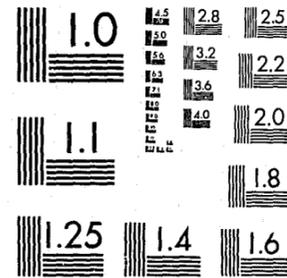


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FINAL EVALUATION  
OAKLAND COMPREHENSIVE CRIME PREVENTION PROGRAM

March 1, 1980

Mark O. Morris, Evaluation Director

Susanne Lea

Assisted by: Joann Tornatore-High

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This report was written under Contract #18171 with the City of Oakland, California. Points of view expressed here are those of the researchers and do not necessarily represent the views of any agency or official in the city.

Researchers are grateful to program participants - staff, supervisors, and Lt. Frank Morris and Mr. Lonnie Dillard - for sharing generously of their time and their insights. The findings and recommendations presented here reflect extensively those insights.

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I. SUMMARY

The Oakland Comprehensive Crime Prevention Program (CCPP) began in late 1978 and will continue until the end of 1980. The project is funded by the Office of Community Anti-crime Programs of the Law Enforcement Assistance Administration. This evaluation report covers the first fifteen months of the project.

A. The CCPP Concept

The Oakland project began with very ambitious goals. Extensive citizen participation was intended for all stages and all levels of project activities. Grassroots, direct citizen participation was sought for the initial planning, in which priority concerns about crime would be spelled out. Subsequent program-development and policy-making were to involve representatives of various community groups and agencies. Key to the whole process was a partnership between the Oakland Police Department and the Office of Community Development's District Boards. Overall policy-making responsibility was lodged with a Coordinating Council, composed of police and community development representatives, along with representatives from other Oakland groups and agencies. There are few precedents in which law enforcement agencies have shared decision-making authority over a traditional police policy area to the extent envisioned in Oakland's CCPP.

Another innovation in the Oakland concept was the key staff position of District Liaison. A Liaison was to be assigned to each Community Development district, to act as a bridge between the District Board (and, more generally, the citizens of the District) and the Oakland Police Department.

It was hoped that the Oakland CCPP partnership would result in new and imaginative crime prevention ideas, reflecting a citizen perspective on crime problems. A corollary aim was to enhance police/community relations-- to create new channels of communication through the activities of the Liaisons and in the interactions at the District Board and Coordinating Council level.

B. Findings and Conclusions

The analysis here reflects over seven months of evaluator involvement with the project. That involvement includes attendance at over 50 staff and community meetings, a survey completed by 200 officers in the Oakland Police Department, and interviews with 50 citizens and activists in Oakland. These special measures were in addition to ongoing contacts, ranging from formal interviews to conversations to workshops, with project staff and participants.

1. Crime Prevention Programs

CCPP staff have had two responsibilities: to carry on regular police

crime prevention services, such as security inspections and Home Alert presentations; and to plan new programs through citizen initiative. After nearly a year of planning and preparation, specific district-based "subprograms" are now going into operation. Programs most often developed in the Districts include:

- Direct Restitution - a program of supervision in which delinquent youth make restitution to their victims.
- Youth Boards - mounted in five of the seven community development districts, the Youth Boards embody the idea that youth - as frequent perpetrators and victims of crime - are uniquely suited to design and carry out crime prevention activities.
- Safe Neighborhoods - this program brings together youth and seniors in cooperative efforts to reduce crime risks through environmental changes- such as cutting back brush that serves as a hiding place.
- Neighborhood Fairs - planned for four districts, the Fairs are events structured to bring neighbors together for pleasure and for education: for discussion of crime prevention issues and services.

Because these and eight to ten other programs are just beginning, there is no way to tell, at present, whether they will be effective in reducing crime.\* Whatever their ultimate impact on crime, the programs do show many innovations in crime prevention in Oakland:

- They reach out to senior citizens and youth to an unprecedented degree.
- They tend to stress "bringing people together." One characteristic of traditional crime prevention programs is that they urge measures such as locks and bars on windows - measures that tend to privatize crime prevention.
- The new programs tend to have a "community self-help" ethos. Rather than seeing citizens as passive recipients of police services and expertise, the CCPP ideas involve citizens in all facets of organizing and running the programs. Police expertise is a resource; it is not, however, essential to the success of the programs.
- Finally, the programs developed in the CCPP tend to reflect greater concern with changing offenders' attitudes and behavior than do traditional law enforcement programs. The traditional approach has been to emphasize "target hardening" to protect potential victims.

In summary, the CCPP has enabled OPD to continue traditional crime prevention services, and has augmented those traditional services with new ideas

\* Crime rates in Oakland have remained stable through the grant period.

and strategies for crime prevention. These new ideas do bear a distinctive community perspective.

## 2. Citizen Participation

Citizen participation in the Oakland CCPP got off to a relatively slow start at all levels of the project. Although each community Development District had unique experiences, the following overall general comments are warranted.

"Grassroots" participation in the planning stages was limited, in most districts, to distribution of brief surveys regarding crime problems. There were a few public hearings and discussions, but for the most part, program planning was left to District Liaisons and a few District Board activists.

The District Boards (and their Crime Prevention Subcommittees) were not extensively involved, either. Typically, program ideas of Liaisons and/or Chairpersons were ratified after limited discussion.

A full "partnership" was not initially achieved on the Coordinating Council. The early stages of the grant involved considerable controversy about issues of power and authority. Police tended to see the CCPP as an extension of traditional crime prevention services and resisted citizen input; they tended to view citizens in advisory, rather than partnership, roles. Conversely, many citizens on the Coordinating Council regarded CCPP issues in the light of broader and more profound issues of police/community relations. For them, CCPP became an example of police unresponsiveness, at the least, or police racism, at the worst.

The slow start was caused by a number of things. Most importantly, there were predictable problems that accompany any significant innovation. Neither the police or the community development districts regarded the CCPP as a major, new, public services resource. Both, as on-going organizations, tried initially to fit CCPP into past molds, past practices and past assumptions.

In addition, the atmosphere of participation was affected by severe police/community conflicts. During the first fifteen months of the grant, there were major public controversies about affirmative action in OPD, about police shootings and deaths of minority citizens, and, finally, about a police review commission or board. These background issues limited public willingness to participate and, at least indirectly, "loaded" discussions internal to the CCPP with emotional political overtones.

Finally, the sheer novelty of the grant contributed to the slow start. The proposal left some things vague - for example, the degree of authority granted to the Coordinating Council was unclear. Moreover, the lines of accountability and supervision of Liaisons were unclear. As a bridge between police and community development interests, they were in a confusing and, at times, uncomfortable position, exposed to criticism and pressure

from both sides. The Liaison role has few precedents in police agencies; both the Liaisons and their supervisors were forced to work out activities and expectations in a largely "uncharted" job.

In recent months, the level of citizen participation has improved substantially. Even during the controversies in the early stages of the grant, all parties made good faith efforts to resolve differences. The result is that the early controversies, in clarifying ambiguities of role and differences of opinion, have contributed to a better understanding among participants. Citizen participation has now developed through mutual experience; the original grant concepts have been changed somewhat, but commitment to the process is now stronger on all parts.

In addition, the District-based staff - the District Liaisons and District Crime Prevention Aides - have been the strongest aspect of the CCPP. If participation was low at the outset, the Liaisons and Aides at least developed enough interaction and input that the sub-programs do have a distinctive citizen imprint. Likewise, Liaisons have been successful in all of the Districts in gradually mobilizing broader involvement establishing contact with groups and agencies.

In summary, citizen participation in the CCPP began slowly. There were many "growing pains." After more than a year, however, citizen involvement is beginning to take hold. By all accounts, the CCPP has been beneficial for police-community relations. New channels of communication, new linkages and interactions, have been created between OPD and other agencies or community groups.

## C. Recommendations

This report concludes with a number of recommendations for what can be done, during the next ten months, to get the most advantage from the CCPP. The main recommendations are:

1. Take steps now to ensure that the position of District Liaison will continue after the LEAA grant ends. The District Liaisons have been the strongest aspect of the CCPP. In a period of badly strained relationships between the police and many elements of the community, the contributions of Liaisons to opening new, constructive interactions can be great.

2. Provide "community organizing" training to Liaisons. Use elements of that training for general police recruit and in-service training. Most of the Liaisons have had no training or guidance in "community organizing" - that is, in mobilizing citizen participation. To ensure that the linkages between police and community that arise from the CCPP grant are as numerous and as strong as possible, Liaisons should be given special training in organizing techniques.

Part of that training would involve developing an understanding of

"public-issue" groups - how and why they form, how and why urban residents participate. It is recommended that this element of the Liaisons' training curriculum be adjusted for incorporation into on-going police training, in order to increase the level of understanding by police of citizen activism in Oakland.

3. The formal citizen participation mechanisms (District Boards and Coordinating Council) should be expanded into "Task Forces" at the District and city-wide level. These task forces should be designed to provide support and assistance to CCPP staff and programs; they should be composed of groups and agencies, in addition to the community development network, that have become involved with CCPP projects.

4. There should be increased efforts to link CCPP and police field activities such as patrol. The bridge provided by Liaisons need not be limited to crime prevention; it can serve, more generally, to provide linkages between community groups or individuals and police services generally. For example, the Liaisons and Aides should encourage and follow up service referrals from patrol officers. Likewise, patrol officers and other field personnel should use District offices for activities such as writing reports or meeting with citizens.

The CCPP has been of value to Oakland. It has provided new resources and it has stimulated new linkages between groups. The measures recommended here are aimed at acting, during the remainder of the federal funding, to see that the best potentials of the grant concept are carried over after the grant ends.

## II. PROJECT DESIGN AND IMPLEMENTATION: AN OVERVIEW

The City of Oakland received funding from the Law Enforcement Assistance Administration (LEAA) for the Comprehensive Crime Prevention Program (CCPP) beginning October 11, 1978. The first year grant was for \$450,000 federal money and \$50,000 local match. Supplemental second-year funding was awarded in September 1979, bringing the total grant amount to \$846,000.

This evaluation report covers the first fifteen months of CCPP operation. During that period, most efforts under the grant have been devoted to "gearing up" activities: establishing management systems, hiring staff, and initially planning substantive crime prevention programs. At the writing of this report, the specific crime prevention programs designed under the grant have just begun operation. The following evaluation thus emphasizes process issues regarding the experience, in Oakland, of attempting to implement the crime prevention project. The report chronicles the "growing pains" and lessons of developing citizen-initiated crime prevention programs.

### A. The Initial Concept

The overall goals of the CCPP are to:

- Reduce crime in Oakland by augmenting and expanding existing crime prevention programs in the city.
- Increase the involvement of citizens in crime prevention efforts, with the aim of creating stronger police/community coordination as a lasting consequence of the project.

Specific project objectives include:

- To reduce the incidence of project-targeted crimes.
- To expand the level of crime prevention services--residential or commercial inspections, educational meetings, etc.--provided through the Department's Community Services Division.
- To develop a crime analysis system specifically tailored to crime prevention applications.
- To implement mechanisms for direct citizen involvement in identifying crime problems and developing program strategies.
- To create viable institutional arrangements for regular interaction between citizen representatives and police personnel in planning and evaluating crime prevention programs.

- To develop crime prevention programs which draw significantly on volunteer assistance by citizens.
- To develop innovative crime prevention programs which are feasible to continue either following termination of special federal funding, through volunteer efforts, or incorporation into regular Departmental services or additional funding at the local level.

To accomplish these goals, a complex organizational structure was proposed in the initial application. That structure had three main organizational components: the Oakland Police Department (OPD), the Office of Community Development's (OCD) District Boards, and a project Coordinating Council composed of representatives of OPD and OCD along with other representatives from the schools, the business community, and other groups potentially interested in crime prevention issues. Figure 1: CCPP Structure summarizes these relationships.

The grant proposal envisioned a partnership between the Police Department and the Community Development network. The police were assigned technical assistance and administrative support roles; the Community Services Division (CSD) which already fielded crime prevention services such as security inspections, would undertake these responsibilities. CSD was also assigned the responsibility of direct supervision of staff hired under the grant.

The OCD District Board system constituted a pre-existing, city-wide structure for citizen participation. OCD is a local agency charged primarily with developing policy regarding housing and other physical improvements in the lower income areas of the city. For program development and citizen participation purposes, the "flatlands" areas of the city are divided into seven districts (See Figure 2: Community Development Districts.) Each District has an elected Board to plan and oversee programs in the District and to stimulate citizen participation through public hearings, regular public meeting, etc.\* When the original CCPP grant proposal was formulated, it was anticipated that crime prevention planning could be carried out through these existing OCD District Board mechanisms.

Staffing for the project includes "central office" and District-based staff. (See Figure 3: CCPP Staff Organization.) Key central office personnel are the Media Specialist, hired to conduct publicity efforts for the project, and the Data Specialist, whose main duty is to develop crime analysis reports for field staff and for grant policy-makers.

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\* According to the OCD "Citizen Participation Plan for Community Development," (August 15, 1978): "Board membership is broad-based, with involvement of low- and moderate-income persons, minorities, project area residents, elderly and handicapped persons."

FIGURE 1: CCPP STRUCTURE

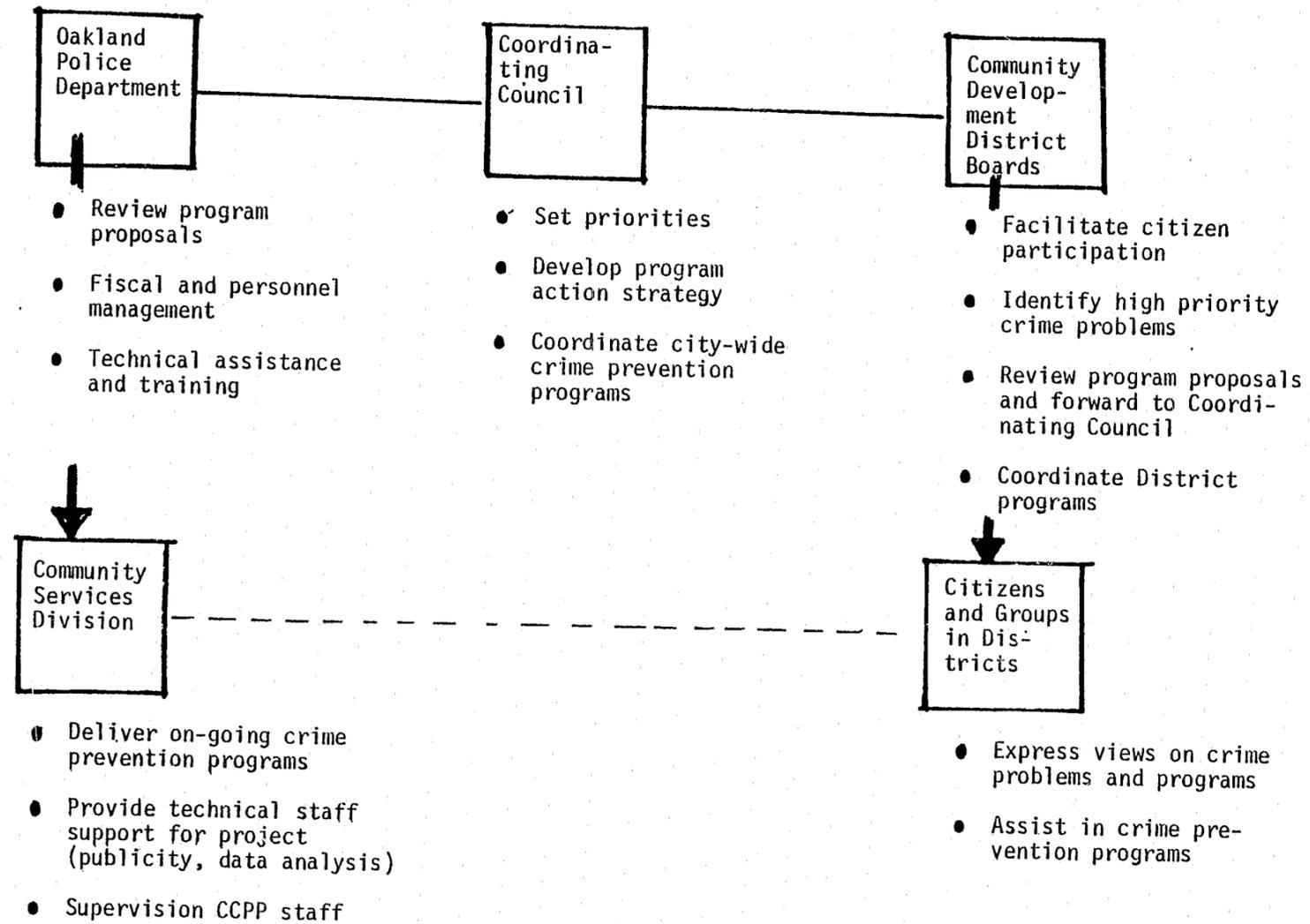
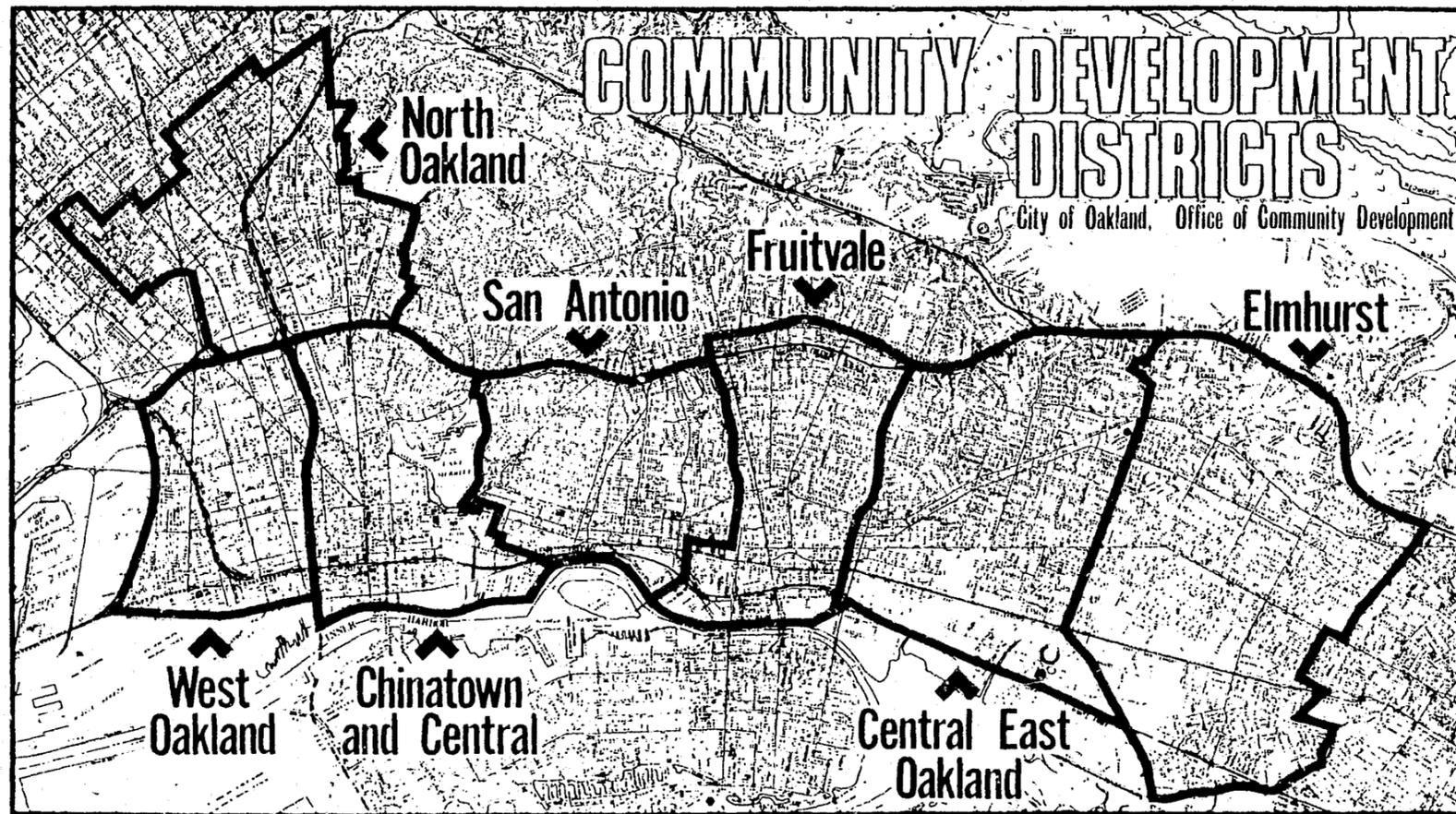


FIGURE 2: COMMUNITY DEVELOPMENT DISTRICTS



District-based staff include a District Liaison and a Crime Prevention Aide in each of the seven CD Districts. Liaisons have a complex set of duties: Coordinating District crime prevention activities, planning new crime prevention programs, and organizing community involvement in both planning and delivery of crime prevention services. More generally, the Liaisons were intended in the proposal concept to provide a "bridge" between OPD and OCD (and, through OCD, the community at large.) Regarding the "bridge" function, the initial grant concept was in some respects ambiguous: Liaisons were responsible to both CSD supervisors and to the CD District Boards with which they worked.

Liaisons are assisted by Crime Prevention Aides. Aides are also responsible for on-going CSD crime prevention services, such as residential and commercial security inspections.\* Direct supervision of all grant staff is the responsibility of a CSD sergeant assigned to the grant full-time.

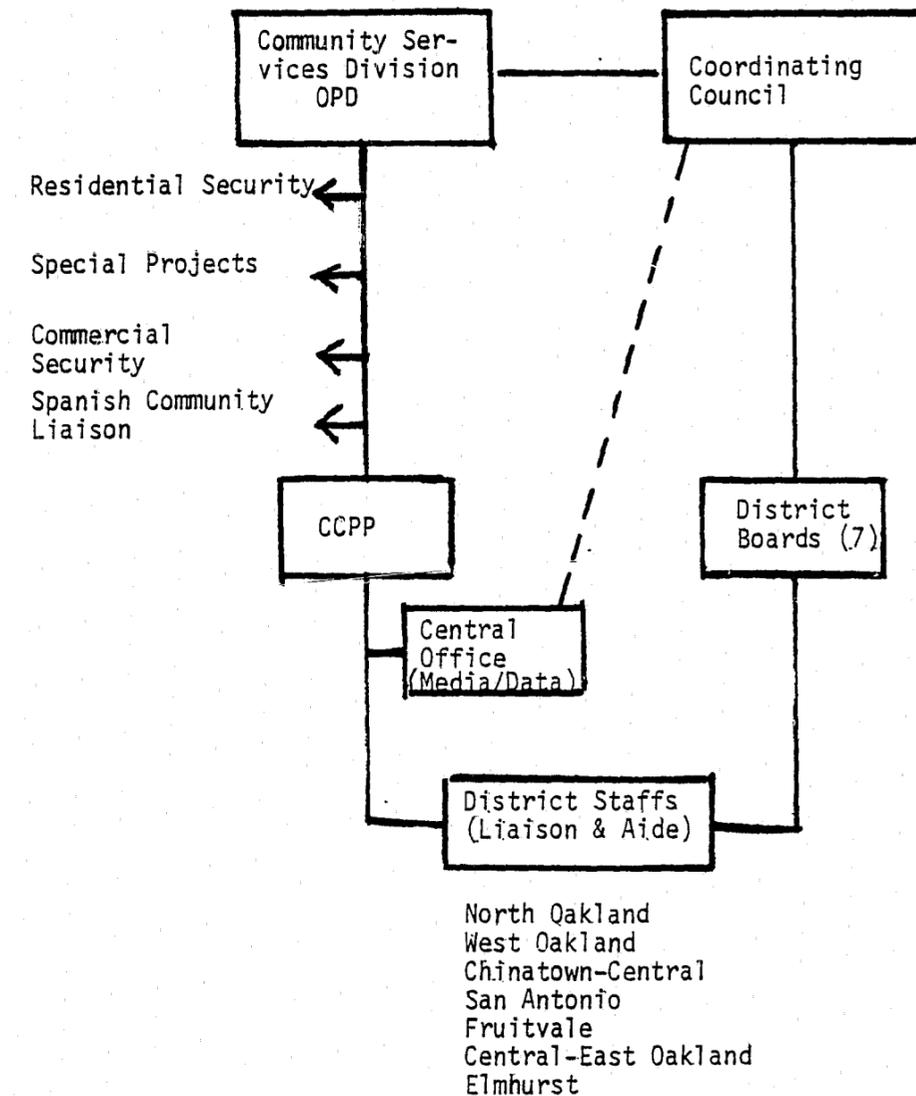
The initial concept of the CCPP was ambitious. It called not only for developing innovative crime prevention techniques and programs, but also for establishing wholly new relationships or linkages between the police department and community groups and other city agencies. As displayed in Figure 4: CCPP Environment, for the new CCPP to survive and succeed it would be necessary to adjust to a wide and at times contradictory range of "environments."

