



CITY OF NEW ORLEANS

NOLA

MAY 2012

FOR

LIFE

*A Comprehensive Murder Reduction Strategy*



# Message from Mayor Landrieu

To my fellow New Orleanians:

It is no secret that, for many decades, New Orleans has had a murder rate that is much higher than the national average. We, like most urban cities in America, have an epidemic on our hands.

It remains my top priority as Mayor of New Orleans to end the cycle of violence on our streets, and to create a culture that celebrates life. We can and we must prevent murders.

After taking office in 2010, I invited the U.S. Department of Justice to partner in the complete transformation of the New Orleans Police Department. We have invested in prevention – working to promote jobs and opportunity, to get involved and rebuild neighborhoods, and improve the NOPD. We have made great progress, but there is still much more to do.

I have tapped Police Chief Ronal Serpas and Commissioners James Carter and Karen DeSalvo to lead the city’s comprehensive murder reduction efforts. **NOLA FOR LIFE: A Comprehensive Murder Reduction Strategy** lays out the approach my team will take to make our streets safe.

I want to thank the many community members, law enforcement officials, social service providers, educators, parents, youth, federal officials and national crime experts who have provided us with much insight and wisdom to tackle this important challenge. I am counting on your continued commitment and partnership.

Ending murders in New Orleans will not be easy, but it is a fight we must all be in together. Our city has overcome hard challenges before and I believe the people of New Orleans, with the help of our partners, have the power to create safe and healthy neighborhoods where generations to come will flourish.

Sincerely,



Mitchell J. Landrieu,  
Mayor, City of New Orleans



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# Executive Summary

Mayor Mitch Landrieu's top priority is to end the cycle of death and violence on the streets of New Orleans, and to create a culture that celebrates life. For decades, this problem has held us back. From 1979, the City of New Orleans has had a murder rate that on average was 7 to 8 times higher than the national rate.

In 2011, on the streets of New Orleans, 199 individuals lost their lives to murder. This is unacceptable and must be stopped. NOLA For Life is a comprehensive, holistic approach that seeks to address the problem of murder on a variety of different levels.

This document lays out the city's Comprehensive Murder Reduction Strategy going forward, which builds upon and expands the work done from May 2010 to present. The city is committed to taking a public health approach to reducing murders. Our initiatives can be broken down into five main categories: Stop the Shooting, Invest in Prevention, Promote Jobs and Opportunity, Get Involved and Rebuild Neighborhoods and Improve the NOPD.

Mayor Landrieu has tapped Police Chief Ronal Serpas, Criminal Justice Commissioner James Carter and Health Commissioner Dr. Karen DeSalvo to lead this effort on behalf of City Hall. It is our mission to have youth and families flourishing in safe and healthy neighborhoods, with access to quality educational, economic and cultural opportunities that allow them to become self-reliant, self-sufficient and creative human beings capable of giving back to the world.

# Desired Outcomes

## STOP THE SHOOTINGS

Focus like a laser on the small percentage of young men who are killing and being killed. Our message to them: stop shooting.

- PROJECT SAFE NEIGHBORHOODS
- VIOLENT CRIME IMPACT TEAMS (VCIT)
- CEASEFIRE NEW ORLEANS
- OPERATION FULL CIRCLE
- GROUP VIOLENCE REDUCTION STRATEGY

## INVEST IN PREVENTION

We cannot arrest our way out of this problem. NOLA For Life puts a heavy focus on helping our young people build the skills they need to succeed and be productive citizens.

- MAYOR'S STRATEGIC COMMAND TO REDUCE MURDERS
- SAVING OUR SONS: MIDNIGHT BASKETBALL
- PROTECTING MENTAL HEALTH SERVICES
- CONFLICT RESOLUTION & TARGETED SERVICES IN SCHOOLS
- SCHOOL COMMUNITY RESPONSE PROGRAM
- FAMILY VIOLENCE PREVENTION STRATEGY
- SAVING OUR SONS: MENTORING PROGRAM

## PROMOTE JOBS AND OPPORTUNITY

We have to give people a hand up in turning their lives around. Jobs can go a long way in providing hope and opportunity.

- EXPAND RECREATIONAL OPPORTUNITIES
- MAYOR'S SUMMER YOUTH EMPLOYMENT PROGRAM
- LOT MAINTENANCE PILOT PROGRAM
- COMPREHENSIVE REENTRY STRATEGY

## GET INVOLVED AND REBUILD NEIGHBORHOODS

To make New Orleans safe we all need to do our part, get involved and rebuild our neighborhoods. We need everyone to have skin in the game.

- FIGHT THE BLIGHT
- NOLA FOR LIFE VOLUNTEER DAYS
- LIGHT UP THE CITY
- QUALITY OF LIFE STAT
- NOPD COMMUNITY PARTNERSHIPS
- PUBLIC AWARENESS CAMPAIGN
- COMMUNITY SUPPORT FOR VICTIMS OF VIOLENCE

## IMPROVE THE NOPD

We launched a comprehensive 65-point plan to completely remake the police department and today we are moving full speed ahead.

- NOPD LEADERSHIP TRAINING
- PROACTIVE HOT SPOT & COMMUNITY POLICING
- STAND UP NOPD CRIME LAB
- BEEF UP NOPD HOMICIDE UNIT
- PROJECT BLOODWORK
- IMPROVE COMMUNITY TRUST WITH THE USE OF PROCEDURAL JUSTICE
- INCREASE ANALYTICAL CAPACITY AT NOPD
- RELEASE PUBLIC CALLS FOR SERVICE DATA

# Comprehensive Murder Reduction Strategy

## INTRODUCTION

### THE PROBLEM

Over 13,000 Americans are murdered annually. The City of New Orleans has a murder rate ten times the national average and much higher than other comparable cities. In 2011, on the streets of New Orleans, 199 individuals lost their lives as victims of murder.

