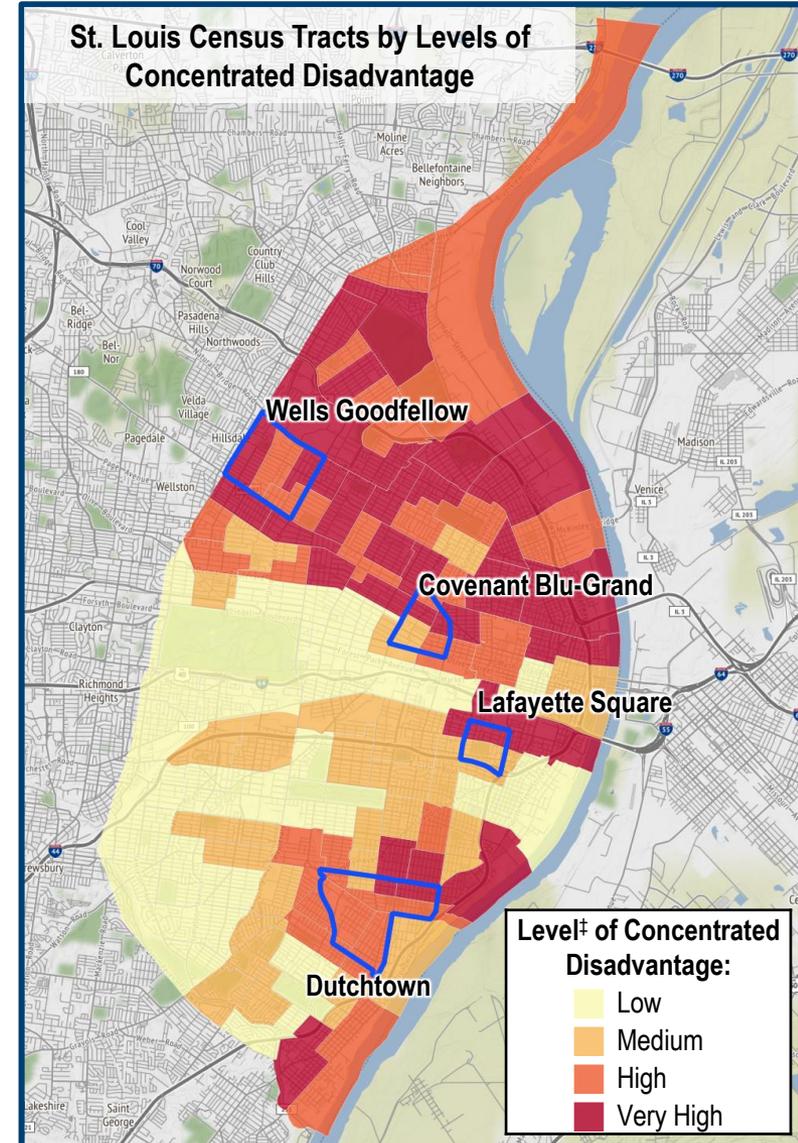
Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates

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Analysis of socioeconomic indicators revealed St. Louis has areas with highly concentrated disadvantage

Concentrated Disadvantage

- ▶ Concentrated disadvantage is an indicator of the relative poverty of neighborhoods.* The measure captures the kinds of compounded disadvantages that can isolate a community from resources and expose neighborhood residents to negative social conditions. Concentrated disadvantage has been implicated in educational outcomes, health outcomes, arrest rates and homicides.
- ▶ The indicators† included in concentrated disadvantage analysis are percent of:
 - Individuals below the poverty line
 - Individuals on public assistance
 - Female-headed households
 - Unemployed
 - Less than age 18
- ▶ St. Louis has a substantial number of areas with high and very high levels of concentrated disadvantage. Almost the entire north side of St. Louis can be characterized by this indicator. In fact, as the map shows, St. Louis is clearly divided by advantage/disadvantage.
- ▶ The neighborhoods selected for in-depth research – Dutchtown, Wells Goodfellow, Lafayette Square and Covenant Blu-Grand – are located on both sides of this divide.



*Source: Association of Maternal & Child Health Programs, Life Course Indicator: Concentrated Disadvantage (LC-6), http://www.amchp.org/programsandtopics/data-assessment/LifeCourseIndicatorDocuments/LC-06_ConcentratedDisad_Final-4-24-2014.pdf

†Data Source: U.S. Census Bureau, 2011-2015 American Community Survey 5-Year Estimates

‡Levels are defined by percentile of the distribution of concentrated disadvantage. Very High = Upper 75th percentile; High = Upper 50th percentile; Medium = Lower 50th percentile; Low = Bottom 25th percentile

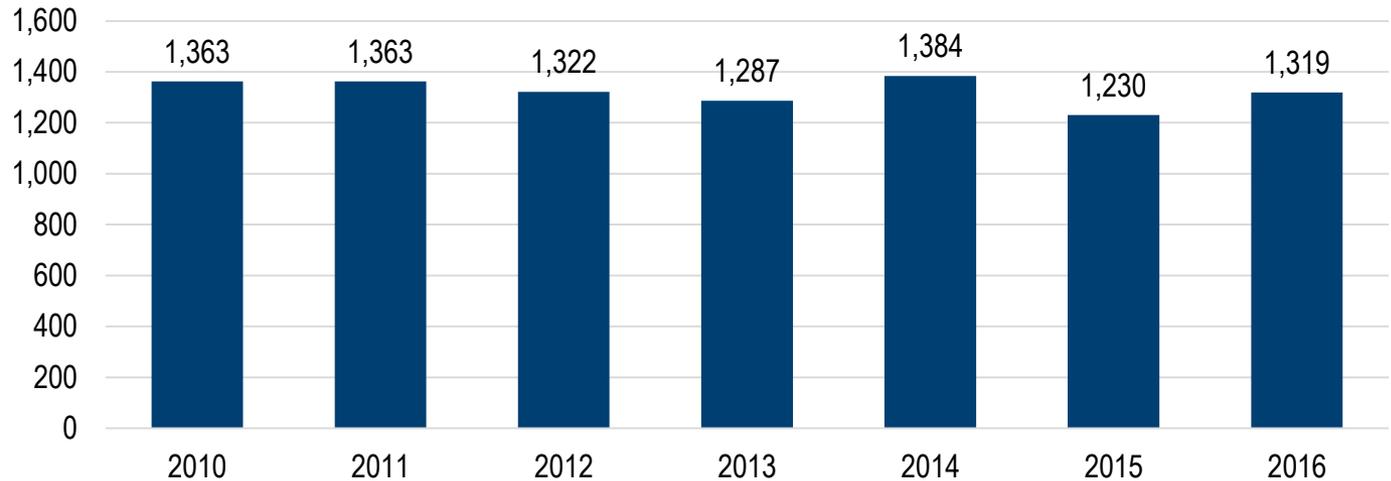
Among similar cities, St. Louis' rate of officers per capita is high, but comparable when assessing against violent crime

Police Force Strength

- ▶ St. Louis' police force included 1,319 officers in 2016.
- ▶ The size of the police force decreased by 44 from 2010 to 2016.
- ▶ St. Louis' rate of officers per 1,000 residents (4.16) is highest among the comparable jurisdictions.
- ▶ When considering the ratio of officers per violent crime among the comparable cities, St. Louis' ratio is in the mid-range.

Sources: FBI UCR; Links to sources for comparison cities: [St. Louis](#); [Cincinnati](#); [Kansas City](#); [Memphis](#); [Indianapolis](#); [Milwaukee](#)

Number of Officers on Police Force, SLMPD, 2010 - 2016



Police Officer Ratio to Population and Violent Crime for St. Louis and Five Comparison Cities, 2015

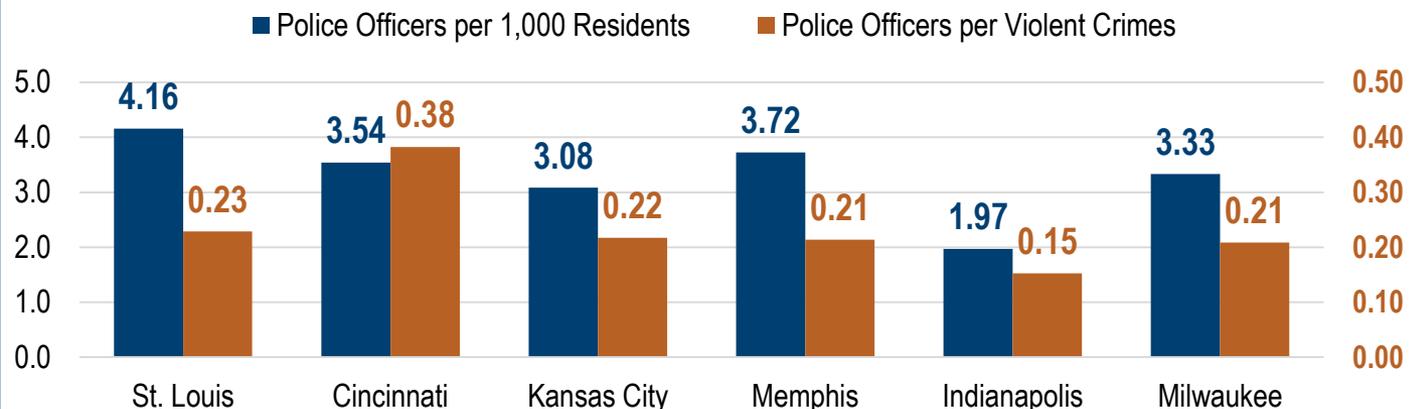


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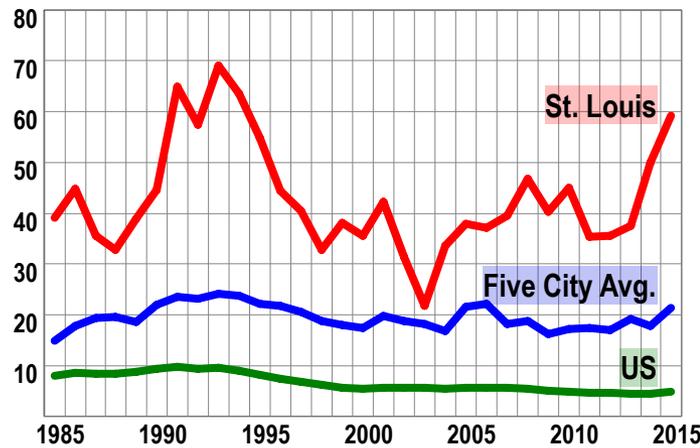


The Diagnostic Center analyzed crime data and found that St. Louis' homicide rates are high compared to similar cities

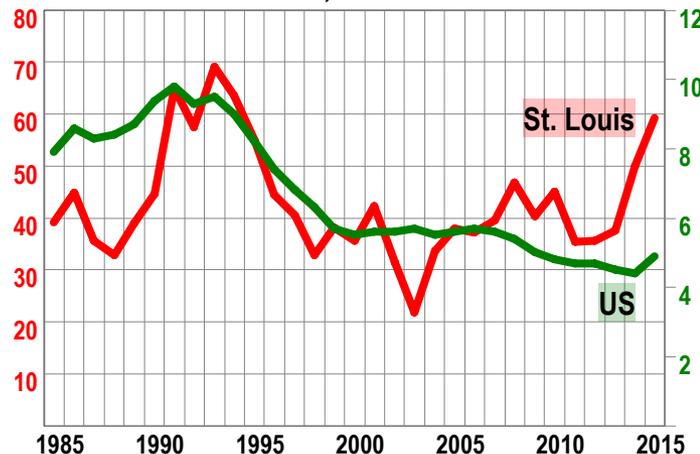
Homicide Trends

- ▶ St. Louis' homicide rate is far higher than the national rate and roughly double the average rate of five comparison cities—Kansas City (Missouri), Memphis (Tennessee), Cincinnati (Ohio), Indianapolis (Indiana) and Milwaukee (Wisconsin).
 - Selected these cities for their regional and demographic comparability to St. Louis.
- ▶ In both St. Louis and the nation, the homicide rate increased beginning in the mid-1980s to a peak in the early 1990s, after which the homicide rate declined during the nation's crime drop.
- ▶ In 2003, the St. Louis' homicide rate nearly converged with the five-city average rate, after which it increased, with fluctuations, through 2015.
- ▶ The similarity in local and national trends implies that many of the factors affecting homicide in St. Louis also influenced homicide rates elsewhere. The divergence of St. Louis' homicide rate from the national trend suggests that local conditions played a more prominent role in recent years.

Homicides Rates* in St. Louis, Five Comparison Cities and the Nation, 1985 - 2015



Trend Lines in Homicide Rates* in St. Louis and the Nation, 1985-2015



Recent Homicide Rise

- ▶ Recently, St. Louis experienced a sharp rise in homicides from 120 in 2013 to 159 a year later, a 32.5 percent increase.
- ▶ This rise continued in 2015 and peaked at 188, an 18.2 percent increase from the previous year. Homicides remained level in 2016 (188).
- ▶ In comparison, the nation experienced a small decrease in homicides in 2014 (-.5 percent) and an increase of 10.8 percent in 2015.