On one level, the CCPP and its personnel were faced with adjusting to two pre-existing, complex agencies, each with established procedures, policies, and expectations. The CCPP began as an "outside" program to both OCD and even to OPD, in which the project is physically and organizationally "housed." CCPP staff thus faced the tasks of gaining familiarity with, and legitimacy in, the OPD and OCD. As more general administrative background, the CCPP grant has operated in very complicated administrative and political environments. The grant is governed by both City of Oakland and federal LEAA regulations and procedures; gaining familiarity with these regulations turned out to be a substantial task in itself.

The grant addresses issues of police/community relations; it has therefore been sensitive to social and political currents, many of which have become very significant. During the first fifteen months of the grant, there were major public discussions about affirmative action policies in the Department, about incidents in which police officers shot and killed citizens, and about a police review commission to investigate such incidents. These events were part of a more general trend in city politics. There have been increasing efforts to change the structure of city government, in order to gain more direct accountability to the public and its elected representatives by all city agencies, police included.

\*For detailed discussions of these on-going services, see Evaluator's Interim Report on the Oakland Comprehensive Crime Prevention Project, November 1979.

FIGURE 3: CCPP STAFF ORGANIZATION



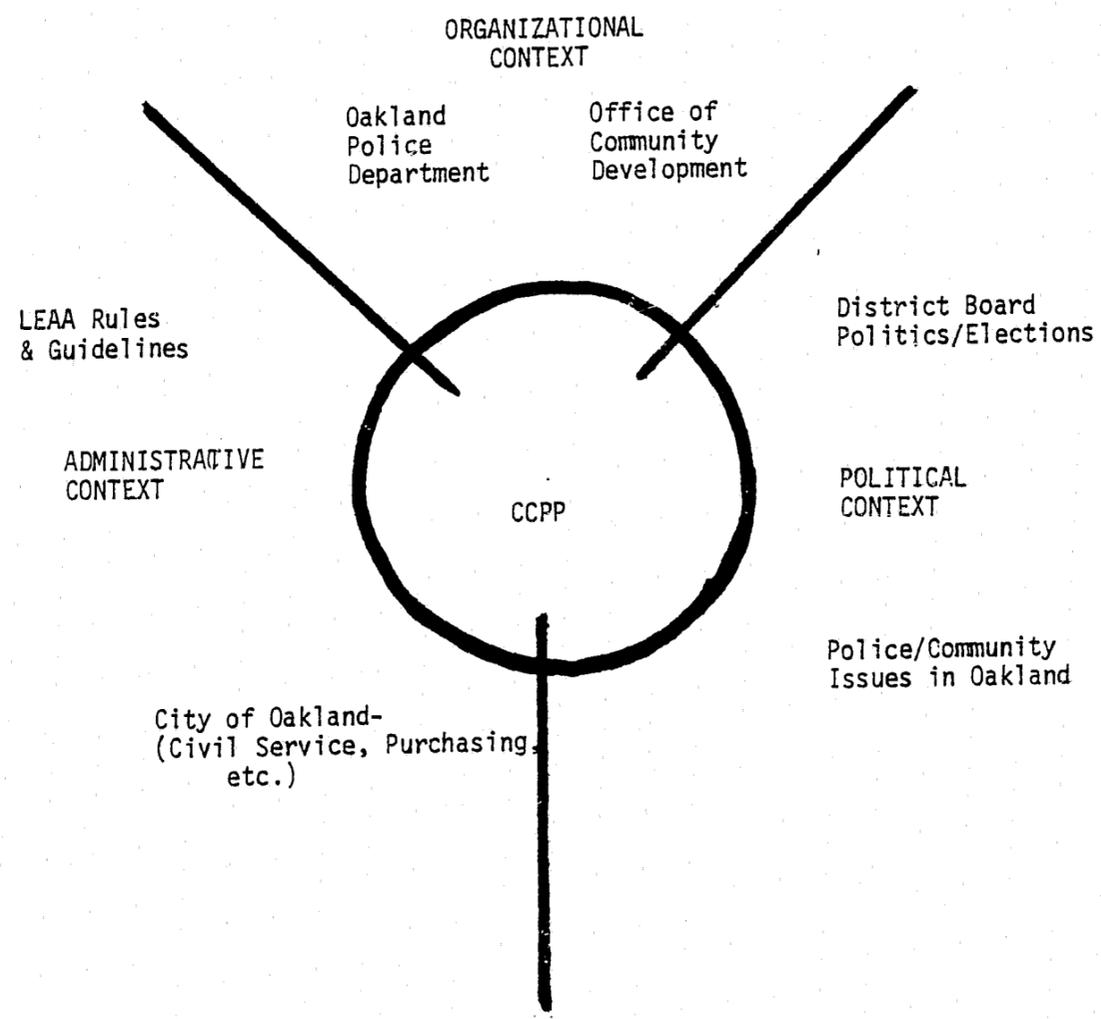


FIGURE 4: CCPP ENVIRONMENT

In summary, the CCPP was initiated within an extremely complex political and organizational environment. Many of the anticipated linkages between agencies and between police and community groups turned out to be considerably more difficult to implement than had been anticipated in the initial project concept. Environmental complexities were compounded by key areas of ambiguity in the original application. These ambiguities include Liaison roles and OPD/Coordinating Council relationships. Consequently, the "shake-down" period of initial organizational development required nearly the entire fifteen months covered by this evaluation.

The evaluation addresses in greatest detail the issues involved with establishing interorganization and intergroup linkages and citizen participation. The effectiveness of the crime prevention programs, which are just beginning, cannot yet be evaluated. The discussion immediately following provides a brief overview of the major developments in the grant to date. Subsequent sections discuss particular issues in greater, and more analytical, detail.

B. Overview of Project Implementation

The Oakland Police Department officially received funding for the Comprehensive Crime Prevention Program beginning October 11, 1978. In essence, the first fifteen months of the project have been preparatory in nature. During the first months of the project, police administrators concentrated on developing mechanisms for hiring staff; staff, hiring a local evaluator, cultivating formal citizen input into grant operations; and, reporting to LEAA project monitors and complying with the various federal requirements and provisions. By January 1979, the first Coordinating Council meeting was held, and the crime prevention data specialist had been hired.

The majority of the District Liaisons and Crime Prevention Aides were hired by mid-April 1979. Meanwhile, police administrators focused on orienting and training new staff, locating district crime prevention offices, and engaging a local evaluator for the grant. Liaisons began initial community organizing and needs assessment work in their respective districts to determine crime priorities and preferred strategies for addressing these priorities. By mid-summer, all district offices were occupied and the Liaisons had prepared working drafts of the district program proposals.

Commencing in the spring of 1979 the Crime Prevention Aides began conducting residential inspections in the seven districts. Concurrently, the Aides, and, to a lesser extent, the Liaisons, became familiar with the Home Alert Program and the Community Services Division's approach to involving citizens in this ongoing program.\* Comparable efforts (e.g., inspections and educational meetings about security and crime prevention) directed towards the business community were launched in the fall.

\*For a complete discussion of the Home Alert program, see evaluator's Interim Report on the Oakland, California Community Crime Prevention Project, November 1979.

The project's Media Specialist was hired in July 1979 and the major media campaign was launched in August. Work continued in the subprogram proposals and a revised package was delivered to LEAA towards the end of September.

The local evaluation team began work in late June 1979. Recommendations for coordinating grant-related activities were submitted with the September progress report. An interim report was submitted in November 1979. That report summarized evaluation findings regarding on-going programs operated through the Community Services Division and analyzed the data systems available for management and in-house evaluation of all CSD programs.

LEAA approved the subprogram proposal package in early November. Since that time, Liaisons have been working in their communities to iron out the details of the district programs. Mechanisms for directly subcontracting portions of the district programs to community agencies have been developed in several districts. This process is seen as an expeditious tactic that frees earmarked district program funds from City Hall machinery.

The following subsections treat the major implementation tasks and functions. The discussion is intended to highlight major problems and decision points encountered during the project's 15-month history.

Figure 5: Project Chronology displays major decision points graphically.

Staffing Procedures and Patterns

Staff representativeness with respect to race and sex has surfaced as an important community concern on several occasions. At the project's inception, personnel hiring procedures were designed with the goal of developing a representative staff. Towards this end, the Liaison and Crime Prevention Aide job classifications were established as exempt positions in order to avoid having to hire from existing civil service applicant lists, in the belief that these lists did not satisfactorily reflect the Community Development Districts' constituencies.

Similarly, members of the project's Coordinating Council expressed concern that the central grant staff (as opposed to the district staff) were not ethnically representative of Oakland's population. A minority police officer was assigned to work with the project, partly to fill a needed supervisory role and partly to satisfy this concern voiced in the Coordinating Council.

The process in hiring the Media Specialist exemplified the frustrations experienced by all parties concerned in dealing with bureaucratic "red tape." Early on, police administrators began working on a procedure for hiring someone to fill this position, but City of Oakland policies, relating to the original job classification\* and to lateral appointments

\*Originally, the Media Specialist was to be filled by the Senior Information Representative classification which is a progressive rather than entry level position. It was decided to use the Information Representative classification instead.

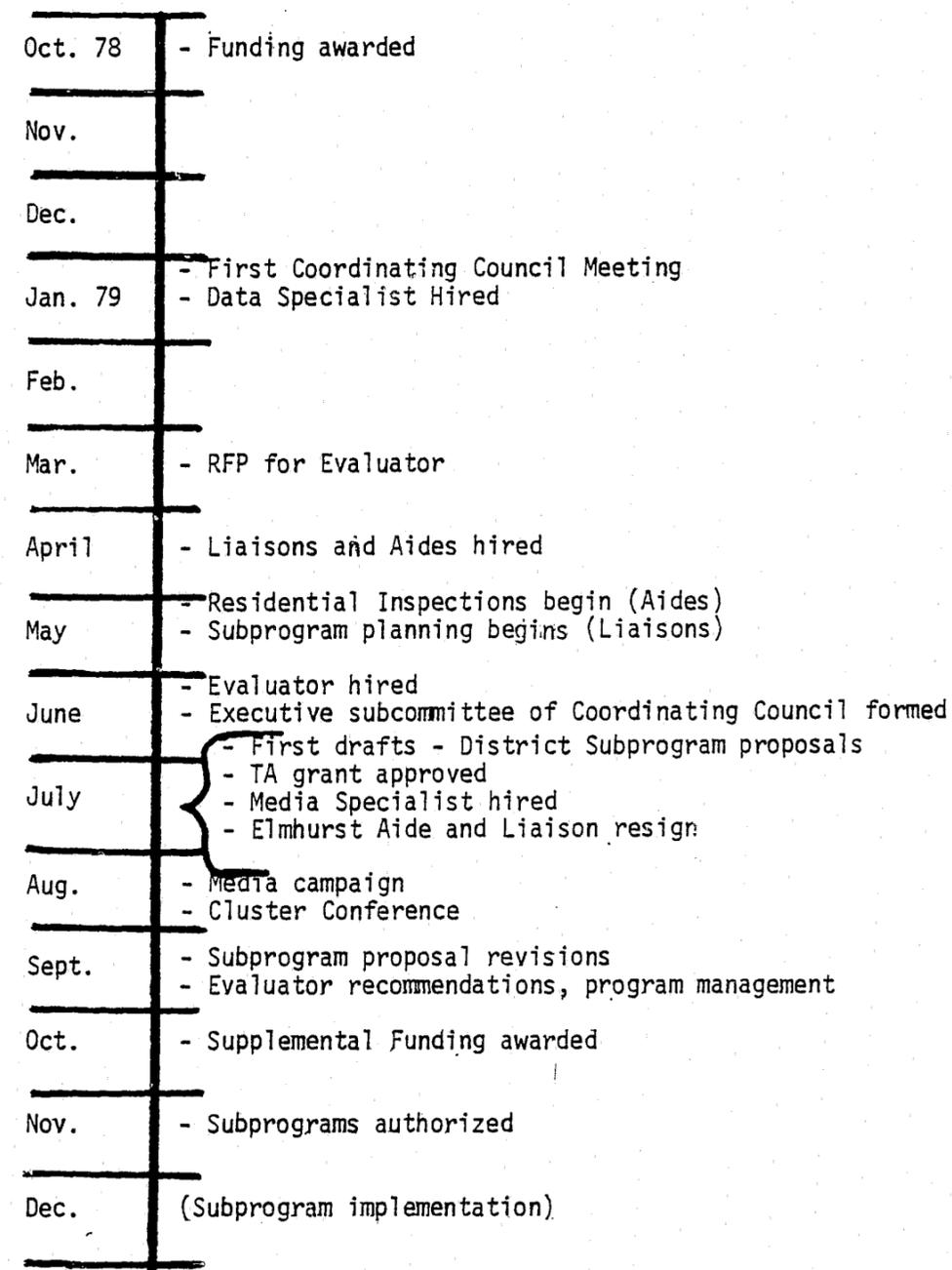


FIGURE 5: PROJECT CHRONOLOGY

for city employees facing layoff, seriously interfered with the hiring of the media person. Consequently, the position was not filled until July. The media campaign (to be developed by the Media Specialist) should, ideally, have spearheaded the district organizing and needs assessment effort conducted by the liaisons in April and May, but it was not initiated until late summer. All staff interviewed by Evaluators agreed that the delay in hiring a Media Specialist hampered the project's start-up work. Furthermore, because of the pressure to get the campaign off the ground, community input into the media design and approach was not sought or received until after the fact.

Staffing resignations and transfers have also impeded project implementation. This was particularly apparent in the Elmhurst district where the Crime Prevention Aide resigned due to strained working relations with the Liaison, and the Liaison resigned shortly thereafter due to policy disagreements with the District Chairperson. As an additional complication, threat of a lawsuit charging employment discrimination with respect to sex arose from the hiring of the Liaison in the Elmhurst District. Apparently community sentiment favored a male role model for the slot; however, the top ranked applicant was a female. The female was eventually hired to replace the male who resigned.

Staff turnover also occurred with respect to the crime prevention aide for Chinatown Central, who resigned to attend law school, and the project secretary who transferred to another division. At present, all grant positions are filled.

#### District Offices

Paralleling efforts to screen and hire qualified grant staff was a search for adequate district crime prevention offices. Police administrators coordinated this endeavor with the City Real Estate Division. Several initially considered sites proved controversial or inadequate to program needs. Although all field staff were located in district offices by the summer, two offices were subsequently relocated due to lack of access, especially for disabled and elderly citizens (North Oakland), and to changes in grant personnel (Elmhurst). The issue of access and suitability of sites is still a problem in some districts and will be addressed in later sections of this report.

#### Government Relations

As can be expected from a project such as Oakland's CCPP, which received nearly a million dollars in federal funds over a two-year period, the time and energy spent on grant administration and monitoring activities have been considerable. As a recipient of federal funds, OPD is required to meet federal guidelines and regulations relating to employment, purchasing, program development and the like.

In quarterly reports to LEAA, police administrators consistently expressed complaints that problems in communication with LEAA contributed to delays in project implementation. Specifically, the lack of local monitors and clear programmatic guidelines were cited. These problems led to time

consuming revisions and resubmission of several key documents.\* The federal guidelines were broad and flexible, so that innovative program models tailored to community needs could be developed. This was, however, a "mixed blessing" local officials approached the guidelines cautiously and delayed action pending clarification from federal officials.

The initial application was accompanied by a Technical Assistance request for the Alameda Regional Criminal Justice Planning Board, to provide assistance in budget preparation, reporting, and other LEAA technical issues. This application was denied; federal authorities asked that OPD apply directly for the Technical Assistance money. Police administrators note that "denial of the Technical Assistance application by LEAA to the regional office left the grant in the hands of a capable but ill-prepared police staff."\*\* Although the Technical Assistance monies have been put to other purposes, regional criminal justice planning staff might well have eased some of the initial administrative and "grantsmanship" problems for CCPP managers. The Technical Assistance application submitted by OPD itself also proved troublesome. Three times submitted, grant approval was finally received in July 1979. Presently, it appears that OPD and LEAA are more comfortable with each other and better able to respond to each other's requests and requirements.

#### Coordinating Council

Evolution of the Coordinating Council's structure, as well as its roles and responsibilities, has occurred over a twelve-month period. The original Coordinating Council composition included representatives from the Mayor's Office, the Police Department, and the Oakland Unified School District Board Chairpersons. Subsequently, the Coordinating Council broadened representation to include a senior citizen (from the Oakland Committee on Aging), a disabled representative, and a youth representative. Coordinating Council meetings have not been fully attended; attendance has been particularly difficult for the disabled representative who needs special transportation to meetings.

The size of the Coordinating Council proved cumbersome, and in June a subcommittee to the Coordinating Council was established. A major concern of this subcommittee was to resolve programmatic and management disagreements between the police and community. Problems between the community and police arose primarily over roles and authority about staffing and hiring, although there were also some underlying philosophic issues about the programmatic directions of the CCPP. In general, as project implementation progressed, the level of community input increased.

\*A notable--and substantively very significant--example is in the "earmarking" of funds for youth programs. The initial application for CCPP was paired with another application, to the Office of Juvenile Justice and Delinquency Prevention (OJJDP), for a truancy prevention program. This application was refused, but an additional \$50,000 was given to the CCPP for "juvenile" programming. Eventually, the difficulties entailed in revising the CCPP application in order to obtain the additional funds led to a decision not to add the \$50,000.

\*\*"Supplemental Funding Application Comprehensive Crime Prevention Program," July 1979, page 21.

### Subprogram Proposals

The process involved in developing subprogram proposals was lengthy and entailed many steps. Identification of district crime priorities occurred during April and May 1979. (Initially, police administrators requested that this information be developed by each District Board prior to hiring the liaisons. However, there was very little response to the request, so it fell to the Liaisons as their first assignment.)

Following identification of problems came a period of encouraging community and District Board input into program design. The liaisons then developed a subprogram package which was first submitted to LEAA in July 1979. Varying levels of participation and of discord arose in some districts between the liaison and the District Board as to the development process and contents of the subprogram proposals.

On the Coordinating Council level, the thrust to develop city-wide as well as district-specific program was de-emphasized in favor of dividing resources evenly among the seven districts, with no funds reserved for city-wide efforts.

Meetings of LEAA advisors, police administrators and liaisons were held at the end of August to iron out specific problems (e.g., budget items) with subprogram proposals. Issues relating to procuring insurance and developing subcontracts with community agencies to perform district functions (e.g., youth counseling) related to various subprograms were then addressed. LEAA approval was finally granted in November 1979 and subprogram start-up activities began.

### Local Evaluation

Evaluation of the CCPP has occurred on two levels: a national evaluation, which examines and compares all LEAA-funded crime prevention projects, and a local evaluation which treats the particulars of Oakland's approach. Police administrators in Oakland expended considerable attention to developing the local RFP which eventually went out to bid in March 1979. Further delays in hiring the local Evaluator occurred when community opposition to the selected evaluator arose at a City Council meeting. Charges of conflict of interest on the part of the Evaluator, concern that the community had not been consulted in the selection, and disappointment that the proposed Evaluator was not a minority, were all raised. These concerns subsided after citizens on the Coordinating Council were consulted. The evaluation contract was signed in late June 1979.

The local Evaluator presented recommendations for coordination of grant-related activities in September 1979. A series of recommendations were made regarding internal grant management and police-community interaction mechanisms in the grant. Police administrators and grant staff were receptive to the suggestions; implementation of the recommendations in October. (For a fuller discussion of how recommendations were implemented and the outcome of the various suggestions, see Section V.)

In summary, the Oakland CCPP is based on a rather intricate concept that has brought the Community Services Division into close working contact with several new actors: the Community Development network and other community groups; the Coordinating Council; over a dozen new civilian staff members; and LEAA monitors in Washington, D.C. To a large extent the history of project implementation is constituted of the development of relationships among these various actors. Because such a broad range of "new territory" was involved in the process of defining the various working relationships, the implementation process has been lengthier than originally anticipated. Nonetheless, it is expected that during the remainder of the second year, there will be more specific crime prevention results as the grassroots programs begin to take effect.

### III. PROGRAM ACTIVITIES

#### A. Introduction

The CCPP was designed to provide a mix of traditional police-oriented and related services and new programs tailored to the needs and character of Oakland's discreet districts or communities.

Project objectives call for innovative programs, using volunteers, and increased crime prevention services of the type already provided through CSD. Together, these programs are to "reduce project-targeted" crime in Oakland. At the heart of the CCPP approach is the crime prevention team for each district: the District Liaison and Crime Prevention Aide. It is important to recognize that the availability of a district link to the police department, in the form of an office, a Liaison, and an Aide, is in itself a main programmatic resource provided in the CCPP grant. Formal programs, traditional services, and ongoing linkages with agencies and grassroots organizations all emanate from this basic program model.

The model calls for facilitation of crime prevention activities and the necessary community organizing work at the district level. The division of labor between Aides and Liaisons is intended to allow the project to maintain a certain level of traditional police services while developing and implementing new approaches to identified crime-related problems. In particular, the Aides perform residential and commercial security inspections; conduct Home Alert and other educational meetings; and disseminate Community Services Division (CSD) information related to Operation I.D., Operation Rooftop, and the like. On the other hand, the Liaisons are more involved in working with their respective District Boards, crime prevention subcommittees, and neighborhood organizations as well as city and private agencies in an effort to implement new district-specific crime prevention programs (e.g., Youth Board, Safe Neighborhood program). These two functions (i.e., providing traditional services vs. organizing and implementing new programs) of course overlap, and the most successful district operations are those in which the Aides and Liaisons cooperate with and assist one another.

This section summarizes the District sub-programs developed thus far in the CCPP and analyses in the degree to which project objectives have been achieved. Section IV, following, analyzes citizen participation in CCPP; that section will describe the processes by which the sub-programs were developed.\*

\*Emphasis in both discussions is on new programs rather than on-going CSD services; the on-going programs have already been analyzed in the Evaluator's Interim Report.

#### B. Program Overview

In addition to funding District-based staff, the CCPP also provides resources for new district "sub-programs", district programs operating within the framework of the overall grant.\* Several generalizations encompass most or all of these programs:

- The CCPP combination of the "old and new" allows a range of approaches to community crime prevention. The traditional or on-going CSD services lean toward largely noninteractive activities such as inspections, wherein the consumer is a passive recipient of police-initiated services. CCPP's new sub-programs tend to involve activities which rely almost exclusively on citizen participation and initiative. Police officials tend in these new program models, to be adjunct resources for program activities rather than the professional "experts" who initiate activities.
  - The sub-program proposals reach out to groups not previously extensively involved in crime prevention planning. Involvement of youth in planning crime prevention activities, as well as participating in sub-endeavors, is a priority effort. Towards this end each district is involved in facilitating or assisting formation of some type of youth board or youth council. In some districts participation is sought throughout the district, while in others it is confined to a single or to several schools (i.e., Chinatown Central and West Oakland.)
- Similarly, there is a new emphasis on seniors. This varies among districts; but concern for involving seniors in program activities is reflected in many sub-programs, throughout the city. The theme of bringing seniors and youth together in positive community work is also apparent. This approach is based on the observations that crimes against seniors are often perpetrated by youth and that communication between generations is often unsatisfactory.
- Whereas the traditional crime prevention approach has emphasized "target hardening" such as installation of locks, the newly developed CCPP programs emphasize involving the community to address broader community problems, such as the roots of juvenile delinquency. In a sense, the CCPP has attempted to provide a middle ground between treating the "symptoms" and treating the "causes" of crime.
  - Although the initial grant concept emphasized use of volunteers to accomplish sub-program activity, little has yet transpired in this area. However, the idea is still stressed, and it is expected that most districts will eventually secure volunteers to man offices and help with carrying out subprogram activities. In fact, because actual program resources are scarce, community resources--and, in particular, volunteer citizens--will probably be a mainstay of most programs. There appears to be a strong feeling among many CCPP actors that limits in fiscal resources should not be crucial. The sense of these participants is that many cooperative community crime prevention projects can be mounted without major financial outlays.

