

A blue-tinted photograph of a group of people in a meeting. A man in a dark suit is speaking into a microphone, gesturing with his hands. Other people are visible in the background, some with their hands raised. The text is overlaid on the image.

Strengthening Law Enforcement and Community Relations Grant

Local Evaluation Reports

**Strengthening Law
Enforcement and
Community
Relations Grant**

Alameda County

Collaboration for Community Transformation



A project of the Alameda County Sheriff's Office, supported by a grant from the California Board of State and Community Corrections for Strengthening Law Enforcement and Community Relations

Evaluation Report

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Table of Contents

Executive Summary	3
Introduction	4
Overview	4
Evaluation Approaches	4
Community Context	5
Background on ACSO’s Community Policing Initiatives	5
Focus of the SLECR Project	6
Eden Night Live	7
Fitness and recreation at the Hayward Adult School and elsewhere	7
Community and Civic Engagement	7
Additional Creative Placemaking	7
Partners	8
Collaborative Evaluation	10
Introduction	10
Description and timeline	11
Collaborative Pathway Model Development	11
Identifying evaluation priorities	12
Community Interviews	12
Results from Collaborative Evaluation Process	14
Collaborative Pathway Model	14
Findings from Community Interviews	20
Activities, Events, and Observations: Data Collection by ACSO	24
Description and Methods	25
Results from ACSO Data collection on Events and Activities	25
Types of events	25
Qualitative Evidence of Community Relationships with ACSO	26
Observations and Reflections on Community Engagement	28
Sectors of community engaged and levels of engagement	29
Conclusions and Recommendations	30
Appendices (attached separately)	31

A. ARI's evaluation timeline	31
B. Collaborative Pathway Models	31
B1. Collaborative Pathway Model	31
B2. Collaborative Pathway Model with Regions	31
B3. Collaborative Pathway Model with Regions and Evaluation Focal Points	31
C. Interview forms used by interviewers	31
C1. Evaluation Interview form (Community Involvement and Community Activities)	31
C2. Evaluation Interview form (Law Enforcement Relations and Community Identity)	31
D. Summaries of Community Interviews	31
E. Community Capitals Policing framework adopted by ACSO	31
E1. Community Capitals Policing: A New Brand of Public Safety	31
F. Activities and Participation Tables	31

Executive Summary

In an effort to create and advance effective community-wide collaborations that would help inform and guide a positive evolution of its community policing strategies in the unincorporated areas of Ashland-Cherryland, California, the Alameda County Sheriff's Office (ACSO) spearheaded a Strengthening Law Enforcement and Community Relations (SLECR) project funded by a grant from California's Board of State and Community Corrections (BSCC). Between July 2016 and June 2018, the project drew on a decade of meaningful partnerships with and among community-based entities in order to implement multiple initiatives and collaborations that emphasized diverse community involvement from vision- and concept-building to implementation and evaluation.

The project design not only allowed for, but required that various ways of knowing along with diverse perspectives be sought and included in the development and expansion of activities that took the form of recreation (such as fitness, dance, soccer, boxing, basketball, track and field, etc.) and community engagement (including Spanish Language Community Academies, Eden Night Live community festivals, a Municipal Advisory Council Formation Committee, Talk with a Cop, Ashland and Cherryland Community Associations and more). The breadth of the activities, and the range of the geographic and sector spread of the partnerships involved throughout the project, set the stage for broad impact.



In order to clearly articulate objectives, goals, and accomplishments, ACSO included a cutting-edge process for depicting and evaluating the theory of change behind the project's activities. Action Resources International facilitated the implementation of its Collaborative Pathway Modeling (CPM) and evaluation process, which resulted in a visual conceptual diagram of the project itself, as brought to life through detailed interviews and meaningful input from its collaborators and stakeholders. Key to the validity of the process

was its commitment to unearthing and including voices, perspectives and experiences not typically invited to or included in decision-making settings.

The CPM was then used to identify evaluation focal points prioritized by key project partners and community leaders, which were explored through a community interview process through diverse local interviewers and their presence and connections in the community. The completed CPM and over 90 community interviews not only synthesize diverse pieces into a detailed causal story of change, but offer unique first-person insights and perspectives on the

extent to which change is taking place, the nature of progress and obstacles, and suggestions for strengthening the impact of the work.

This report also shares results from ACSO's standard data collection reporting on event/activity participation numbers and project collaborators, together with descriptions of and reflections on community response and engagement. When put alongside the project theory of change presented in the CPM, these data elements provide documentation of the scale and nature of specific activities and outcomes visible in the project's collaborative pathway model, in the context of the larger and long-term process of community transformation that they are directed towards.

By incorporating insights from community members directly affected by the problems identified by project collaborators, and integrating these with perspectives and insights from project leaders and staff on the ground, the CPM process and the collection of over 90 community member interviews grounds the evaluation in diverse expertise and important realities of the process of and obstacles to change. The results support the conclusion that ACSO's investment in relationships, collaborative working partnerships, and the amplification of voices not often sought or heard in program and policy development has contributed positively toward the kind of long-term, systemic change sought here.

The evaluation has identified meaningful progress and specific successes in moving toward collaborator and constituent-identified goals. Given the challenges facing this community, including the impacts of decades of disinvestment and disenfranchisement, echoed and highlighted by tensions and tragedies at the national level, progress is especially meaningful. The community engagement and collaboration built into ACSO's approach, and the multi-faceted initiatives addressing civic engagement, improved community spaces and places, opportunities for positive youth development and adult recreation and community-building, support for entrepreneurship, and commitment to relationship-based authentic community policing are combining to improve community life and increase public safety. The vision for this work, made visible in the collaborative pathway model diagram, lays a foundation for ongoing community dialog, inclusion, and strengthened collaborations for future improvements.

Introduction

Overview

With grant support from California's Board of State and Community Corrections (BSCC), the Alameda County Sheriff's Office (ACSO) implemented a Strengthening Law Enforcement and Community Relations (SLECR) project which unfolded between July 2016 and June 2018. At the heart of this ongoing work are multiple initiatives and collaborations. Formed by a decade of community involvement and commitment, the project was launched on a foundation that enabled the introduction of a cutting-edge approach to evaluation that engaged affected community members, community organization partners, and public agency partners together in

articulating a larger vision for transformational community change work, what it entails, and how it plays out on the ground in practice. This articulated vision, which includes identification of the array of obstacles and challenges that impede progress, created the basis for a shared effort to identify key focus areas for evaluation and appropriate measurement strategies.

Evaluation Approaches

The evaluation of ACSO's BSCC-funded project had two large components. An extensive process evaluation focused on the major initiatives of the grant, documenting activities, community engagement, and participation. Qualitative data including photos, videos, and materials generated as part of the activities, as well as quantitative data in the form of program registrations and attendance counts at large public events form the basis for the analysis. This data collection was managed by the ACSO and their results are reported in the section "Activities, Events, and Observations: Data Collection by ACSO" below.

In addition, Action Resources International (ARI) directed and managed an innovative, strongly participatory evaluation designed to increase understanding of how change is believed to come about, and how activities interact and combine to build progress toward long-term community and public safety goals. Because the process is highly participatory at all stages, it contributed to the goals of the project itself by ensuring community voice, integrating community input into the evaluation, and strengthening connections within the community and with ACSO. The first stage of this evaluation used collaborative pathway modeling (described below) to identify how key collaborators and community members perceived the process of change resulting from the project's activities. The next stage used the resulting shared theory of change as a basis for identifying evaluation focal points in accordance with collaborator priorities. Extensive community interviews provided qualitative data for assessing progress as perceived by community members and collaborators.

Community Context

Urban, unincorporated Ashland and Cherryland are Census Designated Places in Alameda County. These working class neighborhoods began to change in the 1970s—1980s as light manufacturing and small businesses closed, replaced by high-density housing and second-tier retail. In response to budget shortfalls, the recreation and parks district eliminated youth and adult recreation programs.

From 1990 to 2010, the demographics of the area shifted to majority people of color. Now, 52% of Ashland-Cherryland residents speak a language other than English at home.

These communities have some of the county's highest rates of school dropout, unemployment, formerly incarcerated residents, teen pregnancy, infant mortality, and chronic diseases. Per capita income is 41% below the county average. Many residents work multiple low wage, no benefit, or gig economy jobs to support their families; others have given up looking for traditional work.

Civic engagement has been limited due to a variety of factors: many residents have not known that they live in an unincorporated area or that they have no city government representing them. Voter participation is low; many residents are ineligible to vote. The population of undocumented residents has also increased in these neighborhoods, creating another barrier to full participation in economic and civic life.

Ashland-Cherryland also lacks amenities and infrastructure that make communities livable: parks, open space, libraries, theaters, performing arts spaces, family entertainment options, public plazas, and restaurants or cafés.

Background on ACSO's Community Policing Initiatives

The Alameda County Sheriff's Office has been working since 2004 to transform the County's approach to public safety. Their model, which they have now named "Alameda County Community Capitals Policing" is rooted in the premise that, to increase the safety of people in their jurisdiction, they must foster the development of functioning neighborhoods and work across systems to ensure that people live in places that support equitable livability and economic vitality. This model of public safety originated in direct response to the needs of Ashland and Cherryland, California, two under-resourced, urban, unincorporated neighborhoods.

In 2004, ACSO founded the Alameda County Deputy Sheriffs' Activities League (DSAL) to provide positive afterschool options in Ashland-Cherryland. Around the same time, the Sheriff's Office piloted community policing at the "COPPS Shop" in the Ashland Community Center with a sergeant and four deputies, whose jobs included being more accessible and resident-facing. In 2005, the Youth & Family Services Bureau's (YFSB) lead clinician began exploring ways to leverage additional funding streams to provide counseling to at-risk youth and their families. YFSB now provides clinical case management for reentry clients both in jail and post release, provides counseling as part of juvenile diversion programming, and runs an outpatient mental health clinic in the heart of Ashland.

DSAL has expanded its mission from that of a traditional police activities league to a broader, more visionary connector and driver of community and economic development activities. Over the 14 years since initiating their community-engaged approach to public safety, ACSO has worked together with DSAL on an array of diverse initiatives that include, among other developments:

- launching a social enterprise urban farm and food hub
- substantially expanding its youth and adult sports and recreation programs
- creating and sustaining community festivals and events

- creating a Spanish Language Residents' Academy
- supporting youth in organizing and advocating for the REACH Ashland Youth Center with fitness, recreation, academic and technology opportunities and support.

Over this period ACSO has expanded its community policing resources to 20 sworn deputies, 2 sergeants, a lieutenant, and a captain as well as 20 YFSB therapists working with reentry clients, youth in diversion programs, and community members, including undocumented and uninsured residents.

The work has evolved from an ad hoc attempt to address neighborhood problems as they were perceived into an overarching vision that draws on an integrative model of community development, creative placemaking, evidence-based practice in reentry, community-oriented policing, violence prevention, and community development, as well as by daily observation and years of on-the-ground practice by staff and partners.

In addition, ACSO has collaborated and partners with many community organizations, local government agencies, community members and groups. The BSCC-funded SLECR project built on this foundation, expanding collaborations and activities in critical directions.

Focus of the SLECR Project

The Alameda County Sheriff's Office was provided with SLECR funding to support and expand an existing multi-sector initiative aimed at fostering greater vitality and safety in the urban unincorporated neighborhoods of Ashland and Cherryland, by working side-by-side with residents, public agencies and nonprofits to build relationships and co-create solutions to persistent structural problems.

This project was designed to: 1) provide funding and support for emergent community groups to carry out neighborhood improvement and civic engagement projects in Ashland and Cherryland; and 2) create a center of community- and relationship-based policing in Cherryland. There were multiple major events and activities funded by the SLECR grant that were initiated and/or expanded during the grant period. They included:



Eden Night Live

ACSO leveraged funding from ArtPlace America, the Kresge Foundation, and the US Department of Justice Byrne Criminal Justice Innovation grant program, as well as SLECR funds, to create and sustain two years of Eden Night Live festivals, featuring local vendors, many selling their wares for the first time; artists and performers from the community; games, dancing, food, and informal socializing. Eden Night Live took place at two sites: one in Cherryland on Mission Boulevard in 2016, and one in Ashland on East 14th Street. Both were vacant, weed-strewn lots that DSAL and ACSO transformed into festival spaces. This showcase creative placemaking series of events was intended to build community, pique residents' interest in the potential of long-vacant lots, incubate small businesses, and increase foot traffic in the evenings in parts of the neighborhoods identified as hot spots for crime.

Fitness and recreation at the Hayward Adult School and elsewhere



DSAL used BSCC SLECR funds to expand fitness and recreation programs to the Hayward Adult School (HAS), a campus with unused space on the Cherryland/Hayward border. DSAL established Zumba/Muevete for adults, adult boxing, Baile Folklorico and Jiu-Jitsu for youth. Summer swimming programs at the pool next to the HAS campus also helped activate the site.

Community and Civic Engagement

ACSO and DSAL funded and supported the launch and development of the Ashland Community Association, and participated in the formation and support of the Eden MAC Committee, which successfully advocated for a Municipal Advisory Council to represent Ashland and Cherryland with the Board of Supervisors. Sworn ACSO staff facilitated “Barbershop Forums” among men of color and law enforcement officers from multiple jurisdictions in the East Bay. Deputies worked with parents' groups from the neighborhoods, primarily the Padres Unidos de Cherryland and the Edendale Middle School Coffee Club, to build relationships, support residents in defining issues and developing solutions, and connect them to County political structures that could help address their concerns, e.g. Public Works, County Supervisors, Planning.



Additional Creative Placemaking

ACSO and DSAL worked with local artists and residents to design and create murals along East 14th Street and at the two Eden Night Live sites that began to craft a sense of public identity for the neighborhoods. Both Ashland and Cherryland are unincorporated and have no postal zip codes, so many residents believe they live in the cities of Hayward or San Leandro.

During Year 2 of the grant, deputies, residents, and DSAL staff built a mini-soccer park at the Ashland site of Eden Night Live that now serves hundreds of children and youth every week and recently received a major matching grant to build a soccer park at the Hayward Adult School.

Partners

Collaboration has been a hallmark of ACSO’s community engagement work, and especially in the SLECR project. The following partners have contributed to the overall work of the ACSO in the BSCC-funded activities and leveraged activities.

Table 1: Collaborators in the SLECR Project

Partners	Roles
Alameda County Supervisor Nate Miley (District 4) and staff	Funding for initiatives, leverage with County, Eden Area Livability Initiative, staff to support Eden MAC Formation
Alameda County Supervisors Wilma Chan (District 3) and staff	Funding for initiatives, leverage with County, ALL IN Anti-Poverty Initiative, staff to support Dig Deep Farms urban farm
Alameda County Probation	Support for Operation My Home Town reentry initiative
Health Care Services Agency	Support for Operation My Home Town reentry initiative
Housing and Community Development	Provided site use for Eden Night Live
Planning Department	Streetscaping project in Ashland/Cherryland
Public Works	Support with Eden Night Live Site
Social Services Agency	Support for employment initiatives
General Services Agency	Provided site control for Dig Deep Farms and Food Hub land
Alameda County Fire Department	Provided plots for Dig Deep Farms
Alameda County Office of Education	Provided artists for Neighborhood Makeover Team murals in Ashland
Ashland Community Association	Became a nexus of community leadership during the BSCC SLECR grant period

Castro Valley-Eden Area Chamber of Commerce	Operated Eden Night Live in Year 1
Cherryland Community Association	Provided a venue for community engagement
Cogeo	Provides in-kind support for soccer fundraising
Eden MAC Formation Committee	Group of engaged residents and project staff working on forming an Eden Area Municipal Advisory Council, a body which would provide input to the Board of Supervisors on local issues
Edendale Middle School Coffee Club	Engaged parents from the school advocating for neighborhood improvements
Hayward Area Recreation District	Rented gym space and soccer fields to DSAL, provided swimming facility and lifeguards
Hayward Adult School	Hosted boxing, Zumba/Muevete, fitness, swimming
La Familia	Provided staff to help support Ashland Community Association and Eden MAC Committee
Local Initiatives Support Corporation (LISC) - Bay Area	Provided in-kind support and cash to support business planning for Dig Deep Farms Food Hub and Downtown Ashland Station development
Mercy Housing - Eden House/Bermuda	Resident services coordinators helped engage residents in Ashland
Padres Unidos de Cherryland	Engaged group of parents became strong local leaders
Resources for Community Development (RCD)	Subcontracted with ACSO to organize and support Ashland Community Association as part of its community engagement work with Ashland
San Lorenzo Unified School District	Hosts “The World As It Could Be” leadership program
San Lorenzo Village HOA	Engaged in Eden MAC Committee, forum for resident engagement

Collaborative Evaluation

Introduction

The component of the project evaluation led by ARI draws on two important lines of research and development. The first of these, collaborative pathway modeling, was developed as part of the USDA/AFRI-funded 5-year Food Dignity action research project in which ACSO was a partner.¹ Collaborative pathway modeling (CPM) is designed to ensure that observations and

¹ ACSO’s urban agriculture social enterprise, Dig Deep Farms, was one of five community partner organizations from around the U.S. working to strengthen local food systems and food justice that partnered with university-based academics for the Food Dignity project. See <https://www.fooddignity.org/>.

insights from diverse stakeholders and especially community members are integrated into a graphical representation of the theory of change underlying a project or initiative.²

The second research-based element contributing to the evaluation was the Systems Evaluation Protocol (SEP), developed by the Cornell Office for Research on Evaluation (CORE) with grants from the National Science Foundation.³ The SEP is a flexible but rigorous process that is particularly well-suited to the ACSO initiatives because it is grounded in evolutionary evaluation, which recognizes that programs progress through stages as they develop, beginning in a pilot or initiation phase and—if successful and still needed—moving on to more established, stable phases.⁴ In those later phases, evaluations of effectiveness and impact are called for once basic knowledge of the program has been established because decisions about program continuation or dissemination require deeper evidence of causality. Early lifecycle phase programs (including ACSO's BSCC-funded project) are necessarily still adapting and changing in response to feedback, dealing with new and emerging opportunities, and unexpected challenges. In this phase, evaluation should be directed toward building understanding about how the program is working, how the activities are being received by intended participants, what's showing promise and what isn't. Rapid, less formal feedback is useful at this early stage in order to help the program develop well.

What is a Pathway Model?

A pathway model is a form of program logic model. Traditional columnar logic models organize program information about inputs, activities, short-, mid-, and long-term outcomes into formatted columns of text. This structure provides concise information about programs in a standardized format that is widely used in grant proposals and other communications with stakeholders. Like columnar logic models, a pathway model names activities, short-, mid-, and long-term outcomes but it adds unique information by explicitly presenting the detailed theory of change – the causal linkages that connect each activity to the short-term outcome(s) that it is believed to contribute to, and each of those to the outcomes that they are believed to contribute to, and so on all the way through to the culminating long-term outcomes that the program is working to achieve. Activities and outcomes are all presented in small text boxes, and the causal linkages are represented by arrows. The resulting diagram, while complex, contains a wealth of information about how change is believed to unfold, what roles individual activities play in the overall process of change, and how distinct elements of the change strategy combine to contribute to the ultimate goals.

² Hargraves, M. & Denning, C. (2018). Visualizing Expertise: Collaborative Pathway Modeling as a methodology for conveying community-driven strategies for change. *Journal of Agriculture, Food Systems, and Community Development*, 8(Suppl.1), 101-115. <https://doi.org/10.5304/jafscd.2018.08A.005>

³ NSF Awards #0535492 and #0814364. For more on the Systems Evaluation Protocol see the Cornell Office for Research on Evaluation at <https://core.human.cornell.edu/>, and Trochim, W., Urban, J. B., Hargraves, M., Hebbard, C., Buckley, J., Archibald, T., Johnson, M., & Burgermaster, M. (2016). *The Guide to the Systems Evaluation Protocol (V 3.1)*. Ithaca, NY: Cornell Digital Print Services. <https://core.human.cornell.edu/research/systems/protocol/index.cfm>

⁴ Urban, J.B., Hargraves, M., & Trochim, W.M. (2014). Evolutionary evaluation: Implications for evaluators, researchers, practitioners, funders and the evidence-based program mandate. *Evaluation and Program Planning*, 45, 127-139.

Pathway modeling is a critical step in the Systems Evaluation Protocol for programs at all lifecycle stages because a pathway model provides a detailed framework for identifying stakeholder priorities and focusing the evaluation. In addition to providing a framework for evaluation planning, the model itself presents valuable evidence of how the program is believed to work if it is developed with participant and stakeholder input. For the ACSO evaluation, the inclusive and community-responsive approach taken by ARI to ensure community voice yielded just this kind of result: a detailed visual model of the driving activities and process of change that integrated community perspectives and the insights of collaborators and ACSO project leadership. The CPM for this project not only provides a basis for evaluation planning, in alignment with the SEP, but is a unique finding in itself.

Description and timeline

(See Appendix A for more detail on the timeline and steps.)

Collaborative Pathway Model Development

ARI conducted two site visits to Ashland and Cherryland (February and March, 2017, respectively) to establish a foundation of relationships with project collaborators and community leaders, and conduct 1- to 2-hour semi-structured interviews with 19 organizational collaborators, project leadership and staff, and community leaders to obtain input for a draft pathway model. Contributors then reviewed the draft model in person or by video conference, gave feedback, and the ARI team made revisions until the model was approved as an accurate and informative representation of the process of change associated with the ACSO efforts. The final CPM is presented in Appendix B1 and is discussed in the Results section below.

Identifying evaluation priorities

With this model as foundation, the next stage of the evaluation was to identify focal points for follow-up data collection. ARI convened 8 project staff and key collaborators⁵ during a site meeting in June 2017 to review a printed large-format copy of the final CPM and identify (highlight) the outcomes or regions they considered to be of greatest interest or usefulness for learning more about. The ARI team synthesized this input, and identified four top priority focal points for the subsequent evaluation, corresponding to outcomes in the CPM (one short-term, three mid-term). The four focal points for the evaluation were:

⁵ This group included 8 key collaborators from ACSO, DSAL, Supervisor Miley's office, and Resources for Community Development (RCD) which manages affordable housing complexes in Ashland and Cherryland and is committed to building community and improving the quality of life in communities they serve.

- New and evolving programs, events, opportunities are aligned with community needs, interests, desires (a short-term outcome)
- Community residents begin to see community involvement as meaningful and cool (a mid-term outcome)
- Stronger feeling of community and sense of community identity (a mid-term outcome)
- Residents have the feeling of being supported by law enforcement (a mid-term outcome)

Community Interviews

ARI designed a short set of interview questions to assess the extent to which the interviewee felt the outcome in question was true, what made them think that, and what was significant about it. The first in this trio of questions had a closed-ended 5-point rating scale for ease of aggregation; the second two questions were open-ended and the interviewer was asked to summarize the interviewee’s response and verify the summary with the interviewee. (See Appendix C for the interview protocols.)

Each interview covered two of the focal topics (in order to keep the interview length manageable.) Table 2 presents the four focal topics and associated trio of questions.

Table 2: Interview questions for the four focal topics

1(a) Community Involvement	
	How much do you think it’s true that “Community residents begin to see community involvement as meaningful and cool”? <i>(Not at all / A little / Medium amount / Quite a lot / A lot)</i>
	What makes you think that?
	What do you want other people to learn from what you just told me?
1(b) Community Activities Fit	
	How much do you think it’s true that “there are new events or on-going activities that fit what people want, or need?” <i>(Not at all / A little / Medium amount / Quite a lot / A lot)</i>
	What makes you think that?
	What do you want other people to learn from what you just told me?
2(a) Feeling Supported by Law Enforcement	
	How much do you think it’s true that “Residents feel supported by law enforcement”? <i>(Not at all / A little / Medium amount / Quite a lot / A lot)</i>
	What makes you think that?

	What do you want other people to learn from what you just told me?
2(b) Feeling of Community	
	How much do you think it's true that people in Ashland and Cherryland have a "stronger feeling of community and sense of community identity"? (<i>Not at all / A little / Medium amount / Quite a lot / A lot</i>)
	What makes you think that?
	What do you want other people to learn from what you just told me?

A total of 93 interviews were conducted between November 2017 and February 2018 by several sets of interviewers, each of whom was asked to recruit interviewees with diverse backgrounds and perspectives on the community. Table 2 summarizes the numbers and groups of interviewers and the interviews they completed. Three interviewer groups conducted interviews as part of their job responsibilities; the community interviewers did not have that opportunity and were compensated with a \$100 stipend for each interview scheduled, completed, written up, and submitted.

Table 3: Numbers and Types of Interviewers and Interviewees

Interviewer group (# interviewers)	Total # of interviews	#Interviews on Community Involvement & Community Activities Fit	#Interviews on Law Enforcement Relations & Feeling of Community
Community Interviewers (6)	29	16	13
DSAL Staff (2)	9	3	6
ACSO Deputies (6)	44	22	22
Project leadership and collaborators (6)	11	6	5
Totals	93	47	46

Interviewees represented a mix of individuals with different genders, ages, family situations, and connections to and length of time in Ashland-Cherryland. Interviewees were invited to self-identify their race and ethnicity, and diversity prevailed. Demographic characteristics of the interviewees are reported in Table 4.

Table 4: Self-reported demographic and other characteristics of interviewees

Gender	50 female 43 male 0 non-binary 0 prefer not to answer
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Age	15 in the range 18-25 25 in the range 26-35 25 in the range 36-45 14 in the range 46-55 7 in the range 56-65 7 in the range 66 and over
Connection to Ashland/Cherryland (multiple selections allowed)	55 live in A/C 48 work in A/C 6 have “some other connection” to A/C
Live with or have care of children?	38 yes 43 no
Race (or Ethnicity) as self-reported (To preserve anonymity, some categories were combined and only those with 4 or more self-reports are shown, which leaves out 6 additional distinct self-reported identities)	9 African-American 11 Black 4 Asian-American or Asian 12 Hispanic 9 Latino/a 14 Mexican 17 White or Caucasian

Results from Collaborative Evaluation Process

Collaborative Pathway Model

The final version of the collaborative pathway model that emerged from the collaborator and community member interviews conducted by ARI is presented in Appendix B1. Careful review reveals the way the model describes the impetus and support provided by ACSO’s commitment to collaboration, community development as a public safety strategy, and a community-engaged approach to law enforcement work. Tracing the through-lines that connect activities on the left all the way through to the big-picture long-term goal of “Improved quality of life and prospects for community members in Ashland and Cherryland” traces the incremental steps of change, and the multiple threads of effort and response that have to combine to produce progress over time.

The visual complexity of the model is a reflection of the complexity of ACSO’s strategy. Key community actors in this work appear in the model in the references to the Resident Services Coordinators for Ashland-Cherryland’s affordable housing communities; community organizations such as Padres Unidos; and unnamed collaborators involved in Eden Night Live, the Hayward Adult School initiatives, and those leading the efforts to build awareness of the Municipal Advisory Council (MAC) (the earlier section on “Focus of the SLECR Project” and Table 1 provide more information on those efforts and collaborators). Community policing and the programming provided by DSAL appear in the lower half of the diagram, and are

interconnected with specific other outcomes elsewhere in the model. Cross-cutting linkages represent the way in which other efforts contribute to outcomes in the DSAL and community policing parts of the model; and in turn how the DSAL and community policing efforts are seen to contribute to outcomes in other parts of the model related to the opportunities and quality of life in the community, in addition to their more direct impact on public safety. Strongly cross-cutting initiatives include, for example, the Resident Service Coordinators' and Community Organizations' ongoing work to connect residents to resources and opportunities. These have arrows leading upwards toward outcomes of civic engagement and participation in community events, and arrows leading downwards to outcomes relating to residents having access to services and resources that strengthen their situations and opportunities. Similarly, Eden Night Live can be seen to have arrows leading in multiple directions including all the way down to the lower part of the model for its role in serving as an opportunity for deputies to be recognized for contributing to community life.

Analysis of the pathway model “regions”

One way to reduce the informational overload of such a complex model is to look at it in terms of regions. There is a tendency for related outcomes to be close to each other in a pathway model, and naming these regional areas can be helpful for illustrating the broad themes and strategies that make up large initiatives. Arrows that cross between regions then signal the specific ways in which different broad strategies contribute to each other. Appendix B2 presents such a regional analysis for ACSO's model, resulting in the following 7 regions:

- Civic engagement and community leadership
 - This region arches across the top of the model, covering the process by which organizations such as the Ashland Community Association have been supported, and voter registration and other activities relating to the MAC formation and civic engagement in general are believed to build individual and community-based leadership and involvement in the community. These changes are important outcomes ensuring that community priorities shape community development, and in turn contribute to improving the quality of life and prospects for community members.
- Placemaking, building community identity and pride
 - This region contains major events like Eden Night Live, together with physical and artistic placemaking efforts to reduce urban blight and create beautiful places and spaces, and traces the effect of such changes in terms of their perceived impact on community pride, opportunities for community members to come



together and build connections, and develop a sense of ownership of community events and attractiveness of the neighborhood and community places. This feeds into the long-term goals by strengthening community involvement in and leadership of events and programming, and participation by “a larger and more diverse portion of the community,” which is key to overall success.

- Entrepreneurship, business development
 - This region of the model highlights the ways in which project activities contribute both directly and indirectly to community entrepreneurship, the growth of home-based businesses, and employment opportunities. The contributions come from events like Eden Night Live, in which there is explicit support for and commitment to creating opportunities for local vendors; from increased advocacy with local government departments and agencies to smooth the permitting and regulatory procedures relating to entrepreneurship; and from collaboration and information-sharing with resident services coordinators and others in a position to share information about programs and resources with community members and support and encourage participation as part of their own goals to improve resident life. Expanded entrepreneurship makes an important contribution to the long-term goal of improving the quality of life and prospects for community members.
- Community collaboration
 - Although the entire project is about collaboration and community engagement, this region within the model highlights some of the particular ways that this takes place. These are reflected in the commitment to ensuring that the Ashland-Cherryland Healthy Communities Collaborative serves as an “inclusive hub for navigating change, making things happen, and sharing information,” and in specific activities of supporting and collaborating with resident services coordinators and the affordable housing infrastructure as well as with important community-led organizations. These collaborations make a host of changes possible and more successful, by connecting residents with existing resources, programs, and other opportunities, and by ensuring that the information and expertise of these community-based entities feeds back into decisions being made by ACSO and other collaborators about community initiatives.
- Engagement with youth
 - The youth-focused programming through DSAL is an important factor for positive change running through the center of the model. It’s important both because of the contributions it makes to young people’s sense of self and life prospects, and also (through the arrows pointing down into the next region) because it is an important contributor to the relationship-building between law

enforcement and both youth and adults (especially, but not only, parents). As is evident in the community interviews, many people cite specific programs from DSAL as a factor in building more positive relations between law enforcement and community.

- Community policing and relationship-building
 - This region overlaps considerably with the larger region of Community Policing and Public Safety, but was important to highlight as a distinct region because there was so much emphasis on this relationship-building aspect in our pathway modeling interviews. What was striking was not just that effort was being put into meeting community members in person and getting to know them, but more specifically that there was an on-going commitment from ACSO leadership to giving deputies an opportunity to initiate programs themselves based on what they learned from community members while also drawing on deputies' own interests and specialties. This responsive, person-centered approach was seen as creating authenticity and sustainability in the relationships that developed, which was part of what made them transformative. The growth and deepening of these relationships was seen as essential in making progress in overcoming long-standing and deep divides between community and law enforcement, and increasing the willingness of community members to talk with law enforcement, to report crimes, and to ask for support or connections to resources. These were then important shifts contributing to public safety as well as to family and community well-being.

- Community policing and public safety

- This region includes much of the relationship-building outcomes of the region above, but focuses on ACSO outreach and programming (such as the barbershop visits, coffee hours, Operation Safe Passage, and the Spanish Language Residents' Academy) and community policing which was characterized as reflecting a



“community-engaged, problem-solving approach.” These efforts to make connections, particularly (as emphasized in our interviews) if these were sustained consistent efforts, not just short-term initiatives that arose and faded, were seen as essential for beginning to overcome long-standing barriers and work towards strengthening relations between law enforcement and

communities, improving public safety and reducing crime, and ultimately contributing to community transformation, and Ashland and Cherryland being “communities that people feel good about living in.”

The regional analysis is helpful in understanding the major change strategies at work in a project like this. To fully understand the project, however, it is essential to also take note of the many ways that changes in individual regions are connected to outcomes in other regions. These cross-cutting impacts are vital to the success of the effort, as a project focused on just a few of these regions would not be able to have the prospects for impact that an integrated effort can have.

Strengths and limitations of the collaborative pathway model analysis

As it stands, the model contains and integrates an enormous amount of qualitative data regarding how change is believed to unfold in this environment and from these particular initiatives and sub-projects. Each arrow is a hypothesis based on the experience, insights, and observations of those doing the work, and of those living in the community. Each arrow and each text box in the model originates in specific stories and explanations given by the contributors to the CPM. These contributors included community leaders and residents, resident services coordinators from affordable housing units in Ashland and Cherryland, staff from the Chamber of Commerce and Supervisor Miley’s office, leadership in ACSO and DSAL, and sheriff’s deputies. The 19 contributors offered diverse experiences and areas of expertise, making the pathway model a synthesis of different viewpoints and experiences.

The history and community situation that are the backdrop to this work is summarized in the full context statement in introduction to this report and on the large poster-sized model in Appendix B1. This context statement is an essential grounding element to the theory of change driving the model. In a different community context with a different history, the theory of change might likely look different. However, the internal coherence and causal logic of this model and the diverse voices that shaped it give this validity as a characterization of how this project in Ashland and Cherryland is understood by those involved and affected by it. It can be the basis for community dialog, examination of potential new efforts, and communication about the work. It is also invaluable as a basis for designing customized, project-specific data collection efforts such as those conducted in the community interview phase of the evaluation.

Evaluation focal points identified within the collaborative pathway model

The four focal points for the collaborative evaluation can be seen on the pathway model, and relative to the regions described above, in Appendix B3 (the numbering of the four points comes from Table 1). As described above, these four focal points emerged from a participatory process in which key collaborators and ACSO project leadership identified outcomes or

through-lines in the project pathway model that they felt would be most useful to learn about through evaluation. The regions had not been identified at that time, so these priorities were selected simply from within the full pathway model, based on collaborator priorities. In pairing topics for the interview forms, we deliberately matched questions from different regions of the model – that is, the first interview protocol addressed the outcomes marked 1(a) and 1(b), and the second addressed 2(a) and 2(b).

As the model in Appendix B3 shows, the community interviews focused on different regions. The Civic Engagement and Community Leadership region (where 1(a) appears) is a major goal of this grant, and although the outcome in question is a mid-term outcome, the team wanted to explore the extent to which this is starting to happen.

The short-term outcome serving as focal topic 1(b) is a natural evaluation priority in terms of the model because it stands out as a “hub” – there are multiple arrows coming in to it, and multiple arrows leading from it toward very different parts of the model. This positioning in the model signals its perceived strategic importance for the project because it is both a goal and an important foundation for other desired changes. It appears in the Community Policing regions of the model, where the relationship-building and public safety regions overlap.

Evaluation topic 2(a) is based on the mid-term outcome “Residents have a feeling of being supported by law enforcement,” which is a critical outcome for this BSCC-funded project, and for ACSO’s community policing efforts. The extent to which this is seen as true, or in progress, is of great interest to ACSO, project collaborators, and the community.

Finally, evaluation topic 2(b) appears in the “Placemaking, building community identity and pride” region. Placemaking takes many forms in ACSO’s work as it includes physical spaces (infrastructure for community gatherings, sports leagues, and recreation) and their attractiveness (efforts to reduce blight and create beauty through community art projects), as well as less tangible things like public events and celebrations that build connections among neighbors and social cohesion, enjoyment, and pride. This has been an important component of ACSO’s work, so it was a natural focal point for the evaluation.

The results from the community interviews that addressed these four points provide insights into these priority areas and can help direct future work.

“Community Capitals Policing” framework adopted by ACSO

Although not planned as part of this evaluation, one of the important developments during the period of the SLECR project, resulting from the synergy between the pathway modeling process with its detailed analysis and articulation of ACSO’s work, and the ongoing systematic expansion of their work into numerous realms of public and resident life, has been the recognition that the approach to public safety that they began to implement over a decade ago, and that has been embedded in this BSCC-funded project and others, resonates with a model that originated in the realm of community development known as the Community

Capitals Model, developed by researchers Cornelia and Jan Flora. Based on their study of community development, Flora and Flora found that “the communities that were successful in supporting healthy sustainable community and economic development (CED) paid attention to seven types of capital: natural, cultural, human, social, political, financial and built. Beyond identifying the capitals and their role in community economic development, this approach focuses on the interaction among these seven capitals and how they build upon one another.”⁶ ACSO’s approach grew out of their knowledge of community challenges and solutions, and their conviction that public safety and crime prevention involve addressing the intertwined consequences of poverty, lack of jobs, barriers to entrepreneurship, poor health and limited health care resources, lack of access to healthy food, inadequate community infrastructure (places to be, work, play), and more. ACSO has found the Community Capitals framework to be a useful way of characterizing their approach to public safety, and has developed and articulated “Community Capitals Policing” as the framework for presenting their work (See Appendix E).

Findings from Community Interviews

Topic 1(a): Community Involvement

Figure 1 presents a bar chart of the pattern of responses to the question about community involvement. The results are quite strongly positive, with almost two thirds of respondents indicating that this was true either a “medium amount” or “quite a lot.”

To understand these ratings better Appendix D provides a selection of quotes from responses to the open-ended follow-up questions, which provide a great deal of additional insights and first-person voice about the kinds of reasons community members gave for why they felt the way they did on this topic. It was clear from the interview reports that community involvement in this case was seen not just in terms of civic engagement and volunteerism, but more broadly including coming out to community events, participating in recreational activities and programs, and simply interacting in the neighborhood.

⁶ Flora, C. B., Emery, M., Fey, C., & Bregendahl, C. (n.d.) *Community Capitals: A Tool for Evaluating Strategic Interventions and Projects*. Retrieved from <https://naaee.org/sites/default/files/204.2-handout-community-capitals.pdf>

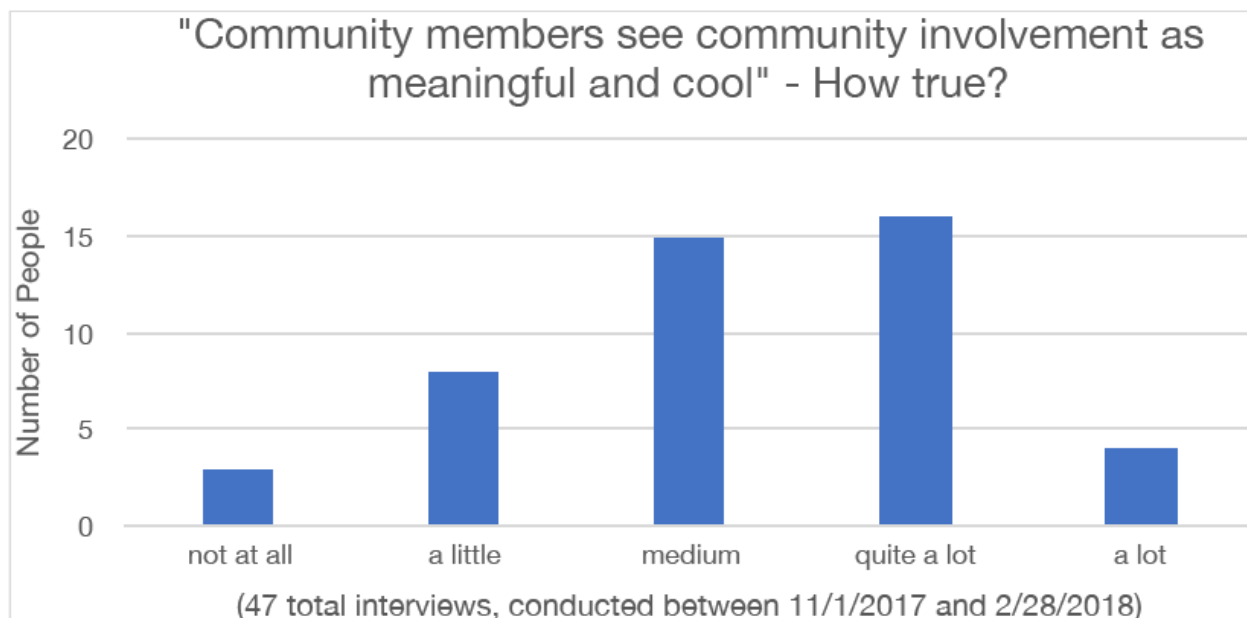


Figure 1: *Distribution of ratings on Community Involvement Inquiry*

Explanations of obstacles or deterrents to community involvement cited in the interviews included time pressures of busy lives and the need to “survive”; a lack of hope for things being better; an association between community involvement and punitive “community service”; lack of cultural role models promoting community involvement; and, on the part of some at least, a lack of unity or sense of caring for each other. Factors that were mentioned as building more positive attitudes toward community involvement included people seeing changes that had resulted from efforts being made, and from a sense that with all the challenges and difficulties in the news and national events people feel a growing need for connection in families and in communities.

As evidence for increasing positive feeling about community involvement, interviewees mentioned numerous specific community programs at DSAL, the boxing program at the Hayward Adult School, public events, seeing people walking down the street more, being friendlier, caring for the appearance of their homes, and knowing of small businesses that were looking into moving in to the area.

Interviewees mentioned a number of needs or factors that would contribute to improving community involvement. These included better communication regarding events and opportunities; that people need to have voice and speak up; that meetings and decision-making spaces need to be created in ways that ensure that people are heard, and have the chance to tell their own stories (rather than having stories told about them or for them); and that there needs to be “meaning” for people to become involved – something they are passionate about, or where change then happens.

Topic 1(b): Community Activities Fit

Figure 2 presents the bar chart showing the pattern of responses to the opening interview question about activities and events fitting community needs and desires. As in the above question about community involvement, the responses here were quite strongly positive, with 60% of interviewees saying it was true a “medium amount” or “quite a lot,” and 17% responding “a lot.”

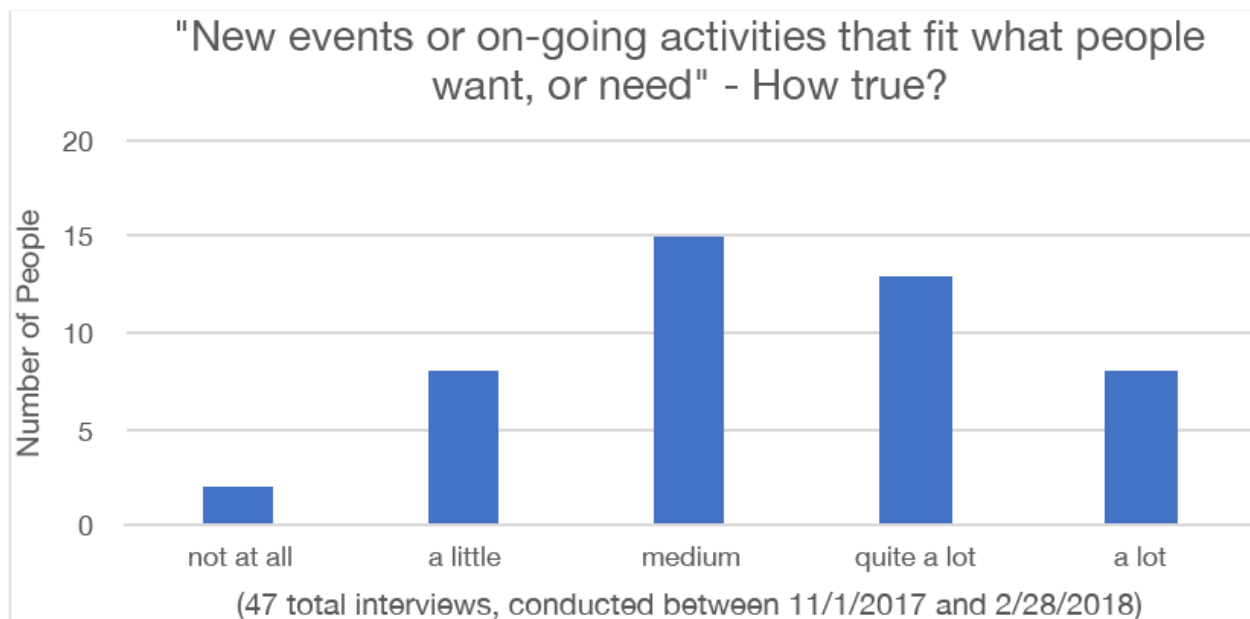


Figure 2: *Distribution of Ratings on Community Activities Fitting Community Needs*

Appendix D, again, presents direct quotes from the interview reports, which provide examples of the array of specific explanations for interviewees’ reasoning behind their response. Among the criticisms there was reference to the activities not catering to all demographics; to there being too much control exercised in the planning process; and to the sense that the negatives like “blight and emptiness” dominate the positives. Among the positive factors, interviewees reported increased safety when they knew deputies would be present; that there were lots of events and a great variety; free access to programs at REACH; successful efforts and special activities by RCD; the fact that programs at DSAL are overcrowded and people are “hungry” for them; and naming a number of programs had been started in response to community and parent input.

In their responses, people also mentioned a number of needs or factors that would enhance what is currently happening. Among these were increased publicity and awareness of opportunities; increased variety of programming and especially cultural events; more diverse voices in the planning process and efforts to ask the community about its needs and desires; even more safe things for kids to do; strengthening the sense of community identity; a strategy of trying things and seeing what worked; and a call for “less activities, more conversations.”

Topic 2(a): Feeling Supported by Law Enforcement

Figure 3 presents the bar chart for responses to the initial interview question about whether residents feel supported by law enforcement. This outcome about “feeling supported” is represented in the collaborative pathway model as a critical mid-term outcome on the path toward the goal of strengthened relations between law enforcement and community. Interviewees’ answers were spread across the response options, with a relative peak at “medium.”

We compared the response patterns for those interviewed by ACSO deputies with the response patterns of those interviewed by community interviewers, since this seemed likely to be a question in people’s minds. Although a large portion of the “medium” and “quite a lot” ratings come from interviewees in the deputy interviewer group, these interviewees also accounted for some of the “a little” responses. Responses within the community interviewer group also had a relative spike in the “medium” responses, but had a wider distribution covering all rating categories, including several “a lot” responses whereas the deputies group had zero responses in that category.

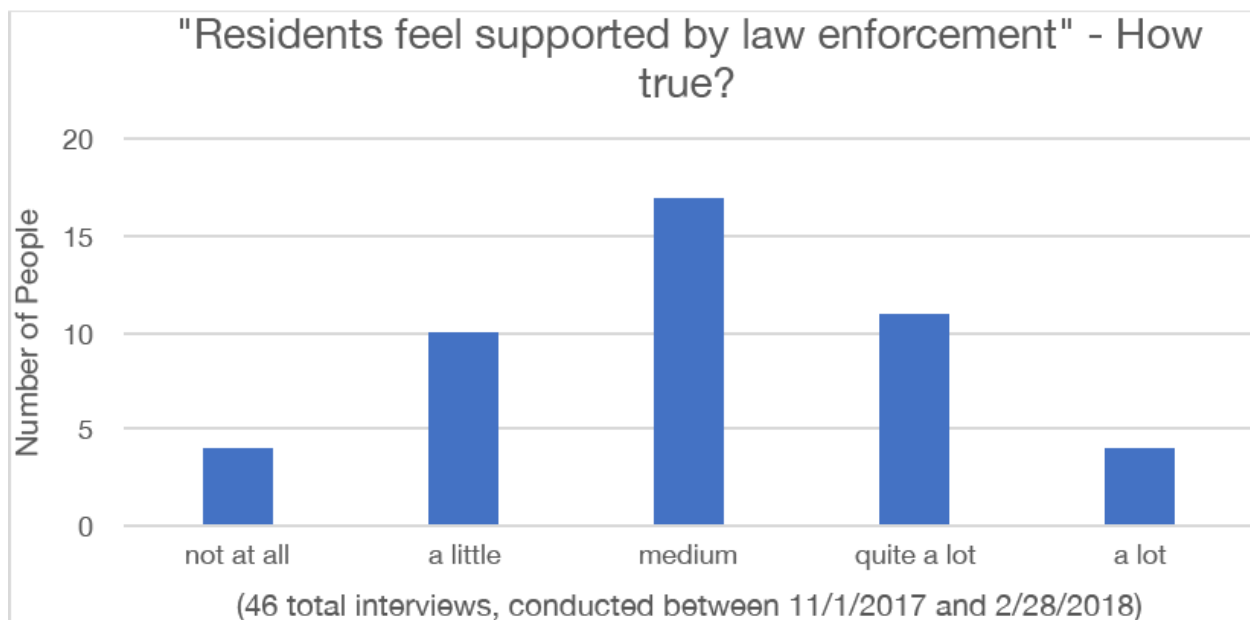


Figure 3: *Distribution of Ratings on Residents Feeling Supported by Law Enforcement*

Appendix D presents quotes from the interview reports, selected to convey the range of themes that were present in people’s responses. Prominent among the explanations for why residents tend not to feel supported were long histories of bad relations and discrimination experienced by communities of color in particular. Individual bad experiences with local law enforcement supported” led several respondents to comment on that being an idea that they did not tend to associate with law enforcement. Some commented that it was difficult to feel

supported when there was no relationship. Some respondents also referred to concerns arising from confusion and uncertainty about the relationship between the Sheriff’s Office and ICE.

Among the positive factors contributing to a feeling of support, several interviewees mentioned the importance of having had positive relations with individual officers, and that this helped overcome historical fear and distrust. Interviewees mentioned specific deputies by name with appreciation, noted helpful events the Sheriff’s Office had held such as the presentations on immigration law, and expressed enthusiasm for young people’s positive experiences with DSAL programming, the “amazing” Eden Night Live events that felt safe and fun, and other specific examples of programs and events.

Part of what stands out from the interview transcripts is the importance of individual experiences and the actions of individual law enforcement officers – whether positive or negative – in either helping to reduce the legacy of distrust or reinforce it.

Among the factors identified that are needed to improve relations, some interviewees stressed the need for accountability for behavior, while others advocated for more opportunities for interacting with the police as a way to get to know each other. Numerous interviewees emphasized the importance of listening to community members’ needs, or stories, the importance of genuine relationships, and the importance of deputies “being real.”

Topic 2(b): Feeling of Community

Figure 4 reports the pattern of responses to the question of there being a feeling of community, or a sense of community identity. The predominance of “a little” responses gives this outcome the weakest ratings of all four evaluation topics.

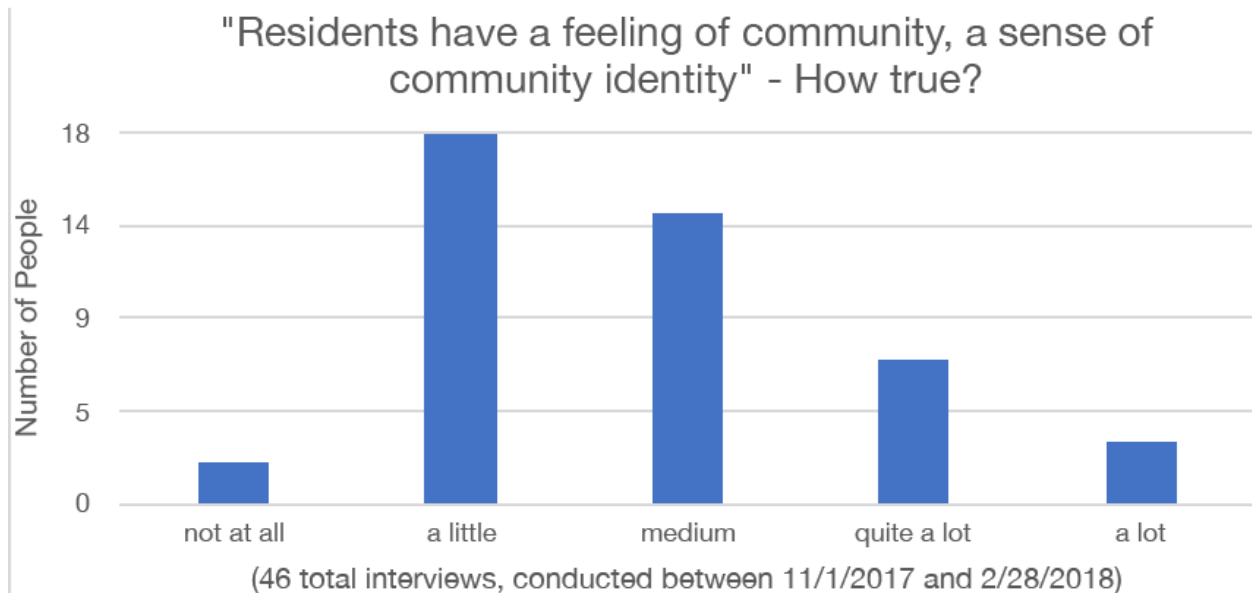


Figure 4: Distribution of Ratings on Residents Having a Feeling of Community

The interview transcripts and selected quotes in Appendix D provide insights on the factors behind these ratings, with a heavy emphasis on confusion and limitations associated with being in an unincorporated area, combined with the lack of infrastructure, run-down appearance, lack of sidewalks for safe walking, and lack of an appealing downtown area. On the favorable side, interviewees cited the programming at REACH, Eden Night Live, DSAL activities, and growing feeling of public safety as factors that are improving the situation. Interviewees mentioned a sense that people are starting to be out in the neighborhood more, and that the visibility and growing energy of the Ashland and Cherryland Community Associations are making a difference.

Interviewees identified a number of things that could make a difference, including having things like sports teams or awards that build community pride; creating more beauty in community spaces and places, and creating parks and building safe sidewalks to make it easier and more enjoyable for people to come out. The importance of having improved physical spaces seemed driven both by the desire to have an area to be proud of, and also the need to make it easier and more appealing for people to overcome the tendency to simply stay at home, since being out in the neighborhood and at public events is important for building connections and a sense of community. Several interviewees indicated that it was helpful to learn more about the challenges of being in an unincorporated area and how to navigate the resulting system.

Activities, Events, and Observations: Data Collection by ACSO

The data collected and analyzed by ACSO as part of the SLECR grant complements the above collaborative evaluation, providing quantitative and qualitative information about the types of activities, scale of participation, and significant individual events.

Description and Methods

With funding from the BSCC grant, ACSO hired a civilian Sheriff's Technician whose job description included data collection for all activities funded by the grant as well as activities using leveraged funds to advance SLECR goals of the grant (e.g. after school soccer, community fitness activities at the Eden Night Live site). The Technician aggregated daily, weekly, and monthly data reported by the ACSO deputies or DSAL staff members in charge of coordinating the activity. These included:

- Attendance sign-in sheets for classes such as Zumba/Muevete, Baile Folklorico, youth and adult boxing.
- Door or gate counts at events such as Eden Night Live festivals or boxing tournaments. (While Eden Night Live events had gate staff with clickers to tally entrants, boxing event attendance was often estimated.)

ACSO and DSAL were not able to provide unduplicated counts for participation in classes or events due to lack of staff capacity and also because of concerns about attendee privacy. Many of the participants in DSAL and ACSO activities are either undocumented residents or formerly incarcerated individuals. The majority are low-income people of color, African-American, Latinx, Asian and Pacific Islander residents who have historically had reason to distrust and/or avoid contact with law enforcement. Part of establishing relationships of trust with members of these communities meant avoiding situations where the perception might arise that “the police” were collecting their data for any purpose.



Results from ACSO Data collection on Events and Activities

(See Appendix F for supporting tables.)

Types of events

Recreation, which includes DSAL classes and events but excludes DSAL Soccer, which has its own

administrative and staff structure. Recreation includes Zumba/Muevete, Baile Folklorico, Boxing, Fitness Pathways, etc. Many classes, especially Zumba in Year 1, Boxing, and Fitness Pathways, are attended by or co-taught by deputies, providing a platform for relationship-building.

Soccer, which includes a free spring league for children and youth; a paid summer, fall and winter league for children and youth; an afterschool program at Ashland and Cherryland Elementary Schools; a free competitive club soccer program for children and youth; and an

emerging recreational pickup program for adults at the Eden Night Live site. Soccer is listed separately in the participant contacts tables in Appendix F as it is its own “department” within DSAL.



Civic and Community

Engagement, which includes Deputy and DSAL staff outreach to residents in one-time events

such as “Talk With A Cop” and Barbershop Forums; established community groups such as the Cherryland Community Association; support for emerging groups like the Padres Unidos de Cherryland and the Edendale Coffee Club; and the founding of and support for the Ashland Community Association and the Eden Municipal Advisory Council Formation Committee (Eden MAC Committee). Toward the end of the grant, this work also included the identification of task forces growing out of the Ashland-Cherryland Healthy Communities Collaborative, and the development of a My Eden Voice summit scheduled for September 2018. This work also includes the ACSO Explorers program and The World as It Could Be, a leadership program funded through DSAL and operated at San Lorenzo High School, though these activities are not funded by BSCC. The summit itself emerged from the successful campaign by the Eden MAC Committee to rally community support for a Municipal Advisory Council, which was approved by the Alameda County Board of Supervisors in early 2018.

Tables in Appendix F summarize the participant contacts in BSCC-funded and non-BSCC-funded activities during the two-year grant period. These numbers add up to nearly 112,000 contacts between deputies or DSAL staff and Ashland-Cherryland residents over the two years of the SLECR grant, an average of nearly 157 documented contacts per day in an area with an overall population of just over 35,000.



Qualitative Evidence of Community Relationships with ACSO

In addition to the quantitative results in terms of number and types of programs and numbers of contacts, a number of significant events have indicated to ACSO, DSAL, and partners' staff that the additional investment from the SLECR grant and other leveraged funds was paying off in strengthened relationships.

In November 2017, the ACSO hosted a memorial at the Eden Night Live site for a young Latina, a Cherryland resident and member of the ACSO Explorers who was killed in a shooting in Oakland. Her family, which included undocumented immigrants, approached the ACSO



deputies involved in the Explorer program about hosting the memorial at Eden Night Live. Over 150 family members, Explorers, deputies, and friends of the deceased (many also undocumented) gathered for an evening memorial with food, sharing memories, condolences, and celebration of the young woman's life. The fact that a Latinx family would reach out to the Sheriff's Office to support them and help coordinate such a deeply personal event struck all the deputies involved as a highly

significant development, showing that their investment personal relationships was building trust and mutual respect.

The successes of the Eden MAC Formation Committee and the Ashland Community Association, and the diversification of the Cherryland Community Association spoke to the development of political capital in Ashland and Cherryland. While the Cherryland Community Association (CCA) had existed for decades, its demographics were primarily older white homeowners. The membership did not reflect the majority Latinx demographic of the community. Ashland, on the other hand, with a high number of renters and higher transiency than Cherryland, had no community association or other civic group to connect residents to the structures of power in the community.

The Eden MAC Formation Committee was primarily driven by ACSO partners at Alameda County Supervisor Nate Miley's Office, but also supported by BSCC funds that went to RCD, and by La Familia, who had engagement connections in the community from a Safe and Drug-free Communities grant dating back many years. ACSO deputies and DSAL staff also attended Eden MAC Committee meetings and helped support door to door canvassing, surveys, and mailers to residents about the concept and need for an Eden MAC. Eden MAC Committee members included young adults, immigrants, and people of color who were eager to address the overall lack of input into County governmental processes by Ashland and Cherryland residents.