Year	St. Louis		U.S.
	Homicides	% Change	% Change
2013	120		
2014	159	+32.5%	-0.5%
2015	188	+18.2%	+10.8%
2016	188	0%	--

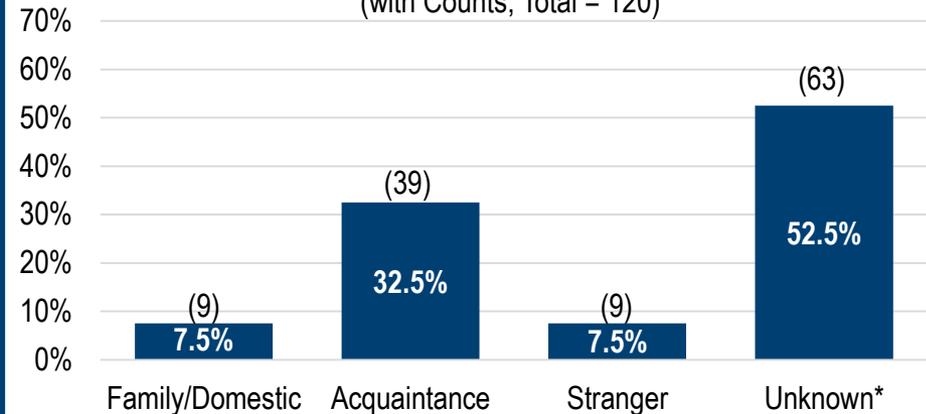
*Rates per 100,000 population
Source: SLMPD and UCR

The analysis also revealed that more than eighty percent of homicide victims and suspects had prior arrests

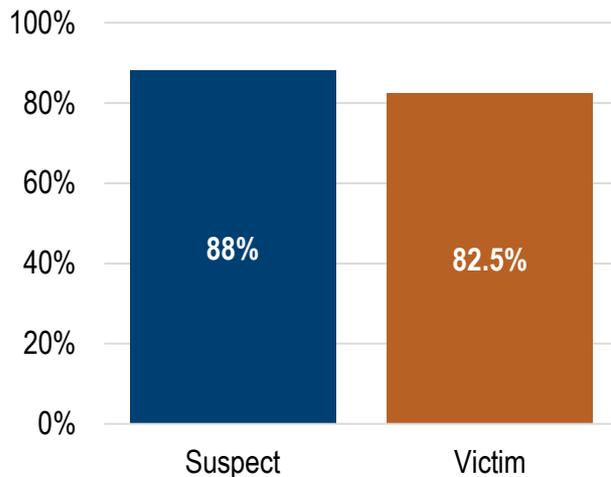
Characteristics of Homicide Victims and Suspects

- ▶ Used homicide data from 2013 to explore various characteristics. (2013 data was more complete than data from other years).
- ▶ Prior criminal involvement is an important risk factor for committing homicide in St. Louis. Both homicide victims (82.5 percent) and homicide suspects (88 percent) had a criminal history consisting of at least one prior felony or misdemeanor arrest.
- ▶ Less prominent is the percentage of St. Louis' homicide victims (13.3 percent) and suspects (14 percent) who were documented gang members. These percentages are likely an underestimate and refer only to individuals who have been documented as gang members.

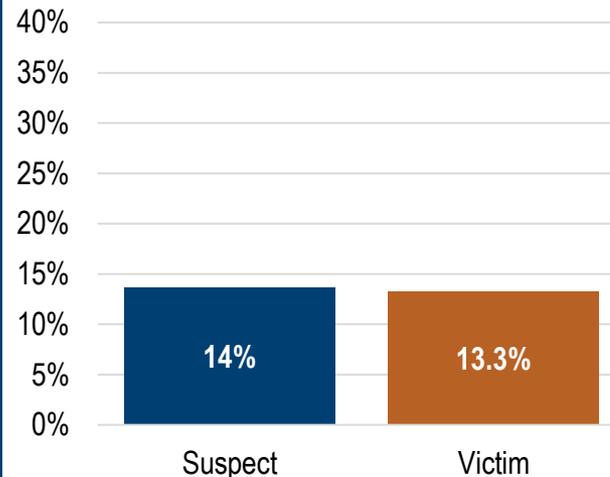
Victim–Offender Relationship in Homicides, 2013 (with Counts; Total = 120)



Percentage of Homicide Victims and Suspects with Prior Arrests, 2013



Percentage of Homicide Suspects and Victims with Gang Involvement, 2013



Victim–Offender Relationships

- ▶ In a majority of homicides (52.5 percent), the relationship between the victim and offender is unknown. Of the remaining incidents, the victim and offender were more often acquaintances (32.5 percent). Relatively few homicides with a known victim-offender relationship involved family members, intimate partners or strangers.

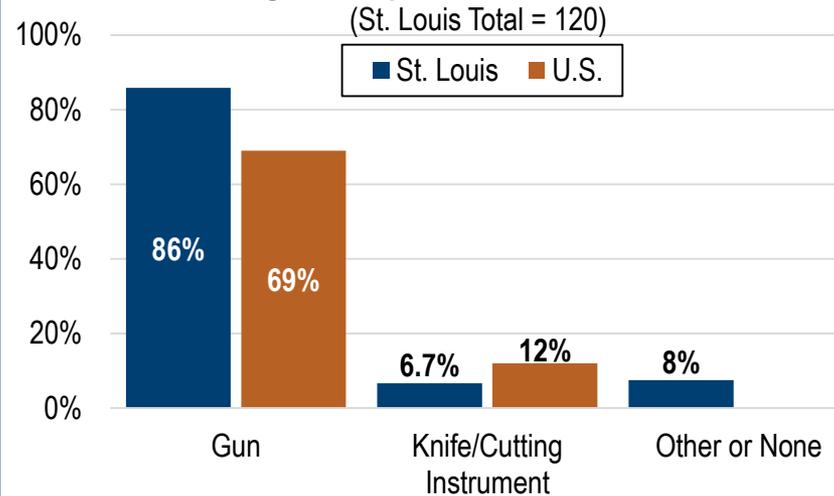
*Note: Relationship is "unknown" because a suspect was not arrested or identified in police records.

A higher percentage of homicides were committed using a gun in St. Louis than in homicides nationally

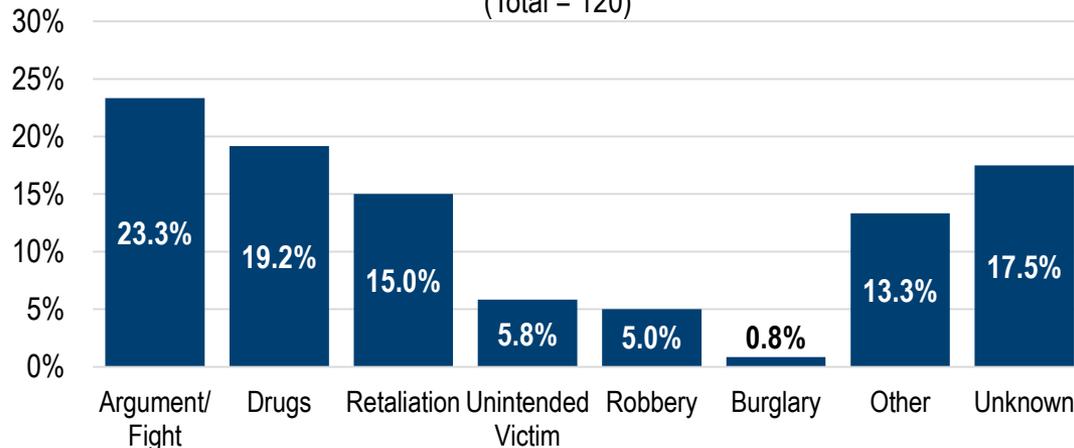
Circumstances of Homicides

- ▶ The circumstances in which a homicide occurred was unknown in many homicides (17.5 percent). Among homicides with known circumstances, the most frequent involved an argument or fight (23.3 percent), drugs (19.1 percent) or retaliation (15 percent).
 - Note: Homicides in which the victim or offender had been using drugs may not necessarily be “drug-related homicides.” For prevention purposes, it may be more important to know prior circumstances of a murder, which can only be obtained through additional research.
- ▶ A higher percentage of homicides in St. Louis (86 percent) were committed by gun than nationally (69 percent).
- ▶ About three-quarters of homicide victims tested positive for at least one illegal substance.

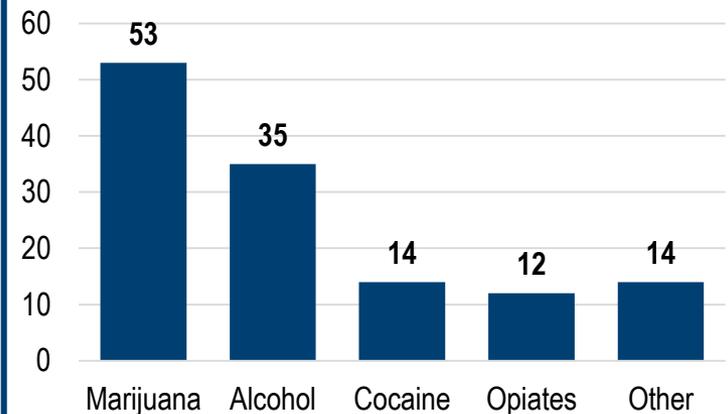
Percentage of Weapon Use in Homicides, 2013



Circumstances of Homicides, 2013



Number of Homicide Victims by Toxicology Report, 2013

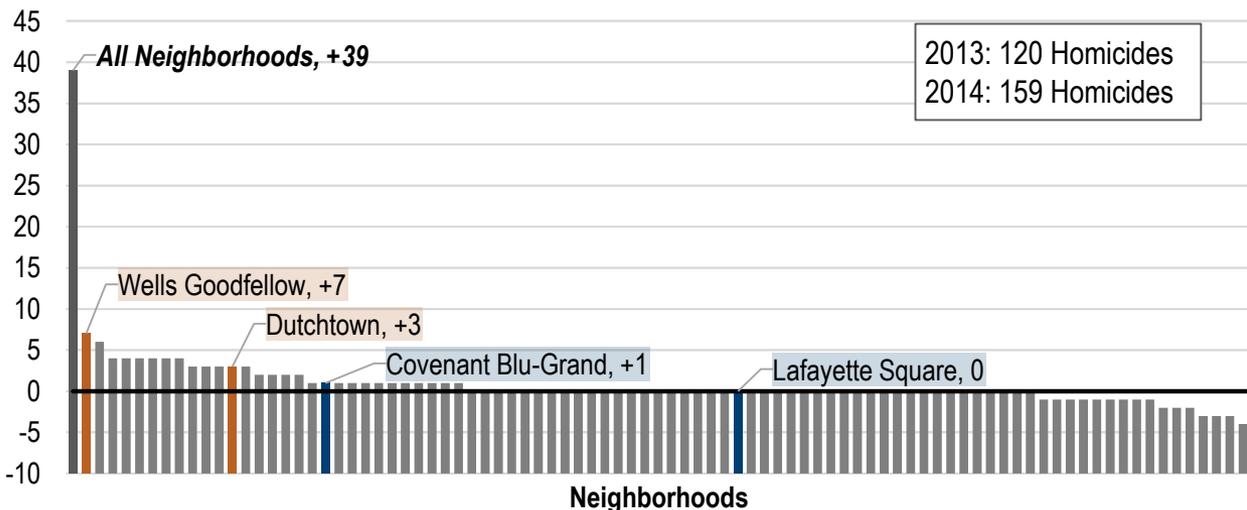


Homicides in St. Louis are highly concentrated within disadvantaged neighborhoods

Spatial Distribution of Homicides

- ▶ Homicides are highly concentrated in a few St. Louis neighborhoods, mostly located in the northern and southeastern parts of the city. These areas are characterized by high rates of poverty, unemployment and residential vacancy. The more stable and affluent southwestern neighborhoods experienced only one homicide in 2014.
- ▶ The recent homicide rise was even more spatially concentrated than homicide generally. Out of 79 neighborhoods, just two—Wells Goodfellow and West End—accounted for one-third of the total increase in homicides in 2014. Most of the increase in homicides occurred in eight neighborhoods. All but one of these neighborhoods are located on St. Louis' north side, where the largest decreases also occurred (in Fairground and O'Fallon).

Change in Homicides in St. Louis Neighborhoods, 2013-2014



Spatial Distribution of Homicides in St. Louis, 2014 (Total = 159)

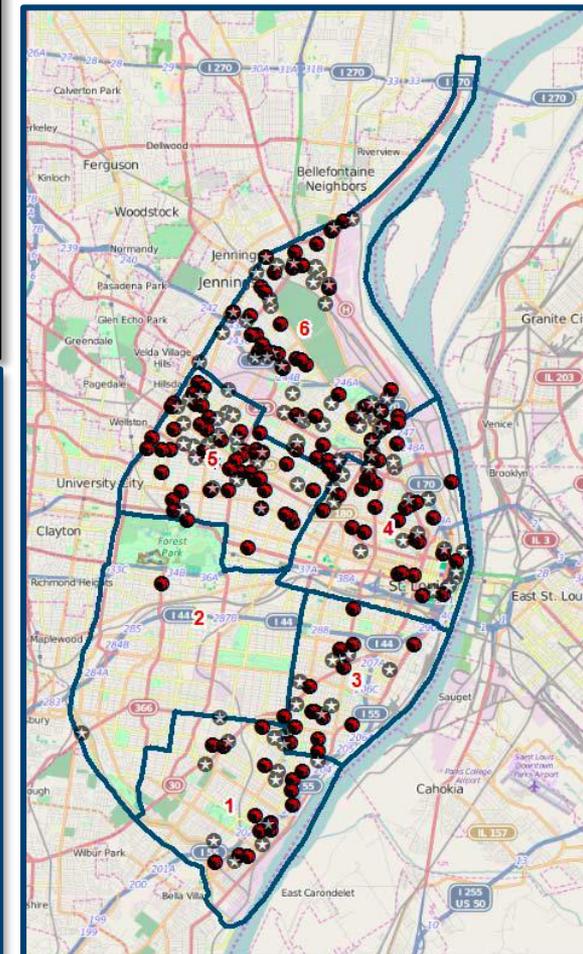


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The gun assault rate in St. Louis is also high in comparison to similarly-sized cities—five times greater in 2014

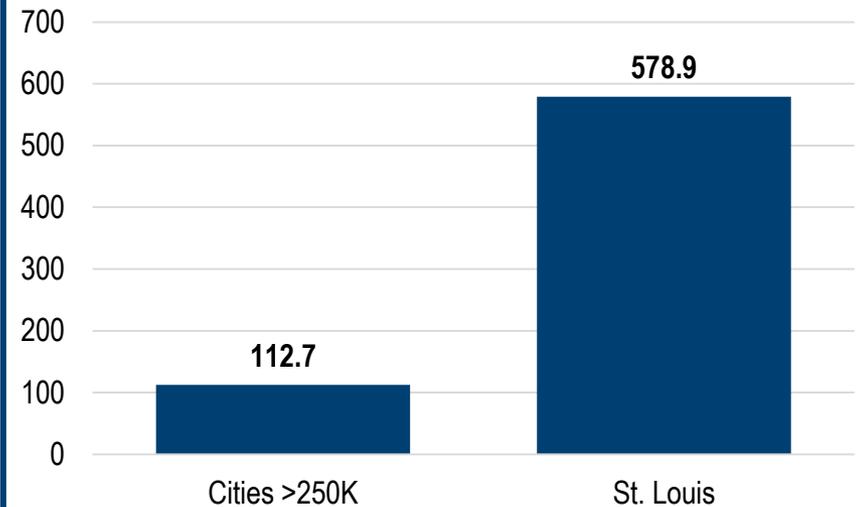
Gun Assault Trends

- ▶ An eight year analysis of gun assaults (defined as aggravated assaults committed with a firearm) indicates they peaked in 2008 with 2,296 assaults and dropped to a low of 1,626 in 2013, a decline of 28.3 percent.
- ▶ The downward trend reversed in 2013, and by 2015, the number of gun assaults returned to a level (2,092 assaults) not seen for the previous five years.
- ▶ When comparing St. Louis to cities with a population greater than 250,000, the magnitude of the problem becomes apparent. In 2014, St. Louis experienced a gun assault rate of 578.9 (per 100,000 residents), a rate over five times greater than the average gun assault rate (112.7) in the comparison cities.