### VISION

Youth and families flourishing in safe and healthy neighborhoods, with access to high quality educational, economic, and cultural opportunities that allow everyone to become self-reliant, self-sufficient and creative human beings capable of giving back to the world.

### MISSION

Work with community and agency partners to develop and implement a comprehensive strategy that reduces murders in the City of New Orleans by employing targeted prevention, intervention, enforcement and rehabilitation initiatives.

## STRATEGIC GOALS

#### Strategic Goal #1:

**Develop, implement and support multi-disciplinary and data-driven initiatives that address the following four pillars: Prevention, Intervention, Enforcement and Rehabilitation**

The City of New Orleans is fortunate to have many extraordinary organizations providing programs and services to address the needs of its citizens. This plan seeks to enhance existing initiatives and support the creation and implementation of new initiatives that are data-driven and multi-disciplinary, with the goal of reducing murders.

#### Strategic Goal #2:

**Facilitate effective interagency communication and information sharing**

A major barrier to effective policy creation and implementation is a lack of information sharing across agencies and disciplines. Building on existing efforts, such as the Mayor's Strategic Command to Reduce Murders, the City of New Orleans will encourage and facilitate continued interagency collaboration to ensure that all murder reduction initiatives are well-informed, comprehensive, targeted and can be measured for effectiveness.

#### Strategic Goal #3:

**Promote civic engagement to support the reduction of violence amongst young black males**

Murders can be prevented by changing behavioral norms. The City of New Orleans will promote community engagement efforts that promote the value of all human life, non-violent resolution to conflicts and the investment in the lives of at-risk young black males.

## CURRENT CHALLENGES

Major challenges identified include:

- A lack of trust between law enforcement and the community
- Gaps in and a lack of access to support services in disadvantaged neighborhoods
- The lack of serious consequences for violent crimes and repeat violent offenders
- Ease of availability and use of firearms
- A lack of citywide coordination across various sectors, specifically criminal justice and social services
- Very limited information sharing and communication between educational, health and social services, criminal justice systems and neighborhoods

## COMMON THEMES

Common themes from criminal justice and community stakeholders on suggested areas to focus murder reduction efforts include:

- Improve education, job training and job placement for young black males
- Ensure robust community policing that builds relationships and trust
- Ensure availability of targeted, effective social services and prevention programs
- Ensure targeted law enforcement for most violent offenders
- Improve policies and practices concerning pre-trial services, prosecution and sentencing
- Improve reentry services to reduce the recidivism rate
- Promote hopes and dreams of at-risk males

## CURRENT COMMUNITY-BASED INITIATIVES

Currently in New Orleans, there are a variety of community-based initiatives aimed at stopping the violence. Ranging from mentoring of youth who are at-risk of becoming victims or perpetrators of violence to prisoner re-entry support services, these activities do a lot of good in the community and need to be promoted.

Examples of some promising and successful community-based programming:

- Long-term residential treatment that provides social, academic and self-help skills for youth with emotional/behavioral problems
- Education, tutoring, mentoring, and career and social support development for youth in and transitioning out of foster care
- Culinary and life skills training programs
- Mentoring, small group activities, homework help, tutoring, conflict resolution, communication, social skills development and day programs for young children
- Reentry services for formerly incarcerated individuals, providing advocacy training/skill-building, job training, computer literacy and housing assistance
- Community reintegration programming for youths coming out of juvenile detention, which includes: mentoring, literacy, GED tutoring and an afterschool enrichment program that provides conflict resolution, anger management and in-house mental health counseling

# Phase I: Lay the Foundation



In the first two years of the Landrieu Administration, we began to lay the foundation for change and transformation across all city government. Fighting crime has always been our top priority. That is why before taking office, we invited the Department of Justice into our city to help us rebuild the NOPD, but we have not waited. We launched a comprehensive 65-point plan to completely remake the police department, enhanced the homicide detectives unit, overhauled community-oriented policing, improved our crime lab, revamped the Canine Unit and

instituted a robust Project Safe Neighborhood alliance with local and federal prosecutors.

But law enforcement alone cannot solve our murder problem and we have always taken a broad, holistic approach to get to the root of the problem. Our initiatives can be broken down into five main categories that now make up the simple tenets of NOLA for Life:

- Stop the Shootings
- Invest in Prevention
- Promote Jobs and Opportunity
- Get Involved and Rebuild Neighborhoods
- Improve the NOPD

# Phase I Initiatives

## STOP THE SHOOTINGS - PHASE I

Focus like a laser on the small percentage of young men who are killing and being killed. Our message to them: stop shooting.

- PROJECT SAFE NEIGHBORHOODS
- VIOLENT CRIME IMPACT TEAMS (VCIT)
- CEASEFIRE NEW ORLEANS

## Project Safe Neighborhoods

In the summer of 2010, the city along with our federal partners at the Bureau of Alcohol Tobacco, Firearms, and Explosives (ATF) re-launched Project Safe Neighborhoods. The program dramatically ramped up city-wide efforts to combat gun violence. This ongoing initiative has made over 500 cases and is a great example of how law enforcement working together seamlessly is helping to stop the shootings and hold criminals accountable.

## Violent Crime Impact Teams (VCIT)

The Violent Crime Impact Teams (VCIT) is another part of the great partnership established with ATF. These teams target specific geographic areas that are sometimes no larger than a few blocks, but have experienced an escalation of violent firearms crime. The goal of the program is to identify and arrest the most violent offenders. Although this is a national program in nearly 3 dozen cities, after taking office Mayor Landrieu recognized the need for additional resources here in New Orleans. As a result of the Mayor's advocacy at the highest levels of government, Attorney General Holder committed 27 additional ATF agents to partner with the NOPD on an intense 120-day strike surge.