The Ashland Community Association (ACA) was conceived by ACSO specifically as a way to engage the residents of the many large multi-unit apartment complexes in Ashland, the residents of which were historically distrustful of the Sheriff's Office, while simultaneously being disproportionately affected by crime in the neighborhood. ACSO contracted with Resources for Community Development, which was building a new low-income housing development on East 14th Street and also launching a new community engagement initiative, to organize and

support the ACA. ACSO deputies canvassed the apartment buildings and started to develop relationships with resident services coordinators in low-income complexes to help launch the ACA, and attended monthly meetings to hear resident concerns and build relationships.

ACSO deputies also worked with the CCA to encourage the membership to become more inclusive of and welcoming to the broader community. The eight-member CCA Board now includes three people of color, and the CCA monthly meetings are far more diverse.

Spanish Language Residents' Academies were another activity planned specifically for the BSCC SLECR grant. The first session of the first Spanish Language Residents' Academy, hosted in spring 2017 at the Hayward Adult School and featuring opening remarks by Sheriff Ahern, drew nearly 100 residents. The second session, an open session featuring resources for immigrants, took place just days



after the White House announced new, more aggressive policies toward undocumented immigrants. In an overall atmosphere of fear and tension both locally and nationally, over 150 residents attended, bringing their children and parents to hear speakers from legal services, ACSO, and advocacy groups about immigrant rights, resources, and ways to cope with the threat or reality of deportation. The fact that so many Latinx residents showed up, with their families, to an event organized by the Sheriff's Office, during a time when many immigrants around California were being urged to distrust law enforcement even more than usual, was another phenomenon that ACSO and DSAL staff felt was highly significant.

The second Spanish Language Residents' Academy, held in spring of 2018, had lower attendance, with 30-46 residents attending each of the seven sessions. ACSO and DSAL staff felt this was a respectable turnout and they would have been delighted with it if the first academy had not been a standing-room-only proposition. The reasons for the decline in attendance are not clear. It is possible that Latinx residents who were most curious about the issues addressed in the Residents' Academies and who were already connected to ACSO and DSAL through soccer and other activities came in larger numbers to the first event, leaving a smaller pool of likely attendees for the second. It is also possible that outreach was less intensive for the second academy, or that continuing public discourse around immigration, ICE, deportation of immigrants, and the role of local law enforcement in cooperating or not cooperating with ICE had an impact on residents' decisions to attend the second academy.

This theme was evident in community meetings, also in spring 2018, when Supervisor Miley suggested that ACSO become the primary operator of the REACH Ashland Youth Center.

There was lively debate and public comment, with many residents speaking out in favor of the arrangement; others vehemently against it on principle or due to personal experience; and others unsure about the process by which this might happen. Comments echoed some of the themes in community interviews, i.e. residents have good personal relationships with YFSB Crime Prevention Unit deputies and appreciate their work and DSAL activities, but they might also feel that ACSO's non-YFSB deputies may sometimes be heavy handed with law enforcement, that racial bias is in play, and that the extent to which ACSO "cooperates" with immigration enforcement has not been clearly or perhaps even honestly explained to them.



Observations and Reflections on Community Engagement

ACSO, DSAL and partners engaged community members through multiple channels, intentionally mixing creative placemaking, economic development, sports/fitness and recreation, social gathering spaces, and opportunities for civic engagement and political action.

- Community meetings and community organizing around political aims (Edendale Coffee Club, Padres Unidos de Cherryland, Ashland Community Association, Cherryland Community Association, Eden MAC), public forums (Barbershop Forums, public meetings about ACSO's role at REACH), and the Spanish Language and English-Language Residents' Academies. BSCC SLECR funding supported the founding of the Ashland Community Association with part-time staff for Resources for Community Development to organize and support the initial meetings; a community organizer, also part-time, and stipends for emerging community leaders. Supporting the Eden MAC Formation Committee was also explicitly tied to the goals of SLECR, building on ACSO's Byrne Criminal Justice Innovation grant (2014-2017), which also identified the need for greater civic engagement.
- Eden Night Live cultural festivals in Cherryland and Ashland included music, dance, arts, sports and games, as well as on-site food provided by community members. The intention behind Eden Night Live was to provide opportunities for performing and fine arts; offer a place where local makers of crafts, art, food and other products could sell their wares and perhaps start a business; create a public square for social interaction among residents and with deputies and for residents to find out about local

opportunities, nonprofits and events; and to activate vacant lots along the East 14th and Mission Boulevard corridor.

- DSAL sports and recreation classes and leagues during the grant period included soccer, boxing, Zumba, pickup basketball, AAU basketball, Baile Folklorico, jiu-jitsu, drumline, and double dutch. Soccer, boxing, and basketball were the largest programs, with soccer being the flagship, founded in 2007 and now serving over 1,800 young people each year.
- Special events mostly included boxing events and tournaments such as the Golden Gloves regional and state tournaments, and a special event with Olympic gold medalist and former World Champion Andre Ward, held at the Hayward Adult School. The scale of these events (over 1,000 attendees per event) and their appeal to young men of color makes them worthy of mention.
- Business community outreach was conducted by deputies in the early part of the grant (fall 2016) to explain ACSO's multi-pronged approach to public safety to business owners and managers along East 14th and Mission, invite them to participate in and support Eden Night Live, and introduce them to Crime Prevention Through Environmental Design (CPTED), a series of techniques designed to prevent crime through changes to the built environment. This process was repeated in 2017 and 2018 when the ACA, DSAL, RCD and REACH were working to identify a spot for new murals for creative placemaking. One ACSO sergeant, a certified CPTED specialist, provided CPTED technical assistance to businesses in Ashland and Cherryland as a result of this outreach process.

Sectors of community engaged and levels of engagement

ACSO and DSAL staff and partners perceive engagement within various sectors of the community as a continuum — more nuanced than whether one group or part of a group is “engaged” vs. “not engaged.” Some percentage of each sector is engaged with ACSO and DSAL on some level. While the project leaders see progress, it is difficult to ascertain whether community building activities have achieved critical mass in terms of building a sense of collective efficacy among residents, social cohesion, and a sense that deputies, ACSO staff, and DSAL are partners who share the community's values and are working for the common good.

The initiatives to form and support the Eden MAC Committee and the Ashland Community Association seem to have staying power and to be shifting traditional norms of political engagement in the communities. The Eden MAC will be seated by the end of 2018, and community members are working actively with the Ashland-Cherryland Healthy Communities Collaborative to prepare for the My Eden Voice summit in September 2018. The summit will highlight issues that the community wants the Eden MAC to focus on in their interactions with

the Alameda County Board of Supervisors. Preparation for the summit has included community organizing training, community cafes and public meetings. The Ashland Community Association is rapidly becoming an anchor institution, a council of residents who are invited to provide input on public projects from streetscaping and art to cannabis sale policy to public transit.

Conclusions and Recommendations

ACSO's efforts on the SLECR project cannot be looked at in isolation from the foundation of community-engaged policing they have been establishing for over a decade. From that foundation, and with additional efforts supported by the grant to expand activities and to deepen collaborations, ACSO is making clear progress on building constructive, supportive relationships within the community at the level of individuals and at the level of community organizations. Against the backdrop of current crises and tragic events at the national level, as well as long and continuing histories of conflict and tensions affecting communities of color in particular, and many years of disinvestment in the unincorporated areas of Ashland and Cherryland, this progress is remarkable.

Progress is incremental at times, and not always uniform, but there is evidence in community responses to the evaluation that they are making a difference, and in particular that the multi-faceted, collaborative approach that ACSO is pursuing is part of its success. References by interviewees to the importance of community voice and authenticity in relationships underscore what was heard and built into the collaborative pathway model. Calls for greater communication and sharing of information, and for increased efforts to be sure that diverse voices are welcomed and included in planning appeared in multiple interviews and in several topics areas, suggest that even greater efforts in these aspects would be important for further strengthening the outcomes. It is clear from the pathway model that the various strategies in play are seen as reinforcing and complementing each other.

Within the interviews the aspect that emerged as relatively weaker was in the "feeling of community" topic. Some of the visible creative placemaking activities and public mural projects have taken place since the interviews were conducted, so assessment of this may have shifted positively since then. The frequent positive references to Eden Night Live and DSAL's sports and recreation activities and facilities at the Hayward Adult School suggest that these have been strong positives and have played an important role in improving community atmosphere and family life and should continue to be supported. Relationships with deputies growing out of these specific activities were cited among the positives in overcoming distrust and beginning to build constructive relationships. Developments that undermine that trust, such as specific negative encounters with law enforcement or uncertainty about relationships between ACSO and ICE, were cited as factors impeding progress and need to be addressed.

In the pathway model, the path of change from community-engaged policing through to improved public safety has many incremental steps, and a key junction is the strengthening of relationships between community and the Sheriff's Office. These relationships are very much a

product of the actions, initiatives, and responses of both individual deputies and the Sheriff's Office as a whole. They are also influenced and can be supported by many of the other elements of this project coming from key collaborators in the community, in the resident housing systems, and in local government and agencies. These efforts have synergies that are increasingly being captured by ACSO's collaborative, community-grounded approach, contributing critical elements toward the overall goal increasing public safety and improving the quality of community and individual lives and their prospects in Ashland and Cherryland.

Appendices

(attached separately)

A. ARI's evaluation timeline

B. Collaborative Pathway Models

B1. Collaborative Pathway Model

B2. Collaborative Pathway Model with Regions

B3. Collaborative Pathway Model with Regions and Evaluation Focal Points

C. Interview forms used by interviewers

C1. Evaluation Interview form (Community Involvement and Community Activities)

C2. Evaluation Interview form (Law Enforcement Relations and Community Identity)

D. Summaries of Community Interviews

E. Community Capitals Policing framework adopted by ACSO

E1. Community Capitals Policing: A New Brand of Public Safety

F. Activities and Participation Tables

Appendix A: Collaborative Evaluation Timeline for SLECR Project

February 2017 3-day site visit:

- **Purpose: Learn, observe, build foundation for collaborative evaluation and community voice**
 - Establish connections, introduce evaluation project, identify key contributors and community members, establish relationships with project collaborators and community members, learn and observe, develop basis for evaluation approach
- **Meetings and events:**
 - 2 meetings with BSCC project leadership from ACSO
 - 8 meetings with individual community leaders, project collaborators (from Supervisor Miley's office, Chamber of Commerce, RCD (Resources for Community Development – affordable housing community agency)), resident services managers from affordable housing communities, and Sheriff's deputies involved in community policing initiatives and DSAL (Deputy Sheriff's Activities League)
 - 4 community events (Ashland Community Association meeting, Spanish Language Residents' Academy class (100-130 attendees), MAC Formation Committee meeting, DSAL Boxing class)

March – May 2017 3-day site visit in March, follow-up phone consultations to finalize model:

- **Purpose: Develop Collaborative Pathway Model of the BSCC project**
 - Semi-structured interviews with project leaders, key collaborators, Sheriff's deputies, resident services managers, and community leaders to gather perspectives on and insights about community situation and ACSO initiatives; develop draft pathway model; review model with all contributors for further input and corrections and revise model
- **Meetings/Interviews:**
 - 13 interviews in person; 6 by phone
 - Gathered feedback on draft model from community members and collaborators in person; and from project leaders from ACSO and DSAL by phone after additional revisions based on additional phone interviews
- **Results:**
 - Finalized Collaborative Pathway Model for ACSO's project to strengthen law enforcement and community relations

June – August 2017 3-day site visit in June, follow-up interviews to pilot-test interview questions

- **Purpose: Identify evaluation priorities based on collaborator input**
 - Present final project pathway model to key collaborators and project staff, facilitate group discussion to establish shared foundation of understanding. Solicit individual input on what would be most informative and helpful to learn about through the evaluation process. Identify feasible set of evaluation priority areas, develop and test potential interview questions
- **Results:**
 - Individual priority “through-lines”, outcomes, or regions were identified by 8 key collaborators and project leaders from ACSO, RCD, and Supervisor Miley’s office.
 - These priorities were integrated and distilled into a short list of candidate evaluation focal points
 - Interviews conducted with the 8 key collaborators and project leaders to test a set of interview questions
 - Final interview protocol developed, addressing 4 evaluation focal points:
 1. *New and evolving programs, events, opportunities are aligned with community needs, interests, desires* (a short-term outcome)
 2. *Community residents begin to see community involvement as meaningful and cool* (a mid-term outcome)
 3. *Stronger feeling of community and sense of community identity* (a mid-term outcome)
 4. *Residents have the feeling of being supported by law enforcement* (a mid-term outcome)

October-November 2017 3-day site visit

- **Purpose: Introduce evaluation plan; train, motivate, and launch interviewers**
 - Work with 3 key groups to introduce and build shared understanding of evaluation plan: project leadership group, community organizers group, and ACSO deputies & DSAL staff. Train designated interviewers (project leadership group and ACSO/DSAL group) and community liaison team (community organizers from RCD and other community organizations) who would go on to identify and support community interviewers. Provide interview protocols and guidance documents, establish feasible timeline.
- **Result:**
 - 11 phone interview conducted by project leadership group (6 interviewers). Each interview covers two evaluation focal topics.
 - 6 DSAL staff members and ACSO deputies ready to select interview candidates and conduct interviews

- Community organizer liaison team ready to select, guide, and support 6 community interviewers

November 2017-February 2018 data collection

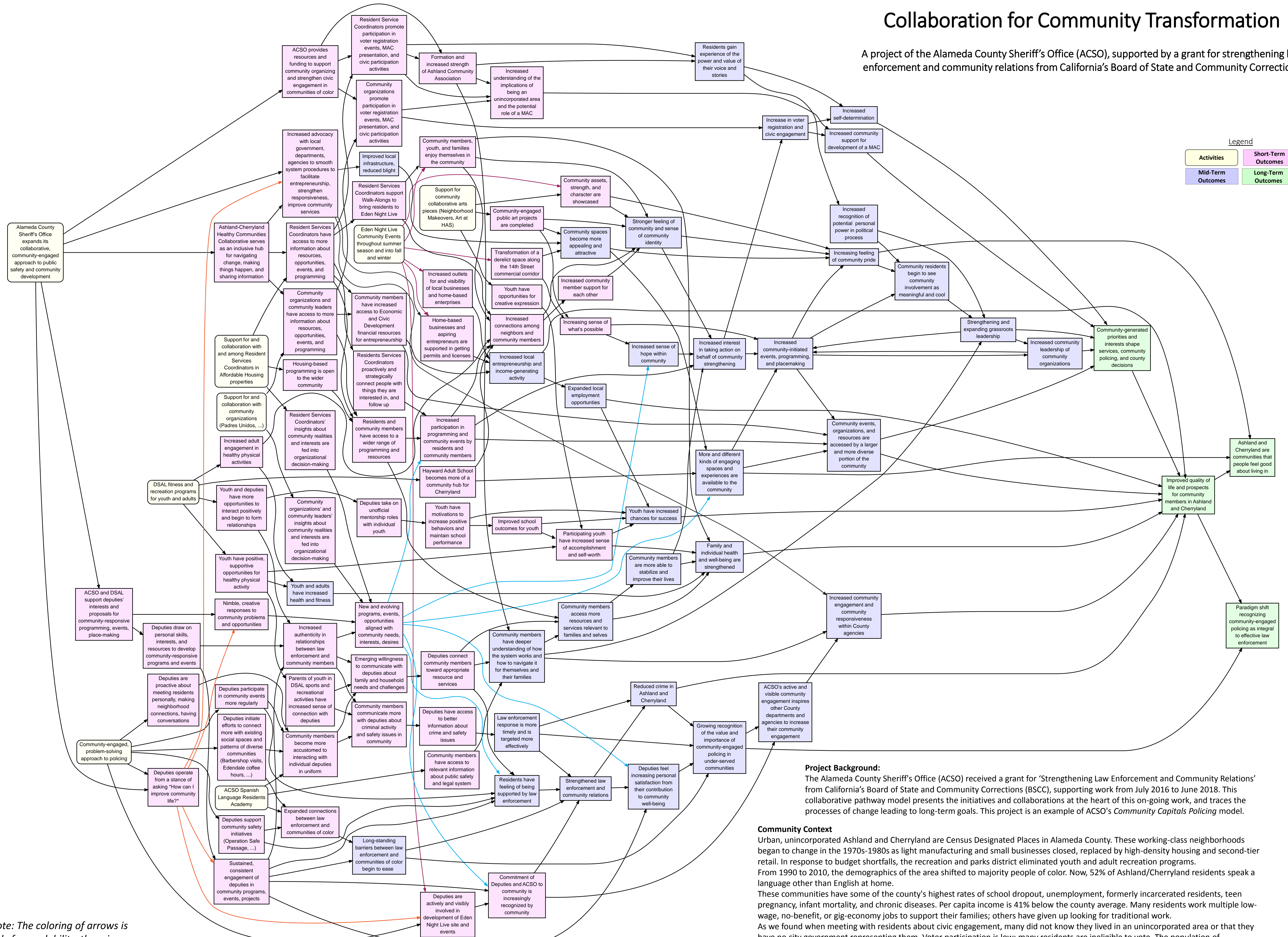
- **Purpose: local leaders and community collaborators conduct in-person interviews with diverse stakeholders using interview protocol**
- **Results:**
 - 82 interviews conducted by Community interviewers (6), DSAL staff interviewers (2), and ACSO deputy interviewers (6). Each interview covers two evaluation focal topics.
 - Interview reports transmitted to ARI for analysis

June 2018 3-day site visit

- **Purpose: share initial evaluation results with three interviewer groups, get feedback, finalize results and present at open meeting for community and project collaborators, facilitate dialog on interpretations and next steps**

Collaboration for Community Transformation

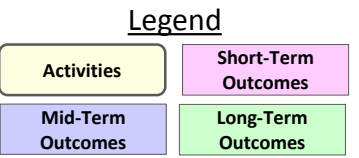
A project of the Alameda County Sheriff's Office (ACSO), supported by a grant for strengthening law enforcement and community relations from California's Board of State and Community Corrections



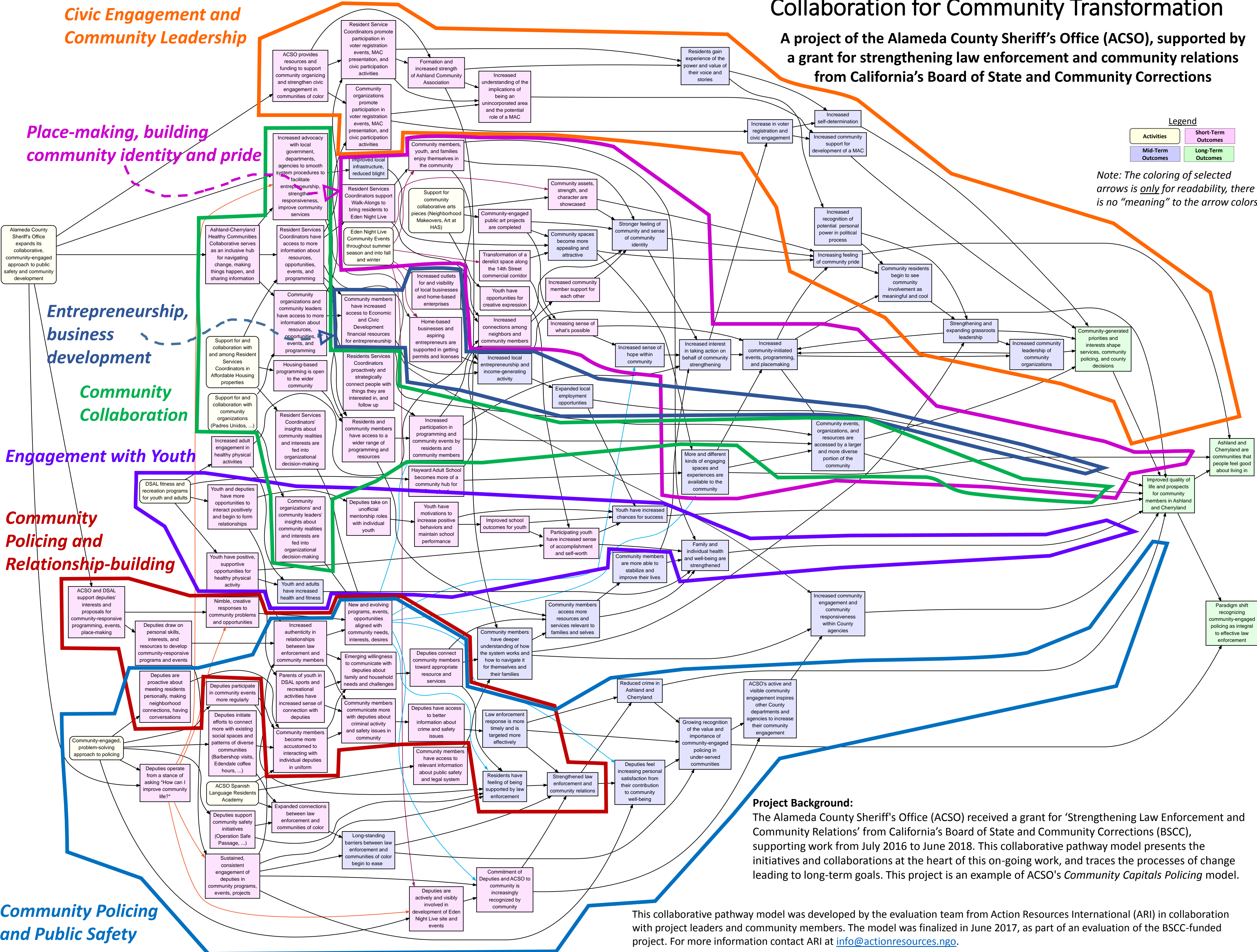
Note: The coloring of arrows is only for readability, there is no "meaning" to the color scheme.

Collaboration for Community Transformation

A project of the Alameda County Sheriff's Office (ACSO), supported by a grant for strengthening law enforcement and community relations from California's Board of State and Community Corrections



Note: The coloring of selected arrows is *only* for readability, there is no "meaning" to the arrow colors.



Civic Engagement and Community Leadership

Place-making, building community identity and pride

Entrepreneurship, business development

Community Collaboration

Engagement with Youth

Community Policing and Relationship-building

Community Policing and Public Safety

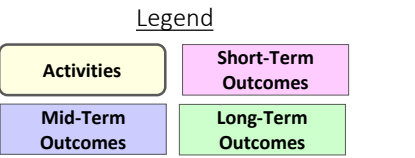
Project Background:

The Alameda County Sheriff's Office (ACSO) received a grant for 'Strengthening Law Enforcement and Community Relations' from California's Board of State and Community Corrections (BSCC), supporting work from July 2016 to June 2018. This collaborative pathway model presents the initiatives and collaborations at the heart of this on-going work, and traces the processes of change leading to long-term goals. This project is an example of ACSO's *Community Capitals Policing* model.

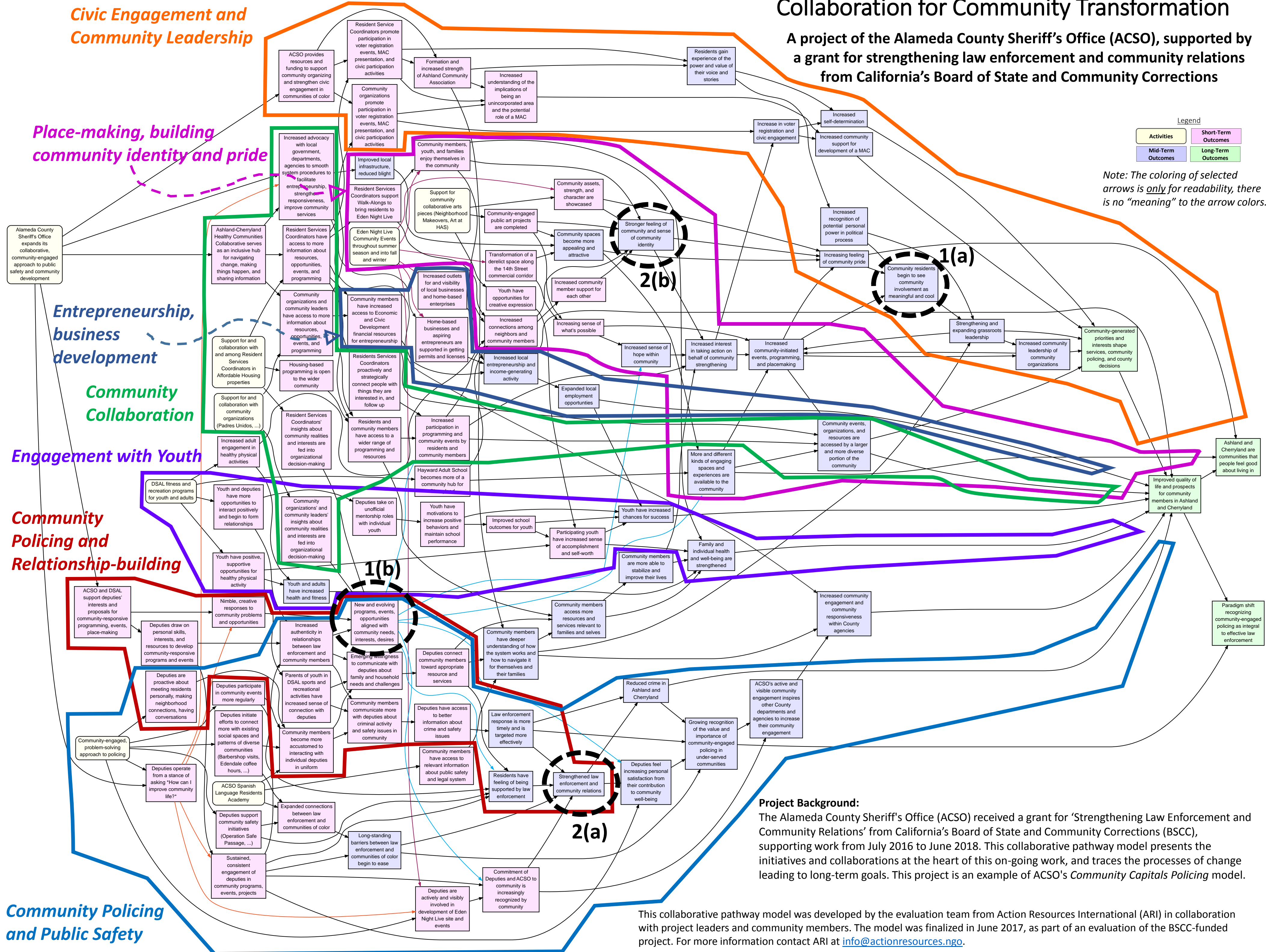
This collaborative pathway model was developed by the evaluation team from Action Resources International (ARI) in collaboration with project leaders and community members. The model was finalized in June 2017, as part of an evaluation of the BSCC-funded project. For more information contact ARI at info@actionresources.ngo.

Collaboration for Community Transformation

A project of the Alameda County Sheriff's Office (ACSO), supported by a grant for strengthening law enforcement and community relations from California's Board of State and Community Corrections



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Community Policing and Community Engagement Project
Evaluation Interview on Community Involvement and Community Activities

Interviewer Name: _____

Date of Interview: _____

If you need more space for answers below, feel free to use the backs of the pages.

Please explain this to the person being interviewed:

This interview is to get input from people who live in or are connected to the Ashland and Cherryland community about a project that is working to improve the community, increase opportunities for community members, and improve relations between community members and law enforcement.

This is a chance for you to be heard, and for you to influence what is going on in your community. Your answers to these questions are very valuable.

We are looking for honest answers, whether they are positive or critical. There will be no consequences to you from sharing this information. Your answers will be anonymous, because your name will not be on the report I turn in. Other people are being interviewed as well, to get lots of perspectives on how things are going in the community.

My notes from this interview will be turned in without your name or other identifying information to a team of people who will combine the notes from all the interviews. Later in the project, they will meet with groups from the community to share the results and get input in order to understand what's working, what could be improved, and how things could be made better in Ashland and Cherryland.

Thank you for taking time to share your insights and expertise about this community.

^ ^ ^ ^ ^ ^ ^

Information about the person being interviewed:

Gender: ___ Female ___ Male ___ Non-binary ___ Prefer not to answer

Age range: ___ 18-25 ___ 26-35 ___ 36-45 ___ 46-55 ___ 56-65 ___ 66+

What do you consider to be your ethnic (cultural) and/or racial (biological ancestry) identity?

Ethnicity: _____

Race: _____

Children in the household: Are you a parent or are there children in your household that you are a caregiver for (either full-time or part of the time)? ___ Yes ___ No

Connection to Ashland/Cherryland: check all that apply:

___ live in A/C ___ work in A/C (or job includes A/C) ___ Other connection

New or long-time resident: If you are a resident of Ashland/Cherryland, how many years have you lived here? ___ (# years)

Interview Topic 1: Attitudes about Community Involvement

One of the shifts that this project is working towards is that “Community residents begin to see community involvement as meaningful and cool.” I’d like to ask for your thoughts about that, with a couple of questions.

1. **First, what does “community involvement” mean to you?**

Additional prompts, if needed:

How would you define community involvement?

What do you think of as “community involvement”?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking “did I hear you right? Is this what you meant?” Correct as needed.

2. **How much do you think it’s true, that “Community residents begin to see community involvement as meaningful and cool”?**

Additional prompts:

Would you say this is happening? Or starting to happen? Or not happening at all?

Interviewer, listen to their answer and then check one of these boxes. Ask for confirmation, “So, would you say ... (and then whichever box you checked).” Correct if needed.

Not at all A little Medium amount Quite a lot A lot

3. What makes you think that?

Additional prompts: What examples do you have that show it? What have you heard? What have you seen that makes you think that?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking “Did I hear you right? Is this what you meant?” Correct as needed.

4. What do you want other people to learn from what you've just told me?

Additional prompts:

Help me understand how this story (or these stories) tells you about people's attitudes about community involvement.

What is significant about this? What would you want outsiders to “get” about this?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking “Did I hear you right? Is this what you meant?” Correct as needed.

Interview Topic 2: Community activities that fit community needs and interests

Another one of the shifts that this project is working to put in place is that there be new events or on-going activities that fit what people want or need. I'd like to ask for your thoughts about that, with a couple of questions.

1. **How much do you think it's true, that there are new events or on-going activities that fit what people want, or need?**

Additional prompts:

Do you feel like there are new things happening for people to get involved in, or existing things that are growing or changing in ways that fit community members' interests or needs?

Examples might be: Special events, Eden Night Live, Community yoga, the Soccer League ...

Interviewer, listen to their answer and then check one of these boxes. Ask for confirmation, "So, would you say ... (and then whichever box you checked)." Correct if needed.

Not at all A little Medium amount Quite a lot A lot

2. **What makes you think that?**

Additional prompts:

What examples do you have that show it?

What have you heard?

What have you seen that makes you think that?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking "Did I hear you right? Is this what you meant?" Correct as needed.

3. What do you want other people to learn from what you've just told me?

Additional prompts: Help me understand how this example tells you about community activities and opportunities and how they fit, or don't fit, with people's interests or needs? What is significant about this? What would you want outsiders to "get" about this?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking "Did I hear you right? Is this what you meant?" Correct as needed.

^ ^ ^ ^ ^ ^ ^

Thank you for your contributions and insights.

Is there anything you would like to ask about this project, or anything else you would like me to include in my report to the project team?

Community Policing and Community Engagement Project
Evaluation Interview on Law Enforcement Relations and Community Identity

Interviewer Name: _____

Date of Interview: _____

If you need more space for answers below, feel free to use the backs of the pages.

Please explain this to the person being interviewed:

This interview is to get input from people who live in or are connected to the Ashland and Cherryland community about a project that is working to improve the community, increase opportunities for community members, and improve relations between community members and law enforcement.

This is a chance for you to be heard, and for you to influence what is going on in your community. Your answers to these questions are very valuable.

We are looking for honest answers, whether they are positive or critical. There will be no consequences to you from sharing this information. Your answers will be anonymous, because your name will not be on the report I turn in. Other people are being interviewed as well, to get lots of perspectives on how things are going in the community.

My notes from this interview will be turned in without your name or other identifying information to a team of people who will combine the notes from all the interviews. Later in the project, they will meet with groups from the community to share the results and get input in order to understand what's working, what could be improved, and how things could be made better in Ashland and Cherryland.

Thank you for taking time to share your insights and expertise about this community.

^ ^ ^ ^ ^ ^ ^

Information about the person being interviewed:

Gender: ___ Female ___ Male ___ Non-binary ___ Prefer not to answer

Age range: ___ 18-25 ___ 26-35 ___ 36-45 ___ 46-55 ___ 56-65 ___ 66+

What do you consider to be your ethnic (cultural) and/or racial (biological ancestry) identity?

Ethnicity: _____

Race: _____

Children in the household: Are you a parent or are there children in your household that you are a caregiver for (either full-time or part of the time)? ___ Yes ___ No

Connection to Ashland/Cherryland: check all that apply:

___ live in A/C ___ work in A/C (or job includes A/C) ___ Other connection

New or long-time resident: If you are a resident of Ashland/Cherryland, how many years have you lived here? ___ (# years)

Interview Topic 1: Feelings about Law Enforcement Support

One of the shifts that this project is working towards is that “Residents feel supported by law enforcement.” I’d like to ask for your thoughts about that, with a couple of questions.

1. How much do you think it’s true, that “Residents feel supported by law enforcement”?

Additional prompts:

Would you say this is happening? Or starting to happen? Or not happening?

Interviewer, listen to their answer and then check one of these boxes. Ask for confirmation, “So, would you say ... (and then whichever box you checked).” Correct if needed.

Not at all A little Medium amount Quite a lot A lot

2. What makes you think that?

Additional prompts: What examples do you have that show it? What have you heard? What have you seen that makes you think that?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking “Did I hear you right? Is this what you meant?” Correct as needed.

3. What do you want other people to learn from what you've just told me?

Additional prompts:

Help me understand how this example tells you about whether residents feel supported by law enforcement?

What is significant about this? What would you want outsiders to “get” about this?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking “Did I hear you right? Is this what you meant?” Correct as needed.

Interview Topic 2: “Sense of Community” and Community Identity

Another one of the shifts that this project is working to put in place is that there be a stronger feeling of community, and sense of community identity in Ashland and Cherryland. I’d like to ask for your thoughts about that, with a couple of questions.

1. **First, what does having a “feeling of community” or a “sense of community identity” mean to you?**

Additional prompts, if needed:

How would you define a feeling of community, or a sense of community identity?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking “did I hear you right? Is this what you meant?” Correct as needed.

(continue on reverse if needed)

2. How much do you think it's true, that people in Ashland and Cherryland have a "stronger feeling of community and sense of community identity"?

Additional prompts:

Would you say this is happening? Or starting to happen? Or not happening at all?

Interviewer, listen to their answer and then check one of these boxes. Ask for confirmation, "So, would you say ... (and then whichever box you checked)." Correct if needed.

Not at all A little Medium amount Quite a lot A lot

3. What makes you think that?

Additional prompts:

What examples do you have that show it?

What have you heard?

What have you seen that makes you think that?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking "Did I hear you right? Is this what you meant?" Correct as needed.

4. What do you want other people to learn from what you've just told me?

Additional prompts: Help me understand how this example tells you about a growing community identity, or feeling of community. What is significant about this? What would you want outsiders to “get” about this?

Interviewer: listen to response, then pause the conversation to write up a brief summary. Read the summary back to the interviewee, asking “Did I hear you right? Is this what you meant?” Correct as needed.

^ ^ ^ ^ ^ ^ ^

Thank you for your contributions and insights.

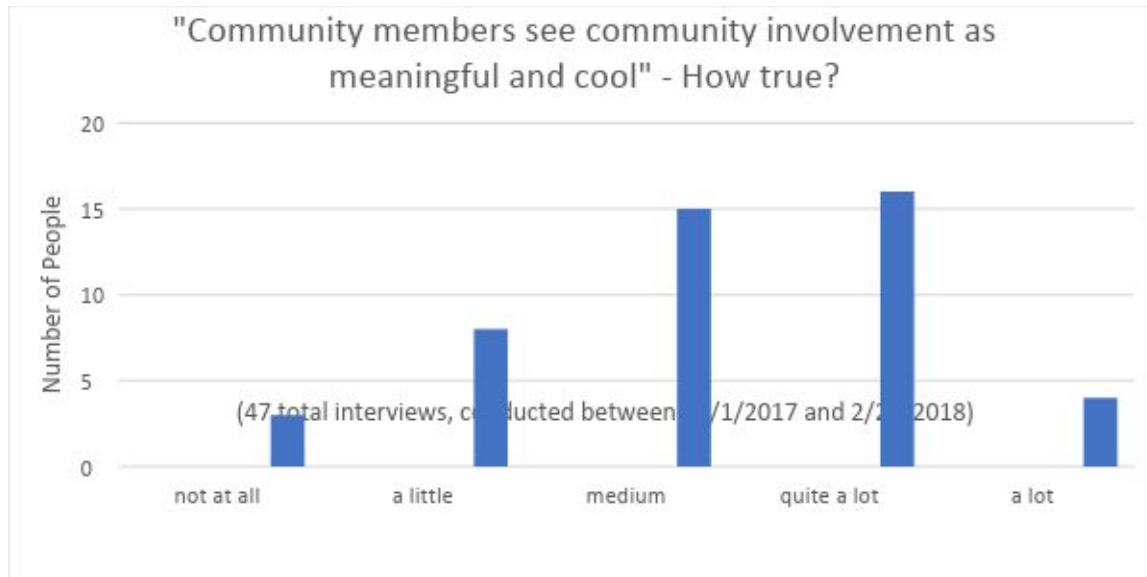
Is there anything you would like to ask about this project, or anything else you would like me to include in my report to the project team?

Appendix D: Summaries of Data from Community Interviews

The sections below report results from community interviews on the four focal topics for the evaluation of ACSO's "Collaboration for Community Transformation" project. In each case, a bar chart presents the distribution of responses to the initial 5-point Likert scale question. The next two subsections present selected excerpts from the interviewees' responses. The goal of the selection process was not to be representative of the preponderance of responses, since the bar charts present that information. Rather, the goal was to present the diversity of themes and factors identified by interviewees. The sequence of quotes in each case begins with comments offered by those who responded "not at all," and moves through each respondent subgroup to conclude with quotes from those who responded "a lot," so there is something of a trend in the sequence of quotes from more critical to more positive. However there are cross-cutting themes and nuances in the interviewees' open-ended responses, which make it important to view each quote without it being grouped into the coarse categories of the Likert scale.

Topic 1a: Community Involvement

How much do you think it's true, that "Community residents begin to see community involvement as meaningful and cool"?



What makes you think that?

The people I know don't care, they are trying to survive.

A lot of youth I've talked to see community involvement as like a penalty "ex. X amount of hours doing community service for a crime".

The parents here who have got involved feel unstoppable because they have seen a change be made after they brought up their concerns. They worked hard for something and it happened.

Some people I know actually care tremendously about their community and do volunteer at libraries and events and community clean ups. But I see just as many people being cynical about their community or being just plain ignorant.

Starting. Small business owners are looking to move into this area. They feel safe and protected. Most parents ask for local events to bring their families. Women from all ages and different backgrounds are taking advantage at the zumba, "baile traditional" classes nearby their homes.

I have been able to watch the DSAL Boxing Program plant its seed and grow This program sit in the middle of the community and see members walking in from their homes from down the street is cool. It is night there and it's free.

Communication is better and happening - the key is that I see communication - seeing events happening that get people out in the community - having people talk to each other.

People taking more pride in homes and are friendlier. A warmer feeling of the neighborhood. More gardening and farming, farmers markets. People seem to be donating. A great feel to the neighborhood. Community seems to be more welcoming. Seems to not be as much litter.

The way I see it, is there has to be meaning or it won't get done. There has to be a group that has passion for the meaning, then it will become contagious. The cool part is something that comes later.

We have community involvement at our boxing gym at the Hayward Adult School. Many of us have gotten to know each other, and we celebrate holidays together. We are not only community but we have become a family.

Whatever the Sheriff's Office is doing, they're actually doing what the police should do. It makes me feel proud. It's rare. It makes a difference. Get involved in the community! People have a fear of the police. They have a fear of people. When they [the police] come with a smile, it's a beautiful thing.

There's definitely more involvement than before! ... It's happening now because people are seeing that there needs to be a bond with the family and the community. Because of tragedies locally and nationally, people feel a need to connect more and get more involved.

What do you want other people to learn from what you just told me?

Young people don't feel like there is hope for them here. People from Cherryland either get out or they get stepped on. There are no jobs and no hope. I want outsiders to know we need help.

A community is about people looking out for each other and being compassionate but we are missing that aspect of community. It doesn't matter to people until it's THEIR lives at stake, or THEIR jobs, or THEIR family in harm.

I want the people who read these responses to take them seriously because I'm a voice in this community and we all have ideas about how things can improve. Sometimes I feel like our voices aren't being heard because some of us aren't participating in our own communities, or the people who can enact change don't care enough to do so.

I feel some organizations assume that everyone knows you should work with your community. These organizations assume if you don't help you are lazy and don't care enough. What isn't prioritized is the citizen's perspective. They have hard lives, they're trying to get ahead. People want to help but how can they be expected to when their life is so busy they hardly have time to relax?

- Want folks to be actually heard - in the meetings it's mostly folks paid to be there - give folks more opportunities to tell their stories - space for community to share their stories with each other. *Be mindful of how we tell others' stories and give them an opportunity to share their stories, use their voice.*

I guess I want people to realize that there's more work to do. By that I mean, more educating the community on how they can help and empowering them to do so. ... I want people to know that,

this place, Ashland, can change for the better. It will! But it takes all of us to work together to do that.

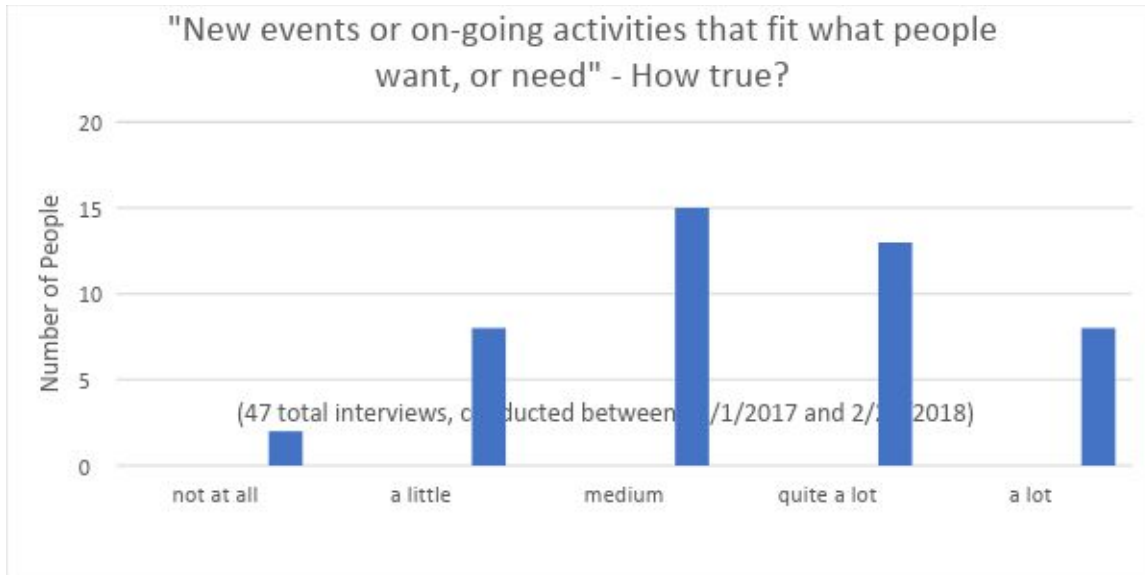
That Law Enforcement isn't all what you think it is, that we [are] part of the community just like them. We are not heartless, uncaring people. That we'd rather see people doing positive things in the community than take people to jail.

Youth need to be listened to, even if what they say is absurd sometimes what they past the silliness is insightful and hopeful.

When people see a large gathering of positive activities, everyone can stand by it. They bring their young boys and girls and as a whole they benefit from being physically active and healthy along with being part of something greater.

Topic 1b: Community Activities Fit

How much do you think it's true, that there are new events or on-going activities that fit what people want or need?



What makes you think that?

I honestly want to see more variety! Like, a farmers market or craft fairs or job fairs. I know REACH does some of these things, but what about an Ashland job fair? Bring in people from Sam's Signs, mechanic shops, Pacific Apparel, bigger businesses to stimulate community engagement in job finding,

Open and free access to places like REACH is one example.

The efforts of RCD, special events activities (Friday Art Nights) are bringing a lot of good to the community.

I would like to see more diversity within close knit groups and intergenerational engagement. I don't know how much of the community groups and events is grassroots based, or created by top down engagement initiatives.

The current activities or events don't seem to cater to all demographics of this community.

The blight and emptiness outshine anything positive. In this community, the only thing I see is ENL.

We should have more cultural events, like Day of the Dead, Gay Pride and black history month events. Events that represent the people from Ashland more. Ashland is a very diverse community and some people don't have the resources to go out to Oakland & San Francisco.

I know of Eden Night Live but not much else that's happening in the area, that's kind of frustrating. I'm sure there's more going on in the area but I don't know where to look to find out more info.

The people in charge of community events tend to be very controlling and unwelcoming.

Eden Night Live could be cool but it is corny. The boxing shows are fun. DSAL sports are good. I come out of the house for those, I also know there will be no drama when deputies are there.

Sometimes you need to put something out there for people to do and talk about. Maybe it works, maybe it doesn't, but you will get people starting to talk about things they do want. Spark conversation and actions. Eden Night Live has done that.

Be mindful of not imposing perspectives that are not held in the community - did we ask the community what they want or need?

Less activities, more conversations.

Seeing packed activities in the area. Seeing people engaged. Some events not attended, but overall better when police around.

We are starting to get more and more things that the community want. We want and need safe things for our kids to do. We want our kids to be safe and healthy, all of these things help us moms.

These activities started with the input and participation of the parents and other community members ... soccer, boxing, ballet folklorico ... all of them.

Overcrowded Zumba and baile and boxing programs ... this shows us that people are hungry for activities and by us offering them for free, it makes it available to them.

I have heard and attended many events within this community provided by DSAL and REACH and they all cater to different interests which is huge in bringing all those people together.

My mom never wanted me to go out of the house, but she will let me go to the sheriff's office supported events because they are safe.

What do you want other people to learn from what you just told me?

I want people to get that this helps us, that things in our community helps our community. It gives us things to do that are positive, we can be healthy. People need to go outside and do things with other people! That is community.

Eden Night Live could be fun if it was cleaner and had better cheap food. They need to promote it. I want outsiders to come spend money here so the deputies can keep making it nicer.

Act and show that you really love where you live/are from and more people will respect it.

I want more events. Within reason of course, that help the people of Ashland realize that the place they live matters. Events that stimulate job growth, networking and perhaps even a more focused identity for Ashland. What is Ashland's identity? What are its people's values?

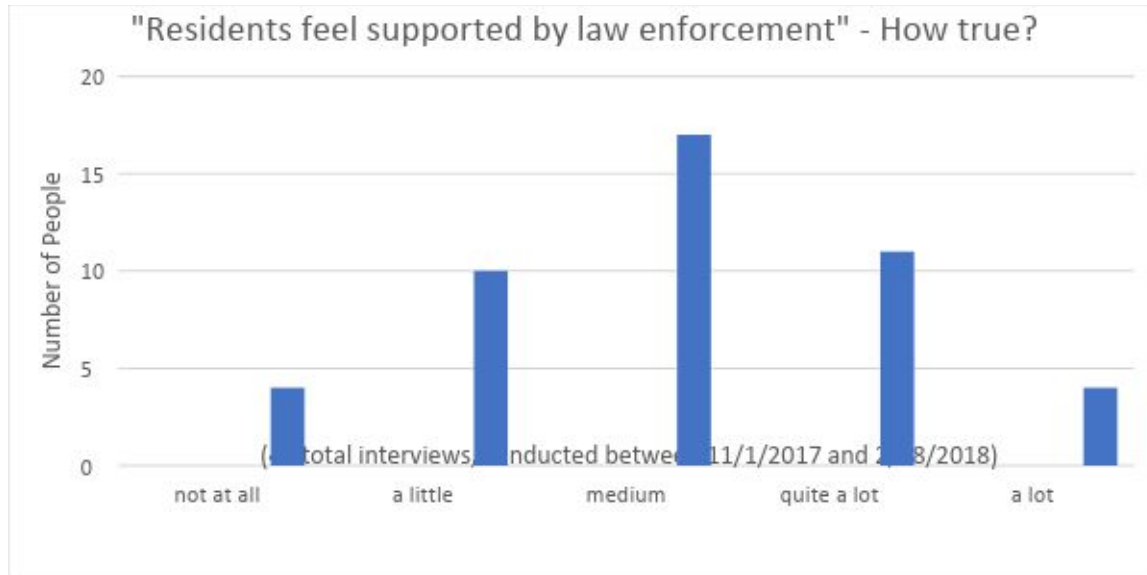
The sheriffs make things safer here. We should not be afraid and we should help them because they help us.

You don't have to be friends with your neighbors, but you should at least recognize one another. If you need help, the first people you'll see will be your neighbors. If you don't know anyone, it is your fault for not getting to know people. I had a customer in my shop who said she had lived in the area for years. This was her first time talking to a neighbor. I told her this is on her. You should know your community and speak up.

That change is possible. That our [Sheriff's Office] desires are in line with their desires. That what we want for our families, we want for their families.

Interview Topic 2a: Law Enforcement Relations

How much do you think it's true, that "Residents feel supported by law enforcement"?



What makes you think that?

Stated he had personally been harassed by law enforcement for no other reason than being profiled. He was put in handcuffs and when he asked to speak to a supervisor, as he has been taught in 'know your rights' workshops, the officer laughed at him and said "this isn't Oakland".

The lack of relationship between law enforcement and community makes it hard to relate the word (support) to law enforcement. It's hard to feel supported by people you don't know, feel understood by and have a relationship with.

I personally can't relate the words "support" and "law enforcement" because it's just so rare, and almost unheard of. The reason I say 'a little' instead of 'not at all' is because I've personally seen/met some amazing officers in our area while I was in school and those few made ME feel supported. This isn't the case for everyone.

Most people are fearful of law enforcement and do not trust them. There is a lot of abuse and harassment of Black and Latino communities especially youth. Police brutality is a big issue in the community and though it's only recently gotten a lot of attention in the media it is something black and brown communities have been dealing with for a long time. That makes it very hard for people to trust law enforcement even when they are in trouble and they need help.

African Americans do not have a good relationship with the police, I have been pulled over here in Ashland, and I have never been pulled over before. I love working with the deputies in DSAL but not all ACSO deputies are like that. They are the good ones. This is "our life," we are used to negative police, it is a part of our daily life.

With the current raids that have been happening people are afraid to interact with law enforcement for fear of deportation. There is a lot of confusion as to the role of law enforcement in relation to ICE.

It is sad to say that adults only feel support is when an event has occurred. Robberies, killings, accidents, etc. ... Recently I did see a cool event occur. Alameda Sheriff held a community meeting and supplied a great deal of information on the subject of immigration laws.

Deputies used to just drive by me and not speak. I met Deputy [name] and [name] at the beginning of the 2017-2018 school year. They were nice guys and helped me get into boxing. I have gotten in shape and I am about to graduate high school in a few weeks. I am more open to cops now, I know [name] and [name], so I guess I would be willing to meet other Deputies. Maybe there are more cops like them.

She acknowledges many people are fearful of law enforcement but believes the more they interact with them the more people will appreciate and value the work they do. She also participated in Eden Night Live and thought it was an amazing event. She enjoyed the live music vendors and activities, knowing there was something to do that was safe and fun for the kids was nice because it gave them something to do.

Students who have participated in DSAL programs have had nothing but positive things to say about the programs and the deputies who run them. Their mindset and perspective has transformed to view the deputies as mentors and coaches rather than individuals "on a power trip" "out to get us".

Every time she has called and their response time was great. She was a victim of domestic abuse and she had needed their help on a few occasions so it was reassuring to know they would be there quick. Before she was involved with community groups she was scared of law enforcement however when she got to know them she saw they were good people and was no longer afraid.

What do you want other people to learn from what you just told me?

We need to hold law enforcement accountable ... No matter how many millions of dollars you spend to create programs and photo ops things will not change until they are held accountable for their behavior.

The community is the #1 priority and being considerate of their needs/wants without assuming you know best, is the perfect way to help them feel supported. THEY need to be heard.

My experience has driven home to me how deep the distrust is between police and communities. It's good to get deputies' stories, but I haven't heard the community's stories, and they are the ones that count.

The cops should listen to our needs before they jump to conclusions.

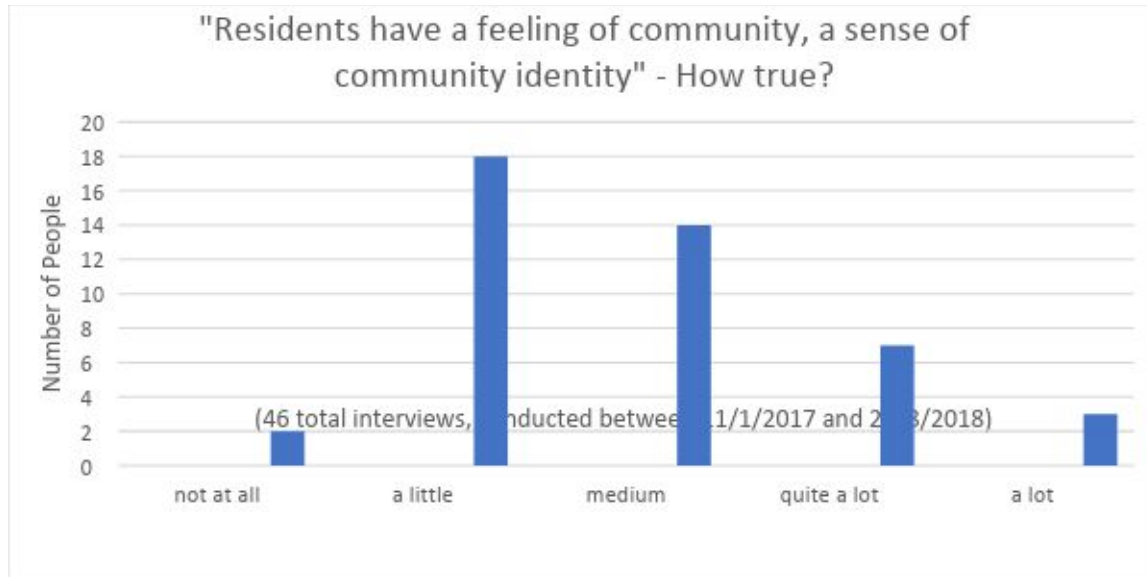
It's important for the law enforcement officers to create genuine relationships with the people who live here. If not, we will only see the bad things being done by them, instead of the effort and in-person connections.

There is a lot of reasons people feel that law enforcement is not on their side and they should be feared. This is what a lot of kids are taught since they are young so it is going to take a lot of time for that opinion to change. That is why the work law enforcement is doing to connect with the community is so important.

Structure, service and transparency goes a long way with kids. When they see the deputies being real and laughing with them and listening to them, kids feel safer and more supported.

Topic 2b: Feeling of Community

How much do you think it's true, that people in Ashland and Cherryland have a "stronger feeling of community and sense of community identity"?



What makes you think that?

Most people do not know what city they live in. They do not know the name of the place they live. They live in a rundown place with a super highway that runs through the middle, empty store fronts that looks like all they are selling is drugs in the back. This area looks like no one care about it.

You know the REACH helps. A lot of older kids come from Edendale and trying things out uniting them with others, being able to see more what is in the community.

Some things I've noticed is that is it hard to walk around our own streets, our neighborhood doesn't have sidewalks, so we have to walk in the street often, so instead of walking my dogs around our neighborhood I get in my car and drive to the San Leandro Marina.

Most towns have sports where the city really gets behind them. Cherryland doesn't have that. No titles or awards to give the community a sense of pride, this contributes to a lack of community identity and unity. That is the most important because those type of events draw the youth which generates a sense of pride for generations.

She does feel like there is a sense of community, when she is walking around the neighborhood people are waving at each other and talking. She believes this is what makes a community and something that is happening more and more in Cherryland.

Some people feel safer and like they belong to a family. Some people are still scared to come outside though.

People see less and less of those they live around so they begin to become scared to trust anyone. With everything going on in the news/world, we need to be more connected because that's how you build community and trust. Having Law Enforcement at these events will also begin to clear away the fear between them and the community.

More beautiful places for US. So we don't always have to leave the area, to see nice things (buildings, parks, events, etc. for the community).

It has a lot to do with where you are in the community [geographically]. It depends on where you live, you have a higher rate of turnover of tenants near busy intersections.

I would say that this feeling of community is starting to happen, compared to what that was a few years ago it's a huge step. With all the project underway and the recent events this year more people are becoming aware that there is a positive change happening just down the street. However, this change is at its early stages and it is crucial to keep this momentum alive

People are sometimes unsure if they belong to San Leandro or Hayward. Finding resources can be more difficult for residents, having no "downtown" or centralized area. Eden Night Live has helped!

The activities carried out by the DSAL program help connect different subgroups of the community. This allows the community to be seen as a whole.

People around here call the cops now. They know the sheriffs don't help ICE. I heard there is less fighting and killing around here. I run with Deputies 4 days a week and nobody calls me a snitch ...

When she found out she lived in an unincorporated area she said she felt lost and thought what now. She started to learn what it was and how to navigate it, this made her feel empowered and motivated her to her to get more involved. Knowing they are a small little community made her feel special like they were unique.

When I go to the Cherryland Community Association and you see how it's been revitalized with new people in it. The creation of new associations like the Ashland Community Association, there is a sense of change - with organizations partnering, like with the Padres and "Ask Sandra" show.

She believes [the discussions around the MAC and being unincorporated] has given people in the community a sense of pride and importance they did not have before.

What do you want other people to learn from what you just told me?

Community that is not connected will always be a high crime area. We need to connect

That there are very fundamental things that are lacking for Ashland/Cherryland like parks, sidewalks, streetlights and better maintained roads. Isn't it human nature for people to want to congregate and feel safe together?

The county has spent millions of dollars to reach the community but still only getting the same crowd that always shows up because it is the same crowd they always target.

I see the hood and cops on TV. The news makes us seem stupid and like criminals. We are strong here. The cops aren't killers. They want to help.

I want the people with power to see that we DO want to have a beautiful, prideful (city) area to live. We're just so used to the very little that we have, that most residents don't have much hope that anything here will really change.

[Interviewee] went back to the idea of the citizen's academy hosted by the ACSO and wished they would have citizen's academies for unincorporated areas so people could learn about where they live and how they can manage it better. ... It is up the organizers to reach out to [people] and engage them. If we want people to get involved we need to make it easy.

Appendix E: ACSO's Community Capitals Policing "Story Book"

The attached document was created by ACSO and DSAL staff and consultants as part of the preparation for a "funders briefing" event on June 14, 2018. The purpose of the event was to invite representatives of the public sector and philanthropy, as well as existing partners in ACSO and DSAL's work, to a discussion of the Community Capitals Policing model developed by ACSO during the course of the BSCC SLECR grant period.

The event included presentations by Sheriff Ahern, Supervisor Wilma Chan, staff from the office of Supervisor Nate Miley, The Kresge Foundation and ArtPlace America, and the Urban Institute, as well as panel discussions with ACSO Deputies, residents, local entrepreneurs, DSAL and partner staff, and emerging civic leaders from Ashland and Cherryland.