Gun Assaults In St. Louis, 2008-2015



Gun Assaults per 100,000 Population in St. Louis and Cities with 250,000 or More Residents, 2014

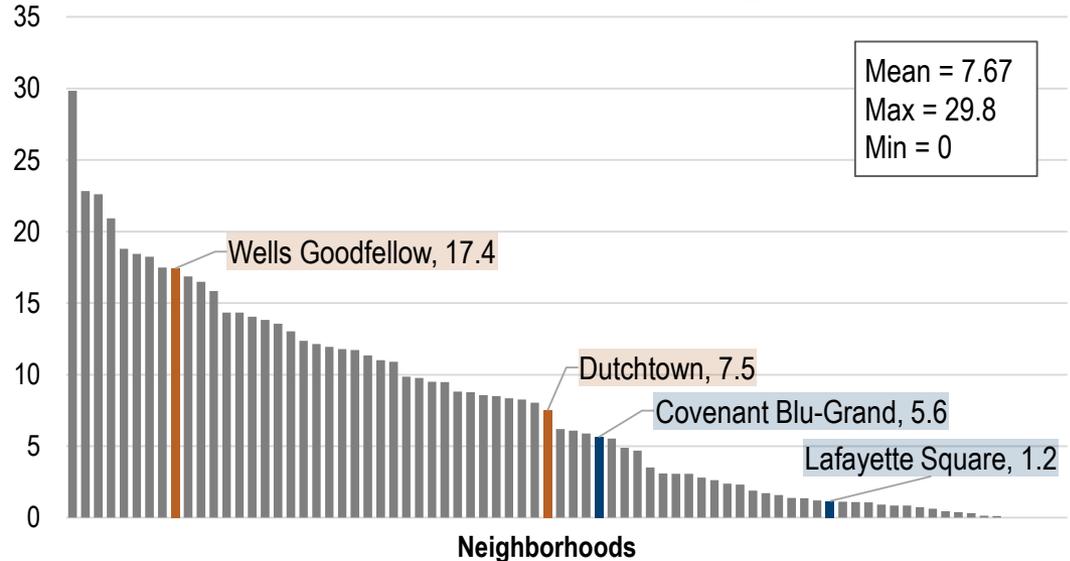


High poverty neighborhoods were found to have a gun assault rate six times greater than low poverty neighborhoods

Gun Assaults Across Neighborhoods

- ▶ Similar to homicides, there is wide variation in the number of gun assaults across St. Louis neighborhoods. The average gun assault rate was 7.67 (per 1,000 residents). Some neighborhoods experienced zero gun assaults whereas others had rates over 20 (per 1,000 residents).
- ▶ To understand the relationship between gun assaults and economic disadvantage, St. Louis' 79 neighborhoods were divided into high poverty (poverty rate averaged 44 percent), mid poverty (poverty rate averaged 29 percent) and low poverty (poverty rate averaged 13 percent). High poverty neighborhoods were found to have a gun assault rate (per 1,000 residents) six times greater than the gun assault rate in low poverty neighborhoods, and over one and-a-half times greater than neighborhoods with mid poverty.
- ▶ Economic disadvantage is a strong risk factor for gun violence in St. Louis, but protective factors exist as well. For example, the Covenant Blu-Grand neighborhood has a high poverty rate (56.8 percent) but a low gun assault rate, 5.64, well below the citywide average rate of 7.67. This means that protective factors may be limiting the risk of gun violence in otherwise vulnerable neighborhoods.

Gun Assaults per 1,000 Residents in St. Louis Neighborhoods, 2015



Gun Assault Rates per 1,000 Residents by Poverty Level in St. Louis Neighborhoods, 2015

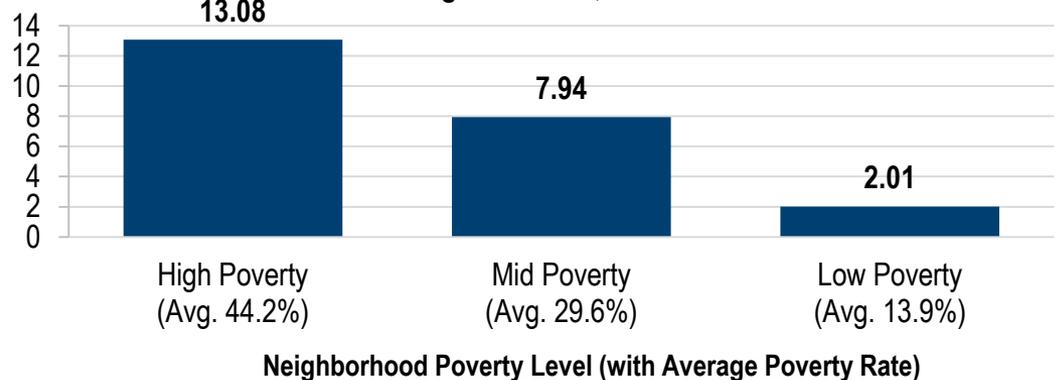


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Police incident data indicated about one in 20 gun assaults result in non-fatal shootings, and medical factors play a role in the outcome

Non-Fatal Shootings

- ▶ In a National Institute of Justice study, information was collected from SLMPD's case narratives on non-fatal shootings and gun homicides in 2014 and 2015. A non-fatal shooting is a gun assault resulting in a person being shot, but surviving. About one in 20 gun assaults were found to be a non-fatal shooting.
- ▶ The number of gunshots and whether they involved a head or chest wound were important factors in whether the victim survived the shooting. In 63 percent of homicides, and just 12 percent of non-fatal shootings the victim had head or chest wounds.
- ▶ The majority of non-fatal shootings (80 percent) and gun homicides (70 percent) occurred in public spaces; thus impacting whole neighborhoods.
- ▶ Medical factors appear to play a role in the outcomes of non-fatal shootings and homicides; many more could end up as homicides depending on bullet placement and medical interventions used. This suggests there would be benefits to focusing investigative resources on non-fatal shootings and/or investigating these crimes together.

Characteristics of Non-Fatal Shootings and Gun Homicides in St. Louis, 2014 – 2015

Characteristics	Non-Fatal Shootings (485)	Gun Homicides (320)
Head or chest wound	12%	63%
Occurring between 10pm-6am	35%	41%
Public Space	80%	70%
	<i>Mean</i>	<i>Mean</i>
Number of gunshots	1.52	2.86



Non-fatal shooting victims are at high risk for future involvement in gun violence

Non-Fatal Shootings

- ▶ In both non-fatal shootings and homicides, the victim's criminal history strongly influenced the outcome. In non-fatal shootings, the victim had a criminal history in half of incidents (49 percent). In homicides, the victim had a criminal history in almost all cases (92 percent).
- ▶ Witness cooperation is a key factor in whether a shooting is cleared by an arrest. Cooperating witnesses were available in just 47 percent of non-fatal shootings and 61 percent of homicides. More witnesses were identified for homicides (an average of 6.31 per incident) than for non-fatal shootings (an average of 2.67 per incident).
- ▶ In more than 60 percent of non-fatal shootings and gun homicides, the victim/suspect relationship was unknown. In incidents where the relationship was known, a higher percentage of non-fatal shootings involved strangers (16 percent) and a higher percentage of gun homicides involved acquaintances (27 percent).

Characteristics of Non-Fatal Shootings and Gun Homicides in St. Louis, 2014 – 2015

Characteristics	Non-Fatal Shootings (485)	Gun Homicides (320)
Victim has criminal history	49%	92%
Cooperating witnesses	47%	61%
<i>Relationships between Victim and Suspect</i>		
Stranger	16%	6%
Acquaintance	14%	27%
Intimate Partner/Ex-Intimate Partner	1%	4%
Relative	1%	2%
Unknown	69%	62%
<i>Number of Witnesses</i>		
Number of witnesses	2.67	6.31



Hospital data indicated that over half of gunshot injuries affected young people under the age of 24, who incur substantial medical costs

Assault-Related Gunshot Injuries

- ▶ Hospital data indicate there were 989 assault-related gunshot injuries in St. Louis from 2012-2014—from 307 to 355 per year. When compared to non-fatal shooting data collected from SLMPD case narratives, it appears not all assault-related shootings are reported to the police.
- ▶ Just over half of the gunshot injury patients (51.6 percent) were aged 24 or younger, with 24 patients being under the age of 15.
- ▶ Almost half of gunshot injury patients (44 percent) sustained serious injuries requiring hospitalization (and possibly lifelong health impacts). The remainder sustained less serious injuries requiring an emergency room visit only.
- ▶ Gunshot injuries for this three year period resulted in medical costs totaling more than \$40 million. This amount does not include the costs of ongoing medical care, criminal justice processing or losses from days off the job, etc.

Assault-Related Gunshot Injuries St. Louis 2012-2014

Age Groups	2012	2013	2014	Total	% of Total
Under 15	7	8	9	24	2%
15-24	164	152	175	491	49.6%
25-44	126	122	134	382	38.6%
45+	30	25	37	92	9.3%
Total	327	307	355	989	

Assault-Related Gunshot Injuries Level of Care and Cost, 2012-2014

	Number of Injuries	Cost
2012		
Emergency Room	188	\$1,440,783
Inpatient Hospitalization	139	\$9,844,379
2013		
Emergency Room	175	\$1,489,877
Inpatient Hospitalization	132	\$12,127,613
2014		
Emergency Room	190	\$1,799,329
Inpatient Hospitalization	165	\$14,639,410
Total	989	\$41,341,382



Source: MODHSS (Missouri Department of Health and Senior Services). MICA. In Injury MICA. Retrieved 2017, January, from <http://health.mo.gov/data/mica/InjuryMICA/>

Per the preface disclaimer, points of view or opinions in this document do not necessarily represent the official position or policies of the U.S. Department of Justice.

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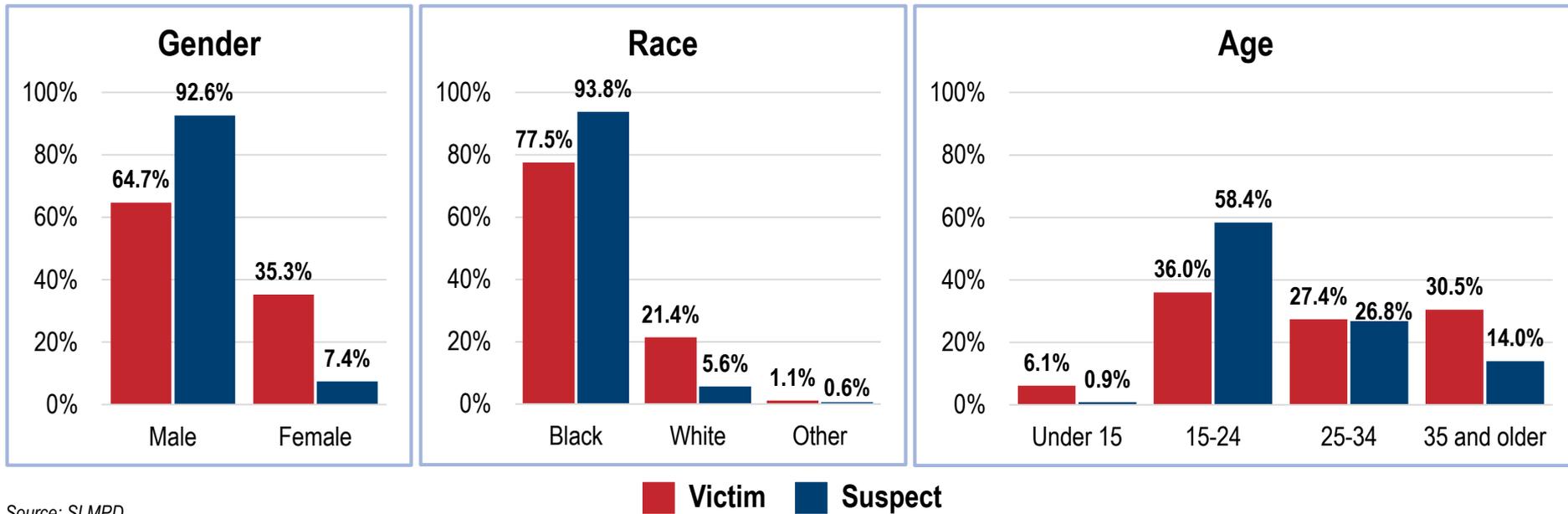


Both victims and suspects of gun violence were disproportionately likely to be young black males

Victim/Suspect Demographics

- ▶ Analysis of gun violence over the five years from 2011 to 2015 indicates both the victims and suspects were predominantly young black males. Gun violence is defined as homicide, rape, robbery or aggravated assault committed with a gun.
- ▶ While 64.7 percent of victims were male and 35 percent were female, males constituted 92.6 percent of suspects.
- ▶ Over three-quarters (77.5 percent) of victims were black and 21.4 percent were white. An even larger percentage of suspects (93.8 percent) were black.
- ▶ The victims of gun violence were, on average, nearly five years older than suspects.
- ▶ Well over half of suspects (58.4 percent) and over one-third of victims (36 percent) were young, ages 15-24 years old.
- ▶ Within the 35 years and older population, a person was much more likely to be a victim than a suspect (30.5 percent versus 14 percent).