## Ceasefire New Orleans

CeaseFire New Orleans is a program based on the Chicago CeaseFire model that specifically aims to reduce street violence in Central City. During Phase II, this summer the program will expand to St. Roch.

The CeaseFire model uses outreach workers to interrupt potentially violent situations and resolve them before they escalate. This is achieved by combining science and street outreach to track where violence is heating up and then deploy resources to cool the situation down. CeaseFire New Orleans will employ a team that includes Violence Interrupters and Outreach Workers who are credible messengers with street credibility to mediate conflicts between groups thereby preventing retaliatory shootings and killings.

On average, the Chicago CeaseFire model boasts a 40% - 45% reduction in shootings and killings in program target areas.

## INVEST IN PREVENTION - PHASE I

We cannot arrest our way out of this problem. NOLA For Life puts a heavy focus on helping our young people build the skills they need to succeed and be productive citizens.

- MAYOR'S STRATEGIC COMMAND TO REDUCE MURDERS
- SAVING OUR SONS: MIDNIGHT BASKETBALL
- PROTECTING MENTAL HEALTH SERVICES

### Mayor's Strategic Command to Reduce Murders

The Mayor's Strategic Command to Reduce Murders builds on the Milwaukee Homicide Review Commission. This model has been identified by the Department of Justice as a best practice and for Milwaukee has been instrumental in realizing a significant reduction in murder. The Mayor's Strategic Command to Reduce Murders focuses on prevention by convening murder reviews with community leaders and a diverse array of representatives from the criminal justice system, schools, faith-based organizations, neighborhood groups and others. The Strategic Command supports implementation and evaluation of recommendations that come from the murder reviews, maintains a comprehensive database of murders, nonfatal shootings, and near-fatal domestic violence incidents and provides technical assistance and capacity-building services to criminal justice and community service professionals. The end goal is to get ahead of crime, identify patterns and intervene when possible.

### Saving Our Sons Midnight Basketball



SOS NOLA: Saving Our Sons Midnight Basketball with the New Orleans Hornets is a free weekly basketball tournament for males over 18 years old that provides a safe and constructive space for the young men of New Orleans to interact and build bonds.

### Protecting Mental Health Services

To prevent murder, New Orleans needs a more accessible mental health system. We are fighting to restore cuts and prevent further reductions in funding. In the meantime, last winter, Mayor Landrieu and the City's Health Department released a comprehensive Behavioral Health Resource Guide to better link residents to existing resources. The Behavioral Health Resource Guide provides a comprehensive inventory of all mental health and substance abuse services and related resources available to the citizens of New Orleans. It includes information about programs and services offered in both community and clinic-based settings, delivered by both public and private sector providers and organizations. A revised and updated guide will be released in the summer of 2012.

## PROMOTE JOBS AND OPPORTUNITY - PHASE I

We have to give people a hand up in turning their lives around. Jobs can go a long way in providing hope and opportunity.

- EXPAND RECREATIONAL OPPORTUNITIES
- MAYOR'S SUMMER YOUTH EMPLOYMENT PROGRAM
- LOT MAINTENANCE PILOT PROGRAM

### Expand Recreational Opportunities

To prevent crime, our young people need to have more opportunities to learn, play and grow. With your vote we created the NORD Commission. Mayor Landrieu then doubled funding for recreation, committed over \$100 million dollars to new parks and playgrounds, cutting the ribbon on new recreation space across the city. We tripled the number of kids taking part in 29 kiddie camps, opened 12 pools, an addition of 4 new pools and partnered with world class groups like the Red Cross to teach our kids how to swim. The Mayor and NORDC also launched the "Movies in the Park" program for youth and families, with over 3,075 residents participating. In addition, NORDC provided 1,000 teenagers with an opportunity to attend Teen Camps for the first time. These efforts continue in 2012.



### Mayor's Summer Youth Employment Program



In 2011, The Mayor's Summer Youth Employment Program increased opportunities for summer employment for youth ages 14-21, providing valuable professional experience in high-demand industries. Mayor Landrieu increased funding from \$1 million in 2010, serving 1,000 youth, to \$2.7 million in 2011, serving 2,200 youth. The number of job sites nearly tripled, from 50 in 2010 to 148 in 2011.

### Lot Maintenance Pilot Program

In October 2011, the city began its innovative Lot Maintenance Pilot Program, which provides jobs to neighborhood residents and ex-offenders to cut and clear overgrown lots in the Lower 9th Ward, the area with the highest percentage of vacant lots in New Orleans.

This effort is about creating pathways to prosperity for local residents - particularly ex-offenders who are looking to re-enter the workforce - to work in their own neighborhood and rebuild their city. This program addresses two top priorities: creating jobs and tackling blight, specifically empty, overgrown lots, which are breeding grounds for crime.

To date, they have cut over 1200 lots in the Lower 9th Ward.

## GET INVOLVED AND REBUILD NEIGHBORHOODS - PHASE I

To make New Orleans safe we all need to do our part, get involved and rebuild our neighborhoods. We need everyone to have skin in the game.