\*Each district has a budget of approximately \$11,000 for these sub-programs.

Generally speaking, sub-program implementation has been gradual; in some cases, almost nothing has been accomplished. After funding for sub-programs was finalized in November, the immediate second step in many districts was to secure a subcontract with a community agency. This is a very workable idea and supports the spirit of the CCPP to advance police/community relations. The January 1980 status of the various sub-programs by district is summarized in Table 1.

The following material discusses crime problems and sub-programs for each of the seven districts.

#### 1. North Oakland

High priority concerns identified by the North Oakland District Crime Prevention Subcommittee were burglary, pursesnatch and related juvenile criminal activity. Responses from surveys, distributed through Home Alert News and District churches, revealed similar concerns. (Twelve hundred questionnaires were distributed; 116 returned, most from the Home Alert network.) Two community meetings were held with 30 and 10 participants respectively to further discuss priorities and program plans. The Liaison then took the initiative in developing a core of youth programs.

In recent weeks, the Liaison has arranged a subcontract with Tolliver Community Center to provide casework and youth organizing services for the Direct Restitution and Youth Board programs. The Direct Restitution project will receive referrals from OPD (first priority) and the Probation Department (second priority) of youth who have been apprehended for minor or first time offenses. They will participate in the program in lieu of further involvement with the juvenile justice system. Restitution can be in the form of work performed by the youth for the victim or through community service. Tolliver Center will provide family, individual, and group counseling as appropriate. It is expected that approximately 15 youth and their families will participate in the program. The half-time caseworker has been selected and approved, and referral mechanisms are now being established. Although located in West Oakland, Tolliver Center serves North Oakland, and the youth participating in this particular program will be from that area.

The Youth Board is in effect a forum for airing the ideas and concerns of youth as they relate to crime prevention. This forum is also intended to provide an opportunity to develop youth leadership, and will be formally linked to the District Board network. (One member of the Youth Board will also serve on the crime prevention subcommittee, and the seven youth members will rotate attendance at District Board meetings.) Members will be youth from North Oakland between the ages of 12 and 18. Nominations will be solicited from churches, recreation centers, youth clubs, the Probation Department and the schools. Members will include youth leaders, including youth who have been in trouble. The Tolliver Center caseworker is presently coordinating formation of the Youth Board.

All districts sponsoring a Youth Board will participate in a Youth Board Symposium.\* The symposium will focus on city-wide needs of youth.

\*San Antonio, Central East, Fruitvale, North Oakland and Elmhurst.

TABLE I: STATUS OF SUBPROGRAM IMPLEMENTATION

Activity/Program	North Oakland	San Antonio	Central East	Fruitvale	Elmhurst	West Oakland	Chinatown Central
Subcontract Secured	X	X	X	X			
<u>Direct Restitution</u>							
LEAA Approval	X			X	X		
Planning	X	X		X			
Implementation	X			X			
<u>Youth Board</u>							
LEAA Approval	X	X	X	X		X	
Planning	X	X	X	X		X	
Implementation						X	
<u>Safe Neighborhood</u>							
LEAA Approval							
Planning		X	X	X			
Implementation				X			
<u>Neighborhood Fairs</u>							
LEAA Approval							
Planning		X	X	X		X	
Implementation							
<u>Adopt a Cop</u>							
LEAA Approval							
Planning							X
Implementation							
<u>Senior Ridealong</u>							
LEAA Approval							
Planning		X	X				
Implementation							

Table I: Status of Subprogram Implementation - Page 2

Activity/Program	North Oakland	San Antonio	Central East	Fruitvale	Elmhurst	West Oakland	Chinatown Central
<u>Media Project</u>							
LEAA Approval Planning Implementation				X			
<u>Brush Cutback</u>							
LEAA Approval Planning Implementation				X X			
<u>Mini Park Barriers</u>							
LEAA Approval Planning Implementation				X X			
<u>Handicraft Production</u>							
LEAA Approval Planning Implementation					X X		
<u>Plant Nursery</u>							
LEAA Approval Planning Implementation					X		
<u>Senior Transportation</u>							
LEAA Approval Planning Implementation						X X	

and will be planned by the youth themselves with assistance and suggestions from the program staff. The symposium will feature entertainment as well as information on youth programs, youth serving agencies, and resources.

There will also be a Youth Board Retreat for youth from the five participating districts. The purpose of the retreat is to foster relationships among participating youth board members and staff, and to provide a relaxed setting in which OPD staff and community members can learn more about youth concerns. It is expected that the Youth Board Retreat will be the first planned activity of the Youth Board, and will "be the catalyst for future activities which members will plan" (sub-program proposal). Planning for the retreat and symposium has not yet occurred.

Originally, North Oakland had envisioned funding a Safe Neighborhood program. However, all program monies were allocated for the youth programs, and separate funding was sought from the District Board. The District Board decided not to fund the program at this time.

## 2. West Oakland

The West Oakland staff gathered citizen input on crime priorities from dissemination of written surveys, meetings at senior citizens homes, and a public hearing.\* Burglary and assault on seniors were the top priority concerns.

Development of the West Oakland sub-program proposal was delayed because of open tensions between the Liaison and the District Subcommittee Chairperson. The initial proposal drafted by the Liaison was rejected by the District's Board and Subcommittee Chairpersons; subsequently a community consultant was called in to assist with the second draft. In recent district elections, neither the District Board Chairperson nor the crime prevention Subcommittee Chairperson retained a seat on the board. The new district leadership has expressed an intention to encourage independent initiatives by the CAPP staff.

The main West Oakland program is transportation for seniors. A used van is being purchased\*\* and it is expected that the unit will subcontract with an individual or company to drive the van. The project expects to provide safeguard transportation to 6,000 seniors annually. Staff intends to draw seniors into additional crime prevention activities through the "calling card" of the transportation program. (For example, seniors can be recruited as volunteers to operate the dispatching aspect of the program.) The mechanics of receiving and coordinating requests for rides and developing fixed routes have not yet been finalized.

Because the District Board wanted to devote all District sub-program funds on senior transportation, other programs such as Neighborhood Fairs and a Youth Board were not developed. The West Oakland staff is concerned about youth, however, and is establishing contacts with the local schools. There are as yet no formal programs to involve youth.

\* Although 2,600 residences were reportedly leafletted about the public hearing, only 20 persons attended.

\*\* The District staff turned in one of the staff cars in order to free up funds to purchase the van.

## 3. Chinatown-Central

The top crime prevention priority for Chinatown-Central concerns crimes against persons (purse snatch, assault, rape, and robbery). The decision to focus program activities on these crimes was made by the District Board and was subsequently substantiated by analyses of 150 responses to a telephone survey conducted by the Liaison.

The main Chinatown Central program is the "Adopt-a-Cop" program. This program grew out of a request from a local PTA to develop better communication between the community and the police. Adopt-a-Cop is a "community-wide education program designed to address crime problems, change attitudes about the police, develop interpersonal relations between the police and community, and improve upon behavioral patterns of the general citizenry."\* Operationally, this program will use the Reserve Unit of the Police Department. For instance, Reserve Officers will teach crime prevention classes at fixed community locations. Suggested classes include "Psychology of Fear," "Family Crisis Interventions," and "Child Abuse and Molestation." Particular officers, and the pertinent crime prevention curriculum or package, will be "adopted" by various community organizations and agencies such as senior centers and schools.

Under the umbrella of the Adopt-a-Cop program, special projects will be implemented in conjunction with curriculum development. For example, some written materials and film presentations will be translated into various Asian languages (e.g., Chinese, Vietnamese). Also, an audio-visual crime prevention package will be developed for elementary school children. Additionally, students will participate in a number of field trips.

Implementation of the program has been slow. To date, a senior housing facility has agreed to host the program, and inroads have been made into the districts' junior high school in an attempt to establish a crime prevention council there. (This council will "draw the crime interests and concerns of students all over campus into full view," according to the Liaison's progress report.) Field trips and crime prevention presentations will be two mechanisms for facilitating this involvement. However, actual curriculum development has not begun for either seniors or youth.

In addition to the Adopt-a-Cop program, the Chinatown-Central Liaison is also working at the request of the Chinese Community Council to establish a Bilingual (Asian) hotline. Through this hotline non-English speaking Asian victims will be able to contact OPD over the weekend to make a crime report. (Presently there are no interpreters available during weekend hours). This project will cost no money. It is still in the preliminary planning stages.

## 4. San Antonio

Burglary, pursesnatch, and related juvenile crimes were the priority crime prevention concerns for San Antonio. District staff used written and telephone surveys, public hearings, and door-to-door canvassing to gain citizen input. (There were 104 responses to the written questionnaire and

\* Chinatown Central District Sub-program Proposal.

160 responses to the telephone survey.) The written questionnaire was distributed to District Board members and at senior meal sites, youth services and other common locations.

The San Antonio program package reflects a common concern for youth and seniors. The San Antonio Youth Board is very similar to the North Oakland Youth Board. However, there will be fifteen members instead of seven. San Antonio has subcontracted with Manzanita Center to organize youth for the Youth Board and the Safe Neighborhood Program.

"Safe Neighborhood" is essentially an environmental design program which offers tree and brush cutback services as well as improved lighting on street corners, alleyways, and other thoroughfares through the Office of Community Development project funds. The San Antonio project proposes to provide services to 260 homes in the district. Homes receiving the services will be referrals from Home Alert groups and the District Aide, who conducts residential inspections. In effect, the service will be an extension of the typical security inspection. The Crime Prevention Subcommittee may also point out target areas needing special attention. Senior citizens will supervise youth in the actual cutback work. Youth workers will be referred from agencies that counsel youth offenders. They will receive \$3.50/hour for their services.

The Senior Ridealong Program is basically an effort to expose senior citizens to the workings of the San Antonio crime prevention programs. Seniors from various senior organizations, housing projects, and meal sites will sign up to accompany district crime prevention staff in the performance of their duties (e.g., residential inspections, Home Alert meetings, victim assistance). Training workshops will augment the program, and seniors will be encouraged to volunteer their time to assist in various ongoing crime prevention functions.

Finally, the San Antonio unit also proposes to host 24 "Neighborhood Fairs" throughout the district. The purpose of the fairs is to encourage neighbors to congregate and exchange ideas, share solutions, and support one another around the pressing crime-related problems and fears. These fairs will feature a visit by the beat officer, demonstration of home security measures and Operation I.D., other information displays, entertainment and food.

Implementation of these projects has been slow, although the groundwork is now laid with Manzanita Center to begin facilitating the Youth Board and Safe Neighborhood programs. The Neighborhood Fairs will not be held until the Spring. Planning and implementation of the Senior Ridealong Program should occur in the interim.

##### 5. Fruitvale

The Fruitvale staff sought community input into crime priority concerns through a process of neighborhood canvassing, small neighborhood meetings, and larger "public" hearings. Projects were then developed in response to the needs expressed during the initial assessment work. Residential crimes, crimes committed by youth, and crimes against seniors were the main concerns expressed. Seven separate projects were developed; they can be generally characterized as oriented towards youth and for environmental design.

Fruitvale has subcontracted with Barrio Family Center to provide staff assistance for Direct Restitution, Youth Board, and Safe Neighborhood programs. A counselor from Barrio Family Center will oversee 15 juvenile referrals per year in the Direct Restitution Project. (See the discussion of North Oakland programs for a general description of the Direct Restitution program.)

The Youth Board (also described earlier) will consist of approximately seven members, who will meet monthly with crime prevention staff to discuss problem areas and program progress. One member of the board will also sit on the District Crime Task Force. The Youth Board will meet on a bi-monthly basis and will have access to the district office.

A third youth component is the media project in which a film slide-show will be developed around violence in the barrio. The film and slide-show will show youth talking about themselves, and their experience and perspectives to violence and crime.

The environmental design component features the Safe Neighborhood Program,\* Neighborhood Fairs,\*\* a Creek Brush Cutback Project, and construction of mini-park barriers. The brush cutback component will fund technical assistance, insurance, gloves and equipment rental to trim shrubbery along two creeks in the area. The areas scheduled for cleanup are presently favorite loitering spots for youth. Funds for constructing two mini-park barriers to block escape routes often used by fleeing suspects have also been allocated. The mini parks will consist of three redwood trees surrounded by edge planting and ornamental rocks.

Implementation is underway for the Direct Restitution, Youth Board, and Safe Neighborhood Programs, as well as the creek brush cutback project. The remaining three projects will get underway during the Spring and Summer months. Additionally, the Crime Task Force has received funding from Kaiser Foundation for a Citizens Patrol project whereby senior citizens will be outfitted with blazers and patches, shriek alarms and radio equipment to patrol their neighborhoods. In short, activities in Fruitvale are numerous and varied and involve many different elements of the district's citizenry.

\*This project is described in more detail under discussion of the San Antonio projects. Fruitvale proposes to provide 10 homes with tree and/or shrub cutback services, paying unemployed youth to do the labor. Senior citizen volunteers will provide training and supervision.

\*\*The Neighborhood Fairs are also discussed in the San Antonio section. Fruitvale intends to host 12 fairs, which will present information on brush cutback and typical crime prevention services and resources, and will also feature a PGE solar demonstration. Some fairs will coincide with a tree planting project activity. These fairs will primarily be organized through the neighborhood groups.

6. Central East Oakland

The Central East Oakland staff disseminated a written survey at local supermarkets (320 responses) and held a series of community and public meetings to gain input about crime problems in that area. Seventy-five persons attended the main public hearing which was held at a junior high school. Notice regarding these various input processes was disseminated through Home Alert and OCO mailing lists. The three crime prevention priorities identified during the community input phase were burglary, purse snatch, and related juvenile crime.

Five programs were designed around these priorities. One program, the Big Brother/Big Sister program, was abandoned because adequate organization support was not forthcoming.\* The four programs which are now underway are Safe Neighborhood, Youth Board, Senior Ridealong, and Neighborhood Fairs.\*\* The unit has subcontracted with the Oakland/Alameda County Consumer Council to provide staffing assistance in implementing the Youth Board and Safe Neighborhood programs.

The Liaison is primarily working through the District's public and private schools to generate enthusiasm for the Youth Board. There will be eleven members from the Central East district. It is anticipated that the Youth Board will utilize the district office for their regular meetings.

The Central East Liaison is also attempting to stabilize office coverage and secure additional program funding. He has met with job placement officers at three local colleges to explore using workstudy students to staff the office and oversee programs. In the meantime, the Central East Liaison is also looking into using Boy Scouts as "Junior Crime Prevention Aides" to canvas the District and disseminate crime prevention information. The Liaison has developed several new program proposals in an effort to locate additional funding and is working with members of the community on fundraising events. (Some members of the community want to purchase a van to transport seniors.) In sum, Central East appears to be well on the way towards offering a wide range of crime prevention programs which involve a cross section of the community.

7. Elmhurst

The Elmhurst staff developed and disseminated a written questionnaire about district crime concerns to schools and Home Alert groups. A community workshop was also held in order to try to arrive at a consensus concerning crime priorities and program models. Major concerns expressed during the citizen input process were: burglary; drugs/juvenile delinquents; auto theft; personal assault; and purse snatching.

\* This program would have paired members of the Oakland Black Officers' Association with youth. It was slated to run out of the East Oakland Youth Development Corporation. EOYDC experienced severe staff turnover, however, and new staff were reluctant to work with CCPP.

\*\* Descriptions of these programs appear under previous descriptions of sub-programs.

The original sub-program proposal\* developed by the first Elmhurst Liaison was rejected by the Elmhurst Chairperson and Board. Subsequently, the Liaison resigned and the new Liaison developed a program package that featured a Youth Board, Direct Restitution, a Handicraft Center, a Plant Nursery, and Neighborhood Fairs.

The Elmhurst Youth Board is a district-wide endeavor, with seventeen members, each representing a different neighborhood association. Each neighborhood association will organize approximately 25 youth into a neighborhood youth council. These youngsters will participate in the various other programs run by the district. Each youth council is to have a five member adult advisory team. One member from the councils will be delegated to sit on the Youth Board.

The main youth activities are the Direct Restitution Program;\*\* the Youth Board Retreat and Symposium (discussed earlier); and the Handicraft Center and Plant Nursery. The Handicraft Center will produce wood items, decorative items (e.g. quilts and artificial flowers) and clothing items. Seniors residing in the Elmhurst District who have skills in the handicrafts will serve as instructors.\*\*\* Youth will be paid a bi-weekly stipend for participating in production work. Items produced by the youth will be sold out of the training facility; money from sales will be utilized for materials and stipends. Volunteers referred by the Alameda County Volunteer Bureau will serve as director and bookkeeper.

The Plant Nursery is a very similar production and sales program for youth. This program will also call on technical advisors from the local university and the State Department of Urban Technology. The youth will build a greenhouse and learn horticulture. They will also make pottery planters and flower pots. The main selling item will be house plants grown in the greenhouse.

Implementation of the various Elmhurst projects has been greatly hampered by dissension and factionalizing within the district. The initial plan was to first organize the youth councils and Youth Board and get the handicraft center on operational footing; next, the Plant Nursery, Direct Restitution, and Neighborhood Fair components would be implemented. To date, the Elmhurst community has not been able to agree upon subcontractors for the various program components. Moreover, the Crime Prevention Committee itself has been the scene of on-going controversy, which

\* This proposal called for developing and issuing "mini RFP's" for small-scale, short term neighborhood projects.

\*\* It is expected that counselors for this program will be provided by the East Oakland Youth Development Corporation.

\*\*\* Seniors are required to submit a resume or application to the Personnel Subcommittee of the Crime Prevention Committee. The subcommittee will screen applications and can require demonstrations of skill from prospective instructors.

has caused and been fed by membership turnover. This, in turn, has inhibited the committee from moving ahead in a unified and orderly fashion. Finally, police/community relations per se appear to be deteriorating in the nearly all-black Elmhurst community. A recent incident involving the death of a resident has aroused considerable hostility toward police, and police-related activities are under close scrutiny; it is felt by some members of the community that the climate is not conducive to the CCPP. For example, a very successful "kick-off" for the youth council was held in December and attended by approximately 75 youth. However, subsequent incidents involving police shootings clouded the initial enthusiasm and organizing activity. It is yet to be seen what direction the CCPP project will take in this highly political district.

### C. Analysis of CCPP Program and Services Objectives

Several of the CCPP objectives are directed at increasing the scope and variety of crime prevention programs and services in Oakland. CCPP has made substantial progress in regard to these goals and objectives.

#### 1. Crime Reduction

The ultimate, or "impact" related, goal of the CCPP is to prevent and reduce crime in Oakland. This general goal is expressed, as a specific objective, as a reduction in "project-targeted" crime. Because most of the programs have not been fully implemented at this writing, there is no reason to expect that crime in general or project-targeted crimes will yet be reduced. Data bears this out. Regarding overall crime trends, OPD statistics show that Part I crimes, citywide, were up by about 6% in 1979 over 1978.\* As discussed in the profiles of the District subproposals, the crimes most targeted in the CCPP are burglary and muggings. (Certain age groups were also targeted because they are victims and offenders; data is not readily available along these dimensions.) Residential burglaries have declined slightly (less than 2%) in 1979 from 1978; muggings and robberies have increased.

In coming months, detailed evaluations of specific sub-programs will suggest the degree of impact of those projects within more narrowly circumscribed, neighborhood-based, areas. These mini-evaluations are beyond the scope of the present evaluation, due to the timing of implementation.\*\*

#### 2. Increase Crime Prevention Services

One objective of the CCPP was to increase the level of crime prevention services such as security inspections provided in Oakland. Although this topic--the maintenance and expansion of "on-going" programs--was a controversial issue at one point in the first year of the grant, it was generally concluded that on-going services were important.

\*OPD Planning Division, "Monthly Crime Summaries." "Part I" crimes are serious felonies involving theft and/or violence.

\*\*For more detailed discussion of mini-evaluations of District sub-program proposals, see Interim Report and Recommendation E in Section VI of this report.

There are two senses in which it might be anticipated that the grant would contribute to these on-going services. First, using CCPP staff would ensure that the pre-grant level of services could be maintained or expanded. The second anticipated effect was that the grant would increase the demand for such services. Because the grant was concentrated, geographically, in Oakland's "flatlands," where crime prevention activities such as Home Alert had lagged somewhat in the past, it was hoped that new requests, enabling fuller service to those areas, would develop. In addition, it was thought that the publicity accruing to the grant and its constituent programs would stimulate interest in crime prevention services throughout the city.

As discussed in the Interim Report, the CCPP did in effect enable a maintenance of effort by replacing the cadre of CETA employees (who were being phased out as the CCPP grant began, with the CCPP's Crime Prevention Aides). The overall level of such services as residential security inspections thus remained fairly constant, rather than declining dramatically, through the efforts of the Aides. (Table 2: Crime Prevention Services.) Although full data on the location of requests for services is not available, there does not appear to be a significantly increased overall level of such requests. An increase may occur, as the district sub-programs get into operation and the media campaign gains momentum; for the present, the grant is still not well and widely known in Oakland, and requests for service remain fairly constant.

Some program effects in redistribution of services may be operative. The limited information available does suggest that on-going services have shifted, on balance, more to "flatlands" areas. In addition, as shown in Table 2, there has been an increase in Home Alert activity which contrasts with declines in "victim contacts" and commercial security inspections. This change may reflect the CCPP concern with integrating crime prevention services and community organizing; Home Alert is essentially a group-oriented, rather than individualized, service. The most significant development may be, however, in the creation of rather innovative program proposals and activities under the grant. While not, perhaps, contributing to dramatic increases in the numbers of people requesting or receiving services, these programs seem to be making inroads with distinct population groups, particularly with youngsters in Oakland.

#### 3. Innovative Programming, Using Volunteers and Capable of Self-Sustaining Activities After the Conclusion of the Grant.

Evaluators believe that the CCPP has shown strong accomplishments regarding the objective of creating innovative program ideas. The sub-program proposals have developed some interesting and potentially significant programs for involving youth and for bringing certain segments of the community--youth and senior citizens in particular--together. In addition, the program ideas developed in the CCPP tend to emphasize processes which citizens can carry on by themselves; law enforcement personnel can provide support, but police initiative and direction is not, by and large, a prerequisite for the programs developed. In addition, many CCPP sub-program proposals expand beyond the "target hardening" emphasis of traditional crime prevention programs. These sub-program proposals represent a reasonable "middle ground" between community based "treatment" types of programs (seeking to change the behavior and attitudes of offenders) and the arrest-oriented programs most often encouraged by law enforcement. They provide a forum in which citizens can resolve various kinds of problems--not just problems of crime per se

Table 2: CRIME PREVENTION SERVICES

	Pre-CCPP* 3-month	Early CCPP** July-Sept 1979	Recent CCPP** Oct-Dec 1979
Senior Citizens Assisted		72	21
Victims Contacted		199	76
Number of Items Marked		71	60
Home Alert Groups Formed	53	18	31
Home Alert Meetings	88	98	165
Talks/Workshops	43	59	59
Residential Security Inspections		270	223
Commercial Security Inspections		108	27

\*Source: Speaking Logs, Community Services Division

\*\*Source: Quarterly Reports, Community Services Division

but also the conflicts between various groups such as senior citizens and youth--without automatically invoking police authority (and utilizing police resources). While further or more intense efforts of this sort are imaginable, the current CCPP programs represent a reasonable step in this direction, appropriate to the current level of citizen skills and participation in crime prevention program development. Potential future program directions are discussed in Recommendation D, Section VI.

It remains to be seen whether the programs will or could be self-sustaining. To date, the intervention and leadership of Liaisons has been essential; some continuation of the Liaison role will probably be a continuing necessity if the programs developed are to be continued or expanded after the CCPP grant is over.