The Story Book aimed to convey the complex and long history of the work, from 2004 to the present, in a graphically appealing format. Staff, writers, and designers worked intensively to capture the deeply innovative way in which ACSO and DSAL had applied the Community Capitals model (developed by researchers Cornelia and Jan Flora) to ACSO's existing work in the field of public safety. The Story Book was also developed to provide current and potential public and philanthropic funders with an overview of opportunities to further invest in this work.

The Story Book and other supporting documents for the funders briefing are important products of the SLECR initiative. In ongoing work with partners, funders, and the public, staff realized that part of strengthening relationships among ACSO, DSAL, and the community was having better ways to communicate the overall story of what the work was and why it was happening; why it was so broad in scope; and why it is a multi-year, multi-system initiative rather than a project or a "program."

The Story Book and adaptations of the document have become a centerpiece of ACSO's and DSAL's emerging communications and outreach strategy.



COMMUNITY CAPITALS POLICING

A New Brand of Public Safety

Community Capitals Policing: The Need

Community distrust and the legacy of systemic racism currently dominate public discourse about policing. We need a better way to talk about what makes communities safe.

The Alameda County Sheriff's Office is developing a bold new approach to public safety.



*Safety means more
than an absence of crime.*

— **Dr. Robert K. Ross**
President and CEO
of The California Endowment

Disinvestment and the Depletion of Capitals

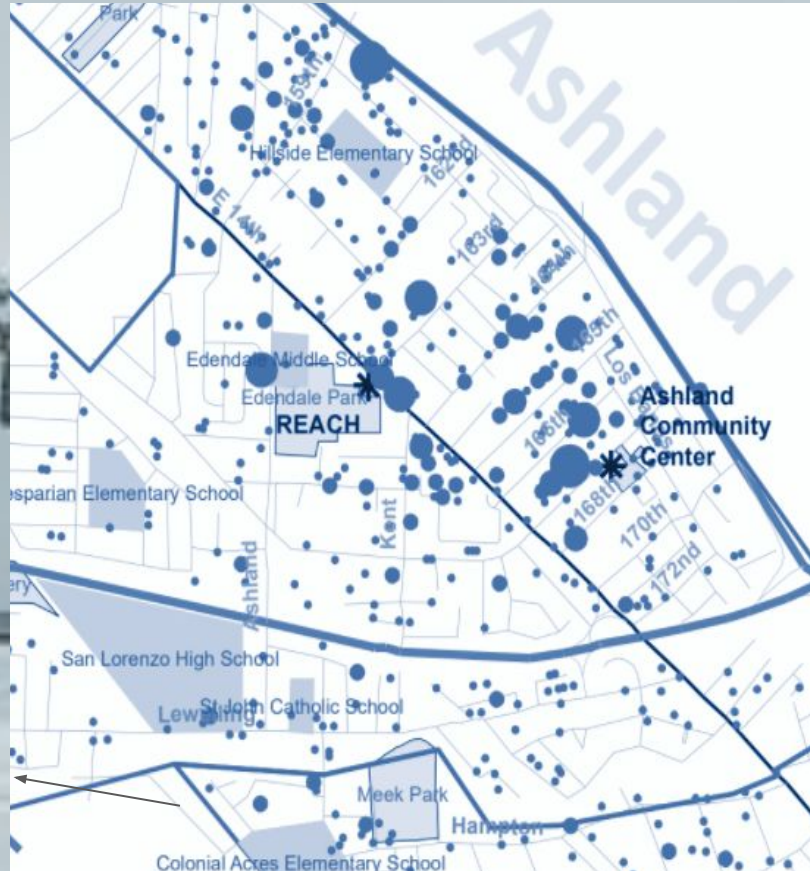
Decades of disinvestment in urban communities of color have created neighborhoods without the means to thrive. Their economic capital is depleted relative to more affluent neighbors, but so is their social capital, their political capital, their cultural capital, and their infrastructure or built capital.



Ashland and Cherryland: the “Eden Area”

- *Unincorporated urban areas five miles south of Oakland, California*
- *36,000 residents*
- *Mostly people of color*
- *Nearly 11,000 under age 18*

Crime hotspots in neighborhoods with depleted community capital resources



Ashland & Cherryland

The unincorporated Ashland and Cherryland neighborhoods are countywide hotspots for crime, unemployment, poverty, chronic disease, teen pregnancy, and mental health issues. Decades of disinvestment have left the neighborhoods without the infrastructure to support equitable livability and economic vitality.

They have no theatres, cinemas, music/arts venues, libraries, or a municipal corporation to address these gaps. There is a severe deficit of open space and recreation facilities.

These neighborhoods suffer from depleted community capital resources.

Tying Together Existing Strands

The next generation of community policing leverages

- “Traditional” community policing
- The Police Activities League model
- Creative Placemaking
- Economic Development

to rebuild the social fabric, foster collective efficacy and promote a sense of permanence among community members.

*Eden Night Live festivals
brought music, dance, art
to more than 18,000
residents in 2016-2017*

COMING SOON
EDEN NIGHT LIVE

JUNE • JULY • AUGUST • SEPTEMBER • OCTOBER

OPENING DAY
FRI. JUNE 16th 2017 6-9P
PERFORMANCE & VENDOR INQUIRIES
EMAIL: INFO@CASTROVALLEYCHAMBER.COM
FOLLOW US: [FACEBOOK.COM/EDENNIGHTLIVE](https://www.facebook.com/EDENNIGHTLIVE) • [@EDENNIGHTLIVE](https://twitter.com/EDENNIGHTLIVE)

Public Safety for the 21st Century

Policing in 2018 and beyond will require:

- Partnership with the community, especially with its historically marginalized members
- Investing in depleted systems: political, economic, physical infrastructure, social networks, cultural assets
- Respect and authenticity in relationships with residents and partners

Seven Kinds of Capital



The Community Capitals Model

The Community Capitals Model was created to help capture the many interrelated resources that create a healthy community.

The Alameda County Sheriff's Office (ACSO) and Deputy Sheriffs' Activities League (DSAL) use this model to look at all the interrelated elements that allow a community to thrive and target investment using a systems-building lens.



What is built on the land?

ACSO and the DSAL have built the **Dig Deep Farms** urban social enterprise and are creating a **Food Hub** to aggregate and process locally grown produce and incubate new businesses.

We have built a **boxing gym**, a **soccer park**, and a **sports facility** in underutilized spaces with labor from Deputies and community members.



Over 2,000 people have attended DSAL Boxing Academy and events



27 vendors sold wares at Eden Night Live; many first-time sellers





How do we pay for development? How do we build local wealth?

We leverage underutilized resources. We are building a **Food Hub** on an abandoned County-owned site and turned unused Hayward Adult School space into **boxing and fitness rooms**.

Deputies created a **soccer park** on a vacant lot, bringing foot and vehicle traffic to neighboring businesses.

We catalyze entrepreneurship and investment through philanthropy and public grants.



How do we think, act, enjoy? How do we nurture creativity?

DSAL takes the lead on creative placemaking with **community festivals, public art projects and gatherings.**

ACSO Deputy Jorge Ferreira contributed a nationally-performed one-man show "**Cops and Robbers,**" examining community-police relations.

Eden Area arrests
declined 11.6%
from 2015 to 2017

EDEN NIGHT LIVE
MAIN STAGE





ACSO funded and directed formation of Ashland Community Association



"Coffee With A Cop" opens dialogue among deputies and residents



What can we do together? How do people connect?

Building relationships is at the heart of what we do: between residents and deputies, among residents, among agencies, between youth and adults. Our **events, classes, academies, festivals, and everyday conversations** are all about building neighborhoods through **human connection**.



What can people do? How are they supported?

We work with the schools to support education for kids and adults.

We foster community leadership through the **Ashland Community Association, Padres Unidos, and Eden Municipal Advisory Council.**

We provide access to behavioral health care, fresh food, fitness, sports, and volunteerism.



ACSO has drawn more than 200 participants to Spanish-speaking Residents' Academies





How do we access power?

We've invested time and money in forming the **Eden Municipal Advisory Committee** and **Ashland Community Association**.

We have fostered and supported the **Padres Unidos**, **Edendale Middle School Coffee Club** to become dynamic local leadership groups.

We launched **Spanish-speaking Residents' Academies** to educate residents about their rights and our work.



What does nature provide?

Natural capital in Ashland and Cherryland includes

- An ideal climate for outdoor activities
- Rich soil and climate for farming, leading to the area's nickname of "Eden"
- Underutilized San Lorenzo Creek as future recreation and open space
- Central Bay Area location: easy access to booming Oakland, San Francisco, San Jose increases threat of displacement for local residents

A photograph of a community garden. In the center, a large, mature citrus tree with green leaves and yellow fruit stands prominently. To its left, a wooden bench is partially visible. The garden is enclosed by a chain-link fence. In the foreground, there are several raised garden beds with various plants, including purple flowers and leafy greens. A black irrigation system is visible in the foreground. An orange bucket is in the bottom right corner. The background shows a blue building with vertical siding.

*DSAL and ACSO
founded Dig Deep
Farms: 7 acres at four
sites, plus Food Hub*



Alignment with Strategic Vision

ACSO's 2017 Strategic Plan supports the Community Capitals Policing model by prioritizing budget for

- The ACSO Youth & Family Services Bureau, which includes community policing deputies, behavioral health staff, and DSAL staff
- Recruiting local residents of color into the ACSO
- Training the entire ACSO in Community Capitals Policing
- Staffing Downtown Ashland Station and Hayward Adult School "Polis Station" facilities
- Strengthening re-entry strategies through Operation My Home Town
- Additional mental health supports for residents

Where are we going from here?

Major Capital Projects

- Downtown Ashland Station (“Polis Station”) at East 14th Street & 166th Avenue
- Dig Deep Farms and Food Hub at multiple urban locations
- “Polis Station” and Soccer/Fitness Park at Hayward Adult School



Events and social networking lay the groundwork for economic investment—creating energy and excitement in the neighborhood

Where are we going from here?

Program Investments

- **Sports and recreation:** soccer, basketball, boxing
- **Arts and culture:** public art, events
- **Re-entry:** internships, education, jobs
- **Mental health:** expand family counseling
- **Early childhood:** play, classes, social network
- **Economic development:** entrepreneurship, micro-investing, pop-ups, brick and mortar



Downtown Ashland Station

We will build a multi-functional urban village in the heart of the dilapidated East 14th Street corridor with:

- ACSO substation and YFSB mental health office space
- Soccer pitches and playground
- Performing arts spaces
- Community center and classroom
- Neighborhood gathering space
- Public marketplace with food, beverages, retail
- Micro credit, investment circles, bail bond assistance



Public murals
made by local
youth artists &
residents



Downtown Ashland Station

Opportunities to invest

- Planning, design, and construction
- Public art and design elements
- Staff and operational costs for
 - Performing arts facility
 - Community center and classroom
 - Kids' playground and soccer fields
 - Public marketplace
- Entrepreneurship and financial support





Dig Deep Farms and Food Hub

ACSO and DSAL are building a **Food Hub** with a shared commercial kitchen to create jobs, incubate small businesses, and address food insecurity in Alameda County. The **Food Hub** will link small growers and institutional purchasers and promote food systems entrepreneurship.





Dig Deep Farms and Food Hub

Opportunities to invest

- Construction and equipment
- Public art and outdoor event space
- Staff and operational costs for
 - Food purchase, aggregation, distribution
 - Reentry internships/jobs program management
 - Gleaning/food recovery work with ALL IN
 - Food as Rx partnership with health care
- Farm staff and farm equipment



Hayward Adult School

Our pilot “Polis Station” campus melds deputy presence with sports, fitness, and civic engagement. A “Polis Station” is a community resource rather than a bastion of police power.

We are building a soccer park, a fitness arena, and planning for a family/early childhood center.



Hayward Adult School

Opportunities to invest

- Construction and equipment for
 - Soccer/Fitness Park
 - Early Childhood/Family Center
- Public art
- Staff and operational costs for
 - Soccer, boxing, fitness, Baile Folklorico, Zumba, basketball
 - Early childhood, family education, connections to jobs and entrepreneurship,
 - Community/civic engagement

“They are a national example
of a way of operating that is
breathtakingly amazing in
its approach.”

– **Jamie Bennett**,
Executive Director,
ArtPlace America

The Time is Now

Our patient work has reached a critical point. It is time for the ACSO Community Capitals Policing model to scale beyond proof of concept.

We need multi-sectoral investment in the operational and physical infrastructure that can show bigger results.



Funders & Partners

Federal/State

- Medi-Cal/Medi-Cal Administrative Activities
- Department of Justice:
- Community Policing Hiring Grants (4)
- Second Chance Act Grants (3)
- Byrne Criminal Justice Innovation Grant
- Mentally Ill Offender Crime Reduction Grant
- Community Development Block Grants (3)
- U.S. Dept. of Agriculture Food Dignity Grant
- California Department of Agriculture Specialty Crop Grant
- American Recovery & Reinvestment Act
- California BSCC: Strengthening Law Enforcement Community Relations

Corporate

- Aramark Corporation

Foundation/Nonprofit

- ArtPlace America
- Kresge Foundation
- Local Initiative Support Corporation (*LISC*)
- San Francisco Foundation
- Oakland Builders Alliance
- Kaiser Permanente
- Eden Healthcare District
- Castro Valley and Hayward Rotary Clubs
- United States Soccer Federation
- Bay Area Sports Hall of Fame

Alameda County

- Sheriff's Office
- Social Services Agency (*CalWORKs, WIOA*)
- All In Alameda County
- Probation Department (*AB109, Second Chance*)
- Public Health (*Measure A*)
- Health Care Services Agency

Appendix F: Participant Counts in BSCC-funded and Non-BSCC Funded Activities During the Grant Period

RECREATION	<i>Average # events/ month</i>	Year 1 Total	Year 2 Total	Combined Totals
Muevete! @ HAS Adults	8	1,874	1,866	3,740
Muevete! @ REACH Youth	8	0	229	229
Muevete! @ REACH	12	1,025	2,978	4,003
Baile Folklorico	8	722	511	1,233
REACH Dance	20	2,286	1,238	3,524
REACH Fitness	20	3,813	2,350	6,163
Fitness Pathway	16	708	334	1,042
Boxing: Kids	20	3,623	3,352	6,975
Boxing: Adults	20	3,278	4,651	7,929
Boxing Events	1	1,400	4,230	5,630
Track & Field	1	144	37	181
Double Dutch	8	0	139	139
Pick Up & Play	8	581	2,020	2,601
Pick Up & Play: Tournament	1	86	0	86
AAU Basketball	12	5,952	3,102	9,054
Jiu-Jitsu	2	526	0	526
Swimming	12	0	309	309
Drumline	12	0	193	193
Total Recreation Contacts	189	26,018	27,539	53,557
SOCCER	<i>Average # events/ month</i>	Year 1 Total	Year 2 Total	Combined Totals
Soccer Paid League (Summer, Fall & Winter)	3	3,232	3,585	6,817
Soccer Free Recreational League (Spring Only)	3	11,666	12,457	24,123
Soccer After-School/LunchTime	4	0	1,260	1,260
Soccer Tournaments (one time events)	4	0	120	120
Soccer Camps (one time events)	4	0	60	60
Soccer Pick-Up Games @ Ashland Station	16	0	4,101	4,101
Futsal Court Rentals	8	0	535	535
Sheriff's FC	20	0	9,059	9,059
Total Soccer Contacts	62	14,898	31,177	46,075

COMMUNITY OUTREACH	<i>Average # events/ month</i>	Year 1 Total	Year 2 Total	Combined Totals
Eden Night Live	1	8,710	1,857	10,567
Eden Night Live Vendors	1	60	82	142
Eden Night Live Event Rentals	1	0	175	175
Talk With A Cop	1	113	0	113
The World As It Could Be	4	0	421	421
Citizens Academy-English	<i>1-2 per year</i>	1,779	2,361	4,140
Community Academy-Spanish		0	1,233	1,233
Padres Unidos	2	185	367	552
Edendale Parents Coffee Club	2	304	503	807
Ashland Community Association	1	109	217	326
Cherryland Community Association	1	0	57	57
Explorers' Meetings	4	109	687	796
Sheriff's Advisory Committee	1	0	50	50
Hillcrest Knolls-Community/HOA?	1	0	8	8
San Lorenzo HOA	1	0	30	30
Municipal Advisory Council Formation Committee (MAC)	1	0	100	100
Miscellaneous Special Events	2	0	4,075	4,075
Total Community Outreach Contacts	24	11,369	12,223	23,592
DIG DEEP FARMS	<i>Average # events/ month</i>	Year 1 Total	Year 2 Total	Combined Totals
Food as Rx Recipients	8	570	2,136	2,706
TOTAL PARTICIPANT CONTACTS	283	52,855	73,075	125,930

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**Strengthening Law
Enforcement and
Community
Relations Grant**

City of Bakersfield

THE CITY OF BAKERSFIELD CLERGY, COMMUNITY, & COPS (3C) PROJECT:
REDUCING GANG-RELATED GUN VIOLENCE AND IMPROVING POLICE-
COMMUNITY RELATIONS THROUGH POLICE-COMMUNITY COLLABORATION

Elizabeth Agerton, Zachary R. Hays, Joe Mullins

Bakersfield, California

October 2018

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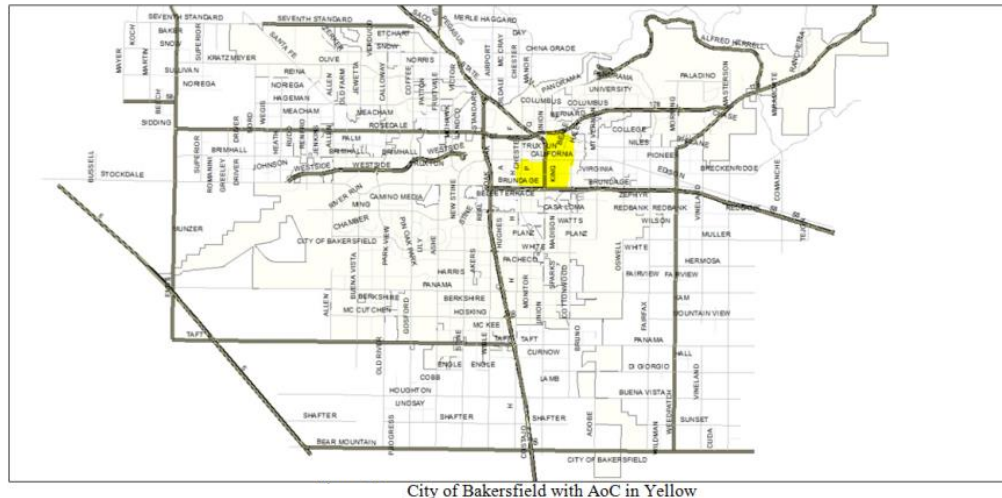
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Executive Summary

Bakersfield, California, is a city of 380, 874 people in the southern San Joaquin Valleyⁱ. The city is the urban hub of Kern County and is ethnically diverse; 48.3% of the city identifies as Hispanic or Latino, 7.4% as black, and 34.6% as whiteⁱⁱ. The distribution of this population, however, is by no means even. As in many American cities, people of color in Bakersfield are clustered together in certain areas and neighborhoods. These areas are also frequently the poorest neighborhoods, lacking in commercial development, employment, and education. Not surprisingly, these factors run concurrent with high rates of crime, particularly violent crime. High incarceration rates and heavy police presence follow.

This project, called *The Clergy, Community, & Cops (3C) Project* focuses on one such area in Bakersfield, our Area of Concern (AoC). United States Census Tracts 20, 21, and 22 in the City of Bakersfield encompass an area roughly from Chester Avenue to Washington Avenue and from California Avenue to Brundage Lane (see map, next page). This area covers two square miles in a city of 143 square miles; the residents are overwhelmingly black (20.3%) and Hispanic (70.1%), with only 6.1% of population being white.

The AoC suffers the highest rate of gang-related gun violence in the city. In the year leading up to the 3C Project (2015), the AoC saw 36% of the City's gun homicides, 30% of the City's shooting victims, and 25% of all weapon firings in the City. This is in an area of less than 2% of the city's land area and less than 5% of the City's population. These shootings occur in gross disproportion within the black community; 55 of the 63 gang shootings in 2015 were known to involve black street gang members as victims or suspects.



In their previous efforts to suppress the activities of criminal gangs, the Bakersfield Police Department (BPD) was aggressive in monitoring, investigating, and arresting gang members. This led to many enforcement contacts with local residents as well as search warrants, probation and parole “sweeps,” and street-level drug investigations. In 2015, the BPD made 13% of their felony arrests in this small section of their city. Many crimes committed by these individuals are then charged by the Kern County District Attorney’s Office as “gang-related,” leading to more and longer periods of, incarceration for the defendants.

These enforcement efforts, while lawful and useful, have not always been conducive to a strong police-community relationship. Local residents have complained of racial profiling and, according to local community leaders, there exists a pervasive belief in the local black community that young black men were being charged as gang members without evidence. While the BPD disputes these perceptions, they nonetheless remain the common narrative throughout the AoC.

In a new effort to confront these issues using evidence-based and data-driven crime-fighting strategies, the BPD, in collaboration with a research partner team from the California State University Bakersfield (CSUB), launched the 3C Project in July 2016. The 3C Project was specifically designed as an enhanced Operation Ceasefire-style strategy which sought to facilitate the coordination of efforts amongst local religious organizations, community service-based organizations, and the BPD to:

- Train in and present an alternate policing option (based on Operation Ceasefire),
- Educate both police and community members about the mutual benefits procedural justice, police legitimacy, and community expectations,
- Engage in behavioral health training to benefit those in law enforcement and the community experiencing mental health issues, and
- Support Operation Ceasefire by developing capacity for community organizations to provide peer mentoring, parenting skills, and mental health training in an area suffering from long-term low opportunity.

The BPD representatives for this grant included Captain Joe Mullins and Crime Analyst Elizabeth Agerton. The research partner for this grant was a team of CSUB faculty and trained graduate students led by Dr. Zachary Hays of CSUB's Department of Criminal Justice.

The project was initiated with the coordination of efforts to train the local religious organizations, community service-based organizations, and BPD officers in the areas described

above. At the same time, the research partner team collected information from the BPD that would serve as a baseline for the evaluation of gang-related gun crimes, including both gun homicides and non-fatal shootings within the AoC (and compared to the rest of Bakersfield). The research team also prepared the first of two waves of surveys intended to measure both Bakersfield community members' and BPD officers' perceptions of one another – one wave to be administered at the beginning of the grant period and then the second wave toward the end of the grant period. Unfortunately, the administration of the surveys was delayed until the second year of the Project timeline (July 2017 – June 2018) and subsequently, only one set of surveys (one for the community and one for the BPD) was administered. The surveys were redesigned to capture changes in respondents' opinions about each group (community vs. BPD) over the course of the grant period. That is, to see how much community members and BPD officers' opinions of their counterparts had changed over the two years of the Project. A non-cost timeline extension for the submission of the Final Project Report only was granted so that the research team could continue administering surveys right up until the end of the original funding period and then still have sufficient time to conduct final analyses of the official BPD and both surveys.

The 3C Project evaluation was originally designed to produce three sets of results: 1) the effectiveness of the Project in reducing gang-related gun violence in the AoC, 2) the effectiveness of the Project in improving the Bakersfield community's perception of the BPD, and 3) the effectiveness of the Project in improving the BPD's perception of the Bakersfield community. For the first set of results, analyses of official BPD gang-related gun crime statistics by the CSUB research team revealed that levels of gang-related gun violence varied erratically

(both increased and decreased) over the course of the 3C Project, but the lack of any statistically significant differences in the levels of gun crimes over the course of the grant period suggests that the Project unfortunately did not have its intended ameliorating effect.

For the second and third sets of results, the CSUB research team analyzed the Community and Police Surveys. Preliminary univariate and bivariate tests suggested that there was little change in either group's attitudes toward the other over the course of the Project, but, if anything, both groups leaned toward having slightly more negative attitudes by the end of the Project – the opposite of the 3C Project's original intention. More advanced multivariate regression analyses of the Community Survey (the sample size for the Police Survey was too small to support more advanced techniques) confirmed that there were few statistically significant predictors (including only demographic controls which were not of primary interest) of changes in community members' attitudes about the BPD over the course of the Project. These results again suggest that the 3C Project unfortunately did not have its intended ameliorating effect on police-community relations either.

Given the surprising results described above, the BPD and Dr. Hays convened to discuss possible explanations for their findings. A number of historical and external event explanations emerged, including the decades-long strained relationship between Bakersfield residents and local law enforcement agencies (including, but not limited to, the BPD) leading up to the 3C Project, as well as the nation-wide saturation of negative press regarding law enforcement as a whole. Such issues have the potential to not only have influenced both the community's and BPD officers' attitudes toward one another, but may also explain the lack of significant reductions in gang-related gun violence. These explanations are discussed upon in more detail,

and directions for future policy and research are reviewed, in the *Summary & Conclusion* section of this report.

Targeted Problem

Much of the gun violence in Bakersfield is attributed to the criminal street gangs that claim parts of the AoC area as their home turf. 45 of the 53 shootings that occurred in this area in the year leading up to the 3C Project were known to be, or likely to be, gang-related. This two square mile area is, by multi-generational tradition, home to several black gangs, such as the East Side Crips, West Side Crips, and Bloods, as well as some Hispanic gangs like the Varrio Bakers and West Side Bakers. Not only are these gangs very active within their home territory, criminal gangs from other Bakersfield gang neighborhoods outside of the AoC frequently enter the area to commit shootings against the home gangs.

The City of Bakersfield, particularly the BPD and those living and working in the AoC, needed to address this long-standing problem of gun violence and gang activity. But, in order to effectively do so, a strong police-community collaboration was necessary, despite an historically strained relationship (see below). Nonetheless, local community leaders acknowledged that the community must work together with the BPD if they ever wanted to see real change. According to Pastor Josephate Jordan of Christ First Ministries, a 20-year veteran minister in Bakersfield, “The black community in Bakersfield needs to get up and work with the police to stop these killings. For too long, the police and the community have been separate.” Pastor Manuel Carrizalez of Stay Focused Ministries and Chairman of the BSSP said, “Nothing can stop

violence like relationships, and the most important one is the relationship the police have with the community. We've got to work together if we want results."

The AoC has a number of churches and service organizations that were unhappy with the level of violence and arrests and would prefer to help change these matters. Unfortunately, many of them lack the capacity to handle the specialized concerns of those engaged in gang life and violent behavior. Yet these organizations, most of which are located within the AoC (or serve community members who live within the AoC) and staffed by people often familiar with the gang members and their families, are best positioned to provide assistance to the at-risk population. Fortunately, however, the awarding of funding for the 3C Project was intended to be put to just such use.

The primary goals of the 3C Project were therefore to: 1) reduce the number of gang-related shootings in the City of Bakersfield, particularly within the AoC, 2) strengthen and build collaborative community relationships between BPD and community partners within the AoC, and 3) build the capacity of front-line BPD officers and community organizations to address implicit bias and build trust with Bakersfield community residents.

3C Project Implementation

Process

In 2011, the BPD joined with the Kern County Superintendent of Schools (KCSOS) and several local community-based organizations to form the Bakersfield Safe Streets Partnership

(BSSP). The BSSP is a collaborative effort among law enforcement, community, and service providers to administer the Operation Ceasefire model in an effort to reduce gang-related shootings and murders. Beginning in February 2011, BSSP has presented the “call-in” message of concern for the individual with no tolerance for gun violence to over 250 active gang members from Bakersfield’s criminal street gangs.

Over time, it became apparent to BSSP members that local community-based organizations could benefit from enhanced capacity to provide relevant services to the populations most at risk of gun and gang violence. Some of the organizations with the best access to active gang members were smaller groups that struggled financially, while other larger groups did not have the same direct contact with active gang members. Services provided by many organizations were aimed at improving quality of life for the general population and were not geared toward the at-risk population.

Implementation of the Ceasefire model also directed police resources to analysis of gang violence. One significant aspect of Bakersfield’s gang shootings was the geographic concentration. While Bakersfield is over 140 square miles, over the last several years 25-40% of the city’s gang-related shootings occurred in a two-square mile area. It was also noted that many shootings, even outside this area, were still related to incidents that occurred within it. Thus, the 3C program was designed to strengthen community relations by enhancing community capacity and working together to reduce gang violence.

3C Partners were selected for established ability to provide services to an at-risk population within the AoC and a demonstrated willingness to collaborate with law

enforcement. Partners of various sizes were selected in order to ensure service delivery while improving local capacity. Three of the partner community-based organizations, Garden Pathways, Stay Focused Ministries, and the National Brotherhood Association, are currently partners with the BPD in the BSSP. In addition to members of the BSSP, three churches primarily serving the African-American population were selected. Two of them, Compassion Christian Center and Christ First Ministries, are located within the AoC. A third, Saints Memorial Church of God in Christ, is located near the AoC and serves a primarily African-American congregation with many associations within the AoC.

Successes

The 3C Project began its training efforts in August 2016 with training in Youth Mental Health First Aid for 28 people. This training was unusual in that law enforcement officers, who have been long used to training consisting primarily of “cops talking to cops,” were placed in classes alongside community members. Positive comments were received from community members, one of whom remarked that the officer seated next to him “was such a nice guy – I never thought he was a cop.”

23 community members and police officers completed Peer Mentor Training presented by The Mentor Center of Oakland in December 2016. Graduates went on to use their mentoring skills in their own community-based organizations and, in the case of the police officers, in partnership with a youth mentor program in a local elementary school.

By far the most widespread result of the 3C Project’s training efforts was the implementation of the Principled Policing program at the Bakersfield Police Department. The

Program provides training to joint law enforcement-community classes in implicit bias, procedural justice, and police legitimacy. Since the first class in September 2017, over 140 police officers and 30 community members have participated classes that address the history of policing, bias and racism in the community, and the need for community recognition of police legitimacy.

Responses to the Principled Policing Program have been overwhelmingly positive. Class evaluations, gathered from every participant, have indicated strong support from police and community participants. Notes from police participants led to adjustments in the curriculum to reduce feelings of accusation or blame while encouraging acknowledgement of history. Based in part on the success of the Program, BPD Chief Lyle Martin has committed the Department to using procedural justice as a foundation for police work in Bakersfield.

Finally, in May 2018, 24 police officers and five community members traveled to the Museum of Tolerance in Los Angeles to experience the Museum's Tolerance Center and Holocaust exhibits along with a professionally-facilitated training in implicit bias. Reports were positive and other community members have expressed interest in participating in future such efforts.

Challenges

Disappointingly, the 3C Project was not able to begin Parent Project Training, until Spring of 2018. Program designers did not anticipate negative connotations of the Parent Project program, as it was perceived by many in the community as a "court-ordered" program for bad parents. Eventually, however, training was accomplished and three local community

members became “train-the-trainers,” able to train more members of local community organizations to administer Parent Project classes. Two sets of Parent Project classes have been completed by graduates of the classes.

In addition to this delay, the 3C Project was implemented only a few months after the November 2015 arrests of BPD Detectives Damacio Diaz and Patrick Mara. Diaz and Mara were accused of stealing large amounts of drugs directly from drug dealers and then selling them to the community. Their arrests were followed by months of high-profile court appearances and eventually, sentencing in September and October 2016 during the first active quarter of the 3C Project.

The impact of the effect of this scandal was made evident during conversations in Principled Policing classes in 2017 and 2018, when law enforcement and community members alike condemned the corrupt officers’ five-year prison sentences as too lenient. Many of these conversations contained surprises for some: community members mistakenly believed the police supported light prison sentences for these individuals. Officers almost unanimously stated they had been personally and negatively affected by Diaz and Mara actions.

As the Diaz-Mara scandal was being revealed, in December 2015, the *Guardian* online magazine published an article labeling Kern County law enforcement as “America’s Deadliest Cops.” Families of persons killed in recent officer-involved shootings organized marches and demonstrations against police brutality, something rarely seen in Kern County. This touched every aspect of policing as officers worked to build trust, even as repeated media exposure to

officer-involved shooting stories and statistics coloring the public perception of law enforcement at every turn.

Nor did these issues only affect the public. Officers arrived to work to find demonstrators in front of the BPD building, labeling them as “murderers.” At one community outreach event, officers shared a meal with community members and had what was generally agreed to be a respectful conversation. As they left, however, an officer who had been in an officer-involved shooting was approached by a woman who called the officer by name and pleasantly introduced herself. She pressed an object into the officer’s hand while shaking hands, then walked away. The object was a button showing a photo of the woman’s brother – the man killed in the officer-involved shooting.

In addition to the challenging environment, 3C Project struggled with some procedural issues. The BPD provided training on completion of paperwork and grant reimbursements, but few of the community-based partner organizations complied at first. The variety of procedures and activities among the organizations, coupled with personnel turnover in police and community organizations alike, led to frustration on both sides.

3C Project Evaluation Data Collection

Data collection for the evaluation of the 3C Project consisted of three elements: official gang-related gun crime statistics obtained from the BPD, a Community Survey of Bakersfield residents, and a Police Survey of BPD officers. First, official crime statistics were obtained from the BPD for the purpose of evaluating the effectiveness of the 3C Project on reducing gang-related gun crimes in the AoC. Data for all crimes was collected both for the AoC and the rest

of Bakersfield (i.e., outside the AoC) for comparative purposes. Specifically, monthly data on all gang-related gun homicides and non-fatal shootings for both geographic areas were collected 24 months prior to the start of the 3C Project (June 2014 – July 2016) to be used as a baseline and then for each month of the two-year study period (July 2016 – July 2018) for a total of 48 months (four years) worth of data. Due to the relatively small sample size (48 months), only basic univariate and bivariate statistical analyses are possible (no multivariate analyses were conducted due to the lack of statistical power), as reported below.

The second and third sources of data were a Community Survey of Bakersfield residents and a Police Survey of BPD officers collected for the purpose of evaluating the effectiveness of the 3C Project on improving police-community relations, as determined from both the community's perspective, as well as BPD officers' perspectives. For both surveys, the research team from CSUB originally proposed conducting multiple waves of surveys of both groups, once at the start of the 3C Project and once toward the end of the Project. Unfortunately, due to a number of delays, including a delay in the grant award, revisions to budget and the corresponding approval process, contract negotiations between the City of Bakersfield and CSUB, a delayed Institutional Review Board process, and issues with the hiring of research assistants, the initial data collection for the both surveys did not begin until the second year of the funding period (July 2017 – June 2018). Subsequently, instead of collecting multiple waves of survey data, the research team revised both the Community Survey and the Police Survey to be administered as only a single wave. This new set of surveys was specifically redesigned to assess respondents' perceptions of how much key topics of interest had changed over the course of the funding period (i.e., between the start of the Project in July, 2016, and through

the end of the Project in June, 2018. As such, these revisions allowed the research team to still evaluate whether the 3C Project had an influence on either, or both, the Bakersfield community's or the BPD's perception of their joint relationship over time. For more information on how change in Community & Police Survey respondents' perceptions was measured, see the *Variables* discussion below.

For the Community Survey, the research team worked with the BPD and a variety of the 3C Project community partners to host in-person survey administrations within the AoC. Surveys were conducted only within the confines of the AoC since our target sample was primarily AoC residents. Nonetheless, as many of the survey administrations took place at events open to the general public, many respondents who completed the Community Survey were not AoC residents. As described in more detail below, however, this turned out to be beneficial as it allowed the research team to conduct comparative analyses between AoC residents and other Bakersfield residents living outside of the AoC. Surveys were administered by the CSUB research team to small groups of community residents via paper and pencil, and individually via a web-based questionnaire, as desired. The paper survey and the web-based questionnaire were identical in format and content and were designed to specifically assess changes in residents' perceptions of the police over time. The web-based questionnaires were administered using "Survey Monkey" brand commercial web survey software. Surveying was conducted under appropriate protocols for the protection of human subjects and using methodology informed by the Dillman Method. A total of 184 paper and web-based surveys were collected. While the final sample size was smaller than originally desired, it was sufficient to allow for statistical analysis, as reported below.

For the Police Survey, the research team focused on BPD officers who were assigned to the AoC only. Surveys were self-administered via e-mail with a link to a web-based questionnaire designed specifically to assess changes in officers' perceptions of the public over time. The Police Survey was self-administered via the web-based questionnaire only (rather in groups as was done for community members), so that officers would feel freer to be truthful and accurate in their survey responses. Like the Community Survey, the Police Survey was administered using "Survey Monkey" brand commercial web survey software. Surveying was again conducted under appropriate protocols for the protection of human subjects and using methodology informed by the Dillman Method. A total of 26 surveys were collected. Despite the small final sample, only a total of 72 officers are assigned to the AoC, so a response rate of 36.1% was acceptable.

3C Project Evaluation Variables

Official BPD Crime Data

Four primary variables were created using official BPD crime data which each served as a separate dependent variable in the analyses described below. Those variables measured the total monthly number of *Gang-Related Gun Homicides* and *Gang-Related Non-Fatal Shootings* known to the BPD that occurred both within the AoC (two variables) and outside of it in the rest of Bakersfield (two variables). No modifications or transformations were made to the data obtained from the BPD.

In addition to the four official BPD gun violence dependent variables described above, measures of time (months) were used to create three independent variables: *Project Start*, *Project Half*, and *Project Thirds*. *Project Start* was a dichotomous variable that compared 24 months leading up to the start of the 3C Project (July 2014 through June 2016 = 0) to the 24 months of the grant funding period (July 2016 through June 2018 = 1). The purpose of this variable was to allow the research team to see whether there were any significant differences in levels of the four dependent gun violence variables before the 3C Project had started and after it had gotten underway.

Because it was unlikely that significant differences in gun violence would result so quickly after the 3C Project had begun, however, the *Project Half* dichotomous variable was created to compare the 24 months leading up to the 3C Project plus the first 12 months of the Project (July 2014 through June 2017 = 0) to the final 12 months of the Project (July 2017 through June 2018 = 1). *Project Half* therefore allowed the research team to determine whether there were any significant differences in the four measures gun violence one year after the implementation of the 3C Project.

The final time-based independent variable was a three-category measure of the 24 months leading up to the start of the 3C Project (July 2014 through June 2016 = 1), the first twelve months of the Project (July 2016 through June 2017 = 2), and the final 12 months of the Project (July 2017 through June 2018 = 3). This variable allowed the research team to test for any significant differences in the levels of the four measures of gun violence across all three time periods so that they could determine if there were any changes in how the 3C Project affected the dependent variables over time.

Due to the relatively short grant period (two years) and because there are no sources of monthly data for the standard types of control variables typically used in studies of crime rates (e.g., neighborhood- or city-level measures of sex, age, race/ethnicity, social class, etc.), no control variables were included for the analysis.

Community Survey

Primary Variables

Based on the Community Survey, the research team examined three primary latent variables which served as both independent and dependent variables: *Changes in Attitudes Toward the Police*, *Changes in When the Police Contact the Community*, and *Changes in When the Community Contacts the Police*. Each latent variable was created by conducting factor analyses (varimax rotation) of a variety of interrelated survey questions which assessed respondents' opinions about each of the three topics listed above. For example, the *Changes in Attitudes Toward the Police* latent variable was comprised of six Likert-type scale survey questions regarding how much respondents perceived changes in police behavior over the course of the 3C Project. Specifically, respondents were asked how much they agreed or disagreed that the police 1) came more quickly now, 2) were doing a better job preventing crime now, 3) used force without good cause more now (reverse-coded), 4) were more trustworthy now, 5) racially profiled less now, and 6) were trying to get people in trouble more now (reverse-coded). Response options for each question ranged from 1 = strongly disagree to 5 = strongly agree. Then, if factor analysis revealed that survey responses loaded together onto a single component, the research team concluded that all those questions did in fact measure a

single underlying latent factor. In any cases where individual survey responses did not load on the same component as the other responses, they were eliminated from the analysis and a new, reduced factor analysis was conducted to verify that remaining responses all loaded on to a single component.

Once factor analyses revealed only a single component for each of the three latent topics, the mean value of all the measures for each topic was calculated. These means were what the research team ultimately used as the primary latent variables in the following analyses. For example, all six of the survey questions regarding changes in respondents' perceptions of police behavior over the course of the Project all loaded together on a single component, so the research team therefore calculated the mean of all those survey questions to create the variable which is labeled as *Changes in Attitudes Toward the Police* throughout the remainder of this report ($\alpha = 0.771$).

The same process was used to create the two other primary latent variables. *Changes in When the Police Contact the Community* measured community residents' underlying attitudes about procedural justice in police-initiated contacts. This variable was comprised of three Likert-type scale survey questions which assessed how much respondents agreed or disagreed with statements about 1) police explanations for the contact improving, 2) police showing more respect now, and 3) the fairness of the contact improving. Response options for each question again ranged from 1 = strongly disagree to 5 = strongly agree. The mean for all three survey questions was then calculated for each respondent to create the *Changes in When the Police Contact the Community* variable ($\alpha = 0.895$).

Finally, *Changes in When the Community Contacts the Police* measured respondents' underlying attitudes about procedural justice in contacts they initiated with the police. This variable was also comprised of three Likert-type scale survey questions which assessed how much respondents agreed or disagreed with statements about 1) police showing more respect now, 2) the outcome of their contacts being more improved now, and 3) increased willingness to contact the police now. As with the other primary latent variables, response options for each question ranged from 1 = strongly disagree to 5 = strongly agree. The mean for all three survey questions was then calculated for each respondent to create the *Changes in When the Community Contacts the Police* variable ($\alpha = 0.878$).

Control Variables

In addition to the primary latent variables described above, the research team included a number of demographic and 3C Project awareness variables in order to account for any possible spurious effects of individual differences in demographics or prior knowledge of the Project. Demographic controls included *Area of Concern Resident* (1 = Yes; 0 = No), *Male* (1 = Yes; 0 = No), an ordinal measure of *Age* (ranging from 1 = 18 – 19 years old to 5 = 50 years old or more), three dichotomous race/ethnicity variables (*Black*, *Hispanic*, and *Other* [1 = Yes; 0 = No]; White served as the reference category), *Bakersfield Native* (1 = Yes; 0 = No), an ordinal measure of how long each resident has lived at their current address (*Length of Time at Current Address*, ranging from 1 = Less than One Year to 5 = 25 years or more), *Employed* (1 = Yes; 0 = No), an ordinal measure of *Education* (ranging from 1 = Less than a High School to 4 = College Degree or more), and an ordinal measure of household *Income* (ranging from 1 = less than \$19,999 annually to 5 = \$50,000 or more annually).

Seven additional control variables were created to account for any possible effects that respondents' prior knowledge of the 3C Project might have had on the survey questions utilized to create three primary latent variables. The 3C Project awareness controls were all assessed using Likert-type scale questions to determine how much respondents agreed or disagreed with statements regarding whether they were previously aware of the 3C Project (*3C Project Awareness*), whether they were previously aware of the BSSP (*BSSP Awareness*), whether the 3C Project would reduce gang-related gun crimes (*3C Project Gun Crimes*), whether the 3C Project would improve police-community relations (*3C Project Community Relations*), whether mental health training would reduce gang-related gun crimes (*Mental Health Training*), whether peer mentoring would reduce gang-related gun crimes (*Peer Mentoring*), and whether parental skill building would reduce gang-related gun crimes (*Parental Skill Building*). Response options for each question ranged from 1 = strongly disagree to 5 = strongly agree.

Police Survey

Primary Variables

Because the Police Survey largely mirrored the Community Survey in terms of survey questions, the variables that were created from it are very similar to what was presented in the previous section. In order to conserve space, this review of the Police Survey variables is limited to the major differences across the two surveys. For example, as with the Community Survey, the research team created three primary latent variables that assessed BPD officers' opinions regarding *Changes in Attitudes Toward the Community*, *Changes in When the Community Contacts the Police*, and *Changes in When the Police Contact the Community*. Each

latent variable for the Police Survey was created using the same processes identified in the previous section, although the survey questions differed slightly. For example, in order to assess *Changes in Attitudes Toward the Community* from the perspective of BPD officers, six Likert-type scale survey questions were used. Specifically, officers were asked how much they agreed or disagreed that members of the AoC community 1) were more likely to call for help now, 2) were more willing to assist in crime fighting now, 3) used force against them more now (reverse-coded), 4) were more trustworthy now, 5) were more disrespectful now (reverse-coded), and 6) were just trying to get officers in trouble more now (reverse-coded). Response options for each question ranged from 1 = strongly disagree to 5 = strongly agree. Then, using the same process as described for the Community Survey latent variables, we created the *Changes in Attitudes Toward the Community* using the mean value of all six survey questions for each officer ($\alpha = 0.750$).

For *Changes in When the Community Contacts the Police*, which measured BPD officers' underlying attitudes about procedural justice in community-initiated contacts, three Likert-type scale survey questions were used. Respondents were asked how much they agreed or disagreed with statements about 1) community member explanations for the contact improving, 2) community members showing more respect now, and 3) their satisfaction with community member-initiated contacts improving. Response options for each question again ranged from 1 = strongly disagree to 5 = strongly agree. The mean for all three survey questions was then calculated for each respondent to create the *Changes in When the Community Contacts the Police* latent variable ($\alpha = 0.772$).

Finally, *Changes in When the Police Contact the Community* measured BPD officers' underlying attitudes about procedural justice in contacts that they initiated with members of the AoC community. This variable was also comprised of three Likert-type scale survey questions which assessed how much respondents agreed or disagreed with statements about 1) community members showing more respect now, 2) community members being more helpful now, and 3) officers' increased willingness to make contact with the community now. As with the other primary latent variables, response options for each question here ranged from 1 = strongly disagree to 5 = strongly agree. The mean for all three survey questions was then calculated for each respondent to create the *Changes in When the Police Contact the Community* variable ($\alpha = 0.561$).

Control Variables

In addition to the primary latent variables described above, the research team included similar demographic control variables and all the same 3C Project awareness control variables for the Police Survey. Like the Community Survey, demographic controls for BPD officers included sex (*Male*: 1 = Yes; 0 = No), an ordinal measure of *Age* (ranging from 1 = 18 – 19 years old to 5 = 50 years old or more), three dichotomous race/ethnicity variables (*Black*, *Hispanic*, and *Other* [1 = Yes; 0 = No]; White served as the reference category), *Bakersfield Native* (1 = Yes; 0 = No), an ordinal measure of *Education* (ranging from 1 = High School or equivalent to 5 = Advanced Degree), and an ordinal measure of household *Income* (ranging from 1 = less than \$49,999 annually to 5 = \$80,000 or more annually). In addition to these controls, BPD officers were also asked about how long they worked for BPD (*Length of Service*; an ordinal measure ranging from 1 = Less than One Year to 5 = 20 Years or More) and how long they had been

assigned to the AoC (*Time in AoC*; an ordinal measure ranging from 1 = Less than One Year to 4 = Five Years or More).

For the 3C Project awareness controls, each of the seven variables was created using exact the same survey questions used for the Community Survey described above. Briefly, those variables, from the officers' perspective in this case, were *3C Project Awareness*, *BSSP Awareness*, *3C Project Gun Crimes*, *3C Project Community Relations*, *Mental Health Training*, *Peer Mentoring*, and *Parental Skill Building*. Response options for each question again ranged from 1 = strongly disagree to 5 = strongly agree.

3C Project Evaluation Analytic Strategy

Official BPD Crime Data Strategy

In order to analyze the official BPD crime data, the research team conducted both univariate and bivariate analyses in a statistical analysis software application called Statistical Package for the Social Sciences (SPSS). Based on the relatively small size of the BPD crime data set (n = 48 months) and the limited number of variables (four dependent variables, only three independent variables, and zero control variables), multivariate analyses were not appropriate and none were conducted. Univariate descriptive statistics were obtained for each of the dependent variables and broken down by year as defined by the grant funding period (e.g., July through the following June for 2014, 2015, 2016, 2017, and 2018).

Preliminary bivariate t-test analyses were then conducted in order to determine whether there was any significant variation in the four dependent variables for each of the three measures of time. Significant results in the t-tests would indicate that more sophisticated analyses might be warranted. In this case, however, the majority of the t-test analyses returned non-significant results (described in more detail in the *Results* section below), but a few significant results led the research team to believe that more sophisticated analyses could provide additional useful information.

More advanced Bivariate One-Way Analysis of Variance (ANOVA) tests were then conducted for each of the four dependent gun violence variables. ANOVA tests allow researchers to compare the means of three or more different groups in order to determine whether those means are significantly different from one another. In this case, the research team sought to compare the mean levels of gang-related gun violence within, and outside, the AoC across three time periods – before the start of the 3C Project, during the first year of the Project, and during the second (final) year of the Project. If there were significant differences in the means of the dependent variables across each time period, the research team would then be able to conclude that the 3C Project did in fact have an effect on levels of gun violence.

Community Survey Strategy

In order to analyze the Community Survey, the research team conducted a number of univariate, bivariate, and multivariate analyses in SPSS. Univariate descriptive statistics were obtained for the three primary latent variables and all the demographic and 3C Project awareness control variables. Preliminary bivariate t-test analyses were then conducted to

determine whether there was any significant variation in the three primary latent variables for each control variable. Such preliminary analyses could also assist in determining whether multivariate analyses would be justified. Despite limited success in the bivariate t-tests, the research team decided that multivariate Ordinary Least Squares (OLS) regression analyses could be informative in determining whether the 3C Project was effective in improving police-community relations.

Multivariate OLS regression analyses were conducted for each of the three primary latent variables: *Changes in Attitudes Toward the Police*, *Changes in When the Police Contact the Community*, and *Changes in When the Community Contacts the Police*. Each of the primary latent variables was set as a dependent variable in three separate models and then regressed on the two other primary latent variables, plus all the controls described above. For comparative purposes, the tables in the *Results* section below present standardized beta coefficients which should be interpreted in terms of changes in standard deviations rather than each variable's original unit of measure. When comparing beta coefficients, because the same standard deviation scale is used for all estimates in the model, effect sizes can be compared directly to see which variables had larger or smaller impacts on the outcome. Based on these analyses, if the research team observed that any of the primary latent variables or key control variables significantly predicted changes in the rotating outcomes, they would then be able to draw conclusions about the effectiveness of the 3C Project on influencing the police-community relationship, from the community's perspective.

Police Survey Strategy

For the Police Survey, the research team conducted univariate analyses only. Due to the small sample size for the Police Survey ($n = 26$), bivariate and multivariate analyses were not appropriate. Attempting to conduct such analyses without the power of a larger sample would result in inaccurate and inflated estimates at best, and might not even be possible for the program to analyze at worst. Therefore, for the Police Survey, only univariate descriptive statistics obtained using SPSS are presented in the *Results* section below for the three primary latent variables and all the demographic and 3C Project awareness control variables.

3C Project Evaluation Official Data Results

Univariate Results

Table 1.1 (next page) presents the descriptive statistics for the official BPD data on gang-related gun homicides and non-fatal shootings both within the AoC and for the rest of Bakersfield. The data is presented based on the 3C Project timeline, such that each cell in the table represents one year's worth of data between July of each year and June of the following year (matching the grant funding period). In other words, because the grant funding period began in July of 2016 and ended in June of 2018 (spanning a total of two years), Table 1.1 displays single years of data based on those months.

Table 1.1. BPD Official Data Descriptive Statistics

Time Period	Area of Concern GR Gun Homicides	Area of Concern GR, NF Shootings	Rest of Bakersfield GR Gun Homicides	Rest of Bakersfield GR, NF Shootings
2 Years Prior to 1 Year Prior (July 2014 - June 2015)	5	14	4	28
1 Year Prior to Project Start (July 2015 - June 2016)	3	28	10	44
Project Start to End Project Year 1 (July 2016 - June 2017)	2	10	7	38
End Project Year 1 to End Project Year 2 (July 2017 - June 2018)	6	12	7	25

Note: GR = Gang-Related; NF = Non-Fatal

In addition to Table 1.1, Figures 1.1 (All Gang-Related Gun Crimes for All of Bakersfield, July 1, 2014 – June 30, 2014, next page)ⁱⁱⁱ and 1.2 (All Gang-Related Gun Crimes in the Area of Concern Only, July 1, 2014 – June 30, 2018, next page)^{iv} provide an alternate method for visualizing the distribution of gang-related gun crimes (both homicides and non-fatal shootings) within Bakersfield leading up to, and during, the grant period. Triangles represent crimes which took place outside of the AoC, while octagons represent crimes within the AoC. Orange shapes indicate that the crimes took place in the two-year period leading up to the 3C Project (July 1, 2014 – June 30, 2016). Blue shapes signify all crimes that occurred during the first year of the Project (July 1, 2016 – June 30,

FIGURE 1.1. GANG-RELATED GUN CRIMES
ALL OF BAKERSFIELD (JULY 1, 2014 – JUNE 30, 2018)

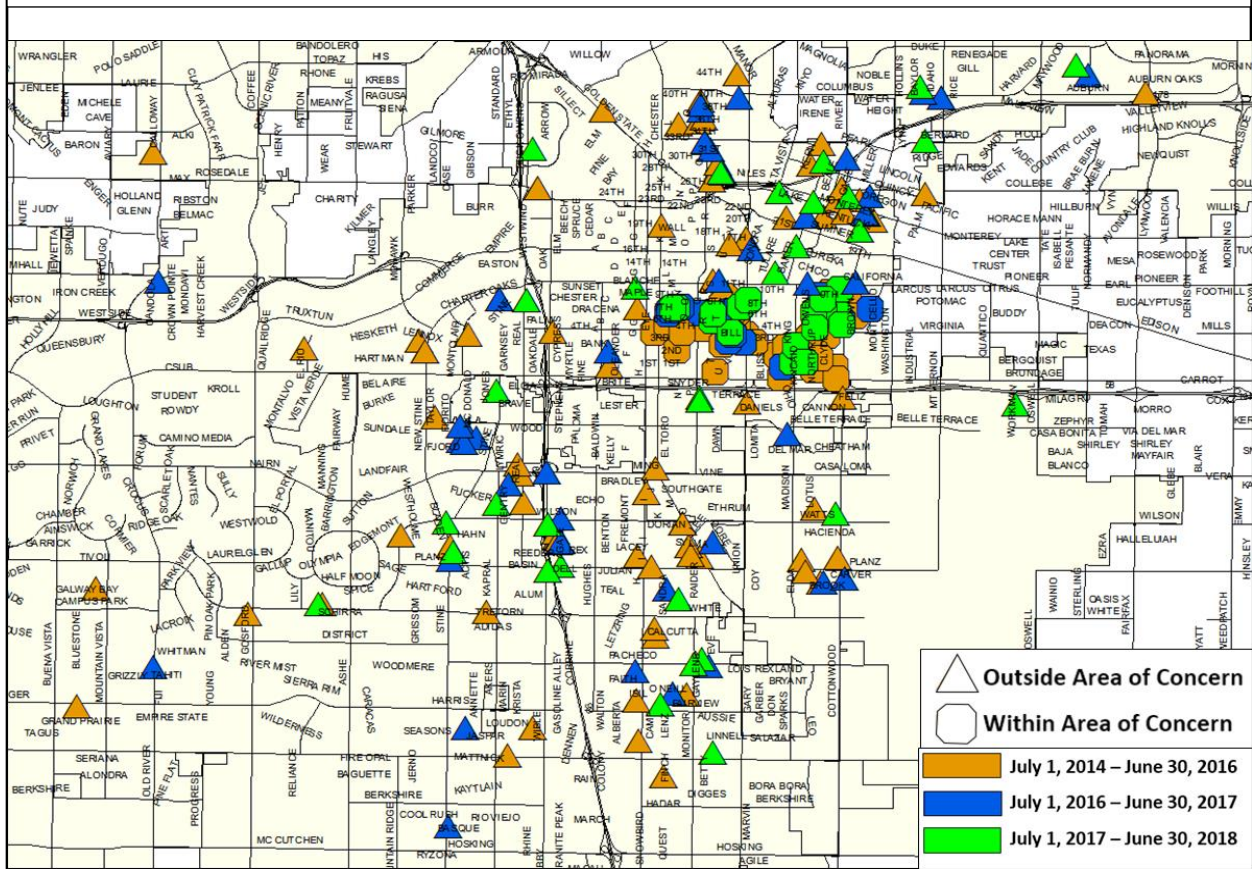
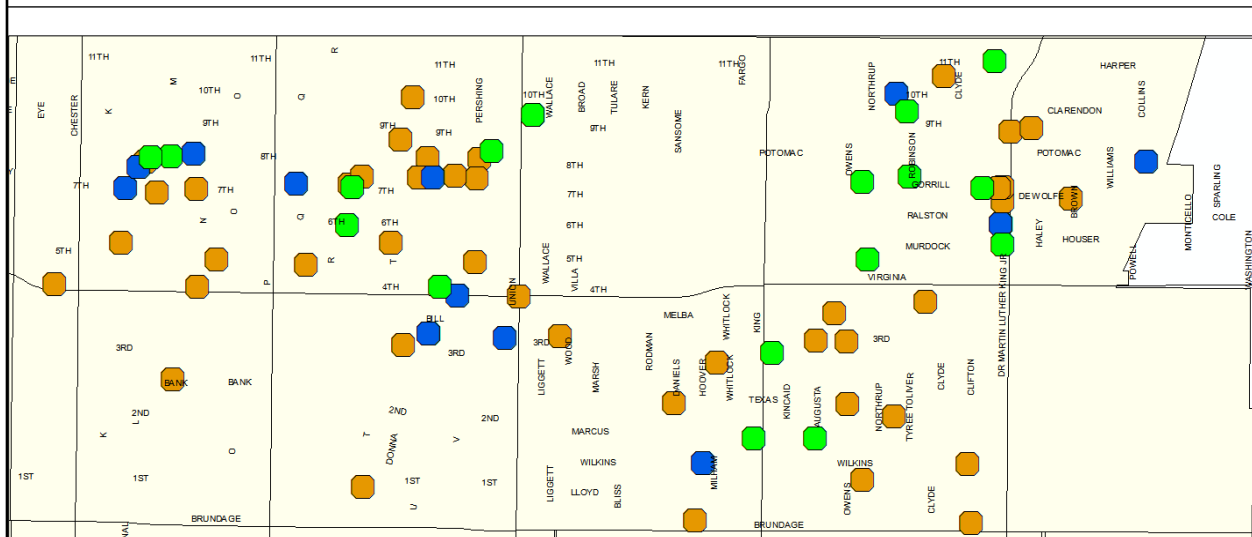
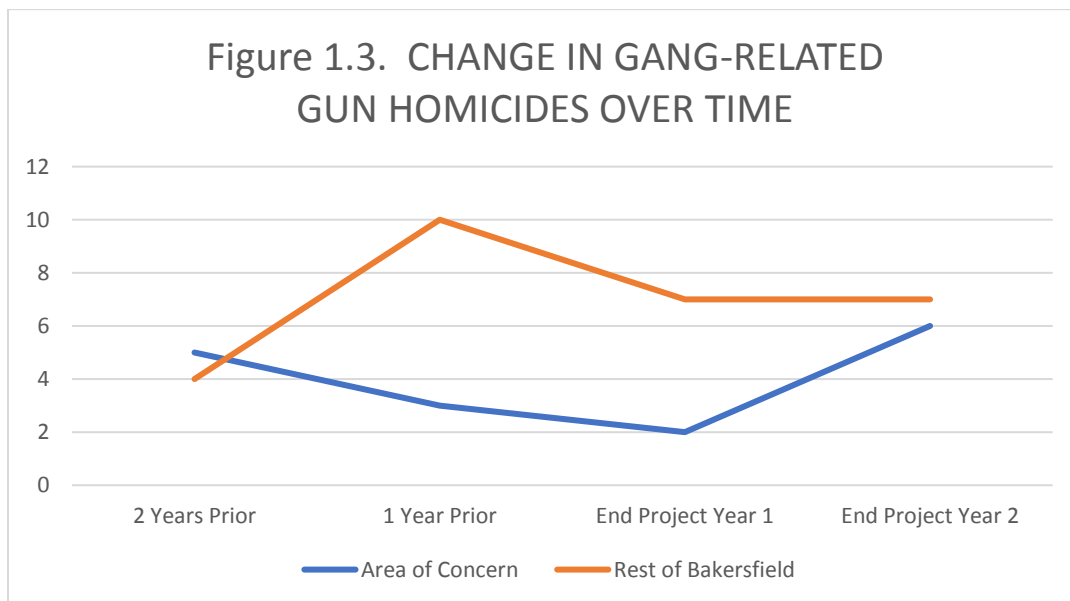


FIGURE 1.2. GANG-RELATED GUN CRIMES
AREA OF CONCERN ONLY (JULY 1, 2014 – JUNE 30, 2018)

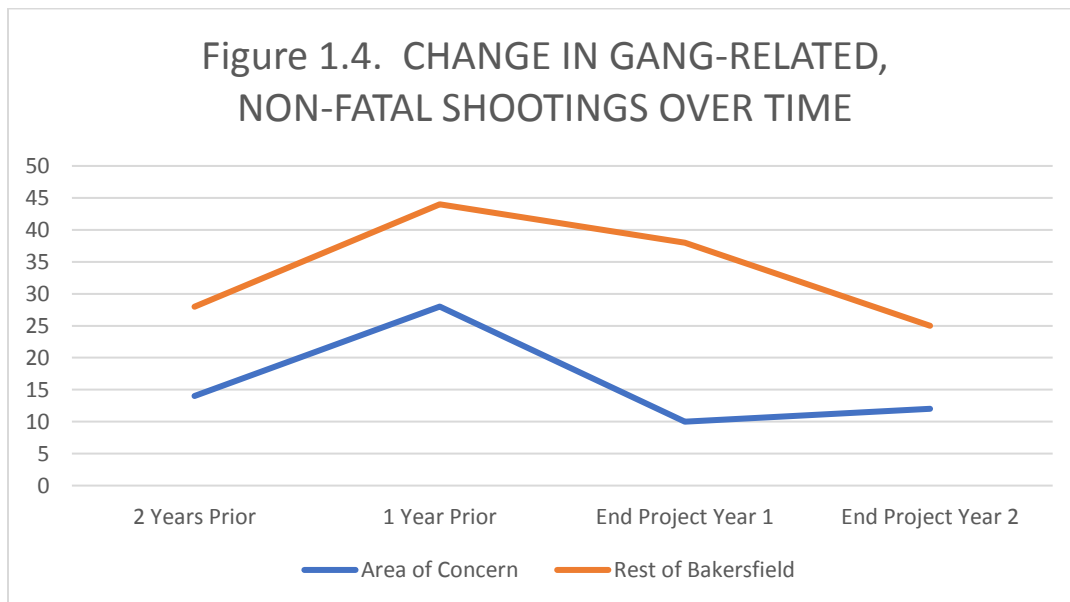


the 3C Project (July 1, 2017 – June 30, 2018).