- FIGHT THE BLIGHT
- NOLA FOR LIFE VOLUNTEER DAYS
- LIGHT UP THE CITY
- QUALITY OF LIFE STAT
- NOPD COMMUNITY PARTNERSHIPS

### Fight the Blight

Blight threatens public safety, lowers property values, prevents neighborhood stabilization and degrades quality of life. By reducing the number of dangerous, blighted properties, neighborhoods become revitalized, safer places to live. In October 2010, Mayor Landrieu launched a new, aggressive anti-blight strategy aimed at reducing the number of blighted properties in New Orleans by 10,000 in four years. Since then, the City's Code Enforcement and Hearings Bureau has conducted more than 28,000 inspections, demolished 2,280 blighted units, moved over 1,000 properties to code lien foreclosure, and collected nearly \$2 million in blight liens and fines. In 2012, the city will continue to demolish unsafe properties, clear lots and promote homeownership through a revamped \$52.3 million soft-second program, which will put hundreds of New Orleans families into new, often formerly blighted homes.

Plus, Mayor Landrieu's ServeNOLA initiative, in partnership with city departments, nonprofit organizations and neighborhood groups will continue to host "Fight the Blight" cleanup days, which in the last two years has mobilized 1,250 volunteers in 20 neighborhoods to clean up lots, paint parks and generally, help beautify our city.



### NOLA for Life Volunteer Days

As an extension of Fight the Blight, in 2012, ServeNOLA will continue to provide opportunities for citizens to get involved at the neighborhood level in revitalizing communities.

Like Fight the Blight, NOLA for Life Volunteers Days will engage citizens, city agencies and the NOPD to clean up crime hot spots. We're taking the fight to the street by going to the most dangerous corners in the city to take a stand against crime. Together, we will pick up trash, fix street lights, tear down blight and paint over graffiti.

## Lighting up the City

There are 54,400 street lights in New Orleans. When we took office, over 16,000 were dark, requiring major repairs. That's about 29%. Since taking office, we've made over 16,000 repairs. Still, it is an old, Katrina-damaged system and they break as fast as we can fix them. Outages occur daily and thousands still need major repairs.

Our solution is to dedicate an additional \$8 million in one-time hurricane recovery money to fund a surge in repair work so we can get the lights on in every neighborhood by the end of the year. We're going from 3 repair crews to 6 crews, a 5-day work week to a 6-day work week and from 8 hours per day to 13 hours per day. We won't rest until we get the job done.

## Quality Of Life Stat

The Office of Performance Management and Accountability has instituted Quality Of Life Stat, the city's first performance management tool for addressing public nuisance and quality of life issues. These monthly meetings have improved effective and timely responses to quality of life issues raised by residents and police officers in the field. This accountability effort is new, and critical to ensure that the city is hitting its marks and rebuilding our communities.

## NOPD Community Partnerships

Building on the extensive outreach of NOPD Community Coordinating Sergeants and Quality of Life officers, the NOPD has rapidly improved visibility of the police department and has provided avenues for communication and partnership with the community. Actions include, but are not limited to:

- Next of Kin Meetings with the families of murder victims
- Crime Prevention Unit
- Public Access to COMSTAT Meetings
- Public Crime Mapping Information
- Citizen Advisory Panels
- Monthly Crime Walks
- Walk-Throughs at Schools

## IMPROVE THE NOPD - PHASE I

We launched a comprehensive 65-point plan to completely remake the police department and today we are moving full speed ahead.

- NOPD LEADERSHIP TRAINING
- PROACTIVE HOT SPOT & COMMUNITY POLICING
- STAND UP NOPD CRIME LAB
- BEEF UP NOPD HOMICIDE UNIT
- PROJECT BLOODWORK

### NOPD Leadership Training

In the spring of 2012, the highly respected International Association of Chiefs of Police Leadership in Police Organizations (LPO), will train a total of 100 leaders in two separate 3 week sessions. The NOPD will be investing over \$100k in this effort. The city will continue to prioritize the search for additional training opportunities for its law enforcement leaders.

### Proactive Hot Spot & Community Policing

Since November 2001, the NOPD has used Data Driven Approaches to Crime and Traffic Safety (DDACTS) to proactively focus on high-activity crime spots. DDACTS proactive policing is an operational model that integrates location-based crime and traffic crash data to determine the most effective methods for deploying law enforcement resources. In addition, at the start of January 2012, the department began to use the companion mapping strategy called Data Driven Violent Crime Trends (DDVCTS). The NOPD will re-deploy its vehicles to decrease the occurrence of violent crime in the identified “hot spots” by increasing police presence in high-crime areas. This data-driven, proactive approach will allow officers to concentrate on suspicious activities and high-risk offenders, and will have a deterrent effect in high-crime areas. This activity is intended to go beyond simply arresting violators, but broadly seeks to promote a sense of order in identified areas, and requires a solid partnership between police and the community.

### Stand up the NOPD Crime Lab

The U.S. Department of Justice Bureau of Justice Assistance noted in its March 2011 report that “no effective homicide reduction program can be successful without a modern, functioning crime laboratory.” By the end of 2011, the NOPD, with assistance from the ATF, eliminated a multi-year backlog of firearms testing and is now using the Crime Lab in real time. The NOPD, in partnership with the Louisiana State Police, has also eliminated a multi-year backlog of over 800 sexual assault kits. Funded by the Department of Justice, these advances are producing better investigations and will enhance murder reduction efforts in 2012 and beyond.

### Beef Up NOPD Homicide Unit

The new NOPD has followed the Department of Justice’s recommendations and beefed up and reformed the NOPD Homicide Unit going from 16 to 32 detectives, so, immediately following a murder event the area is flooded with both homicide and narcotics officers. The results are more tips from the public and better investigations.

## **Project Bloodwork**

The NOPD began Project Bloodwork in December 2011. Project Bloodwork is an initiative to perform forensic analysis of blood evidence collected from the years 2005 to 2011 from the scenes of burglary-related offenses in Orleans Parish. This analysis will enable the NOPD to successfully identify any DNA profiles present. To assist in this endeavor, the Louisiana State Police Crime Laboratory (LSPCL) agreed at the inception of this project to analyze blood evidence at a rate of five (5) new cases every two (2) weeks.