Even with continued Liaison staffing, fiscal and volunteer manpower support will be important. These, too, remain uncertain. Volunteer involvement so far has been minimal; perhaps, when the sub-programs are fully operational, there will be clearer roles for volunteers to fill and greater success in gaining volunteers' participation. Although Liaisons have received training in "grantsmanship," there has not been much activity in generating sources of revenue to replace or supplement LEAA monies. Many participants believe that revenues are, in fact, not a major consideration. They argue that the most important program elements, such as youth involvement through youth boards, can be accomplished without any significant expenditures. In this respect, the level of enthusiasm and involvement appears to vary from District to District. The base of support in this regard is, in effect, one element of the citizen participation emphasis of the CCPP. Citizen participation efforts are analyzed in Section IV, following.

#### IV. CITIZEN PARTICIPATION

The CCPP was instituted in a very complex environment. Considerable CCPP energy and time during the initial fifteen months have been consumed in responding to various organizational contexts. This section discusses the process of grant implementation steps in the community and with the Community Development District Boards. The following section then analyzes implementation within the Oakland Police Department--the "host agency" for the grant.

In both areas, the Evaluator's general finding is that there were many false steps, many conflicts, and many misunderstandings that delayed implementation of the project. It is, of course, easy to note such false steps in hindsight. During the implementation process, CCPP participants approached the conflicts and problems that arose in good faith, with the result that a better understanding and firmly grounded agreements emerged, putting the grant on stronger footing than had been the case under the original application. Thus, implementation must be accounted a success in significant ways. New and relatively uncharted mechanisms have been developed. While implementation has lagged in respect of initial grant timetables, it has proceeded remarkably quickly when compared with programs of similar scope in other jurisdictions.\*

##### 1. Overview of Citizen Involvement

Citizen involvement was envisioned, in the CCPP concept, on several levels:

- "Grassroots," direct, citizen participation stimulated through the efforts of the District Liaisons and the District Board Subcommittees selected to work with the Liaisons;
- Linkages between OPD and the OCD network, representing community perspectives, in program design and development;
- Formal city-wide policy-making linkages between OPD and various community and agency representatives on the Coordinating Council

##### a. District Activities by Liaisons and Subcommittees

Initial planning for program development was accomplished on a district basis and involved needs assessment work as well as the design of individual program models or units. Needs assessment

\* One comparison is with the Hartford experience, where joint planning mechanisms between police, citizens, and other agencies took nearly three years to yield programmatic results. See Hartford Institute of Criminal and Social Justice, Reducing Residential Crime and Fear: The Hartford Neighborhood Crime Prevention Program, August 1978.

work focused on defining district crime priorities\* and community approaches to dealing with these problems. Procedures varied among districts and included dissemination of written surveys (either through the mail or at common gathering places such as supermarkets and churches), telephone surveys, and neighborhood canvassing. More informal methods, such as attendance at Home Alert, neighborhood, and District Community Development Board meetings were also pursued.

Input during this phase was primarily gathered from established Home Alert groups, senior citizen centers, schools, neighborhood associations, and, the general public (through dissemination of surveys at supermarkets and randomly selected telephone respondents). This activity was mainly carried out by the Liaisons and Aides, with some direction provided by the District Boards and/or crime prevention subcommittee.\*\*

Following the needs assessment work, some type of public hearing or forum was held to discuss initial findings, finalize district priorities, and sketch out approaches to dealing with these target areas of concern. Fliers and mailers were used to publicize these meetings. Attendance at the public meetings varied from around 10 to 75. The number of meetings per district also varied from 1 to 3, with none being held in Chinatown Central.

The level of citizen participation thus varied during the planning phases of the project. As previously noted, needs assessment work focused on the general public, or on those organizations known to the Liaisons or brought to their attention by the district boards or subcommittees. Although a systematic plan for citizen involvement was developed in the Fruitvale district, generally speaking, this preliminary activity was ad hoc and unsystematic. The time allotted to the process was limited, in part because of delays in initial staff hiring.

The program planning and implementation phases that followed from the needs assessment were theoretically to be carried out by the Liaison, with Police Department assistance and guidance from the crime prevention subcommittees. In practice, the direction and guidance provided by the subcommittees was not great, at least in the early stages. In Chinatown Central, a subcommittee was not formed; the Liaison worked directly with the District Board. Subcommittees in North Oakland, Central-East and San Antonio have been minimally active. Subcommittees in Elmhurst and West Oakland have been more active, although the Subcommittees in these Districts have tended also to be controversial. The Fruitvale District Board established a broad based Crime Prevention Task Force comprised primarily of non-District Board representatives, which has worked with the Fruitvale unit on a very steady basis.

\* According to the original grant application, each district was to identify three top priority crimes.

\*\* For District by District details of the specific methodology of opinion surveys, see Section III.

Oakland Community Organizations (OCO), a grassroots coalition of many neighborhood groups, was involved in initial citizen contact work in Central East Oakland and Fruitvale. Since that time, nearly all Liaisons have begun to form ties with OCO in an attempt to broaden the base of citizen involvement with the CAPP.

Overall, citizen organizing and mobilization has depended more and more heavily on the Liaisons' efforts. The subcommittees' role has been de-emphasized. A number of trends over the past several months illustrate the efforts of the Liaisons to activate community participation. Liaisons throughout the city have attempted to open up the subcommittees to non-CD members, to establish ties with existing neighborhood groups, including Home Alert groups, and to form linkages with community agencies. The CD network provided a starting point for bringing crime prevention resources to the district level. However, in order to penetrate the neighborhood-level grassroots, most district units have moved to augment the CD network. At the outset Fruitvale's Task Force supplemented CD with other group representation; subsequently, Elmhurst\* and Central East have adopted this approach, and West Oakland is considering a move in this direction. North Oakland and San Antonio are still attempting to draw a working subcommittee from within the district board membership. The North Oakland effort has so far proven unsuccessful. In San Antonio, a new District Board leadership will reportedly seek to emphasize crime prevention efforts. Chinatown Central has no subcommittee; interactions between the District Board and the CAPP staff have been limited, and there have been no sustained efforts to broaden the citizen advisory base.

Examples from the various districts of ongoing Liaison organizing actions are as follows:

- West Oakland - This project has begun to work closely with a tenants' union and a concerned citizens group. The focus of organizing is geared primarily towards developing leadership within these groups. Issues regarding specific crime problems (e.g., loitering, drug trafficking, burglaries in a large housing complex) are also addressed. Additionally, the West Oakland Liaison is assisting a local cultural center in carrying out a crime prevention program throughout the schools in that district.

\*The Elmhurst subcommittee has proven particularly unique. The present Liaison began to assemble a resource committee to provide volunteer assistance and ideas for program equipment and supplies for the handicraft center (described in a later section). This committee grew into an expanded subcommittee which involved itself in the details of implementing Elmhurst's ambitious Youth Training Project. Conflicts arose between the Liaison and some members of the subcommittee. Also, because new people were continually brought into the subcommittee by existing members, much time was spent explaining the program design and rehashing key decisions. Citizen participation has been high in Elmhurst but the process has been troubled by conflicts of personality among various subcommittee members and between some members and the Liaison.

- North Oakland - This unit meets regularly with the North Oakland Community Council, a citizen's advisory group which antedates the Community Development District Board structure. The North Oakland Liaison has also established close contact with ACCESS, the local agency representing disabled persons, which is funded by the Community Action Agency. The Liaison serves essentially as an informational link on crime prevention services and victimization statistics related to the disabled population.
- Central East - The Liaison has met with a number of concerned citizens groups around issues of neighborhood deterioration, increased crime and harassment of seniors by youth. The Central East staff have established many ties with merchant groups, youth and senior organizations, and health and criminal justice agencies and programs.
- Fruitvale - Ongoing involvement with neighborhood and business groups has occurred in the district. Issues of concern to residents usually focus on youth activities, such as loitering and disturbing the peace in the vicinity of a creek bridge; cruising of neighborhoods by "low-riders," and drug trafficking near a neighborhood pinball machine. Fruitvale staff also works with a coalition of agencies serving Spanish-speaking populations and with merchant groups. In addition, the Liaison and Aide put together a merchant newsletter and have encouraged merchants to use their district office for meetings and other organizational needs.
- San Antonio - The Liaison has begun to work with management and residents of an apartment complex around crime problems in the complex. She has also met with citizens around "low rider" activity and other problems (e.g. dog racing and drug trafficking) near and around a major city park.
- Elmhurst - As mentioned previously, Elmhurst has been heavily involved with its subcommittee in attempting to implement the district's rather complex sub-program. All organizing work has occurred in conjunction with organizing youth from the district's seventeen neighborhood associations for eventual participation in the sub-program. Elmhurst Liaison also beginning to work with OCO on formation of youth councils, and has also established referral mechanisms with an area health agency.

In addition to active organizing efforts by Liaisons, at the more passive end of the citizen participation spectrum are those who take part by virtue of being service recipients. Since the project's inception, the Liaisons and Aides have been concerned with providing client services to victims and seniors and students. Commercial and residential

inspections,\* Home Alert meetings, and media and instructional presentations to senior citizen and student groups are common activities. In Chinatown Central, a volunteer will conduct welfare-related casework and outreach from the district office. Central East staff have taught drug classes for youth and also provide direct assistance to citizens with individual problems relating to crime prevention, victimization or the criminal justice system. The Aide in North Oakland works as crisis counselor for victims of family violence (Under the auspices of another community program) and provides an informational and referral link between that program and the CCPP. The West Oakland office is located in a multi-purpose center which houses a senior food program, and the Aide has organized film showings for the seniors on several occasions. The Fruitvale office also shows films to seniors on a regular basis, and North Oakland and San Antonio staff work with established senior sites or programs.

In summary, grassroots citizen participation in the planning and implementation of the CCPP has been sporadic. Although virtually no programs were developed without some citizen involvement, in the early stages of the project this involvement occurred only through occasional (and not, typically, well attended) meetings or through relatively cursory surveys.\*\*

Community participation in the form of the District Boards and their subcommittees varied from district to district, but in general participation at this level was also limited. Decisions tended to be made by Liaisons and, at best, a small number of activists; the full Boards and/or their full subcommittees were not, on the average, actively involved. Liaisons have, though, made significant strides toward mobilizing citizens by contacting--and to a lesser degree creating--groups outside the OCD network.

#### b. Coordinating Council Activities

Throughout the planning and implementation phases of the CCPP grant, the Coordinating Council has provided an ongoing vehicle for overall community input at the policy-making level. Although the Coordinating Council primarily represents Community Development interests, city-wide, senior, youth, school and disability interests are also theoretically represented. However, except for one mayor's appointee, these special interest representatives have not been heavily involved in Coordinating Council deliberations.

\* San Antonio adopted a "beat meeting" approach to contacting residents about inspection services and Home Alert development. The idea was to hold evening meetings to inform residents of a particular beat about the CCPP grant, Home Alert, and residential inspections. At that time residents would also have an opportunity to discuss problems and questions with an off duty beat officer in a relaxed setting. Turnout for these beat meetings has been very low. Attendance appears to be maximized through "block" meetings--such as Home Alert--rather than through meetings encompassing large areas like beats.

\*\* Systematic information about which citizens participated and which did not is not available.

The Coordinating Council has not taken a strong leadership role in shaping program content. In decisions about allocation of fiscal resources for programs, the Coordinating Council simply authorized District proposals. City-wide program initiatives and groups have been de-emphasized, in favor of maximizing services and programs for the seven districts. No program money was allocated for city-wide programs.

Community representatives on the Coordinating Council chose to emphasize grant management issues over publicity and program planning in the initial stages of the grant. This was partly because on some decisions, such as the media campaign, OPD grant administrators did not enter into any extensive advance consultation with the Coordinating Council. It was due in part to decisions by the most active citizen members of the Coordinating Council to pursue the more political issues regarding hiring and staffing within the CCPP, in the belief that this would make the grant more responsive, in the long run, to community sentiments. Specifically, some members of the Coordinating Council were concerned to have a greater voice regarding:

- Hiring procedures, particularly in reference to the Media Specialist and the local Evaluator. In slightly different ways, both situations seemed to dissatisfied members to show OPD's rigidity in following bureaucratic rules rather than seeking accountability to community sentiment.
- Ethnic representativeness in CCPP staff (especially "central office") and supervision was frequently addressed.
- Accountability of grant staff was also raised as an issue at times, with the Coordinating Council firmly requesting that Liaisons attend council meetings and that Media and Data specialists make regular reports.

In addition to these issues, others involving fiscal affairs periodically arose. In almost all cases, the ultimate concern was to enforce some increased degree of accountability by OPD personnel to the Coordinating Council.

These tensions led, in July, to the formation of a subcommittee of community representatives on the Coordinating Council. The subcommittee in effect renegotiated, with OPD, the basic framework of the CCPP; the Coordinating Council was given somewhat greater policy-making authority than had previously been the case.

By the account of all parties, the tensions between police and the active members of the Coordinating Council have eased significantly in recent months. This is in part because there have been few decisions to occasion controversy--with hiring completed and the sub-program proposals funded, the Coordinating Council has been relatively inactive. The easing of tensions also reflects, however, increased understanding and cooperation between police and community representatives. The conflicts of

the early months slowed CCPP implementation, but also they did clarify differences of opinion. They served, as it were, an educational function, through which increased mutual respect by OPD and OCD representatives was gained.

There has also been dissension among the non-police members of the Coordinating Council. Several members--including some District Board Chairpersons serving on the Council--were critical of the tactics and/or the positions taken by critics of the police. The most common dissenting view among Coordinating Council members was that wide and full participation in the Council was not encouraged. In addition, there was some concern that in voting to keep program monies district-based, the Council had abrogated its policy-making role. "We didn't coordinate anything," was the comment of one member. In this regard, too, the level of controversy and ill-will has subsided; the Coordinating Council appears, in fact, to be re-generating interest in the initial months of 1980.

## B. Analysis and Conclusions: CCPP Achievements in Citizen Participation

### 1. Conclusions: Meeting CCPP Objectives

A number of CCPP objectives address the overall goal of increased citizen participation in crime prevention. Direct citizen participation was an objective for the early planning stages of the grant; this was to be augmented by linkages--"viable institutional arrangements for regular interaction"--between OPD and various groups and agencies (especially OCD) outside the Department.

Evaluating the degree and success of citizen participation requires a standard of comparison. If the standard of comparison is the situation prior to implementation of the CCPP, important steps have been taken in establishing mechanisms of cooperation and communication between the Department and outside groups and agencies. If, on the other hand, the standard of comparison is the original grant proposal, the CCPP has fallen short of the level of participation envisioned. As the following section suggests, the original proposal was probably unrealistic. Many constraints and obstacles to smooth implementation have become clear with hindsight.

Although objective, clearly defined, criteria are not available, the following generalizations summarize the situation as analyzed through interviews and observation of public meetings:\*

- There was relatively little effective "grassroots" participation by the general public during the initial stages of the grant, when programs were being planned. Even members of the District Subcommittees (set up to develop priorities and plans) typically report that their participation was minimal. Other publicly active

\* See Appendix E.

citizens, interviewed by evaluators, typically commented that they had heard little or nothing about the grant and had not been involved in any public discussion of crime prevention priorities or programs. This seems to suggest that the OCD District Boards were not successful in publicizing the process and mobilizing community input.

- Recently, however, the level of community involvement in program planning and implementation has begun to increase significantly. As Liaisons have become more experienced and better known in their districts, sustained contacts with various groups--most of them already organized but some developed specifically through CCPP grant activities--have begun to develop. As programs in the districts get underway and as the Liaisons gain more experience, this process of "base-broadening" may be expected to continue and even to snowball. These expansions are important linkages; they appear "viable" in the sense that there is a growing group of citizen and group "advocates" for crime prevention and the CCPP.
- In the Coordinating Council, several important issues bearing on police/community relations have been addressed and resolved, with the general effect of increasing the degree to which decision-making is shared between police and non-police representatives.
- On one point, all those interviewed agreed: the position of the District Liaison--and the function "bridging" between police and community groups--is seen as an extremely positive step in crime prevention and police services generally. Participants and outsiders to the CCPP, and police and citizens, nearly all commented favorably on the Liaison function.\*

Overall, the accomplishments in establishing lines of communication and cooperative arrangements between police and community groups have been impressive. The tenor of relationships with the CCPP has changed, over the recent months, from an adversarial to a cooperative balance, even while the general trend of police/community relations in Oakland appeared to become more hostile. Participants in the process have acted in good faith, disagreements have been directly expressed, and parties to disagreements have been able to maintain the mutual respect needed to develop resolutions to the controversies.

### 2. Analysis of Constraints on Citizen Participation

In retrospect, a number of factors appear to have contributed to the slow initial development of citizen participation and police/community linkages. Chief among these factors are the following:

#### a. Inexperience of Staff

Although one of the job specifications for District Liaisons called for persons with community organizing skills, most of the

\* Comments about individual staff members were also generally positive. The discussion here will speak only about the position or function of District Liaison, not the performance of particular individuals in that role.

Liaisons hired did not have such skills. The Liaisons as a group are talented and energetic, but the lack of experience in community organizing contributed to a sense of confusion and uncertainty at the outset of the planning process.\* OPD supervisors were not trained in community organizing, either. No training--for staff or supervisors--was made available at the outset. Ambiguities about the lines of accountability for Liaisons may also have contributed to a reluctance in some Districts for OCD Board members to take an active role in guiding the Liaisons in organizing techniques. Finally, many of the Liaisons were not established and known residents of the Districts in which they worked; as apparent newcomers, representing a program which appeared to be of short duration and uncertain origin, they lacked the reservoir of legitimacy needed to get the grant off to a rapid start. As one activist stated it, exemplifying the situation into which many Liaisons stepped: "Here was a person we didn't know, with a program that would be gone tomorrow. No one will pay attention to that."

b. Political Climate

Legitimacy problems were accentuated for many citizens because the program was fielded by the police department. Implementation of the CCPP began just as Oakland went into a period of public criticism and anger toward the Department, particularly in the flatlands areas of the city which contain large numbers of Blacks and Hispanics. As the CCPP began, a major controversy came up regarding affirmative action in the Department; public hearings aired charges of racism in the Department. This controversy was followed by a series of incidents in which police officers shot and killed minority citizens; these shootings eventually resulted in strong pressure for a police review board or commission.

The other side of the coin regarding political climate has been in OPD personnel attitudes regarding the grant. The ethos of the Department stresses professionalism and insulation from what are perceived as "political" pressures. In the perspective of many citizens seeking more accountability by, or control over the Department, such as attitude appears to represent a kind of bureaucratic rigidity. At times during the early period of the CCPP, issues became framed in roughly these terms, with the result that disagreements escalated into intense and bitter controversies.

The atmosphere was not, therefore, favorable to police community cooperation. Apparently, many in the general public were suspicious of the grant; it was viewed as a trick. There was

\* By the phrase "community organizing," no specific tactic or procedure is intended. The phrase refers only to the general role of mobilizing citizens to engage in some public activity.

reluctance to take part because of the events mentioned.\* A typical sentiment was: "The issue is police attitudes. The issue is racism. This grant is nothing until you change police attitudes." Police--and their supporters during the polarization--also tended to escalate the issues beyond the specific interactions in the CCPP. As one member of the Coordinating Council said: "We can't get anything done because some of those people are just there to push their anti-police ideas."

Until such general political concerns were resolved (at least as they related to the grant), cooperative police/community interactions were nearly impossible to achieve on any sustained basis. The District Liaisons, for example, reported feeling considerable discomfort in attempting to represent the Department in such circumstances. The community tensions were manifested at the Coordinating Council level. Although most Coordinating Council members reported that the CCPP issues were kept separate from larger police/community relations agendas (such as the police review board idea), the general political climate clearly affected the kinds of issues raised and the way in which they were framed within the Coordinating Council.\*\*

The net effect of general political controversies was to delay the achievement--but to increase the importance--of those CCPP objectives dealing with citizen participation and police/community linkages. Participants in the grant were, in effect, forced into conflict resolution mechanisms. One example is the establishment of the Subcommittee of the Coordinating Council. In the less public negotiations conducted between OPD administrators and the Subcommittee, compromises were reached. At the same time, CCPP went through a District-by-District appraisal of Liaisons and Aides' roles and responsibilities. These meetings involved the Liaisons, a District Board representative, and an OPD representative. The meetings addressed "nuts and bolts" program implementation issues.\*\*\* By most accounts, they helped "clear the air" and re-establish open communications among participants.

\* A significant example is that the Youth Board program in the Elmhurst District, which had seen a well attended "kick off" meeting, was severely affected by a subsequent shooting incident.

\*\* These were not, it must be noted, simple "police/community" splits. Rather, there were differences of opinion among non-police members of the council and, to a lesser degree, among the police representatives who interacted with the Council.

\*\*\* One source of the district-level meetings was an early recommendation by the evaluator. See Appendix F.

c. The Timetable and Sequence of Activities

Certain aspects of the sequence and timing of project activities contributed to the CCPP's slow start. Some of these elements were unavoidable; others would--with the benefit of hindsight--have been avoidable.

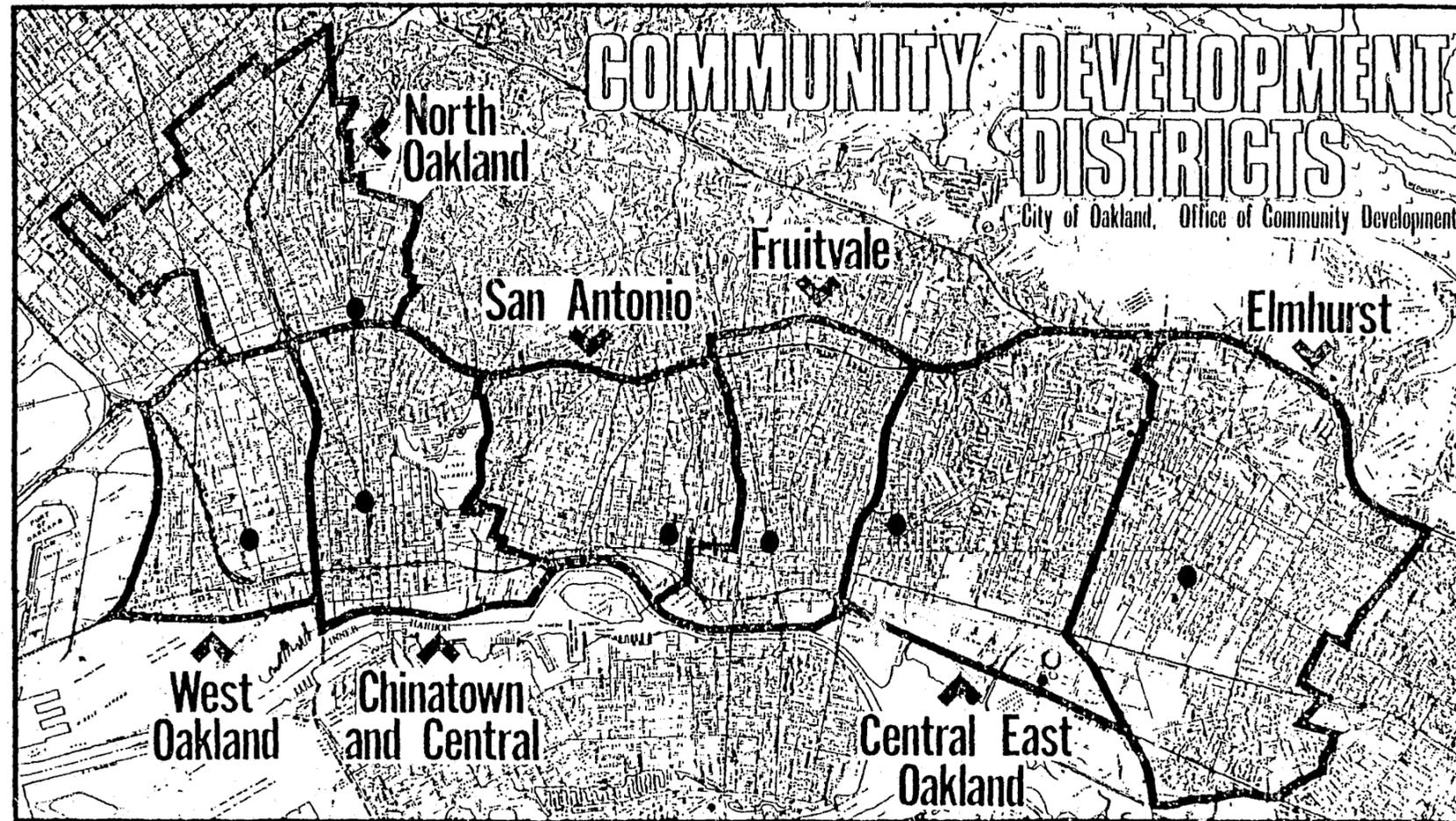
The proposal for the CCPP anticipated a standard sequence of activities: planning, followed by implementation, followed by feedback and revised planning. It would have been surprising if the initial round of planning, which occurred in the first six months of grant operations, had been marked by high levels of public participation. There were, as yet, no substantive programs to which citizens could gravitate and for the CCPP to use as a basis for media campaigns; for much of the period, District offices were not yet available as known and consistent meeting places. In short, until the CCPP established an "identity" and a physical (and social) "location" for each of the districts, mobilizing citizens to the program was difficult.