Distribution of Gun Violence Victims and Suspects in St. Louis by Gender, Race and Age, 2011-2015



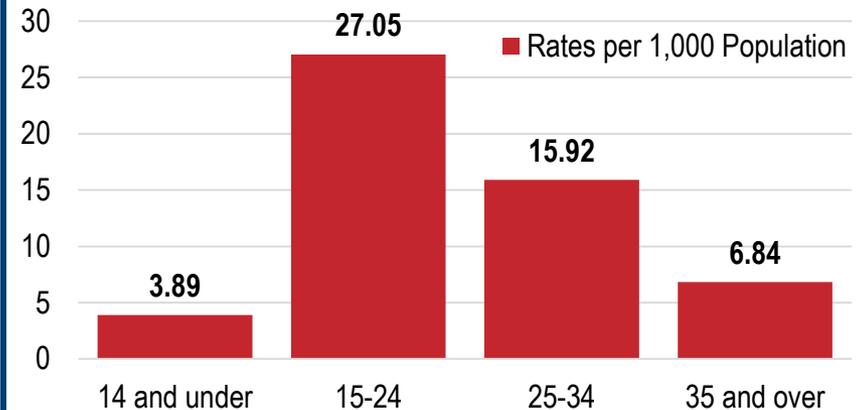
Source: SLMPD

By far, young people ages 15-24 were at greatest risk for gun violence

Victim and Suspect Demographics

- ▶ Young people ages 15-24 were much more likely to be a gun violence victim or perpetrator than persons of any other age group. For these young people, the risk of being a victim was 27.05 (per 1,000 residents) compared to 15.92 for those aged 25-34. The risk of being a gun violence suspect was 20.41 for young people compared to 7.22 for those aged 25-34.
- ▶ Young black males ages 15-24 were at the highest risk of involvement in gun violence. They make up less than 5 percent of the St. Louis population, but comprise close to 20 percent of gun violence victims and 54 percent of perpetrators.
- ▶ Cautionary note: Not all St. Louis gun violence victims and suspects reside in the City of St. Louis (some live in the surrounding areas in the county). The population figures used to compute the above rates include the City of St. Louis residents only, which means the rates may reflect an overestimate.

Average Yearly Age-Specific Gun Violence Rates in St. Louis, 2011-2015 – Victims



Average Yearly Age-Specific Gun Violence Rates in St. Louis, 2011-2015 – Suspects

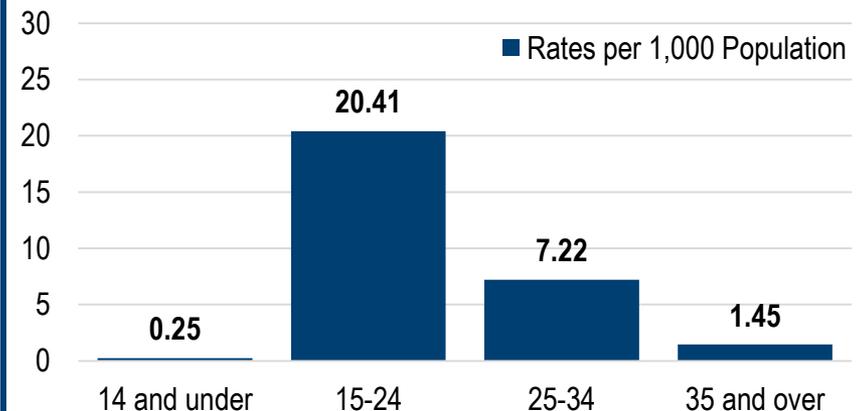


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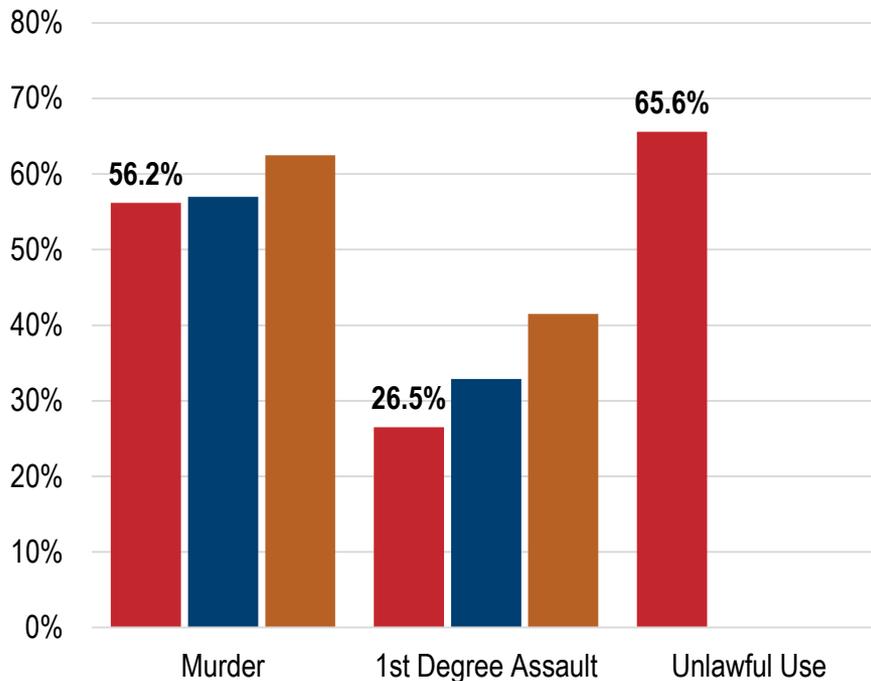
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In St. Louis, clearance rates for gun crimes were lower than the national average

Percentage of Gun Crimes Resulting in Arrest by Offense Type, 2010-2012

■ St. Louis ■ 5 Comparison Cities ■ U.S.



Clearance Rates

(The ratio of all gun crimes to those resulting in an arrest)

- ▶ Analysis of clearance data for gun crimes in the three years 2010 to 2012 found that 39.6 percent were cleared by an arrest.
- ▶ A total of 6,513 gun crimes were included in the analysis with 95 percent of these consisting of three crime types.
 - The most numerous, by far, were first-degree assaults with a gun (66 percent of the total), followed by unlawful use of a weapon (21 percent) and homicides (7.8 percent).
- ▶ More than two-thirds (65.6 percent) of unlawful use of a weapon offenses were cleared by an arrest.
- ▶ For homicides, the clearance rate average during the study period was 56.2 percent. This was below the national homicide clearance rate in 2012, which was 62.5 percent.
 - However, the clearance rate was similar for the five comparison cities (Kansas City, Memphis, Cincinnati, Indianapolis and Milwaukee), which had an average of 57 percent.
- ▶ For gun assaults, the clearance rate average was quite low (26.5 percent) and well behind the national gun assault clearance rate in 2012 of 41.5 percent.
 - The clearance rate was also lower than the rate in the five comparison cities, which had an average of 32.9 percent.



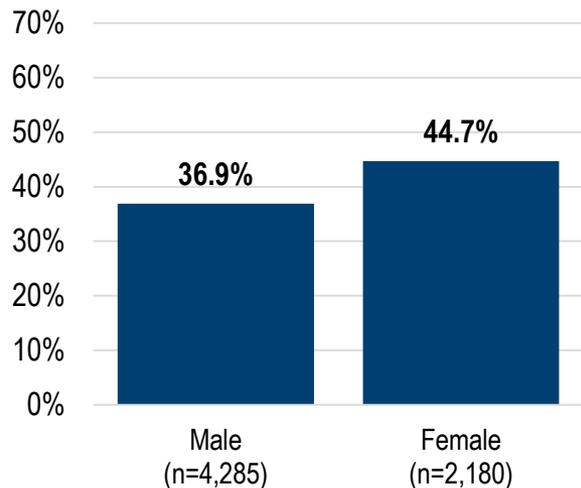
Clearance rates for gun crimes are significantly affected by a victim's race; however, gender and age also have an influence

Clearance Rates by Victim Demographics

- ▶ Clearances rates for gun crimes differ according to the demographic characteristics of the victim. Incidents involving male victims (two-thirds of gun crimes) were less likely to be cleared by an arrest than those involving female victims (36.9 percent versus 44.7 percent).
- ▶ Gun crimes involving victims under age 30 (62 percent of gun crimes) were less likely to be cleared by an arrest than those with victims over age 30 (38.6 percent versus 42.4 percent).
- ▶ Even larger differences occur in the clearance rate for incidents involving black victims (87 percent of gun crimes). These incidents were far less likely to be cleared by an arrest (37.1 percent) than those with white victims (56.7 percent) or victims of other races (50.6 percent).

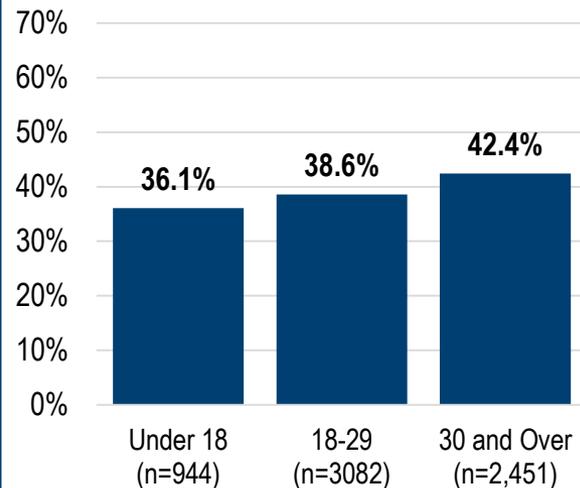
Percentage of Gun Crimes Cleared by Arrest, by Victim Gender, 2010-2012

(Total = 6,465)



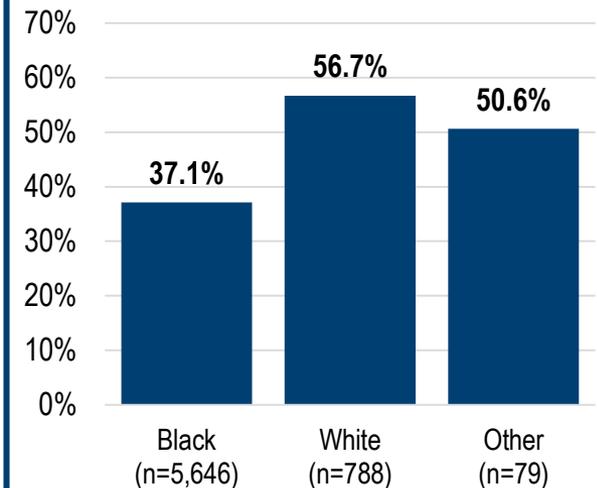
Percentage of Gun Crimes Cleared by Arrest, by Victim Age, 2010-2012

(Total = 6,477)



Percentage of Gun Crimes Cleared by Arrest, by Victim Race, 2010-2012

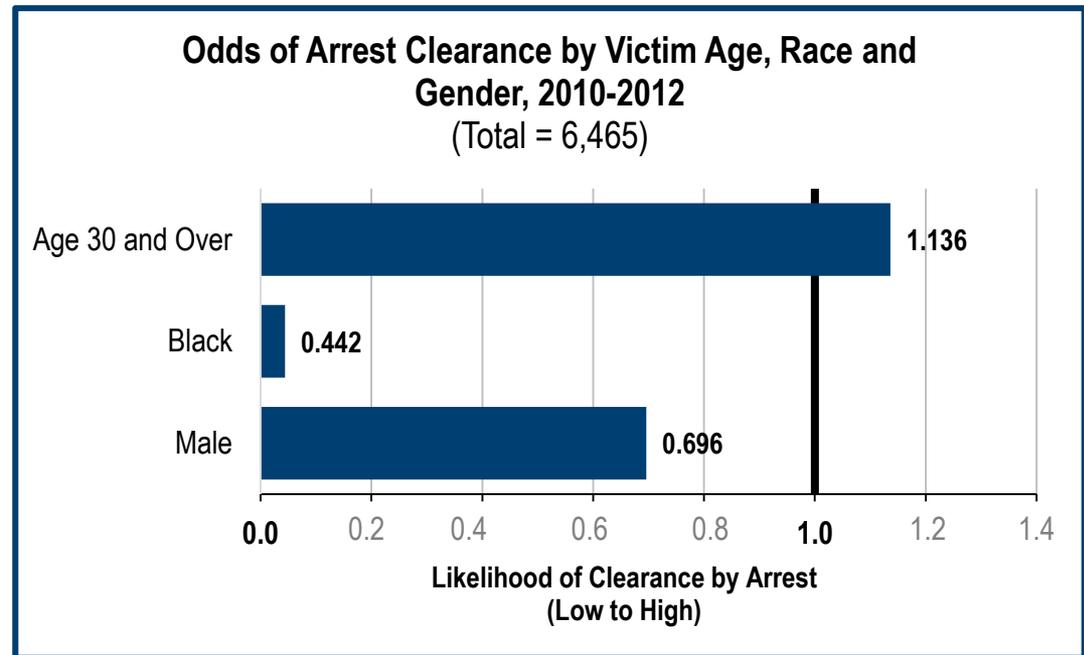
(Total = 6,513)



The odds that incidents with black victims were cleared by an arrest were significantly lower

Clearance Rates by Victim Demographics

- ▶ To determine the effect of each victim attribute (age, gender and race) independent of the other, the data were analyzed to determine the odds that incidents involving victims with a specific attribute were more or less likely to result in an arrest. In the adjacent chart, those attributes to the right of 1.0 indicate higher odds of arrest, and those below 1.0 indicate lower odds of arrest for victims with a given attribute.
- ▶ The odds ratio of 1.136 associated with victims age 30 and older indicates that the odds that incidents involving these victims were cleared by an arrest were about 14 percent greater than those with younger victims. The odds that incidents with black victims were cleared by an arrest were about 56 percent (1.0 - .442) lower than for incidents with white victims or victims of other races.
- ▶ Incidents with male victims were about 30 percent (1.0 - .696) less likely to result in an arrest than those with female victims.