Two additional figures, Figures 1.3 (for Gang-Related Gun Homicides) and 1.4 (for Gang-Related Non-Fatal Shootings, next page), help illustrate the trend in both types of crimes over time. Given the original expectations for the 3C Project, Table 1.1 and all the included figures combine to reveal an unexpected outcome. The data show that both gang-related gun homicides and non-fatal shootings appear to have varied erratically over time without any identifiable pattern. In other words, despite the original expectations for the Project, the research team found no consistent pattern of decreasing gun-homicides nor non-fatal shootings inside the AoC over the course of the grant period. Specifically, while gang-related gun homicides and non-fatal shootings within the AoC did decrease over the course of the first year of the Project (66.7% and 35.7% decreases, respectively), both types of crime surprisingly increased during the second year of the project (200% and 20% increases, respectively).



Outside of the AoC (in the rest of Bakersfield), a similarly unexpected set of trends were observed. Both gang-related gun homicides and non-fatal shootings decreased over the course of the first year of the Project (70% and 86.4% decreases, respectively). In the second year of the Project, however, gang-related gun homicides remained steady (0.0% change) rather than increasing as they did in the AoC, while non-fatal shootings actually decreased (65.8%) rather than increasing as they did in the AoC. Given these univariate results, it appears that the 3C Project unfortunately did not reduce gang-related gun violence in the AoC as compared to the rest of Bakersfield. To determine whether these unanticipated results were statistically significant, however, more advanced analyses were also conducted.



Bivariate Results

In order to better assess whether the 3C Project reduced gang-related gun violence in the AoC, a number of preliminary tests were required. First, bivariate independent sample t-tests (not shown here; available from the research team) were conducted in order to determine

whether there were statistically significant differences in the mean levels of the four dependent variables (*Area of Concern Gun Homicides, Area of Concern Non-Fatal Shootings, Rest of Bakersfield Gun Homicides, and Rest of Bakersfield Non-Fatal Shootings*) based on the various independent variables measuring time (*Project Start, Project Half, and Project Thirds*). Unfortunately, the t-tests for three of the four dependent variables revealed that there were no statistically significant differences in the mean levels of gun homicides and non-fatal shootings within the AoC for the tested time periods, nor were there any significant differences for gun homicides in the rest of Bakersfield for those time periods. Only for non-fatal shootings outside of the AoC were any significant differences observed.

Given the t-test results described above, further analysis of the official crime data was not fully warranted. Nonetheless, because there were some significant results and because the univariate results described above were so unexpected, ANOVA analyses for each of the four dependent variables were conducted and are discussed below.

Table 1.2 (next page) presents the results of the four models analyzed for this part of the study; one model for the mean differences in each of the four dependent variables: *Area of Concern Gun Homicides, Area of Concern Non-Fatal Shootings, Rest of Bakersfield Gun Homicides, and Rest of Bakersfield Non-Fatal Shootings*. Because ANOVA techniques are intended only for use with independent variables that have three or more categories or groups (as described above, *Project Start* and *Project Half* were dichotomous), only the *Project Thirds* variable was used as a grouping (i.e., independent) variable.

Table 1.2. One Way ANOVA Multiple Comparisons Results

Independent Variable: Time (in months)	Area of Concern Dependent Variables		Rest of Bakersfield Dependent Variables	
	Mean Difference in GR Gun Homicides (Standard Error)	Mean Difference in GR, NF Shootings (Standard Error)	Mean Difference in GR Gun Homicides (Standard Error)	Mean Difference in GR, NF Shootings (Standard Error)
Before Project Start	Project Year 1	0.23 (0.22)	0.45 (0.45)	-0.28 (0.24)
	Project Year 2	-0.01 (0.20)	0.73 (0.41)	-0.03 (0.22)
Project Year 1	Before Project Start	-0.23 (0.22)	-0.45 (0.45)	0.28 (0.24)
	Project Year 2	-0.24 (0.24)	0.28 (0.49)	0.25 (0.27)
Project Year 2	Before Project Start	0.01 (0.20)	-0.73 (0.41)	0.03 (0.22)
	Project Year 1	0.24 (0.24)	-0.28 (0.49)	-0.25 (0.27)
		F = 0.62 (2,46)	F = 1.67 (2,46)	F = 0.69 (2,46)
				F = 3.42* (2,46)

Notes: † p < 0.10; * p < 0.05; ** p < 0.01; *** p < 0.001
 GR = Gang-Related; NF = Non-Fatal

As expected based on the preliminary t-tests, Table 1.2 once again illustrates that there were no statistically significant results observed for three of the four dependent variables: *Area of Concern Gun Homicides*, *Area of Concern Non-Fatal Shootings*, and *Rest of Bakersfield Gun Homicides*. For the last dependent variable, *Rest of Bakersfield Non-Fatal Shootings*, however, there were statistically significant differences across the means of the three time groups ($F[2,46] = 3.42, p < 0.05$). Specifically, Tukey post hoc tests revealed that the mean level of gang-related non-fatal shootings outside of the AoC were significantly lower during both the first ($-0.89, p < 0.05$) and second ($-1.75, p < 0.05$) years of the Project, compared to before the start of the Project. Overall, however, these results largely confirm the results of the univariate analyses and unfortunately suggest that the 3C Project was not effective in reducing gang-related gun crimes in the AoC as had been expected.

There are a number of possible explanations for these surprising results, including the potential influence of historical and external events on gang-related gun violence. For example, the city of Bakersfield has experienced higher-than-average levels of gang-related violence for decades and the BPD has been working to fight back against the problem for decades as well. As a result, the 3C Project is just one of a number of crime-fighting strategies that the BPD is employing to reduce gang-related gun violence. It may be that some of these other strategies are confounding the specific effects that the 3C Project truly had on those crimes. That is, even though the 3C Project may have actually had a negative (i.e., decreasing) effect on gang-related gun crimes, other previous and/or concurrent crime-fighting strategies may have also been taking effect during the 3C Project grant period and influencing gang-related gun crimes in the unexpected ways that we observed. More on why the 3C Project may not have been as

effective as had been expected is discussed in more detail in the *Summary & Conclusion* section of this report.

3C Project Evaluation Community Survey Results

Univariate Results

Table 2.1 (next page) presents the descriptive statistics for the Community Survey (n = 184), including the primary latent predictor and outcome variables (discussed in more detail below), as well as all control variables. Beginning with the demographic control variables, the majority of respondents were female (59%). The mean age of respondents for this survey was 39.84 (not displayed). The modal age category for respondents was 30 – 40 years old (1.6% were < 20; 20.7% were 20 – 29; 28.3% were 30 – 39; 16.8% were 40 – 49; 21.2% were 50+). For race and ethnicity, the AoC is located in a part of Bakersfield that has a disproportionately high rate of African American residents in comparison to the rest of the city. In descending order, 43% of respondents were African American, 35% of respondents were Hispanic, 14% of respondents were White, and 8% of respondents identified as some other race or combination of races. 54% of respondents were Bakersfield natives and the average length of time residing at the respondents' current address was 9.57 years (not shown). The modal length of time category for respondents was 6-10 years. 64% of respondents were employed at the time of the survey. The average level of education was between High School Degree (or equivalent) and some college (did not finish) (mean = 2.50). The average household income was between \$20,000 per year and \$39,999 (mean = 2.54). Unfortunately, despite our intent to focus

primarily on AoC residents, only 34% of respondents (n = 49) were willing to report that they lived within the specified Area of Concern.

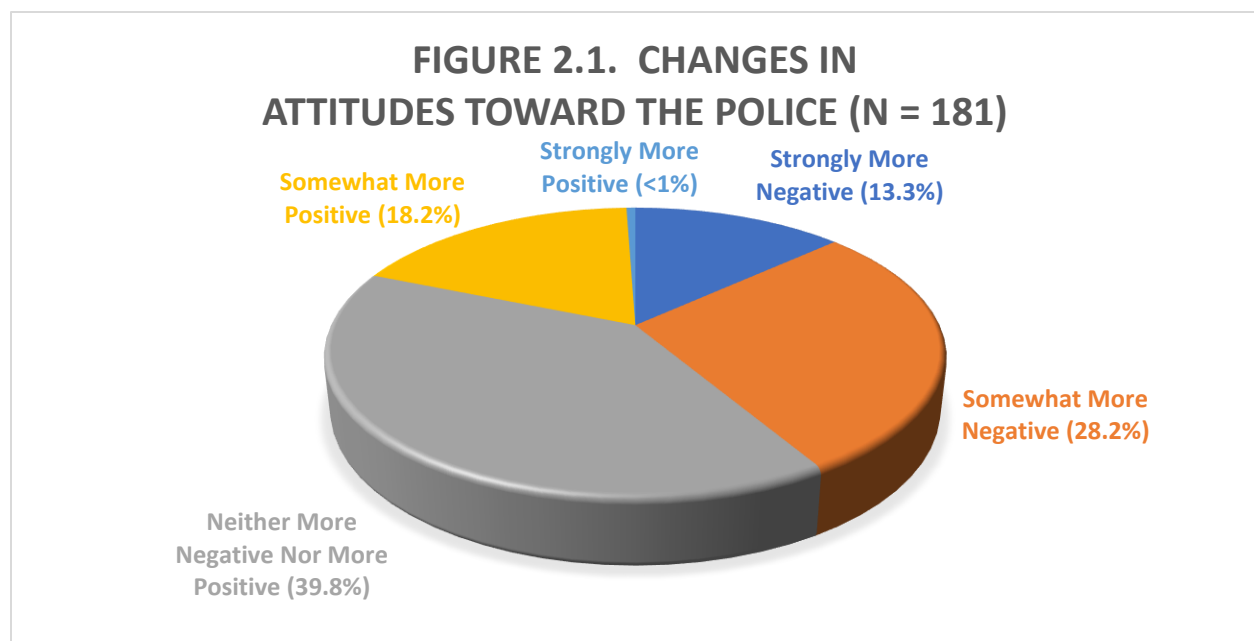
Table 2.1. Community Survey Descriptive Statistics

Variable (n = 184)	Mean	Std. Dev.	Min.	Max.
Changes in Attitudes toward the Police	2.61	0.90	1.00	4.67
Changes in When Police Contact the Community	2.88	1.21	1.00	5.00
Changes in When Community Contacts the Police	2.88	1.24	1.00	5.00
Area of Concern Resident	0.34	0.47	0.00	1.00
Male	0.41	0.49	0.00	1.00
Age (Ordinal)	3.40	1.14	1.00	5.00
White	0.14	0.35	0.00	1.00
Black	0.43	0.50	0.00	1.00
Hispanic	0.35	0.48	0.00	1.00
Other	0.08	0.27	0.00	1.00
Bakersfield Native	0.54	0.50	0.00	1.00
Length of Time at Current Address (Ordinal)	2.77	1.19	1.00	5.00
Employed	0.64	0.48	0.00	1.00
Education	2.50	0.93	1.00	4.00
Income	2.54	1.58	1.00	5.00
3C Project Awareness	2.36	1.40	1.00	5.00
BSSP Awareness	2.42	1.44	1.00	5.00
3C Project Gun Crimes	3.03	1.23	1.00	5.00
3C Project Community Relations	3.13	1.24	1.00	5.00
Mental Health Training	3.70	1.35	1.00	5.00
Peer Mentoring	3.63	1.26	1.00	5.00
Parental Skill Building	3.74	1.36	1.00	5.00

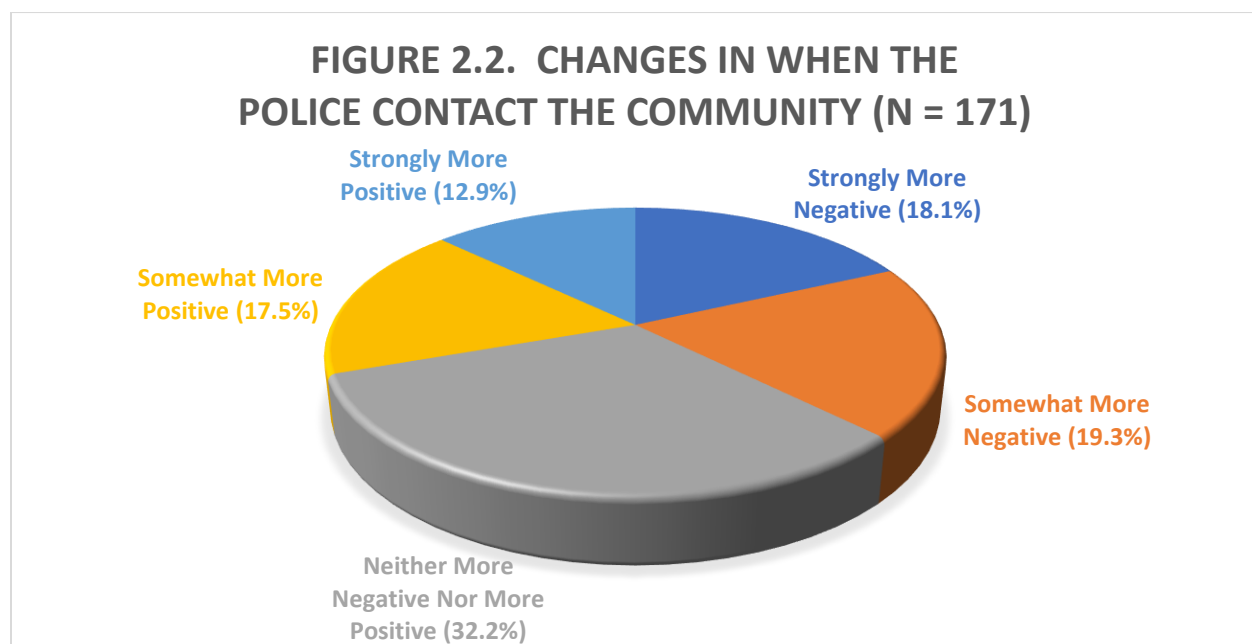
In regards to the 3C Project awareness controls, respondents generally had not been previously very aware of the 3C Project itself (mean = 2.36) or the BSSP (mean = 2.42). Then, after learning about the 3C Project from the research team, respondents had very mixed expectations for how effective the Project could be in reducing gun crimes (mean = 3.03), but were slightly more optimistic about its possibility for improving police-community relations

(mean = 3.13). Finally, respondents were more optimistic about the individual potential effects of three of the specific components of the 3C Project (Mental Health Training, mean = 3.70; Peer Mentoring, mean = 3.63; Parental Skill Building, mean = 3.74). As the means for these controls indicate, unfortunately, the modal responses for all of the 3C Project awareness controls were still the “Neither Agree nor Disagree,” indicating that the majority of respondents did not have much opinion either way about the 3C Project and its potential effectiveness.

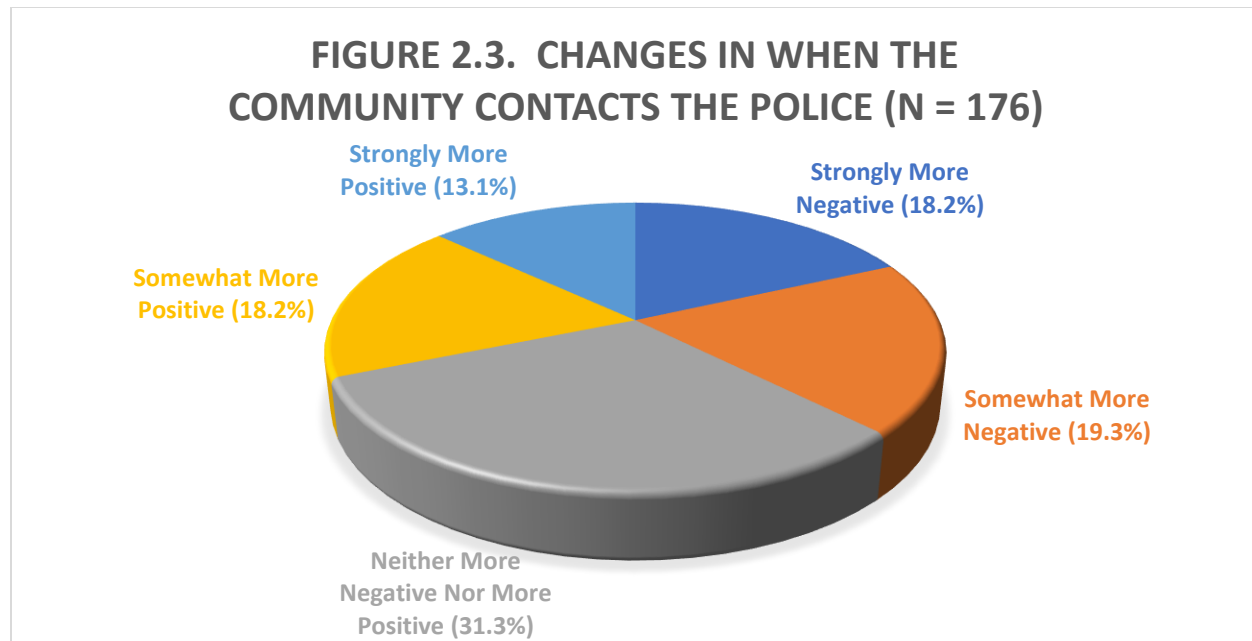
For the three primary latent variables, it is also informative to discuss our univariate results using figures in addition to Table 2.1. As Figure 2.1 shows, in regards to changes in respondents’ *Attitudes toward the Police* over the course of the Project, the largest portion of respondents neither agreed nor disagreed that their attitudes toward the police had changed, although respondents overall indicated that they had somewhat more negative views (mean = 2.61) toward the end of the Project than they did at the beginning.



As Figure 2.2 shows, when it comes to changes in respondents' perceptions of procedural justice during encounters where the police made contact with them (*When the Police Contact the Community*), again the largest portion of respondents neither agreed nor disagreed that their contacts with the police had changed. Overall, however, respondents once again indicated that police-initiated contacts were slightly less procedurally just (mean = 2.88) toward the end of the Project than they were toward the beginning.



Finally, as Figure 2.3 (next page) shows, when it comes to changes in respondents' perceptions of procedural justice in situations where they initiated contact with the police (*When the Community Contacts the Police*), the largest portion of respondents once again neither agreed nor disagreed that their contacts with the police had changed. And, as with the previous latent variables, respondents once again indicated that they had slightly more negative community-initiated contacts with the police (mean = 2.88) toward the end of the Project than they did at the beginning.



Bivariate Results

In order to determine whether the 3C Project improved police-community relations a number of preliminary tests were required. First, bivariate independent sample t-tests (not shown here; available from the research team) were conducted in order to determine whether there were statistically significant differences in each of the three primary latent variables (*Changes in Attitudes toward the Police*, *Changes in when the Police Contact the Community*, *Changes in when the Community Contacts the Police*) based on all of the demographic and 3C Project awareness control variables. Unfortunately, most of the t-tests for all three primary latent variables and demographic controls revealed that there were no statistically significant differences based on *Area of Concern Resident*, race (*White*, *Black*, and *Hispanic* dichotomous variables), *Bakersfield Native*, *Length of Time at Current Address* (*ordinal*), *Employed*, and *Education*. The only demographic control variables where significant differences for any of the three primary latent variables were observed occurred for *Age* (*ordinal*) and *Male*.

Respondents 30 and older and females were significantly more likely to report that their attitudes toward the police and procedural justice in both forms of contact (*Changes in when the Police Contact You* and *Changes in when You Contact the Police*) had improved over the course of the project in comparison to younger and male respondents.

In regard to the 3C Project awareness controls, t-tests for each of the primary latent controls (*Changes in Attitudes toward the Police*, *Changes in when the Police Contact the Community*, *Changes in when the Community Contacts the Police*) revealed significant differences for each awareness control variable (*3C Project Awareness*, *BSSP Awareness*, *3C Project Gun Crimes*, *3C Project Community Relations*, *Mental Health Training*, *Peer Mentoring*, and *Parental Skill Building*). In each case, respondents who reported higher values of each awareness control variable (Somewhat Agree or Strongly Agree) were more likely to say that their attitudes toward the police and procedural justice in both forms of contact had improved over the course of the project in comparison to respondents who reported lower or neutral values (Neither Agree nor Disagree, Somewhat Disagree, and Strongly Disagree).

Given the results of the t-tests described above, a multivariate analysis for each of the three primary latent variables is not fully justified, seeing as many of the t-tests for the key variables of most interest, including *Area of Concern Resident*, the various race dichotomies, *Employed*, *Education*, *Income*, etc. were not statistically significant. Nonetheless, because the t-tests for some of demographic controls (*Age [Ordinal]* and *Male*) and all of the 3C Project awareness controls were statistically significant, Ordinary Least Squares (OLS) regression analyses for each of the three primary latent variables were conducted and are discussed below.

Multivariate Results

Table 2.2 (next page) presents the findings for three models analyzed for this part of the study, including two latent variables as predictors (with the third latent variable serving as the dependent variable), and all demographic and 3C Project awareness control variables. Model 1 in Table 2.2 displays the estimates for the *Changes in Attitudes toward the Police* latent variable as the dependent variable, Model 2 displays the estimates for *Changes in When the Police Contact the Community* latent variable as the dependent variable, and Model 3 displays the estimates for *Changes in When the Community Contacts the Police* latent variable as the dependent variable.

As Model 1 shows, only two variables were statistically significant predictors of changes in respondents' attitudes toward the police. Changes in *When the Police Contact the Community* was the strongest predictor, such that a one standard deviation increase in the latent variable corresponded with a 0.39 standard deviation increase in a respondent's attitude toward the police, net of all other control variables ($p < 0.01$). In other words, as respondents experienced more procedurally just police-initiated contacts with the police over the course of the study, their attitudes toward the police also significantly increased. The only other statistically significant predictor of changes in respondents' attitudes toward the police after adding all the other controls was respondent's *Age (Ordinal)*. In this case, older respondents' attitudes toward the police were significantly more likely to improve over the course of the study than younger respondents', net of other controls (0.17; $p < 0.05$). Unfortunately, there

Table 2.2. Multivariate Regression Analyses of Changes in Attitudes Toward the Police, Police Contact the Community, and Community Contacts the Police Latent Variables

Dependent Variable	Model 1 Attitudes Toward the Police		Model 2 Police Contact the Community		Model 3 Community Contacts the Police	
	Beta	SE	Beta	SE	Beta	SE
Attitudes toward the Police Scale	-	-	0.20**	0.10	0.11	0.10
Police Contact the Community Scale	0.39**	0.11	-	-	0.67***	0.08
Community Contacts the Police Scale	0.24	0.11	0.75***	0.00	-	-
Area of Concern Resident	0.09	0.14	0.09	0.12	-0.05	0.13
Male	0.01	0.14	-0.02	0.73	-0.05	0.13
Age (Ordinal)	0.17*	0.06	0.02	0.67	-0.03	0.06
Black	-0.05	0.19	0.07	0.34	-0.11	0.18
Hispanic	-0.09	0.19	0.07	0.34	-0.09	0.17
Other	0.03	0.30	-0.10	0.11	0.13*	0.27
Bakersfield Native	-0.04	0.14	0.10†	0.06	-0.12*	0.12
Length of Time at Current Address (Ordinal)	0.06	0.06	-0.02	0.65	0.01	0.05
Employed	0.00	0.16	-0.06	0.37	0.09	0.14
Education	0.03	0.08	-0.05	0.39	0.03	0.08
Income	0.09	0.06	0.02	0.74	-0.06	0.05
3C Project Awareness	0.01	0.07	-0.02	0.77	0.06	0.06
BSSP Awareness	-0.06	0.07	0.01	0.89	-0.01	0.07
3C Project Gun Crimes	0.13	0.07	-0.02	0.75	0.06	0.07
3C Project Community Relations	0.04	0.09	0.13	0.10	-0.04	0.08
Mental Health Training	0.05	0.07	-0.01	0.88	0.07	0.07
Peer Mentoring	-0.09	0.10	-0.08	0.37	0.05	0.09
Parental Skill Building	0.08	0.07	-0.04	0.58	0.06	0.07
Adjusted R-Square Value		0.54		0.76		0.79

Note: † p < 0.10; * p < 0.05; ** p < 0.01; *** p < 0.001

were no other statistically significant predictors of *Changes in Attitudes Toward the Police*. This was not entirely unexpected, however, given the lack of statistically significant bivariate t-test, as was results described above. Preliminary attempts to regress the dependent variable on different combinations of predictor variables (e.g., latent variables only vs. demographic controls only vs. 3C Project awareness controls only) failed to provide more significant or more compelling results. Results for such analyses (not shown here) are available from the research team. Overall, all the predictors included in Model 1 explained 54% of the variation in *Changes in Attitudes Toward the Police*.

For Model 2, the research team found that three predictor variables were significantly related to the dependent variable (*Changes in When the Police Contact the Community*). First, a one standard deviation increase in each respondent's attitude toward the police over the course of the study led to a 0.20 standard deviation improvement of procedural justice in police-initiated contacts, net of all other control variables ($p < 0.01$). This suggests that respondents whose attitudes toward the police improved during the study also believed that their police-initiated contacts became more procedurally just during the same period. Second, and not surprisingly, the *Changes in When the Community Contacts the Police* latent variable was also positively and significantly related to the dependent variable. In this case, a one standard deviation increase in community-initiated contacts led to a 0.75 standard deviation increase in the dependent variable, net of other controls ($p < 0.001$). That is, as respondents perceived that the procedural justice in contacts they initiated with the police during the study improved, they felt that the procedural justice in contacts initiated by the police improved as well. Finally, being born in Bakersfield also has a positive and significant relationship with

police-initiated contacts, although only at a higher threshold for significance than typically used (0.10; $p < 0.10$). This implies that Bakersfield natives believed that police-initiated contacts were more procedurally just at the end of the study than they did toward the beginning.

While no other predictor variables were significantly related to the outcome in Model 2, overall, the model predicted a large amount of variation in changes in procedural justice in police-initiated contacts (76%). Here again, preliminary attempts to regress the dependent variable on different combinations of predictor variables (e.g., latent variables only vs. demographic controls only vs. 3C Project awareness controls only) failed to provide more significant or more compelling results. Results for such analyses (not shown here) are available from the researcher.

Finally, the estimates for *Changes in When the Community Contacts the Police* as the dependent variable are presented in Model 3. Here again, three of the included predictor variables were significantly related to the dependent variable, although this time, one of those predictors was the dichotomous race variable for respondents who identified as some race other than *White, Black, or Hispanic*. In this case, respondents who identified as *Other* in terms of race perceived a 0.13 standard deviation increase in the dependent variable over the course of the study, compared to all other racial groups and net of other controls ($p < 0.05$). The second statistically significant predictor was *Bakersfield Native*, net of all other control variables (-0.12; $p < 0.05$). This result indicates that the procedural justice in contacts that Bakersfield natives initiated with the police were 0.12 standard deviation worse by the end of the study than they were at the beginning. The final statistically significant result occurred for changes procedural justice in police-initiated contacts, net of all other controls (0.67; $p < 0.001$). As with

the reversed-relationship in Model 2, this suggests that as respondents perceived that the level of procedural justice in contacts initiated by the police improved over the course of the study, so did the level of procedural justice in contacts that they initiated themselves.

Preliminary attempts to regress the dependent variable on different combinations of predictor variables (e.g., latent variables only vs. demographic controls only vs. 3C Project awareness controls only) failed once more to provide more significant or more compelling results. Results for such analyses (not shown here) are available from the researcher. Overall, however, the full complement of predictors included in Model 3 did explain 79% of the variation in changes in procedural justice for community-initiated contacts with the police.

Despite the limited nature of statistically significant results across all three models in Table 2.2, given the bivariate t-test results described above, such an outcome was not altogether surprising. There are a few possible explanations for the lack of statistically significant results in both the bivariate and multivariate analyses, however. First, due to the relatively small sample obtained for the study, we may have simply not had the statistical power necessary to obtain more significant results. Furthermore, given that only 34% (n = 49) of our overall sample were respondents who were willing to report that they lived within the AoC, it may be that the lack of more significant results here is due, in part, to an unwillingness of people to participate in the survey. And, as with the results for the official BPD data, outside historical and external factors may have influenced survey respondents' participation as well. For example, due to the nationwide increased awareness of issues with police-community relations, including the Guardian report^v that was released just months prior to the start of the 3C Project, Bakersfield, and especially AoC, residents may have been less willing to participate

in any study connected to the police. More on how historical and external events may have impacted the results discussed here can be found in the *Conclusion* section below.

Second, given the lack of variation in a number of the key outcome, predictor, and control variables (see Table 2.1 Descriptive Statistics), the statistical power for each model was likely reduced even more. This is most likely due to a large percentage of respondents reporting “neutral” opinions (i.e., Neither Agree Nor Disagree) on so many survey questions. As a result of not having much variation for each variable, finding significant predictors becomes much more difficult and could partially explain the lack of significant results reported here. Should these surveys (both Community & Police) continue beyond the 3C Project, it may be beneficial to remove respondents’ “neutral” opinion option and require that they pick one of the more positive or negative response options. Although this may not be ideal for some respondents, social science researchers agree that it is still a methodologically sound option^{vi}, especially in situations with responses such as the ones observed here.

Finally, missing data may have negatively impacted the statistical power of these analyses. That is, some respondents skipped multiple questions throughout their surveys, including many of the questions that ultimately became the three primary latent variables. The regression analyses presented above used listwise deletion when dealing with missing data and, given that there was so much missing data in some cases, the statistical power for the analyses here may have been reduced further. Unfortunately, because the data for this study were very unlikely to be missing completely at random, pairwise deletion and/or multiple imputation techniques were not suitable options. Subsequently, due to a relatively small sample (especially within the AoC), little variation in key variables, and issues with missing data, the

analyses presented here were not as statistically powerful as they might have been, resulting in few statistically significant findings.

3C Project Evaluation Police Survey Results

Univariate Results

Table 3.1 (next page) presents the descriptive statistics for the Police Survey (n = 26), including the primary latent variables (discussed in more detail below), as well as all control variables. Beginning with the demographic control variables, the majority of respondents were male (88%). The mean age of respondents for this survey was 37.09 (not displayed). The modal age category for respondents was 30 – 40 years old (0% were < 20; 19.2% were 20 – 29; 34.6% were 30 – 39; 23.1% were 40 – 49; 7.7% were 50+). For race and ethnicity, and in descending order, 73% of respondents were *White*, 19% of respondents were *Hispanic*, 4% of respondents were *Black*, and 4% of respondents identified as some other race or combination of races. 58% of respondents were Bakersfield natives, the average length of service with the BPD was 10.54 years (not displayed; modal category was five to nine years of service), and the average length of assignment to the AoC was 2.08 years (not displayed; modal categories were equally one year of assignment and two to four years of assignment). The average level of education was an Associate's Degree (or equivalent). The average household income was \$70,000 per year or higher (mean = 4.81).

Table 3.1 Police Survey Descriptive Statistics

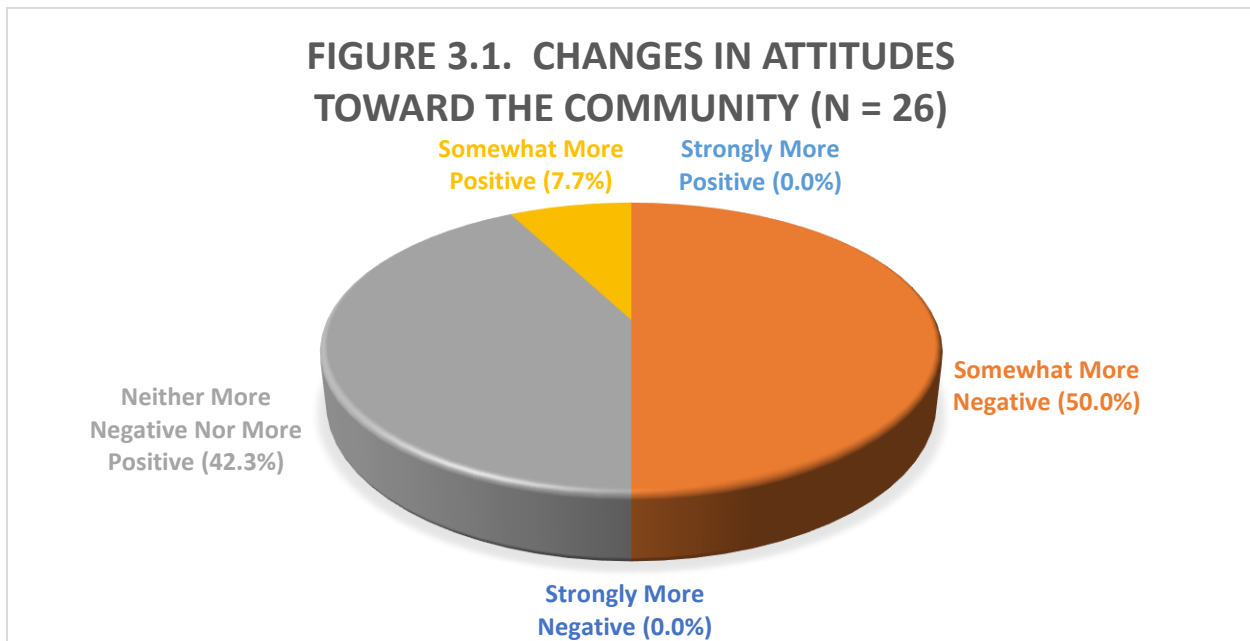
Variable (n = 26)	Mean	Std. Dev.	Min.	Max.
Changes in Attitudes toward the Community	2.55	0.66	1.50	4.00
Changes in When Community Contacts the Police	2.88	0.65	1.50	4.00
Changes in When Police Contacts the Public	2.83	0.59	1.67	4.00
Male	0.88	0.33	0.00	1.00
Age (Ordinal)	3.23	0.92	2.00	5.00
White	0.73	0.45	0.00	1.00
Black	0.04	0.20	0.00	1.00
Hispanic	0.19	0.40	0.00	1.00
Other	0.04	0.20	0.00	1.00
Bakersfield Native	0.58	0.50	0.00	1.00
Length of Service (Ordinal)	3.50	1.17	2.00	5.00
Time in Aoc (Ordinal)	2.62	0.75	1.00	4.00
Education	3.00	1.26	1.00	5.00
Income	4.81	0.49	3.00	5.00
3C Project Awareness	3.54	1.24	1.00	5.00
BSSP Awareness	2.54	1.14	1.00	5.00
3C Project Gun Crimes	3.15	1.05	1.00	5.00
3C Project Community Relations	2.50	0.71	1.00	4.00
Mental Health Training	3.23	1.03	2.00	5.00
Peer Mentoring	2.92	1.06	2.00	5.00
Parental Skill Building	1.73	0.92	1.00	4.00

In regards to the 3C Project awareness controls, respondents for the Police Survey were more aware of the 3C Project than were respondents in the Community Survey (mean = 3.54), although they were similarly less aware of the BSSP (mean = 2.54). Similar again to respondents for the Community Survey, BPD officers had very mixed expectations for how effective the 3C Project could be in reducing gun crimes (mean = 3.15), and much less optimistic than the community about its potential effect on police-community relations (mean = 2.50). Finally, BPD officers had mixed expectations for two of the three specific components of the 3C Project as well (*Mental Health Training*, mean = 3.23; *Peer Mentoring*, mean = 2.92) and had

particularly negative opinions about the ability of *Parental Skill Building* to reduce gang-related gun crimes (mean = 1.73). With the exception of *Parental Skill Building*, the modal responses for all of the 3C Project awareness controls were still the “Neither Agree nor Disagree” just as the research team found for the Community Survey respondents. This suggests that the majority of respondents for both surveys did not have very strong opinions either way about the 3C Project and its potential effectiveness for reducing gun violence or improving police-community relations.

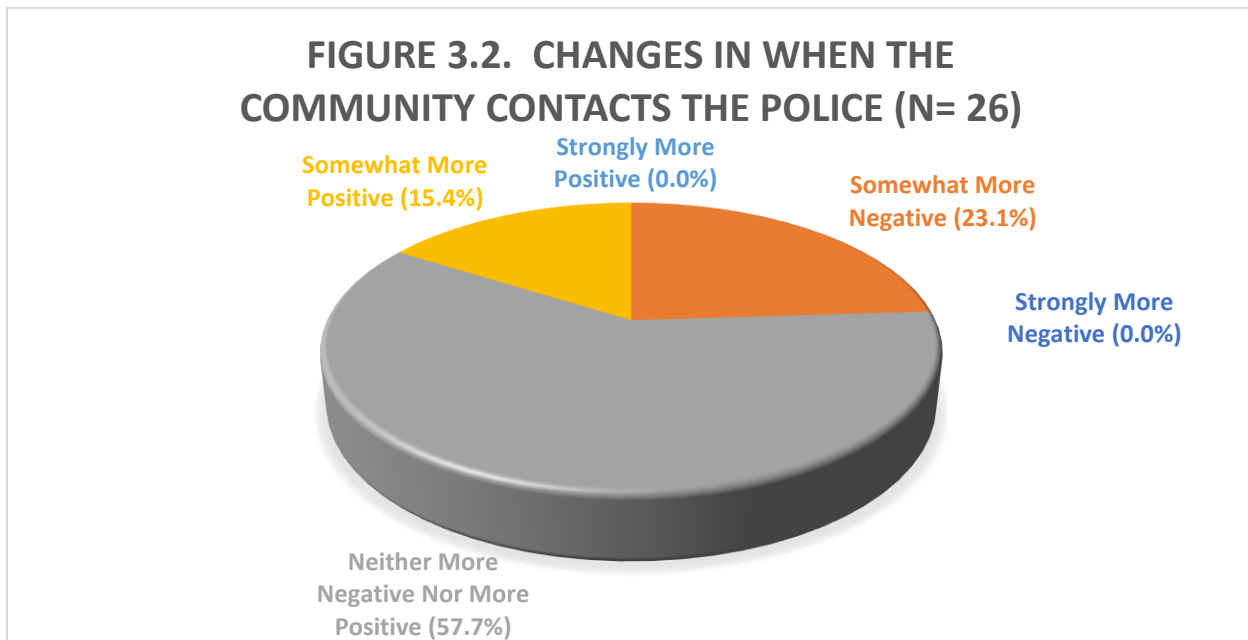
For the three primary latent variables, it is informative once again to discuss our univariate results using figures in addition to Table 3.1 (next page). As Figure 3.1 shows, in regards to changes in BPD respondents’ attitudes toward the community over the course of the Project, the largest portion of respondents actually reported somewhat more negative attitudes at the end of the Project than they had at the beginning (50.0%). Noticeably, based on the *Changes in Attitudes Toward the Community* latent variable, no BPD officers indicated very positive (Strongly More Positive – 0.0%) nor very negative (Strongly More Negative – 0.0%) changes in their perceptions of their relationship with the community. Nonetheless, respondents for the Police Survey indicated that overall they still had somewhat more negative perceptions of the community toward the end of the Project (mean = 2.55) than they did at the beginning. Subsequently, between the modal response being somewhat more negative and the overall mean level of attitudes toward the community also being more negative, the Police Survey rather surprisingly indicates that the police-community relationship was weaker toward the end of the 3C Project than it was at the beginning for BPD officers. Then, in combination with the *Changes in Attitudes Toward the Police* latent variable from the Community Survey

(which also observed somewhat more negative attitudes toward the police), this research suggests that, from both the community's perspective and from the BPD's perspective, the police-community relationship was worse by the end of the Project than it was at the beginning. More on this unexpected finding is discussed in the Conclusion below.



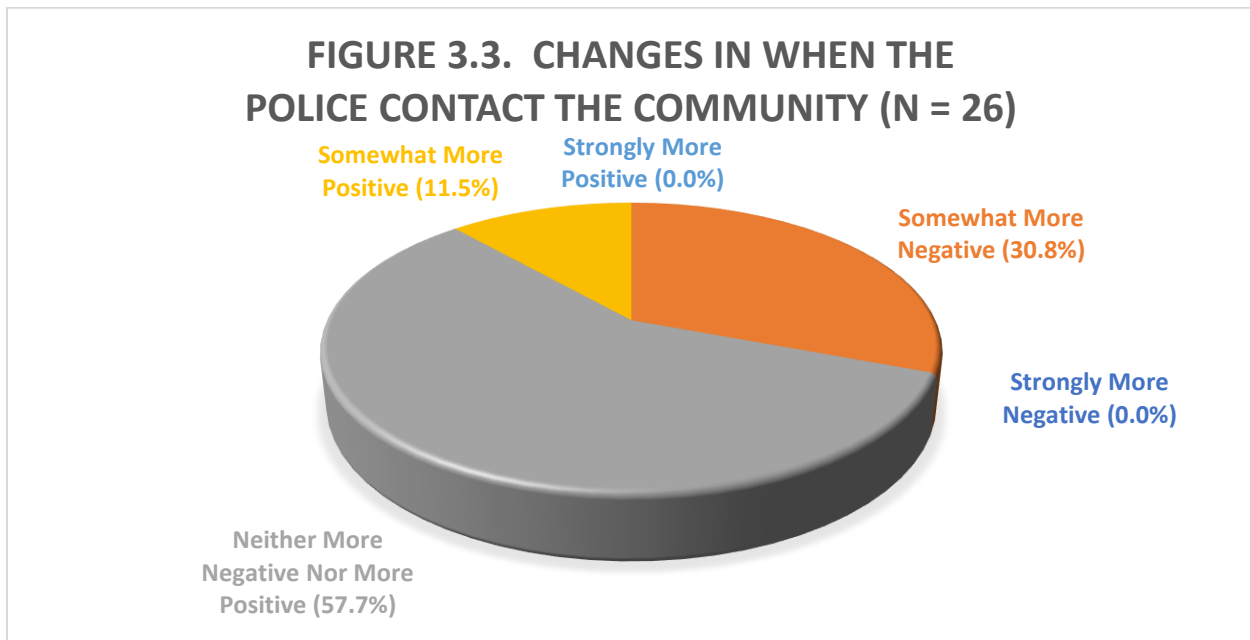
For changes in BPD respondents' perceptions of procedural justice in situations in which the community initiated contact with them (*Changes in When the Community Contacts the Police*), Figure 3.2 (next page) shows that the largest portion of respondents neither agreed nor disagreed that the level of procedural justice in their contacts with the community had changed (57.7%). And, here again, no BPD respondents indicated that they experienced very positive (Strongly More Positive – 0.0%) nor very negative (Strongly More Negative – 0.0%) changes in the amount of procedural justice in their contacts. Overall, though, BPD respondents reported that they experienced somewhat less procedural justice during community-initiated contacts (mean = 2.88) toward the end of the Project than they did toward the beginning. This is similar

to the univariate results observed for procedural justice during community-initiated contacts in the Community Survey and further supports the conclusion that both the community and BPD perceived a weaker police-community relationship by the end of the 3C Project.



Finally, as Figure 3.3 (next page) shows, when it comes to changes in BPD respondents' perceptions of procedural justice for situations in which they initiated contact with the community (*Changes in When the Police Contact the Community*), the largest portion of respondents once again neither agreed nor disagreed that their contacts with the police had changed (57.7%). No BPD respondents indicated that they experienced very positive (Strongly More Positive – 0.0%) nor very negative (Strongly More Negative – 0.0%) changes in the level of procedural justice in their contacts once again. And, staying in line with the two other latent variables, respondents indicated once more that they had slightly more negative community-initiated contacts (i.e., less procedural justice) with the police (mean = 2.88) toward the end of the Project. Together with the corresponding univariate results for police-initiated contacts

from the Community Survey, this provides more support for the disappointing conclusion that both the community and BPD perceived a weaker police-community relationship toward the end of the Project.



3C Project Summary & Conclusion

Altogether, the results of the analyses of BPD official crime data show that the 3C Project did not reduce gang-related gun violence in the AoC as was expected. In fact, the trends in all four gang-related gun crime variables varied somewhat erratically over the course of the Project and only the decreases in non-fatal shootings outside of the AoC were statistically significant. This suggests that the additions and modifications that the 3C Project made to the original Operation Ceasefire model were not as effective as had been anticipated.

The lack of expected results that were observed here may have been an artifact of both historical and contemporary circumstances external to the Project that had already occurred prior to, and in some cases, during the grant period, however. For example, the BPD and BSSP had already been engaging in Operation Ceasefire-style call-ins for gang members involved in gun violence for a number of years prior to the 3C Project. While the additions and modifications made to the original Ceasefire model in the 3C Project were expected to further reduce gun violence in the AoC, perhaps the existing call-in practices had already affected gun violence as much as was possible. If this was the case, the BPD may have already reached “the floor” for gun violence in the AoC and reducing it further was unlikely from the beginning. Further research about the impact of the BPD and BSSP’s Ceasefire-style call-ins dating back to its original inception might shed more light on what effect that strategy originally had on gun violence and may explain why the 3C Projects additions/modifications were not effective in reducing violence further.

In addition to the existing Ceasefire-style call-ins, the BPD was also awarded a grant from the Bureau of Justice Assistance- Project Safe Neighborhoods in 2017^{vii} that allowed them to install ShotSpotter technology in the AoC during the second year of the 3C Project grant period. It is possible that by using the *Project Half* and *Project Thirds* predictor variables in the various t-tests and ANOVA analyses, the effects of the 3C Project were being confounded with the successful implementation of the ShotSpotter technology. That is, rather than the 3C Project not having an effect on gun crimes in the AoC, perhaps the ShotSpotter technology was simply making the BPD more aware of, and more successful in investigating and arresting, perpetrators of gun violence than they would have been without the technology.

Consequently, the increased amount of gun violence known to the BPD may be an artifact of the technology rather than an actual increase in incidents. In other words, prior to the technology's implementation, there may have been more gun violence in the AoC that was simply unknown to the police and therefore could not be recorded and analyzed for this report. And, if this is the case, then the analyses conducted here may have been based on less accurate data during the first year of the 3C Project than was obtained during the second year. The evaluation of the ShotSpotter technology may shed more light on this possibility.

Another possible explanation for the unanticipated results observed here is the time frame for completing this report. It may be that there is a delayed impact (i.e., lagged effect) of the 3C Project on gang-related gun crimes that simply has not been observed yet. In other words, the trainings and strategies employed as a part of the 3C Project may need more time to have an effect on crime. As such, even though the 3C Project grant period officially ended on June 30th, 2018, between then and now when this report is being completed (October 2018), official BPD statistics show lower than average numbers of gang-related gun-homicides and non-fatal shootings, especially within the AoC (data not presented here; contact the research team for more information). This suggests that gang-related gun crimes may be going down again (after increasing in the AoC over the final year of the Project). Whether this decline is just a random dip in the trend or whether it is in fact a lagged effect of the 3C Project is beyond the scope of this report. Future research should continue to monitor trends in gang-related gun crimes and attempt to further discern whether, and how much, the 3C Project may be impacting such crimes.

Finally, as will be discussed in more detail below, external local and national events that may have negatively influenced the public's overall perception of the police, including the BPD, may have also increased crime during the grant period. Theory has suggested^{viii} and empirical research has borne out the positive (i.e., increasing) relationship amongst perceptions of police illegitimacy and violent crime rates, including gun violence^{ix}. As a result, if historical and external events prior to, and during, the grant period had a negative impact on the public's perception of the BPD, then the increased levels of gun violence observed here may be an artifact of this issue rather than an actual condemnation of the effectiveness of the 3C Project. In other words, the historically strained relationship between the community and all the law enforcement agencies serving the Bakersfield area (i.e., not only the BPD) may in fact be responsible for increases, or at the very least – the lack of decreases, in gang-related gun violence. More on what historical and external events may have contributed to a strained police-community relationship in Bakersfield is discussed below.

Turning to the results for the Community and Police Surveys described above, the data paint a mixed picture of the 3C Project's influence on the police-community relationship in the AoC. While the univariate results suggested that both the community and the BPD perceived more negative attitudes toward one another and more negative contacts (i.e., less procedural justice) by the end of the Project, the multivariate regression analyses for the Community Survey did not support the idea that, for the community at least, the police-community relationship was in fact weaker once demographic and 3C Project awareness controls were accounted for. Furthermore, the positive and significant relationships in all three models (Table 2.2) for the three latent variables shows that attitudes toward the police do improve when

community members perceive higher levels of procedural justice from the police, and vice versa. One of the most important conclusions of this study is therefore further confirmation that procedural justice (in both community-initiated and police-initiated contacts) has positive effects on overall attitudes toward the police. So, while it may be that the 3C Project did have some impact on the police-community relationship, overall, more research, and a larger sample of community members, especially within the AoC, and police officers is needed to verify this.

Unfortunately, the issue of smaller sample sizes was problematic in drawing conclusions from the Police Survey about whether BPD officers truly perceived a weaker police-community relationship by the end of the Project as well. Given how much the Community and Police Survey results mirrored each other in most other respects, however, it is certainly possible that the somewhat more negative univariate results in the Police Survey may have simply failed to account for any number of spurious explanations that might have been observed via a more powerful set of multivariate analyses. Furthermore, where the Community Survey analyses were able to compare Bakersfield residents both within and outside of the AoC, the Police Survey was limited to officers assigned to the AoC only. Perhaps a similar comparison in the Police Survey of BPD officers assigned to both the AoC and the rest of Bakersfield could provide a more accurate picture of the police-community relationship from officers' perspectives.

Finally, as briefly mentioned earlier, Bakersfield's history, as well as events external to the 3C Project, may have affected not only the official BPD data analyses, but both the administration and the analyses of the surveys as well. First, the police-community relationship in Bakersfield exists not only between the BPD and the community, but also between the Kern

County Sheriff's Office (KCSO) and California Highway Patrol (CHP) and the community. Altogether unfortunately, the police-community relationship for all law enforcement agencies had already been strained for a long time already prior to the start of the Project^x. Furthermore, anecdotal evidence based on (unsolicited) hand-written comments left by anonymous respondents to the Community survey suggest that many Bakersfield residents conflate the BPD with the KCSO and CHP. That is, any possible opinions (either positive or negative) that respondents may have had *not with the BPD*, but instead with the KCSO and CHP, may have still been reflected in their Community Survey responses (despite the research team's efforts to clarify the 3C Project's focus on the BPD only). And, given some of the negative press specifically about the KCSO that came out during the mid-term election season (leading up to the actual election in November 2018)^{xi}, it is clear that the KCSO and the Bakersfield community have had a history of strained relationships as well. Then, on top of this history of strained relationships, the 3C Project's Community Survey was the first attempt ever by any law enforcement agency serving the Bakersfield area to ask the community or law enforcement officers about their perceptions of each other. Subsequently, any negative perceptions from respondents to either survey that may have been building up for decades toward any or all of the law enforcement agencies serving Bakersfield (for the Community Survey) or Bakersfield community members (for the Police Survey) may have spilled out into the results of these current surveys. These historical issues therefore may have combined to affect the outcomes of both surveys in a negative manner, such that this research was, so far, the first and only opportunity for both community members and BPD officers to let each other know how they felt.

A variety of external events may have also impacted the results of this research. Over the course of the grant period, a large number of headline-grabbing incidents, scandals, and controversies, connected to both local and national law enforcement agencies, rocked the Bakersfield area in particular, and saturated the national consciousness as well. Examples of such external events at the local level include the release of the *Guardian* report on police use of deadly force in Kern County only months prior to the start of the Project^{xii} and a major corruption scandal involving BPD officers and KCSO deputies at the Project's midpoint^{xiii}. In addition to these local events, over the course of the Project at the national level, the entire country was steadily subjected to headlines related to mass shootings^{xiv}, rises in violent crime rates^{xv}, several high-profile police shootings^{xvi}, corresponding marches and protests by the Black Lives Matter movement^{xvii} and National Football League players and teams^{xviii}, as well as the ongoing controversy surrounding Immigration and Customs Enforcement's handling of immigrant families right at the end of the Project^{xix}. Given the extensive volume of bad press that both local and national law enforcement agencies have experienced over the past few years, including the entire funding period for the 3C Project, the unexpectedly more negative findings reported for both the analyses of the official BPD data and the Community and Police Surveys are much less surprising.

Moving forward, more research is needed to address the issues identified by this study. The need for and efficacy of internal and external education and awareness efforts appear to be of critical importance. The ability of the Ceasefire model to influence group violence below a certain level also bears more evaluation. Finally, the influence of media input and current events on police relationships with the community in the context of both the officers and the

community attitudes is of interest. Two of the biggest directions for future efforts in this area include 1) implementing a public awareness campaign that details all the ways in which the BPD are working to reduce crime and improve police-community relations and 2) continuing the Community & Police Surveys that started with the 3C Project so that the perceptions of both groups can be tracked and analyzed over a longer period of time, and with much larger samples. The BPD and Dr. Hays have agreed to continue working toward these goals beyond the end of the 3C Project and look forward to improving public safety and police-community relations for many years to come.

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ⁱⁱ United States Census Bureau. (2016). *American Community Survey Demographic and Housing Estimates* [Data file]. Retrieved from <https://factfinder.census.gov/>

ⁱⁱⁱ Map created by Elizabeth Agerton, Crime Analyst, Bakersfield Police Department.

^{iv} Ibid.

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^{vi} de Leeuw, E.D., Hox, J.J., & Boeve. (2016). Handling do-not-know answers: Exploring new approaches in online and mixed-mode surveys. *Social Science Computer Review*, 34(1): 116-132.

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^{ix} Papachristos, A.V., Meares, T. L., & Fagan, J. Why do criminals obey the law? The influence of legitimacy and social networks on active gun offenders. *Journal of Criminal Law & Criminology*, 102(2), 267-298.

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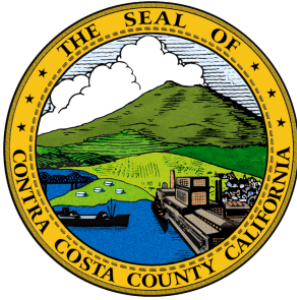
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**Strengthening Law
Enforcement and
Community
Relations Grant**

Contra Costa County



CONTRA COSTA COUNTY OFFICE OF THE SHERIFF

STRENGTHENING LAW ENFORCEMENT AND COMMUNITY RELATIONS PROJECT
FINAL EVALUATION REPORT SUBMITTED TO THE BOARD OF STATE AND COMMUNITY CORRECTIONS, 8.15.18

Report Prepared by Further The Work, LLC
Rebecca Brown, MA, CFA, CFRE, Founder and President



TABLE OF CONTENTS

1. EXECUTIVE SUMMARY	1
PROJECT OVERVIEW: STATEMENT OF THE PROBLEM	1
PROGRAM ACCOMPLISHMENTS	2
WHAT WORKED	3
BARRIERS ENCOUNTERED	4
2. PROJECT APPROACH AND GOVERNANCE	9
A. PROJECT APPROACH: RELATIONSHIP-BASED POLICING	9
B. SHARED GOVERNANCE	10
3. PROJECT GOALS AND EVALUATION METHODOLOGY	11
A. PROJECT GOALS	11
B. RESEARCH METHODOLOGY	12
4. PROJECT RESULTS	12
A. CRIME AND PUBLIC SAFETY	12
B. PUBLIC PERCEPTIONS	15
• 1. "I FEEL SAFE IN MY COMMUNITY."	15
• 2. "I FEEL MY CHILDREN ARE SAFE IN MY COMMUNITY."	17
• 3. "I TRUST THE SHERIFF'S OFFICE DEPUTIES WORKING IN MY COMMUNITY."	17
• 4. "I FEEL THE SHERIFF'S DEPUTIES IN MY COMMUNITY ARE APPROACHABLE AND INVESTED IN OUR COMMUNITY."	18
• 5. "I AM SATISFIED WITH THE ACTIVITIES THE SHERIFF'S OFFICE HOSTED AND PARTICIPATED IN JOINTLY WITH THE HOUSING AUTHORITY AND THE YMCA."	19
C. YOUTH SUPPORT, SPORTS, EDUCATION, AND JUSTICE	20
• YOUTH STRATEGIES	20
• YOUTH METRICS	23
C. SUCCESSFUL AND SUSTAINABLE COMMUNITY PARTNERSHIP	24
• RESIDENT COMMUNICATIONS, ENGAGEMENT, AND LEADERSHIP	24
• COLLABORATIVE AGENCY PARTNERSHIPS	24
5. CONCLUSION	25
6. APPENDICES:	25
A. SELECT CRIMINAL OFFENSES	25
B. PROJECT LOGIC MODEL	26

TABLE OF FIGURES

Figure 1: Select Crimes: Summary Rate of Change from Baseline.....	12
Figure 2: Select Crimes: Specific Rates of Decline from Baseline	13
Figure 3: Select Crimes: Specific Rates of Increase from Baseline.....	13
Figure 4: Demographics of all responses to question of “safety”	16
Figure 5: Demographics of respondents who reported “1/strongly disagreed” to question of “safety”	16
Figure 6: Feeling Safe: Trend of Average Rankings	17
Figure 7: Child Safety: Trend of Average Rankings.....	17
Figure 8: Child Safety: Comparative Distribution of Rankings.....	17
Figure 9: Trust in Sheriff’s Office Deputies: Comparative Distribution of Rankings	18
Figure 10: Approachable and Invested Sheriff’s Office Deputies: Comparative Distribution of Rankings	19
Figure 11: Satisfaction with Activities of Sheriff’s Office/HACCC and YMCA: Comparative Distribution of Rankings	19
Figure 12: Truancy Rates of BVHD Children at JSUSD.....	23

STRENGTHENING LAW ENFORCEMENT AND COMMUNITY RELATIONS

1. EXECUTIVE SUMMARY

PROJECT OVERVIEW: STATEMENT OF THE PROBLEM

In spring 2016, the California Board of State and Community Corrections (“BSCC”) awarded a two-year, \$452,793 grant to the Contra Costa County Office of the Sheriff (“Sheriff’s Office”) to implement a multi-sector, multi-partner relationship-based policing program. With a contract signed August 14, 2016, the grant’s nominal term was June 30, 2016 through June 29, 2018.