# Phase II: Fierce Urgency of Now

After examining current initiatives, engaging stakeholders to identify issues that contribute to our murder epidemic, and researching and developing best practice strategies, the city is prepared to execute a laser-focused murder reduction strategy that builds on the solid foundation laid in the last two years. Mayor Landrieu has appointed Police Chief Ronal Serpas, Criminal Justice Commissioner James Carter and Health Commissioner Dr. Karen DeSalvo to lead this effort on behalf of City Hall.

In this phase of our efforts, we will partner with the federal government to ensure that the criminal justice system has the necessary resources to hold violent criminals accountable. There will also be greater emphasis on further improving the NOPD. To ensure the strategic plan and individual initiatives are having the desired impact, outcome measures will be established prior to implementation and evaluated routinely, allowing the city to adjust the plan, if needed.

## STOP THE SHOOTINGS - PHASE II

Focus like a laser on the small percentage of young men who are killing and being killed. Our message to them: stop shooting.

- OPERATION FULL CIRCLE
- GROUP VIOLENCE REDUCTION STRATEGY

## Operation Full Circle

In Operation Full Circle, the Mayor proposes creating a “strike/surge” team of federal law enforcement specialists and federal prosecutors to come to New Orleans on detail from their agencies for 6 months to build cases, indict and prosecute violent gang and drug lords. Federal consent decree negotiations are well underway. While the hard work of transforming the NOPD goes on, there remain immediate and pressing enforcement needs on the ground.

New Orleans needs a short-term, surge of federal enforcement support to remove violent threats and allow communities the safety to rebuild. Federal conspiracy investigations have proven to be an extremely effective tool to target violent street gangs. These efforts will be linked to, and will provide credibility for the “stop it” message of the city’s focused deterrence approach to violent groups and individuals.

### **Objective:**

To ensure that effective, innovative policing and intelligence strategies are employed to reduce murders on the streets of New Orleans, while allocating new resources provided by federal partners

### **Outcome Measure:**

Development of a federal-local partnership that adds capacity to the New Orleans Police Department and the Orleans Parish District Attorney, in order to reduce the prevalence of violent crime and murder

**Performance Indicators Include:**

Number of additional law enforcement agents provided by the DEA, ATF and FBI, and their functionality (e.g. investigation, prosecution, etc.)

Number of violent crime incidents during the six months

Documentation of the local-federal partnership and coordination

**Group Violence Reduction Strategy**

Group Violence Reduction Strategy is an approach designed by criminologist David Kennedy that applies concentrated enforcement within areas of high crime on the groups of individuals that commit violent acts. It is a strategy that is based on the belief that crimes can be prevented when the costs of committing the crime are perceived by the offender to outweigh the benefits. It targets youth at risk of becoming victims of violence as well as violent adult and juvenile offenders who are known chronic offenders. The city’s effort will include three major components:

- Collaborating with respected members of the affected communities to deliver a single message: the violence must stop
- Organizing and building the capacity of social service providers, clergy and probation and parole officers so that they can provide support and services to those that no longer wish to engage in violent lifestyles
- A focused law enforcement effort intended to deter violent behavior and ensure consequences for those who continue to commit violence

The typical impact of the Group Violence Reduction Strategy is a 35% - 60% reduction in community-wide homicides.

**Objective:**

Assemble law enforcement, service providers and community members to deliver a strong message to “stop the violence”, the administration of swift and targeted enforcement for those who continue violence and the availability to access critical social services

**Outcome Measure:**

Change in the criminal behavior of the targeted population and their access to social services

**Performance Indicators Include:**

Number of violent crime incidents among the targeted population

Number of core violent groups dismantled or seriously inhibited

Critical services available to the targeted population

## INVEST IN PREVENTION - PHASE II

We cannot arrest our way out of this problem. NOLA For Life puts a heavy focus on helping our young people build the skills they need to succeed and be productive citizens.

- CONFLICT RESOLUTION & TARGETED SERVICES IN SCHOOLS
- SCHOOL COMMUNITY RESPONSE PROGRAM
- FAMILY VIOLENCE PREVENTION STRATEGY
- SAVING OUR SONS: MENTORING PROGRAM

## Conflict Resolution & Targeted Services in Schools

The City of New Orleans and local school systems will provide and develop a service model (learning, behavioral and family) designed to support students at highest risk for violent outcomes that will address conflict resolution skills and decrease at-risk behaviors. The city and the local school systems will work together to define the appropriate risk factors, and to identify students who are at the highest risk for being involved in a shooting or a killing. In order to ensure that there is appropriate capacity to support students at-risk for violent outcomes, the city will secure commitments from service providers and provide resources if possible, to build their capacity.

### **Objective:**

To identify and provide intervention support to 200 students at highest risk for violent outcomes in local school systems, by promoting implementation of high-quality violence-prevention strategies that develop conflict resolution skills and decrease at-risk behaviors

### **Outcome Measure:**

Development and implementation of high-quality intervention strategies that address conflict resolution skills training and decrease at-risk behaviors for identified students in local school systems

### **Performance Indicators Include:**

Number of identified students at highest risk for violent outcomes referred to targeted violence prevention and intervention programming

Number of appropriately identified individuals referred to community-based services

## School Community Response Program

It is always tragic when youth are victims of violence, and the trauma from exposure to violence follows young people to their schools and classrooms. The City of New Orleans will partner with the local school systems to assess and develop crisis and trauma response plans. The purpose of these plans is to develop a coordinated response to violent incidents and homicides, in order to give students healthier ways to respond in the aftermath of student-involved shootings both on and off campus. Further, in order to build on existing violence prevention and intervention programming for students, service capacity gaps will be evaluated and addressed. The plan elements can include, but are not limited to the following:

- Identification of team members and specific crisis/trauma team functions
- A communication plan
- Crisis/Trauma response protocols
- Evacuation and lock down plans
- Specified crisis/trauma response policies

### **Objective:**

To partner with schools and develop a plan that expand service capacity and provides a well-crafted means to coordinate schools' crisis/trauma response to violent crimes involving students

### **Outcome Measure:**

Development and activation of a school crisis/trauma response plan that coordinates with the city's response to violent crime involving students and the expansion of available service capacity

### **Performance Indicators Include:**

Documentation of completion and implementation of the plan

Documentation that plan is activated each time there is a student-involved violent incident

Number of referrals and services provided to students

Assessment of the capacity of behavioral health resources in New Orleans schools

## Family Violence Prevention Strategy

The Health Department seeks to identify and prevent domestic violence through additional screening of people receiving support from city programs or other service providers. This process was recently implemented in the City's Healthy Start Program, which specifically focuses on infant and maternal health. According to the National Coalition against Domestic Violence (NCADV), up to 20% of women who are pregnant experience violence during pregnancy. Further, murder is the second leading cause of death for pregnant women in the United States. It is the goal of the Health Department to develop a long-term strategy to address family and community-centered trauma and violence, which will include teaching both methods to resolve intra-family conflict and methods to impart coping skills and resilience.

### **Objective:**

Enhance the ability of intake staff to recognize family violence and increase the frequency with which at-risk families are connected to effective family violence assistance

### **Outcome Measure:**

Assessment of family welfare and implementation of methods to resolve intra-family conflict and impart coping skills and resilience

### **Performance Indicators Include:**

Number of employees who receive screening training, booster trainings and training in child development

Number of individuals who are administered the child welfare and family violence prompt during intake at each WIC and HealthyStart clinic

Number of individuals who are referred for family violence assistance or programs

Capacity to offer parenting skills training and intra-family conflict resolution training (with gaps identified)

## Saving Our Sons: Mentoring Program

The Saving Our Sons: Mentoring Program will work with existing community organizations to provide healthy mentorship relationships for 100 young males in New Orleans at risk of exposure to or involvement in violence. The mentoring program builds on SOS NOLA: Saving Our Sons, a public engagement campaign which was launched by Mayor Landrieu in September 2011 and calls on the entire community to invest in the lives of our young men, to prevent lifestyles of violence.

### **Objective:**

Clearly identify 100 young males at risk of exposure to or involvement in violence, recruit and train mentor groups (e.g. churches) specifically for their needs and further define our relationship with partner organizations to ensure delivery of wraparound support services for mentees.

### **Outcome Measure:**

Evidence-based curriculum and training program that reaches the target population over a sustained period of time

### **Performance Indicators Include:**

Number of at-risk youths and mentors/mentor groups involved in the program

Number of contacts between youth and mentors, and the activities involved during those contacts

## PROMOTE JOBS AND OPPORTUNITY - PHASE II

We have to give people a hand up in turning their lives around. Jobs can go a long way in providing hope and opportunity.

- COMPREHENSIVE REENTRY STRATEGY

### Comprehensive Reentry Strategy

Approximately 6,500 offenders are under probation or parole supervision in New Orleans and an estimated two-thirds of this population will commit new crimes and one-third will be re-incarcerated within three years of their release, often due to a lack of employment and support. Working with partners, the City of New Orleans will develop a comprehensive reentry strategy to reduce the recidivism rate in Orleans Parish.

Through formalized partnerships between key city departments, the criminal justice system, business, civic and faith-based communities, the city seeks to:

- Develop a reentry strategy with a pilot for reentry employment for at least 125 adult ex-offenders and adjudicated youth by 2013
- Streamline the social service and employment pipeline for ex-offenders transitioning out of incarceration
- Support improved job retention through increased collaborations and long-term planning
- Provide increased access to transitional and permanent supportive housing
- Provide increased access to behavioral health services

#### **Objective:**

To facilitate a strategic plan for providing coordinated and effective reentry employment services, link stakeholders to opportunities and leverage resources to support the successful reentry of ex-offenders returning to our community from incarceration, thereby reducing recidivism

#### **Outcome Measure:**

A strategic plan for reentry that is holistic in nature and has buy-in from the appropriate stakeholders

#### **Performance Indicators Include:**

Documentation of the development process

Documentation of the participation of appropriate stakeholders

Number of participating formerly incarcerated individuals and the services they receive

Rate of re-arrest and re-incarceration for formerly incarcerated individuals who participate in reentry programming

## GET INVOLVED AND REBUILD NEIGHBORHOODS - PHASE II

To make New Orleans safe we all need to do our part, get involved and rebuild our neighborhoods. We need everyone to have skin in the game.

- PUBLIC AWARENESS CAMPAIGN
- COMMUNITY SUPPORT FOR VICTIMS OF VIOLENCE

### Public Awareness Campaign

We know murder doesn't just affect the victims and perpetrators. All of New Orleans suffers as a result. News stories and everyday conversations recount the frustrating challenge we have on our hands - we are at risk of losing an entire generation of young black men. The public awareness campaign will be part of a larger coordinated effort to communicate with all parts of the community about the ways to change accepted behavioral norms around how we, particularly young black males, respond to conflict and violence.