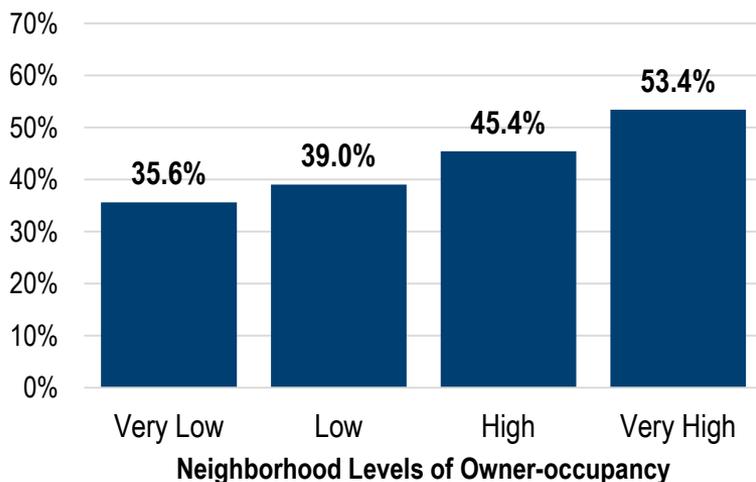


Neighborhoods with fewer owner-occupied households and higher percentages of African Americans also had lower clearance rates

Clearance Rates by Neighborhood

- ▶ Whether a gun crime was cleared by an arrest also varies widely across St. Louis neighborhoods. The clearance rate was as low as 20 percent in some neighborhoods and over 70 percent in others. Even within areas with high levels of gun violence, variation in clearance rates was considerable.
- ▶ A number of neighborhood conditions were examined to determine which ones were associated with gun crime clearance rates. Just two emerged having significant effects: the percentage of owner-occupied households and the percentage of African American residents.
- ▶ Clearance rates ranged from 35.6 percent in neighborhoods with very low levels of owner-occupancy and 53.4 percent in those with very high levels of owner-occupancy.
- ▶ Neighborhoods with higher percentages of African American residents had lower clearance rates, although the relationship was only moderately strong ($r = -.386$). This means that other factors, such as homeownership or victim demographics in combination with a neighborhood's racial composition, contributed to the chances that a gun crime would or would not be cleared by arrest.

Percentage of Gun Crimes Resulting in Arrest by Levels of Owner-Occupied Households in St. Louis Neighborhoods (Total = 77)



Percentage of Gun Crimes Cleared by Arrest in St. Louis Neighborhoods, 2010-2012 (Total = 77)

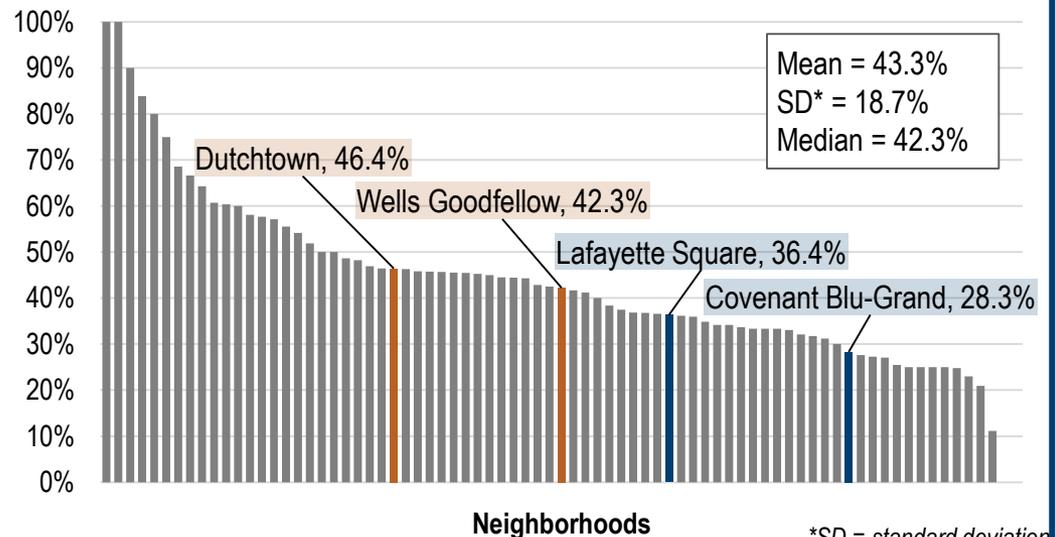


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In interviews with the Diagnostic Center, stakeholders described strengths in St. Louis' responses to gun violence

Community Strengths

- ▶ Local organizations and agencies are attempting to address violence and its root causes. For example, 36 agencies have formed the Violence Prevention Collaborative and meet quarterly.
- ▶ A number of community planning efforts are addressing a host of neighborhood problems – from vacant properties to crime and violence. For example, in December 2015, the Mayor's Office published the *City of St. Louis P.I.E.R. Plan: The City of St. Louis' Plan to Reduce Crime through Prevention, Intervention, Enforcement and Reentry Strategies*.
- ▶ Stakeholders are willing to partner with local universities and researchers to analyze problems and evaluate solutions. SLMPD has a strong partnership with researchers at University of Missouri-St. Louis. Researchers at Washington University in St. Louis assist with the Violence Prevention Collaborative.

Law Enforcement Strengths

- ▶ SLMPD's COMPSTAT brings law enforcement partners together weekly to review data and focus on crime problems.
- ▶ SLMPD created the Community Engagement and Organizational Development Unit, which focuses on building (and re-building) community relationships and violence prevention programs that bring together police and residents of all ages (elementary school through adulthood).
- ▶ SLMPD leadership is open to scientific evaluation of its enforcement strategies.
- ▶ SLMPD is currently engaged in a focused deterrence program with high-risk offenders on probation or parole.
- ▶ Law enforcement agencies have built solid relationships to share information and resources including SLMPD, the Circuit Attorney's Office and Missouri Department of Corrections, Division of Probation and Parole.
- ▶ The City of St. Louis has been open to, and sought expertise and resources from federal justice agencies to improve responses to violence, including the Bureau of Justice Assistance's Violence Reduction Network and Smart Policing Initiative.



Stakeholders described a number of federal and local law enforcement initiatives to reduce gun violence

Current Gun Violence Reduction Initiatives

Federal Law Enforcement Initiatives

Violence Reduction Network

- ▶ Gun Intelligence Center – A SLMPD team visited the Denver Gun Intelligence Center to learn promising practices and remove delays in the analysis of ballistic intelligence. SLMPD created a working group, received a Police/Prosecutor Innovation Grant to hire more firearms examiners and announced their version of a Gun Intelligence Center opening in 2017.
- ▶ Non-Fatal Shootings – Due to the low clearance rate for non-fatal shootings, an assessment team will visit SLMPD in 2017 to examine the process of non-fatal shooting investigations, identify needed improvements and provide training and technical assistance.

Smart Policing Initiative

- ▶ SLMPD detectives partner with an assistant circuit attorney in neighborhoods with high levels of gun violence to improve the charge rate, increase the clearance rate and gain community trust. They will also work with Level 1 Trauma Centers to provide gunshot victims with services to reduce retaliatory crimes. University of Michigan St. Louis researchers are conducting an evaluation, which began in 2017.

Local Law Enforcement Initiatives

St. Louis Metropolitan Police Department

- ▶ Hot Spots Policing – Increase in police presence in neighborhoods and micro-geographies (single blocks or intersections) where spikes in violence occur.
- ▶ Intervention and Compliance – Police partner with Missouri Probation and Parole to work with high-risk offenders based on arrest and victimization histories and supervision status. Give focused deterrence messages through home visits. UMSL researchers are conducting an evaluation. This is a first step toward creating Community COMPSTAT in 2017, an effort to share real-time crime data and analysis with social service providers to spark innovative solutions for families that interrupt the cycle of violence.
- ▶ Juvenile Safe Streets Initiative – Police established a designated phone line for parents to report children that may have a weapon and want to consent to a search to retrieve the weapon. If a weapon is seized, counseling sessions are provided to the family.
- ▶ Youth Programs – These include Real Talk sessions, where officers meet with school groups for respectful, open discussions on gun violence and relationship building and Saint Louis Story Stitchers, where officers support youth developing videos on non-violence.



Stakeholders described a number of local law enforcement and community initiatives to reduce gun violence

Current Programs to Address Gun Violence

Local Law Enforcement Initiatives

City of St. Louis Circuit Attorney's Office (CAO)

- ▶ Armed Offenders Unit – Fourteen attorneys handle all gun-related offenses. The CAO created the unit 2015.
- ▶ Crime Strategies Unit – Three attorneys, a crime analyst and an investigator gather, analyze and share data among law enforcement agencies, the judiciary and the community to reduce gun violence. The CAO created the unit 2015.
- ▶ GUNSTAT – Monthly meetings are held with law enforcement agencies to review data and increase the successful prosecution of violent gun crimes. Circuit attorneys also attend homicide crime scenes to support the investigative process. The CAO created the unit 2015.

St. Louis Circuit Court

- ▶ Gun Docket – Three judges oversee a streamlined process for handling C and D felony gun crimes. This docket was created in 2013 and revised in 2015.

Local Community Initiatives

Violence Prevention Collaborative

- ▶ The Collaborative is convened by the United Way of Greater St. Louis and Washington University in St. Louis to address gun violence as a public health issue. Thirty-six partner agencies lead a number of violence prevention initiatives to coordinate services for those in the community who are at the highest risk of experiencing violence. A Request for Proposals was released in January 2017 to hire a consultant to guide the development of a governance structure and decision making process. Initiative began in 2015.

Youth Violence Prevention Partnership

- ▶ The Partnership is a multi-sector collaborative supporting the public health approach to youth violence reduction. It formed to implement the Youth Violence Prevention Community Plan developed in 2012 by more than 200 service providers and funders. The original plan had 49 strategies organized around P.I.E.R. (Prevention, Intervention, Enforcement and Re-Entry). The Partnership is now working to narrow the strategies to a more workable number.

Stakeholders described local services to reduce gun violence in St. Louis neighborhoods

Current Programs to Address Gun Violence

Local Community Initiatives

Better Family Life

- ▶ Direct Neighborhood Engagement – Outreach specialists, with deep knowledge of the local culture, reach out to residents in hot spot neighborhoods to conduct household assessments (on front porches and in living rooms) and connect people to resources. Case managers follow-up to assist residents with obtaining needed services. Community assets are identified to help improve neighborhoods and strategic partnerships are formed with law enforcement, churches, universities, etc.
- ▶ Yardsign Campaign – Non-violent messages are promoted through yard signs. Thousands of signs with “We Must Stop Killing Each Other” are posted in hotspot neighborhoods. Signs with the positive message “We Must Start Loving Each Other” have been added.
- ▶ Gun Violence De-escalation Centers – Because outreach specialists received requests to help resolve conflicts before violence occurred, four neighborhood-based de-escalation centers were established in churches in December 2016. Family members visit the centers requesting intervention and mediation for their loved ones to help prevent violence and retaliation.

NORTH COUNTY
Greater St. Mark Family Church 9950 Glen Owen Dr.

NORTH CITY
New Northside Missionary Baptist Church 8645 Goodfellow Blvd.

MID-TOWN
Washington Metropolitan A.M.E. Zion Church 613 N. Garrison Ave.

SOUTH CITY
Curby Memorial Presbyterian Church 2621 Utah St.