The Strengthening Law Enforcement and Community Relations Project (“Project”) was intended to redefine the law enforcement operational philosophy then in practice at the Bayo Vista Housing Development (“BVHD”), a high-density, low income public housing development located on 23 acres in the small Northern California Bay Area town of Rodeo, CA.

Operated by the Housing Authority of the County of Contra Costa (“HACCC”), BVHD comprises 245 single family residential units. At the time when the proposal was submitted, BVHD was home to 236 registered families with a total of 661 registered tenants; of these, 324 were minor children, including 188 school-age (K-12) students. An on-site YMCA, a nearby Head Start program, and a public LifeLong Medical Care clinic also serve this neighborhood.

Department of Justice crime data for 2015 revealed a mixture of property crime and violent crime in this small community. Reports from the BVHD community suggested distressing levels of drug trafficking and gang presence within and immediately surrounding the housing development. The three main recurring public safety challenges identified by deputies working in the BVHD were an absence of community trust, lack of effective communication, and racial and ethnic tensions.

The Sheriff’s Office recognized that residents both mistrusted law enforcement and lacked confidence in law enforcement’s willingness or ability to respond to their needs. This skepticism limited opportunities to communicate effectively with a majority of the community; the assigned Deputies described limited participation in community meetings, reporting that many residents appeared disengaged and nonresponsive to attempts to widen the lines of communication. As a further result of this lack of trust and fear of retaliation, it was believed that crime in BVHD was under-reported.

Crime was not the only concern; school-data analysis revealed high levels of chronic truancy among the children of BVHD. Per California Education Code, “chronic truancy” is defined as being “absent from school without a valid excuse for ten percent or more

of the school days in one school year, from the date of enrollment to the current date” (CA Education Code Section 48263.6). At the time of the proposal’s development, an analysis of attendance records at the John Swett Unified School District (“JSUSD”) revealed that 22.5% of BVHD students were classified as “severely chronic absentees” (missing at least 15% of scheduled school in a given academic year), while 26.8% were considered “moderate chronic absentees” (missing 10-15% of scheduled school days).

The desire to address both crime and truancy affecting the BVHD population was at the heart of the proposed project. The Sheriff’s Office recognized that identifying and responding to residents’ highest priorities for safety and wellbeing would be a primary focus, and that engaging adult residents while supporting young residents was an essential twinned strategy.

PROGRAM ACCOMPLISHMENTS

To improve safety, enhance quality of life, and strengthen relationships with the Sheriff’s Office, the Project identified four primary outcomes. As detailed in this report, the Project achieved these goals, as evidenced by nearly all of the related metrics.

Goal #1: Reduce crime and enhance neighborhood safety by institutionalizing a relationship-based policing model	Achieved?
Decrease select crimes by 20% from baseline	Yes
Decrease # of people who report feeling unsafe by 35% from baseline	Yes
Decrease amount of drug trafficking in BVHD	Partial
Establish a structured Neighborhood Watch/Volunteer Program	No
Support Resident Council in undertaking substantive tasks	Partial
Goal #2: Enhance public trust and credibility in law enforcement, and enhance neighborhood cohesion	
Implement a relationship-based policing model	Yes
Establish a structured Neighborhood Watch/Volunteer Program that participates in planning and development of strategies related to neighborhood safety and wellness	No
Goal #3: Enhance youth development and educational achievement	
Establish a partnership with JSUSD and the YMCA to enhance youth development	Yes
Reduce absenteeism among BVHD students by 20% from baseline	Yes
Reduce juvenile arrests by 20% from baseline	Yes
Increase BHVD youth participation at YMCA events	Yes
Establish an organized BVHD sports team that participates in an organized youth league	Yes
Goal #4: Develop successful partnerships with community partners	
Establish a partnership with HACCC, JSUSD, YMCA, and Head Start	Yes
Establish protocols for facilitate and provide linkages to a variety of services for BVHD residents	Yes
Promote awareness of available resources by disseminating informational pamphlets	Yes
Develop a protocol for Deputies to provide information and referral cards when responding to incidents or consensual contacts	Yes

WHAT WORKED

The Project's logic model was built on five key strategies: relationship-based policing, integration of Sheriff's Office into community as positive asset, resident engagement, youth support, and intentional partnership.

While each of these proved effective and fruitful, certain elements provided perhaps even greater benefit than had been anticipated.

1. Whole-village culture shift

The Project focused on a highly specific area and population: a single housing development, spanning a small geographic area, with a small and defined population, in an area geographically isolated from larger communities, that relied on just a handful of local institutions. This combination of factors enhanced the Project's capacity to cultivate a "whole culture" shift, in which the stakeholders in the Bayo Vista community – the Sheriff's Office, HACCC, YMCA, JSUSD, and residents – could meaningfully connect, plan, and cooperatively implement new approaches.

Further, this whole-village involvement likely enhanced the Project's ability to attract additional resources from external partners. Historically, it has been relatively uncommon for law enforcement agencies to spearhead non-enforcement projects; even less common have been community-enhancement projects led by law enforcement in partnership with community-based organizations, residents, and public entities such as school districts.

In contrast, in soliciting support for this project, the Sheriff's Office was speaking on behalf of this broad coalition, increasing its appeal. As a result, the Project benefited from the support of unanticipated partners, including St. Vincent de Paul, St. Patrick's Church of Rodeo, the Salvation Army, the Danville Community Library, the Child Abuse Council of Contra Costa County, and businesses such as Phillips 66 and the Jaroth Companies.

At base, the Project was built on a belief in the importance of interpersonal support and interpersonal relationships as foundational elements of positive policing, in two ways: First, the Sheriff's Office explicitly committed itself to serving as a member of the community rather than operating as an outside entity policing the community. Second, the Project's direct-service programming used supportive relationships to foster individual development and wellness through the parenting classes, tutoring, academic enrichment, family counseling, sports activities, art project, academic support, mentoring, youth empowerment, and positive juvenile justice interventions.

2. Building on community assets

In partnering with the JSUSD and the YMCA, the Project built on and enhanced deeply embedded community resources that both served as ready-made gathering places and

provided tacit endorsement for the new roles being developed by the Sheriff's Office. Further, by opening a new substation, using it as the site for special events, and staffing it to allow for drop-in visits, the Project established a new physical resource and asset to serve the community.

3. Site-based youth activities

The Project very successfully used site-based, youth-centered activities to support positive youth development, reduce unstructured time for young people both after school and during summers, and build trust with law enforcement. As clearly illustrated in the Project's resident surveys (detailed in this report), residents reported high and improving levels of satisfaction with the activities of the Sheriff's Office, trust, and sense of partnership.

In addition, the Project provided a variety of types of youth activities and services – sports, arts, academic support, leadership development, mentoring, field trips, and material resources like backpacks, books, and holiday gifts and events – providing multiple methods to reach and engage young people through their varied interests.

Notably, the Project resurrected the YMCA's basketball and football programs, both of which had been dormant for ten years. This proved to be a very significant and effective intervention, reinforcing the values of teamwork, dedication, commitment, belonging, and sportsmanship. The teams also provided opportunities for parent engagement: through coaching, serving as a "team mom," or by cheering from the audience at both practice and games. Further, the sports program provided opportunities for residents and the Sheriff's Office to come together in an atmosphere of shared interest and fun. Equipped with brand-new uniforms emblazoned with the words "Bayo Vista," the teams fostered community cohesiveness and team pride. And the cross-over between the sports activities, the art projects, and commitment to academic success is demonstrated for all to see: The mural created by the Bayo Vista Youth Council depicts a Bayo Vista basketball player spinning a globe in one hand and carrying a stack of books in the other.

BARRIERS ENCOUNTERED

1. Short timeline and start-up

The most consequential challenge for the Project was the very short grant-funded timeline, which spanned less than 24 months. For a "whole-culture" collaboration as complicated as this (which required an array of substantial start-up activities spanning MOUs to assigning staff to opening a substation), a 24-month timeline truncates opportunities to build on early lessons, expand the model, and make the case for sustainability.

Start-up is a predictable challenge for any new initiative; this is especially true for projects led by public entities, which have substantial bureaucracies regarding hiring,

for example. In the case of this Project, the Resident Deputy was not assigned until mid-September 2016, while the Evaluation Specialist was not brought on board until December 2016.

In the Project's grant-completion interviews of ten stakeholders, when asked, "What do you think we could have done better," 40% identified "more time in the program" as the highest priority.

2. Sustainability

The BVGT recognized the important issue of sustainability from the start. However, given the Project's short duration and the start-up challenges inherent to any new initiative, the Project confronted three realities:

- With a two-year span from contract start to finish, there was very little opportunity to plan for continuity.
- The timeline allowed for only one year of full implementation.
- At the grant's conclusion, the extremely short window in which to evaluate outcomes required an extraordinarily compressed period to gather and analyze data and then produce a final analytic report.

Sustainability concerns were also evidenced in the Project's grant-completion interviews. When asked, "What concerns do you have regarding the program ending and the lack of our full-time presence in the community," 50% responded that they believed "the community will revert back to the way it was prior to the grant and that crime will increase"; 20% indicated the concern that without youth programming, young people would get in trouble; and a further 20% expressed concern about the Project's sudden end.

Notwithstanding the end of the grant period, the Resident Deputy funded by the HACCC remains assigned to the property. The on-site substation remains, which is utilized both by the Resident Deputy and area deputies. However, without the second, grant-funded Resident Deputy, the substation is not typically occupied during the day, diminishing its role as a community hub and resource.

Further, the YMCA is experiencing financial challenges of its own, leading the parent organization (YMCA of the East Bay) to consider the viability of keeping this site open.

However, with the visibility, partnership, and shared stewardship generated by the Project, the Sheriff's Office is actively seeking new opportunities to support the BVHD community. In partnership with the area's elected political leaders, the Sheriff's Office is in conversation with key corporations to earmark corporate donations to support the YMCA.

In addition, the Sheriff's Office is now working with HACCC on an improvement project focusing on the YMCA facility and sports courts, redeveloping the dormant tennis courts into a new basketball court facility. The Sheriff's Office is also in conversation

with the professional artist who worked on the Youth Mural project, seeking to identify other potential mural sites, including the YMCA and adjacent Head Start building.

3. Data and data-gathering

The evaluation plan proposed for the Project was consistent with its broad ambitions; however, implementing such a complex data-gathering and information-sharing plan, on a short timeframe and without external technical resources, proved more difficult than had been anticipated by the Sheriff's Office.

In inter-agency projects, it is common for lead agencies, both nonprofit and public, to underestimate the daunting, complex, and ongoing challenges of developing and managing inter-agency data agreements. In addition, this Project, as proposed, involved developing collective governance, shared and coordinated implementation, cross-agency data practices involving a complex cohort of primary partners, and analysis of a comparison group – all, on an effective timeline of less than 24 months, and with very limited budget for technical assistance.

In a project such as this one, which intended both a process evaluation and an outcome evaluation, it would have been beneficial to retain ongoing external technical assistance throughout a project's lifecycle.

Within this framework, executing on the evaluation plan was limited in several ways. At the Project's launch, the Sheriff's Office and primary partners devoted themselves to developing Memos of Understanding and implementing activities on an accelerated timeline, to reduce start-up lag. Not surprisingly, this focus on start-up drew attention and resources away from foundational elements of evaluation, including the plan to recruit graduate students from a public university to provide cost-effective external assistance to operationalize the evaluation plan.

As a result, the partnership underestimated both the complexity of the Project's data-related tasks and overlooked the need to develop agreements on a host of data-related considerations, including core metrics, sources, roles and responsibilities, confidentiality and release of information, anonymization, and cross-system participant tracking, among others. In addition, the Project under-estimated the scope and complexity of conducting a comparison study using another public housing site managed by HACCC (El Pueblo, in Pittsburg, CA).

Notwithstanding the limitations in evaluation-related activities, however, the Project's robust *service* activities were implemented as intended. Further, although it proved difficult to generate process and outcome data gathered from the housing authority and the school district, the Sheriff's Office has been able to collect and analyze substantial amounts of data related to public safety, resident perceptions of law enforcement, community engagement, and youth opportunity.

4. Team policing

Historically, the HACCC has provided funding to underwrite the cost of one Resident Deputy assigned exclusively to BVHD; however, over the years the Resident Deputy has been called on to address needs outside the BVHD, such as responding as a cover officer and/or taking emergency calls for service outside the confines of the property. Further, the HACCC had also often requested that the Resident Deputy be deployed in the evening hours to serve as a visible, proactive deterrence.

To reduce these burdens while augmenting the existing resources, the Project's grant funding was used to underwrite the cost of an additional Deputy and institute a team policing model.

But fully implementing the relationship-based, team policing model generated interesting challenges, primarily related to issues of scheduling. However, thanks in part to the relationships and sense of shared purpose and collective problem-solving, the Project was successful in managing the fluctuating schedule.

5. Drug trafficking

The problem of street-level drug trafficking was identified by community members at the Project's initial community meetings. Residents expressed concern regarding suspected drug sales and gambling occurring on the trails behind their homes. In response, the Sheriff's Office conducted analysis of calls-for-service and arrests. As it emerged, this data was not consistent with residents' experiences, leading the Project team to the hypothesis that the drug-related activity, when it occurred, often might not have been formally reported to the Sheriff's Office. In response to residents' input, the Sheriff's Office increased its presence in these areas in the development, performing consistent foot patrols on the trails. It is impossible to quantify the deterrent effect of this change in practice, but the residents' sense of increased safety (as reported in the surveys) suggest improvement in this area of concern.

6. Resident Council

Although the changes are hard to quantify, the Partners feel that their efforts to support the Resident Council (RC) were moderately successful. Prior to the grant, a somewhat contentious relationship had developed between the HACCC site manager and the RC, and it was evident there was continuing friction between the two.

During the grant period, the Resident Deputies worked to form partnership with the RC and mitigate this friction, routinely attending the RC's monthly meetings. Over time, the RC assisted in some of the Project's Community Gathering events; in addition, the RC's president, selected to be a member of the Community Partnership Council, gradually took a more active role in the community. At the RC's 17th Annual Community Awards event in June 2018, the RC recognized the BVGT for its work in the community.

Given this progress, it appears that the Sheriff's Office would benefit from consistently stewarding the relationship with the RC, which represents a primary potential mechanism for community support in partnership with the Sheriff's Office.

7. Neighborhood Watch

Despite intentional efforts throughout the course of the grant, the Project was not successful in its attempts to support the development of a Neighborhood Watch program, the desire for which had been expressed by members of the Resident Council.

The Project's Community Partnership Specialist took the lead in initiating multiple efforts to accomplish this goal: discussing the topic with residents at RC meetings, conducting one-on-one outreach to likely leaders, developing and distributing flyers, placing recruitment information in the monthly community newsletter, conducting outreach at multiple community events, and attempting to convene Neighborhood Watch meetings. While some residents continued to express interest in the idea, few residents participated in outreach or recruitment, and the Neighborhood Watch meetings attracted only a few participants.

The Project has not conducted a survey or other form of inquiry to identify the factors affecting this aspect of the Program; in future, a more informed and targeted inquiry might reveal new insights, opportunities, or methods.

8. Reaching overlooked children and youth

Although the Project was very successful in providing a varied array of youth-focused activities and opportunities, it is also true that the Project did not succeed in reaching all of BVHD's children. Of the 188 registered children in BVHD, the Project served 92.

Early in the Project's implementation, Project partners realized that some children typically returned directly home after school and did not later emerge for after-school activities. When this was discovered, the Resident Deputies began meeting the bus after school to greet the children. This engagement effort was later amplified by establishing an ice cream giveaway program at the bus stop/YMCA and at the substation.

From these engagement efforts, the partners learned that some children were required or chose to stay home after school, whether to do homework, play video games, or engage in other activities. In some cases, parents instructed their children to remain inside.

To better understand this dynamic, partners discussed this matter with parents at a Resident Council meeting. From this conversation, it became clear that safety, in its various forms, was an important barrier. For example, one longtime resident explained that she rarely allowed her daughter to play at the YMCA for fear of harassment and bullying. In other cases, parents admonished their children not to play with "the kids

who hang out at the YMCA.” Finally, other parents expressed concerns about cars speeding along the development’s main road.

Although the Resident Deputies had worked to establish a visible presence in the development, in response to this feedback they began to implement “Safe Passage” foot patrols to elevate the sense of safety – both physical and interpersonal – in the development.

The Project also conducted a roundtable discussion about the situation in a Youth Council meeting. One of the members, a 16-year-old boy, stated he didn’t let his younger siblings “run around the neighborhood” due to the fear of bad influence by other children. Through this dialogue, the Youth Council members were able both to express their concerns and to help develop solutions.

Indeed, the Youth Council itself was developed as an intentional method to engage teenagers who otherwise might have found it difficult to be involved in safe and positive activities. In turn, the Youth Council developed additional opportunities – like the Youth Mural Project – to provide young people with structured activities that benefited both them and the larger community.

It bears noting that in communities like BVHD, with disproportionately high rates of poverty, high rates of crime, and low rates of employment, young people rarely receive regular allowances and may find it extremely difficult to legally generate spending money. In future, it would be helpful to consider methods to tie young people to activities that provide stipends or earned income; for example, many cities (including the city of Richmond, CA) have formal Summer Youth Employment programs, which provide structured, prosocial summertime activities, academic and vocational enrichment, and regular stipends.

2. PROJECT APPROACH AND GOVERNANCE

Though ambitious in its intents, the Project’s plan to foster a multi-partner, relationship-based policing model in a geographically small residential community presented a rare opportunity to examine the premise that shifting the role, purpose, and partnerships of a local law enforcement agency could lead to substantial community improvements across multiple realms.

A. PROJECT APPROACH: RELATIONSHIP-BASED POLICING

Definitions of relationship-based policing (also known as community-based policing) typically focus on three components: some level of community involvement and consultation; decentralization, often increasing discretion to line-level officers; and problem-solving. Because community policing is focused on close collaboration with the community and addressing community problems, it is seen as an effective way to increase citizen satisfaction and enhance the legitimacy of the police.

Relationship-based approaches can not only improve community confidence in local

law enforcement but can also enhance community members' faith in the fairness and legitimacy of the entire justice process – their faith in what is called “procedural justice.”

According to Tom Tyler, a psychologist and leading scholar of the subject, procedural justice includes four primary components:¹

1. Citizens need to participate in the decision process (i.e. be given a voice).
2. Individuals want to be treated with dignity and respect.
3. Neutrality is key. People tend to view a situation as fairer when officers are transparent about why they are resolving a dispute in a particular way.
4. People are more likely to view an interaction as fair when they trust the motives of the police. Citizens will view the action taken as fairer if the officer shows a genuine concern for the interests of the parties involved.

Inspired by the success of community policing efforts in Southern California and best practices identified through the Task Force on 21st Century Policing, the Sheriff's Office developed the Project as an integrated, place-based, multi-stakeholder partnership.

B. SHARED GOVERNANCE

The Project was led by the Sheriff's Office, in primary partnership with the JSUSD, the HACCC, and the local YMCA. Over the course of the Project, the Sheriff's Office forged partnership with additional entities, including businesses, the public library system, and other community-based organizations.

To foster ongoing learning and shared governance from the start, the Project established an all-partner Bayo Vista Grant Team (BVGT),² which included representatives of all participating community partners and Office of the Sheriff personnel. Beginning in October 2016 and meeting on a biweekly schedule, the BVGT developed, coordinated, managed, and reviewed all facets of the programs and activities associated with the Project. Beginning with an Administrative Update by the Project Director, an Operational Update from the Watch Commander, and reports on

¹ Tom Tyler, “Procedural Justice, Legitimacy, and the Effective Rule of Law,” The University of Chicago Press, *Crime and Justice*, Vol. 30 (2003), pp. 283-357.

² Headed by Office of the Sheriff Project Manager Captain Robert Nelson, the BVGT included representatives from the Housing Authority of Contra Costa County (Stefanie Monge, Asset Manager), YMCA (Maurice Range, Site Coordinator), Head Start Program (Carol Weadon, Program Manager), JSUSD (John Angell, Attendance Officer), Lieutenants Trish England and Joseph Buford (Bay Station Watch Commanders), Evaluation Specialist Candice Christopherson, Office of the Sheriff Community Partnership Specialists (Carlye Slover and Le'Reina Skidmore), and Deputy Sheriffs Sam Noble, Greg Jackson, and Alfred Rodriguez.

each partner's activities and issues, the meetings also included roundtable discussions regarding project development, current activities, and emerging trends, including reports on criminal activity and deputy logs. By consistently working together in coordinating programmatic activities, services, and collective decision making, the BVGT cultivated and demonstrated its commitment to joint governance.

The Evaluation Specialist began work on the project in December 2016. Having been with the Sheriff's Office for five years, she had substantial experience in managing data-related elements of multiple special projects including tracking, data collection, and data analysis. The Evaluation Specialist worked in partnership with key stakeholders to gather, manage, and track data generated by the Sheriff's Office or provided by Project partners; over the course of the grant, the Evaluation Specialist has dedicated approximately 600 hours to the Project.

To deepen relationship with the broader community and BVHD residents, the Project also formed a Community Partnership Council (CPC) to coordinate, manage, and assess the Project's implementation and outcomes. Established early in 2017, the CPC met on a quarterly basis and included the President of Resident Council and member of the Rodeo Municipal Advisory Committee (the governance body for this unincorporated community), representatives for County Supervisors, HACCC, Office of the Sheriff, JSUSD, local business partners, and a Bayo Vista resident.

Finally, the Project's day-to-day learning and management was fostered through regular small-team meetings of the three assigned resident deputies and the Project Manager. Fostering the deputies' shared insights and strategies, these small-team meetings also provided a vehicle for collective project planning that involved individual community partners and community members.

3. PROJECT GOALS AND EVALUATION METHODOLOGY

A. PROJECT GOALS

The Project was intended to use relationship-based policing, intentional public/private partnership, and collective governance to improve the quality of life and community for residents of BVHD in four ways:

1. Increase public safety and reduce crime by institutionalizing a relationship-based policing model
2. Enhance public trust in law enforcement by serving as a visible, approachable, and responsive resource
3. Enhance youth development and educational achievement by partnering with the school district to support at-school activities and by partnering with the YMCA to provide structured academic and recreational enrichment

4. Develop successful and sustainable partnership with community partners

B. RESEARCH METHODOLOGY

In order to document and evaluate the effectiveness of the strategies and activities used to achieve its goals, the Project’s evaluation anticipated both process and outcome evaluations using a mixed-methods research design.

For the process evaluation, the Project intended to use semi-structured interviews to solicit perspectives on program implementation, successes, and challenges among Project stakeholders, including members of the Sheriff’s Office, community partners, and residents.

The outcome evaluation was intended to gather available and permissible data provided by the housing authority, school system, law enforcement, social service, supported by survey data. In an especially ambitious element, the outcome evaluation was to include a quasi-experimental design using propensity score matching to compare outcomes for BVHD residents with those in a different housing development community matched by demographic variables (race, gender, age, risk level, and criminal history).

This report details both the outcomes and activities for the Project.

4. PROJECT RESULTS

A. CRIME AND PUBLIC SAFETY

For the purposes of this report, the evaluation tracks 12-month data related to an array of selected criminal offenses (property crime and personal crime) that were identified in the original proposal as areas of primary concern to the community and the Sheriff’s Office. (The list of selected criminal offenses is included in the Appendix.)

As the pre-grant baseline, this report uses data generated from July 1, 2015-June 30, 2016. This is compared against the same criteria for the period July 1, 2017-June 30, 2018, which constitutes the Year 2 of the grant period.

Due to the usual delays related to grant-contracting and start-up, the majority of the activities in Year 1 (nominally, July 1, 2016-June 30, 2017) were not in effect until after October 2016. As a result, it is difficult to compare Year 1 to either the baseline or to Year 2.

However, as suggested in the analysis presented here, the evaluation makes certain observations regarding data generated during Year 1.

Figure 1: Select Crimes: Summary Rate of Change from Baseline

Select crimes	Baseline 7/1/15-6/30/16	Year 1 7/1/16-6/30/17	Year 2 7/1/17-6/30/18	Delta Year 2 compared to baseline
	34.00	37.00	32.00	-5.8%

Compared to baseline, the total select crimes rose in Year 1 and declined in Year 2, for a total decline from baseline of 5.8%. However, deeper analysis demonstrates much more substantial declines in the majority of categories. The largest rates of decline are shown in Figure 2:

Figure 2: Select Crimes: Specific Rates of Decline from Baseline

Offense	Incidents Baseline (7/1/15-6/30/16)	Incidents Year 2 (7/1/17-6/30/18)	Year 2: % Change from Baseline
Burglary – Residential (felony)	4	2	Decrease 50.0%
Domestic Violence/Injury (felony)	5	2	Decrease 60.0%
Vandalism (felony)	5	1	Decrease 80.0%
Arson	2	0	Decrease 100.0%
Petty Theft (misdemeanor)	2	0	Decrease 100.0%
Burglary - Miscellaneous	1	0	Decrease 100.0%
Armed Robbery (felony)	1	0	Decrease 100.0%
Total (annual)	20	5	Down 75%

Given the small n-sets generated by this very small data set, even a small reduction in reported incidents has a substantial and perhaps misleading impact on the percentage of change. Therefore, it would be premature to extrapolate trends from this limited and short-term data. Furthermore, without controlling for variables, causality cannot be imputed. Nonetheless, these changes do demonstrate significant decrease in the incidence of these crimes.

Of particular note, rates of some types of serious crime against a person declined: reports of domestic violence with injury to a spouse decreased by 50% (from six reports to three), armed robbery decreased by 100% (from one report to none), and arson decreased by 100% (from two reports to none).

On the other hand, not all the select crimes declined, as shown in Figure 3:

Figure 3: Select Crimes: Specific Rates of Increase from Baseline

Offense	Incidents Baseline (7/1/15-6/30/16)	Incidents Year 2 (7/1/17-6/30/18)	Year 2 % Change from Baseline
Recovered Stolen Vehicle	1	1	Unchanged
Burglary – Auto	1	1	Unchanged
Burglary – Commercial	1	1	Unchanged
Grand Theft – From Building	0	1	Increased by 1
Grand Theft – From Vehicle	0	1	Increased by 1
Petty Theft – From Vehicle	0	1	Increased by 1
Petty Theft – Vehicle Parts	0	1	Increased by 1
Rape	0	1	Increased by 1
Assault with a Deadly Weapon	3	6	Increased by 3
Misdemeanor Vandalism	8	13	Increased by 5
Total (annual)	14	27	Up 92.9%

As Figure 3 illustrates, no change was seen in reports of recovered stolen vehicles, commercial burglary, or residential burglary; each of these was reported a single time.

Increases were seen in several categories of property crimes (grand theft, petty theft, and vandalism). Yet just one charge - misdemeanor vandalism, which is generally recognized as a nuisance crime rather than as a crime of material consequence – accounted for 48% of the increased crime incidents (13 of total 27 reported). The cause for this increase in reports of misdemeanor vandalism has not been determined, but it may be the case that is caused not by actual increases in such activity, but rather by residents' increased willingness to report it, which would be consistent with survey findings that report residents' increased sense that the Sheriff's Office is trustworthy and responsive.

Increased crime rates were reported in two categories of serious crime against a person: there was report of one rape (up from zero in the baseline period), along with six reports of assault with a deadly weapon (ADW), an increase of 100% from the three reported in the baseline period.

Deeper analysis of the ADW poses additional interesting questions. In the baseline year, three ADWs were reported at dispersed intervals (July 2015, September 2015 and June 2016). In Year 1 of the Project, three ADWs were again reported at somewhat dispersed intervals (September 2016, October 2016, and June 2017). Given that the Project's activities weren't fully implemented until late October of that year, it can be argued that only one of these ADWs occurred during the Project's implementation period.

Nonetheless, Year 2 reveals a sharp increase in the rate of ADWs, doubling from three to six reported, in that fiscal year. Of these six, four were clustered together in the first five months of Year 2 (July, September, October, November 2017); the remaining two were reported in February and April 2018. Barely spanning both Project years, this pattern shows a cluster of five ADWs (typically one per month) in the span of six months from June 2017 through November 2017.

It may be that this represents a random statistical cluster, but patterns such as this one warrant further scrutiny. There are two prime reasons for such inquiry. First, it is important to determine whether there are underlying dynamics in common which, if mitigated, might reduce this serious conduct. Second, it is important to recognize that ADWs continue to be reported even in the final few months of the grant-funded period, with one each in February and April 2018; again, close analysis is warranted to determine whether there are underlying factors contributing to the pattern and whether a trend is evident. The Sheriff's Office Investigations Unit is currently conducting an analysis regarding these cases.

B. PUBLIC PERCEPTIONS

The foundational changes were amplified by intentionally creating opportunities to build positive interactions between residents and Sheriff's Office. The annual Thanksgiving Turkey Giveaway, Shop with a Sheriff, Breakfast with Santa, and other community events were all intended to enhance public trust and confidence in the Sheriff's Office.

Consistent with this strategy, the Sheriff's Office intentionally shifted the tactics used to eliminate certain kinds of criminal activity; for example, to reduce crime associated with a known drug trafficking location without reigniting the sense of the Sheriff's Office as an occupying force, the Sheriff's Office agreed that the Special Enforcement Team (J Team), not the Resident Deputies, would take the lead in conducting enforcement activities regarding this site.

Four surveys for residents were conducted over the course of the grant (October 2016, January 2017, January 2018, and June 2018). Completed anonymously, the surveys used a five-point Likert scale, with 1 as "strongly disagree" and 5 as "strongly agree." Surveys were distributed to tenants when they visited the HACCC office to pay their rent.

It is worth noting that this survey methodology does not generate a random sample of residents and may skew results in terms of demographics (especially age and gender). The survey methodology did not include the use of unique identifiers, making it impossible to measure changes in individual responses over time. Further, since the rent check for a given household may be delivered to the office by differing members of the household, no consistency of respondents can be inferred.

In the analysis below, we report both "snapshot" data (perceptions as reported in the final survey) and trend data (measuring the change of perceptions across the surveys in which the question was asked).

Positive change was demonstrated across all questions surveyed, although the amount of change varied across questions. The largest positive changes were generated by questions measuring levels of perceived safety and trust.

1. "I FEEL SAFE IN MY COMMUNITY."

Final Survey (Snapshot): Ninety-four people answered this question on the final survey. Of those who reported gender (n=91), 79% were female and 20% were male. The majority (58%) were between 26 and 45 years old. The average period of tenancy was 5.8 years, with a range of 3 months to more than 40 years; the median tenancy was four years.

Figure 4: Demographics of all responses to question of "safety"

Final survey: Safety (all responses) n-set=94	Gender (n-set 91)	Age	Tenancy
	Female: 79%	18-25: 9%	Range: 3 months/40 years
	Male: 20%	26-35: 28%	Average: 5.8 years
		36-45: 28%	Median: 4 years
		46-55: 19%	
		55+: 16%	

Of the 94 people who completed the final survey, 55 people (58.5%) "strongly agreed" with the statement, "I feel safe in my community." The average score was 3.8. The most common score (mode) was 5.

The difference between the average score and the mode is consistent with the fact that while a substantial number of people strongly agreed, significant percentages of respondents provided a score below 4. Closer analysis reveals that 26.6% of people responded "uncertain" and 14.9% "strongly disagreed" with this statement, while no respondents answered either "agree/4" or "disagree/2." Taken together, then, while 58.5% of people reported feeling safe, the remaining 41.5% reported "uncertain" or "strongly disagreed" with the safety statement.

By comparison with the overall respondents, the 14.9% of people who "strongly disagreed" with the statement were substantially younger than the overall cohort (with 42% between 18 and 25, compared to 31% for the overall cohort). In addition, more of these respondents were male (28.6% compared to 20% overall). While it is impossible in the context of this evaluation to understand more about the nature and cause for this reported lack of feeling safe, further study and follow-up might provide substantial opportunity to understand and respond to this important consideration.

It would also be important to assess the question of safety against a broader base of constituents; as mentioned earlier in this section, the survey methodology did not ensure either a random or a representative cohort. Given that the overwhelming majority of respondents were female, while male respondents scored lower on measures of safety, it would be valuable to conduct follow-up surveys to gather both a broader sample and to explore gender-specific variations in responses.

Figure 5: Demographics of respondents who reported "1/strongly disagreed" to question of "safety"

Final survey: Safety "1" responses, n-set=14	Gender	Age	Tenancy
	Female: 71%	18-25: 21%	Range: 1.5/18 years
	Male 18%	26-35: 21%	Average: 6 years
	No answer 10%	36-45: 36%	Median: 7.12 years
		46-55: 21%	
		55+: 0%	

Trend: Analysis of each of the average scores for this question over the course of the Project demonstrates a measurable increase in the average response to this question, as demonstrated in Figure 6: Feeling Safe: Trend of Average Rankings.

Figure 6: Feeling Safe: Trend of Average Rankings

Average rank per survey	Survey 1 (n26)	Survey 2 (n44)	Survey 3 (n65)	Survey 4 (n94)	Delta (points)	Delta (%)
Q. #1: Feeling Safe	3.0	3.63	3.83	3.87	+ .87	+29.1%

2. "I FEEL MY CHILDREN ARE SAFE IN MY COMMUNITY."

Final Survey (Snapshot): Eighty-nine people answered this question on the final survey. Of these, 19.1% "strongly agreed" with the statement, "I feel safe my children are safe in my community." Thirty-six percent "agreed," 27% were uncertain, 13.5% "disagreed," and 4.5% "strongly disagreed." The average score was 3.52. The most common score (mode) was 4.

Taken as a whole, then, 55.1% of people "strongly agreed" or "agreed," while 18% "disagreed" or "strongly disagreed." This divergence of opinion, especially on a question of acute interest to the community, warrants further consideration and attention to identify and address underlying factors.

Trend: This question was not asked in the Project's initial survey. However, an analysis of the three surveys in which it was ask demonstrates substantial improvement over the course of those three surveys, as demonstrated in Figure 7: Child Safety: Trend of Average Rankings.

Figure 7: Child Safety: Trend of Average Rankings

Average rank per survey	Survey 1	Survey 2 (n44)	Survey 3 (n62)	Survey 4 (n89)	Delta (points)	Delta (%)
Q. #2: Child Safety	NA	3.16	3.34	3.52	+ .36	+ 11.4%

In addition, the distribution of rankings demonstrates an overall shift toward the favorable, with increases in the percentages of respondents who answered, "strongly agree" and "agree," as demonstrated in Figure 8: Child Safety: Comparative Distribution of Rankings.

Figure 8: Child Safety: Comparative Distribution of Rankings

Comparison	Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
Survey #2 (n=43)	11.6%	30.2%	32.6%	14.0%	11.6%
Survey #4 (n=89)	19.1%	36.0%	27.0%	13.5%	4.5%
Delta (percentage points)	+7.5%	+5.8%	-5.6%	-0.5%	-7.1%

3. "I TRUST THE SHERIFF'S OFFICE DEPUTIES WORKING IN MY COMMUNITY."

Final Survey (Snapshot): Of the 94 people who completed the final survey, forty-two people (45%) answered this statement as "strongly agree." On the opposite end of the spectrum, only one person (1%) "strongly disagreed" with this statement, and only five people (5.3%) "disagreed" with this statement. The average score was 4.09. The most

common score (mode) was 4. Taken as a whole, this reflects a strong sense of satisfaction regarding perceptions of trust in the Sheriff’s Deputies.

Trend: The scale used for this question was altered in the second survey, so this report analyzes data from the three surveys in which it was asked. A comparison of the change from survey two to survey four demonstrates substantial improvement, as illustrated in Figure 9: Trust in Sheriff’s Office Deputies: Comparative Distribution of Rankings.

Figure 9: Trust in Sheriff’s Office Deputies: Comparative Distribution of Rankings

Comparison	Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
Survey #2 (n=44)	25.0%	40.9%	13.6%	6.8%	13.6%
Survey #4 (n=94)	36.2%	44.7%	12.8%	5.3%	1.1%
Delta (percentage points)	+11.2%	+3.8%	-0.9%	-1.5%	-12.6%

In the second survey, 20.4% responded “disagree” or “strongly disagree” to the statement, “I trust the Sheriff’s Office deputies working in my community.” By survey four, however, those responses had fallen to combined 6.4%, a decline of 68.8%.

At the other end of the spectrum, in survey two a total of 65.9% responded “agree” or “strongly agree” to this statement; by survey four, that number totaled 80.9% of responses, an increase of 22.7%.

This twinned shift – an increase in positive sentiments and a decrease in negative sentiments – reflects a substantial improvement in attitudes surveyed over the course of the Project. However, the largest shift here was not in the increase in positive attitudes (which measured a total of 65.9% for “agree” and “strongly agree” at the beginning of the grant, a high level) but in the change in negative attitudes, which declined by 68%, from combined 20.4% to a combined 6.4% of responses.

4. “I FEEL THE SHERIFF’S DEPUTIES IN MY COMMUNITY ARE APPROACHABLE AND INVESTED IN OUR COMMUNITY.”

Final Survey (Snapshot): Of the 94 people who completed the final survey, 35 people (37.2%) “strongly agreed” with this statement. The average score was 4.0. The most common score (mode) was also 4.

The consistency of the mode and average reflect the relatively narrow distribution of answers to this question; overall, in the fourth survey, 80.4% reported feeling that the Sheriff’s Deputies were “approachable and invested,” with 12% reporting “uncertain.” Only 7.6% “disagreed” or “strongly disagreed” with the statement.

Trend: This question was not asked in the Project’s initial survey. A comparison of the change from survey two to survey four demonstrates substantial improvement, as

illustrated in Figure 10: Approachable and Invested Sheriff's Office Deputies: Comparative Distribution of Rankings.

Figure 10: Approachable and Invested Sheriff's Office Deputies: Comparative Distribution of Rankings

Comparison	Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
Survey #2 (n=46)	26.1%	30.4%	21.7%	6.5%	15.2%
Survey #4 (n=92)	38.0%	42.4%	12.0%	5.4%	2.2%
Delta (percentage points)	+11.9%	+12.0%	-9.7%	-1.1%	-13.0%

Greater even that the change demonstrated in Question 3, this twinned shift (42% increase in positive sentiments and 65% decrease in negative sentiments) again reflects the substantial improvement in both positive and negative attitudes surveyed over the course of the Project.

5. "I AM SATISFIED WITH THE ACTIVITIES THE SHERIFF'S OFFICE HOSTED AND PARTICIPATED IN JOINTLY WITH THE HOUSING AUTHORITY AND THE YMCA."

Final Survey (Snapshot): Of the 94 people who completed the final survey, 47.8% "strongly agreed" with this statement; another 33% "agreed." Eleven percent of respondents answered "uncertain," while 6.4% disagreed. Only one respondent "strongly disagreed" with this statement. Taken as a whole, 80.4% of respondents answered favorably, the second highest combined rating generated by any of the questions.

Trend: This question was not asked in the Project's initial survey. A comparison of the change from survey two to survey four demonstrates substantial improvement, as illustrated in

Figure 11: Satisfaction with Activities of Sheriff's Office/HACCC and YMCA: Comparative Distribution of Rankings.

Figure 11: Satisfaction with Activities of Sheriff's Office/HACCC and YMCA: Comparative Distribution of Rankings

Comparison	Strongly Agree	Agree	Uncertain	Disagree	Strongly Disagree
Survey #2 (n=46)	31.1%	24.4%	24.4%	6.7%	13.3%
Survey #4 (n=94)	47.9%	33.0%	11.7%	6.4%	1.1%
Delta (percentage points)	+16.8%	+8.6%	-12.7%	-0.3%	-12.3%

As with the other survey questions, responses to this question also demonstrate substantial improvement in resident attitudes. Taken as a whole, 80.9% of respondents answered favorably, the highest rating generated by any of the questions, up from a combined 55.5% in survey two.

At the other end of the spectrum, 7.5% of respondents in survey four answered "disagree" or "strongly disagree," down from 20% who chose this response in survey two.

With an increase of 45.5% in positive sentiments over the course of the surveys and a 63% decline in levels of dissatisfaction with the activities of the Sheriff's Office, HACCC, and YMCA, this is the most substantial shift surveyed over the course of the grant.

C. YOUTH SUPPORT, SPORTS, EDUCATION, AND JUSTICE

YOUTH STRATEGIES

1. Academic Reinforcement and Shared Problem-Solving

The Project's collaboration with JSUSD included keen focus on reducing absenteeism. On behalf of the Project, the school identified students/families with a history of truancy. Traditionally in Contra Costa County, the District Attorney's Office sends letters of reprimand and warning to families of truant students; cases are then referred through a variety of attendance boards and may end up under jurisdiction of the court, which can be frightening, destabilizing, excessive, and counterproductive.

Consistent with the Project's commitment to cooperative, wraparound, relationship-based solutions, the Resident Deputy worked closely with the identified families to provide mentoring, guidance, and referrals to service. On more than one occasion, the Deputy responded to calls from frustrated parents/grandparents regarding a child's refusal to go to school. In such cases, the Deputy sometimes responded to the residence, drove the child to school, and met with the teachers to develop shared solutions to the child's struggle.

The partnership with the JSUSD and formation of the Youth Council provided a further opportunity to reinforce the importance of education/college with the council members.

The YMCA's After-School Scholars program include tutoring, after-school enrichment activities, and mental health counseling. With the support of this grant, the Project was able to provide daily after-school support for 30 children in academic year 2017/2018, up from 20 children in 2015/2016. In addition, the YMCA was able to expand the availability of the Group Counseling and Family Support program, in which Y-Team Mental Health counselors provided counseling to 30 BVHD children in weekly, one-hour gender-specific groups.

Finally, the Project participated in annual Book Giveaways and installed two "Free Little Libraries" for the community – one at the YMCA and one at the substation.

2. Organized Sports and Summer Activities

To provide positive, structured summertime and sports opportunities, the Sheriff's Office partnered with the YMCA to revive and enhance multiple elements of their youth activities.

- The Project established the Bayo Vista Bulldog basketball team as a member of

the YMCA East Bay Athletic League. Coached by the Sheriff Deputies and wearing uniforms made possible by the grant, the team conducted two practices and one game weekly for ten weeks in the winters of both 2016 and 2017, along with a five-week season in spring 2018. The Project also established an NFL Flag Football Team for children of BVHD; it held a 10-week season in 2017.

- The Project provided opportunities for BVHD children to participate in the Jr. Giants baseball league, a non-competitive, co-ed baseball and softball league sponsored by Bank of America and the YMCA, which held an eight-week season in 2017.
- The Project established a six-week Chess Club held onsite at the YMCA, which served five children.
- The Project provided scholarships for 20 children to attend YMCA Summer Camp for nine weeks in summer 2017 and three weeks (prior to grant's end) in summer 2018; this doubled the YMCA's usual summer camp cohort.
- The Project took groups of children on multiple summertime field trips to the beach, swim centers, amusement parks, and professional baseball and basketball games.
- The Sheriff's Office also participated in the free summer lunch program at JSUSD and in monthly ice-cream giveaways conducted at the YMCA bus stop and substation.

3. Leadership Development

The Project implemented three primary youth development initiatives:

- Bayo Vista Youth Council: In March 2017, the Project established the Bayo Vista Youth Council, an after-school leadership development project comprising 10 students. During the school year, the Youth Council met on-site at the school every other week; during the summer, the Youth Council met at the substation. Supported by the Resident Deputies, the Youth Council elected officers, mapped out its organizational structure, and drafted goals and objectives. The Youth Council continued to meet during the 2018 summer vacation and will reconvene at the beginning of the 18/19 school year.
- Bayo Vista Youth Council Mural Project: With support of the Sheriff's Office, JSUSD, and business supporters, the Bayo Vista Youth Council helped to design and manage a participatory art-making project involving other young people in the community. Working with a professional muralist, the Youth Council and BVHD youth designed and painted a 30-foot by 25-foot mural on the exterior of the Sheriff's Office substation in BVHD. The young people also assisted in organizing the project, which included a street fair and dedication celebration attended by 250 residents and recognized by local politicians.

- Sheriff's Office Youth Academy: The Youth Academy is a one-day course that gives young people a hands-on experience of the scope, duties, and purpose of the Contra Costa County Office of the Sheriff. Participants tour various divisions of the Sheriff's Office, including the Field Operations, Coroner's Office, Crime Lab, and Dispatch Center; they also engage in demonstrations by the Drone Team and the K-9 Unit. Participants also meet members of the J-Team (special operations), visit the Marine Patrol Unit (including a tour of the San Francisco Bay Delta on the patrol boat), and learn about patrol operations, vehicle stops and SWAT operations. Over the course of the grant, six BVHD youth attended the Youth Academy.

4. Safety and Justice

In partnership with Head Start, the Project provided "RAD Kids" self-defense training for 30 students. The Project also provided EZ Child ID registration for 29 children.

As a substantial shift of philosophy and policy, the Program sought to manage youth delinquency, and build community trust and partnership, by developing supportive rather than traditional punitive interventions for juvenile misbehavior.

Given that young people of color are disproportionately involved in the juvenile justice system and given that Contra Costa County is exploring alternative approaches to youth justice, the Project's intention was to minimize negative contact between youth and law enforcement and limit their exposure to the juvenile justice system.

Committed to compassionate policing and integration into community culture, the Sheriff's Office developed a more intimate understanding of the young people and families it serves. Through an array of supportive relationships, non-punitive responses, and diversions such as informal admonishment in the field, family intervention, service referrals, informal mentoring, and community service to resolve misbehavior, this relationship-based philosophy made a markedly positive impact on perceptions, school attendance, and lawful behavior.

In one incident of vandalism involving seven young people, the BVGT agreed to admonish the young people and support them in completing in a week-long, in-community service project, rather than referring them to probation's custody. As a result, all seven were diverted away from the juvenile justice system, developed a positive role in the community, and deepened their sense of trust and belonging.

During the course of the grant, there was only one documented arrest of a Bayo Vista juvenile within BVHD. In this incident, a player on the football team was arrested for misdemeanor battery on a peace officer. One of the Resident Deputies made the arrest. But rather than just turning the young person over to the juvenile justice system, the Resident Deputy, who was working with the family throughout the grant program, met

with Juvenile Probation to discuss the case and disposition, remained very involved with the young man, and recruited him into the Youth Mural Project.

YOUTH METRICS

1. Sports, After School, and Summer Camp

Ninety-two young people participated in sports, summertime, and after-school activities provided by the Project. Of these, 53.2% were male and 46.8% were female. Ages ranged from five years old to 13 years old. Thirty-three percent were five to eight years old; 51% were nine to 11; and 15% were 12 or 13 years old. The median age was 9.5 years old. Forty-eight percent of the children were African American, 22% were Latino, 12% were mixed race, 11% were White, 2% were Asian, and 5% were of unknown ethnicity.

The Project tracked participation rates for five after-school or sports-related activities: basketball (2016), basketball (2017), flag football (2018), Summer Scholars, and After-School Program Scholars.

Eighty-two percent of the 92 children who were tracked participated in a single activity; 12% participated in two activities; and 6% participated in three or more activities.

Of the five activities, the largest number of children (n=60) participated in the Summer Scholars program, representing 51.7% of all activity participation. Twenty-seven (unduplicated) children participated in at least one of the basketball seasons, 13 children participated in flag football, and ten (grant-funded) children participated in the After-School Scholars program. Ten of the children who participated in sports activities were girls, twenty-six were boys.

2. School Attendance

Figure 12: Truancy Rates of BVHD Children at JSUSD

	2015/2016	2016/2017	2017/2018
Severely truant	22.3%	20.7%	17.7%
Moderately truant	7.9%	5.9%	5.1%
Chronically absent	30.2%	26.6%	22.8%

As detailed in Figure 12: Truancy Rates, rates of both severe and moderate truancy for children of BVHD declined in each of the years of the Project.

Over the course of the grant, as compared to baseline, rates of severe truancy of BVHD students at JSUSD declined by 20.6%, from 22.3% to 17.7% of students; the rate of severe truancy for all students at JSUSD was 18.6% in the same period.

Over the course of the grant, as compared to baseline, rates of moderate truancy at of BVHD students at JSUSD declined 35.4%, from 7.9% to 5.1% of students.

Because JSUSD did not provide student-specific data, it is not possible to track a given

student's utilization of other Project resources or to conduct deeper individual analysis.

C. SUCCESSFUL AND SUSTAINABLE COMMUNITY PARTNERSHIP

RESIDENT COMMUNICATIONS, ENGAGEMENT, AND LEADERSHIP

As a cornerstone of relationship-based policing, the Project instituted multiple methods to establish and deepen connections with residents. This included working with the Resident Council to advance shared planning, improve communication, and cultivate resident leadership. The Project's Community Service Officer worked with the RC to revise by-laws, enhance recruitment, and plan and staff various events, such as a graduation celebration for high school seniors, the National Night Out held every August, and the back-to-school backpack giveaway.

The Sheriff's Office developed monthly newsletters, attended the Rodeo Municipal Advisory Council meetings, and collaborated with residents to conduct a Town Hall, which attracted 42 residents (a 300% increase from the previous Town Hall).

The Project also partnered with the YMCA to plan and conduct monthly Community Gathering events to bolster relationships, empathy, goodwill, and trust. The varied array included such events as the grand opening of the substation, National Night Out, Halloween Safety Fair, Annual Thanksgiving Turkey Giveaway, Shop with the Sheriff, Head Start Holiday Toy Giveaway, Youth Mural Project Dedication Ceremony, BSCC Site Visit Community Gathering event, and post-season sports award ceremonies.

Finally, the Project collaborated with the Child Abuse Prevention Council to conduct a 22-week on-site program called Surviving Parenthood, providing essential support to parents to navigate the very challenging experience of raising children. The Sheriff's Office developed this partnership with the Child Abuse Prevention Council in Year 2, in response to the insights developed by the BVGT during the Project's first year.

COLLABORATIVE AGENCY PARTNERSHIPS

Successful partnerships were developed among the primary community partners within the first quarter of the grant. Subsequent partnership developed over the course of the two-year grant as a result of the Project's community outreach efforts and collaboration with neighboring groups and businesses in the community.

The Project ensured that Resident Deputies were supplied with information pamphlets and resource guides regarding local and county services available to BVHD community members.

As members of the BVGT, representatives from the Project's primary partners consistently participated in the Project's biweekly, multidisciplinary meetings. After receiving briefings regarding contacts, incidents, or active cases, the BVGT partners

collectively worked to propose alternative interventions, identify new solutions, and initiate multi-agency referrals and interventions.

In a final survey, 90% of Project partners indicated that building relationships and trust within community stakeholders was a primary achievement.

5. CONCLUSION

The outcomes of the Strengthening Law Enforcement and Community Relations Project illuminate both the challenges and the benefits of undertaking a bold and highly ambitious multi-partner project. While data-collection and analysis, resident leadership development, and planning for sustainability proved challenging, the Project's successes shine through:

In the space of less than 24 months, the Project reduced crime; increased resident trust in law enforcement; increased perceptions of safety for the community's adults and children; improved school attendance; provided or enhanced an array of academic, athletic, and artistic opportunities for young people; and built meaningful and intentional new partnerships among local anchor institutions and with community residents.

In providing grant support to this "proof of concept" project, the Board of State and Community Corrections offers further evidence that new approaches to policing – built on reciprocal relationships rather than unilateral authority – can effect beneficial changes for all of a community's stakeholders: advancing procedural justice, improving public safety, enhancing community stability, and supporting children and young people too often overlooked or cast aside.

6. APPENDICES:

A. SELECT CRIMINAL OFFENSES

Arson

Assault - Deadly Weapon

Burglary

- Auto
- Commercial
- Miscellaneous
- Residential

California Vehicle Code

- Stolen Vehicle Reported
- Stolen Vehicle Recovered

Domestic Violence

- Violation of a Domestic Violence Court Order
- Domestic Violence with Injury of Spouse

Petty Theft

- From Building
- From Vehicle
- Vehicle Parts
- All Other

Grand Theft

- From Building
- From Vehicle
- Vehicle Parts

Robbery - Armed

Rape

Vandalism

- Misdemeanor
- Felony

B. PROJECT LOGIC MODEL

Lead	Key Activities	Outputs	Metrics	Data Sources
Primary Governance Activities				
<p>Community Partnership Council (CPC)</p> <p>Year 1</p>	<p>1) Begin Governance Activities: a) Form Community Partnership Committee to manage the project, clarify roles and responsibilities, establish meeting schedule, define Year 1 activities, develop governance agreements, and draft implementation plan, including milestones and timeline b) Form a Resident Engagement Subcommittee to take the lead in supporting and convening a Resident Leadership Council (RLC) to partner with project organizations to highlight and respond to community needs and priorities c) Develop information-sharing and referral agreements with Resident Leadership Council, JSUSD, Head Start to identify parents or siblings of young children who may have child-care related truancy challenges d) Identify and form relationships with other relevant service providers in or accessible to residents of BVHD (such as RYSE, Reentry Success Center) to expand knowledge of, referrals to, and utilization of these resources.</p>	<p>*CPC will develop an explicit governance structure and operating agreement to formalize and memorialize internal governance * Community Partnership Council will be operating and functional * Resident Leadership Council will be established and will have developed a list of activities/goals. * Partners will have MOUs outlining governance, data-sharing, and referral agreements * CPC will provide partners and residents with enhanced list of available service resources</p>	<p>* Project partners will report clear understanding of their individual and collective roles and resources in the community and with managing and implementing the project * Project partners will report improved referral practices as compared to the base year * Project partners will report greater sense of efficiency in their efforts to refer clients/participants to other project resources, as compared to the base year. * Resident Leadership Council will be operating on a consistent schedule; RLC will report increased ability to identify and address local concerns.</p>	<p>* Governance documents MOUs and Operating Agreements, data-sharing agreements, meeting records, milestones/ timeline analysis * Pre and post surveys of project partners * Pre and post surveys of Resident Leadership Council members and meeting participants</p>
Goal 1: Reduce Crime and Enhance Neighborhood Safety				
<p>CPC</p> <p>Year 1</p>	<p>2) Begin Evaluation activities: a) Identify Evaluation Specialist, convene Data Management Team b) Define target population and gather baseline measures c) Identify comparison population, build necessary agreements regarding data sets, identify sources of baseline measures on the control group d) Develop instruments and methods to gather baseline data, conduct pre-surveys with deputies, residents, service partners</p>	<p>* Baseline data will be gathered * Year 1 analysis will be complete * Year 2 modifications will be identified</p>	<p>* Evaluation Specialist will be identified * Data Management Team will be convened and operative * Data frameworks and methods will be established * Necessary, relevant, and available data sets will be identified and data-gathering processes will be implemented</p>	<p>* Pre and post surveys of residents (community engagement, perceptions of crime/safety, perceptions of CCCSO) * Pre and post surveys of deputy experience/attitudes * Rates of use of calls reporting suspicious behavior, anonymous crime phone number, # of residents willing to provide information to deputies * Pre and post surveys of Resident Leaders (regarding satisfaction, ownership of the Resident Leader Council)</p>
<p>CCCSO</p> <p>Year 1</p>	<p>3) Begin implementing relationship-based policing model a) Open substation to increase police presence, enhance sense of safety and build positive interactions b) Analyze existing crime pattern data, work with CPC develop both law enforcement and community-based strategies of response c) Deploy high visibility foot and bike patrols in response to data-driven analysis, especially to increase resident trust and to reduce drug trafficking activity d) Develop Community Watch Program and train participating residents to facilitate meetings and provide safety information e) Develop pre-arrest diversion agreements with JSUSD, YMCA, to provide alternatives to arrest for young people facing potential charges for non-violent misdemeanors f) Develop information cards with referral numbers for use by deputies when responding to incidents or during course of consensual contacts</p>	<p>* Relationship-based policing model will be implemented * Working with RLC, CCCSO will develop a list of crime reduction targets with focus on drug-related crimes, residential burglary and other property crimes * Special operations will be in place to address crime reduction targets * Community Watch program will be operational</p>	<p>a. Reduce targeted criminal offenses in BVHD by 20% from baseline. b. Decrease number of target residents who report feeling unsafe by 35%. c. Decrease the amount of drug trafficking in BVHD. d. Establish a structured Neighborhood Watch/Volunteer program for BVHD residents and community partners. e. Increase attendance, frequency and quality of work completed by BVHD Resident Council.</p>	<p>* Neighborhood crime data (Crystal reports, calls for service, pedestrian stops, arrest data, pre-arrest diversion data) * Adult and Youth Resident Surveys (faith in law enforcement willingness to cooperate with investigations; participation in public meetings; sense of neighborhood cohesion) * Public meeting attendance records * Community partner attendance records * Data regarding incidents of youth-related infractions and minor crimes, along with dispositions/diversions data</p>

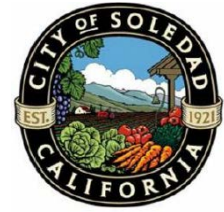
Lead	Key Activities	Outputs	Metrics	Data Sources	
Goal 2: Enhance Public Trust, Credibility, and Neighborhood Cohesion					
Year 1	Community Partnership Council (CPC)	<p>4) Build trust through intentional communications and interactions</p> <p>a) Reach out to community members to build relationships/partnerships and develop more comprehensive understanding of the fears and challenges facing residents</p> <p>b) Develop and disseminate a monthly newsletter for the BVHD to report crime statistics, developing trends, safety tips, and other pertinent information</p> <p>c) Increase transparency and open lines of communication public meetings, newsletters, non-enforcement contacts, and briefings with members of the Resident Leadership Council</p> <p>d) Project partners (especially Resident Deputies) actively participate in community activities and sponsor special event and holiday celebrations</p> <p>e) Limit enforcement actions regarding minor infractions and offenses particularly with non-violent youth and seek out alternatives based on circumstances of incident</p> <p>f) Utilize bike and foot patrols to personalize service delivery and provide opportunities for non-enforcement face to face contacts</p>	<p>* With CPC and RLC as joint leads, project will produce regular newsletters distributed to all residents at BVHD and through project partner sites, providing relevant and current information from Project partners and reflecting the interests and input of residents</p> <p>* With CCCSO and RLC as lead, with support as needed by HAACC and other project partner staff, plan and conduct a variety of neighborhood events and celebrations</p> <p>* Increase non-enforcement contact between residents and law enforcement via foot and bike patrols</p> <p>* Provide training to project law enforcement staff to enhance cultural competency, enhance capacity to identify and deploy trauma-informed practices</p>	<p>a. Law enforcement will demonstrate greater cultural competency and community orientation</p> <p>b. Residents will report increased trust in deputies</p> <p>c. Residents will report improved credibility in law enforcement</p> <p>d. Residents and community partners will report increased sense of neighborhood cohesion</p> <p>e. Ratio of non-enforcement contacts to arrests in the community, as measured by number of residents participating in outdoor activities and gatherings, frequency of participation, and level of satisfaction with the activity.</p>	<p>* Adult and Youth Resident Surveys (faith in law enforcement willingness to cooperate with investigations; participation in public meetings; sense of neighborhood cohesion)</p> <p>* Public meeting attendance records</p> <p>* Community partner attendance records</p> <p>* Pre and post surveys of residents (community engagement, perceptions of crime/safety, perceptions of CCCSO)</p> <p>* Pre and post surveys of deputy experience/attitudes</p>
Goal 3: Enhance Youth Development and Educational Achievement					
Year 1	Community Partnership Council (CPC), with substantial support of JSUSD	<p>5) Build operational agreements and protocols to advance youth success</p> <p>a) Specifically define targeted student population</p> <p>b) Specifically define targeted community-youth/BVHD youth population</p> <p>c) Develop formal operational agreement between JSUSD, CCCSO, and HAACC to define information-sharing regarding truancy, partnerships' methods for responding to truancy, and challenges related to intersection of truancy/residency</p> <p>d) Develop formal operational agreement between JSUSD, CCCSO, and YMCA to provide non-criminal alternatives to truancy, non-criminal diversion protocols to YMCA for infractions and low-level criminal actions by young people</p> <p>e) Develop formal partnership with Lifelong Medical to ensure that target youth have access to medical, dental, and mental health care</p> <p>f) Develop formal partnership with Head Start to maximize enrollment for families with young children, in part to relieve child-related obligations for students at JSUSD.</p> <p>g) Gather necessary baseline data sets</p> <p>h) Develop plan for forming and convening an organized youth league</p>	<p>* Project will have baseline youth education and development data sets for target population (and control group, as possible)</p> <p>* Project will develop and implement a shared protocol regarding reported truancy, responses to youthful infractions or low-level crimes, and an operational diversion partnership of the CCCSO, HAACC, JSUSD, and YMCA</p> <p>* Project will have formalized relationship with YMCA to provide culturally competent, appropriate resources for young people in the target population</p> <p>* Project will have protocol for identifying and referring youth in need of medical care.</p> <p>* Project will have protocol to ensure that young people who are parents or who have childcare responsibilities are connected to Head Start.</p> <p>* Project will have an organized youth sports team.</p> <p>* Project will have protocol for connecting young people returning to JSUSD from detention with the County's Youth Justice Initiative's Reentry Success Team.</p>	<p>a. Develop a partnership with the school district and the YMCA eloped to provide enhanced youth development and after-school programming for youth residing within the BVHD community.</p> <p>b. Decrease the absentee rate for targeted students by 20%.</p> <p>c. Reduce the juvenile arrest rate of the targeted high-risk population by 20%.</p> <p>d. Increase participation by targeted youth at sponsored programs and sporting events at the YMCA.</p> <p>e. Form an organized sports team to serve youth residing in the BVHD community</p>	<p>* School system data (attendance, academic/performance, suspension and expulsion, law-enforcement activities on school property, including school-related arrests)</p> <p>* CCCSO field information, arrest information, diversion records</p> <p>* YMCA program data (participation, attendance, surveys)</p> <p>* Head Start enrollment/utilization data</p> <p>* Youth sports league data (youth and adult participation rates, completion surveys)</p>

Lead	Key Activities	Outputs	Metrics	Data Sources
<p>Goal 4: Develop Successful and Sustainable Partnerships with Community Partners</p>	<p>Community Partnership Council (CPC), with substantial leadership of CCCSO</p> <p>6) Create Frameworks for Lasting Partnership</p> <p>a) Develop partnership agreements (roles and responsibilities, data sharing, shared goals, shared operational protocols, privacy) among CCCSO, HACCC, JSUSD, YMCA, Lifelong, Head Start to achieve the activities and outcomes embedded in this project.</p> <p>b) Develop protocol for making and tracking referrals for residents to community resources</p> <p>c) Conduct introductory meeting with all partners to outline project, activities, and resources</p> <p>d) Conduct introductory meeting with community to outline project and activities, solicit input, strengthen relationships, and solicit potential leaders</p> <p>e) Identify additional project resources</p>	<p>* CPC will develop a meeting schedule and task list and will jointly determine a project management process (Per Goal 1: Outputs)</p> <p>* Project will have Memos of Understanding and implementation agreements (including budgets, roles and responsibilities, data and privacy, and primary point of contact) with and among all of the project partners, both funded and non-funded.</p> <p>* Project will have developed referral protocols (including identifying need for services; making, receiving, and tracking referrals).</p> <p>* Project will have developed process for creating and disseminating informational materials for residents and community members/partners.</p>	<p>* Development of information documents and increase in number of program inquiries and self-referrals from baseline</p> <p>* Increased numbers of clients, successful interventions and productive collaborations from baseline.</p> <p>* Resident Leadership Council will report improved understanding of available community resources, where to get relevant information, how to provide input regarding neighborhood concerns from baseline</p> <p>* BVHD residents will report greater sense of how to provide and receive relevant information to address neighborhood priorities and safety concerns from baseline</p>	<p>* Pre and post surveys of project partners</p> <p>* Pre and post surveys of Resident Leadership Council members and meeting participants</p> <p>* Governance structure, MOUs and Operating Agreements, meeting records, milestones/timeline analysis</p>
<p>Year 1</p>				

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**Strengthening Law
Enforcement and
Community
Relations Grant**

City of Gonzales



Four Cities United Final Evaluation Report, June 2018

Grant Strengthening Law Enforcement and Community Relations

Grant Award # BSCC 792-15

Executive Summary

The four cities of Gonzales, Greenfield, King City, and Soledad previously coordinated joint efforts to improve and maintain public safety (CalGRIP 2010) before jointly applying for the Board of State and Community Corrections (BSCC) *Strengthening Law Enforcement* grant, and the ease of partnership between the cities was evident the six Four Cities United strategies were rolled out. Four of the six strategies were new to the cities and required a higher level of coordination, nonetheless, all strategies were implemented according to the timelines described in the grant work plan, and all achieved their intended purposes.