The main factor that hindsight suggests could have been handled differently was the timing and content of the media campaign. The media specialist was not hired until program planning activities were largely completed, so that any stimulus to public participation and support the publicity might have created were lost. A media campaign was hastily mounted once the staff member was hired. This media effort encountered a number of problems and stimulated considerable criticism (most of which was directed at OPD supervisors rather than the Media Specialist himself). Participants and community activists interviewed by the Evaluators have been consistently critical of the media campaign. In particular, the logo selected--of a flashlight beam shining on a bandit in a "Lone Ranger" mask--seems to those interviewed to be inappropriate to an inner city public in the 1980's.

The District offices have also presented problems. Many are inaccessible. Offices in North Oakland, Chinatown, and Central East Oakland are not conducive to drop-in clientele, whether officers or citizens. Some are not centrally located, as shown in Figure 6: CCPP District Offices. Most of the offices lack volunteer help, so they can remain open for only limited hours:

- North Oakland: Monday through Friday, 9-11 AM  
Tuesday and Thursday, 12-8 PM
- West Oakland: Monday through Friday, 9-12 AM and  
1-4 PM
- Chinatown  
Central: Monday, Wednesday, and Friday, 2-4 PM
- San Antonio: Monday through Friday, 10-12 AM and  
1-3 PM
- Fruitvale: Monday through Friday, 10-12 AM and  
1-3 PM

FIGURE 6: CCPP DISTRICT OFFICE LOCATIONS



- Central East: Monday through Friday, 10-12:30 AM and 1-3 PM
- Elmhurst: Monday, Wednesday, and Friday, 2-4 PM Tuesday and Thursday, 10-12 AM

Given such constraints on accessibility and availability to the public, the offices have fallen short of their potential for becoming community centers for constructive police/citizen interactions.

d. Crime Prevention as an Organizing Issue

A final general constraint on the speed with which the community participation elements of the grant developed relates to crime and crime prevention as public issues. While crime is in some respects a uniquely powerful issue for stimulating citizen interest, it is, in other respects, a particularly difficult issue around which to develop sustained citizen action. Crime is a dramatic and fear-arousing phenomenon. It attracts attention and can be, as candidates for office appear to believe, a potent vote-getting issue. On the other hand, serious efforts to prevent crime must confront the fact that it is difficult to design specific sustained programs to that end.

Target hardening and other self-protection measures are self-limiting as programs; once a needed lock has been installed, the citizen has no further reason to participate. Moreover, although target hardening may make a particular house or citizen safer, it has little impact on safety and security in the neighborhood at large. Rather than organizing and drawing people together, crime prevention based on fear and apprehension tends, equally often, to draw people apart and to privatize their responses to crime.

Positive, successful community crime prevention programs are difficult to design. Crime is a complex phenomenon; it cannot be materially affected by small programs of the sort that could be mounted under the auspices of the CCPP. Crime is not an issue which regularly lends itself to clear community projects with obvious and notable outcomes, such as neighborhood efforts to improve an eyesore or install a traffic signal. Where such measures are available, participation in crime prevention efforts mushroom.\*

In short, there are inherent difficulties to be overcome in stimulating and maintaining citizen participation in crime prevention activities. The issue does not lend itself to sustained citizen involvement; organizing around crime prevention is thus a slow and reiterative process; the model of involvement is not usually an accumulating growth and expansion, it is rather, efforts to sustain continual regeneration and renewed organizing.

\*So-called citizen "Hooker Patrols" are an example of this sort of goal-oriented activism. Within the CCPP, some of the more successful program components have a specific outcome orientation entailing clearing particular lots or areas of brush, etc.

e. Community Development District Boards

While the factors listed above are general conditions constraining the speedy implementation of extensive citizen participation, it is noteworthy that the rate and level of citizen involvement has varied substantially among the seven Community Development Districts. A number of things contribute to this variability: prior socio-political patterns in the District; the strength and energy (and politics) of the District Board; and the particular strategy for organizing chosen by the Liaison in the District.

Because the CD District Board system was integral to the CCPP concept, community activist interviews during the evaluation inquired about the adequacy of the CD network as a vehicle for citizen participation. There were very strong disagreements: some interviewed criticized the Boards as being "clique-ish" and non-representative; other supported the Boards totally. Most respondents agreed, though, that there were significant differences from District to District in terms of how representative and/or how active the Boards were in stimulating citizen involvement.

There do appear to be rough correlations between the degree of activism on the District Boards and the degree of support and input provided the Liaisons. Where the Board has a history (according to Board members and activists interviewed) of activism and cooperation among groups (as in Fruitvale), this pattern of involvement and cooperation continued. In other districts--for example, Elmhurst and West Oakland--CD Board affairs have been marked by considerable activism and by considerable controversy and partisanship. In those Districts CCPP activities have received a lot of attention, but progress in program implementation has been delayed somewhat as disagreements are resolved. Finally, in Districts in which the Boards have reportedly been less active or dynamic historically, Liaisons have had fewer resources available for stimulating participation and involvement. The generalization that appears to underlie these patterns is that the greatest success in stimulating citizen involvement has come in working with already established groups, rather than attempting to mobilize non-organized collections of citizens.\*

The Districts with the greatest level of involvement are those in which the District Board was rooted in an environment of active political and social groups and for which the Liaison succeeded in establishing an ongoing, regular, interaction with these groups.

\*Home Alert is an exception to this; the Home Alert organizing strategy, which is based on very narrow geographical scope, is successful in stimulating at least initial interest.

A related variable is the degree to which the District Boards and their Subcommittees have been receptive to Liaisons' efforts to contact groups outside the regular OCD interactions or network. As noted earlier, Liaisons have moved beyond the OCD base in most districts and many now, in effect, work with task forces representing a wider spectrum of groups than are represented on the CD District Board subcommittees.\* Except in those Districts in which the District Board encouraged broader representation for the crime prevention involvement, the initial stages of the CCPP implementation reflected the limitations in the CD system; the range of involvement in CCPP affairs was no broader than general public involvement in OCD affairs, and that was, in some districts, a restricted base from which to begin.

### 3. Summary

In conclusion, it is evident that the initial timetable and goals in the CCPP application for citizen involvement were unrealistic. Development of strong linkages and vital citizen participation mechanisms take time and nurturing. Progress in this regard has been noteworthy, despite the relatively slow start in the CCPP. Problems and strategies for overcoming them have been identified by project participants, and it is likely that the level of interaction between CCPP and community groups and agencies will continue to improve.

Has the CCPP been "institutionalized?" Have self-sustaining stable connections been established, to continue past the termination of LEAA support for the project? There is little evidence to suggest that the project has yet "taken root" to this degree. However, chances are good that some such institutionalization will occur before the conclusion of the second year of the grant, ten months hence. Many of the programs, such as the Youth Boards, seem promising (and inexpensive). There is strong commitment to the idea of Liaisons, so that the funding required to continue these positions may be found through sources other than LEAA. There is a growing number of private citizens and/or groups who have a "stake" in CCPP activities or who are aware of the grant and have begun to work with grant staff on an on-going basis. The development of this group of potential advocates also suggests that the grant is beginning to establish new connections and communications regarding crime prevention needs in Oakland. The grant may have some lasting impact--even if nothing is "institutionalized"--in having opened certain channels of communication between police and other groups.

In short, the goals of citizen participation have been met with mixed success. This must be judged in context. Not only did CCPP entail new and ambitious goals, it was implemented during a period of escalating tensions between OPD and community groups. In this environment of controversy the progress made under the grant can be seen as surprisingly great.

\* In interviews with subcommittee members and with non-OCD community activists, it was often noted that crime prevention is a relatively low priority issue within the CD's, one that does not tend to draw out the full spectrum of concerns or interests in the CD's.

## V. IMPLEMENTATION IN THE OAKLAND POLICE DEPARTMENT

The ability of the Oakland Police Department to support the CCPP grant is obviously important to the success of the project. There was only one formal CCPP objective aimed at change or innovation in the Department: The objective to develop a crime analysis system specifically tailored to crime prevention applications. Nevertheless, as the sponsoring agency for the CCPP, OPD had major responsibility for:

- Providing support services, such as fiscal administration, personnel supervision, and reporting to LEAA program monitors;
- Providing technical assistance on crime and crime prevention issues to Liaisons, Aides, and community groups participating in the project;
- Reviewing and authorizing program proposals developed through the citizen participation mechanisms.

In addition to these formally prescribed roles, OPD also had some implicit--but very important--responsibilities simply by virtue of being the sponsoring agency. These include training and orientation of staff, introduction of the CCPP concept and staff to other members of the organization, and nurturing to the degree possible, respect and cooperation between the grant personnel and other OPD personnel.

Finally, OPD had an implicit responsibility for working with other agencies and groups in the CCPP structure and exercising some degree of overall leadership in making the CCPP experiment feasible. Actually implementing this leadership role was complex, in part because the original proposal was vague about the degree of control to be exercised by the Department and the degree of participation by Community representatives. As noted earlier, these ambiguities were brought to the fore early in the grant by specific controversies in the Coordinating Council. As police/community roles became an issue, the controversies underlined and, perhaps created, some problematic areas of grant management within the police department.

The general consensus of staff and community participants has been that in matters of administrative support, grant supervisors and managers have been effective. Grant management by the Department has been less successful in those responsibilities encompassing supervision and direction of staff, integration of CCPP staff into OPD, and, most generally, "leadership" in grant activities.

## 1. Support Services

In tasks such as processing budget and supplies requests, guiding the staff (and the project generally) through City "bureaucratic obstacle courses," and providing assistance in producing reports, grant supervisors have been efficient and effective. At department management levels, this supportive style has been reflected, also, in a willingness to provide sworn officer and other staff assistance to the grant. At a time of declining staffing, when other support services units in the Department are being stripped of personnel to maintain field staffing, the Community Services Division and the grant have been left relatively untouched. The Department has devoted a sergeant and a patrol officer full time to grant activities; in addition, the CSD lieutenant and other sworn officers in the unit spend substantial amounts of time with the project.

In addition to the assistance and supervision available through CSD, the "central office" staff under CCPP can be counted as support services for the grant. These central staff positions are the Data and Media Specialists.

### a. Crime Analysis

One objective of the Oakland CCPP grant proposal is to enhance police crime analysis capabilities. This objective was discussed in the Evaluator's Interim Report. To reiterate the results expressed there, the grant has enabled OPD to expand its already sophisticated crime analysis capability. Recent "Proposition 13" economies have forced a reduction in crime analysis staffing in OPD, but the CCPP grant has enabled the Department to develop ADP crime analysis capabilities which will provide information equal or superior to that provided in the past by the crime analysis staff.

In the Interim Report, the Evaluator urged that OPD develop a CSD Service Delivery file for computerized management information system being created in the Department. This Service Delivery file would enable integrated analysis of crime patterns and crime prevention services, to ascertain whether the services being provided were appropriate to the crime problems being addressed. In the period since the Interim Report, steps have been taken to implement this recommendation.

The Interim Report also noted areas in which data collection for sub-program evaluations would be appropriate. An impact evaluation of the sub-program is beyond the scope of this report due to the time of implementation. Moreover, as mentioned in the Interim Report, no overall evaluation design can be applied to the sub-programs. Rather, evaluation designs will need to be developed on an individual basis. Further, more precise definitions of the predicted effects of the CCPP programs are needed in order to design impact evaluations for individual programs. Such analysis would be designed to encompass a variety of outcome goals--i.e., not just to measure program impact on crime rates, but to consider other variables such as reduced fear of crime. The

Evaluators conducted a workshop on evaluation design for District Liaisons\* and urged that they work with the Data Specialist to develop impact evaluation measures for selected sub-programs. To date, however, little additional activity has occurred with regard to these "mini-evaluations."

### b. Media Campaign

As noted earlier, there was strong criticism of the media campaign by community activists and by many of the grant participants. Criticisms focused on the delayed start of the media publicity effort and on the campaign's content, particularly the graphics. "They have the right sources covered," said one respondent, "but with the wrong content--there are too many words and that picture is awful." In addition, the way in which the Media Specialist was hired and in which the media campaign was mounted were both sources of irritation to the Coordinating Council. Many felt there had not been enough consultation with community representatives.

The media campaign has faced some difficult obstacles. In addition to the late start, there has been little to publicize. It is harder to draw attention to an idea, a concept, than an event and for most of its history, the CCPP has not had (and has not sought to create) concrete events to publicize. In addition, the CCPP was overshadowed--in media coverage of police affairs--by the far more dramatic conflicts over affirmative action, police shootings, and police review hearings.

Whatever the reasons, the CCPP is apparently not well and widely known. This reflects a lack of success not only in the media campaign, but also in the "grapevine" publicity that is the province of District Board and Coordinating Council members. Deficiencies in publicity reflect--and contribute to--the slow beginnings in citizen participation and the lag in sub-program implementation.

## 2. Grant Management: Integrating CCPP Into OPD

By the summer of 1979, there were marked tensions and morale problems among CCPP staff. Liaisons and Aides were increasingly hostile to each other, and both groups felt isolated within OPD and unsure of what their own roles were. There were, in short, some serious problems in the supervision of CCPP staff. In retrospect, it is not surprising that these responsibilities would pose difficulties. With hindsight, a number of factors that contributed to supervisory and leadership problems have become clear.

The controversies in the Coordinating Council appear to have contributed to caution, by grant managers, when approaching direct supervision of Liaisons. This had attitudinal components; in a desire to downplay possible controversies, supervisors at times appeared to avoid

\* The workshop, held on December 10, 1979, covered basic methodological and strategic issues in evaluation design.

taking the initiative in directing Liaisons and Aides' activities. Incidents in which District Board spokespersons disputed OPD directions to grant personnel were, in fact, fairly common early in the grant. These conflicts were predictable because the Liaison position violated a common dictum of "good management"--it was a position answering to two superiors, a position for which there was little or no "unity of command." The competing lines of authority did result in some problems which are typically thought to occur when there is not unity of command: that is, subordinates (in this case, the Liaisons) received conflicting or confusing directives at times and, conversely, Liaisons wittingly or unwittingly played their two sets of superiors off against each other.

A related aspect of the CCPP which could have been predicted to cause difficulties was the incorporation of new, civilian employees into an existing police agency. The incorporation of civilians into police agencies has been found in prior studies to pose certain typical problems of supervision and morale.\* Because "civilian" by definition meant that such employees are not "peace officers" and thus cannot share directly in the core law enforcement responsibilities, there is reportedly a tendency for the sworn personnel in a Department to keep civilians at a kind of personal "arms length." This tendency perhaps is only a distinctive case of a general element of organizational behavior." New (civilian) personnel, especially when hired under a limited duration grant, are typically perceived as outsiders with limited loyalty to the host organization. It is, in short, almost inevitable that some tension will develop between civilian and sworn personnel and, more generally, between new, temporary employees and permanent staff. Liaisons repeatedly noted a sense of this distance in interviews with Evaluators. They complained that even the grant supervisors in OPD were unenthusiastic. Morale suffered as a consequence.

Finally, the particular functions envisioned for the Liaisons in the CCPP concept appear to have accentuated the civilian/sworn officer tensions. The grant appeared to envision--although this was never clearly spelled out in the initial application--a different model of organization and interaction than traditional "bureaucratic" models. Whereas traditional organizations tend to be hierarchical, the implicit model in "community organizing" or community participation calls for coordination among equals, instead of orders by superior-ranking officials. This participatory frame of reference did not fit easily into the more hierarchical habits of action in the Department. This had several manifestations: on the one hand, police supervisors were accustomed to careful observance of the chain of command principle and objected to staff tendencies to circumvent or ignore chain of command. Conversely, the new staff tended to regard themselves as professional (and thus relatively self-directed) staff and thus rankled when Department supervisors sought more traditional forms of accountability (such as careful accounting of time).

\* See Alfred I. Schwartz, Alease M. Vaughn, John D. Waller, and Joseph S. Wholey, Employing Civilians for Police Work, NIEECJ/DOJ, July 1975.

These tensions were emphasized because of the context. Both Departmental supervisors and the Liaisons and Aides were, together, struggling to define new positions and activities in the Department. Almost no-one in the early stages of the CCPP had expertise or extensive experience in "community organizing"--in mobilizing and coordinating the activities of citizens and citizen groups. In addition, the position of Liaison itself was not fully defined. It was a new position, not only in the Department, but also in public safety generally, for which there were few precedents. The position was intended as a bridge between police and community groups, yet the initial concept left open the details of how such a position would be handled organizationally and, for the Liaisons themselves, psychologically.

Likewise, CCPP supervisors were caught in a kind of double-bind. To the degree that supervision styles were adjusted to accommodate this new position, it would be perceived--with justification--as "special treatment" by the other, non-grant, CSD staff.

In summary, a number of factors cumulated to create difficulties for supervision and management of the grant. These included ambiguities and innovations in the original organizational and staffing concepts of the grant, as well as difficulties entailed by placing temporary grant activities within the context of an on-going organization, with its own procedures and habits.

The Evaluator's contract called for making recommendations regarding grant administration and operation in interim reports and memoranda. The Evaluator worked out a series of recommendations with OPD administrators and grant participants in September 1979.\* These recommendations focused on four areas:

- In-service orientation for grant staff: a series of orientation workshops were recommended, to augment the initial crime prevention training the grant staff received. These workshops were to be held with Department administrators, with officer organizations, and with the major functional units in the Department. The primary purposes of the workshops would be to introduce the grant staff more widely throughout the Department and to provide staff with more detailed information about Department activities and policies. The Evaluator believed that this would create smoother "interfaces" between the CCPP and other Departmental operations and that it would boost morale and productivity by encouraging the development of cordiality between the CCPP staff and others in the organization. Several sessions have been held pursuant to this recommendation. Grant personnel report positive outcomes from the sessions, in part symbolic (through meeting OPD administrators and hearing their expressions of support) and in part practical (through understanding better the functions of certain units).

\* Appendix F contains these recommendations.

- District-by-district reviews with Liaisons and Aides of roles and responsibilities: This set of recommendations entailed meetings between grant supervisors and each district's team of Liaison and Aide. It was made on the basis of initial findings by the evaluation team. Severe tensions were beginning to develop between Liaisons and Aides, largely because of misunderstandings regarding responsibilities and over whether Liaisons were to directly supervise Aides. (Aides' expectations at hiring were higher than the status of Liaison's assistant, to which they felt relegated.) There were also misunderstandings between police supervisors and Liaisons regarding Liaison activities. More generally, Evaluators believed that the "atmosphere" of the CCPP was one of mutual drawing apart or segmentation, and that more intensive and consistent face-to-face interactions were needed. In particular, more direct and involved supervision was deemed necessary. Supervisors had begun to define their role as primarily technical and were withdrawing to a noticeable degree from direct "field" supervision and personal interaction with staff over basic CCPP missions.

Independently of Evaluators' recommendations, OPD supervisors began to reexamine the "roles and responsibilities" of Liaisons and Aides. This and evaluators' recommendations led to a series of district-by-district meetings. These meetings, from most accounts, contributed measurably to productivity in several districts.

- District-by-District meetings with Patrol Officers: In order to provide a solid basis for the Liaison function in the field, Evaluators urged that a series of meetings be arranged between Liaisons and patrol officers working in the same districts. Citizens interviewed by evaluators had said that crime prevention (and the CCPP) were marginal to "real" law enforcement concerns and were intended primarily as "PR." The CCPP concept does include, however, the potential for expanding the police/citizen interactions, using the Liaison as the bridge. The recommendation for meetings between Liaisons and officers was that these meetings become the foundation for widespread police/community interaction, using the crime prevention program and office as a starting point. In addition to increasing the variety of positive police/community encounters, this would build the legitimacy of--and community support of--the CCPP.

Approximately one-third of the patrol squads (personnel assigned to a district on one shift) have met with Liaisons at this writing. Results of these meetings varied. In some cases, mutual suspicions were reinforced rather than eased, but overall the results have been constructive. However, concrete follow-up activities between CCPP and Patrol have so far been relatively infrequent.

- District meetings: CCPP, Patrol and Community Representatives: A final recommendation, which would build on the district by district meetings between Liaisons and Patrol officers, was to develop a

series of interactions between patrol and community representatives, with the Liaison in the role of catalyst and facilitator. These meetings fall, generally, into the area of police/community relations. They have not been initiated yet, in view of the fact that Liaison/patrol meetings are not yet completed.

In the period following these recommendations, several of the difficulties noted have eased. One reason may be the implementation of the recommendations. Another is that the CCPP has shifted from planning into program implementation and service delivery. This has helped to reduce some of the ambiguity regarding staff roles.

Nevertheless, there is a continuing, although generally "low-intensity" sense of distance or suspicion between many of the CCPP staff, and OPD supervisors and the department generally. The tension is most often remarked regarding staff-supervisor relationships. Continuing disagreements regarding activity reporting procedures by staff seem to reflect residual suspicions. On the one hand, Liaisons sometimes complain that their supervisors are not sufficiently flexible or supportive; on the other hand, supervisors express concern that CCPP staff have too much freedom from accountability.

In Section VI, evaluators will present recommendations, to address this continuing difficulty. One minor recommendation concerns revision of activity reports--a process already underway in the project. A more significant recommendation concerns training of both grant staff and supervisors in community organizing strategies. Evaluators believe that it is vital, in order to prevent continuing irritating misunderstandings or misconceptions, that common substantive understandings of field activities by Liaisons be developed. When supervisors and Liaisons have a detailed and shared notion of what the Liaison activity is all about, the tensions about accountability should be eased.

Liaisons also continue to express the feeling that barriers exist to full integration into the Department. They believe that officers view their program as temporary and marginal to "real" police work; they are not satisfied that their work on behalf of the Department is regarded with an appropriate degree of respect by the officers. This rankles for Liaisons because they represent the OPD daily in the course of their work.

It is difficult to estimate the scope or the impact of such discontents. While staff report a kind of general dissatisfaction, they are in fact usually positive when speaking of specific interactions with members of the Department. Moreover, it is not necessarily obvious that CCPP staff need to--or should--feel too completely a part of OPD. In some important respects, their position is unique and independent within the Department. Some degree of independence is probably necessary for Liaisons to perform effectively. At the same time, too great a feeling of alienation from the Department would--and in some cases already has--limit the effectiveness of the Liaison as a catalyst for interactions between police and community. Thus, recommendations will be presented in Section VI to encourage continued efforts in CCPP/Department coordination.

Liaisons' perceptions of officer opinion are not, it must be noted, entirely accurate. The following section summarizes the results of a survey of OPD officers; this survey suggests that officers have a relatively moderate opinion of the project and that they are for the most part willing to learn about CCPP activities and cooperate with the grant personnel.