Live and Let Live
ST. LOUIS METROPOLITAN AREA
GUN VIOLENCE DE-ESCALATION CENTERS
Know of a Conflict that May Escalate to Gun Violence.
Visit one of the 4 De-Escalation Centers.
Any Tuesday, between the Hours of 5pm - 7pm
Be Prepared to be Interviewed
For Immediate De-Escalation Activity, Do Not Hesitate, Call:
314.203.3900

We Must Stop Killing Each Other

We Must Start Loving Each Other

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Despite these positive signs, stakeholders identified several key challenges St. Louis faces

Key Challenges Identified in Stakeholder Interviews:

Community Barriers

- ▶ Neighborhoods with high levels of poverty, few resources, large population loss, disinvestment, poor schools and isolated, dysfunctional families
- ▶ Racial and economic divisions within St. Louis city
- ▶ Historical divisions between St. Louis city and the county
- ▶ Easy access to guns

Gaps in Law Enforcement

- ▶ Reactionary police department
- ▶ Low levels of trust in the police
- ▶ Uneven treatment of community members and attention to violent acts
- ▶ Lack of positive interactions in high crime areas
- ▶ Need for greater coordination across agencies and jurisdictions to set collaborative priorities and take action
- ▶ Lack of quality, shared intelligence information within and across agencies
- ▶ Lack of community involvement and willingness to serve as witnesses to shootings

Gaps in Services

- ▶ Lack of intervention services for key groups – at-risk youth, juveniles, low-level offenders
- ▶ Lack of trauma-informed services and training for staff working with youth
- ▶ Lack of drug treatment and mental health services
- ▶ Inability of resources and services to reach the neediest and highest risk individuals and their families
- ▶ Lack of outreach workers, case managers and wrap around services in violent crime hot spots

Gaps in Gun Violence Strategies

- ▶ Lack of leadership on this issue
- ▶ Lack of follow-up and sustained action
- ▶ Lack of priorities and partnerships
- ▶ Need for new and innovative approaches to the problem



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In the focus groups, community members gave their perspectives on living in high gun violence and low gun violence neighborhoods

High Gun Violence Neighborhoods

Adult Focus Group Perspective

- ▶ Best Parts of Area – The public facilities (schools and parks) that anchor the neighborhoods; connectedness of neighbors; monthly meetings for sharing
- ▶ Worst Parts of the Area – The numerous vacant properties causing decline; large neighborhoods making it difficult to organize people to participate; years of urban flight creating disinvestment; reports showing disproportionate crime but don't account for criminals who get arrested there and do not live there

Youth Focus Group Perspective

- ▶ Best Parts of the Area – The recreation centers and the local learning center
- ▶ Worst Parts of the Area – The violent acts that force local stores to close early; not feeling safe; wandering dogs

Low Gun Violence Neighborhoods

Adult Focus Group Perspective

- ▶ Best Parts of Area – The public and private cultural facilities; restaurants, shops and art galleries; housing district with vibrant colors
- ▶ Worst Parts of the Area – Disconnected neighbors; residents who post racist comments on social media; the Delmar Avenue divide separating Grand Square to the south from urban blight to the north

Youth Focus Group Perspective

- ▶ Best Parts of the Area – It's home; there's good food; a church on every block
- ▶ Worst Parts of the Area – The vacant homes; not feeling safe; the poverty and lack of opportunities; feeling that "we're forgotten about"

Adult perspectives on the extent of gun violence and working with the police varied by the type of neighborhood

High Gun Violence Neighborhoods

Adult Focus Group Perspective

- ▶ Extent of Gun Violence – A big problem. Nuisance properties and negligent property owners create a pipeline for tenants prone to violence. Some believe there's less gun violence in their neighborhoods recently, but perceive its spreading to surrounding neighborhoods.
- ▶ Willingness to Work with Police – Older people call police about crime; youth are less willing to cooperate. None are willing to be witnesses for fear of retaliation and don't see convictions or adequate safety to reassure witnesses. Residents want a stronger police presence, officers not to be pulled to events in other areas and officers allotted to neighborhoods based on frequency of crime.
- ▶ Assessment of Police – Police seem to know residents and criminals in these areas; they are doing the best they can with limited resources. Some believe corruption exists at higher levels, which impacts patrol. Many believe the manner in which people communicate with police impacts how they are treated by officers.
- ▶ Access to Guns – Extremely easy to obtain guns; neighborhoods are viewed as a "free for all" when it comes to guns. Some suspect guns are brought in by whites.
- ▶ Preventing Gun Violence – Additional resources and services are needed to meet the needs of residents. Youth don't answer to anyone and are desensitized to violence with high exposure in childhood; they need accountability and correction. Caring and concerned adults must come together and promote love and truth and provide leadership in- and outside the home. The city must get control of the rental market.

Low Gun Violence Neighborhoods

Adult Focus Group Perspective

- ▶ Extent of Gun Violence – A small problem. Shootings are rare. It's a big problem north of the Delmar Divide but not to the south, where there's private security. This historical division resulted in resources and development going south of the divide, and depletion of resources to the north.
- ▶ Willingness to Work with Police – Residents are willing to work with police and serve as witnesses. Perpetrators of shootings viewed as non-residents, so they don't fear retaliation. Law enforcement officers and leaders as well as first responders live in the neighborhoods and provide a positive presence.
- ▶ Assessment of Police – Police seem to be "friends of the neighborhood" and very reliable. Some indicated the city can't afford for shootings to come across the Delmar Divide.
- ▶ Access to Guns – If you know the right people, anyone can get access to illegal guns. Some believe its difficult for youth unless they take one from their parents.
- ▶ Preventing Gun Violence – Youth need more positive activities, structured time and adult engagement. Less social media exposure would be beneficial, and more investment overall in youth.

Youth perspectives differed from adult perspectives, and they were much more negative toward police

High Gun Violence Neighborhoods

Youth Focus Group Perspective

- ▶ Quality of Local Schools and School Resource Officers – Don't like the schools; kids are unruly and adults are prepared to fight students. School resource officers don't talk to students about their needs or opportunities. School bus is safe, but when walking home kids encounter gangs, attempted robberies, loose dogs and prostitution.
- ▶ Reasons for Involvement in Guns, Crime and Violence – Exposed to violence at all times; music and music videos make it look glamorous. Some believe this generation is weaker than previous ones and would rather remove a problem with a gun than get beat up or fight. Kids can't handle ridicule on social media; ego and pride gets in the way.
- ▶ Willingness to Work with Police – Not willing to work with police because they feel the police don't care; they also fear retaliation. Most police interactions are negative or feel like the police have an eye on them, which adds stress. They would rather have family or friends intervene in a problem, i.e., street justice.
- ▶ Interactions with Police Officers – Police are too late to prevent violence and some reported that officers turn a blind eye to violence. Only one youth had a positive experience with an officer, and it felt "weird."
- ▶ Access to Guns – It's very easy to get a gun; just have to ask a peer or family member.
- ▶ Best Ways to Support Youth – Focus on cyber bullying, social media and conflict over girls. Improve lighting in the neighborhood. Rehab vacant houses. Eliminate prostitution. Police should protect and serve—get to know people and be positive.

Low Gun Violence Neighborhoods

Youth Focus Group Perspective

- ▶ Quality of Local Schools and School Resource Officers – There's a rich history attached to the schools, but also a lack of organization, planning, structure and leadership. Not enough books. Possibility of fights and retaliation. School resource officers and after school programs are great, when sustained. Bus ride home is relatively safe.
- ▶ Reasons for Involvement in Guns, Crime and Violence – Exposed to violence and negativity at a young age; desensitized from fights and shootings occurring both in- and outside their homes. If a child sees love and support it has a profound effect, but "a child will be, exactly what a child sees."
- ▶ Willingness to Work with Police – Not willing to work with police because they come after the fact; they take information from witnesses and then leave. "Retaliation is a real and present danger."
- ▶ Interactions with Police Officers – Police don't have a strong presence and are not proactive. Some wanted to know their neighborhood officer; thought it would help to know what each other is going through. They would like officers to recognize that, "I exist and consider treating me as if you like me."
- ▶ Access to Guns – Kids are just a phone call away from getting a gun via a peer or relative. It's like "looking for some candy."
- ▶ Best Ways to Support Youth – More positivity and opportunities. Community centers and extracurricular activities are helpful, but not if there is a cost or they're not sustained. Temporary nature of programs is harmful. Culture of violence needs to switch to culture of love and forgiveness.

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The Diagnostic Center used social observations to identify differences in high and low gun violence neighborhoods

Systematic Social Observations (SSO)

- ▶ The Diagnostic Center focused on four neighborhoods to collect SSOs.
- ▶ All four neighborhoods had high poverty rates.
 - Two had high rates of gun violence: Wells Goodfellow and Dutchtown
 - Two had low rates of gun violence: Covenant Blu-Grand and Lafayette Square
- ▶ Surveyors went to three street segments in each neighborhood to collect observations.
- ▶ Selected street segments based on hot spot maps showing the location of homicides and gun crimes. High gun violence hot spots had 8 to 11 incidents versus 1 to 7 incidents in low gun violence areas.
- ▶ Used the observations to identify similarities and differences in the physical and social appearances of the neighborhoods, despite similar poverty rates.

High Gun Violence Neighborhoods

	Dutchtown	Wells Goodfellow
Street Segments	<ul style="list-style-type: none"> ▪ Hydraulic Ave. between Keokuk St. and Alberta St. ▪ Michigan Ave. between Osage St. and Keokuk St. ▪ S. Compton Ave. between Keokuk St. and Chippewa St. 	<ul style="list-style-type: none"> ▪ Goodfellow Blvd. between Greer Ave. and St. Louis Ave. ▪ Highland Ave. between Hamilton Ave. and Goodfellow Blvd. ▪ Natural Bridge Ave. between Siemers Ln. and Hamilton Ave.

Low Gun Violence Neighborhoods

	Covenant Blu-Grand	Lafayette Square
Street Segments	<ul style="list-style-type: none"> ▪ Page Blvd. between N. Grand Blvd. and N. Spring Ave. ▪ N. Grand Blvd. between Bell Ave. and Enright Ave. ▪ N. Leonard Ave. between School St. and Martin Luther King Dr. 	<ul style="list-style-type: none"> ▪ Intersection of Jefferson Ave. and Hickory St. ▪ Intersection of Lafayette Ave. and Simpson Pl. ▪ Intersection of Jefferson Ave. and Interstate-44



A number of attributes associated with physical disorder were more heavily concentrated in high gun violence neighborhoods

SSO Analysis

The social observations indicate a number of attributes in the physical environment distinguish high gun violence neighborhoods from those with lower gun violence. The attributes typically associated with physical disorder are more heavily concentrated in high gun violence neighborhoods, including higher amounts of litter and trash; more vacant properties; public streets, sidewalks and signage in disrepair; and lower quality housing stock and commercial buildings.

Average Across Three Observations Per Neighborhood:	High Gun Violence Neighborhoods		Low Gun Violence Neighborhoods	
	Dutchtown	Wells Goodfellow	Covenant Blu-Grand	Lafayette Square
Amount of Litter/Trash on Property/Front Lawns	Somewhat High Trash	Somewhat High Trash	Somewhat Low Trash	Somewhat Low Trash
Amount of Litter/Trash On Curbs/Sidewalks/Streets	Somewhat High Trash	Somewhat High Trash	Somewhat Low Trash	Moderate Trash
Number of Vacant Houses	1-2 Vacant Houses	1-2 Vacant Houses	None	None
Number of Vacant Lots	None	2-3 Vacant Lots	1 Vacant Lot	1 Vacant Lot
Residences with Bars on Windows along Street Segment	2 out of 3 Segments	1 out of 3 Segments	None	None
Number of Public Street Lights along Street Segment	5	4	8	5
Relative State of Public Streets	Moderate Quality	Moderate Quality	High Quality	High Quality
Relative State of Public Sidewalks	Moderate Quality	Somewhat Poor Quality	Somewhat High Quality	Somewhat High Quality
Relative State of Overall Housing Stock	Somewhat Poor Quality	Poor Quality	Moderate Quality	Somewhat High Quality
Relative State of Commercial Establishments	Somewhat Poor Quality	Moderate Quality	Somewhat High Quality	Moderate Quality
Relative State of Street Signage	Somewhat Poor Quality	Somewhat High Quality	High Quality	High Quality
Total Instances of Graffiti	0	0	1	6
How "Safe" the Survey Taker Felt	Safe	Less Safe	Very Safe	Very Safe

Legend: ■ Negative Characteristic → ■ → ■ Neutral Characteristics → ■ → ■ Positive Characteristics

Photos visually highlight the differences in high and low gun violence neighborhoods

High Gun Violence Neighborhoods

Dutchtown



Low Gun Violence Neighborhoods

Covenant Blu-Grand



Wells Goodfellow



Lafayette Square



The location of building condemnations—another sign of physical disorder—is also highly concentrated in high gun violence neighborhoods

Neighborhood Features

- ▶ Analysis of building condemnations in the City of St. Louis in 2016 showed high gun violence neighborhoods having a closer proximity to the highest concentrations of building condemnations, as well as a higher number of condemnations occurring within neighborhood boundaries (areas in darkest blue have the highest number of condemnations).

– Building Condemnations (2016)

Dutchtown	Wells Goodfellow
31	17
Covenant Blu-Grand	Lafayette Square
6	2

- ▶ Review of city-owned cultural and recreation facilities (e.g., parks, museums and recreation centers not including private facilities such as churches) did not show consistent differences between the high and low gun violence neighborhoods.