Research Design

The cities of Gonzales, Greenfield, King City, and Soledad in rural south Monterey County formed an alliance in 2016 called Four Cities United, and applied for and received funds from the California Board of State and Community Corrections (BSCC) to strengthen law enforcement and community relations. The grant provided for a regional approach to build trust and inclusion between law enforcement and community members, reduce crime, and increase law enforcement's understanding of the cultural values of the communities they serve. Six activities were designed, and evaluation was conducted on five of the six activities:

1. Conducting a **Community Police Academy** to build greater understanding between youth and local law enforcement.
2. Conducting **Community Surveys** to develop a culture of trust and inclusion between law enforcement and community members;
3. Implementing a **Juvenile Diversion Program** to divert youth who commit misdemeanor offenses from further involvement in the juvenile justice system;
4. **Crisis Intervention Training** for police officers to safely and effectively address the needs of persons with mental illnesses;
5. Conducting **Cultural Competency Trainings** for police officers and residents build greater understanding for cultural norms;
6. Providing **Spanish for Cops** education for police officers to build needed skill sets for interacting with non-English speakers.

The Four Cities United program evaluation was conducted by the Monterey County Health Department, Planning, Evaluation, and Policy Unit. These staff have performed internal and external process and program evaluation in Monterey County communities since 2005 for clients such as the Centers for Disease Control and Prevention, State of California, The Community Foundation for Monterey County, Hartnell Community College, and Natividad Medical Foundation, among others.

The evaluation purpose was two-fold: to measure activity outcomes, and to document the implementation of the activities to benefit other communities that may want to replicate these practices. The mixed-method evaluation approach included:

1. Developing an evaluation plan
2. Collecting utilization and outcome data and providing analysis
3. Soliciting and analyzing public opinion and public recommendations to improve community relations;
4. Capturing youth diversion pre- and post-diversion program impressions; providing a case study of a youth who successfully completed the juvenile diversion program;
5. Providing a program cost/benefit analysis;
6. Creating a video demonstrating the benefits of a cultural competency training for law enforcement officers and residents;
7. Conducting a Spanish for Cops post-training survey and analysis; and
8. Providing recommendations for each of the activities.

Final Outcomes

The Four Cities United conducted all six of the strategies that were proposed to BSCC, within the intended timeframes and within the budgeted amounts. The six strategies fell into three broad objectives:



Building Trust and Legitimacy: A first-ever joint Community Police Academy was conducted in 2017 and again in 2018, with a total of 98 adult and youth participants and a graduation rate of 92%. The two, 3-month sessions resulted in favorable local publicity and comments from the public in facebook posts, and in interviews with the participants. A Community Police Academy graduate

commented, *“These 13 weeks have been interesting to say the least. We’re in a time where we need to minimize the divide between our community and our police departments. Holding these types of programs helps the community and police come together.”*

A first-ever four-city Community Opinion Survey was conducted in 2017 with the single-most open-ended comments were specific suggestions for strengthening communications and interactions between officers and residents, and the Police Academies plus the publicity that surrounded them helped to address this recommendation. More than 1,000 valid surveys were returned, with most including multiple responses to *Please tell us your ideas about how police officers and residents can work together to make the city a better place to live.* While many suggestions were for activities that had either already taken place or were financially unfeasible, the community responses demonstrated a strong desire for greater engagement between officers and residents of all ages, genders, and English and Spanish speakers.

Community Policing:

A Juvenile Diversion Program for first-offender youth that was modeled after a program endorsed by the Office of Juvenile Justice and Delinquency Prevention was jointly launched between the police departments of the four cities. The Four Cities invested six months of planning, staff hiring, and developing organizational and communication materials. As of June 2018, 102 youth were served in 18 months with only 10% being dismissed for noncompliance with program rules. A cost analysis based on a multi-state juvenile justice program study suggests that the investment made by Four Cities United and BSCC could yield long-term tax payer savings of \$2.7 million to \$6.0 million.¹

100% of participants stated on exit interviews that their close relationships had improved or somewhat improved since they had entered the program, which is a protective, pro-social/emotional indicator of health and wellbeing. 92% of participants stated on exit interviews that they would recommend the program to a friend. A third of program graduates stated they planned to finish high school and 66% planned to attend college or a trade school. The parent of a program graduate stated, *“My son used to come home and go into his room every day. Now he talks to us about school, and eats dinner with us. I am so grateful for this program, thank you!”*

Officer Training and Education:

A Spanish for Cops training was newly introduced to police officers of the Four Cities by Soledad Police Chief Eric Sills after he first conducted trainings in San Jose, CA, where the program showed merit and was offered on an ongoing basis. One six-week session was completed by 12 officers; eight of nine who completed the post-training survey stated they had used their learned Spanish phrases 10 or more times on the job within the following month. All post-training survey responders said they were somewhat or quite a bit more confident in interacting with Spanish-only speakers

¹ Cost-Benefit Analysis of Juvenile Justice Programs. National Conference of State Legislatures. <http://www.ncsl.org/documents/cj/ijguidebook-costbenefit.pdf>

since taking the Spanish for Cops training. The training was covered in two local newspapers. While Spanish for Cops was not costly to conduct in terms of materials and supplies, taking law enforcement away from regular duties presented financial and scheduling challenges. Based on survey results and public comments however, the investment has unmeasurable potential for benefitting public safety.

Cultural Competency Trainings were done in two parts: one workshop specifically for police officers was focused on understanding the cultures of middle and south American indigenous, non-Spanish speaking residents. The second workshop was attended by 80 police officers, community leaders, and residents – including youth – who, using a curriculum developed by the National Coalition Building Institute, were able to dialogue about law enforcement and community residents' roles, understanding stereotypes, and ways to participate in building healthier communities. Participant comments included *"It was great to hear other points of view and have open dialogue between officers and residents;"* *"The personal stories helped to humanize the police officers;"* and *"Thank you for bringing the community and law enforcement together."* Four Cities United hopes the video posted on the Four Cities and BSCC websites will encourage other communities to engage in similar community relationship building activities.

Lessons learned

With the exception of one strategy conducted by Four Cities United, the remaining five strategies were newly implemented through the joint, cooperative effort funded by BSCC. These nascent strategies were successfully implemented without cancellation or delay, and within their budgeted amounts, indicating a high degree of cooperation and follow through by each police department, and mutual dedication to the success of these strategies in four communities. Based on initial resident participation and participant comments, it appears that repeating any of the strategies will likely result in increased resident participation. At monthly meetings conducted throughout the two years of the grant implementation, the Four Cities United police chiefs and city managers expressed ongoing enthusiasm for continued community engagement, and plan to discuss together how to carry some of the strategies forward beyond the two-year grant period.

Accounting for the Community Police Academies, Community Opinion Survey respondents, Juvenile Diversion Program, Spanish for Cops, and Cultural Competency Training attendees, **2,634 residents of the Four Cities United communities were directly involved with the Four Cities United Strengthening Law Enforcement and Community Relations program.** Countless others were informed of the program's intentions and accomplishments through ongoing local news and social media articles. Below is the January 2017 announcement of the BSCC grant award to Four Cities United:

State grant to fund community policing efforts Salinas Valley

By Tom Wright, Monterey Herald

POSTED: 01/31/17, 6:38 PM PST | UPDATED: ON 01/31/2017

2 COMMENTS

Gonzales >> Four Salinas Valley cities teamed up recently in an effort to improve community policing in the area and it paid off as the state awarded an \$850,000 grant to Gonzales, Soledad, Greenfield and King City.

The municipalities came together as the Four Cities United Initiative for the grant. According to Gonzales City Manager Rene Mendez, the communities first came together in 2010 for a California Gang Reduction, Intervention and Prevention grant.

"That's what brought us all together and since then we've received four grants and this is just the latest," Mendez said, adding that Gonzales has been the lead agency on all but one of the grants.

According to Mendez, the four cities have been meeting monthly ever since to discuss issues that face the entire area.

"We have the same challenges," Mendez said.

By lumping the cities together, instead of applying separately, Mendez said they became more competitive against larger cities in the grant process.

"Plus, it allows us to bring our police departments together," Mendez said. "Everybody has skill sets in a particular area, so we're able to bring our chiefs together and different resources from the cities to partner up."

The grant comes from the Board of State and Community Corrections and it will fund community citizen police academies, the Four Cities United Diversion Program, public safety/community score cards, crisis intervention training, cultural competency training and Spanish language education.

"This is an opportunity for us to expand some of the things we've already done in terms of community outreach," said Soledad Police Chief Eric Sills.

Gonzales and Soledad will host a joint community police academy, as will Greenfield and King City. The main goals of the academies will be to facilitate community problem solving through partnerships, building strength, safety and security in the communities through education and enhancing the image and sense of place in the communities.

Applications are available at any of the four police departments and the academy is open to anyone 14 or older who lives in the cities or the surrounding areas and has no felony convictions as well as no misdemeanor convictions in the past year. Requirements can be waived by academy coordinators or the four police chiefs. Registration for the academies ends Feb. 24, with classes beginning March 6. The classroom presentations will last an hour to 90 minutes weekly for 13 weeks.

"Something on the lines of the community police academy gives citizens an opportunity to really see kind of first hand some of the situations we deal with as well as some of the types of training and things we're exposed to," Sills said. "I think from their perspective it's going to be real eye opening."

In addition to Spanish language training for law enforcement, the grant will cover training in cultural tolerance, understanding and sensitivity for Oaxacan community members.

"There's the language barriers, but there's also the cultural awareness and how folks respond to authority," Mendez said. "A lot of times those misunderstandings might lead to issues that if we understood each other better wouldn't be there, so I do think that was something that the chiefs were really committed to."

Evaluation of Five Strategies

Strategy 1: Community Police Academy

Four Cities United Community Police Academies were developed to strengthen communication and partnership between law enforcement and community residents age 18 and older. The Academies provided participating residents with the opportunity to learn about law enforcement issues and best practices, patrol techniques, criminal investigations, crime scenes, narcotics, officer safety, community policing, and defensive tactics. The 13-week Academy sessions were instructed by law enforcement officials, veteran police officers, city officials and community partners representing the Four Cities. Quoting from the City of Greenfield website, “The Greenfield Police Department is committed to working with the population it serves by maximizing accessibility, transparency, inclusiveness and believes the CPA will increase police awareness, dispel suspicions and misconceptions, and increase police and community rapport.”

The Academy curriculum was developed and delivered by the Four Cities United Technical Team, comprised of sergeants of each of the Four Cities’ Police Departments. The program was based on one created by then Greenfield Chief Adele Fresé during her 20-year career with the City of Corpus Christi (TX) Police Department comprised of law enforcement from each of the cities. The curriculum addressed these topics:

Week 1	Introduction and welcome
Week 2	Laws of arrest
Week 3	Contemporary Issues in Policing
Week 4	Animal Care & Control
Week 5	CSI
Week 6	Gangs in Your Community
Week 7	Drugs Trends
Week 8	Unusual Circumstances with Mobile Crisis
Week 9	Critical Incident & Emotional Survival
Week 10	Social Media / Force Options
Week 11	Simulator/Use of Force
Week 12	CommYOUity Policing
Week 13	Graduation/Participation ceremonies

Grant funds were used to conduct the academies and to pay for a portion of police officer and support staff salaries and benefits while officers trained for and participated with residents in the Academies. For the duration of the BSCC grant, Four Cities United coordinated four academies for a total of 80 graduates and 18 participants, all free of charge to the residents who live or work in the south county area.

The 13-week Academy sessions were offered concurrently in the City of Greenfield (for residents of the cities of Greenfield and King) and the City of Gonzales (for residents of the cities of Gonzales and Soledad). Two Academies were held in 2017, and again in 2018. Combined graduation ceremonies were held annually in which participants from all the cities were honored together for their successful completion of the Community Police Academy.

Methodology:

Applications to the academies requested contact and academic information, and asked for the applicant’s objective in enrolling in the academy. Criminal checks were required as part of the application process. Participants were asked to commit to 11 of the 12 classes that were conducted once weekly for up to three hours. Those attending less than 11 sessions received recognition as a participant rather than as a graduate.

Process Indicator	Data Collection Methods	Outcome Indicator	Data Collection Methods
Positive public and participant receptivity to the Academy	Qualitative data provided by the public and Academy participants	Successfully conduct a coordinated, 13-week Academy	# Academies conducted # of participants # of graduates

Results:

Of the 98 residents who enrolled in the Academies in 2017 and 2018, 80 (92%) graduated from the program by attending at least 11 of the 13 sessions. Another 18 residents, who attended up to 10 sessions, were honored for their participation in the program. All totaled, 98 residents benefitted from having greater knowledge of the many functions associated with law enforcement. It is hoped that graduates will take the knowledge they have learned to their family, friends, and neighborhoods where it can be used to enhance the quality of neighborhood life, community image, as well as improve the safety and security in their community.






















Community Police Academy Results

City	Graduates	Participants
Greenfield	25	11
King City	14	4
Gonzales	28	3
Soledad	13	0
Sub Total	80	18
Grand Total	98	

Evaluator’s Interpretation:

The four cities found an economy of scale for publicizing and conducting the Academy. Articles announcing upcoming Community Police Academy registration and graduating events were published in three local newspapers. Police chiefs of the four cities, officers, city mayors, and families

attended graduation celebrations when certificates of completion were presented amid a color guard, flowers, and a catered meal. Individual cities posted their congratulations on their websites, and public opinion was quite positive.

-  **Neil Shaw** Pretty cool!  1
Like · Reply · 1w
-  **Lupita Sanchez** **Felicidades** a todos estos jovenes q aportan tiempo y esfuerzo ejemplo para los niños de q si se pude **felicidades** prima thalia guerrero  1
Like · Reply · See Translation · 1w
-  **Brandi Diaz** Thanks for the opportunity, learned a lot  1
Like · Reply · 1w
-  **Connie Otero** **Congratulations** to all  1
Like · Reply · 1w
-  **Maury Treleven** All wonderful news!  1
Like · Reply · 1w
-  **Liz Silva** I was honored to attend this event and hope that these graduates will encourage others to participate in future academies. Thanks to all those who made the commitment of their time, talent, and desire to keep our cities better informed about law enforcement.   1
Like · Reply · 1w
-  **James Cooke** That's cool they do that!  1
Like · Reply · 1w
-  **Viicky Lopez Mejia** Jose Acosta mira hijo ke bien sales **Felicidades** x cada paso k das Rosa Lopez y Jose Acosta miran a su hijo
Like · Reply · See Translation · 1w · Edited
-  **Michael Handley** I love seeing this type of thing happening in our communities!
Like · Reply · 1w
-  **Nely Martinez** Good job to all four cities and our awesome Greenfield Police Department. Again Isela and Ray outstanding job with decorations. Love seeing all elected officials as well Mike LeBarre, Darlene Acosta, Carla Stewart and Anna Velazquez.  2
Like · Reply · 1w
-  **Elizabeth Ruiz** Muchas gracias a todos los oficiales por su pasiencia y todo el tiempo q de dicaron para nuestros ijos las cuatro de partamentos de policias dios les vendiga
Like · Reply · See Translation · 1w
-  **Aurora Benavides** That is awesome. I believe this city is starting to become alive again.
Like · Reply · 1w



57 graduate from Community Police Academy



© 2018-King City Rustler

Photo by Samantha Bengtson

Local residents celebrate their Police Academy graduation with Greenfield Chief Oglesby, Officer Dyels and Sgt. Bowen.

SOUTH COUNTY — A combined 57 residents of Greenfield, King City, Soledad and Gonzales graduated from the South County Community Police Academy last week at the Greenfield Memorial Hall.

The Community Police Academy is the product of a grant the four South County cities received to strengthen the relationship between law enforcement and the community. Greenfield and King City coordinated one police academy for their residents, and Soledad and Gonzales coordinated another.

“Twelve weeks ago we started a journey to get more familiar with law enforcement, what we do and how we do things,” Greenfield Police Chief Denise Oglesby said at the May 31 ceremony.

“I hope that the course has helped you with a better understanding,” Oglesby added.

Jaclyn Perez, class president and resident of King City, didn't know what to think about being surrounded by police officers when she started the academy.

"Are they going to be mean or rude? What's it going to be like," Perez said. "As the sessions continued I made friends and got to know some of the policemen. But we had failed as a community to see that these cops are also human."

Perez said the experience was eye opening. The approximately three-month-long program teaches residents of each community that the police are here to protect them.

Class President for Soledad and Gonzales Community Police Academy is Joe Escarsege, a Greenfield resident.

"These 12 weeks have been interesting to say the least," Escarsege said. "We're in a time where we need to minimize the divide between our community and our police departments. Holding these types of programs helps the community and police departments come together."

Organizing the Community Police Academy were Greenfield Police Officer Joseph Dyels, King City Police Sgt. Kip Bowen, Soledad Police Sgt. Leonel Mungia and Gonzales Police Sgt. Juan Mendoza.

According to Soledad Police Chief Eric Sills, this is the second academy that has been jointly between two cities in the past two years.

"It is reassuring to me and all of us to know that we now have some friends out there who understand what we do a little bit more," Sills said. "It's a difficult job to be a police officer, so it's good that you have a little bit more of an insight to realize there's two sides to the story."

A total of 19 students from Greenfield, 14 from King City, 17 from Gonzales and seven from Soledad graduated as part of this year's South County Community Police Academy.



City of Soledad Academy graduates, 2018



City of Gonzales Academy graduates, 2018

South County Community Police Academy recruitment and Application form page 1, 2018.

About the Academy

The Community Police Academy was created to strengthen the partnership between citizens, the community and the South Monterey County Police Agencies, Gonzales, Soledad, Greenfield, and King City. The Community Police Academy aims to facilitate community problem solving, build community relations, strengthen safety/security, enhance community image and support economic development. The Community Police Academy educates community residents in law enforcement issues, best practices, and strengthens existing relationships, between law enforcement officers and the communities they serve.

The academy provides community participants with insight into law enforcement's role in serving and protecting the community, exposes participants to the tasks police officers face in the performance of their duties and tactics used. The academy will be a platform for law enforcement officials to learn from the community through open dialogue.

The 13week program is designed to provide participants with a working knowledge of their police departments function and operational procedures. The curriculum and teaching methods are similar to a traditional Police Academy.

Community Police Academy participants will be introduced to a variety of topics such as patrol techniques, criminal investigations, crime scenes, narcotics, officer safety, community policing, and defensive tactics.

Academy sessions are instructed by law enforcement officials, veteran police officers, city officials and community partners. Participants will have the opportunity to meet with the Chief of Police and departmental staff members. Participants are encouraged to ask questions, express ideas, share concerns, and provide feedback that foster viable community oriented solutions.

The Community Academy Begins March 5, 2018. Academy sessions start at 6:00pm and meet between one and one half hours.

REQUIREMENTS

Community Police Academy participants are selected through an application process. Space is limited. Participants may have to travel.

Potential candidates for the Community Police Academy must meet the following criteria:

- Completed Application
- Minimum age of 14 years
- Live or work in the South Monterey County
- No felony convictions
- No misdemeanor convictions within one year of application

Any requirement may be waived or modified upon review and approval of the Chief of Police or Academy Coordinator.

ACADEMY COORDINATORS & LOCATIONS

Please return this completed form to one of the following locations.

Gonzales Police Department.

Sgt. J. Mendoza (831) 521-9134
jmendoza@ci.gonzales.ca.us
147 Fourth Street, Gonzales CA

Soledad Police Department

Sgt. L. Munguia (831) 223-5121
Lionel.Munguia@cityofsoledad.com
236 Main Street, Soledad CA

Greenfield Police Department

Sgt. D. Sotello (831) 760-6277
dsotello@ci.greenfield.ca.us
599 El Camino Real, Greenfield CA

King City Police Department

Sgt. K. Bowen (831) 385-4848
kbowen@kingcity.com
415 Bassett Street, King City CA

COMMUNITY POLICE ACADEMY



4 Cities United

Gonzales, King City,
Greenfield, Soledad



Help create a positive change in your community & take a stand against crime!

South County Community Police Academy recruitment and Application form page 2, 2018.

CommYOUity Policing

Collaborative Community Oriented Policing plays a vital role in reducing crime in our community. The South Monterey County Community Police Academy was created to facilitate community oriented problem solving and to obtain citizen input and support throughout the city.

It is our hope that the graduates will become partners with us in identifying problems and developing viable solutions to crime issues that affect our community. Graduates will take the knowledge they have learned to their family, friends, and neighborhoods where it can be used to enhance the quality of neighborhood life, community image, as well as improve the safety and security in their community.

The objective of the Community Police Academy is to better provide community residents with a greater general knowledge of the many functions associated with law enforcement. Our goal as your local Police Department is to enhance community relations with the assistance of these graduates and the people they engage with in everyday life.

Staff Use Only	
Records Check	
Date / /	Staff Initials _____
CPA Coordinator	_____

Registration Form

Name _____

Address _____

City, State, Zip _____

Home Phone _____

DOB ____/____/____ Cell # (____) _____

CDL or ID # _____

Email _____

Have you ever been convicted of a felony or misdemeanor?

(Circle) YES / NO Felony / Misdemeanor

I, the undersigned, Parent/Guardian of _____, do hereby, agree to indemnify and hold harmless, the City of Gonzales, City of Soledad, City of Greenfield, King City, the cosponsors, their officers and employees from any and all loss, liability, or damage arising out of or in connection with my participation or my/our child in said activities of offered by the City of Gonzales, City of Soledad, City of Greenfield, or King City. I, the undersigned, do hereby grant permission for the City of Gonzales, City of Soledad, City of Greenfield, City of King, staff to obtain emergency medical treatment, if warranted, including call an ambulance, any physician or paramedic deemed necessary. Any expenses incurred as described above will be borne by the participant or by the participant's family/guardians.

Parent/Guardian Signature (If under 18) Date

Participant's Signature Date

Consent & Release

I understand that in participating in this event, a videotape and/or audiotape recording may be taken of me for possible consideration by the City of Gonzales, City of Soledad, City of Greenfield, City of King its partners, or affiliates for advertising purposes. I hereby consent and agree to broadcast or other use by the City of Gonzales, City of Soledad, City of Greenfield, City of King its partners, or affiliates of the video and audiotape recording or any portion thereof which has been taken of me. I hereby give the City of Gonzales, City of Soledad, City of Greenfield, City of King, its partners, or affiliates, its successors and assigns, my permission to use the recording of me for advertising and trade of any kind and any other purpose. I waive the right of prior approval and hereby release the City of Gonzales, City of Soledad, City of Greenfield, City of King its partners, or affiliates, their legal representatives, successors and assigns from any and all claims and damages of any kind based on the use of said videotape/audiotape or any portion thereof. I further waive claim to any compensation of any nature whatsoever.

It is understood and agreed that said videotape/audiotape or portion thereof, as well as materials connected therewith and rights arising there under, are the exclusive property of the City of Gonzales, City of Soledad, City of Greenfield, City of King, its partners, or affiliates. This Consent and Release shall be binding upon the heirs, next-of-kin and personal representatives of the undersigned.

Parent/Guardian Signature (If under 18) Date

Participant's Signature Date

Thank you for your participation!

Strategy 2: Community Opinion Survey

One of the pillars of Four Cities United Strengthening Law Enforcement agreement with the Board of State and Community Corrections is to “build legitimacy and trust” between police departments and community residents. A four-city survey was used to establish a baseline measure public opinion, which will be updated in subsequent years. The first survey was launched in April 2017 and closed in early August 2017.

Methodology: The Community Survey questions were informed by the University of Chicago Center for Research in Law and Justice study titled Measuring Police and Community Performance Using Web-based Surveys: Findings from the Chicago Internet Project. The survey was limited to 10 opinion questions and three demographic questions (zip code, age group, and gender) that were common to all city surveys. Two additional questions were created for each specific city, based on interviews with the respective police chiefs, to provide community input on the chiefs’ areas of greatest concern. A final question was open-ended (“Please tell us your ideas about how police officers and residents can work together to make your city a better place to live”). All survey questions were reviewed by the Four Cities United Executive Leadership Team prior to finalization.

English and Spanish online surveys were launched on Survey Monkey on April 7, 2017 and remained open as of June 30, 2017. Each of the four cities posted their city-specific URL on their police department websites. Surveys were provided in English and Spanish, and the four English language surveys are attached here. It was concluded in May 2017 that the online responses were not providing the robust responses that were hoped for, therefore, additional surveying was conducted by mail. Businesses and residents within the limits of all four cities were sent paper surveys with pre-addressed, postage paid return envelopes. Finally, a third survey method was developed to increase the number of Spanish language responses, which involved face-to-face surveying at a church event, a block party, and a National Night Out community event.

The survey effort was designed as a convenience survey, and therefore, there was no intention of obtaining a representational sample of the entire populations of each city, and certainly not of the sub-demographic stratifications (respondent language, age group, or gender). The cost of achieving a reliable representational sample is unfeasible with program funds, and it is within the best interest of the program goals to use its funds to achieve its intended outcomes.

Process Indicator	Process Results	Outcome Indicator	Outcome Results
Develop a community survey of law enforcement services, distribute to residents, analyze results, and distribute results to community members.	Survey results are discussed and utilized by law enforcement agencies to improve communications and engage residents in pro-social activities.	Data collected among each of the city’s residents is useful to the city’s law enforcement agencies.	# of returned surveys and quantifiable analysis of open and closed-ended responses.

Results: A total of 19,433 paper surveys were mailed to all residents and businesses located within city boundaries, in English and Spanish, with a pre-paid, pre-address return envelope. Responses were entered into Survey Monkey by bi-lingual, bi-literal college interns. All results were tabulated for English and Spanish language responses, by individual city, and open-ended comments for each city were categorized and coded. A total of 1,090 valid surveys were returned when the survey process was closed in August 2017. A set of city-specific results and the raw open-ended comments in a categorical format (Suggestions for Improvement, Compliments, Opinions, and Specifics for Follow Up) were provided to police chiefs and others at the August Executive Leadership Team meeting. The evaluation team then proceeded to code the raw survey results to provide easier understanding of community opinions.

Strengthening Law Enforcement Survey Response Rates

City	English	Spanish	TOTAL	# Mailed	Rate of Return	English % Returned	Spanish % Return
Gonzales	232	108	340	2,986	11.4%	68%	32%
Soledad	228	45	273	5,346	5.1%	84%	16%
Greenfield	167	63	230	5,908	3.9%	73%	27%
King City	214	33	247	4,921	5.0%	87%	13%
TOTAL	841	249	1,090	19,161	5.7%	77%	23%

Source: Monterey County Health Department, PEP Unit, 2017

The Executive Leadership Team accepted the evaluator’s suggestion that bi-lingual infographics be developed from survey responses for each city, and included in upcoming city mailings and on their websites. Beyond the results, the infographics will be informed by the police chiefs’ data interpretations.

Evaluator’s Interpretation: Overwhelmingly, the preponderance of community responses included specific suggestions for strengthening communications and interactions between officers and residents. While many suggestions were for activities that had either already taken place or were financially unfeasible, the community responses demonstrated a strong desire for greater engagement between officers and residents of all ages, genders, and English and Spanish speakers. The great number of responses that encouraged activities that already take place provide the police departments with validation of their community activities, and suggest that more visible marketing of engagement and success stories be provided to residents. The many suggestions for greater communication – outside of face-to-face encounters – may be satisfied by providing a 1-page semi-annual communication in city utility bills that include photos, success stories, and a summary of crime arrests. This solution will be further discussed at upcoming Executive Leadership Team meetings.

Our “lesson learned” was that online surveying did not work as effectively as we have hoped. Further, the surveys worked well for English speakers but not as well for Spanish speakers. Our final

method included face-to-face surveys at community events, which is a promising and cost effective method to obtain more Spanish speakers' opinions. Finally, the evaluator will recommend a mixed-method approach (self-sealing mailers included in utility bills and event intercept face-to-face surveying) for 2018 that will be of lesser cost than the 2017 survey effort.

Follow up: The second survey was launched on June 1, 2018 and closed on June 22, 2018. The results of the second Community Survey will be available in late August 2018, and 2018 city-specific survey infographics will be available by September 2018.

The 2017 survey result infographics for each City follow:

Gonzales Infographic page 1

2017 Community Survey Results

Gonzales Police Department



Gonzales Survey: Between April and August 2017, Gonzales residents responded to a survey offered by the Police Department to learn how policing and community relationships can be strengthened.

Survey Says: Of 2,986 mailed surveys, **340 anonymous survey responses** were returned, for a response rate of only 11%. While this low response rate does not represent the opinions of all Gonzales residents, the Police Department nonetheless appreciates and takes seriously the opinions of those who did respond. Gonzales residents said their **top three** recommendations were *need more opportunities to interact with Officers* (20% of respondents), *need better Officer customer service* (20%), and *need better responsiveness and response time* (16%).

Survey Respondent:



Officers should be visible in our neighborhoods everyday. Residents would be more willing to report crimes, if they felt more comfortable with police officers. Put resource officers back in the schools so they can develop positive relationships with youth. Thank you for asking. =)

Survey Responses



For full survey results please email zerounianp@co.monterey.ca.us

*Respondents selecting "Very Often/Often" or "Very/Moderately."



Gonzales Police Department, Chief Keith Wise
 109 Fourth Street, P.O. Box 647, Gonzales, CA 93926 831-675-5010 www.ci.gonzales.ca.us
 Find Us on Facebook at www.facebook.com/GonzalesPoliceDepartment/?rf=305743656239945

State Grant for South County Police Departments

Gonzales, Soledad, Greenfield, & King City received a grant to start these new programs:

- **Community Police Academies** to increase understanding of the police departments' functions.
- **Youth Diversion Program** supports and services for first time offenders and their families.
- **Police Department Communications** to inform residents of police department activities.
- **Crisis Intervention Training and Cultural Competency Training** for police officers.
- **Spanish Language Immersion Course** for police officers.

Survey Respondent:



Schedule quarterly meetings with the community to discuss current issues and how the community can help. Send meeting information with the City bill, post the meeting date at the Post Office bulletin board and list the meeting dates in the local paper.

Join Gonzales Police Officers at These Community Events

- **Police Explorer Program** for youth between the ages of 15- 21 years. Learn about law enforcement and operations best practices and assist patrol staff during special events.
- **Elementary School Visits** give Officers a chance to talk with kids about personal safety and let them know we keep Gonzales safe.
- **Animal Clinics**, sponsored with the SPCA, gives families a one-stop place to vaccinate, microchip, and license their pet.
- **Dia del Niño** gives kids the opportunity to Color with a Cop, sit in a patrol car, ride in a bike rodeo, learn about pedestrian and bike safety, and a chance to win a bike.
- **Medication Disposal Drop Box in our lobby** lets you dispose of unwanted and/or expired medications, and is a great opportunity to talk with us about your concerns.
- **National Night Out**, a block party sponsored by neighborhood organizations, businesses, and Gonzales Police on the first Tuesday in August, strengthens our community safety with drug awareness and crime prevention tips.
- **Cinco de Mayo and July 4th celebrations** are annually supported by Police Officers and our Reserve Officers to assure traffic safety and event security.





For more information about these police-sponsored programs and activities, go to the Gonzales Police Facebook page at www.facebook.com/GonzalesPoliceDepartment/?rf=305743656239945



The City of Gonzales sponsors year-round community events, health and wellness activities, recreation, and enrichment programs for children, teens, parents, seniors, and families. **The Gonzales Way** is your opportunity to love, care, and connect with our community. See <http://www.gonzalesway.org/Calendar>

<p>Gonzales Property Crime Rate is</p> <p>40% Lower</p> <p>than California</p>		<p>Gonzales Robbery Crime Rate is</p> <p>65% Lower</p> <p>than California</p>
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Gonzales PD currently has **13** sworn officers. The national average for our population is **21** officers

California Office of the Attorney General Crime Data, 2015

U.S. Bureau of Justice Statistics, 2015

Greenfield Infographic page 1

2017 Community Survey Results

Greenfield Police Department



Greenfield Survey: Between April and August 2017, Greenfield residents responded to a survey offered by the Police Department to learn how policing and community relationships can be strengthened.

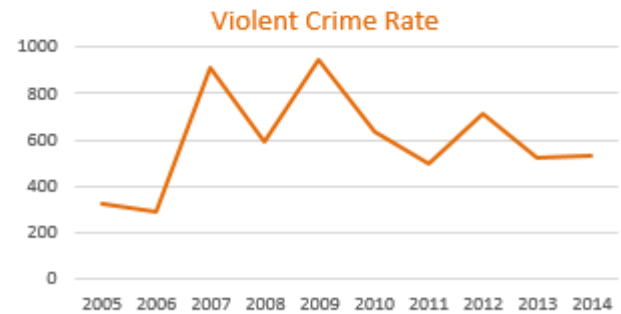
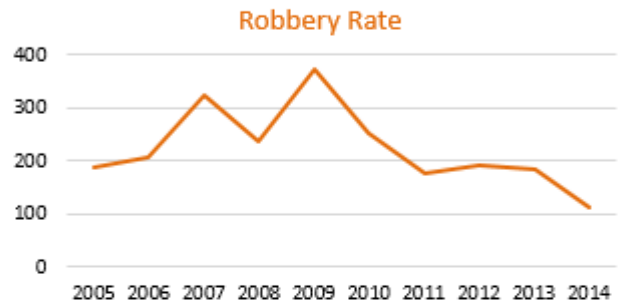
Survey Says: Of 5,908 mailed surveys, **230 anonymous survey responses** were returned, for a response rate of only 4%. While this low response rate does not represent the opinions of all Greenfield residents, the Police Department nonetheless appreciates and takes seriously the opinions of those who did respond. These respondents said their **top three** recommendations were **better response time, more officer communication, & more opportunities to interact with officers.**

Sample Survey Response:



"We need more prevention and intervention for youth. Greenfield lacks services for at-risk youth and the spread of gangs. As a result, the cycle of violence continues. Also, we need to use special, targeted strategies in high crime areas that would be more effective and would better utilize existing resources."

- Did you know?**
- Greenfield Police average response time is less than 4 minutes from the time the call is dispatched.
- Greenfield Police have one of the most active Police Explorer posts in the State.
- Half of Greenfield Police Department employees are fluent in Spanish.
- All Greenfield police officers are equipped with body cams, and all patrol cars with mobile video.
- Greenfield Police officers responded to 8,246 calls for service in 2016.
- 9-1-1 calls are not received or dispatched from Greenfield. All emergency calls go to a dispatch center in Salinas.



Source: FBI Uniform Crime Reporting Statistics



Greenfield Police Department, Anthony J. Sollecito, Chief of Police
 599 El Camino Real, P.O. Box 127, Greenfield, CA 93927 831-674-5111 www.ci.greenfield.ca.us
 Find Us on Facebook at www.facebook.com/greenfieldcapolice/

State Grant for South County Police Departments

- Soledad, Gonzales, Greenfield, & King City** received a grant to start these new programs:
- **Community Police Academies** to increase understanding of the police departments' functions.
 - **Youth Diversion Program** supports and services for first time offenders and their families.
 - **Police Department Communications** to inform residents of police department activities.
 - **Crisis Intervention Training and Cultural Competency Training** for police officers.
 - **Spanish Language Immersion Course** for police officers.

Sample Survey Response:



"I think the community policing academy is a great way to bring community members and police officers together to build trust. I would like to see the police department initiate a grandparents program, similar to the one in Salinas, where grandparents can play an important role in preventing youth violence and criminal behavior."

Join Greenfield Police Officers at These Community Events

- **Police Explorers Program** for youth between the ages of 15- 20 years. Learn about law enforcement and operations best practices and assist patrol staff during special events.
- **School Resource Officers** play an important role in maintaining and increasing safety at schools and in neighboring communities by developing innovative, systemic, long-term approaches to reducing and preventing different kinds of crime in and around their schools.
- **Operation Identification** is a residents' burglary prevention program for use in homes and business that involves marking property with an identifying number as a means of discouraging burglary and theft. Residents can borrow an engraving tool from the police department to mark valuables so they can be easily traced, identified, and returned.
- **Home Security Vacation Check:** Residents can file a form with the Police Department to have officers patrol in front and about your home while you are away.
- **Coffee with a Cop** at McDonald's for anyone who wants to meet and talk with the Chief and officers about whatever is on your mind. Get to know your neighborhood police officers by talking about your community and those who protect you.
- **National Night Out** is a block party sponsored by neighborhood organizations, businesses, and Greenfield Police on the first Tuesday in August, strengthens our community safety with drug awareness and crime prevention tips.



For more information about these programs and activities, go to the Greenfield Police Facebook at www.facebook.com/greenfieldcapolice/



California Office of the Attorney General Crime Data, 2015

US Bureau of Justice Statistics: 2 FTE per 1,000 population

2017 Community Survey Results

King City Police Department



King City Survey: Between April and August 2017, King City residents responded to a survey offered by the Police Department to learn how policing and community relationships can be strengthened.

Survey Says: Of 4,921 mailed surveys, **247 anonymous survey responses** were returned, for a response rate of only 5%. While this low response rate does not represent the opinions of all King City residents, the Police Department nonetheless appreciates and takes seriously the opinions of those who did respond. King City residents said their **top three** recommendations were **more opportunities to interact with officers (21% of respondents), more officer visibility (19%), and more attention to gangs, violence, and drugs (19%)**.

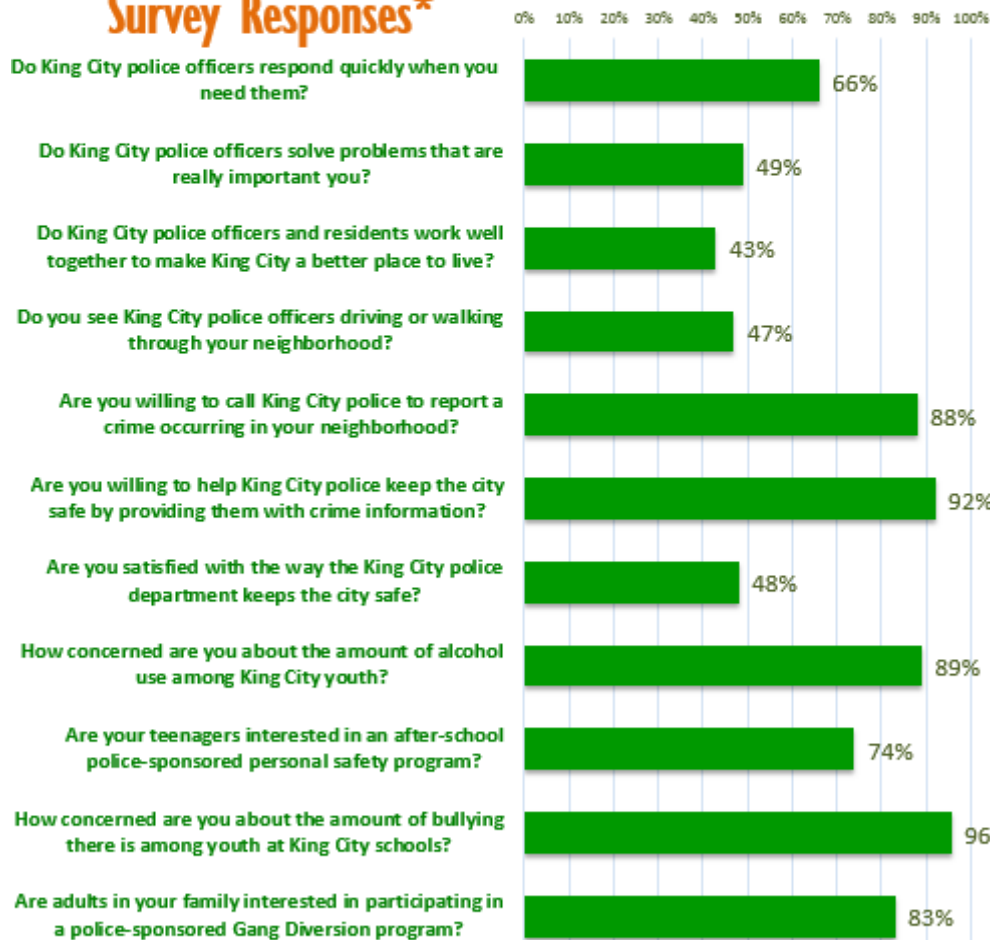
Survey Respondent:



We need to have more community events between the kids and police officers, such as more programs to involve the PD with youth in explorer scouts, or baseball games between youth and the officers. It's hard to reach a strong level of trust since the recent police scandal and now the fear of deportation for being an immigrant.



Survey Responses*



For full survey results please email zerounianp@co.monterey.ca.us

*Respondents selecting "Very Often/Often" or "Very/Moderately."

King City Police Department, Chief Robert Masterson
 415 Bassett Street, King City, CA, CA 93930 831-385-4848 www.kingcity.com
 Find Us on Facebook at www.facebook.com/cityofkingcityhall/



State Grant for South County Police Departments

- Soledad, Gonzales, Greenfield, & King City** received a grant to start these new programs:
- **Community Police Academies** to increase understanding of the police departments' functions.
 - **Youth Diversion Program** supports and services for first time offenders and their families.
 - **Police Department Communications** to inform residents of police department activities.
 - **Crisis Intervention Training and Cultural Competency Training** for police officers.
 - **Spanish Language Immersion Course** for police officers.

Survey Respondent:



I know KCPD is working really hard to improve community relations, but I understand that certain segments of the population are still apprehensive to come forward. Perhaps workshops and/or mixers where the community and police force can come together in a non-crime related setting may help to ease tensions and restore trust.

Join King City Police Officers at These Community Events

- **National Night Out**, a block party sponsored by neighborhood organizations, businesses, and King City Police on the first Tuesday in August, strengthens our community safety with drug awareness and crime prevention tips.
- **Neighborhood Watch Programs** are supported with Police Officer presentations, organizing tips, and neighborhood and personal safety information.
- **District Watch Block Parties** are part King City's new neighborhood safety community outreach program. On Thursday, October 26th, a District Watch Block Party will be held from 5:30 pm to 7:30 pm in each City Council District. Kids and adults are encouraged to come in Halloween costume to enjoy free pizza and other food, entertainment, and a bounce house. Meet your neighbors and District Police Officers, get public safety information, and learn how to organize your own block parties at this free event. *The City is waiving all block party permit fees for one year to help promote neighborhoods to work together!* Check www.kingcity.com under "Residents" and "Voting Information" to determine your District.



October 26th Halloween District Watch Block Parties will be held:

- District 1 (northern) 300 block of Soberanes Street**
- District 2 (central/eastern) 200 block of S. Vanderhurst Street**
- District 3 (central) 400/500 block of N. Mildred Avenue**
- District 4 (western) 200 block of Sussex Way**
- District 5 (southern/western) 300 block of Forden Drive**

For more information about these programs and activities, call the Police Department at 385-4848 or go to the King City Police Facebook page at <https://www.facebook.com/King-City-Police-Department-437028129824802/?f=167079689970358>



King City Property Crime Rate is 37% Lower than California



King City Violent Crime Rate is 57% Lower than California

King City PD currently has **17** sworn officers. The national average for our population is **28** officers



California Office of the Attorney General Crime Data, 2015

FBI Uniform Crime Reporting, 2014

U.S. Bureau of Justice Statistics, 2015

2017 Community Survey Results

Soledad Police Department



Soledad Survey: Between April and August 2017, Soledad residents responded to a **survey** offered by the Police Department to learn how policing and community relationships can be strengthened.

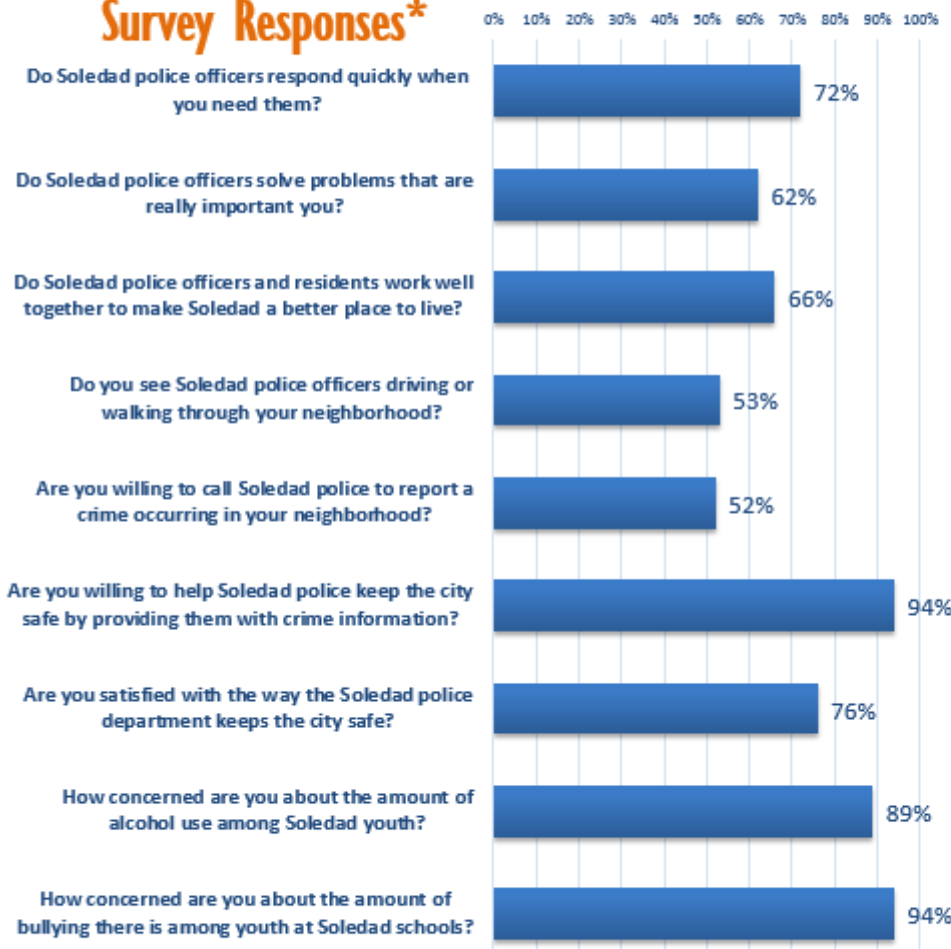
Survey Says: Of the 5,346 mailed surveys, **273 anonymous survey responses** were returned for a response rate of 5%. While this low response rate does not represent the opinions of all Soledad residents, the Police Department nonetheless appreciates and takes seriously the opinions of those who did respond. Survey residents said their **top three** recommendations were *friendlier officer attitudes*, *more officer communication*, and *increased officer visibility*.

Survey Respondent:



I like our city. I've lived here with my family for 8 years. I like the YMCA and Rec center. I like the parks and sports leagues. I feel the police can only do so much and shouldn't bear the burden of mentor-ship. I do feel some programs to show children what's outside for our community would be helpful. A look into nature, science, philosophy, and the arts. Something that could show what is possible outside the normal. I think the police are doing a great job. It takes a community working together to get these types of results. My two counts. Thank you.

Survey Responses*



For full survey results please email zerounianp@ca.monterey.ca.us

*Respondents selecting "Very Often/Often" or "Very/Moderately."

Soledad Police Department, Chief Eric Sills
 236 Main Street, P.O. Box 606, Soledad, CA 93960 831-223-5121 www.ci.soledad.ca.us
 Find Us on Facebook at www.facebook.com/Soledad-Police-Department-173543862657018/



State Grant for South County Police Departments

Soledad, Gonzales, Greenfield, & King City received a grant to start these new programs:

- **Community Police Academies** to increase understanding of the police departments' functions.
- **Youth Diversion Program** supports and services for first time offenders and their families.
- **Police Department Communications** to inform residents of police department activities.
- **Crisis Intervention Training and Cultural Competency Training** for police officers.
- **Spanish Language Immersion Course** for police officers.

Survey Respondent:



I think officers could do some outreach activities in order to build rapport with the community. The Police can help interested residents establish neighborhood watches. Can the Police make presentations at schools? How about having a 7-8-9th graders basketball team to engage with our Police Officers?

Join Soledad Police Officers at These Community Events

- **Police Explorer Program** for youth between the ages of 15- 21 years. Learn about law enforcement and operations best practices and assist patrol staff during special events.
- **Cop's Literacy Program** for 3rd to 5th graders. Cops read with kids in the classroom to support the benefits of reading.
- **Lunch with the Chief and Canine** to build trust among elementary school children, learn about police dogs, officers, and what they do in our community.
- **Coffee with a Cop**, at Starbucks for anyone who wants to meet and talk with the Chief and officers about whatever is on your mind.
- **Officer Foot and Bike Patrol** when staffing permits. Officers are available on foot or on bikes in the downtown corridor between 5:00 pm and 9:00 pm.
- **Neighborhood Watch Programs** are supported with Police Officer presentations, organizing tips, and neighborhood and personal safety information.
- **National Night Out**, a block party sponsored by neighborhood organizations, businesses, and Soledad Police on the first Tuesday in August, strengthens our community safety with drug awareness and crime prevention tips.
- **Cop's Giving Tree** is a partnership with the YMCA, Lions Club, and local businesses to provide holiday meals and presents to our disadvantaged children and families.
- **Christmas Parade and City Christmas Tree Lighting** are annually supported by Police Officers and the Police Explorer Program to assure traffic safety and event security.



For more information about these programs and activities, go to the Soledad Police Facebook at www.facebook.com/Soledad-Police-Department-173543862657018/



California Office of the Attorney General Crime Data, 2015

U.S. Bureau of Justice Statistics, 2015

Strategy 3: Juvenile Diversion

The Juvenile Diversion activity was addressed through the **Road to Success** youth diversion program that was launched by Sun Street Centers in January 2017. Road to Success reduces crime by diverting pre-charged youth who have committed a minor offences from the juvenile justice system. Enrolled youth participate in a three to six month program featuring youth and family case management, pro-social activities, substance use intervention, goal setting, life skills training, and community service.

Road to Success was modeled after other evidence-based juvenile justice programs endorsed by the National Office of Juvenile Justice and Delinquency Prevention. The Four Cities United Road to Success program was specifically based on community needs, and the six-month development process included outreach to law enforcement and school districts, staff hiring and training, and the creation of survey tools and operational forms.

Methodology: The purpose of this evaluation is to establish a baseline of utilization and outcomes in the first year of implementation to inform the program’s value and potential for continuance. the adopted evaluation plan for this strategy is as follows:

Process Indicator	Process Results	Outcome Indicator	Outcome Results
Referral to case management and pro-social activity portion of the program is in place.	Program is established and functioning efficiently.	Youth referred to pro-social activities and their family members benefit from the Juvenile Diversion program	Outcomes are measured by: # of youth referred to the diversion program # of youth completing the program # parents/families receiving case management services

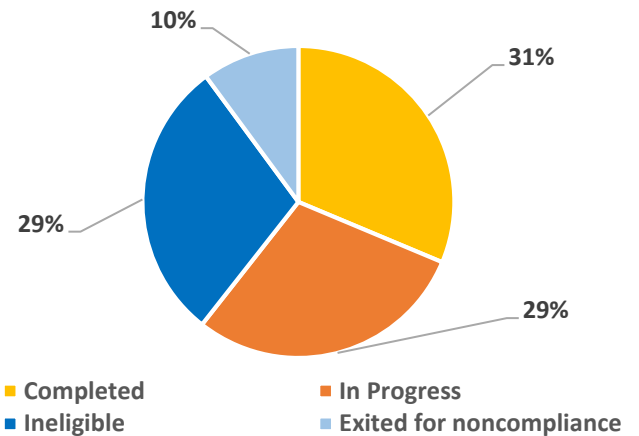
The evaluation report consisted of secondary research, recommendations, quantitative and qualitative data collection, findings, discussion, and next steps, with attached program materials. Assistance from program staff and the agency executive director was instrumental to data collection.

Results: From February 2017 through June 2018, one hundred and two youth were referred to Road to Success by four police departments (see Table 1). Of youth who were enrolled, 31% (n=32) of all enrollees completed the program, and another 29% (n=30) were in enrolled and in progress toward completion (see Table 2 and Chart 1), totaling 60% (n=62) of the enrolled youth on-track with the program objective. Twenty-nine percent (n=19) of referrals were deemed ineligible from the program upon intake or shortly thereafter (see Table 3 and Chart 1), and 10% (n=10) were dismissed for noncompliance with program requirements. The Road to Success ultimately referred more than 50 youth to the Sun Street Center Pre-Diversion Program in fiscal year 2017-2018

Table 1: 2017-2018 Referring Cities, Road to Success

Referring City	# Referrals	% Referrals
Soledad	30	29%
King City	15	15%
Gonzales	27	26%
Greenfield	30	29%
Total	102	100%

Chart 1: Participant Status, Road to Success



Completed = completed and graduated from Road to Success
 Pending = enrolled and in progress toward completion
 Ineligible = participant was ineligible to enroll or moved away
 Dismissed = participant was dismissed for noncompliance

Table 2: 2017-2018 Participant Status, Road to Success

Status	# Participants	% Participants
Completed	32	31%
In Progress	30	29%
Ineligible	30	29%
Dismissed	10	10%
Total	102	100%

Table 3: 2017-2018 Ineligible Cases, Road to Success

Cause	# Dismissals	% Dismissals
Non-responsive/declined/moved	17	57%
Already on probation/no crime committed	10	33%
Case sent to probation	2	7%
No cause given	1	3%
Total	30	100%

Parents are also required to attend eight parenting/family sessions during the period when their child is enrolled in Road to Success. Thirty seven parents completed these sessions out of 44 enrollees, for a completion rate of 84%

Program participants were offered an exit survey upon successful program completion. Developed by program, the exit survey consisted of 20 questions: 18 were multiple choice questions or questions with a 4-point scale; two questions were open-ended only; and one question was unrelated to the program. Eight of the multiple choice questions also solicited comments from the survey respondent. The results of 28 exit surveys appear below. Not every participant answered every question. Because of the small number of survey respondents, the following findings are not representative of all enrollees and should be interpreted with caution. Some results do not total 100% due to rounding.