### 3. OPD Officer Survey

To find out more about the degree to which the CCPP has become integrated into the OPD, Evaluators conducted an officer opinion survey, and interviewed CCPP staff and OPD managers. Almost 200 officers from the following units completed the survey:

Patrol	140
CID and Vice	40
Juvenile	8
Central District Detail	9
Total	197

Appendix B contains a complete analysis of the results of this survey. Highlights are summarized here. About half (52%) of the officers surveyed were familiar with the CCPP. The survey asked a number of questions to probe the extent of this familiarity. Of those who were knowledgeable about the program, 70% had met at least one Liaison or Aide. However, only a third had participated in the district squad meetings with CCPP staff. Most felt these meetings were "moderately productive." Very few respondents had been involved with the project in any other way.\*

Respondents who were familiar with the project were inclined to think that the project is helping improve police/community relations to a moderate degree (45% of 103 respondents). The general sentiment expressed was that it increases contact between citizens and officers, and that this makes citizens more aware of problems facing police. Conversely, those who didn't think the project had made a positive impact on police/community relations commented that they had received no feedback from their contacts about the project. A third of the officers who had heard about the program noted that grant staff does a "good job" of representing OPD to the community. They based this response on citizen feedback and direct observation. Those who did not think staff adequately represented the department to the community (19%) reported that staff is not very knowledgeable about OPD functions.

Officers were asked more general questions about crime prevention and police/citizen roles. A majority of (61%) believed that community crime prevention efforts were effective in reducing crime. Active Home Alert groups, youth activities and involvement, and general increased awareness and knowledge about prevention were cited as positive examples of

\* Those who were more involved reported that they had spoken at various community meetings, usually around specific community crime problems.

effective crime prevention efforts. Those who were not convinced that crime prevention reduced crime mentioned that they had seen no reduction in crime, that "statistics" did not support the hypothesis. Others felt that handing down more severe sentences or hiring more officers were the only effective ways to reduce crime.

When asked about possible levels of police/community interaction, most officers (67%) thought that "citizens should have some role in establishing law enforcement priorities." Few thought they should have a substantial role (20%) or no role at all (24%). Officers were fairly well divided on the issues of whether citizens should handle "minor" crime problems (e.g., loitering, vandalism, petty theft by juveniles) on their own whenever possible, and whether citizens should refer most "minor" community crime problems to the police.

In terms of their own role, officers were asked to indicate what types of specified community activities they considered to be appropriate patrol functions. The following chart shows responses by order of preference:

TABLE 3: OPD OFFICER OPINION REGARDING CERTAIN PATROL FUNCTION

	<u>Percent Agreeing That Activity is Proper Patrol Function</u>
Regular meetings with Liaisons to discuss district and beat problems, activities and issues	57%
Attendance at special community meetings to speak about crime prevention	55%
Regular involvement with senior citizen homes in the patrol officer's district	48%
Regular involvement with assigned schools in the patrol officer's district	45%
Regular visits to district crime prevention offices	38%

A number of officers commented that manpower shortages make it difficult to spend time on the above activities. However, most officers (79%) think that crime prevention is a responsibility of the beat officer. Home Alert, citizen contacts, meeting with community groups, security checks, public education, preventive and "high profile" patrolling, knowledge of the beat area (citizens and criminals who live there) and contacts with business establishments were among the activities mentioned that should involve officers.

Most officers (79%) also favored establishment of a referral mechanism whereby officers refer victims and concerned citizens to the community Liaisons and Aides for follow-up services and assistance.

In summary, officer responses do indicate that there is a reservoir of support in the Department for the CCPP and crime prevention activities generally. Officer opinion is generally moderate. Greater initiatives by CCPP staff to coordinate with Patrol would probably receive reasonable levels of cooperation.

## VI. RECOMMENDATIONS

The following recommendations follow from Evaluator's analysis of the CCPP implementation. The recommendations are designed for the remaining period of the CCPP--approximately nine months--but would also be applicable should the project be continued beyond the presently scheduled termination date.

RECOMMENDATION A: THE DISTRICT LIAISON POSITION SHOULD BE MADE PERMANENT. OTHER DISTRICT-BASED STAFF AND DISTRICT OFFICES SHOULD ALSO BE CONTINUED AFTER THE LEAA GRANT ENDS. EFFORTS TO FIND FUNDS FOR THESE POSITIONS SHOULD BEGIN IMMEDIATELY.

The area in which the CCPP has been most clearly and completely a success is in the District Liaison function. There was, in Evaluators' interviews with participants and activists, nearly unanimous agreement that the Liaison function was a valuable innovation, and that Liaisons had opened new channels of communication between police and community groups and had provided other useful services. (Support for the Liaisons tended to be accompanied by endorsement of the idea of District offices; these offices provided a localized contact point similar in ways to the Precinct station in other urban areas.)

Grant staff will soon begin worrying about post-CCPP employment. Therefore, it is important for the viability of the present CCPP to reach decisions about the continuation as soon as possible.

In view of the bleak prospects for local budgets in the near future, it appears unlikely that general funds will be available for the positions let alone for the District offices. Office space might be contributed, but it appears that either additional grant money will be required for the staff positions or that a combined agency position (for example, between OPD and OCD) would be called for. Evaluators regard the combined position as the less desired option. Because of the importance in Oakland of building police-community communications, the Liaison position should maintain its police-related identity. Either approach--applying for grant funds or reaching joint arrangements with other city agencies--will require considerable advance work, and it is therefore important that such work begin in the near future.

RECOMMENDATION B: USING THE CCPP GRANT AS A FOCUS, A TRAINING PROGRAM IN COMMUNITY ORGANIZING FOR CRIME PREVENTION SHOULD BE DEVELOPED

There are several aspects of the CCPP experience that justify this recommendation. Many of the Liaisons\* were not adequately grounded in community organizing skills, with the result that mobilization of citizen involvement in both program planning and implementation has lagged. Likewise, supervisory OPD personnel have no training in

\* This recommendation focuses on Liaisons, but Aides are also included. Aides' duties do encompass organizing activities, although less often than Liaisons.

community organizing and have not been comfortable in providing guidance or leadership to project staff in organizing procedures. Although Liaisons have many duties other than community organizing, this is their preeminent function--to mobilize citizens to conduct crime prevention activities. This function has not yet been fully and adequately developed; the citizen participation and interagency linkage goals of the grant have therefore suffered.

These programmatic shortcomings have had administrative and supervisory corollaries. Notably, in the area of Liaisons' accounting for time and activities, there have been minor, but continuing, tensions between staff and supervisors--in part because neither staff nor supervisors are clear and comfortable in their understanding of what tasks are entailed in community organizing and of what outcomes or results may reasonably be expected.

Finally, it should be noted that some aspects of community organizing--that is, the ability to understand and empathize with neighborhood or other groups--are of real importance for law enforcement generally. If only because the environment in Oakland is socially and politically complex, it is important that street officers learn to recognize cultural group dynamics, in a manner analogous to the way in which officers now learn to respond appropriately to the dynamics of personal conflicts, e.g., in family violence situations.

Following are aspects of the recommended training program.

B.1: District Liaisons and Crime Prevention Aides should be given a full training program in community organizing strategies and techniques. This training could be conducted out of the technical assistance monies available to the grant. A private contractor should be retained to structure the training, but one contractual stipulation should be that the private contractor coordinate efforts with the OPD Training Division (see B.3, below).\*

The course should be two-pronged: one element should build understanding of group dynamics in social settings and the second aspect should provide practical training in the day-to-day skills and techniques required of organizers working with community groups. The group dynamics component should demonstrate how groups are formed in the public arena, what leadership and participation patterns occur in these groups, and what predictable group "life cycles" are. Attention should especially be given to understanding how crime and crime prevention are like or unlike other public issues as organizing vehicles. Central topics include:

•Responses to fear and apprehension. Fear and apprehension regarding crime can be problematic for community organizing which relies heavily on crime-related concerns. Fear accentuates the apathy which is

\* Discussions are already underway in the CCPP to develop a technical assistance contract for this community organizing training. Evaluators endorse this effort, as the present recommendation makes clear.

often the primary obstacle to organizing. This may be particularly the case when the person committing the crime is a neighbor. Fear also tends to press crime prevention strategies into essentially privatizing policies--building better locks and safeguards against outsiders' intrusion, rather than, in the ideal mobilization of community effort, bringing citizens out of their private settings into public and common action.

•The need for positive programs. As the preceding comment suggests, there are particular problems in crime prevention in building positive programs. It is usually easier, for example, to engage citizen activity against "outsiders"--such as absentee landlords--than against neighbors and coworkers. Attention should thus be given to "positive" programming that can unite neighborhoods; examples may be found in the experience of the community arbitration boards in San Francisco. (See Recommendation D, below.)

•Crime as an ecological issue. Another strategic problem is the nature of crime itself as an issue. Unlike the eyesore building or the vacant lot that can be turned into a park, crime does not necessarily lend itself to discrete projects with clear and/or immediate payoffs. It is, like poverty or unemployment, a continuing and complex issue that is difficult to diagnose, define, or solve, even though it goes to the core of the quality of community life. Community organizing around crime must be seen as a long term process, with emphasis on low key but repetitive activities, rather than placing heavy emphasis on dramatic and conclusive actions.

The proposed training should impart skills and techniques needed for successful community organizing. These include "outreach" skills, i.e., understanding how to identify and establish liaison with existing groups and how to make the process and programs publicized and accessible. Practical skills also include communications and group interaction skills. Once contact is made with existing groups, the organizer must work with the group to develop ideas for crime prevention. For newly forming groups, the organizer must nurture that group. Within either set of groups, the organizer must choose an appropriate stand, e.g., broker, initiator, etc. Finally, the organizer should have planning skills--the ability, that is, to build an agenda, provide and schedule a plan of action, and follow through on that plan.

These practical skills--outreach, group facilitation, and action planning--involve communications skills on several levels. Therefore, the practical portions of the training should be heavily oriented toward developing listening and communicating skills, using now-refined techniques such as role playing, etc.

B.2. The training program should be attended by C.S.D. and grant supervisory personnel, by representatives of the Coordinating Council and by representatives of OPD training and field personnel. Supervisory personnel should attend for reasons directly related to grand management.

In order for Liaisons and supervisors to work out activity reports and agree upon "productivity" standards, a mutual understanding of community organizing duties should be developed. The OPD training and field personnel should attend the course in order to become trainers in subsequent, "in-house" training provided by the Department. (See B.3, below.)

Representatives of the Coordinating Council should also attend the training sessions to monitor the process for the Council and to provide commentary for the Coordinating Council for follow-up or subsequent technical assistance.

Altogether, the initial training session should include approximately 25 trainee slots. This would include the seven Liaisons, seven Aides, three supervisory persons from C.S.D., two representatives from OPD training, two representatives from OPD field services, one representative from the Coordinating Council, and three additional persons from OPD or interested citizen groups.

B.3. OPD should review the training and incorporate relevant portions of it into recruit and in-service training programs. Although such internal police training programs are to a large degree not the direct concern of this grant or this evaluation, the CCPP is intended to facilitate the development of new police-community interactions and communications. The community organizing training is an excellent foundation upon which to build certain enhancements in police-community understanding.

Recommendation C, below, includes a proposal to develop District Crime Prevention Officers to conduct activities similar in some respects to the activities of Liaisons. To the degree that a District Officer approach is adopted, the officers in that position should have community organizing training. They should know, that is, how to identify and work with various citizen groups. Therefore, the training for Liaisons should also be provided to OPD personnel who--along with the Liaisons--could in turn be trainers for the District Officers.

On a somewhat more general level, OPD should review the training in community organizing for elements that are applicable to law enforcement training generally. Although police officers will not organize or mobilize groups of citizens, officers increasingly need to understand the dynamics of community groups. Presently officers are given little training for responding to various kinds of "public-issue" groups--they are uncomfortable in such group settings, which often begin or evolve into controversial and critical comments by citizens, even when they start out as "positive" experiences such as Home Alert meetings. While amply trained in the exercise of authority in criminal or potentially criminal situations, officers are often not prepared to deal with such public-issue oriented situations.

Therefore, OPD should utilize the community organizing training as

the first building block toward a fuller "community group interaction" component to the regular recruit and inservice training. It is a first step in two senses: substantively, some of the material can be transferred into the police training context; and in terms of resources, the Liaisons and the District Officers could and should provide much of the actual training. A full law enforcement training module would, of course, cover considerably more. In recognition of the fact that police officers' position is different from the Liaisons', the module would also include such concerns as whether and when to involve police authority, "mediating/brokering" in group conflict situations, and responding to issue-based hostility. Many of these other topics are or could be adapted from other, existing, training modules.

In all, these additions to police training per se are important not only for strengthening, through the grants' auspices, police/community relationships and communications mechanisms, but also for enabling officers to respond constructively to an increasingly important characteristic in their working environment.

RECOMMENDATION C: GRANT ADMINISTRATORS SHOULD CONTINUE EFFORTS TO ESTABLISH LINKAGES AND INTEGRATION BETWEEN THE CCPP STAFF AND FUNCTIONS AND THE REST OF THE DEPARTMENT.

Section V discussed the fact that some feeling of estrangement from OPD continues on the part of CCPP staff. To the degree that the feeling exists, it is a fair assumption that morale and, indirectly, performance suffer. To the degree that the feeling is founded--that support and cooperation are not provided as much as they could be--the CCPP will fall short of the kinds of linkages and communications networks that could be developed under the grant. The Evaluator believes that some of the apparent problems will be resolved as officers hear more about the grant and its subprograms. CCPP supervisors are already making good faith efforts to overcome such difficulties--e.g., in attempting to inform the department about the CCPP efforts. The following are recommendations for ways in which to augment present efforts.

C.1. Implementation of the Evaluator's September recommendations should continue. As shown in Appendix F, previous recommendations stressed a variety of orientation workshops. The recommendations also included district-oriented meetings: internal CCPP staff meetings, CCPP meetings with patrol squads, and CCPP meetings with patrol and community representatives, all to discuss project activities and priorities. These meetings should be continued. They contribute to program development, and it is out of personal contacts such as those facilitated by the meetings that referrals, follow-up, etc., occur. There should be greater aggressiveness by supervisors in setting up, and by staff in following up, the meetings.

C.2. A "District Officer" program should be implemented. The District Officer would be a uniformed officer from each squad (district/watch group), who would be responsible for crime prevention related activities in the District. The scope of the Officer's responsibilities would vary; while the CCPP is still funded and/or the Liaisons are still working, the Officer would provide support to the Liaisons, in appearances at meetings, in introductions to other officers in the squad, etc. When or if the Liaison positions are phased out, the District Officer would assume the duties of the Liaison to the degree possible and compatible with his or her regular street patrol duties.

Even with the CCPP staff still working, the District Officer could fill certain noteworthy roles. A continuing difficulty for Aides and Liaisons is the inability to ensure that uniformed officers will appear, when requested, at Home Alert meetings. In these meetings, as in other crime prevention activities, an air of legitimacy is sometimes afforded the activity (and the civilian staff) by having an officer there to respond to questions and provide support. The District Officer could fill this role.

C.3. Current activity reporting forms for the District Liaisons should be revised.\* The current forms are essentially oriented toward accounting for time; productivity is measured or reported only in the narrow sense of specific "one-shot" activities such as "Home Alert meetings attended." There are used for this information, but it should be supplemented by information on the status of ongoing projects and by other formats more appropriate to professional-level activities such as community organizing, planning, writing, and program development. These "professional activities" are difficult to caption or evaluate. This makes supervision of such activities in many senses highly subjective and difficult. However, there are options or models available:

- The current Monthly Liaison Progress Report is regarded by most participants as a useful document. More frequent analysis, on a project-by-project (or objective-by-objective) basis, could be modeled on these reports.
- A professional "time sheet"--similar to that used by attorneys, accountants, etc., to identify their time commitments--could be developed. This would enable staff and supervisors to get some sense of which kinds of activities or projects were consuming the greatest amounts of staff time. Figure 7: Sample Time Sheet, is one example of this approach.
- A log or "case narrative"--similar to that filled out by case-workers in Probation and Social Services--could be designed, again oriented to specific activities or objectives identified

\* At the writing of this report, a new reporting form is in experimental use by Liaisons. The experimental form is close, in many respects, to the concept here.

Appointments \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

Name \_\_\_\_\_ Date \_\_\_\_\_

Project	Activity/Action	Status - Follow-up?	Time Spent
<p>"Projects" should reflect categories worked out by Liaison. For example, projects could include:</p> <ul style="list-style-type: none"> <li>• Neighborhood Fair (43rd Ave. Group)</li> <li>• District Office Management</li> <li>• Merchant's Group</li> </ul>	<p>For example:</p> <ul style="list-style-type: none"> <li>• Training volunteers</li> <li>• Meeting with _____ regarding _____.</li> <li>• Writing (brochures proposals/reports)</li> </ul>		<p>30 minute increments</p>

FIGURE 7: SAMPLE TIME SHEET

by the Liaison. The narrative would provide a running record of staff activities, with dates and other pertinent information recorded. A similar log is maintained by the CCPP Sergeant, to document the activities of a supervisory and administrative nature conducted each day.

It should be noted that the key to each of these possible formats is that they are not designed to monitor staff activities: that can be done only through direct supervision, anyway, in most situations. The purpose of the proposed records is to provide staff and supervisors with a record of progress in ongoing, professional projects and activities. The design of such formats--including specification of category of activity or project or objective --must be done by project staff and supervisors. This, in itself, would be a useful exercise in resolving some of the minor tensions about staff accountability.\*

C.4. Regardless of the activity forms used, supervision of CCPP staff should include frequent field interactions and regular discussion of priorities and accomplishment. Only through such direct interactions over substantive project activities can accountability of staff responsiveness of supervisors be assured. This field supervision should include personal, on-site monitoring and feedback to staff regarding their public presentations.

RECOMMENDATION D: ALTHOUGH PROGRAMMATIC DEVELOPMENTS UNDER THE CCPP HAVE BEEN SOUND, THE EXCLUSIVELY DISTRICT-ORIENTED PROGRAMMING NEEDS TO BE SUPPLEMENTED BY CITY-WIDE ACTIONS. IN ADDITION, THERE ARE AUXILIARY MEASURES REGARDING CCPP PUBLICITY AND ACCESSIBILITY WHICH SHOULD BE UNDERTAKEN.

The sub-program proposals developed during the first months of the CCPP are promising and interesting new directions in crime prevention, that seem in accord with the objectives of the grant and with the scale of resources and time available under the grant. In addition, the resource for each district represented in the Liaisons and Aides is a major increment in crime prevention services in itself.

In the course of interviews, conversations, and observations, several additional program or service suggestions came to the attention of Evaluators. Some of the major such suggestions include:

\* As suggested in Recommendation B, one reason for having CCPP supervisors take part in the "community organizing" training is to enable them to understand in detail what kinds of things Liaisons will be doing. This training could be basis for drawing up activity forms.

\*Such feedback was recommended in the Interim Report.

●Community arbitration: This mechanism, now being tried in San Francisco, Los Angeles, and other cities, is designed to provide for neighborhood resolution of criminal or potentially criminal disputes. It is a short-cutting of formal criminal justice proceedings, which at the same time builds neighborhood solidarity. The philosophy of the community arbitration movement is consistent with CCPP's goals of citizen initiative in crime problem-solving. The programs in other cities deal with many of the same problems that program elements in the CCPP address, such as youth vandalism.

●Youth advocacy and coordination of youth services: a significant trend in most youth services is toward the coordination or integration of services, to provide case-centered rather than agency or function segmentalized youth services. Associated with this trend is an increasing interest in youth advocacy--i.e., helping youth cope or interact with the major institutions in their lives, whether schools, families, etc. Some of the Liaisons, and some of the youth program ideals, appear to be moving toward or consistent with these ideas.

●Referral and follow-up services: there are a wide range of personal problems brought to the attention of police officers. When persons have been victimized, they can be referred to victim-witness programs, and will often receive some crime prevention services as well. However, most cases do not clearly justify victim witness assistance or crime prevention services such as home inspections. These more common situations call for such services as assistance in determining the status of a case or social service referrals. As noted by many officers in the Evaluator's survey, this is a potential linkage between the CCPP and the field officers, who would be willing to refer citizens to the CCPP staff for follow up assistance. The District Offices make the Department more accessible for such purposes.

Evaluators are not recommending that any of these particular programs or services be undertaken, particularly because the grant will terminate within a few months. These areas do provide potential funding sources. They are programs which, consistent with the CCPP philosophy, should at least be considered should the CCPP be extended beyond the presently scheduled termination date. The following recommendations, rather than addressing additional programs or services, discuss ways in which the implementation of the existing program ideas would be helpful.

D.1. Efforts should be made to increase the accessibility and use of the District offices. The District offices have the potential to become the center of crime prevention and, more broadly, of police/community interactions, in the Districts. A number of steps would be needed, however, to accomplish this in full measure. Continued efforts should be made by Liaisons and by OPD Patrol supervisors to encourage

officers to use the offices (in writing reports, meeting with citizens, etc.) District Boards and/or Task Forces should encourage use of the offices for ongoing community activities and education in crime prevention--through meetings, movies, discussions, etc. The Fruitvale office, in which several groups now meet at regular times, is a model in this regard. In all of the Districts, the offices would be an appropriate place for Youth Board meetings and other program-related activities.

To accommodate such usage, several of the offices would have to expand the hours they are open. (This, in turn, will require recruitment of more volunteers.) In addition, several offices are relatively inaccessible or uninviting; where possible (in light of lease restrictions, etc.) these offices should be moved to locations more accessible within the District.\*

D.2. The District-oriented activities should be augmented by city-wide functions. In order to provide a sense of unity in the whole CCPP process and as a basis for renewed publicity efforts, some public, city-wide program or event should be developed. This could be a city-wide conference around the Youth Board activities and proposals; this is, in fact, only a modest extension of some of the activities already planned around the Youth Board concept. It could be a city-wide workshop on crime prevention issues, sponsored by the CCPP, and addressed to CCPP issues--including participants' evaluation of what is worth continuing in CCPP and developing an agenda for post-CCPP actions. Or, it could address related issues of serious concern; for example, it could provide a local follow-up to the recent conference on Black-on-Black crime.

This activity should be undertaken in the near future. City-wide publicity of such an event would help the district programs. It would stimulate interest and support now, while these programs are getting underway. Holding the event in the near future would also give enough lead time for participants to determine what plans, if any, should be made for the future. It is important to clarify plans for the period following termination of the LEAA funds for an additional reason--it allows staff to make informed career plans as well. One chronic problem for special funding such as under the CCPP is that staff so hired tend, quite understandably, to look elsewhere for work as the end of the grant period draws closer. Thus, there is a danger in special grants of major staff turnover problems near the end of the project--precisely at the time personnel issues should have been resolved and the staff should be functioning most efficiently. To the degree that post-LEAA funding issues can be clarified in advance, staff morale and stability will be enhanced.

\* If possible, the offices in North Oakland, Chinatown-Central and San Antonio should be moved to more accessible locations. There were also complaints to Evaluators about the Central-East Oakland office location.

D.3. Publicity efforts for the remainder of the grant period should be closely tied to District Office activities and to any city-wide functions that are undertaken. There has been criticism of the CCPP media campaign, by participants and by persons outside the CCPP. One source of criticism was that the graphics were not well chosen; another was that community representatives were not consulted on the content of the publicity campaign. These are now, in effect, past; to the degree possible, they have been remedied and the media specialist is working closely with Liaisons and Aides. However, the CCPP is still not widely known. Additional media efforts are needed.

One problem underlying the entire media effort has been that there were few concrete programs to publicize, few concrete examples to "brag" about. This underlying constraint will no longer exist. The success of the publicity work should in some measure improve simply because there are more, and more interesting, activities to publicize. (Staff should create such events, if necessary.) It will also be important to integrate the media campaign with on-going activities. That is, multi-media publicity efforts should stress the services, activities, and availability of the District offices.

RECOMMENDATION F: SUB-PROGRAM EVALUATIONS SHOULD BEGIN SOON.

General considerations for sub-program evaluations were presented to CCPP staff in the Interim Report.<sup>\*</sup> Design and initial data collection for sub-program evaluations should begin in the very near future, in order to provide satisfactory data for such purposes as funding requests, later in the year.

Although the sub-programs to be evaluated should be chosen by participants, the following are urged for consideration:

- Safe Neighborhood: As noted in the Interim Report, this program (in three districts) offers the best opportunity for a tight evaluation design. Burglary rates for residences in the program can be compared, before and after the program, with similar houses in a control groups. Likewise, the effect on the participating youths' attitudes and behavior can be measured.
- Direct Restitution: Also planned for three districts, this program offers an excellent opportunity to evaluate changes in attitudes (and in behavior such as truancy) of participating youth as compared with a control group.

\* Pages 41-44.