– Count of Cultural/Recreation Areas

Dutchtown	Wells Goodfellow
5	1
Covenant Blu-Grand	Lafayette Square
2	1

Source: City of St. Louis public datasets, <http://data.stlouis-mo.gov/>

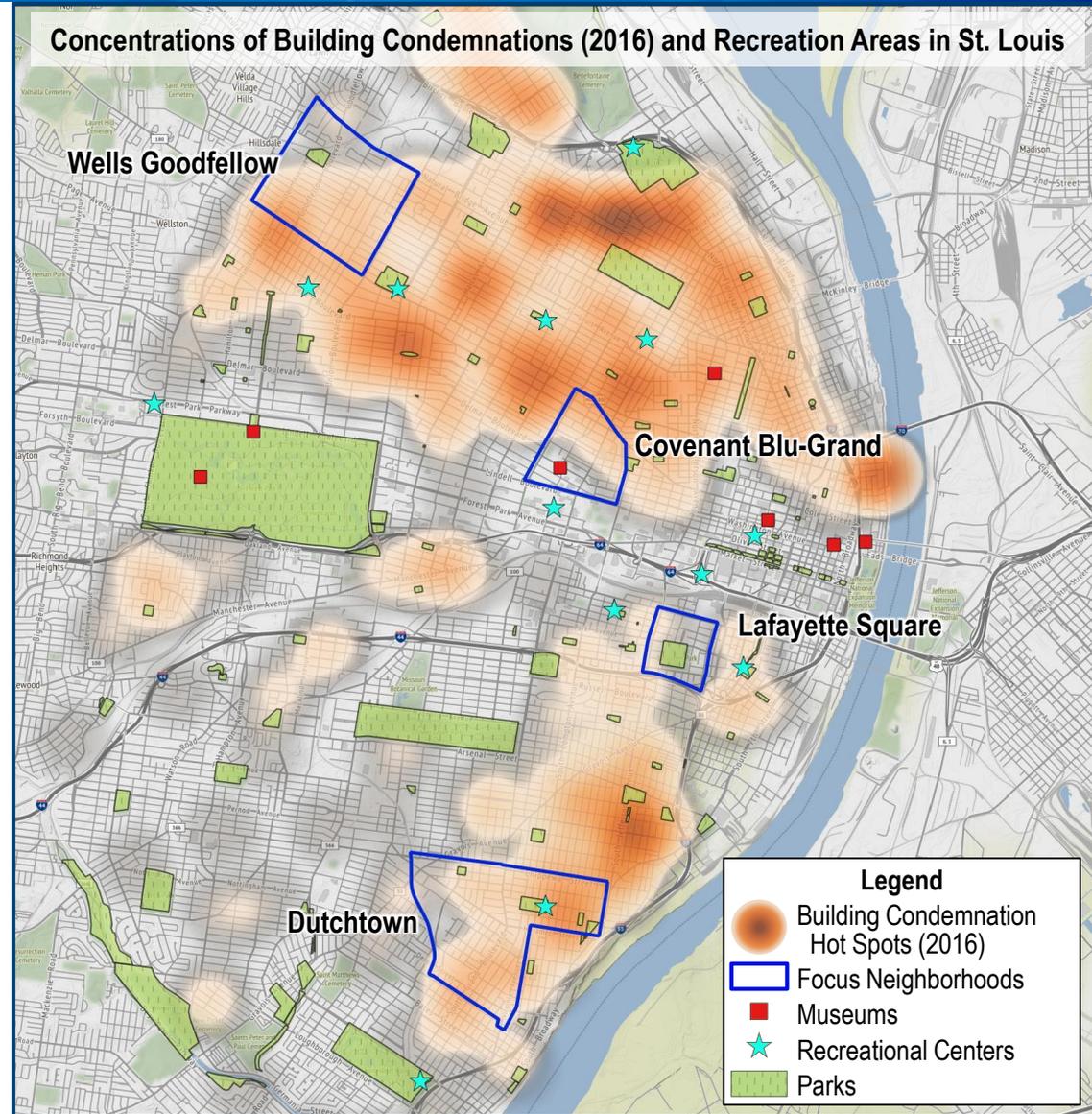
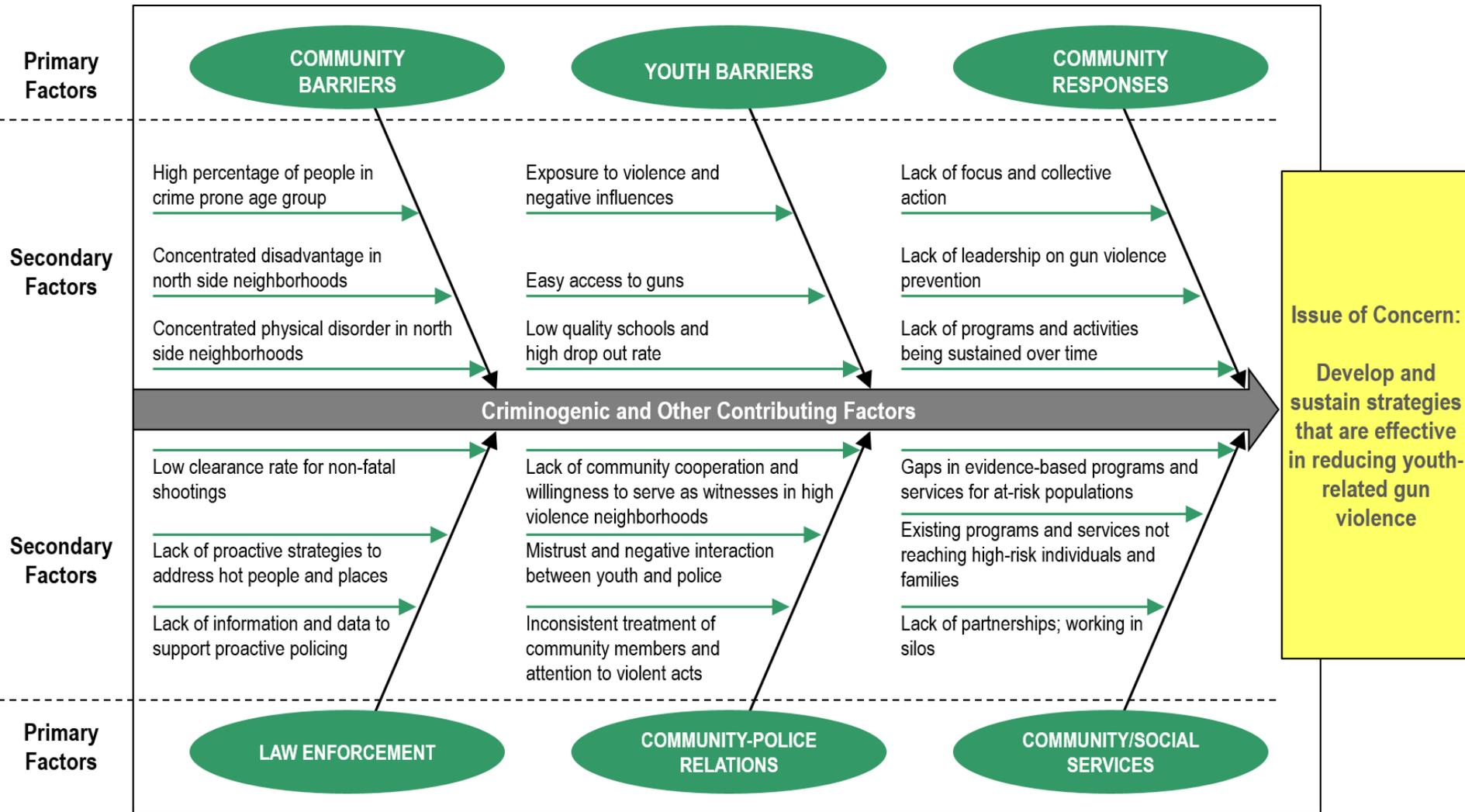


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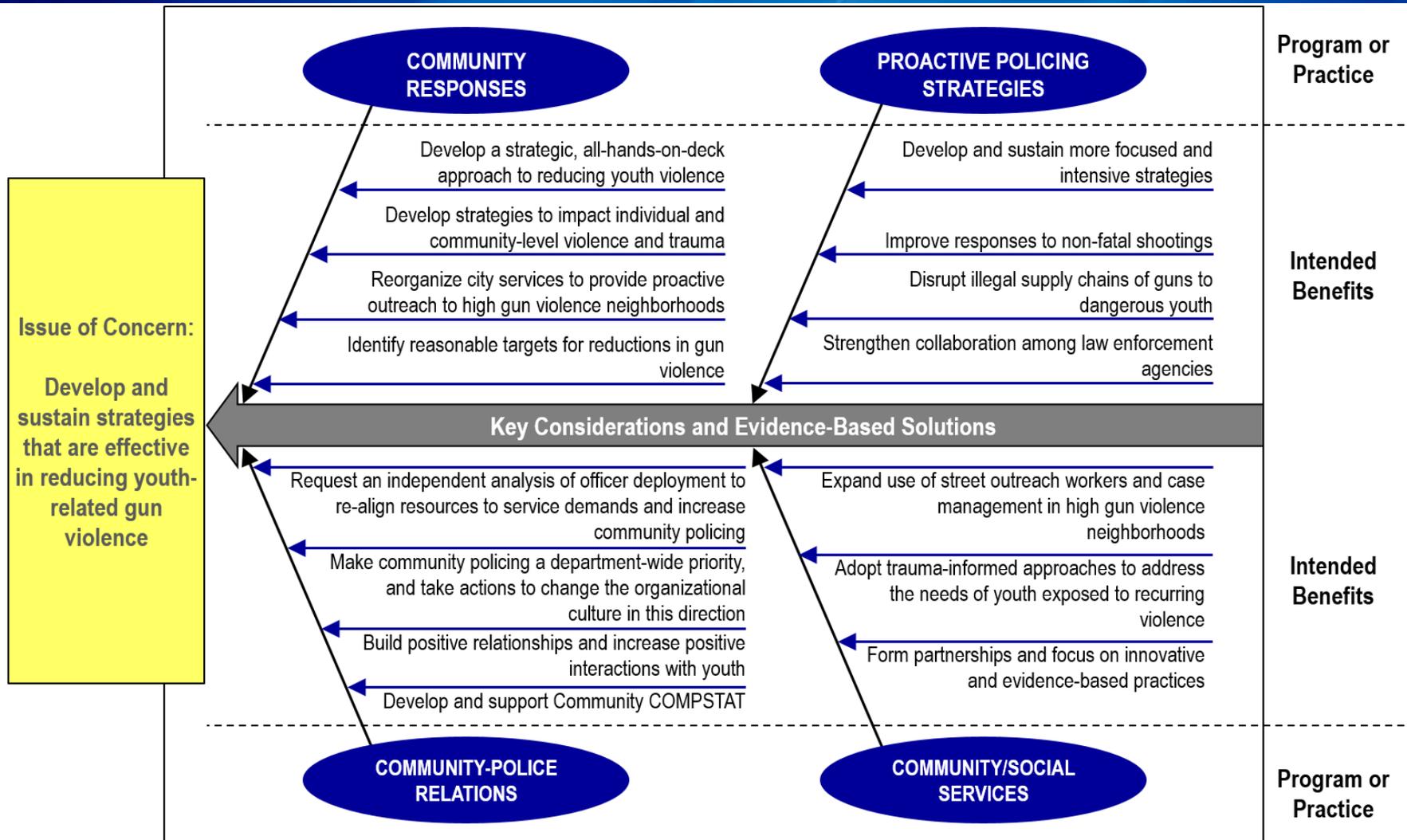
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Based on the data, interviews and research, the Diagnostic Center identified St. Louis' drivers of gun violence



The Diagnostic Center identified model practices to address the contributing factors revealed in the Diagnose Phase



The Diagnostic Center identified a number of promising and evidence-based strategies for reducing gun violence

Violence Prevention Strategies Targeted at Urban Youth

Common Features of Effective Programs

- ▶ Use of street outreach workers
- ▶ Connections with community services and support for high-risk youth

Recommendations for Implementing Effective Programs

- ▶ Focus on youth at highest risk for future violence
- ▶ Pay attention to youth on the cusp of highest risk
- ▶ Communicate to targeted offenders they will receive services to change their lifestyle
- ▶ Train and supervise outreach workers
- ▶ Implement programs with adequate resources
- ▶ Collaborate with multiple city agencies and community members
- ▶ Use data continuously and strategically
- ▶ Conduct long-term studies to calculate returns on investment

Source: *What Works to Prevent Urban Violence Among Proven Risk Young Men? The Safe and Successful Youth Initiative Evidence and Implementation Review, 2013.*



Gun Violence Reduction Strategies Law Enforcement

Hot Places

Gun violence is highly concentrated in a few places or hot spots such as a single building or address; street blocks or segments; or clusters of addresses.

Hot People in Hot Places

A small number of high-rate offenders commit shootings at specific places and times.

Pulling Levers

Focused deterrence strategies, which subject selected offenders to both concentrated law enforcement attention and offers of social services, are associated with reductions in gun violence.

Multi-strategy, Community-based Approaches

These strategies outperform more limited interventions and combine multi-faceted law enforcement strategies, programs targeting community risk factors and community mobilization.

Focus on Non-fatal Shootings

Involvement as a victim or perpetrator in non-fatal shootings is a high risk factor for future gun violence. Data and analysis, investigative resources and victim services focused on non-fatal shootings could be important strategies.

Sources: *SMART Approaches to Reducing Gun Violence, 2014. The Effectiveness of Policies and Programs that Attempt to Reduce Firearm Violence: A Meta-Analysis, 2008. A Tale of Four Cities: Improving Our Understanding of Gun Violence, 2016.*

The Diagnostic Center identified a number of promising and evidence-based strategies for reducing gun violence (continued)

Supply Side Enforcement

Research Findings

- ▶ Crime guns tend to be quite old—10+ years—and have typically gone through multiple transactions before reaching their current owner.
- ▶ Though there is a widespread belief that gun theft plays a significant role in arming dangerous people, data suggests that theft is not how offenders are getting their guns.
- ▶ Offenders tend to rely on their immediate networks of family, friends and gang associates to obtain guns.
- ▶ Criminals are typically not in possession of any one gun for very long and often have relatively brief criminal careers.
- ▶ These findings suggest there is an active underground market which presents promising opportunities for local intervention and enforcement.

Potential Actions

- ▶ Design enforcement strategies to interrupt the supply chain. Learn more about transactions arming dangerous people by analyzing trace data on recovered guns and conducting interviews with gun offenders.
- ▶ Social network analysis may help police understand who is likely to have ready access and where to concentrate efforts to shut down or interrupt supply chains.

Public Health Prevention Strategies

CURE Violence

A public health approach, using trained street violence interrupters and outreach workers, public education campaigns and community mobilization to reduce shootings and killings.

Hospital-based Violence Intervention Program

A public health approach combining brief in-hospital intervention with intensive community-based case management and providing targeted services to high risk populations to reduce risk factors for re-injury and retaliation while cultivating protective factors.

Adverse Community Experiences/Community-Trauma*

Children and youth exposed to recurring violence often suffer psychological trauma and even exhibit symptoms of PTSD. Boys and men of color are at higher risk of trauma due to multiple factors including higher rates of incarceration and more exposure to violence. *Trauma informed approaches* to care are now standard for individuals with trauma. Recent research has focused on *community-level trauma*, the product of the cumulative impact of incidents of interpersonal, historical and intergenerational violence. Just like individuals, communities need to heal from the trauma and develop *resilience*, or the ability to recover from and/or thrive despite the prevalence of adverse conditions. Community-level strategies should focus on improving the social, physical and economic environments.



Using these model practices, the Diagnostic Center prepared several recommendations

Factor #1: Community response to youth violence

Strategic Improvement

The City of St. Louis should develop a strategic, all-hands-on-deck approach to reducing its high levels of youth violence.