What are your future plans for school or work?

63% planned to attend college or trade school, 37% planned to finish high school

Which of the following best describes your current mental health?

63% were positive with no issues; 37% were positive and working on issues

How would you describe your relationships with family and friends?

79% very good; 14% somewhat good; 7% not too good

How have your close relationships changed since you entered the program?

- 52% improved; 48% somewhat improved
- What is your overall evaluation of the Road to Success program?**
50% excellent; 39% very good; 11% average
- How often were you treated with dignity and respect?**
89% always; 7% usually; 4% sometimes
- Did you share program information with family and friends?**
52% yes; 48% no
- Services I received through the program are helpful to me.**
75% strongly agree; 25% somewhat agree
- Services helped me improve relations with my family and friends**
30% strongly agree; 63% somewhat agree; 7% somewhat disagree
- If I had other choices, I would still come here.**
39% strongly agree; 50% somewhat agree; 4% somewhat disagree; 4% strongly disagree
- I would recommend Road to Success to a friend.**
64% strongly agree; 29% somewhat agree; 7% somewhat disagree
- Staff respected my rights.**
89% strongly agree; 11% somewhat agree
- Staff are sensitive to my cultural (race, religion, language) background.**
70% strongly agree; 22% somewhat agree; 7% somewhat disagree
- Staff are competent and knowledgeable.**
74% strongly agree; 26% somewhat agree
- Staff and I work together to plan and implement my goals.**
57% strongly agree; 43% somewhat agree

Program participants responded to two open-ended questions:

What did you like most about the program? (27 /28 participants responded)

- Being able to talk with someone if I was down, and getting to meet new people.
- Being taught not to do bad things and to keep a positive mind - it helps a lot
- Communicating and bonding
- Doing hours and learning out of the book.
- Helped me to not do dangerous things.
- I enjoyed that I was able to tell Juan things and he would address them to my mom.
- I had good talks with Denise
- I learned new things. (4)
- I liked that others and I were doing stuff to help out the community.
- It kept me on track.
- It was good (2)
- Learned to make better decisions (2)
- Not sure.
- Nothing (2)
- Reading the book to reduce anxiety and not smoke or drive
- Resources and having a second chance
- Something that I liked about the program was that they do a background check of who you are.
- That it helped me control my temper.
- The opportunities it provided me (2)

The program helped me so much on stop using drugs.
The trip to the college campus

What did you like least about the program? (30/32 participants responded)

Everything is good - nothing wrong.
I didn't like the program. I thought it was dumb.
I don't know.
I liked everything (4).
I liked least was I was in the program for a short while.
Me not focusing in the life skill.
N/A
Nothing (16).
The community service.
The community service.
Too many meetings.
When I first started, I would say having to come in every week, now there isn't really anything that I dislike about the program.
When I first started, I would say having to come in every week, now there isn't really anything that I dislike about the program.

The small number of exit surveys (28) prohibit making generalized conclusions of the Road To Success program's effect on juvenile recidivism, although patterns in the survey responses and qualitative comments can be noted. It is important to note that as more exit survey data acquired from December 2017 through June 2018 are added to the database, results will more strongly demonstrate trends and add validity to overall results:

- 62 (60%) program participants completed or were in the process of completing the eight-week program. That percentage increases to 70% if the 30 ineligible participants were deducted from the whole.
- The 2012-2016 American Community Survey 5-year estimates show that 71% of Monterey County residents age 25 and older have graduated from high school. Of the 12 Road to Success exit survey respondents, 100% said they intend to graduate high school and 66% plan to attend college or a trade school. These are promising aspirations for a small cohort with offenses ranging from:
 - Level 1: Truancy, petty theft, driving without a license, trespassing
 - Level 2: Possession, vandalism, weapons
 - Level 3 Threats, reckless driving, fighting/assaultHaving pre-program survey responses might shed light on any influences Road to Success may have on educational aspirations. While the program staff provided a pre-program survey, it did not match the post-program survey but instead functioned as in intake assessment.
- 100% of Road to Success participants said their close relationships had improved or somewhat improved since they had entered the program. This is an excellent social/emotional indicator, and it may be logical to attribute a portion of this to the

program. Road to Success uses the Botvin LifeSkills Training² for middle school as the basis for instruction, which focuses on personal self-management skills, general social skills, and drug resistance skills. The Training is interactive, and Road to Success includes pro-social activities and community service, all of which apply to building and improving relationships.

- When asked to describe their current mental health on the exit survey, 63% chose “I have a positive attitude and don’t have any issues to deal with,” and 37% of participants chose to respond, “I have a positive attitude and am working on my issues.” The 2012 California Health Interview Survey³ (latest available data for this indicator) shows that statewide, approximately 10.5% of teens ages 13-18 years have frequent mental distress. While small number of exit survey respondents makes a comparison to this statewide statistic problematic, it is interesting to note that no respondent chose to respond, “I have trouble getting going a lot of the time,” or “I need help and don’t know where to get it.”

Graduation ceremonies are held to celebrate the youth upon the completion of the program, with parents, program staff, and sometimes police officers in attendance. Parents of participants have offered these comments to Road to Success staff and partners:

- Mom: “I’m so grateful my daughter had a second chance. This program is a life saver!”
- Mom as she started crying to a Police Officer, “I’m a single mom, this is the first time my son got into trouble. I’m so glad he didn’t have to go to probation. I really appreciate this service and the help from Sun Street Centers.”
- Monolingual father speaking about his son, “My son used to come home and go into his room every day. Now he talks to us about school, and eats dinner with us. I am so grateful for this program, thank you!”

Graduation ceremony, 2017

² Botvin LifeSkills Training. Retrieved December 2017 from http://www.lifeskillstraining.com/lst_middle.php

³ California Health Interview Survey. Retrieved December 2017 from <http://ask.chis.ucla.edu>

Success Story: The first youth referral was for a young woman who was arrested for being intoxicated in public. She was at first hesitant to participate in the program, but despite that, both she and her mother decided to give the program a try. The youth was assigned 50 hours for her offense, which included completing Life Skills Training, 25 hours of community service, and 25 hours of time spent doing a pro-social activity.

The mother told program staff that her daughter was not doing well in school, was behind in credits and was not spending her time surrounded by positive influences. The youth was very quiet and unwilling to talk openly with the Case Management Specialist for the first few meetings. After a month of meeting with this youth, she began to talk to me more about the incident that got her sent to the program, her friends and

Successful participant, 2017

school. She and her mother decided it would be best for her to try independent studies to earn her missing credits and spend less time with those who were negatively influencing her.

For her pro-social activity, she chose to complete her hours by going to her local YMCA. She completed a few hours a week using their gym facilities. For her community service, she decided to work with the Safe Teen Empowerment Project of Sun Street Centers. With this group, she worked with other teens doing prevention work. She was educated on the effects of drugs and alcohol and helped spread the knowledge to her peers through flyer sweeps, presentations and by participating at local events where information bags were distributed.

She completed her pro-social activity hours through the YMCA and by working events with the Safe Teen Empowerment Project. In total, she went on to complete 40+ community service hours with the Safe Teen Empowerment Project and is waiting for an interview to be hired as a paid S.T.E.P. She and her mother both completed Life Skills Training. She also caught up on credits through independent studies and decided to stay in independent studies through her High School career so she could finish school early and begin cosmetology school. Her mother expressed seeing a great change in her daughter as she went through the program and was thankful that they both got the chance to participate. This youth successfully completed the program within the 6 month deadline. When asked in a survey what she felt about the program she said, “At first I didn’t like having to come here every week, but as time went on I looked forward to coming and now I’m sad that it’s ending.”

Evaluator’s Interpretation: Overall, Road to Success fully satisfies its intended purposes and goals. Participating youth predominantly rate the program as excellent or very good, they exit the program

with improved relationships with family and friends, they share program information with others, and would recommend the program to friends. Importantly, participants exited the program with positive mental health, two-thirds said they intended to attend college or trade school, and 83% stated they believed the program services were helpful to them.

Cost-benefit analysis of juvenile justice programs conducted in multiple states determined that every dollar spent saved between \$11.66 to \$25.72, depending on the program. Based on those multipliers, it is conceivable that the \$235,600 investment in Road to Success might yield savings ranging from \$2,747,000 to \$6,060,000. Costs were realized in reduced recidivism, criminal justice costs, and salaries. Program components that returned the greatest savings were providing life skills, family-based therapy, and aggression replacement training.⁴ Road to Success includes all three of these components. Program benefits, however, do not account for potential negative consequences of labeling a youth as a delinquent, nor the societal expectation of continued antisocial behaviors.⁵

In a meta-analysis study of 73 youth diversion programs, the rate of recidivism (33.1%) was significantly lower than the rate of recidivism for a traditional justice system intervention (41.0%). In the case of the Four Cities United Road to Success program, it could be presumed that there is potential recidivism reduction among program participants.

Prohibitive startup costs are one of the greatest deterrents to establishing a juvenile diversion program.⁶ In the case of the Four Cities United Road to Success program, the moderate cost of startup (\$58,750) was paid through the BSCC grant (total grant amount: \$235,600). An extension of this grant and/or funding through other sources will allow the program to return greater proportional outcomes per investment, in addition to long-term societal benefits.

Based on the Road to Success participant status as of November 30, 2017, it appears that 14% (n=10) of program referrals were dismissed due to participant ineligibility. Helping referring parties to better understand the Road to Success eligibility criteria may drastically decrease the number of inappropriate referrals, thereby saving administrative time.

It appears a matching pre- and post-survey would be viable given that the program is 90 days to 6 months long, based on the severity of the offense – which is enough time for participants to gain knowledge, broaden their perspectives, and change their behaviors.

Follow up: These evaluation results establish a baseline of utilization and outcomes to inform the program's value and potential for continuance. Sun Street Centers is currently working with local

⁴ Cost-Benefit Analysis of Juvenile Justice Programs. National Conference of State Legislatures. <http://www.ncsl.org/documents/cj/jjguidebook-costbenefit.pdf>

⁵ Criminal Justice and Behavior, Vol. 40, No. 5, May 2013, 497-518. http://www.antonioacasella.eu/restorative/Wilson_2013.pdf

⁶ Cost-Benefit Analysis of Juvenile Justice Programs. National Conference of State Legislatures. <http://www.ncsl.org/documents/cj/jjguidebook-costbenefit.pdf>

law enforcement to follow up on program graduates after six months to analyze for offense recidivism.

The Four Cities United is actively seeking ways to sustain the Road to Success program beyond the term of the BSCC grant that ends in June 2018. BSCC, plus a number of youth development and community violence reduction granting organizations and foundations will be approached, thereby making this promising program available to many more South County youth and families.

Strategy 4: Crisis Intervention Training

Methodology: Crisis intervention training for officers of the Four Cities United provided best-practice insights for de-escalating situations involving people with behavioral or mental health issues. Officers learned that different techniques work with differing types of the way people in crisis present them self, such as being delusional, having false beliefs, and attempting or threatening suicide. The 40-hour, week-long training primarily consisted of understanding the signs, symptoms, and techniques to deal with people in crisis through presentations and role playing. Specific training topics included:

Thought Disorders	PTSD & Veteran Specific Issues
Dual Diagnosis	Trauma & Stress Related Disorders
Mood Disorders	Suicide Prevention
Personality Disorders	Traumatic Brain Injury
Children’s Mental Health	Suicide Prevention
Suicide by Cop	Critical Incident Stress Management
Excited Delirium	Developmental Disabilities
Memory loss, Dementia, and Alzheimer’s	Verbal Intervention Strategies
Legal Issues	Voice Hearing Experience

Other program topics included site control transport, a designated facilities for individuals, inter-hospital transfers to locked/unlocked facilities, hygiene services for the homeless, and medical approval of Versed, a chemical restraint sedative that provides for better medical care of the patient and safety of medical staff in violent emergency situations.

Results:

From February 2016 through April 2018, six 40-hour Crisis Intervention Trainings were held in the four south county cities that served a total of sessions 36 law enforcement officers. No qualitative evaluation was planned for this activity.

Officers Participating in Crisis Intervention Training, 2016-2018

	King City PD	Greenfield PD	Soledad PD	Gonzales PD	Total
February 2016	4	5	0	0	9
May 2016	3	2	0	0	5
February 2017	2	2	1	2	7
May 2017	0	1	0	2	3
February 2018	0	6	2	1	9
April 2018	0	0	2	1	3
TOTAL	9	16	5	6	36

Evaluator’s interpretation: National studies indicate that crisis intervention training has resulted in improvements in attitudes about mental illness among police officers, with anecdotal evidence of improved police reactions during tense situations. As a result of this strategic approach, injuries to

law enforcement personnel and individuals with mental illness diminish significantly, and repeat calls for these issues decrease. Law enforcement officers direct persons with mental illness to mental health care facilities for treatment prior to issuing any criminal charges. According to the National Alliance on Mental Illness, crisis intervention training for law enforcement reduces lawsuits, medical bills, and jail costs and improves the quality of life for the community.

Follow Up: The Crisis Intervention Trainings were conducted by members of the Monterey County Health Department Crisis Intervention Team staff of the Behavioral Health Bureau. These staff have specialized training in promoting safe and humane responses to those experiencing a mental health crisis. The goals of providing Crisis Intervention Training is to improve officer and consumer safety and to help persons with mental disorders and/or addictions access medical treatment rather than place them in the criminal justice system due to illness related behaviors.

The cities of Greenfield, Gonzales, King City, and Soledad are committed to continue Crisis Intervention Trainings for law enforcement personnel in future years.

Strategy 5: Spanish for Cops

Spanish for Cops is a quick-learn language training conducted by Four Cities United in January-February 2018. One, 6-week training session was conducted in south Monterey County for 12 officers who were authorized by their commanders to take the course. Sessions were held for three hours once weekly. The training was conducted by Soledad Police Chief Eric Sills, who had conducted the same trainings during his 27 year career with the San Jose Police Department.

The Spanish for Cops strategy intends to encourage and promote trust with community members who speak Spanish only. Two predominant outcomes that will create safer community environments are sought: (1) improve communication skills with Spanish speaking citizens, and (2) increase police and community interaction.

Outcomes for participating law enforcement officers are expected to be an increase in confidence and understanding when interacting with Spanish-only speakers. Newly gained language skills will be useful for officers on patrol, conducting traffic stops, in talking with people on the streets, and in obtaining information when major crimes occur.

Methodology: To measure outcomes and satisfaction, the Four Cities United program evaluator created a four-question, multiple choice survey to quickly and easily capture participants’ use of gained knowledge, confidence, interest in a refresher course, and likeliness of recommending the course to others.

Process Indicator	Process Results	Outcome Indicator	Outcome Results
Conduct a Spanish for Cops training using the Spanish Field Guide developed by Chief Sills of Soledad PD	Classes were held for officers of the four cities: # of sessions # of participants	A predominant percentage of training participants found the training to be beneficial	Survey results inform Four Cities United decisions about if and when to offer the training in the future

Survey links were emailed to participants with the following message, and responses were collected in April 2018.

Officers:

It was a pleasure to work with you during the Four Cities United “Spanish for Cops” training program that was funded by the Board of State and Community Corrections (BSCC), through the Strengthening Law Enforcement and Community Relations grant program.

We ask that you please respond to these four multiple-choice questions so we may report the “Spanish for Cops” program outcomes to BSCC. Your answers will be anonymous and confidential. Only our evaluator, Monterey County Health Department staff, will see the individual responses, and only aggregate results will be shared with BSCC.

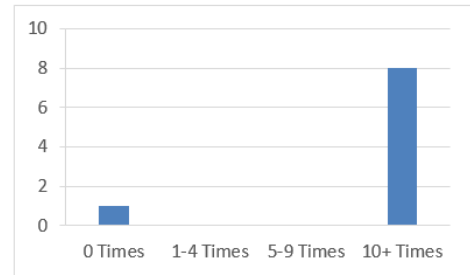
It's important that we inform BSCC of our outcomes within the next few weeks, so please take a moment to give us your opinion.

Thanks,

Chief Eric Sills

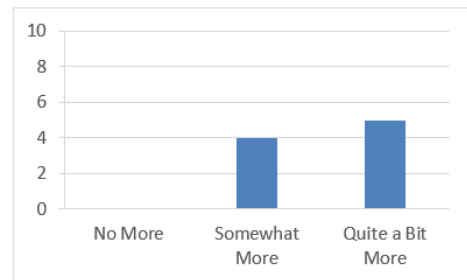
Results: Nine of the 12 Spanish for Cops participants (75%) responded, and while the numbers in these results are small, the predominance in opinion are of interest. Overall, participants found the Spanish for Cops training to be beneficial to the performance of their job.

In the past month, how many times do you remember using the Spanish phrases learned in the Spanish for Cops training during your policing duties? Please select only one answer.



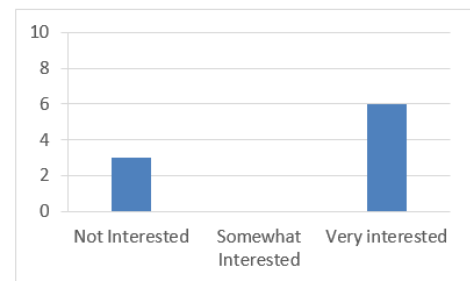
N=9

How much more confident do you feel in interacting with Spanish-only speakers since taking the Spanish for Cops training? Please select only one answer.



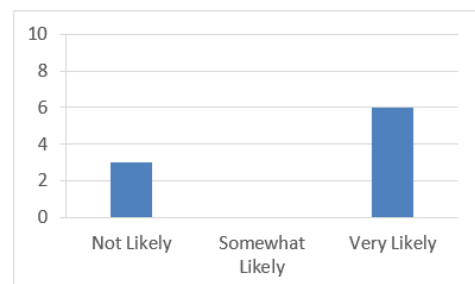
N=9

How interested are you in taking a refresher training course within the next year? Please select only one answer.



N=9

How likely are you to recommend the Spanish for Cops training to others? Please select only one answer.



N=9

Publicity: Two local newspapers, the Greenfield News (circulation 6,200) and The Californian (circulation 7,900) and one weekly newspaper (circulation 90,640) published articles that shared the skill development course with community members.

Local officers sharpen their Spanish skills



By: Samantha Bengtson - Updated: 1 month ago

SOUTH COUNTY — Local police officers are working on their Spanish-speaking skills through a strengthening law enforcement grant for all four South County cities.

The class began in January and concluded Feb. 21. The Spanish Immersion Training included six police officers from Soledad and Greenfield and one Gonzales officer.

Soledad Police Chief Eric Sills was the coordinator for the course and came up with the idea for the class because of his time in San Jose as a police captain. Sills and another member of San Jose Police Department brought the idea for a Spanish-speaking course to their chief who approved the class. This year, with the Strengthening Law Enforcement Grant, Sills brought the course to South Monterey County.

Sills said that before taking the course, officers would go out on a call and try to communicate with citizens to determine what the issue was, but they were missing valuable time waiting for a Spanish-speaking officer to show up.

Sgt. Mollie Enriquez grew up going to a Spanish-speaking church. Enriquez has been a police officer for over 10 years and is more confident now in speaking Spanish after attending the class.

"I thought the class was great," Enriquez said. "I wish we had had it years ago when I first started."

Enriquez said she wished this type of training was offered in the Police Academy.

"The way that the chief taught the class was very simple but you learned so much," she said.

Class participants will be able to use the Spanish skills they learned in the class on patrol, conducting traffic stops, in talking with people on the streets and to gain information when major crimes occur.

South Monterey County police learn to speak 'Español'

Cristian Ponce, The Californian Published 7:00 a.m. PT March 2, 2018 | Updated 10:14 a.m. PT March 2, 2018



(Photo: Provided by/Eric Sills)

Police officers in South Monterey County have taken steps to strengthen their work by immersing themselves in Spanish-language courses.

Seven Soledad police officers, led by Soledad Police Chief Eric Sills, trained a dozen non-Spanish speaking officers for six weeks at the Gonzales Police Department.

Starting Jan. 24, the training session included five officers from Soledad, six officers from Greenfield and one officer from Gonzales. They met for three

hours every Wednesday until wrapping up last week.

Sills said he brought the training program to Monterey County after conducting a similar program during his time at the San Jose Police Department.

More: [Salinas Police Commander Dave Crabill retiring after 30 years](#)

Sills said another officer and he realized the importance of having officers learn minimal skills in Spanish to be able to communicate with people during 911 calls or simple stops without having to rely on translators.

“You guys don’t throw your hands up in the air and say ‘Hey I need a Spanish speaker’ because you don’t know what the heck is going on. You might not get a Spanish speaker for 30 minutes. Now the kid could be five blocks away.”

Soledad Police Chief Eric Sills

Due to time restrictions, Sills said he only incorporated familiar language and “Spanglish” to make it easier for officers to understand as well. Breaking down questions word by word proved to be an effective teaching method, said Sills, such as asking for a date of birth number by number.

Officers knowing Spanish can be critical to helping an individual in emergency situations, such as responding to a missing child, said Sills.

“You guys don’t throw your hands up in the air and say ‘Hey I need a Spanish speaker’ because you don’t know what the heck is going on,” said Sills. “You might not get a Spanish speaker for 30 minutes. Now the kid could be five blocks away.”

The course consisted of different exercises and activities for the officers such as translating practical everyday words. The course wrapped up with the Soledad police officers providing the trainees with mock situations, ranging from domestic abuse calls to routine traffic stops, in which the officers would have to figure out details, said Sills.

"When the guys graduated on the last day, I was very impressed with them," said Sills. "They had progressed really well. Of course, a lot of them had already acquired these skills just from having them out of necessity."

More: [Method developed to teach two languages to babies](#)

Cpl. Christopher Tyler of the Soledad Police Department, a student of the Spanish training provided, said he believes his time in the program was successful.

"From the program, I got more confidence to speak Spanish because a lot of what I've learned doing the job the last few years Spanish-wise has been a lot of words lacking sentence structure," said Tyler. "I knew a lot of the words, but formatting sentences was something I was not very good at."

Tyler said knowing more Spanish prior to the training would have been beneficial for safety reasons, such as when asking someone to put their hands on their head.

"Before, I wouldn't really know words like 'drop this' or 'put your hands up' clearly," said Tyler. "You would just hope they understand enough when you're yelling these things at them."

Tyler said Sills conveyed his lessons in a clear and concise way and believes his classmates learned a great amount as well.

"Watching them, I definitely noticed that they were receptive of the information and were able to learn and retain the Spanish knowledge that they learned," said Tyler. "I could definitely tell that they walked away knowing more than they walked in with."

More: [Health conference aims to help Spanish-speaking women](#)

It was not until the department, along with the rest of south Monterey County departments, received a grant a year and a half ago to better enhance relationships between the police and community that the idea to bring a Spanish training program to Soledad, said Sills.

The Strengthening Law Enforcement and Community Relations Grant was sponsored by the California Board of State and Community Corrections and shared by Gonzales, Greenfield, King City and Soledad as well as their partner nonprofit organizations. Sills said the grant was total was \$850,000 and each city, with the exception of Gonzales who received more for administering the grant, received \$106,000.

Sills said he would love to lead another program in the future but said the cities that participated sent most of their non-Spanish speaking officers to this past session. Once they have enough officers who need the training, Sills said they may be able to do it again.

Moving forward, the graduates have a ready reference guide at their disposal when out of the field that they can use for simple communication phrases, said Sills.

“They’re only going to get out of it what they put into it,” said Sills. “Like I told these guys, there’s no reason for you to throw up your hands in the air anymore. There’s critical things in here that can be life-saving terms in regards to a medical call for services or just simple commands for your safety.”

Evaluator’s interpretation: Enthusiasm for the Spanish for Cops training program was apparent among the Four Cities United executive team from the time it was initially proposed. Comments made at that time were an acknowledgement of the percentage of Spanish-only speaking residents in south county and the track record that had been realized when the program was conducted in San Jose, CA. Participant survey responses indicate favoritism for the training, and at the April 2018 the Four Cities United executive team meeting, members discussed ways to continue offering the training. The training itself is not costly to conduct in terms of materials and supplies, instead, it was acknowledged that taking law enforcement away from regular duties presented scheduling challenges. Others could argue, with firm footing, that based on the survey results and comments received, that the investment of time has unmeasurable potential for improving public safety.

Follow up: The most powerful result of the participating law enforcement survey responses was in answer to Question 1, wherein 8 of the 9 officers stated they had used Spanish phrases 10 or more times in the last 30 days. All survey respondents stated they had learned “Somewhat More” (4) or “Quite a Bit More” (5). The majority of participating officers stated they would be interested in taking a refresher training in the next year and they would recommend the course to others.

Strategy 6: Cultural Competency Training

South Monterey County has identifiable social determinants that can adversely affect the wellbeing of the four communities, such as poverty, higher unemployment rates, household overcrowding and instability, higher school truancy rates, and lower than average academic achievement. Monterey County is also known to have the largest middle and south American population of indigenous peoples in the state, who arrive in the United States seeking employment and better futures for their families. Most of the indigenous populations speak native languages which do not have a written format, and do not speak Spanish. Understanding these social dynamics and building communication, appreciation for cultural differences, and trust between residents and law enforcement officers is crucial to the safety and wellbeing of the entire south county region.

Methodology:

A two-part cultural competency training was made available to police officers of the four cities with the shared goal of providing officers with the ability to perform their duties and be able to communicate with members of their community. Prior to developing trainings specifically for the Four Cities United project, the National Coalition Building Institute executive director and the co-directors/lead trainers of the NCBI National Law Enforcement program met with the leadership of the four city police departments to hear first-hand about the issues facing their personnel, and strengths and challenges in community-police relations.

Process Indicator	Process Results	Outcome Indicator	Outcome Results
Provide a method of cultural understanding for Four Cities United law enforcement departments that will strengthen the quality of communication between officers and residents.	Document the process and extend the influence of the Part 2 cultural competency training by producing a video showing the need and benefit of cultural competency training; post and share video with other BSCC and other law enforcement agencies in the state	Create a more culturally relevant approach to policing through trainings that support greater understanding of differing cultural values	# of participants in Part 1 and Part 2 training events; Improved appreciation for cultural understanding as demonstrated by post-training comments

Part 1 Training Results: In the 2017 cultural competency training, 42 law enforcement officers and direct support staff were introduced to indigenous cultural practices and heard first hand from local Oaxacan residents of their views of law enforcement, based on their adverse experiences that occur in their countries of origin. In addition to dialogue with a panel of Oaxacan residents, the daylong training addressed topics of diversity, inclusion, and implicit bias, plus these training components of effective community engagement:

- Customer Service – understanding the elements of customer service that relate to law enforcement and result in improved relationships between community members and law enforcement officers.
- First Thoughts – Understanding how stereotypes and misinformation impact both community members and law enforcement officers.
- Stories from the Street – Understanding the value of hearing personal stories that have impacted the lives of both residents and law enforcement.
- Caucusing – Learning what is needed from different identity groups in order to be an effective ally to that group.
- How to Build Effective Relationships -- between law enforcement and community members so both sides can have positive and useful contacts with each other when difficult issues emerge.

The seven-hour post-training questionnaire revealed these results related to cultural competency:

- Participants who indicated a high or very high awareness of stereotypes and prejudice about other ethnic/racial groups increased by 78%.
- Participants who indicated a high or very high ability to identify barriers or challenges to good customer service increased by 71%.
- Participants who indicated a high or very high understanding of how different members of the community have experienced discrimination increased by 69%.

Of the 42 police officer and civilian staff training participants, 19 attended from the cities of Greenfield and King City, and 22 attended from the cities of Gonzales and Soledad. Qualitative data collection was not planned for this activity.

Part 2 Training Results:

The second part of the training was opened to law enforcement and staff from each city, plus invited community members. This training introduced a law enforcement model focusing on building authentic relationships between law enforcement officers and community residents to improve acceptance and reduce prejudice. Of the 127 police officer and civilian staff training participants, 16 attended from the City of Gonzales, 66 from Greenfield, 19 from Soledad, and 26 from King City:

City	Officers and Staff	Community Members
Gonzales	11	5
Greenfield	15	51
Soledad	12	7
King City	5	21
Subtotal	43	84
TOTAL	127	

The evaluation of this training consisted of qualitative information collected through photos and videos to create a useful product that illustrates the value and benefits of cultural competency

training for officers and residents at the local level. The resulting 7-minute video tells the story of how the trainings were experienced by officers and community resident participants. The video makes the case that learning more about cultural differences can help officers develop new approaches for improving resident interactions and potentially deescalating an adverse encounter.

Follow up: What follows is the script and accompanying photos used to create the video. The actual video may be seen by clicking this link: <https://youtu.be/ZQfqD27ivjU>

Script and corresponding photos for Cultural Competency Training video

Cultural Competency Training for Law Enforcement in South Monterey County



Funded by



May 2018

Indigenous peoples of Mexico are the most recent of California's many immigrant groups who have entered to work in agricultural fields and processing facilities up and down the state.



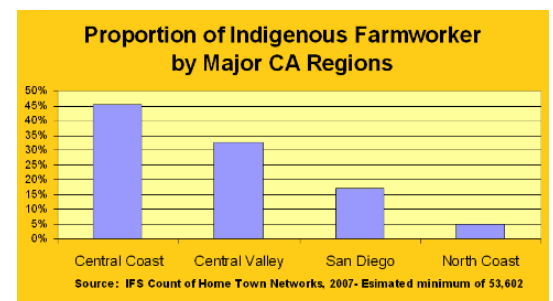
Courtesy of Indigenous Mexicans in California Agriculture Photo: David Bacon

Numbering at least one hundred and sixty five thousand, indigenous families arrive from remote Mexican villages speaking indigenous languages and sub-dialects that predate Spanish.



A Triqui farm worker in Greenfield, near Salinas. Greenfield is home to a large settlement of Triquis from Oaxaca. Photo copyright David Bacon

Approximately 45% of central coastal California's farmworker population is comprised of indigenous Mexican people.



Lack of knowledge about the indigenous populations – and their differing languages, cultural practices, and geographic origins – leads to widespread unawareness of this community’s needs; service providers in some regions may even be unaware of the community’s existence.



With rents in California’s coastal regions often double those in the Central Valley, indigenous farm workers endure conditions of extreme crowding. The 8 adults and 4 children of this extended Mixtec family from Oaxaca live in a two-bedroom apartment on the outskirts of Watsonville. Copyright David Bacon

The language barriers and the unique cultural traits of the population make it critical that customized programs be implemented to accommodate the significant differences with other Mexican immigrants and with US cultural practices.



In the early 2000’s, a conflict of cultures came to light when Triquis, Mixtecs and other indigenous people from the Mexican state of Oaxaca spurred rapid growth in the south Monterey County city of Greenfield.

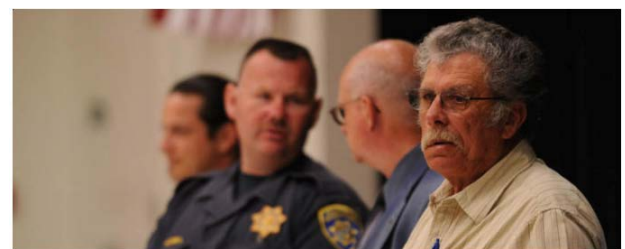


Strategic Move: Comité de la Junta meetings relocated with the help of a \$2,500 Community Foundation grant. “We were able to move inside, out of the grape fields, where [opponents] couldn’t harass us,” says organizer Jason Johnston. sara rubin

Established residents became uneasy with overcrowding in apartments and garages used for housing, trash discarded in public areas, and public inebriation; accusations of crime were attributed to the Mexican indigenous new comers; gangs targeted indigenous immigrants for assault and robbery.



The police chief and officers tried to dispel myths and create greater cultural understanding among residents and the newly-arrived.



Green(field) Friendly: Councilman Agapito Vazquez speaks to some of the city’s Oaxacan population during the city’s monthly meeting.

Although the police department received the civil rights award from the International Association of Chiefs of Police, resident mistrust continued for the Mexican indigenous population and the police department itself.



In 2016, the four cities of south Monterey County received a 2- year grant from the California Board of State and Community Corrections to strengthening law enforcement and community relations.



One of the grant strategies was to provide Mexican indigenous cultural insights to police officers. The goal was to increase law enforcement's understanding of the cultural values of indigenous farmworkers living along the Central Coast, which is home to 46% of all indigenous farmworkers in the state.



Adam Sanders, an indigenous Mexican culture expert who also has a law enforcement background, provided trainings to officers in south Monterey County law enforcement agencies in early 2018.



In these sessions, Mr. Sanders gave a brief history of Triqui, Mixtec and other indigenous peoples, an overview of the areas in Mexico where they originate, language & sub-dialect identification, body language and interview behavior, types of crimes indigenous are victims or perpetrators of, external and internal social pressures that are unique to this group, human trafficking, international control over individuals, and stories from victims and survivors. Participants said they were grateful for the training.



A second round of trainings on cultural competency was provided to the four city police officers and community members. This more generalized training was led by two co-directors of the Law Enforcement Project of the National Coalition Building Institute, and the Institute’s regional director.



NCBI is an international leadership organization that provides training in diversity, equity, and inclusion. The NCBI law enforcement training program encourages everyone to play a part in leading the way toward constructive change.



The NCBI law enforcement trainings were attended by a total of 80 community members, in addition to police officers. The learning goals included recognizing triggers and obstacles between officers and residents; how to listen to and respect the emotional content in officers’ and community members’ communications, and opportunity to learn from community members’ personal stories of law enforcement interactions.



The training content included understanding stereotypes and misinformation, caucusing to learn strategies to be an effective ally to indigenous and other residents, and question and answer exchanges.



Meeting participants were interviewed immediately following each workshop session to hear their opinions of the training for evaluation and quality improvement purposes. Some of those comments were:

- Thank you for bringing the community and law enforcement together;
- It was great to hear other points of view and have open dialogue between officers and residents
- The personal stories helped humanize the police officers;
- I wish we had more time to have dialogue with the officers;
- These events help build community, and
- A workshop dedicated for youth would be very helpful.



Listen to this interview with Commander Edmundo Rodriguez of the Greenfield Police Department:



The police departments of Gonzales, Greenfield, King City, and Soledad are very encouraged by the level of participation and commitment demonstrated by law enforcement personnel and community members in the



indigenous peoples and NCBI law enforcement trainings. These agencies have made a significant investment in improving relationships with their communities and a foundation has been laid for further work to increase mutual understanding and respect.

Thanks to:

- 2018 Indigenous Farmworker Study
- Adam Sanders, Central Coast Copala Triqui Cultural Expert and Asylum Advocate
- Cities of King City, Gonzales, Greenfield, and Soledad
- Gosia Wozniacka, Reporter and Author
- Jeffrey Domalanta, Producer
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- NCBI Law Enforcement Project Chief Fae Brooks (ret.), and Guillermo Lopez, Jr, Co-Directors
- Patricia Zerounian, Monterey County Health Department Program Evaluator
- The Indigenous Program of California Rural Legal Assistance



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**Strengthening Law
Enforcement and
Community
Relations Grant**

City of Long Beach

Final Local Evaluation Report (FLER)

California Board of State and Community Corrections (BSCC)

Strengthening Law Enforcement and Community Relations Grant

City of Long Beach, California

Prepared by:

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California State University, Long Beach

Project Evaluators

Submitted on: August 15, 2018

Table of Contents

Executive Summary.....	4
Goals, Objectives, and Program Summary.....	9
Evaluation Research Design.....	11
Process Evaluations.....	11
Outcome Evaluations.....	13
Process and Outcome Results.....	16
Community Police Academies (CPAs).....	16
Process.....	16
Outcomes.....	20
Strategy for Evaluation.....	25
Overall Success.....	25
Adult- and Youth-Police Dialogues.....	26
Process.....	26
Adult Dialogues.....	27
Youth Dialogues.....	29
Outcomes.....	31
Adult Dialogues.....	31
Youth Dialogues.....	37
Strategy for Evaluation.....	42
Overall Success.....	43
Social Media.....	45
Process.....	45
Outcomes.....	46
Overall Success.....	47
Implicit Bias Trainings.....	48
Process.....	48
Outcomes.....	51
Strategy for Evaluation.....	55
Overall Success.....	55
Final Thoughts & Lessons Learned.....	56
References.....	60
Tables.....	61
Table 1. Community Police Academy - Sample Demographics.....	61
Table 2. Community Police Academy - Knowledge & Perceptions of Police.....	61
Table 3. Community Police Academy - Sample Demographics (Follow-Up).....	62
Table 4. Community Police Academy - Knowledge & Perceptions (Follow-Up).....	62
Table 5. Adult Dialogue - Sample Demographics – Community Members.....	63
Table 6. Adult Dialogue - Sample Demographics – Police Officers	63
Table 7. Adult Dialogue - Community Member Perceptions of Police.....	64

Table 8. Adult Dialogue - How Community Members Describe Police.....	64
Table 9. Adult Dialogue - Police Perceptions of Community Members.....	65
Table 10. Adult Dialogue - How Police Describe Community Members.....	65
Table 11. Youth Dialogue - Sample Demographics – Youth.....	66
Table 12. Youth Dialogue - Sample Demographics – Police Officers.....	66
Table 13. Youth Dialogue - Youth Perceptions of Police.....	67
Table 14. Youth Dialogue - How Youth Describe Police.....	67
Table 15. Youth Dialogue - Police Perceptions of Youth.....	68
Table 16. Youth Dialogue - How Police Describe Youth.....	68
Table 17. Implicit Bias Training - Police Perceptions of Community Members.....	69
Table 18. Implicit Bias Training - How Police Describe Community Members.....	70
Table 19. Implicit Bias Training - How Police Describe Justice.....	70
Figures.....	71
Figure 1. Community Police Academy - Pre-Test Participant Trust in Police.....	71
Figure 2. Community Police Academy - Pre-Test Perception of Police Accountability...71	71
Figure 3. Adult Dialogue - Pre-Test Community Participant Trust in Police.....	72
Figure 4. Adult Dialogue - Pre-Test Community Participant Respect for Police.....	72
Figure 5. Youth Dialogue - Pre-Test Youth Participant Trust in Police.....	73
Figure 6. Youth Dialogue - Pre-Test Youth Participant Respect for Police.....	73
Figure 7. Social Media Use – LBPB Facebook and Twitter Posts.....	74
Figure 8. Social Media Use – GoLBPD App Downloads.....	74
Figure 9. Logic Model.....	75

Executive Summary

Utilizing the funding provided by the California Board of State and Community Corrections (BSCC), the City of Long Beach Police Department (LBPD) implemented a four-part program aimed to improve the relationship between community members and police officers in the city. The overall goal of this program was to increase mutual communication and understanding between the Long Beach Police Department and community residents. In order to accomplish this, the LBPD developed four specific programs to address this goal: (1) twelve community police academies (CPAs), (2) six community- and youth-police dialogues, (3) social media, and (4) twenty-five implicit bias trainings for all sworn LBPD officers. In order to evaluate each program, a research team from the School of Criminology, Criminal Justice, and Emergency Management at Long Beach State University (LBSU) was contracted to collect data on each of the four program components and examine both the effectiveness of the implementation process and intended outcomes throughout the grant period. In order to evaluate each component, the researchers utilized a pre-test, post-test, and six-month follow up survey to examine the differences in survey responses across each group.

Over the course of the two-year grant period, the Long Beach Police Department (LBPD) hosted fourteen community police academies (CPAs). The CPA curriculum topics included laws of arrest, patrol operations, training, use of force options, officer-involved shooting investigations, and internal affairs investigations. Attendees also participated in a number of scenario-based activities including a traffic stop; domestic dispute; and a video, shoot-don't-shoot simulation.

Taken together, the fourteen CPA events yielded outcome evaluations from 317 participants who completed the pre-test and post-test surveys. The results indicated that,

following participation in the CPA events, community members were more knowledgeable about police practices and procedures. Furthermore, participants were more likely to believe that police officers were honest and trustworthy and were held accountable for their actions. Participation in the CPA also reduced concerns regarding excessive force and police misconduct. Finally, the vast majority of respondents felt that the CPA increased their knowledge and changed their perception in a positive way.

Over the course of the two-year grant period, the California Conference for Equality and Justice (CCEJ) hosted three adult- and three youth-police dialogues (six events in total). Each dialogue included a group dinner and a professionally facilitated talking circle designed to encourage the honest discussion of the fears, perceptions, and assumptions of both community members and officers.

Thirty-eight community members and ten police officers participated in the adult dialogues and completed the pre and post-test surveys. For the youth events, we secured surveys from fifty youth participants and eight police participants.

Pre-test and post-test results indicated that, following participation in these dialogue events, adult community members reported increased feelings of trust and respect toward police officers. Additionally, the adult participants reported increased awareness of the challenges faced by police officers. The most notable change among adults was an increase in empathy toward police officers. Similar results were noted among officers. Following participation in the dialogue events, police officers reported higher levels of respect for and trust in the community. As with the adults, the largest effect among officers was an increase in empathy toward youth and adult community members.

Participant recruitment for both the CPAs and the dialogues proved challenging early on in the grant period. Specifically, residents from Spanish and Khmer speaking communities and residents from other communities of color were particularly difficult to recruit. We addressed these challenges through targeted recruiting strategies, adjusting the format of the youth dialogues, offering incentives, and by providing translation services.

Throughout the entire two-year grant period, the LBPD Community Engagement Division focused on using social media to promote all grant related activities. They used social media platforms to post updates and photos throughout the events to inform the community and promote future events. Additionally, the social media efforts were promoted to community members at the community police academies, community-police dialogues, and youth-police dialogues. All grant-related posts included the #StrengthenLBC hashtag attached to the post. Throughout the grant, social media posts increased over time and downloads of the GoLBPD app also increased.

Over the course of the two-year grant period, the Long Beach Police Department (LBPD) hosted twenty-five implicit bias trainings in order to train all sworn officers. The trainings were facilitated by CCEJ and were designed to explore “implicit bias and its effects on every decision point in law enforcement including initial law enforcement contact, reasonable suspicion, probable cause, interviewing, detention, arrest, charging and prosecution” (Cameron Wedding, 2017). Overall, 717 officers received the training.

While we worked closely with the training developers to create an instrument that would assess the effectiveness of the training, evaluating this component of the grant proved particularly challenging. After the first two training sessions, many officers expressed serious concerns with the format and content of the training. They also expressed concerns with the

evaluation instrument; primarily, they feared that their responses could be subpoenaed and used against them in court. In response to these concerns, the LBPD put the evaluation on hiatus while the trainings continued. After work involving the grant team and the LBPD administrators, the CSULB evaluators amended the surveys to satisfy the LBPD and the police officers' union and were allowed to resume their evaluations of the remaining implicit bias trainings.

Despite the changes, the LBPD participants were reluctant to participate in the evaluation; only 111 of the 717 attendees completed the pre-test and post-test surveys and 66 of those surveys were administered during the first two trainings. Those officers who did complete the pre-test and post-test surveys reported a better understanding of how implicit bias can affect their overall decision making as well as their decision making as police officers. They also had a better understanding that certain stereotypes can affect how the police communicate and interact with community members. Additionally, the officers who completed the pre-test and post-test surveys indicated that the training increased their awareness of implicit bias. The majority of respondents also agreed that the training would influence their decision-making on the job. While these findings suggest relatively positive trends in attitudinal and behavioral changes in the sample group, due to the very low response rate, the evaluation team cannot generalize with any level of scientific confidence that the training produced significant attitudinal and behavioral changes among LBPD officers.

In addition to the specific challenges mentioned above, the grant implementation team faced one overarching challenge throughout the term of the grant. During the process evaluation interviews, nearly all members of the grant team discussed the challenge of communication during a multifaceted and multiagency grant project like this one. Bringing several large agencies, which are used to working independently, together to accomplish a single goal is

always difficult. But, despite the challenges, our data suggest that the overall grant implementation was a success. The BSCC Strengthening Law Enforcement and Community Relations grant was successful in its goal to increase mutual communication and understanding between the Long Beach Police Department and the residents of Long Beach.

Goals, Objectives, and Program Summary

Utilizing the funding provided by the California Board of State and Community Corrections (BSCC), the City of Long Beach Police Department (LBPD) implemented a four-part program aimed to improve the relationship between community members and police officers in the city. As a result of the recent negative national media coverage of the police and a decreasing level of police satisfaction among residents of Long Beach, tension between members of the community and the police had been growing. Accordingly, this program was designed to cultivate a positive relationship between the police and those they serve in Long Beach. The program specifically aligned with three of the six pillars of *The Final Report of the President's Task Force On 21st Century Policing* (Pillars One, Three, and Five). "Pillar One" refers to building trust and legitimacy in the community, "Pillar Three" promotes the enhanced use of technology and social media, and "Pillar Five" recommends improved training and education for law enforcement officers.

The overall goal of this program was to increase mutual communication and understanding between the Long Beach Police Department and community residents. In order to accomplish this, the LBPD developed four specific programs to address four program objectives. The first program planned to include twelve, one-day community police academies (CPA) hosted by the LBPD over the span of two years (approximately six per fiscal year). Each of the 9.5 hour CPAs was designed to teach community members about LBPD procedures (laws of arrest, traffic stops, use of force, internal affairs, etc.). The goal of the CPAs was not only to increase community participants' knowledge of police procedures and policies but also to increase public perception that the LBPD conducts business both ethically and transparently. In addition to providing vital information to the attending community members, the participants also engaged

in real-life inspired scenarios to apply their knowledge and experience what it is like to be a law enforcement officer. Influential community members (religious leaders, community leaders, journalists, etc.) were specifically selected to best ensure that the information provided was disseminated throughout the community.

For the second program, the LBPD hosted six community- and youth-police dialogues during the two-year span of the grant. These events took place in communities in Long Beach that have the highest rates of police contact and in those that are predominantly African American and Hispanic. The dialogues were facilitated by the California Conference for Equality and Justice (CCEJ), a Long Beach-based organization that has provided cultural competency training for LBPD for over a decade. These dialogues were held in neutral and safe environments to encourage participation. For each dialogue, community members and LBPD officers shared a meal and discussed personal experiences with police-citizen contacts, both positive and negative. The goal of these dialogues was to increase mutual communication, encourage perspective taking for all participants, and foster positive relationships between community members and the police.

The third program involved the improved use of technology and social media by the LBPD, as outlined by Pillar Three of the President's report. In this component, the LBPD utilized both social and print media to promote grant-funded community relations events. The department specifically aimed to use web-based technology, such as Twitter, Facebook, and Instagram to share information about real-time police activity, incidents of crime, and non-enforcement related activities. In addition to the use of social media, the LBPD launched an app, Go LBPD, to share information with community members. The goal of this component was to better engage community members in police activities and promote stronger community ties.

The fourth and final program provided 25, eight-hour implicit bias trainings for all LBPB officers. These trainings were also provided through a partnership with the California Conference for Equality and Justice (CCEJ) and focused on educating officers on utilizing unbiased policing within the diverse Long Beach communities. Facilitators designed these trainings to be transformative experiences for officers where they will learn to recognize their own implicit biases and how awareness of these biases can result in improved interactions with all Long Beach residents. Because these specific goals and objectives of all four programs were identified, LBPB's programs were evaluated to determine their success in both implementation and outcome.

Evaluation Research Design

In order to evaluate the effectiveness of each program, a research team from the School of Criminology, Criminal Justice, and Emergency Management (CCJEM) at Long Beach State University (LBSU) was contracted to collect data on each of the four program components. The evaluation team included Brenda Vogel, Ph.D. and Nicholas Perez, Ph.D., both CCJEM faculty, and Trinh Nguyen, a CCJEM graduate student. The three program evaluators coordinated all evaluation procedures with the City of Long Beach, LBPB, and CCEJ throughout the entirety of the grant and implemented both process and outcome evaluations.

Process Evaluations

A process evaluation examines how program activities were delivered, the degree to which the services were implemented as planned, and the extent to which targeted participants were serviced. Participants, service providers, staff members, and other relevant stakeholders were included in the process evaluation. Both qualitative and quantitative data were collected throughout the course of each program component to identify barriers to program delivery and to

make improvements to the programs while service delivery is underway. The specific process measures for each program were as follows:

For the community police academy (CPA) component, process evaluations assessed the number of CPAs per grant year, as well as the number of community member participants and their demographics in each CPA. In addition, the process evaluation included interviews with the individuals involved in planning and delivering the program. These interviews were conducted with Hanna Stribling, Ana Lopez, and Teresa Chandler from the City of Long Beach Health Department, and Jason Lehman, Alex Avila, Karen Owens, and Paul Gallo of the Long Beach Police Department. Each of these individuals was specifically involved with the planning, recruitment, and delivery of the CPA events.

For the community- and youth-police dialogue component, process evaluations examined the number of dialogues per grant year, as well as the number of participants (community members, youth, and LBPB officers) and the demographics of those attending the dialogues. In addition, the process evaluation was utilized to determine if the dialogues were carried out as planned and to identify and address any impediments to implementation. These interviews were conducted with Hanna Stribling, Ana Lopez, and Teresa Chandler from the City of Long Beach Department of Health and Human Services, and Jason Lehman and Karen Owens of the Long Beach Police Department, and Kimmy Maniquis and Sunshine Daye of the California Conference for Equality and Justice. Each of these individuals was specifically involved with the planning, recruitment, and delivery of the dialogue events.

For the social media component, the research team conducted interviews to determine if the social media plan was carried out as expected and if there were any impediments to implementation. These interviews were conducted with Hanna Stribling, Ana Lopez, and Teresa

Chandler from the City of Long Beach Department of Health and Human Services, and Jason Lehman and Karen Owens of the Long Beach Police Department. Each of these individuals was specifically involved with the planning and delivery of the social media component.

Finally, for the implicit bias trainings component, the process evaluation measured the number of trainings held and the number of LBPD officers trained at each. In addition, the process evaluation was utilized to determine if the training was implemented as planned and to identify and address impediments to implementation. These interviews were conducted with Hanna Stribling, Ana Lopez, and Teresa Chandler from the City of Long Beach Department of Health and Human Services, Alex Avila and Paul Gallo of the Long Beach Police Department, and Kimmy Maniquis and Sunshine Daye of the California Conference for Equality and Justice. Each of these individuals was specifically involved with the planning, recruitment, and delivery of the implicit bias trainings.

Outcome Evaluations

An outcome evaluation measures the extent to which the program goals were achieved. In this case, the four programs were designed to meet the overall program goal of improving police-community relations. Survey data were used to determine if program goals were met. Pre-test, post-test, and six-month follow-up data was collected. Analysis of data at three points in time (pre-, post-, and follow-up) better indicate whether or not the goals of the program were met and the extent to which they endure over time. This design was selected due to the format of the programs being implemented. Since the objectives are being targeted using actual interventions that aim to address the views of community members and police officers, the research team assessed the individuals prior to the intervention to determine if their knowledge, attitudes, or behaviors were changed as a result of the intervention.

In theory, the only condition that was altered for these participants was the academy/dialogue/training attendance, and as such, any changes to knowledge, attitudes, or behaviors can be attributed to this intervention. As a result, the effectiveness of each of the program components was assessed by examining the observed differences between pre- and post-test survey responses in each individual. Statistical significance (in the expected direction) found between the pre-test group and the post-test group suggests that the program was successful in changing the respondents' knowledge, attitudes, or behaviors. On the other hand, an absence of statistical significance suggests that the program did not achieve its objectives. The specific outcome measures for each of the four program components are as follows.

For the community police academy (CPA) component, outcome evaluations included self-reported, pre-test and post-test data measuring the CPA's effectiveness in improving knowledge of police procedures, attitudes toward the LBPD, and perceptions of police legitimacy. In addition to the pre- and post-test data, six-month follow-up data were also collected via telephone to determine if changes in knowledge, attitudes, and perceptions remained after six months. All instruments were approved by the California State University, Long Beach Institutional Review Board (IRB) to ensure they met the Federal standards for the protection of human subjects. .

For the community- and youth-police dialogue component, outcome evaluations included self-reported, pre-test and post-test data measuring the effectiveness of the dialogues in improving relationships, trust, and communication between law enforcement and the community. In addition to the pre- and post-test data, six-month follow-up data were also collected via telephone to determine if the changes to relationships, trust, and communication endure over time. All instruments were approved by the California State University, Long Beach

Institutional Review Board (IRB) to ensure they met the Federal standards for the protection of human subjects.

For the social media component, we collected data on the number of official LBPD Facebook and Twitter posts, the number of re-posts, re-tweets of posts, and the number of Go LBPD smartphone app downloads. These were used to examine community engagement using social media. Collection of these data was ongoing by the LBPD and did not require California State University, Long Beach Institutional Review Board (IRB) approval.

Finally, for the implicit bias trainings component, outcome evaluations included self-reported, pre-test and post-test data measuring officer attitudinal and behavioral changes and demographic information. All instruments were approved by the California State University, Long Beach Institutional Review Board (IRB) to ensure they met the Federal standards for the protection of human subjects.

Process and Final Outcomes

Phase I: Community Police Academies (CPAs)

Process

Over the course of the two-year grant period, fourteen community police academies (CPAs) were hosted by the Long Beach Police Department (LBPd) at the LBPd Academy at 7290 Carson Blvd, Long Beach, CA 90808¹. The fourteen events were held on (1) December 10, 2016; (2) January 14, 2017; (3) February 11, 2017; (4) March 13, 2017; (5) April 8, 2017; (6) May 6, 2017; (7) July 22, 2017; (8) August 12, 2017; (9) September 9, 2017; (10) October 7, 2017; (11) March 24, 2018; (12) April 21, 2018; (13) May 19, 2018; and (14) June 2, 2018. These academies ran from 7:45am until 5:15pm (9.5 hours). Each CPA opened with an evaluation team member explaining the evaluation and inviting participants to complete the pre-test. After the survey, a high-ranking LBPd administrator, such as Commander Alex Avila, Commander Rudy Komisza, or Chief Robert Luna, welcomed the participants and explained the format for the event.

The curriculum included laws of arrest, patrol operations, training, force options, officer-involved shooting investigations, and internal affairs investigations. Subject-matter experts, including Commander Paul LeBaron (below), Sergeant Paul Gallo, and other members of the AOTC training staff, facilitated these lectures.

¹ The grant had originally planned for twelve CPAs, but due to remaining funds in the grant, LBPd hosted two additional academies.



The participants were also provided the opportunity to participate in various scenarios in order to apply what they had learned in the class and to give them the opportunity to experience some of the situations in which officers find themselves. The scenarios involved a traffic stop (below), a domestic violence incident, and a video simulator scenario (below).



The CPA events concluded with closing remarks, debrief, and the presentation of a completion certificate to all the attendees. At the end of the event, the attendees also were invited to complete the evaluation post-test. For a video clip of photos and videos from one CPA event, see: <https://www.youtube.com/watch?v=-ZYDF3Wazsg>.

Each event included approximately 20-30 community member attendees. The LBPD recruited participants through a variety of different groups and community stakeholders. For example, recruitment efforts were directed to the City of Long Beach Government, local school administrators/board members, neighborhood/community watch members, faith communities, social services organizations, private foundations/charities, business leaders, youth organizations, California State University, Long Beach students, community activists, Safe Long Beach, and the Long Beach branch of the National Association for the Advancement of Colored People (NAACP). Furthermore, the LBPD utilized their website and social media accounts to inform the public about the events and encourage participation.

Attendees were required to be at least 18 years old, have no outstanding warrants, not be involved in any active investigations, or have any recent felony convictions. Individuals were able to apply in person, by phone, or via an online application. The selection process included a brief background check to determine the applicant met these requirements. Nearly every community member who applied to the CPAs was selected to participate at an event at some point during the grant duration. Individuals who needed translation assistance during the event (Spanish, Khmer, or other) were provided real-time translation services through the City of Long Beach's Language Access Policy. A few weeks prior to the events, selected participants were notified to confirm their attendance. Various members of the grant team indicated a common issue was community members confirming attendance and reserving a spot, but not actually attending the event. As a result, some CPA events had lower attendance than anticipated, with slightly fewer than 20 attendees.

During their interviews, the grant team agreed that the LBPD delivered the services outlined in the grant. As proposed in the grant, at least twelve community police academies (9.5

hours each) were provided with a focus on the African American and Latino communities. The LBPD did “recruit community leaders, residents and other persons expressing an interest in participating in the CPA.” During the process interviews, some grant team members expressed some concerns that despite the intended outreach, targeted groups in the African American and Latino communities had lower participation than they would have liked to see. Furthermore, despite recruitment efforts targeting groups with more diverse opinions of law enforcement officers, such as the Long Beach chapter of the NAACP, members of these groups largely did not participate.

Additionally, at several points throughout the grant period, the grant team discussed hosting one CPA event entirely in Spanish in order to provide a more immersive experience for Spanish-speaking residents. Unfortunately, due to a lack of Spanish-speaking officers who were also subject matter experts, the Spanish language CPA did not come to fruition. Some grant team members feel this may have prevented some members of the Latino community from applying to attend a CPA. Still, Spanish-speaking community members were able to attend CPAs using the translation services, but some members of the grant team felt this was not as effective as an all-Spanish CPA would have been.

Outcome

Over the fourteen CPA events, the outcome evaluation included 317 participants who completed the pre-test and post-test surveys. The response rate was approximately 92.4%, as there were 343 total CPA attendees. Those who are not included in the data are those who arrived late or left early or who elected to not participate in the survey.

The pre-test included a number of items designed to measure participant knowledge of laws of arrest, training, force options, patrol, officer-involved shooting investigations, and

internal affairs. Examples of questions include: “In order to make an arrest, police officers must have _____. (A) Reasonable suspicion that a crime has occurred; (B) A preponderance of evidence that a crime has occurred; (C) Probable cause that a crime has occurred; (D) A gut-feeling that a crime may have occurred” and “The use of force by law enforcement is used to _____. (A) Punish a suspect; (B) Send a message to a suspect; (C) Control a situation; (D) Get revenge; (E) All of the above.”

The next section of the pre-test included questions pertaining to perceptions of law enforcement where the respondent could rate their level of agreement from “Not at all” (1) to “Very much” (10). Examples of these questions included: (1) “To what extent do you believe officers are honest and trustworthy?” (2) “To what extent do you believe officers are held accountable for their actions while on-duty?” (3) “To what extent do you believe officers use force for no reason?” and (4) “How concerned are you about police misconduct by officers?” At the end of the pre-test questionnaire, the community participants were asked demographic characteristics such as age, gender, race/ethnicity, and number of officer initiated contacts in their entire life and in the last year.

At the conclusion of the CPA, participants were asked the same questions on a post-test questionnaire as the pretest to assess any changes that occurred as a result of participation. Additionally, the post-test included items that assessed “To what extent did the CPA, in its entirety, increase your overall knowledge of police procedures?” and “To what extent did the CPA encourage you to consider the perspective of the officer when making a traffic stop, an arrest, or the decision to use force?” Qualitative response questions were also included in the post-test to allow the participants to describe their most significant take-away from the community police academy. This measure was included to allow the participants to expand

beyond their quantitative responses and provide context for their dialogue experience. The survey also allowed participants to leave a phone number to volunteer for a six-month follow-up survey.