- Neighborhood Fairs: To be held in five districts, the fairs provide a basis for polling public opinions. Although less "controlled" than the Direct Restitution programs, the fairs afford a plan to ask about attitudes toward police, the CCPP, etc. A similar opportunity is provided in the Youth Board projects.

RECOMMENDATION F: THE COMMUNITY DEVELOPMENT FRAMEWORK FOR THE CITIZEN PARTICIPATION AND POLICY MAKING SHOULD BE EXPANDED AND CHANGED IN FOCUS. RATHER THAN BEING CHARGED WITH PROGRAM DEVELOPMENT, THE RECONSTITUTED ORGANIZATIONAL BASE SHOULD BE RESPONSIBLE FOR PROGRAM SUPPORT ACTIVITIES.

The CCPP has now grown beyond its original community agency bases. At the District level, the Liaisons have expanded the number and kind of groups with which they interact regularly; in some cases, the original District Board Subcommittee is inoperative, and the Liaisons work regularly with other, less formally constituted bodies. The CCPP has also "outgrown" the original organizational structure in a programmatic sense: the predominant thrust of activities has shifted from soliciting citizen input in proposal development, to working with citizens on particular projects or service delivery activities. These developments call for a different citizen participation umbrella than was the case in the initial stages of the grant.

The Coordinating Council, too, has been less active since the sub-program proposals were completed. The Coordinating Council still has viable and important functions; however, to fulfill them will take a re-definition of roles and direction, along with a reconstitution of membership on the Council.

F.1. The District Subcommittees should be expanded (or replaced) into District Task Forces. The Task Forces should be composed of those group representatives or individuals who are actively involved in the crime prevention activities being developed under the CCPP process. The responsibilities of the Task Forces should be similar in many respects to the Advisory Boards of community-based organizations (CBO's). These Task Forces would not necessarily have the same legal standing as such Advisory Boards (for incorporated CBO's), but they should serve similar roles: they should work with CCPP staff regarding policy; they should assist in various forms of personal outreach and contact (e.g., in soliciting donations or publicity for a particular CCPP function); they should assist in finding and encouraging volunteers to help out in the District Offices and in various programs.

The membership of these Task Forces could continue to be based in the Community Development network. However, the need for representation of other interests and groups is evident in all the CD Districts. An outstanding example is in the area of youth and schools; since the Youth Boards are now getting underway and since many of the sub-programs are

directed at youth, youth and school representation on the Task Forces would be appropriate.

F.2. The Coordinating Council should, similarly, move toward a Task Force type of organization. As with the District level reconstitution, OCD representation should continue to be strong on the Coordinating Council. However, as with the Districts, the fact that there are now operative programs means that the group should move into a membership and identity designed to support those programmatic developments. Groups or interests that seem most appropriate at this time include:

- Youth representation could be increased, with representatives from the Youth Boards and from other, youth-serving programs (such as Coordinated Services for Youth) added to the Coordinating Council.

- Representation of senior citizens was one of the major goals of the original proposal. This group could, also, be more distinctly and forcefully represented on the Coordinating Council. The Coordinating Council's decision to include a representative of the developmentally disabled was good; follow-up efforts should be made to ensure continued representation of this population group.

- Other groups active in crime prevention could be invited to participate. The Citizens Crime Prevention Committee (CCPC)\* already has representation: this could be supplemented, for example, through representation of OCO or the Citizens Action League, both of which have recently made crime prevention a high priority issue.

- Project staff (Liaisons and Aides) should be invited to take a more active role, including representation on the Coordinating Council.

- To accommodate these new representatives, without increasing the size of the Coordinating Council, the OCD Board Chairpersons representation could be reduced to three positions, perhaps assigned on a rotating basis.

The reconstituted Coordinating Council's role, during the remainder of the grant period, should emphasize support activities on a city-wide basis similar to those recommended for the Task Forces in the Districts. The role of the Coordinating Council should be, that is, to assist in publicizing, fund-raising, and other implementation activities for the programs developed in the CCPP. As noted earlier, there is a need for some city-wide program effort; the Coordinating Council should have primary responsibility for organizing such an effort. Finally, the

\*The CCPC is a volunteer group whose primary role in crime prevention efforts in Oakland has been to sponsor and assist Home Alert activities. Perhaps spurred by a competitiveness with the CCPP, the CCPC has recently become more active.

reconstituted Coordinating Council would be an appropriate group to work with city government (perhaps the Council's Public Safety Subcommittee) on crime prevention matters. This role would be related to CCPP and, in the future, to extensions and/or follow-ons to the CCPP.

#### APPENDIX A: METHODOLOGY

This evaluation was conducted over a seven month period. The evaluation is heavily weighted toward process analyses. Impact evaluations, examining the CCPP's effectiveness in reducing crime, cannot yet be done because direct crime-preventions program are just beginning. Process analysis relies on extensive observation, interviewing, and attitude surveying. In the present contract, evaluators also agreed to share recommendations and/or findings at appropriate times during the evaluation process. The goal, that is, was to analyze and, in a sense, to diagnose the reasons and resolutions for problems that evaluators discovered.

Following are the major components of the evaluation.\*

1. Participant interviews. Major participants in the CCPP were interviewed repeatedly and in a variety of ways, ranging from formal introductory and exit interviews to casual conversations. Appendix C: District Liaison Interviews and Appendix D: Coordinating Council Interviews summarize the main elements of this task.

In addition to direct participants in the CCPP, various OPD and OCD administrators were interviewed, as were Community Services Division personnel.

2. Observation. Evaluators observed well over 50 meetings of various kinds: staff meetings, Coordinating Council meetings, and various community meetings. No attempt is made here to summarize these observations, since they include such a variety of contexts. Observation does, however, underlie much of the analysis in the preceding report.

3. "Consumer" survey. A questionnaire was distributed to 250 persons receiving CSD services (provided by both CSD staff and CCPP Crime Prevention Aides); 70 were returned. This survey addressed public satisfaction with traditional crime prevention services. The results of the survey are reported in the Evaluator's Interim Report, November 10, 1979.

4. Officer Survey. An additional questionnaire was distributed, through their supervisors, to 200 OPD field officers. The survey asked the officers about their attitudes toward crime prevention and the CCPP. The results of this survey are summarized in the text of this report and presented in detail in Appendix B: Officer Opinion Survey.

5. Community Interviews. Evaluators conducted more than fifty interviews with persons in Oakland who were outside the immediate grant staff. These included community activists, officials, and members of the District Crime Prevention Subcommittees.

"Interviews" varied; in approximately 35 interviews, a formal questionnaire was employed. Other interviews involved inquiries regarding particular

\*The range of activities is based on the evaluator's proposal of May, 1979. The only proposed evaluation procedure which was not fully employed was to develop a panel of citizen advisors who met as a group. Instead, evaluators maintained close, individual contact with a number of key participants, discussing project events and developments repeatedly.

points or controversies. The majority of the persons interviewed were identified through "reputational" or "two-step" identification methodology: evaluators asked grant participants for names of persons or groups who had been - or could have been - active in crime prevention or district affairs. When persons so identified were contacted, they were interviewed and, in turn, asked for additional names. Evaluators attempted to keep a rough geographical balance and to have all major groups (politically and socially) represented.

Evaluators encountered some difficulties in conducting these interviews. Several persons identified in the process chose not to be interviewed. The reasons for the refusal were not always clear. For some, the refusal was justified by busy schedules. For others, the reason was that they did not know enough about the CCPP to respond to questions. A few respondents found questions confusing or the topic of police-community relations difficult to discuss and withdrew from the interview. A few asked that their names not be included in any listing of persons interviewed. However, the responses to interviews were generally complete and frank. Appendix E: Community Interviews summarizes the views expressed by interview respondents.

In summary, evaluators contacted a large number of persons during the evaluation. Many contacts were "informal," involving, for example, discussion or conversation during observations of meetings. Another source of information was in the over 270 survey responses by officers and citizens about crime prevention topics. Finally, over 50 persons (outside the CCPP staff and supervisors and CSD personnel) were more formally interviewed (many of them several times). A list of persons (other than CSD and CCPP staff) interviewed follows:

Robert Apodaca	Mamie Holiday	Tom Tyron
Hugh Bassett	Louisa Jaskulski	Zach Wasserman
John Bauman	Mrs. Carnelius Jones	Jim Webster
Mrs. Arnie Bell	Curtis Royce Jones	Ralph Williams
Bruno Brandli	Irv Jones	Myra Woods
Lucia Broughton	Pearl Kolling	
William Burns	William Lowe	
Marina Carlson	Ron McCarthy	
George Carter	Bessie McGlyn	
Lonnie Carter	Virginia Majors	
Connie Chang	Fran Matarresse	
Paul Chann	Mark Miller	
Eddie Collins	Mary Moore	
Joseph Colletti (OPD)	Pete Perry	
Milton Combs	Jennifer Pierson	
Rev. A. Crompton	Howard Ransom	
Don Davenport	John Ream (OPD)	
Ms. Artis Dawson	Ms. Betti Redmon	
Maureen Delaney	Jesse Robey	
Lonnie Dillard	John Rothi	
Gerry Edwards	Joseph Samuels (OPD)	
Jean Elliott	Annie Sims	
Maxie Figgins	Rev. J. Alfred Smith	
Carter Gilmore	Mark States	
Silverter Grisby	Ron Steger	
Larry Hanson	Kier Taylor	
George Hart (OPD)	Fern Tiger	

## APPENDIX B: OFFICER OPINION SURVEY

### METHODOLOGY

Evaluators designed an "Officer Opinion Survey" which was distributed to all officers in the Patrol, Juvenile, Vice, and Criminal Investigation Divisions, and to the Central District Detail. The questionnaires were distributed and collected through the unit supervisors. All questionnaires were anonymous, and most were returned in a sealed envelope. Almost two-hundred questionnaires were returned, as follows:

Patrol	140
Vice and CID*	40
Juvenile	8
Central District Detail	<u>9</u>
Total	197

### RESULTS

Answers to survey questions are shown by number and percent of respondents.

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\*Vice and CID were analyzed together to get a larger sample. It was assumed that the level and type of interaction between CCPP staff and the two divisions would be roughly similar.

Question #1

Are you familiar with the Oakland Comprehensive Crime Prevention Program?

	Yes		No		Total	
	#	%	#	%	#	%
Patrol	80	57%	60	43%	140	100%
Vice & CID	13	33	27	67	40	100
Juvenile	7	88	1	12	8	100
CDD*	3	33	6	67	9	100
Total	103	52%	94	48%	197	100%

Questions #1A-1E were answered only by those who responded "yes" to Question #1.

Question #1A

Have you met any of the community liaisons or aides who were hired to work on the project:

	Yes		No		Total	
	#	%	#	%	#	%
Patrol	50	63%	30	37%	80	100%
Vice & CID	12	92	1	8	13	100
Juvenile	7	100	-	-	7	100
CDD	3	100	-	-	3	100
Total	72	70%	31	30%	103	100%

\*CDD = Central District Detail

Question #1B

Have the community liaisons or aides participated in district squad meetings with you?

	Yes:		If yes, did you think the meeting was:						No:		N.R.		Total	
	#	%	Very Productive/ Informative		Moderately Productive/ Informative		Waste of Time		#	%	#	%	#	%
			#	%	#	%	#	%						
Patrol	28	35%	5	18%	19	68%	4	14%	50	63%	2	2%	80	100%
Vice & CID	1	8	-	-	-	-	1	100	10	77	2	15	13	100
Juvenile	5	71	-	-	3	60	2	40	2	29	-	-	7	100
CDD	1	33	-	-	1	100	-	-	2	67	-	-	3	100
Total	35	34%	5	14%	23	66%	7	20%	64	62%	4	4%	103	100%

Question #1C

Have you been involved with the project in any other way (for example, met with a liaison or aide to discuss district or beat crime problems; spoken at a community meeting at the request of a liaison or aide)?

	Yes		No		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	14	18%	62	77%	4	5%	80	100%
Vice & CID	3	23	9	69	1	8	13	100
Juvenile	1	14	5	71	1	14	7	100
CDD	-	-	-	-	3	100	3	100
Total	18	17%	76	74%	9	9%	103	100%

Question #1D

Do you think this project is helping to improve police/community relations?

	Yes, A Lot		Yes, Some		No or Not Much		N.R.		Total	
	#	%	#	%	#	%	#	%	#	%
Patrol	8	10%	39	49%	22	28%	11	14%	80	100%
Vice & CID	-	-	6	46	3	23	4	31	13	100
Juvenile	-	-	1	14	3	43	3	43	7	100
CDD	2	67	-	-	1	33	-	-	3	100
Total	10	10%	46	45%	29	28%	18	17%	103	100%

Question #1E

Do you think grant staff does a good job of representing OPD to the community?

	Yes		No		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	28	35%	15	19%	37	46%	80	100%
Vice & CID	3	23	2	15	8	62	13	100
Juvenile	1	14	2	29	4	57	7	100
CDD	2	67	1	33	-	-	3	100
Total	34	33%	20	19%	49	48%	103	100%

Question #2

Generally speaking, do you think community crime prevention efforts are effective in reducing crime?

	Yes		No		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	83	59%	35	25%	22	16%	140	100%
Vice & CID	23	58	12	30	5	12	40	100
Juvenile	5	63	2	25	1	12	8	100
CDD	8	89	1	11	-	-	9	100
Total	119	61%	50	25%	28	14%	197	100%

Question #3

Respondents were asked to either agree or disagree with the statements in Questions #3A-3E.

Question #3A

Citizens should have a substantial role in establishing law enforcement priorities.

	Agree		Disagree		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	23	17%	108	77%	9	6%	140	100%
Vice & CID	10	25	28	70	2	5	40	100
Juvenile	3	38	4	50	1	12	8	100
CDD	4	44	5	56	-	-	9	100
Total	40	20%	145	74%	12	6%	197	100%

Question #3B

Citizens should have some role in establishing law enforcement priorities.

	Agree		Disagree		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	88	63%	43	31%	9	6%	140	100%
Vice & CID	30	75	8	20	2	5	40	100
Juvenile	5	63	2	25	1	12	8	100
CDD	8	89	1	11	-	-	9	100
Total	131	67%	54	27%	12	6%	197	100%

Question #3C

Citizens should have no role in establishing law enforcement priorities.

	Agree		Disagree		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	41	29%	83	59%	16	12%	140	100%
Vice & CID	4	10	33	83	3	7	40	100
Juvenile	1	12	5	63	2	25	8	100
CDD	1	11	8	89	-	-	9	100
Total	47	24%	129	65%	21	11%	197	100%

Question #3D

Whenever possible, citizens should handle "minor" crime problems (for example, loitering, vandalism, petty theft by juveniles) on their own.

	Agree		Disagree		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	69	49%	63	45%	8	6%	140	100%
Vice & CID	23	58	17	42	-	-	40	100
Juvenile	5	63	2	25	1	12	8	100
CDD	3	33	6	67	-	-	9	100
Total	100	51%	88	45%	9	4%	197	100%

Question #3E

Citizens should refer most "minor" community crime problems to the police

	Agree		Disagree		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	56	40%	70	50%	14	10%	140	100%
Vice & CID	12	30	23	58	5	12	40	100
Juvenile	2	25	5	63	1	12	8	100
CDD	6	67	3	33	-	-	9	100
Total	76	39%	101	51%	20	10%	197	100%

Question #4

Respondents were asked to indicate which of the following community activities they consider to be appropriate patrol functions. They could check more than one response. Numbers and percentages are for respondents agreeing that the named activity is appropriate.

Regular meetings with community liaison to discuss district and beat problems, activities, and issues.

Patrol		CID/Vice		Juvenile		CDD		Total	
#	%	#	%	#	%	#	%	#	%
79	56%	25	63%	3	38%	5	56%	112	57%

Attendance at special community meetings to speak about crime prevention.

Patrol		CID/Vice		Juvenile		CDD		Total	
#	%	#	%	#	%	#	%	#	%
81	58%	20	50%	5	63%	5	56%	111	56%

Regular involvement with assigned schools in the patrol officer's district (for example, speaking to classes, meeting with students and teachers).

Patrol		CID/Vice		Juvenile		CDD		Total	
#	%	#	%	#	%	#	%	#	%
66	47%	15	38%	3	38%	4	44%	88	45%

Regular visits to district crime prevention offices.

Patrol		CID/Vice		Juvenile		CDD		Total	
#	%	#	%	#	%	#	%	#	%
54	39%	15	38%	2	25%	4	44%	75	38%

# CONTINUED

# 1 OF 2

Regular involvement with senior citizen groups and senior citizen homes in the patrol officer's district (for example, speaking to groups, listening to senior concerns).

Patrol		CID/Vice		Juvenile		CDD		Total	
#	%	#	%	#	%	#	%	#	%
62	44%	21	53%	4	50%	7	78%	94	48%

I do not think patrol officers should spend much time with community meetings or become involved in community affairs.

Patrol		CID/Vice		Juvenile		CDD		Total	
#	%	#	%	#	%	#	%	#	%
28	20%	8	20%	1	12%	3	33%	40	20%

#### Question #5

Do you think a referral mechanism should be established whereby officers refer victims and concerned citizens to the community liaison and aides for follow-up services and assistance?

	Yes		No		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	111	79%	17	12%	12	9%	140	100%
CID & Vice	34	85	5	13	1	2	40	100
Juvenile	4	50	3	38	1	12	8	100
CDD	7	78	2	22	-	-	9	100
Total	156	79%	27	14%	14	7%	197	100%

#### Question #6

Do you think that crime prevention is a responsibility of the beat officer?

	Yes		No		N.R.		Total	
	#	%	#	%	#	%	#	%
Patrol	106	76%	24	17%	10	7%	140	100%
CID & Vice	34	85	6	15	-	-	40	100
Juvenile	7	88	1	12	-	-	8	100
CDD	9	100	-	-	-	-	9	100
Total	156	79%	31	16%	10	5%	197	100%

APPENDIX C:  
Summary of Responses to Liaison Interviews  
 December, 1979 and January, 1980

The following summaries add information, not contained in the text of the report, about Liaison experiences and attitudes. The summaries are of Liaison comments in response to the open-ended questions asked in Evaluators' concluding round of interviews.

Question #1: Describe the procedures used during the planning stages (April-June) for outreach/needs assessment/citizen participation. Comments, lessons, strong and weak points?

See text, Section IV.

Question #2: Describe sub-programs: What were initially designed programs? What changes have occurred and why? What is the program's current status?

See text, Section III.

Question #3: Major delays and problems (if any) in developing and submitting sub-program proposal.

See text, Sections II and III.

Question #4: Describe duties, responsibilities, and activities. Which does Liaison find most enjoyable, most important, most difficult?

Liaisons define three major job responsibilities: administrative/planning functions; community organizing; and, assisting with on-going CSD activities (e.g., Home Alert, dissemination of crime prevention information). The majority of Liaisons report that their most enjoyable tasks (which they also view as most important) involve some sort of community organizing and facilitation of citizen participation in crime prevention work.

Question #5: District office operations: hours; volume of calls/drop-ins; types of activities that occur, volunteers. What efforts have been made to have officers use office? With what success?

(The volunteer issue is discussed in text.)

Office hours vary among districts from 5-6 hours a day to 6 hours a week. Office operations also vary--most Liaisons

report that there are few drop-ins or telephone calls; police officers rarely, if ever, visit offices except in Fruitvale. West Oakland and Fruitvale report a fair volume of telephone calls and drop-ins. (On a comparative basis, the West Oakland and Fruitvale offices are in the most favorable locations for drop-in activity.) The Fruitvale office is used by seniors and merchants. San Antonio and West Oakland have attempted to sponsor movies for citizens groups, but these efforts proved unfruitful.

Question #6: Training and technical assistance: has it been adequate to needs? What additional training or assistance would be useful?

Although the initial staff training was generally seen as useful, nearly all Liaisons noted that training in grassroots community organizing techniques would have been useful. Also, two persons mentioned that more training was needed in Home Alert presentations.

Question 7: Discuss degree of "integration" of Liaison both with OPD and with OCD. Does Liaison feel that sufficient guidance, support, and cooperation has been available? Explain answer.

On administrative and bureaucratic issues, CSD managers provide adequate guidance and support. Integration of Liaisons within OPD as a whole has been minimal, according to most Liaisons. The CCPP is seen as a "one shot program," which impedes total integration. Several Liaisons noted that they perform an important public relations function for the department in terms of explaining departmental operations and needs to the community, but that they are shown little respect by officers in general.

Integration within the OCD network has been a little better, but the Liaisons do not feel strongly supported by either the District Boards or their crime prevention subcommittees. One Liaison pointed out that the OCD was not "courted" adequately in the beginning from the perspective of showing the OCD Boards the benefits that could accrue from a strong CCPP program at the district level.

Regarding evaluator recommendations: has Liaison seen implementation and what are reactions regarding:

- a. Liaison/Aide meetings - Generally seen as positive.
- b. CCPP/OPD Patrol meetings - Generally viewed as a starting point for developing personal rapport with officers.

- c. In-service OPD orientation sessions - Also seen as a starting point for encouraging rapport.

Question #8: Feedback concerning grant management. What have experiences been? Does Liaison have suggestions (e.g., changes in the type of supervision?)

From the Liaisons' point of view, the CCPP management is effective regarding bureaucratic procedures and "red tape," but lacks enthusiasm and experience for offering guidance and supervision of their community organizing work.

Question #9: "Critical incidents": What is Liaison perception of following: What happened? Has the Liaison's work/effectiveness been effected?

- Locating district offices
- Procedures and timing of hiring media specialist
- Hiring of local evaluator
- Controversies in Coordinating Council between community and OPD representatives
- Disagreements regarding on-going/CCPP crime prevention activities

Analysis of the first three issues appears in text. Most Liaisons agree that although there were various tensions in the Coordinating Council regarding who had the upper hand or control over the CCPP--the community or police--these tensions have subsided now that projects are being implemented. Disagreements regarding on-going/CCPP crime prevention activities have largely been resolved through the various meetings regarding roles and responsibilities of Liaisons and Aides.

Question #10: Have community reactions to the police review issue affected CCPP/Liaison activities? How? What has Liaison's "stance" on the issue been?

Most Liaisons report that they and the district constituents with whom they have contact, favor some type of citizen review of police actions. However, the PRC controversy has directly affected only the Elmhurst project, where citizens have been very actively in favor of a strong PRC.

Question #11: Have Liaisons' attitudes changed regarding:

- police officers and law enforcement activities;
- crime prevention and the importance of community organizing/citizen involvement?

Most Liaisons commented that they become more aware of the problems and needs of police officers, and realize that "officers are people too." Views on crime prevention were mixed: two Liaisons noted that they believed that efforts should focus on prevention, while several favored community organizing as the primary mode.

Question #12: Does Liaison think the community's attitudes have changed towards:

- the police;
- crime prevention and the importance of citizen involvement and community organizing?

Changes in community attitudes towards police have been minimal according to Liaisons; in fact, two noted that attitudes have become more bitter, particularly following recent police shootings. On the other hand, Liaisons note that citizens are becoming more aware of the need for the community to take responsibility for crime prevention, thereby lessening dependence on the police.

Question #13: Has the project succeeded in cultivating representative, broad citizen involvement? Who has been left out?

See Section IV in the text.

Question #14: Have linkages with other groups, programs, agencies been developed? Describe this coordination/coalition activity--who with? What activities?

See Section IV in the text.

Question #15: Recommendations regarding organizational structure of CCPP?

Opinions were diverse on the ideal structure for the CCPP. They included:

- direct involvement of City Council.
- a new entity comprised of OPD, Coordinating Council, and the community.
- maintain partnership between OCD and OPD.

- joint venture between Oakland Community Organizations (OCO) and OPD.
- three-way venture that includes OCO, OPD and district boards.

APPENDIX D: COORDINATING COUNCIL INTERVIEWS

Interviews and interaction with the Coordinating Council membership took place throughout the evaluation. Three members of the Coordinating Council were not available for interviews; the other members were interviewed at least once. Some, who took a more active role, were interviewed several times. An effort was made to interview OCD District Board Chairpersons at least twice; this was not possible in all cases, since during the last few months there were changes in this position in three Districts.

Following is a summary of responses to the basic interview guide which was used to guide open-ended interviews and other interactions with Coordinating Council members.