Model Practices

- ▶ Identify a local individual or organization to lead a strategic and focused approach to reducing the persistent violence perpetrated by and against the city's youth. Coordinate the numerous efforts addressing this problem, promote evidence-based solutions, seek funding from public and private sources and track overall progress (see slide 61 for monitoring data).
- ▶ Establish an on-going consultation process (e.g., surveys, focus groups, town halls) for obtaining regular input from the community members who are most impacted by the violence, including youth.
- ▶ Develop strategies that impact both individual-level and community-level violence and trauma. The Diagnostic Center's recommendations focus more on individual-level strategies. The city's comprehensive approach should incorporate these strategies and add community-level strategies that focus on three inter-related environments in high violence neighborhoods:
 - Social/cultural environment—to support community healing, connections between people and shifting norms to support healthy behaviors.
 - Physical environment—to reduce deterioration, create spaces for positive interaction and make public spaces appealing to residents.
 - Economic environment—to improve job and educational opportunities.
- ▶ Re-organize city services and their funding sources to enable *proactive outreach* to high violence neighborhoods. A number of city services can reduce the physical disorder found in high violence neighborhoods and improve safety. This includes the following city agencies and services:
 - Refuse Division (trash removal).
 - Board of Public Service and Streets Division (sidewalk repair).
 - Traffic Division (street signage improvements).
 - Building Division (building demolition, board ups).
 - Parks Division and Forestry Division (overgrown lots, parks, trees).
 - Department of Health, Animal Care and Control (removal of wandering dogs).
 - Building Division, City Counselors' Problem Properties Division, SLMPD (addressing problem properties where repeated criminal activity occurs).
- ▶ Identify targets for reductions in homicides and non-fatal shooting incidents. Based on past data, a 5 percent-10 percent per year reduction and 25 percent-50 percent reduction in five years are reasonable targets.

Using these model practices, the Diagnostic Center prepared several recommendations (Continued)

Factor #2: Proactive policing strategies to reduce gun violence

Strategic Improvement

SLMPD should set priorities and enhance, assess and sustain proactive strategies to reduce gun violence.

Model Practices

- ▶ Develop more focused and intensive strategies known as “Hot People in Hot Places” by:
 - Enhancing crime analysis and intelligence gathering capabilities within SLMPD.
 - Developing criteria and data to identify chronic violent gun offenders and chronic violent hot spots (or “hot list” of individuals and places causing the greatest harm) and link them with proactive intervention strategies beyond increased police presence.
 - Develop systematic methods for sharing, on a regular basis, the hot lists and other key data with the gang unit, detectives, patrol officers, etc.
- ▶ Improve responses to non-fatal shootings by:
 - Collecting and reporting data on non-fatal shootings (separate from aggravated assaults).
 - Helping to link shooting victims and perpetrators to services and supports to prevent further involvement in gun violence.
 - Focusing investigatory and other resources on non-fatal shooting incidents to improve clearance rates.
 - Implementing recommendations of the Violence Reduction Network on non-fatal shooting model practices.
- ▶ Develop strategies to disrupt illegal supply chains of guns to dangerous youth by:
 - Interviewing gun offenders; asking about their source of crime guns and the nature of the transactions.
 - Analyze trace data to determine whether there is evidence of straw purchasing and work with dealers with multiple straw purchases.
 - Conducting undercover gun buys from people suspected of selling illegal guns in high gun violence neighborhoods.

There is evidence to support this approach. While a number of St. Louis stakeholders expressed the belief that criminals get access to guns through theft, research indicates theft is typically not the source of crime guns. Focus group respondents indicated individuals in high violence neighborhoods easily access guns by contacting someone in their social network.
- ▶ Strengthen collaboration among law enforcement agencies – Circuit Attorney’s Office, Missouri Probation and Parole, U.S. Attorney’s Office and other federal agencies; set collective priorities, share data and information and track outcomes related to gun violence.



Using these model practices, the Diagnostic Center prepared several recommendations (Continued)

Factor #3: Community-police relations

Strategic Improvement

SLMPD should improve relationships with youth and strengthen community policing goals and practices to increase community cooperation and trust in the police.

Model Practices

- ▶ An independent analysis of officer deployment should be conducted to assess opportunities to re-align resources to fit service demands and increased community policing strategies in high violence neighborhoods.
- ▶ Make community policing a department priority, expressed through management actions, training and performance evaluations. Provide support for patrol officers to engage the community and build positive relationships.
- ▶ Focus on building relationships with youth and increasing positive youth interactions* by:
 - 1) Developing a clear organizational vision for positive police-youth interactions; working with the community, including youth.
 - 2) Developing strong partnerships with youth-serving, community-based organizations.
 - 3) Providing officers with training on the impact of teen brain development on their perceptions and responses.
 - 4) Adopting trauma-informed policies and practices to guide police-youth interactions.
 - 5) Reviewing the role of school resource officers to focus their efforts on building positive relationships and trust rather than discipline and law enforcement.
 - 6) Building in time for patrol officers to visit, on a frequent basis, public places where youth congregate (e.g., schools, parks, recreation centers, basketball courts) and participate in activities or visit with youth.
- ▶ Support the development and evaluation of Community COMPSTAT currently being planned by the Community Engagement and Organizational Development Unit. Community COMPSTAT will involve regular meetings where police share real-time crime data and analysis with social service providers in order to spark innovative and real time solutions for high risk individuals and their families, aimed at interrupting the cycle of violence.

*Sources: A Toolkit for California Law Enforcement: Policing Today's Youth, Police Foundation https://www.policefoundation.org/wp-content/uploads/2016/03/PF_IssueBrief1_Intro.pdf; Lum, C., Koper, C.S., Gill, C., Hibdon, J., Telep, C. & Robinson, L. (2016). An Evidence-Assessment of the Recommendations of the President's Task Force on 21st Century Policing — Implementation and Research Priorities. Fairfax, VA: Center for Evidence-Based Crime Policy, George Mason University. Alexandria, VA: International Association of Chiefs of Police.

Using these model practices, the Diagnostic Center prepared several recommendations (Continued)

Factor #4: Community/social services	
Strategic Improvement	Community-based and social service providers should tear down silos, create comprehensive partnerships, focus on evidence-based practices and bring critical services directly to individuals and families in high violence neighborhoods.
Model Practices	<ul style="list-style-type: none"> ▶ Support, expand and enhance services and programs that: <ul style="list-style-type: none"> – <i>Use street outreach workers with deep knowledge of the local culture</i> to engage directly with high-risk individuals and families in their neighborhoods. – <i>Connect services and support to high-risk individuals and families</i>, including youth who can be diverted from the juvenile justice system to prevent further involvement, youth aged 17-20 who are no longer juveniles (after age 16) and cannot receive service referrals and victims of non-fatal shooting incidents. – <i>Provide case management</i>, a collaborative process that links clients with appropriate providers and resources throughout the continuum of social services and care settings, while ensuring that the care provided is safe, effective and client-centered. ▶ Adopt trauma-informed approaches to address the needs of individuals who have experienced trauma, particularly young people exposed to recurring violence. Research indicates there is a connection between early exposure to violence and negative outcomes later in life. Trauma-informed approaches help individuals feel safe and learn to de-escalate their emotions and responses. A program, organization or system that is trauma-informed: <ul style="list-style-type: none"> – Realizes the widespread impact of trauma and understands potential paths for recovery. – Recognizes the signs and symptoms of trauma in clients, families, staff and others. – Responds by fully integrating knowledge about trauma into policies, procedures and practices. – Seeks to actively resist <i>re-traumatization</i>.* ▶ Build partnerships among local government agencies, law enforcement, public health and social services to share information, coordinate, focus on high risk people and places and implement more creative and innovative solutions. Together, develop strategic interventions that reduce risk factors and improve protective factors for individuals, families and neighborhoods in high violence areas.



*Source: <https://www.samhsa.gov/trauma>

As St. Louis takes action to reduce youth-related gun violence, it should collect data to monitor progress and evaluate interventions

The following indicators should be used to:

- 1 Document change over time in rates of youth violence
- 2 Evaluate the effectiveness of interventions to reduce youth violence

Indicator	Details	Collection/Review Frequency:
Age-specific rates of firearm and non-firearm violent offenses	<ul style="list-style-type: none"> ▶ Homicide, aggravated assault, robbery and rape 	Monthly & Annually
Age-specific rates of nonfatal shootings	<ul style="list-style-type: none"> ▶ Violent offenses in which a firearm is discharged ▶ Violent offenses in which the victim is wounded 	Monthly & Annually
Arrest clearance rates for violent offenses	<ul style="list-style-type: none"> ▶ By victim age, gender, race-ethnicity and offense type 	Monthly & Annually
Data coded at the address level for geospatial analysis	<ul style="list-style-type: none"> ▶ Violent crime, shooting and clearance rates coded at the address level ▶ Aggregated to St. Louis neighborhoods, census tracts or other spatial coverings 	Monthly & Annually

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The Diagnostic Center proposes the following training areas to support a coordinated, system-wide response

Training and Technical Assistance Plan

Proactive Policing Strategies

Synopsis: In addition to TTA being provided by the Violence Reduction Network, training on the use of focused deterrence to reduce gun violence is proposed. This is an evidence-based practice that has proven to be effective in reducing gun violence, if implemented appropriately.

Community/Social Services

Synopsis: Increase the capacity of St. Louis' law enforcement agencies and service providers to integrate trauma-informed approaches into their work. Trauma-informed approaches help young people who have experienced violence, witnessed violence or had other traumatic experiences in their lives.

Build Peer-to-Peer Relationships

Synopsis: Build capacity among St. Louis organizations and agencies to reduce gun violence and fill existing service gaps by providing a peer visit to a city that has successfully implemented the evidence-based CURE Violence model including a hospital-based component for violence interruption.

TTA Topic #1: Proactive Policing Strategies

The City of St. Louis can receive training on the use of focused deterrence.

1

Training on the use of focused deterrence as a strategy to reduce gun violence

The Diagnostic Center will provide the law enforcement community in St. Louis with training on focused deterrence—what it is, how it is implemented effectively, examples in other jurisdictions, role of community and service providers and how it can impact gun violence. This will be a one day training involving key decision makers in SLMPD and the Circuit Attorney’s Office.

- ▶ **Potential Training Providers:** Tom Woodmansee (OJP Diagnostic Center) and Marty Sumner (Subject Matter Expert, former High Point chief of police)
- ▶ **Target Audience:** Decision makers in SLMPD, Circuit Attorney’s Office and key service provider agencies

TTA Topic #2: Community/Social Services

St. Louis law enforcement agencies and service providers can receive training on trauma informed approaches.

2 Training on trauma informed approaches to improve interactions and services for young people

Training on trauma informed approaches will be provided by a national expert from the National Center for Child Traumatic Stress. The expert will provide an eight hour training in two blocks over two days. Each block will have 30 people including representatives from police, probation and parole, juvenile court, community-based programs and social service providers.

- ▶ **Potential Training Providers:** Dr. Isaiah Pickens, National Center for Child Traumatic Stress
- ▶ **Target Audience:** SLMPD, Division of Probation and Parole, Juvenile Court, community programs and service providers

TTA Topic #3: Community/Social Services

St. Louis service providers can receive technical assistance on the CURE Violence model.

3

Peer Exchange on the CURE Violence model and hospital-based approaches to reducing gun violence

The Diagnostic Center will support a peer exchange between St. Louis and another city that has successfully implemented the CURE Violence model including a hospital-based component. The peer visit will create an opportunity for a team of representatives from St. Louis to learn the purpose, implementation and outcome of CURE Violence in a city like New Orleans (Louisiana) that has experienced high levels of gun violence but recently had significant reductions in homicide. St. Louis officers can also learn from New Orleans' use of police-youth dialogues to improve relationships with youth.

- ▶ **Potential Training Providers:** Technical assistance will be provided by peer agencies in New Orleans
- ▶ **Target Audience:** Representatives from SLMPD, community-based and social service agencies and public health providers

Next Steps and Contact Information

Next Steps

Thank you for working with the Diagnostic Center. We will coordinate activities with you to minimize the impact on your regular duties.

Our next steps are to:

- ▶ Discuss recommendations and identify and prioritize implementation activities
- ▶ Identify SMEs and/or TTA providers to support an implementation plan
- ▶ Develop an implementation plan based on the community's feedback

Contact Information for the OJP Diagnostic Center

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The SSO collection tool also identified some descriptive features of the neighborhoods, although they did not have a strong correlation to neighborhood violence levels

	High Gun Violence Neighborhoods		Low Gun Violence Neighborhoods	
Observations Summaries:	Dutchtown	Wells Goodfellow	Covenant Blu-Grand	Lafayette Square
Police Present/Driving through Segment	Observed Once out of Three Segments	Observed Once out of Three Segments	None	None
Density of Motor Vehicles Traffic	Somewhat High Density	Somewhat High Density	Somewhat High Density	High Density
Density of Pedestrian Traffic	Somewhat High Density	Moderate Density	High Density	Very Low Density
Total Number of People Present on all Street Segments	33	7	24	2
Breakdown of People Present by Ages	<ul style="list-style-type: none"> • 8 Teenagers • 14 Young adults • 11 Adults 	<ul style="list-style-type: none"> • 2 Young children • 2 Young adults • 3 Adults 	<ul style="list-style-type: none"> • 1 Teenagers • 4 Young adults • 17 Adults • 2 Older adults 	<ul style="list-style-type: none"> • 2 Young adults
Types of Commercial Businesses Present	<ul style="list-style-type: none"> • Grocery 	<ul style="list-style-type: none"> • Accountant • Car Wash • Dry Cleaner • Gas Station • Motel/ Hotel • Personal Services 	<ul style="list-style-type: none"> • ATM • Cash Checking • Gas Station • Government • Grocery • Medical Services • Motel/Hotel • Personal Services • Restaurants 	<ul style="list-style-type: none"> • Personal Services
Best Categorization of Racial/Ethnic Make-up	<ul style="list-style-type: none"> • Mostly African American - Hydraulic Ave. & S. Compton • Very Mixed - Michigan Ave. 	<ul style="list-style-type: none"> • Mostly African American - Goodfellow & Natural Bridge Ave. • Very Mixed - Highland 	<ul style="list-style-type: none"> • Mostly African American - Page Blvd., Grand & N. Leonard Ave. • Mostly African American - South Jefferson 	<ul style="list-style-type: none"> • Mostly White - Lafayette Ave. • (No people observed on other segments)