#### **Objective:**

Bring attention to the New Orleans murder epidemic, speak to the great potential of our young black men and serve as a catalyst to begin a local and national dialogue to change perceptions and attitudes

#### **Outcome Measure:**

Change in dialogue and norms surrounding murder, and awareness of the problem outside the at-risk neighborhoods

#### **Performance Indicators Include:**

Awareness of the campaign among residents both inside and outside the at-risk population

Number of residents who participate in events, and the narrative they create

Updated website for the campaign that is publicized, easy to use and continuously maintained

## Community Support for Victims of Violence

The Health Department seeks to work with behavioral health community partners to ensure community access to support those who have experienced violent trauma. This collaborative process will increase and fund evidence-based, trauma interventions, such as Psychological First Aid (PFA) and Skills for Psychological Recovery (SPR). Most research now shows that resilience is the result of individuals having an environment that either promote well-being or protects them against further exposure to violence or disaster and negative social environments.

### **Objective:**

Increase the number of trained professionals with the capability to implement evidence-based counseling models in response to community-wide needs after exposure to violent crime

### **Outcome Measure:**

Change in the number of trained professionals and nonprofessionals

### **Performance Indicators Include:**

Number of trained behavioral health professionals, and their credentials

Number of Psychological First Aid trainings for non-professionals

Number of Skills for Psychological Recovery trainings

Unmet need of individuals seeking counseling in response to a violent crime

## IMPROVE THE NOPD - PHASE II

We launched a comprehensive 65-point plan to completely remake the police department and today we are moving full speed ahead.

- IMPROVE COMMUNITY TRUST WITH THE USE OF PROCEDURAL JUSTICE
- INCREASE ANALYTICAL CAPACITY AT NOPD
- RELEASE PUBLIC CALLS FOR SERVICE DATA

### Improve Community Trust with the Use of Procedural Justice

For too long, a few corrupt cops have caused our community much pain and agony. Today, as we chart a path forward with a new NOPD, we have strong allies in the hundreds of honest cops who as kids dreamed of being police officers so that they could protect and serve.

Building on negotiations from the consent decree, procedural justice provides a framework for law enforcement agencies to emphasize the importance of fairness during police-citizen interactions, requires training that emphasizes impartiality in policing and avoids biased enforcement against vulnerable groups (e.g. racial and ethnic minorities, the underprivileged, mentally ill and disabled).

This form of policing is seen as compatible with many of the strategies already implemented in the NOPD's community policing model. In the old NOPD there was little accountability and limited oversight. In the new NOPD we insist on total, complete transparency.

#### **Objective:**

Enhance public satisfaction with the police department by providing procedurally fair, direct interactions with the police including the audit and public sharing of the performance of officers making street stops and the implementation of a police officer training program

#### **Outcome Measure:**

Transparency within NOPD, particularly around interactions with the police during street stops

#### **Performance Indicators Include:**

Implementation of internal performance measures that reward procedural fairness

Number of complaints about officers filed with the NOPD Public Integrity Bureau, number of NOPD integrity checks, number of cases requiring disciplinary action, and number of police reports reviewed by the Office of the Superintendent of Police

Number of hours of training under this initiative, and number of officers who participate

Number of training hours and number of officers who participate

Percent of crimes reported to the police

Overall public satisfaction with the Police Department

## Increase Analytical Capacity within the NOPD

The NOPD has integrated the use of complex data systems into its problem-oriented policing strategy. In order to benefit from this expanded data collection capacity, the NOPD must ensure that its crime analysts are properly incorporated into the police environment and that their analytical work is fully integrated into departmental operations. The NOPD will hire specialized criminal justice analysts who will download and help interpret new information in a timely manner. Additionally, analysts could act as the primary technical liaisons for Federal, contract, and local personnel concerning data-related issues. This foundation provides for the core functions of the analysis unit to be preserved at the same time as its ability is enhanced to serve problem-oriented policing.

### **Objective:**

Enhance the ability and core functions of the crime analysis unit to serve problem-oriented policing

### **Outcome Measure:**

Capacity of the crime analysis unit to serve problem-oriented policing, and a plan for on-going professional development and training

### **Performance Indicators Include:**

Number of crime analysts hired, their technical capabilities, and their function/level  
Development of an on-going professional development and training plan  
Measurement of the crime analysis unit's integration into departmental operations

## Release Public Calls for Service Data

NOPD calls for service will be made available to citizens as raw data that will allow individuals and groups to examine and analyze police movement and interaction throughout the city, in response to 911 calls. The existing City of New Orleans Open Data Portal, data.nola.gov, has enhanced open government, transparency and accountability by improving public access to data. This new ease of access to NOPD calls for service data can lead to a change in how residents understand and interact with law enforcement response, resulting in both social and budgetary benefits for the NOPD. The social benefits will include increased public access to information about the service calls and the budgetary benefits will include the reduction of staff time dedicated to filling public information requests.

### **Objective:**

Increased public access to calls for service information will generate goodwill in the community, improved transparency and a reduced burden on NOPD public records staff, evidenced by a decreased amount of time spent fulfilling public records requests

### **Outcome Measure:**

Easily accessible public site where calls for service are published on a consistent basis

### **Performance Indicators Include:**

All calls for service available publicly

# Advocacy to Support Initiatives

While the City of New Orleans is fully committed to the execution of a robust effort to reduce murders, we recognize that we are only one part of a large system where our partners have clear roles and responsibilities in this fight. We will continue to engage all our partners, from law enforcement to courts to schools, to come up with innovative ways to meet specific challenges and enact large systemic reforms that will aid in the fight to reduce murders and address the issues that contribute to this epidemic. In order to successfully implement the aforementioned initiatives and overall goals, the city plans to advocate for:

- *Local school systems to develop a plan to significantly reduce the high dropout rate of African-American males*
- *Implementation of a Health Information Exchange System that connects the jail and community providers*
- *Immediately increased needs-based access to behavioral health services for those individuals with mental health/substance abuse needs*
- *Increased community access to behavioral health services, including coordination of social services*
- *Immediate needs-based access to the Louisiana Coordinated System of Care (CSoC) for identified juveniles*
- *Restoration of the behavioral health crisis continuum*
- *Legislation that prohibits installment payments for commercial surety bonds*
- *Vigorous prosecution and sentencing of those who commit violent crimes*
- *Increased bail amounts for illegal gun possession*
- *Reform of sentencing guidelines via the Louisiana Sentencing Commission*
- *Creation of a database that provides murder and other violent crime case disposition information*
- *Reform and/or expansion of the specialized courts, including the sustainability of the Drug and Mental Health Court Services (Diversion)*
- *Increase in the number of Probation/Parole Officers*

# Plan Development

The Mayor's Innovation Delivery Team, in collaboration with Chief Ronal Serpas, Commissioner James Carter and Commissioner Dr. Karen DeSalvo, led a series of focused steps to develop this strategy. These included engagement of key national and local crime experts, community service providers, law enforcement and youth, as well as rigorous data analysis. One of the first steps taken was to analyze the homicide data in order to fully understand the magnitude of the challenge, not only locally, but both nationally and internationally. This was important to ensure a clear grasp of murder trends. Peer city performance was also evaluated, while still accounting for the uniqueness of each city.

Once the most important contributing issues had been prioritized, the Mayor's Innovation Delivery Team identified and narrowed impact-driven initiatives; focusing on what is closest to the administration's core objectives and what could be undertaken with existing resources and competencies. The Innovation Delivery Team then examined current initiatives and activities aimed at the issue and already under way in the city, their resource allocation and whether or not they are driving performance to meet the challenge.

All these steps allowed for the development of effective solutions by way of new initiative development, while engaging essential stakeholders in the process. In summary, promising initiatives were generated by: reviewing existing city initiatives, borrowing successful initiatives from other places, discussing review findings with stakeholders to generate ideas and utilizing external experts to generate a short list of additional concepts. This process allowed for the translation of broad ideas into the list of promising initiatives discussed in this document. The process also ensured that the initiatives will address the priority issues, ensure required actions are being undertaken, and that the departments/persons involved in the execution of the initiatives have a clear understanding of what needs to be done. These exercises have produced a strategy that illustrates how the initiatives relate to the stated challenge of reducing murders, essentially providing a core vision of what will be.

# Measuring Outcomes and Impact

A preliminary set of performance outcomes for NOLA FOR LIFE: A Comprehensive Murder Reduction Strategy has been established, and will be used to measure progress toward murder reduction and the City's strategic goals. As this is an ongoing process, there may be a need to review and amend measures, with consultation with partners. As the plan is implemented and refined, additional output and outcome measures will be developed to measure the effectiveness of individual initiatives. It is important to note that this plan emphasizes the use of evidence-based strategies and programming throughout the implementation process, with decisions informed by the ability to demonstrate success.

The Innovation Delivery Team is a component of the Mayor's Project at Bloomberg Philanthropies. Thanks in large part to a grant by Bloomberg Philanthropies, the City of New Orleans has a team of top performers to bring rigorous focus and best-in-class practices to identify and deliver powerful solutions to major urban challenges. The City of New Orleans' Innovation Delivery Team is assigned specifically to assist lead departments within City Hall in developing innovative strategies that reduce murder holistically. This team will enable better research and selection of murder reduction initiatives, and support for implementation, performance evaluation and reporting.

The strategic plan as a whole is expected to provide the following outcomes:

- Sustained reductions in youth violence, as evidenced by a decrease in violent crime, including murders and non-fatal shootings;
- More positive opportunities for youth and families, as evidenced by increased numbers of youths involved in school-based and community violence reduction programming;
- Improved quality of life community-wide, as evidenced by increased enforcement around nuisance and petty crime and an eventual decreased need for such enforcement;
- Stronger families and communities, as evidenced by an increase in positive development opportunities, including employment and mentoring programming;
- Expanded ownership of the issue of violence reduction throughout the community, as evidenced by increased private and public sector investment in prevention and rehabilitation;
- Improved relationships between law enforcement agencies and the community, as evidenced by increased trust and confidence in law enforcement institutions; and
- Increased perceptions of safety in the City of New Orleans, as evidenced by decreased fear of violent crime and victimization.

To measure the output and outcomes of the individual initiatives in this plan, data collection procedures will be developed in collaboration with initiative partners. The evaluation of the individual initiatives will need to answer the following questions:

- Who are the participants/target population? Is the initiative targeting the appropriate group?
- What are the types, and level, of services and activities delivered by the program?
- Did the initiative produce any positive or negative unintended consequences?

- Does the initiative produce benefits that outweigh the costs, and is there a more cost effective way to produce the same benefits?

- What impact will the initiative have on its intended outcome?

# Acknowledgements

## **Bloomberg Philanthropies Mayors Project**

The City of New Orleans is one of five cities to receive an Innovation Delivery Team grant from Bloomberg Philanthropies. Part of Bloomberg Philanthropies' Mayors Project, Innovation Delivery Team grants were also awarded to Atlanta, GA, Chicago, IL, Louisville, KY, and Memphis, TN. Through these investments, Bloomberg Philanthropies seeks to both support grantee cities to achieve impact as well as establish a model that can be used by mayors anywhere to develop and drive innovation over time. The Mayors Project spreads effective programs and strategies between cities. Other Mayors Project investments include Cities of Service and Financial Empowerment Centers.

## **Strong Cities Strong Communities (SC2)**

The Strong Cities, Strong Communities (SC2) initiative is a customized pilot program created by the Obama Administration to strengthen local capacity and spark economic growth in local communities. New Orleans is one of just six cities chosen for the pilot program this year, which provides the City with interagency coordination and expertise from the federal government.





CITY OF NEW ORLEANS