1. Have there been any noticeable changes in attitudes or relations within the Coordinating Council? Probe: Which attitudes are changing? Who takes the initiative or assumes a leadership role now? What are the major conflicts and arguments at the Coordinating Council level? Has the instituting of the executive committee made any difference in the functioning of the Coordinating Council?

Nearly all members of the Coordinating Council said that in the early months of the grant, tension was very great between OPD and at least some OCD representatives. Almost all noted, though, that hostility declined rapidly after September 1979. Reasons or factors offered to explain the change included: changes in police attitudes and personnel; a feeling that the conflict was becoming "dysfunctional;" the fact that hirings which had been the source of controversy were finished and program implementation, which posed fewer conflicts, began; the fact that community representatives felt more "included" because of their participation in the Cluster Conference and in the District meetings recommended by evaluators; and changes in some of the District Boards' representation.

Some council members believe that there are still tensions. However, the differences of opinion appear to be taking a new form. Now that the more dramatic conflicts between police and community representatives no longer predominate, disagreements about program content and Coordinating Council purpose are coming to the fore.

The formation and effectiveness of the Executive Committee--shortly afterward renamed the Subcommittee--were subjects of some disagreement. (The Subcommittee included three of the most vocal critics of the police, who were appointed to meet with OPD command on several controversial issues.) Among the non-police members of the Coordinating Council, those who were most active in criticizing police were most supportive of the Subcommittee; they saw its formation as a logical "tactical" step following the Council controversies. Others, who were less critical of police, tended to characterize the Subcommittee as a "radical" caucus within the Council.

Most members of the Council agree that it has not fulfilled its leadership role in program development. Council members believe that greater activism and commitment are needed in the Council, but that Council responsibilities should stress supporting Liaisons' activities and the newly-instituted sub-programs.

A number of suggestions were offered for changing the Coordinating Council. The gist of the suggestions was to reduce the size of the Council, by "weeding out" non-participating members, and to make membership more flexible, with representation changing to suit the particular tasks or programs at hand.

2. Have police/community relations, and in particular, citizen involvement in crime prevention improved since the project's inception? If yes, probe: In what ways? How do you know they have improved? Specify what aspects of the CCPP have brought about the changes. For Chairpersons, also probe: What specific things or events have occurred in your District? If not, probe: Why not? What could or should be done through this program to improve relations?

Council reactions regarding the CCPP impact on police/community relations were mixed. Overall, comments were to the effect that police/community relations were strained in Oakland and that anything constructive would help, but that the CCPP would not make a very great difference.

Council members argued that the sources of tensions run deep in police attitudes and community aspirations. Given these forces, programs such as CCPP--which opened lines of communication--are extremely necessary and constructive. CCPP was seen by some as a model for what needed to be done, on a much more extensive scale. (Two members dissented from this view in some degree, noting a danger that CCPP and similar programs could be palliatives, used to coopt legitimate community critics.)

For further, related discussion, see #7 below.

3. Which programs do you think will be/are most effective? Least effective? Probe: What factors have influenced their success or lack of success? Probe: There has been an issue about "on-going" vs. "new" programs. What do you feel about this? What balance would you like to see (in your District/in the City.)

Comments on programs were mixed. The program idea which has stimulated the most interest and support is the Youth Boards. Coordinating Council members have recently begun considering ways to expand youth involvement in CCPP, with the Youth Boards as the central mechanism.

Critical comments about programs were frequent. Nearly all members were very happy that the sub-programs had taken so long to implement; they commented that "nothing has happened," the "grant is stagnant," etc. (Reasons offered varied: some blamed the early police/OCD conflicts; others said that citizen participation was simply a slow process.)

Another critical comment was that city-wide programs had not been mounted. "We need more standardization," was one view. A member (who was not a CD Board Chairperson) blamed "infighting among the districts--we had to give up a city-wide identity in order to keep peace among the Districts." One member felt that the CCPP as a whole suffered "because there were no programs we could all get behind and pull for."

4. Are the roles and responsibilities of the grant staff (Aides and Liaisons) as you perceive them, compatible with your concept of what the staff functions should be?

Members of the Coordinating Council were unanimously and strongly supportive of the concept of District Liaisons. (There was some dissatisfaction with some individual Liaisons; but this was overshadowed by commitment to the Liaison role.) As noted by one member: "They are building bridges. The community is beginning to believe in them, to come to them. It will be a long grind. But the cops have an incentive, too. They know the flatlands are hostile and that their jobs are at stake."

5. District office activities: Are you pleased with the types of crime prevention activities being conducted out of your District's office? Do you feel the Community is using and relating to the District Office? Have you noticed whether the Police Department (i.e., patrol officers) are availing themselves of the District Office? Should there be more or less police use of the district offices? Why do you say this?

Coordinating Council members were very supportive of the District Offices, for the same reasons they supported the Liaison function. The office provided a way--a location--for police and citizens to meet in essentially non-adversary contexts.

Members were dissatisfied with the use of offices, so far (although most of the Council members had little information about the offices and activities at them); they felt the officers were used too little.

6. Are you satisfied with the management and composition of grant staff (including central office positions such as information specialists, etc.). Why do you say this? If not, what changes could you suggest.

The early controversies in the Coordinating Council were primarily around grant management and staffing issues. Responses to this question reflected members' views in those conflicts. Although there was general agreement that in the early stages of the grant OPD had not consulted adequately with the Coordinating Council on staffing and other management issues, there were differing attitudes about how much consultation was required. Some respondents believed that the Council had involved itself too much in administrative (as opposed to policy-making) roles.

Regarding the Media Specialist position, all respondents felt it was an important, necessary function. Criticism of hiring procedures were frequently voiced. (These were not, it should be noted, criticisms of the person appointed to the position.) There was also widespread criticism of OPD grant administrators' handling of the media campaign.

Coordinating Council members were generally satisfied with the Data Specialist position, noting that it was an appropriate position for CCPP to fund and that the data provided (especially regarding neighborhood level crime incidence) was useful.

7. Is the CCPP "taking hold"? Probe: How do you know? Are there people beyond the immediate group who are developing "stakes"? Are "advocates" emerging? Are the full variety of citizen groups becoming involved?

Along the same lines, do you believe any new institutionalized or lasting links have been/are being established between the police and community groups and/or other agencies (such as OCD)? What are they? Do you support them? Why or why not?

Coordinating Council opinions on this issue varied widely, although the differences were really over what was "enough." Most agreed that some "neighborhood level" organizing and participation had occurred and that some linkages between OPD and other groups had occurred.

Regarding grassroots or neighborhood activities, members express concern that District Chairpersons and/or Liaisons had been too controlling in the process of formulating sub-programs. On the other hand, several respondents believed that citizens were beginning to "buy in" to the process and to see the programs on their own. Several cited the Fruitvale District developments as a model of citizen involvement--and as a demonstration of what might be accomplished in the CCPP. Most believed that for the remainder of the grant, neighborhood level involvement would improve; several District Board Chairpersons noted a resolve to revitalize that aspect of the process.

Respondents did believe that linkages between police and community groups or agencies had been developed. Police representatives on the Coordinating Council were especially enthusiastic in this area, expressing a belief that the Department was developing new skills and awareness in coordination and cooperation with other groups.

8. What is your assessment of the project's media campaign--effectiveness, suggestions, feedback.

Nearly all comments on the media campaign launched in August were critical. As one respondent noted, with some sarcasm: "The project has not captured Oakland--except for some neighborhoods, no-one even knows about it."

The media campaign was the source of some of the strongest criticism of police CCPP managers. Council members said they were presented with a "fait accompli" in the tabloid publication. Members believed that had there been more consultation earlier in the development of

the campaign, the campaign would have been effective and more "tuned in" to Oakland's flatlands areas.

APPENDIX E: COMMUNITY INTERVIEWS

As noted in Appendix A, Evaluators had several kinds of interactions with citizens and community agency representatives. Over fifty persons were more or less formally interviewed. (That is, their views were sought regarding several common issues or themes.) About half of the formal interviews employed questionnaires. One questionnaire was designed for members of the District Boards' Crime Prevention Subcommittees; the other was designed for "Community Activists, persons regarded by others as opinion leaders in districts and neighborhoods in Oakland.

The Subcommittee Interview (N = 15) included questions about citizen participation and planning processes in the districts. In this regard, it was designed to supplement interviews with Liaisons and Board chairpersons. The Subcommittee Interview also contained questions about general crime prevention and police/community relations issues. In these questions, it overlapped the Activist interview (N=20.)\* In the following discussion, the planning and Subcommittee process questions from the Subcommittee Interviews are summarized first. Then, the Activist interview results are summarized, with related responses from the Subcommittee interviews included. The report on Activist interviews includes views expressed in interviews that did not involve the questionnaire itself, but which covered the same issues.

A. Subcommittee Interviews

1. Subcommittee Selection/History?

The subcommittees were typically constituted specifically for the CCPP. (Fruitvale District chose to utilize an already-existing crime prevention task force.) Membership selection was roughly evenly divided between volunteers and appointment by District Board Chairpersons.

2. Is the Subcommittee Still Operative?

Most of the Subcommittees meet about once per month; they tend to meet at the initiative of the Liaison. Fruitvale and Elmhurst Districts' Subcommittees remain more active; there are plans in San Antonio to reactivate the Subcommittee as part of a general Board reorganization.

3. What Activities Did the Subcommittee Undertake? What Topics Did the Meetings Stress?

These questions are addressed in Sections III and IV of the text.

4. How Were Meetings Publicized?

Typical procedures were: leaflets or fliers; use of CD Board mailing lists; and announcement at other community meetings, such as Home Alert meetings.

\*The N of 20 is the number of persons receiving the "Activist questionnaire" itself. Many others were asked some or many of the same questions, in more wide-ranging discussions...

5. What was the Liaison's Role in the Initial Planning Process?

Subcommittee members did not see Liaisons as being too responsive to Police Department demands. Rather, their impressions were either that Liaisons took the initiative or that they worked under the direction of the Subcommittees. In some cases (notably, North Oakland and Fruitvale), members perceived the Liaison as having a "facilitative" role, in which the Liaison encouraged the expression and resolution of views without taking direct initiative or adopting a particular "side" in the discussions.

6. Overall, were you satisfied with process? What were the best/strongest aspects? What were the weakest aspects?

The great majority of respondents were satisfied with the Subcommittee procedures. The reasons given for dissatisfaction (by two representatives) were: the process was too bureaucratic, not aggressively oriented to community organizing; the staff was not competent; and the District Board Chairperson was too manipulative and stifled the process.

The focus in comments on "best aspects" was consistently to praise Liaisons' energy and the Liaison role and, secondarily, to praise the degree to which citizen involvement had been stimulated. Conversely, criticisms were most often to the effect that citizen input was still too low. In addition, there were criticisms of the amount of time Liaisons spent out of the District at the police department.

7. Do you have recommendations or other general comments about the CCPP grant?

See summary under #6 in Activist survey responses, following.

8. We would like to know your attitudes toward the contribution of this grant to bettering police/community relations. Do you think CCPP is (or could be) a valuable mechanism for strengthening police community relations?

See summary under #5 in Activist survey responses, following.

9. Did your attitude toward the Oakland Police Department change as a result of participating in the grant?

See summary under #5 in Activist survey responses, following.

B. Activist Interviews

1. Have you heard of the Community Crime Prevention Program. (If yes, how did you hear of it? What did you hear about it?)

All respondents had heard of the CCPP. All but one (out of the questionnaire sample of 20) had heard of the program through word of mouth, usually from acquaintances on the District Boards. Only one respondent had heard of the project through public media.

Respondents were asked what they remembered hearing. The amount of information known or remembered about the program--its structure and activities--was minimal. Where evaluative comments were noted, they were negative in a 4:1 ratio. "I heard it was another band-aid program to help OPD," was a typical comment. About one third of the respondents reported hearing negative comments--or having cynical initial impressions--such as that.

2A. Following are some issues about police services and police-community relations in Oakland. Please characterize how serious a problem each is:

	High Priority Problem	Low Priority Problem	No Problem
(a) High crime rates?	15*		1
(b) Police acceptability?	12	4	
(c) Affirmative action in OPD personnel practices? (Probe: Too much or too little?)	9	1	
(d) "Prop. 13" (and other) cut-backs in police services?	10	5	
(e) Racism in OPD?	11	2	1
(f) Citizen apathy, non-involvement and non-support of police?	9	5	
(g) Citizen hostility toward police?	10	5	
(h) Distance, lack of communication, between citizens and OPD?	12	3	1
(i) Others? (Please specify)			

Police residency and police visibility were mentioned by more than one respondent in the other category.

2B. Do you think the CCPP--as you understand it--has or will have a significant effect on any of these problems? Which ones and why will there be an impact?

A slight majority of respondents thought the CCPP could have some effect, particularly on those problems related to citizen attitudes and distance between police and citizens.

\* Many of the respondents did not answer all items.

Other respondents doubted that the CCPP would have any effect. Reasons given included suspicion of police motives in entering the grant and doubts that the resources available under the grant would be adequate to solve the problems identified.

3. Should citizens be actively initiating and planning crime prevention programs or projects?

Perhaps not surprisingly, there was unanimous agreement with the idea of citizen participation in crime prevention planning. Reasons given correspond with national rationales for CCPP--that citizen feelings of efficacy would be enhanced, that police/community relations would be improved, and that innovative, imaginative crime prevention ideas would emerge from the citizen participation process.

4. The CCPP is structured to have OCD's District Boards be the primary vehicle for citizen participation. Please comment on this choice: Are OCD's District Boards a good mechanism for citizen participation on crime prevention issues?

Among activists, the widest range of opinions came in response to the question about the adequacy of CD Boards as a vehicle of citizen participation. The majority of responses were to endorse the choice of the OCD network, with qualifications. The most frequent qualifications: that the Boards were "OK, but not ideal"--that they were appropriate because they were the only consistent city-wide mechanism for stimulating citizen participation; and that the quality of participation varied dramatically from District to District.

Critical comments were to the effect that the District Boards were not representative of the populations of their Districts (for example, of church constituencies) or that the Boards were ineffective in mobilizing citizen participation. Several respondents recommended that Oakland Community Organizations be used in place of--or to augment--the CD Boards.

5. One purpose of the CCPP is to encourage good police/community relations. Do you believe the program will do this?

Answers to this question and a similar question (#8) in the Subcommittee interview yielded comparable patterns--a conditional "yes" or "maybe." Some respondents expressed a "wait and see" attitude about CCPP staff performance, but the preponderant concern was with police patrol. Activists and Subcommittee members noted that more police on the street, more field police involved in the CCPP, and more police responsiveness by administrators and beat officers were needed in order for police/community relations to be improved. The ideas of having residency requirements and a higher percentage of minority officers and administrators visible by OPD were mentioned frequently. The CCPP grant, in short, was seen as substantially less consequential than police personnel policies and field operations in determining the tenor of police/community relations.

Corroboration also came in a question (#8) to the Subcommittee respondents about whether their own attitudes had changed from taking part in the grant. Respondents indicated that their attitudes toward police had been most heavily and negatively influenced recently, by shooting incidents involving police.

6. Do you have other comments on the CCPP or suggestions or recommendations for changes in the program?

The most frequent recommendations by both activists and subcommittee (to similar questions) were for more publicity and more uniformed police involvement. Numerous respondents commented that the program was not well known and would not be successful until more extensive publicity stimulated interest and awareness. Nearly half the respondents stressed the need to involve uniformed officers in some way. For some, the issue was to legitimize the program by having officers appear at meetings, etc. For others, the concern was to integrate officers into the CCPP process in order to make the officers--and OPD field operations--more sensitive and responsive to community sentiments.

Others suggestions included: better staff training (in community organizing techniques); moving the program out of the Community Development Boards' authority; and greater use of community patrols.

INITIAL OUTLINE OF RECOMMENDED MECHANISMS  
FOR COORDINATION OF GRANT-RELATED ACTIVITIES

September 1979

This draft reflects the ideas of a variety of grant participants. It is not the work of evaluators only. The objectives behind these recommendations are to:

- Clarify grant personnel roles in their respective districts.
- Clarify - for grant and OPD personnel alike - the relationship of grant activities to other OPD activities and services.
- Resolve differences between OPD and/or grant personnel and OCD representatives, particularly where those differences are based on misperceptions or faulty "communications."

These mechanisms are not a panacea; if there are real and strongly held differences of opinion or interest, these "communications" vehicles may clarify, but will not necessarily resolve, the differences.

I. RECOMMENDATIONS REGARDING INTERNAL GRANT MANAGEMENT

A. DISTRICT REVIEWS WITH GRANT PERSONNEL

1. Summary. These small "squad" meetings would be held regularly on a district by district basis, to review achievements or problems in each district. They are primarily a supervisory tool, to review work habits, solve personnel problems, etc.

2. Attending. Initially, only the supervisor and the districts' aide and liaison need attend. Media or information specialists or others (e.g., OCD coordinators) might attend if there were a specific reason.

3. Purposes. In general, these meetings should schedule work in each district in order to promote guidance to personnel and accountability from them. More specifically, the meetings should:

- Clarify the division of labor between liaisons and aides, and discuss specific work assignments and schedules;
- Based in part on other meetings (with community representatives and with patrol), plan and evaluate activities and achievements;
- Identify problems (personnel programmatic, etc.) and settings or procedures for resolving the problems.

4. Actions and responsibilities. These meetings serve primarily supervision purposes. They should thus be scheduled and run by grant supervisors. (Meetings very much like the ones recommended here have already been initiated by Lt. Morris and Officer Forth. The only additional recommendation by evaluators would thus be that these meetings become a regular supervisory procedure.)

#### B. DISTRICT MEETINGS WITH PATROL

1. Summary. These meetings would be designed to provide mutual introductions of grant and patrol personnel and to explore ideas for cooperative action.

2. Attending. These conferences would involve a grant supervisor, the liaison, and a patrol sergeant. (The liaison and patrol sergeant would be from the corresponding police and Community Development Districts.) Initially, the day watch sergeant would be involved. If grant activities warranted, third watch sergeants might also attend.\* Likewise, other persons - from OCD or from the grant - could be involved if it were for a specific reason or to take part in a specific discussion.

3. Purposes. The general purpose of this recommendation is to reduce or prevent distrust and cynicism between civilians and sworn officers and between patrol and crime prevention personnel. More specific objectives include:

- developing ideas and means for information-sharing (e.g., at line-ups or in ride-alongs), through which grant personnel can explain their activities to patrol officers and vice-versa.

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\* For example, if a district office was staffed with sufficient volunteers to remain open in the evening, third watch personnel might begin to utilize the office.

- developing specific projects or procedures for cooperative actions (e.g., in use of district offices by patrol officers).
- discuss crime-related problems in the district, and develop coordinated responses where appropriate.

4. Actions and responsibilities. Although some meetings similar to those identified here have already been arranged by CSD, a systematic approach is needed. This systematic approach would include:

- Clear assignment of authority regarding scheduling of meetings (e.g., with a CSD or Patrol Lieutenant);\*
- Provision for follow-up - through action or official recognition - of decisions reached in the meetings. This also requires the identification of someone - CSD or Patrol Lieutenant - with sufficient authority to hold participants accountable.
- Procedures for reporting to Department Administrators and to others involved in the grant. These reports would identify actions taken in the districts and the effects of the actions. (E.g.: patrol officers' use of, and reactions to, the grant district offices.)

This systematic approach will require the authorization and endorsement of the Chief.

#### C. "IN-SERVICE" ORIENTATION SERIES FOR GRANT STAFF

1. Summary. This recommendation is for a series of sessions in which grant personnel are introduced to various operating units or officials in OPD. The series is intended to enhance the "resource" aspects of the grant. By introducing grant personnel to various units in OPD, the potential for people in the Department calling upon (or making referrals to) the grant will be increased. Likewise, with improved understanding of Department operations, grant personnel can provide more knowledgeable responses to inquiries and more appropriate referrals to OPD units, as part of their work with the public.

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\* The conduct of the actual meetings could be left to participants. Evaluators could - if it seemed appropriate and participants so requested - serve as "moderators," although such formality would probably be unnecessary.

2. Attending. The orientation sessions are for grant personnel - aides, liaisons, and others. Depending on the session, various OPD personnel will be involved as well.

3. Purposes.

- Publicize grant activities and introduce grant personnel to other OPD personnel.
- Provide grant personnel with understanding of who does what in the Department.
- Encourage knowledgeable responses or referrals by grant personnel when working with the public.
- Encourage the integration of grant personnel into the Department; i.e., enhance aides and liaisons' sense of legitimacy and "belonging."

4. Actions and responsibilities. This series of orientations is an extension of the pre-service training provided at the outset of the grant. Organization and design of the sessions would be the responsibility of CSD or grant personnel, perhaps in conjunction with the Training Division.

The initial orientation session should be with the Chief. The location and scheduling of later sessions would be determined by CSD or grant supervisors. Likely locations would include: CID, Traffic Division, R & D, Warrants and Records, Internal Affairs, and Personnel and Training. Additionally, meetings with the OPOA and BPOA would be appropriate.

The nature and length of these sessions would vary depending on the unit. In CID, for example, a full day devoted to observation and conversation with detectives is recommended. For R & D, perhaps a two hour session identifying the Department's data and research capabilities would be sufficient.

II. RECOMMENDATIONS REGARDING COMMUNITY/POLICE INTERACTIONS

A. DISTRICT MEETINGS/GRANT FOCUSED

1. Summary. District meetings between grant and OCD representatives would work out the priorities and scheduling of grant (i.e., liaison) activities in each district. These meetings would supplement the police/community consultations at the Coordinating Council level, in decisions for the grant as a whole.

2. Attending. These should be "working" meetings; initially they would involve only the liaison, an OPD grant supervisor, and an OCD representative. Others (such as the districts' aide) could be invited for particular discussions.

3. Purposes. In addition to the general purpose of enlarging the number and kinds of police/community consultation mechanisms, the grant-focused district meetings should accomplish the following, more specific, tasks:

- Decide on priorities for liaisons' time pending LEAA action on the district proposals;
- At subsequent meetings, re-evaluate and re-prioritize liaison activities (e.g., after funds are received for implementation of district proposals);
- Develop ideas for the staffing and use of district offices.
- Discuss and respond to other issues - district crime problems, organizational issues, etc. - if such arise.

4. Actions and responsibilities. This series of meetings should begin as soon as can be arranged (by grant supervisors). Meetings could be held in district offices. Evaluators will ask to observe these meetings (and will serve as facilitators if participants request it).

Advance preparations in the sense of drawing up a rough agenda may be advisable for these meetings. An appropriate role for liaisons would be to speak with OCD reps and grant supervisors prior to the meeting, to develop a list of topics or activities needing discussion.

B. DISTRICT MEETINGS - PATROL FOCUSED

1. Summary. Citizens have been telling evaluators of their apprehensions that unless the grant is tied to police "line" services, it will be viewed as merely "PR," irrelevant to more basic public concerns. The recommendation outlined here is for a series of district meetings, which would use grant activities and staff as a resource - a link - to build communication between patrol and citizen groups. One of the original purposes of the grant was to create such linkages. The meetings discussed here would logically follow meetings (discussed earlier) between grant personnel and patrol and between grant personnel and OCD reps.

2. Attending. Key people at these meetings would be the liaison, a grant supervisor, the district sergeant, and an OCD (or other community) representative from the corresponding OPD and OCD districts.

3. Purposes.

- To develop ways in which mutual education between patrol officers and citizens can occur, such that citizens understand more clearly the "what, how and why" of patrol procedures, while patrol officers understand clearly the crime and protection concerns of citizens. (Ridealongs, meetings, etc. are possible ideas here.)
- To discuss mutually desired uses of the grant resources - personnel, district office, etc.
- To develop resource persons or networks of assistance to both grant and patrol functions.

4. Actions and Responsibilities. These meetings would occur district by district. They need to be approached systematically, to ensure consistent and clear expectations by both OPD and OCD participants. To accomplish this consistency, the following are recommended:

- An official in OPD (perhaps CSD or Patrol Lieutenant) should be assigned responsibility for organizing and following up on the meetings.
- The COP should make clear to patrol sergeants the scope of their authority in these meetings.
- Prior to the meetings, the COP could meet with the OCD reps as a group to explain his expectations of (and limitations) the process.

**END**