Table 1 provides the sample descriptives for the community members who participated in the study (n=317). The sample was 43.8% male and 56.2% female. The racial/ethnic makeup was varied with 37.6% White, non-Latino, 41.6% Latino, 6.4% African American, 8.1% Asian/Pacific Islander, and 6.3% other race. The age range of participants was between 18 and 89 years of age. The average age was 38 years old. Participants reported varied lifetime police-initiated contacts; some reported zero lifetime contacts while others reported up to 600 (average of 9.08). In the last year, some had zero police initiated contacts, while others had as high as 192 (average of 2.64).

Table 2 presents the pre-test/post-test means of the CPA participant's quiz scores (out of 10) and a number of opinion/perception items (10= very much; 1=not at all) and their mean-level change from pre-test to post-test. During the pre-test, the average quiz score (out of 10) was a 7.0. This score was increased following participation in the CPA event to 8.0 with a mean change of one whole point. Positive mean-level changes were found for the following items: "Officers are honest/trustworthy" (from 8.2 to 9.0) and "Officers are held accountable for their actions" (8.1 to 9.0). On the other hand, large negative mean-level changes were found for: "Concern about excessive force by officers" (4.4 to 3.4), "Officers use force for no reason" (2.7 to 2.4), and "Concern about police misconduct" (3.8 to 2.8).

One common issue with events targeting the relationship between police and community members is that the community attendees often already have positive relationships with the police. In effect, those who are most willing to spend an entire day learning about local law

enforcement already are knowledgeable of police and have trust and respect for police. This was an issue in this sample as well. Figure 1 and Figure 2 demonstrate the apparent skew in the sample in favor of the police. Figure 1 highlights that the majority of the sample already trusted the police when the pre-test was administered, while Figure 2 highlights that the majority of the sample already believed they were held accountable for their actions while on-duty. This suggests that the CPAs may be “preaching to the choir” and not reaching community members with more negative views towards police. Nonetheless, after the CPA, 96.7% of people agreed the CPA increased their knowledge (average of 9.15 out of 10) and 88.7% indicated that it produced changes to their perception of police practices (average of 8.48 out of 10). Additionally, the reach of the CPA events was extended to the general community as 96.4% indicated they were likely to share what they learned with family and friends.

At the end of the post-test survey, community members were given the opportunity to describe their major take-away after participating in the CPA. Various positive responses were given, but some of the most insightful responses are detailed below. One community member wrote, “Overall, today definitely changed my opinion on how I see officers. Their job is difficult, and they are there to keep us safe. My perception changed positively.” Another indicated, “The scenarios were eye-opening. It really gave me just an idea of how quick police officers must react and handle situations under pressure.” A third respondent wrote, “I have a better understanding of the quick decisions police officers have to make on a daily basis. I appreciate more what they do for our community.” Finally, another community member remarked that they would use their “power/platform to promote what I have learned today, and building trust between law enforcement and the community.”

Six months after participating in the CPA event, the evaluation team contacted those who gave their phone number at the end of the post-test to participate in the follow-up survey. The follow-up survey mirrored the format of the post-test survey. Table 3 provides the demographic characteristics of the community members who participated in the follow-up survey at the time of this report (n=44). The sample was 40% male and 60% female. The racial/ethnic makeup was varied with 40% White, non-Latino, 37.8% Latino, 8.9% African American, 2.2% Asian/Pacific Islander, and 11.1% other race. The age range of participants was between 22 and 69 years of age (average of 44). Since there were CPAs held in March, April, May, and June, the six-month follow-ups for those who volunteered were not yet completed by the report's August submission date. Fifty-four participants in these CPAs signed for the follow-up survey, and data collection will continue for these individuals.

Table 4 presents the post-test/follow-up means of the 44 CPA participant's quiz scores (out of 10) and a number of opinion/perception items (10= very much; 1=not at all) and their mean-level change from post-test to the follow-up. During their post-test survey, the average quiz score (out of 10) was an 8.6. After six months, this score was slightly decreased to 8.2 with a mean change of 0.4. Agreement with the statement, "Officers are honest/trustworthy" decreased from 9.3 to 8.9 and "Officers are held accountable for their actions" decreased as well from 9.2 to 8.5. Similarly, after six months, increases were found for "Concern about excessive force by officers" (2.8 to 3.5) "and "Concern about police misconduct" (2.3 to 3.1). Participants were also more likely to agree that "Officers use force for no reason" (1.9 to 2.3). Nonetheless, after six months, 93.3% of people still agreed the CPA had increased their knowledge (average of 9.1) and 68.2% indicated that it had produced changes to their perception of police practices (average of 8.1).

Strategy for Evaluation

Due to the use of a pre-test / post-test evaluation format, the quality of the data for each individual can be trusted to be reliable. Since the only intervention that took place between the participants completing the surveys was the CPA, any changes to their knowledge, opinions, or perspective could be attributed to the event itself. While other events outside of the evaluators control could have taken place in between the post-test and follow-up surveys, this was the most appropriate method to assess the lasting effect of CPA attendance. Additionally, when designing the surveys, the evaluation team read and reviewed past research to assess the best strategy and items to evaluate this event to ensure the validity of the data. Finally, all instruments were approved by CSULB's Institutional Review Board (IRB) to ensure they met the Federal standards for the protection of human subjects.

Overall Success

In light of the aforementioned evaluations, the implementation of the community police academies was largely successful. Although the grant application planned for 12 CPAs, funds allowed the LBPD to host 14 CPAs. This resulted in 343 total CPA attendees. The pre-test and post-test results indicated that, following participation in the CPA events, community members were more knowledgeable about police practices and procedures. Furthermore, participants were more likely to believe that police officers were honest and trustworthy and were held accountable for their actions. Participation in the CPA also reduced concerns regarding excessive force and police misconduct. Finally, the vast majority of respondents felt that the CPA increased their knowledge and changed their perception in a positive way.

Community participants' qualitative comments indicated a great deal of appreciation for the event. Community members indicated that the event changed some of their preconceived

notions and allowed them to better understand what the job is like. Many participants were surprised by how quickly they had to make decisions during the scenarios. These scenarios gave the participants insight into the pressure and stress that officers can face. Finally, many participants were pleased that the LBPB had reached out to them in an effort to improve trust and facilitate better relationships in their community.

These positive effects were slightly diminished after six months. Respondents received lower scores on the knowledge-based questions and their perceptions of law enforcement were slightly affected. After six months, concern for misconduct and excessive force had increased and positive perceptions toward officer honesty and accountability had decreased. This could be the result of many things that are not captured by the evaluation format (i.e. the media, personal experience, vicarious experience, etc.). Additionally, the sample size of 44 participants is not sufficient to make any sweeping generalizations about the declining effects of the CPA events. Furthermore, there are still future follow-up participants that could influence these numbers. All that being said, even after six months, the vast majority of respondents felt the CPA was largely successful in meeting its goals of increasing their knowledge and changing their perception of police practices.

Phase II: Adult- and Youth-Police Dialogues

Process

Over the course of the two-year grant period, the California Conference for Equality and Justice (CCEJ) hosted three adult- and three youth-police dialogues (six two-session events in total). These events were held in various locations around the city of Long Beach. There was originally some confusion between the City of Long Beach Department of Health and Human Services and CCEJ with regards to how many actual events would take place. After re-reading

the grant and agreements between the grant partners, both sides agreed that there would be six two-session dialogues (three for adult community members and three for youth community members).

Adult Dialogues. Each adult-police dialogue consisted of a two-session event (each session was about 3-4 hours). The community-police dialogues were held on (Cohort A) March 2, 2017 & March 30, 2017; (Cohort B) March 23, 2017 & April 26, 2017; and (Cohort C) August 2, 2016 & August 9, 2017. Cohort A was largely in Spanish, Cohort B was largely in English, and Cohort C was largely in Khmer. Each adult dialogue included about 15-20 community members and 3-4 police officers. Each dialogue was hosted by Reverend Sunshine Daye and/or Stephanie Velazquez of CCEJ and included a group dinner and a talking circle designed to encourage the honest discussion of the fears, perceptions, and assumptions of both community members and officers. During the weeks between the two dialogues, the community members were encouraged to participate in a ride-along with the LBPD. Participants were invited to participate in the evaluation pre-test at the beginning of the first dialogue and in the evaluation post-test at the end of the second dialogue.

Each dialogue included approximately 15-20 community member attendees. The LBPD and CCEJ worked to find attendees from high police activity zip codes. These individuals were recruited by CCEJ through a variety of different groups and community stakeholders. For example, recruitment efforts were directed to city council staff, local faith communities, social services organizations (i.e., LGBTQ Center), private foundations/charities, and general Long Beach community members. Furthermore, CCEJ utilized their website and social media accounts to inform the public about the events and encourage participation. Community members were provided a monetary stipend to increase participation. The community member

stipends were not funded by the grant, but instead by an external California Endowment grant. Officers were chosen by the LBPD and compensated through the BSCC grant.

Participants were required to be at least 18 years old, have no outstanding warrants, and not be involved in any active investigations. If the individual wanted to participate in a ride-along during the time between the two dialogues, s/he also could not have a prior felony conviction. Individuals were able to apply in person, by phone, or via an online application. The selection process involved a brief background check to determine the applicant met these requirements. A few weeks prior to each event, selected participants were notified to confirm their attendance.

Individuals who needed translation assistance during the event (Spanish, Khmer, Tagalog, or other) were provided real-time translation services through the City of Long Beach's Language Access Program. Some minor issues emerged with the availability of translation services. For example, at the final dialogue event in a largely Cambodian community, the translator could not attend and a community member was forced to act as an impromptu translator. Grant team members indicated this made the event much more difficult and limited the number of topics that could be discussed.

At the first session of each dialogue, police were instructed to attend in plain clothes to humanize them and demonstrate the effect of uniforms. At the second session, the officers arrived in full uniform to allow the community to continue to positively interact with uniformed officers.

One of the primary challenges that grant team experienced was recruitment. For the first adult dialogue, there were approximately 15 community members. Many members of the public were fearful of the event since they would be interacting with law enforcement officers. Some

expressed concerns about immigration enforcement and the ability to be honest while interacting with officers. CCEJ attempted to overcome these issues, but some individuals still declined to participate. As mentioned prior, there were also some issues with translation services. Since the translators took extra time to communicate, the events in Spanish and Khmer ran much longer than the English event. Additionally, some of the native Spanish and Khmer speakers indicated that the surveys were translated poorly; some of the phrasing and word choice were quite awkward. This increased the amount of time it took to administer the Spanish and Khmer surveys. The evaluation team was not able to check for errors prior to administration because of a delay in the translation itself.

Youth Dialogues. Each youth-police dialogue included a two-session event (each session was about 3-4 hours). The format was slightly different than the adult dialogues. Instead of both police and community members being present for the first session, only the youth attended the first session with the facilitators. This “Affinity Group” allowed the youth to feel more comfortable talking to the police officers at the second session. The youth-police dialogues were held on (Cohort A) July 10, 2017 & July 24, 2017; (Cohort B) July 17, 2017 & July 31, 2017; and (Cohort C) August 23, 2016 & August 30, 2017. Each youth-police dialogue hosted about 15-20 youth and 3-4 police officers. Each dialogue was hosted by Reverend Sunshine Daye and/or Stephanie Velazquez of CCEJ and included a group dinner and a talking circle designed to encourage the honest discussion of the fears, perceptions, and assumptions of both the youth and the officers. Since they were under the age of 18, the youth were not given the option to participate in a ride-along with the LBP. Participants were invited to participate in the evaluation pre-test prior to the dialogue event and in the evaluation post-test at the end of the dialogue event.

Each event included approximately 15-20 youth attendees. CCEJ recruited the participants through the local high schools and community groups. For example, recruitment efforts were directed at Jordan, Cabrillo, Wilson, and Poly High Schools, as well as libraries, youth leadership academies, and other organizations. CCEJ noted that partnerships with school administrators and tabling events were particularly effective recruitment approaches. Furthermore, CCEJ utilized their website and social media accounts to inform the public about the events and encourage participation. Youth were provided a \$100 stipend (\$50 for each session) to increase participation. The youth stipends were not funded by the grant, but instead by an external California Endowment grant. There was some minor community pushback for paying the youth to attend the event, but after community leaders met with CCEJ, the youth stipend was authorized. Officers were chosen by the LBPD compensated for their participation through the BSCC grant.

Participants were required to be between 15 and 18 years old, have no outstanding warrants, not be involved in any active investigations, and no prior felony convictions. Individuals were able to apply in person, by phone, or via an online application. The selection process involved a brief background check to determine that the applicant met these requirements. Individuals who needed translation assistance during the event (Spanish, Khmer, Tagalog, or other) were provided real-time translation services by the City of Long Beach. A few weeks prior to each event, selected participants were notified to confirm their attendance.

As with the adult community-police dialogues, one of the main challenges that grant team members experienced was recruitment. Many youth and their parents were apprehensive of the event since the youth would be interacting directly with law enforcement officers. Again, some expressed concerns about immigration enforcement and the ability to be honest while interacting

with officers. Parents were worried that this could result in their children being searched or arrested for what they say or do at the event. To address this, parents were ensured that no enforcement activities would take place at the events. Additionally, the affinity group format was cited by CCEJ as a main reason why youth felt more comfortable interacting with police and expressing their opinions at the actual dialogue.

Outcome

Adult Dialogues. The outcome evaluation included 38 community participants and 10 police participants who completed one of the three two-session adult-police dialogue events. For community participants, the response rate was approximately 68% (38/56), and for police participants, the response rate was approximately 91% (10/11). Those who are not included in the data include individuals who arrived late or left early from an event, did not attend both dialogue sessions, or elected not to participate in the survey.

Using a pre-test questionnaire at the beginning of the first session of the community-police dialogue, community participants were assessed on a number of Likert scale items (5=strongly agree; 1=strongly disagree). Examples include: (1) “I want to work with police officers to improve community-police relations;” (2) “Most police officers try to understand what community members are going through;” (3) “I trust the police;” (4) “In general, I feel safe around police officers;” (5) “People in my neighborhood respect the police;” (6) “I respect the police;” (7) “If I or someone I knew was in immediate danger of being hurt, I would approach a police officer for help if I saw one in the area;” (8) “Police respect the community;” (9) “I am aware of the challenges faced by police;” and (10) “I understand how police officers feel.” Many of these items were adapted from a prior evaluation of a community-police dialogue (Dougherty, Flemming, & Klofas, 2014).

Additionally, community members were asked to circle words that describe the police that patrol their neighborhood. Examples of words included: (1) “Fair;” (2) “Violent;” (3) “Friendly;” (4) “Protecting;” (5) “Respectable;” (6) “Intimidating;” (7) “Trustworthy;” (8) “Respectful;” (9) “Compassionate;” and (10) “Strangers.” Similar items were asked of the police participants with the language changed to indicate their views on community members in the area they patrol. Again, many of these descriptors were adapted from a prior evaluation (Dougherty, Flemming, & Klofas, 2014). At the end of the pre-test questionnaire, the community participants were asked demographic questions such as age, gender, race/ethnicity, and number of officer initiated contacts in their entire life and in the last year. Officers were asked age, gender, race/ethnicity, years in their particular agency, and years in law enforcement in general.

At the conclusion of the second session of the community-police dialogue, participants were asked the same questions on a post-test questionnaire to assess any changes that occurred as a result of their participation. Open-ended, qualitative questions were also included in the post-test to allow the participants to describe (1) their general attitudes toward the police department in their neighborhood (community members they serve); (2) something they learned from participating in the dialogue; and (3) how their dialogue experience changed their attitudes, trust, and empathy toward the police that patrol their neighborhood (community members in the neighborhood they serve). These measures were included to allow the participants to expand beyond their quantitative responses and provide context for their dialogue experience.

Table 5 provides the sample descriptives for the community members who participated in the study (n=38). The sample was 26% male and 74% female. The racial/ethnic makeup was varied with 6% White, non-Latino, 36% Latino, 15% African American, 36% Asian/Pacific Islander, and 6% other race. This unique representation was expected because one event was

held in Spanish and one event was held in Khmer. Participants ranged in age between 18 and 76 and the mean was 49 years old. Respondents had varied lifetime police-initiated contacts; some reported 0 lifetime contacts while others reported up to 20 (average of 4). In the last year, some had 0 police initiated contacts, while others had as high as 10 (average of 1).

Table 6 provides the sample descriptives for the police who participated in the study (n=10). The sample was 60% male and 40% female. The racial/ethnic makeup was 50% White, non-Latino, 40% Latino, 0% African American, 10% Asian/Pacific Islander, and 0% other race. The age range of participants was between 26 and 43 years of age. The average age was 33 years old. The sample reported a wide range of tenure with LBPD; some reported 2 years in their department while others reported up to 12 (average of 8). The range of years experience in law enforcement overall ranged from 2 to 21 (average of 9).

Table 7 presents the adult community member results of the pre-test/post-test means of a number of Likert scale items (5= strongly agree; 1=strongly disagree) and their mean-level change from pre-test to post-test. During the pre-test survey, the vast majority of community respondents agreed or strongly agreed that they wanted to work to improve community-police relations (94.6%). The pre-test mean on this item was a 4.51 and was slightly increased following participation in the community-police dialogue event (4.64). A larger change was seen concerning trust in the police, as the pre-test mean increased from 3.77 to 4.17. A similar change was seen between feeling safe around police officers (3.86 to 4.31) and respect for police officers (4.20 to 4.50). After participation in the community-police dialogue, respondents reported a slightly stronger belief that police respect the community (4.05 to 4.17) and felt they were more aware of the challenges faced by police (4.21 to 4.69). There was almost no change in the item “If I or someone I knew was in danger, I would approach a police officer for help”

(4.68 to 4.69). The largest change (increase of 0.72) from the pre-test to the post-test was found with the item, “I understand how police officers feel” (3.74 to 4.46).

One common issue with events targeting the relationship between police and community members is that the community attendees often already have positive relationships with the police. In effect, those who are most willing to spend an evening with local law enforcement officers already trust, respect, and communicate well with police. Despite being recruited from high police activity areas in the city, this was an issue in this sample as well. Figure 3 and Figure 4 demonstrate the apparent skew in the sample in favor of the police. Figure 3 highlights that the majority of the sample already trusted the police at the time of the pre-test, while Figure 4 highlights that the majority of the sample already respected the police. This suggests that these events may be “preaching to the choir” and not reaching community members with more negative views towards police. Nonetheless, there are some meaningful changes in the way participants describe the police before and after the dialogues.

In the pre-test survey of community members, the majority of respondents described the police as “fair” (57.9%) and very few respondents saw the police as “violent” (2.6%). The largest changes in the words used to describe officers from the pre-test to the post-test were “helpful” (increase of 27.5%), “protecting” (increase of 19.7%), “trustworthy” (increase of 19.3%), and “respectful” (increase of 16.8%). Other notable changes included “respectable” (increase of 14.3%), “strangers” (decrease of 13%), and “friendly” (increase of 11.4%). For the pre-test and post-test results of these descriptive words, see Table 8.

Table 9 presents the police officer results of the pre-test/post-test means of similar Likert scale items (5= strongly agree; 1=strongly disagree) and their mean-level change from pre-test to post-test. Similar to the community members, all police officer participants agreed or strongly

agreed that they wanted to work to improve community-police relations. The pre-test mean on this item was a 4.83 and increased slightly following participation in the community-police dialogue (4.94). There was a positive change to trust in the community members, as the pre-test mean increased from 3.72 to 3.82. A similar change was seen for feeling safe around community members (4.35 to 4.47). A much larger pre-test to post-test change was found for perceptions of and respect toward police officers (3.06 to 3.65). After participation in the community-police dialogue, police respondents reported a slightly stronger higher level of respect for the community (4.61 to 4.76). There was almost no change in the item “When responding to a call, police officers handle the situation to the best of their ability” (4.72 to 4.71). Mirroring the community members, the largest improvement (positive change of 0.64) from the pre-test to the post-test was found in the item, “I understand how community members feel” (3.94 to 4.58).

In the pre-test survey of police officers, the majority of respondents described the community members as “courteous” (80%), “friendly” (90%), “cooperative” (90%), and “respectful” (70%), while only one police respondent saw community members as “strangers” (10%). The largest changes in the words used to describe community members from the pre-test to the post test were “intimidating” (increase of 33.3%), “respectable” (increase of 28.9%), “helpful” (increase of 16.7%), and “neighbors” (increase of 16.7%). Surprisingly, other notable changes included “strangers” (increase of 12.2%) and “cooperative” (decrease of 12.2%). For the pre-test and post-test results of these descriptive words, see Table 10.

At the end of the post-test survey, community members and police officers were given the opportunity to write out their general attitudes toward one another, something they learned from participating in the dialogue, and how their experience in the dialogue changed their

attitudes, trust, and empathy toward one another. Various positive responses were given, but some of the most insightful responses are detailed below.

One community member wrote, “I learned that everyone has a story, but most importantly, I was glad to see that there are officers interested in speaking to and getting to know the community.” Another indicated, “I now see them [police officers] as humans.” A third respondent wrote, “It helped me be more willing to speak to a police officer and more understanding of their perspectives and profession.” Finally, another community member remarked, “I am pleased with the efforts our department is making to improve relations. I think officers want to have a better relationship with the community and that makes me feel good.”

Police officers shared similar perceptions following the community-police dialogues. One officer detailed, “My attitude about the cooperation and willingness to see another perspective was changed for the better.” Another reflected, “The dialogue helped me be more empathetic towards the residents of the community.” A third felt the dialogue “gave me confidence that through partnership and patience change can happen. It also encouraged me to go out of my way and make positive contacts because it’s powerful.” Finally, one officer indicated, “We are all alike, and if you take the time to engage in conversation, powerful change can happen.”

Following the community-police dialogues, all participants were also asked to participate in a six-month follow-up survey. Although 32 community members originally volunteered to participate, only 2 of the 38 community members actually completed the follow-up survey. This was likely due to language barriers, respondents not answering/returning calls, or no longer being willing to complete the survey. Additionally, none of the ten officers completed the

follow-up survey. Due to the insufficient size of the sample, no significant conclusions could be drawn from the six-month follow-up data.

Youth Dialogues. Over the three youth-police dialogue events, the outcome evaluation included 50 youth participants and 8 police participants who completed one of the three youth-police dialogue events. For youth, the response rate was approximately 85% (50/59), and for police participants, the response rate was approximately 67% (8/12). Those who are not included in the data are any individuals who arrived late or left early, did not attend both dialogue sessions, or elected to not participate in the survey.

Using a pre-test questionnaire at the beginning of the first session of the youth-police dialogue, youth were assessed on a number of Likert scale items (5=strongly agree; 1=strongly disagree). Examples include: (1) “I want to work with police officers to improve youth-police relations;” (2) “Most police officers try to understand what youth are going through;” (3) “I trust the police;” (4) “In general, I feel safe around police officers;” (5) “People in my neighborhood respect the police;” (6) “I respect the police;” (7) “If I or someone I knew was in immediate danger of being hurt, I would approach a police officer for help if I saw one in the area;” (8) “Police respect the youth in the community;” (9) “I am aware of the challenges faced by police;” and (10) “I understand how police officers feel.” Many of these items were adapted from a prior evaluation of a youth-police dialogue (Dougherty, Flemming, & Klofas, 2014).

Additionally, youth were asked to circle words that describe the police who patrol their neighborhood. Examples of words included: (1) “Fair;” (2) “Violent;” (3) “Friendly;” (4) “Protecting;” (5) “Respectable;” (6) “Intimidating;” (7) “Trustworthy;” (8) “Respectful;” (9) “Compassionate;” and (10) “Strangers.” Similar items were asked of the police participants with the language changed to indicate their views on youth in the area they patrol. Again, many of

these descriptors were adapted from a prior evaluation (Dougherty, Flemming, & Klofas, 2014). At the end of the pre-test questionnaire, the youth were asked demographic questions such as age, gender, race/ethnicity, and number of officer initiated contacts in their entire life and in the last year. Officers were asked age, gender, race/ethnicity, years in their particular agency, and years in law enforcement in general.

At the conclusion of the youth-police dialogue, participants were asked the same questions on a post-test questionnaire as the pre-test to assess any changes that occurred as a result of participation. Qualitative response questions were also included in the post-test to allow the participants to describe (1) their general attitudes toward the police department in their neighborhood (youth community they serve); (2) something they learned from participating in the dialogue; and (3) how their dialogue experience changed their attitudes, trust, and empathy toward the police that patrol their neighborhood (youth in the neighborhood they serve). These measures were included to allow the participants to expand beyond their quantitative responses and provide context for their dialogue experience.

Table 11 provides the sample descriptives for the youth who participated in the study (n=50). The sample was 52% male and 48% female. The racial/ethnic makeup was varied with 6% White, non-Latino, 52% Latino, 16% African American, 12% Asian/Pacific Islander, and 8% other race. Participants ranged in age from 13 to 18 years of age with a mean of 15.7 years old. Participants reported a wide range of lifetime police-initiated contacts; some reported 0 lifetime contacts while others reported up to 20 (average of 2.38). In the last year, some had 0 police initiated contacts, while others reported as many as 4 (average of 0.89).

Table 12 provides the sample descriptives for the police who participated in the study (n=8). The sample was 43% male and 57% female. The racial/ethnic makeup was 71.4% White,

non-Latino, 14.3% Latino, 0% African American, 14.3% Asian/Pacific Islander, and 0% other race. Participants ranged in age from 26 to 49 with a mean of 37 years old. Participants reported a wide range in tenure with the LBPD, as some reported 3 years while others reported up to 21 (average of 10). The range of years experience in law enforcement ranged from 3 to 31 (average of 12).

Table 13 presents the youth results of the pre-test/post-test means of a number of Likert scale items (5= strongly agree; 1=strongly disagree) and their mean-level change from pre-test to post-test. During the pre-test, the majority of youth respondents agreed or strongly agreed that they wanted to work to improve youth-police relations (76%). The pre-test mean on this item was a 4.11 and was increased greatly following participation in the youth-police dialogue event (4.80). A larger change was seen concerning trust in the police, as the pre-test mean increased from 3.55 to 4.42. Noteworthy changes were also seen between feeling safe around police officers (3.92 to 4.50) and respect for police officers (4.38 to 4.65). After participation in the youth-police dialogue, respondents reported a much stronger belief that police respect youth in the community (3.76 to 4.46), and the youth felt they were more aware of the challenges faced by police (4.12 to 4.60). There was a moderate change in the item “If I or someone I knew was in danger, I would approach a police officer for help” (4.44 to 4.64). The largest improvement (positive change of 1.38) from the pre-test to the post-test was found with the item, “I understand how police officers feel” (3.42 to 4.80).

Again, despite being recruited from schools and areas with high police activity, Figure 5 and Figure 6 demonstrate a skew in the youth sample in favor of the police. Figure 5 highlights that a large percentage of the youth already trusted the police during the pre-test, while Figure 6 highlights that the majority of the sample already respected the police. This suggests that these

events may not be reaching youth community members with negative views towards police. Nonetheless, there were some consequential changes to the way the youth in attendance describe the police following the dialogue events compared to their original perceptions.

In the pre-test survey of youth, the majority of respondents described the police as “fair” (66%), but this increased on the post-test to 78%. Additionally, very few youth saw the police as “violent” (10 %), but this decreased to only 2% on the post-test. The largest changes in the words used to describe officers from the pre-test to the post-test were “trustworthy” (increase of 28%), “friendly” (increase of 18%), “respectful” (increase of 18 %), and “neighbors” (increase of 18%). Other notable changes included “intimidating” (decrease of 20%) and “strangers” (decrease of 18%). For the pre-test and post-test results of these descriptive words, see Table 14.

Table 15 presents the police officer results of the pre-test/post-test means of similar Likert scale items (5= strongly agree; 1=strongly disagree) and their mean-level change from pre-test to post-test. Similar to the youth, all police officer participants agreed or strongly agreed that they wanted to work to improve youth-police relations. There was a positive change to trust in the youth, as the pre-test mean increased from 3.75 to 3.88. Surprisingly, a very minor negative change was seen for feeling safe around youth (4.71 to 4.63). A much larger change was found for perceptions of respect toward police officers (3.00 to 3.75). After participation in the youth-police dialogue, police respondents reported a stronger higher level of respect for youth in the community (4.38 to 4.78). There was almost no change in the item “When responding to a call, police officers handle the situation to the best of their ability” (4.62 to 4.63). Another surprisingly negative mean-level change was found for “I am aware of the challenges faced by youth community members in this city,” decreasing by 0.24. Mirroring the youth, the

largest improvement (positive change of 1.00) from the pre-test to the post-test was found in the item, “I understand how youth feel” (3.75 to 4.75).

In the pre-test survey of police officers, the majority of respondents described the youth as “friendly” (87.5%) and “respectable” (50%). During the pre-test, only a quarter of officers saw youth as courteous, cooperative, and compassionate. The largest changes in the words used to describe youth from the pre-test to the post-test were “courteous” (increase of 25%), “cooperative” (increase of 25%), and “respectful” (increase of 25%). Other noteworthy changes included “helpful” (increase of 12.5%) and “dangerous” (decrease of 12.5%). The words, “friendly,” “respectable,” “intimidating,” and “strangers” used in the same percentage of surveys in the pre-test and post-tests. For the pre-test and post-test results of these words, see Table 16.

At the end of the post-test survey, the youth and police officers were given the opportunity to write down their general attitudes toward one another, something they learned from participating in the dialogue, and how their experience in the dialogue changed their attitudes, trust, and empathy toward one another. Various positive responses were given, but some of the most insightful responses are detailed below.

For example, one youth explained, “I actually trust police more than I ever did and I am not scared to approach them anymore. I also feel safe around them.” Another wrote, “This experience opened my mind to the fact that there are great police officers out there and most genuinely do care about us and our safety. Now, I understand and respect the police officers for coming out to the program and trying to understand and listen to our opinions.” A third youth indicated “I’m more trusting of them and have a lot more empathy for them.” Finally, one youth explained a potential change in their views towards police, stating “I honestly would keep my distance from police, but after this experience, I feel as though things could change over time.”

Similarly, police shared similar positive experiences through the youth-police dialogue. For example, one officer stated, “It helped me gain trust and empathy toward the youth and helped me gain a more positive attitude towards them.” Another felt, “It helped me understand the youth’s perspective.” Finally, one explained, “It reawakened an understanding and respect toward young people and taught me how respectful [the youth] are of everyone’s well being. What a thoughtful group of young people I met!”

Following the youth-police dialogues, all participants were also asked to participate in a six-month follow-up survey. Although 26 youth originally volunteered, only 7 of the 50 youth actually completed the follow-up survey. This lack of participation was due to youth not answering/returning calls or no longer being willing to complete the survey. Additionally, none of the eight officers completed the follow-up survey. Due to the insufficient size of the youth sample, no significant conclusions could be drawn from the six-month follow-up data.

Strategy for Evaluation

Due to the use of a pre-test / post-test evaluation format, the quality of the data can be trusted to be reliable. Since the only intervention that took place between the participants completing the surveys was the dialogue, any changes to their opinions, views, or perspective could be attributed to the event itself. To the knowledge of the evaluators, no major/sensational police issues occurred between the pre-test and the post-test that could have significantly altered the participants’ views. Additionally, when designing the surveys, the evaluation team read and reviewed past research to assess the best strategy and items to evaluate this event to ensure the validity of the data. Finally, all instruments were approved by CSULB’s institutional Review Board (IRB) to ensure they met the Federal standards for the protection of human subjects.

Overall Success

In light of the aforementioned evaluations, the implementation of the community-police and youth-police dialogues was a success. As outlined in the grant application, six total dialogues were held (three two-session adult dialogues and three youth dialogues with an affinity circle). This resulted in 56 adult community attendees, 59 youth community attendees, and 22 attendees from LBPD.

For the adult community-police dialogues, pre-test and post-test results indicated that, following participation in these dialogue events, community members reported greater feelings of trust and respect toward police officers. Additionally, the community participants reported a heightened awareness of the challenges faced by police officers. The most notable change was an increase in empathy toward police officers. Similar results were noted among officers. Following participation in the dialogue events, police officers reported higher levels of respect for and trust in the community. They also reported feeling more respect from residents towards the police. As with the adults, the largest effect among officers was an increase in empathy toward adult community members.

There were also interesting changes in the words community members use to describe the police in their community. A substantially larger percentage of community members attributed the words, “helpful,” “protecting,” “trustworthy,” and “respectful” to the police that patrol their community. On the other hand, a substantially larger percentage of police officers used the words, “respectable,” “helpful,” and “neighbors” to describe the residents of their patrol area. One surprising effect was that there was also a substantial increase to the number of officers who described the community members as “intimidating.” One possible reason for this result was that during the event, community members were able to speak to the officers in a much more candid and direct way than the officers are traditionally accustomed to in the course of their jobs.

Community members' qualitative comments suggested a great deal of reflection about the value of the event. Community members were impressed that the department was making efforts to improve the relationship between the community and the police. Additionally, the community felt more comfortable speaking to law enforcement and had a better understanding of the challenges they face in their profession. Perhaps, most importantly, they were able to see the police as individuals with lives outside of law enforcement. This humanized the officers and allowed the community members to see beyond the badge and the gun. The police reported similar positive impressions following the event. Officers described an ability to consider the side of the community member and be more empathetic to their concerns. Some also described the value of conversation to bring about positive change and engagement. Finally, the officers spoke about the need for partnerships to positively impact the divides that exist between the police and the public in many communities.

For the youth-police dialogues, the results indicated that, following participation in these dialogue events, youth reported an increase in feelings of safety around, trust in, and respect from police officers. Additionally, the youth reported a better understanding of the challenges faced by police officers. The most notable change among was an increase in empathy toward police officers. Similar results were noted among officers. Following participation in the dialogue events, police officers reported higher levels of respect for and trust in youth. They also reported a higher level of perceived respect from the youth community. As with the youth participants, the largest effect among officers was an increase in empathy toward youth community members.

There were also various positive changes in the words youth used to describe the police in their community. A substantially larger percentage (greater than 15%) of youth used the

words, “protecting,” “trustworthy,” “respectful,” “friendly,” “compassionate,” and “neighbors” to describe the police that patrol their community. The youth were also less likely to use words like “intimidating” or “strangers.” On the other hand, a substantially larger percentage of police officers used the words, “courteous,” “cooperative,” and “respectful” to describe the youth who reside in their patrol area.

The qualitative feedback given by the youth further demonstrated the resonant effect of the dialogue event. Youth reported more trust and less fear in approaching law enforcement officers in general. The youth were also impressed that the police were willing to attend the event and listen to their concerns and opinions. Most importantly, youth indicated a greater empathy for officers and felt as though the relationship between youth and law enforcement could continue to improve. Additionally, the youth reported more empathy for the difficulties of the job.

Similarly, the police had positive feelings towards the youth following the event. They reported more positive attitudes and understanding for the issues that youth in the community face. Some officers were especially impressed with the insight and considerations that the youth brought to the dialogue. As such, despite some of the challenges with recruitment, the dialogue portion of the grant was largely successful in improving relationships, trust, and communication between law enforcement and the community.

Phase III: Social Media

Process

Throughout the entire two-year grant period, the LBPD Community Engagement Division had a heightened focus on the use of social media to promote all grant related activities. At first, this involved the use of Facebook and Twitter during the CPAs and community- and

youth-police dialogues. LBPB officer, Jason Lehman, attended the CPAs and dialogues and posted updates and photos throughout the events to inform the community and promote future events. By October of 2017, the LBPB had also created an Instagram account to increase their audience for these promotional posts. This addition was cited as a positive development as many more posts and re-posts took place at the final three CPAs. The Facebook, Twitter, and Instagram accounts, as well as the GoLBPB app², were promoted at all BSCC grant-funded events (CPAs and dialogues). In order to delineate between general LBPB posts and BSCC grant-related posts, a hashtag was created by the Long Beach Health Department Program Specialist and the LBPB: #StrengthenLBC. All grant-related posts had the #StrengthenLBC hashtag attached to the post.

Outcomes

The Long Beach Police Department's Media Relations team maintained statistics on all social media data, such as "posts," "downloads," and "follows." These data were provided to the evaluation team at the conclusion of the grant period. Since the evaluation team was not responsible for collecting or maintaining this data, the data quality was reliant on the established collection methods of the LBPB. Over the entire course of the grant, the LBPB made 106 posts about grant related activities on their official Facebook account. Additionally, the LBPB had 96 tweets about grant-related activities on their official Twitter account. Lastly, the LBPB reported 5,659 downloads of the GoLBPB smartphone application.

In order to track the progression of Facebook posts, tweets, and GoLBPB app downloads, the data were broken down by grant quarter. In Quarter 1, there were 0 Facebook posts, 0 tweets, and 0 GoLBPB smartphone app downloads. In Quarter 2, there were 3 Facebook posts,

² The GoLBPB app provides users with "information relating to news, crime prevention, alerts, events, videos, and photos...along with the ability to submit crime tips" (GoLBPB).

15 tweets, and 440 GoLBPD smartphone app downloads. In Quarter 3, there were 20 Facebook posts, 21 tweets, and 601 GoLBPD smartphone app downloads. In Quarter 4, there were 38 Facebook posts, 21 tweets, and 484 GoLBPD smartphone app downloads. In Quarter 5, there were 19 Facebook posts, 20 tweets, and 2,705 GoLBPD smartphone app downloads. In Quarter 6, there were 1 Facebook posts, 3 tweets, and 356 GoLBPD smartphone app downloads. In Quarter 7, there were 3 Facebook posts, 3 tweets, and 631 GoLBPD smartphone app downloads. Finally, in Quarter 8, there were 22 Facebook posts, 13 tweets, and 442 GoLBPD smartphone app downloads.

As noted above, the LBPDP reported a spike in the GoLBPD smartphone app downloads during Quarter 5, with 2,705 downloads. This figure was much higher than prior app download numbers. After some investigation, it was discovered that many downloads took place outside of the United States. As a result of this, the download numbers from Quarters 6, 7, and 8 were only generated from domestic downloads.

Overall Success

In light of the aforementioned data, the implementation of the social media efforts was successful. The LBPDP frequently made posts on various social media platforms in efforts to spread awareness about grant-funded activities. Additionally, the social media efforts were promoted to community members at the community police academies, community-police dialogues, and youth-police dialogues using the hashtag, #StrengthenLBC. This allowed participants to learn about future events and follow along with the agency's progress. Participants were also encouraged to share their own Facebook, Twitter, and Instagram posts from the event using the same hashtag.

Based on the data collected, social media posts increased over time and downloads of the GoLBPD app also increased. See Figures 7 and 8 for line graphs of Facebook and Twitter posts, and GoLBPD downloads over the course of the grant. While the data available can only address the level of social media activity, not the influence that activity has on community perceptions, it is still valuable to see increased efforts to inform the public about community-oriented events and activities in which the Long Beach Police Department engages. They also enhance community engagement by encouraging more downloads of the GoLBPD app by Long Beach residents.

Phase IV: Implicit Bias Trainings

Process

Over the course of the two-year grant period, the Long Beach Police Department (LBPD) hosted twenty-five implicit bias trainings were at the LBPD Academy at 7290 Carson Blvd, Long Beach, CA 90808. The training events were held on (1) May 25, 2017; (2) May 26, 2017; (3) June 8, 2017; (4) June 9, 2017; (5) June 15, 2017; (6) June 16, 2017; (7) June 22, 2017; (8) June 23, 2017; (9) July 11, 2017; (10) July 13, 2017; (11) July 14, 2017; and (12) July 18, 2017; (13) July 21, 2017; (14) July 25, 2017; (15) July 27, 2017; (16) July 28, 2017; (17) August 1, 2017; (18) August 3, 2017; (19) August 4, 2017; (20) August 8, 2017; (21) August 10, 2017; (22) August 11, 2017; (23) August 24, 2017; (24) August 29, 2017; and (25) August 31, 2017. Twenty-five to thirty officers attended each training that was held from 7am until 4pm.

The original implicit bias training curriculum was created by Dr. Rita Cameron Wedding, a professor in the Department of Ethnic Studies and the coordinator of the Women's Studies Program at California State University, Sacramento. The implicit bias trainings were facilitated by the California Conference for Equality and Justice's (CCEJ) Reverend Sunshine Daye and/or

Dr. Cameron Wedding. Dr. Cameron Wedding and Reverend Daye facilitated the first eight trainings and Reverend Day facilitated the final seventeen on her own along with an AOTC officer who was in attendance to provide support.

The original curriculum, *Bias: Impact on Decision-Making*, “was shaped and vetted through the exchange of ideas and experiences of professionals across public systems including the court, child welfare, probation, police and education. This curriculum explored implicit bias and its effects on every decision point in law enforcement including initial law enforcement contact, reasonable suspicion, probable cause, interviewing, detention, arrest, charging and prosecution” (Cameron Wedding, 2017).

The original curriculum focused on “how stereotypes, colorblindness and institutional bias work in tandem to preserve racism in contemporary society. Colorblindness suppresses and regulates the public discourse on race and the omnipresent stereotypes that portray blacks and other ethnic groups as criminals to rationalize why they have the poorest outcomes in education, child welfare or juvenile justice. When there is ambiguous information when making discretionary decisions, stereotypes inform decisions not based upon the facts but based upon stereotypical information associated with the inter-sectionality of gender, race/ethnicity and social class, sexual orientation etc. The decisions made within institutions such as the differential application of policies and procedures presumed to be based upon the facts can completely ignore the influence of bias even when the individuals involved believe they treat everyone the same” (Cameron Wedding, 2017).

“The curriculum [was] designed to achieve the following objectives: (1) understand the effects of implicit bias in law enforcement decision-making; (2) understand how implicit bias informs discretionary decision-making within all systems, including education and law

enforcement; (3) understand how implicit bias can go undetected in contemporary society; (4) understand the science behind implicit bias; (5) examine how stereotyping and colorblindness can mask implicit bias that can result in disparities in juvenile justice; (6) discuss how stereotypes encoded in language, labeling and laws can affect discretionary decisions and how laws are enforced; (7) discuss how institutional bias, e.g., youth serving systems interact in ways that produce disparities; (8) [and] discuss trauma informed decision-making” (Cameron Wedding, 2017).

After the first two training sessions, many officers expressed serious concerns with the format and content of the training. They also expressed concerns with the evaluation instrument; primarily, they feared that their responses could be subpoenaed and used against them in court. Once these concerns reached LBPD administration and the police union, the LBPD called an emergency meeting with the grant team to discuss the officer’s concerns and make changes to the training and the evaluation instruments. Specifically, LBPD administration mandated that the Harvard University Implicit Association Test (IAT) be removed from the training, that the delivery of the training be changed from lecture based to discussion based, that specific content be removed from the curriculum, and that the evaluation team amend their instruments and secure the approval of the LBPD and the police union before they could proceed with their work. Following the initial meeting, members of the LBPD AOTC worked with CCEJ to create a training they felt was more suitable for their officers. For example, the original trainings were mostly lecture-based, while the modified training would be group-discussion-based. This modified curriculum focused on: (1) what implicit bias is and its effects; (2) stereotypes and how they inform implicit bias; (3) colorblindness and language biases; and (4) small group

discussions on techniques transferrable to police work. The modified training was utilized for the remaining twenty-three trainings.

The changes to the content and delivery of the training necessitated that the evaluation team revisit their instruments to insure that they accurately captured the goals of the updated training. This process, along with the lengthy amount of time it took to secure approval of the instruments from the LBPB and the police union, resulted in a significant loss of data. Specifically, the evaluation pre-test and post-test instruments were not administered at training sessions #3 through #12 while we modified our instruments and awaited approval from the LBPB and the police union. We asked that the trainings be suspended during this process, but our request was denied. By the 13th training, we were allowed to resume data collection. Unfortunately, however, by that time, the officers appeared to have heard about the controversy surrounding the survey; only 13.7% of the remaining attendees (46 of 334) chose to complete the pre-test and post-test at training sessions #13 through #25. During the first two training sessions, the response rate was 98.46 percent. Over the course of all twenty-five implicit bias trainings, 111 of the 717 attendees completed the pre-test and post-test surveys yielding a response rate of 15.48%.

Outcome

These results are based on the modified evaluation instruments. Using a pre-test questionnaire at the beginning of the implicit bias training, participants were asked to define implicit bias. They were then asked a series of Likert scale items (5=strongly agree; 1=strongly disagree) to assess their knowledge of implicit bias. Some examples of these items included: (1) “All people have individual biases that they are unaware of;” (2) “Implicit bias affects my decision-making;” (3) “Implicit bias affects decision-making within social institutions

(education, healthcare, criminal justice, social services, etc.);” (4) “Implicit bias is intentional;” (5) “Implicit bias is the same thing as discrimination;” (6) “Implicit bias affects the decision-making of police officers;” (7) “Being told that I have implicit bias is the same as being called racist;” (8) “We live in a “colorblind” society where race is not relevant;” (9) “Certain stereotypes affect how the police communicate and interact with community members;” (10) “Implicit bias affects an individual’s decision-making;” (11) “If someone has a positive overall attitude toward a group of people, then s/he cannot hold stereotypes towards that group;” and (12) “Implicit bias training is important for law enforcement officers.”

Additionally, participants were asked to circle words that describe the community members living in the area that they patrol. Examples include: (1) “Fair;” (2) “Violent;” (3) “Friendly;” (4) “Protecting;” (5) “Respectable;” (6) “Intimidating;” (7) “Trustworthy;” (8) “Respectful;” (9) “Compassionate;” and (10) “Strangers.” Participants were also asked to circle words that describe justice. Examples include: (1) “Accountability;” (2) “Fairness;” (3) “Jail;” (4) “Equality;” (5) “Race;” (6) “Punishment;” (7) “Safety;” (8) “Police;” (9) “Inequality;” (10) “Arrest;” and (11) “Peace.” These descriptors were adapted from a prior evaluation on community-police relationships (Dougherty, Flemming, & Klofas, 2014).

At the conclusion of the implicit bias training, participants were asked the same questions on a post-test questionnaire in order to assess any changes that occurred as a result of the training. Additional questions allowed participants to rate their agreement (1-Not at All; 10-Very Much) with three statements: (1) “This training has increased my awareness of implicit bias;” (2) “My increased awareness of implicit bias will likely influence my decision-making on the job;” and (3) “It was valuable for this training to be led by a non-law enforcement expert who brought a different perspective on implicit bias.” One qualitative response question was also

included in the post-test to allow the participants to describe specific ways officers believe they could use what they learned today when interacting with Long Beach citizens on the job. These measures were included to allow the participants to expand beyond their quantitative responses and provide context for their implicit bias training experience.

Table 17 presents the police officer results of the pre-test/post-test means of various Likert scale items (5= strongly agree; 1=strongly disagree) and their mean-level change from pre-test to post-test. The largest mean increases were found for the statements, “Implicit bias affects my decision-making” (+0.48), “Implicit bias affects the decision making of police officers” (+0.42), and “Implicit bias training is important for law enforcement officers” (+0.41). Officers also recorded higher means on the post-test for the statement, “All people have individual biases that they are unaware of” (+0.21) and the statement “Certain stereotypes affect how the police communicate and interact with community members” (+0.21). Respondents had lower post-test means on the statements “Implicit bias is intentional” (- 0.38) and “We live in a “colorblind” society where race is not relevant” (- 0.10).

In the pre-test survey of police officers, the majority of respondents described the community members as “friendly,” “cooperative,” “courteous,” “respectable,” “helpful,” and “respectful.” More than half of respondents also described the community as “violent and “dangerous.” Surprisingly, there was a large increase in the use of the words “intimidating” and “strangers” used to describe community members from the pre-test to the post-test.

Additionally, an increase as also noted in the use of the words “respectful,” “respectable,” and “compassionate.” For the pre-test and post-test results of these descriptive words, see Table 18.

In the pre-test survey of police officers, the majority of respondents described justice as “accountability,” “fairness,” “equality,” and “punishment.” The largest changes in the words

used to describe justice from the pre-test to the post test were “safety,” “arrest,” “equality,” and “police.” Notable changes included an increase in the use of “race” and “inequality” to describe justice on the post-test. Surprisingly, other notable changes included a decrease in “fairness” and an increase in “jail.” For the pre-test and post-test results of these descriptive words, see Table 19.

At the conclusion of the training, the majority of respondents (73.1%) agreed that the training increased their awareness of implicit bias (greater than 5 on a scale of 1-10). The mean of this measure was 6.43 on a scale of 1 to 10. The majority of respondents (55.8%) also agreed that the training would influence their decision-making on the job (greater than 5 on a scale of 1-10). The mean of this measure was 5.76 on a scale of 1 to 10. Finally, the majority of respondents (52.9%) also agreed that there was value in having the training led by a non-law enforcement expert who brought a different perspective (greater than 5 on a scale of 1-10). The mean of this measure was 5.63 on a scale of 1 to 10.

At the end of the post-test survey, police officers were given the opportunity to describe ways they could use what they learned today when interacting with Long Beach citizens on the job. Various positive responses were given, but some of the most insightful responses are detailed below. Many officers cited “slowing down” and “thinking before they speak or react” to a situation. One officer said s/he was “encouraged by the message that familiarity and inclusiveness aids in removing bias and that these activities should be promoted more with the police officers in the community.” A number of respondents wrote that the training helped them understand how their own biases may impact their behavior. Another officer went on to say the training gave her/him a “different perspective on how citizens may view what the police are doing and makes me think about each encounter and treat that individual on the circumstances

present themselves.” Finally, one officer summarized the point of the training, stating, “Everyone has a bias and if we just slow down and hear people it may change the way we think.”

Strategy for Evaluation

Due to the use of a pre-test / post-test evaluation format, the quality of the data for each individual can be trusted to be reliable. Since the only intervention that took place between the participants completing the surveys was the implicit bias training, any changes to their knowledge, opinions, or perspective could be attributed to the event itself. Additionally, when designing the surveys, the evaluation team read and reviewed past research to assess the best strategy and items to evaluate this event to ensure the validity of the data. Finally, all instruments were approved by CSULB’s Institutional Review Board (IRB) to ensure they met the Federal standards for the protection of human subjects.

Overall Success

In light of the aforementioned evaluations, the implementation of the implicit bias trainings was generally a success, with various key limitations. As outlined in the grant, twenty-five total implicit bias trainings were held and 717 LBPB officers went through the training. Unfortunately, due to the very low participation in the pre-test and post-test surveys, it is difficult for the evaluation team to suggest with any level of scientific confidence that the training produced significant attitudinal and behavioral changes in the population of officers who completed the training. Since only 111 LBPB officers completed the survey (15% of the population of LBPB officers who completed the training), and none of the officers agreed to participate in the six-month follow up, the research team is unable to confidently generalize the findings to the entire group of officers. Those who completed the survey were non-random, and thus, the sample is not representative of the population.

Still, those officers who did complete the pre-test and post-test surveys showed an increased understanding of how implicit bias can affect their decision making as well as the decision making of police officers in general on the post-test than the pre-test. Officers also had stronger understanding that certain stereotypes can affect how the police communicate and interact with community members. Additionally, the officers who completed the pre-test and post-test surveys indicated that the training increased their awareness of implicit bias. The majority of respondents also agreed that the training would influence their decision-making on the job.

These findings suggest relatively positive trends in attitudinal and behavioral changes in the sample, but the evaluation team would need a much larger and more representative sample to generalize them to the entire LBPB force. Overall, despite various challenges with the delivery of the implicit bias trainings, the grant team was successful in delivering the planned number of trainings to the LBPB workforce. Unfortunately, more definitive statements cannot be made regarding the success and the utility of the training in making in significant attitudinal/behavioral changes in the total LBPB officer population.

Final Thoughts & Lessons Learned

Over the past two years, the grant implementation team held monthly meetings to ensure the successful implementation of each of the four grant-funded programs (see below: Dr. Brenda Vogel (CSULB), Trinh Nguyen (CSULB), Dr. Nicholas Perez (CSULB), Officer Jason Lehman (LBPB), Hanna Stribling (City of Long Beach Department of Health and Human Services), Norma Sanchez (LBPB), and Sunshine Daye (CCEJ)). For the most part, the grant's implementation was a success. Each of the four components accomplished their specific goals

and objectives, which would suggest success in addressing the primary goal of strengthening the relationship between the Long Beach Police Department and the residents of Long Beach.



Not unlike other partnerships, there were some unanticipated challenges and lessons learned. Although there were various minor challenges throughout the grant's implementation (discussed in previous sections), there was one overarching challenge that the grant implementation team experienced. During the process evaluation interviews, nearly all members of the grant team discussed the challenge of communication during a multifaceted and multiagency grant project like this one. There were, in effect, three agencies working to implement the programs (City of Long Beach Department of Health and Human Services, the Long Beach Police Department, and the California Conference for Equality and Justice) and one additional group working to evaluate the programs (from California State University, Long Beach). Various members of the grant team discussed difficulties and complications that arose

due to inter-agency communication and a lack of clear roles for each individual and group. A few interviewees remarked that this challenge could have been overcome with more “consideration and discussion” about specific “expectations for each group’s roles” at the outset of the grant.

Additionally, each agency that assisted with grant implementation and evaluation had their own specific agency practices and resulting bureaucratic challenges. The structure and operation of city departments, non-profit organizations, and universities are quite different from one another in many ways. As a result, members of the grant team remarked about not fully understanding what specific information needed to be communicated to which other members of the team (ex. chain of command, internal review boards, etc.). As such, many team members again discussed the benefit of a more thorough discussion at the grant’s outset to explain each group/agency’s processes and structure. This theme of better communication was the most commonly discussed lesson that was learned throughout the grant’s implementation.

Despite the challenges faced over the course of the grant, the overall grant implementation was a success. Concerning the first program, the grant implementation exceeded the original objective and held 14 community police academies (CPAs) during the two-year span of the grant. Additionally, these events were successful in increasing participants’ knowledge of police procedures and policies and increasing the public perception that the LBPD conducts business both ethically and transparently.

For the second program, the grant implementation met its objective of hosting six community- and youth-police dialogues during the grant period. These dialogues were also successful in increasing mutual communication, encouraging empathy for all participants, and fostering positive relationships between community members and the police.

With respect to the third program, the LBPD met its objective to engage in social media to promote grant activities. Multiple social media platforms (Facebook, Twitter, and the GoLBPD app) were successful in engaging community members in police activities and promoting stronger community ties.

Finally, for the fourth program, the grant met its objective to provide 25 implicit bias trainings for all LBPD officers. Among the officers who elected to participate in the evaluation, these trainings were successful in increasing knowledge of implicit bias and understanding of how it can influence behavior.

In light of these individual program successes in the city of Long Beach, CA, the BSCC Strengthening Law Enforcement and Community Relations grant was successful in its goal to increase mutual communication and understanding between the Long Beach Police Department and community residents.

References

- Cameron Wedding, R. (2017). *Implicit bias: Impact on decision-making curriculum*. Long Beach Police Department Training.
- Dougherty, J., Flemming, P., & Klofas, J. (2014). *Teen Empowerment's Youth Police Dialogues Evaluation: Final Report to the Fetzer Institute*. Center for Public Safety Initiatives. 1-120.

Tables

Table 1. Community Police Academy - Sample Demographics

Variable	Percentage	Min.	Max.	Mean
Gender				
Male	43.8%			
Female	56.2%			
Race/Ethnicity				
White, Non-Latino	37.6%			
Latino	41.6%			
African American	6.4%			
Asian or Pacific Islander	8.1%			
Other	6.3%			
Age at time of CPA		18	89	38
Police Initiated Contacts in Lifetime		0	~600	9.08
Police Initiated Contacts in Last Year		0	~192	2.64

Table 2. Community Police Academy – Knowledge and Perceptions of Police

Variable	Pre-Test Mean	Post-Test Mean	Mean Change
Knowledge of police practices (quiz score)	7.0	8.0	+ 1.0
Officers are honest/trustworthy	8.2	9.0	+ 0.8
Officers are held accountable for their actions	8.1	9.0	+ 0.9
Concern about excessive force by officers	4.4	3.4	- 1.0
Officers use force for no reason	2.7	2.4	- 0.3
Concern about police misconduct	3.8	2.8	- 1.0
To what extent did the CPA increase your knowledge?		9.2	
To what extent did the CPA change your perception of police practices?		8.5	

Table 3. Community Police Academy - Sample Demographics (Follow-Up)

Variable	Percentage	Min.	Max.	Mean
Gender				
	Male			
	Female			
Race/Ethnicity				
	White, Non-Latino			
	Latino			
	African American			
	Asian or Pacific Islander			
	Other			
Age at time of CPA		22	69	44
n=44				

Table 4. Community Police Academy – Knowledge and Perceptions of Police (Follow-Up)

Variable	Post-Test Mean	Follow-Up Mean	Mean Change
Knowledge of police practices (quiz score)	8.6	8.2	- 0.4
Officers are honest/trustworthy	9.3	8.9	- 0.4
Officers are held accountable for their actions	9.2	8.5	- 0.7
Concern about excessive force by officers	2.8	3.5	+ 0.7
Officers use force for no reason	1.9	2.3	+ 0.4
Concern about police misconduct	2.3	3.1	+ 0.8
To what extent did the CPA increase your knowledge?	9.5	9.1	- 0.4
To what extent did the CPA change your perception of police practices?	8.9	8.1	- 0.8
n=44			

Table 5. Adult Dialogue - Sample Demographics – Community Members

Variable	Percentage	Min.	Max.	Mean
Gender				
	Male			
	Female			
Race/Ethnicity				
	White, Non-Latino			
	Latino			
	African American			
	Asian or Pacific Islander			
	Other			
Age at time of Dialogue		18	76	49
Police Initiated Contacts in Lifetime		0	20	4
Police Initiated Contacts in Last Year		0	10	1

Table 6. Adult Dialogue - Sample Demographics – Police Officers

Variable	Percentage	Min.	Max.	Mean
Gender				
	Male			
	Female			
Race/Ethnicity				
	White, Non-Latino			
	Latino			
	African American			
	Asian or Pacific Islander			
	Other			
Age at time of Dialogue		26	43	33
Years in Agency		2	12	8
Years in Law Enforcement		2	21	9

Table 7. Adult Dialogue - Community Member Perceptions of Police

Variable	Pre-Test Mean	Post-Test Mean	Mean Change
I want to work to improve community-police relations.	4.51	4.64	+ 0.13
I trust the police.	3.77	4.17	+ 0.40
In general, I feel safe around police officers.	3.86	4.31	+ 0.45
I respect the police.	4.20	4.50	+ 0.30
Police respect the community.	4.05	4.17	+ 0.12
If I or someone I knew was in danger, I would approach a police officer for help.	4.68	4.69	+ 0.01
I am aware of the challenges faced by police.	4.21	4.46	+ 0.25
I understand how police officers feel.	3.74	4.46	+ 0.72

Table 8. Adult Dialogue - How Community Members Describe Police

Words that Describe Police in Your Area	Pre-Test	Post-Test	Change
Fair	57.9%	54.1%	- 3.8
Violent	2.6%	2.7%	+ 0.1
Friendly	23.7%	35.1%	+ 11.4
Protecting	28.9%	48.6%	+ 19.7
Respectable	31.6%	45.9%	+ 14.3
Intimidating	28.9%	27.0%	- 1.9
Trustworthy	15.8%	35.1%	+ 19.3
Respectful	23.7%	40.5%	+ 16.8
Compassionate	10.5%	13.5%	+ 3.0
Helpful	21.1%	48.6%	+ 27.5
Strangers	21.1%	8.1%	- 13.0
Neighbors	5.3%	8.1%	+ 2.8

Table 9. Adult Dialogue - Police Perceptions of Community Members

Variable	Pre-Test Mean	Post-Test Mean	Mean Change
I trust community members in this city.	3.72	3.82	+ 0.10
In general, I feel safe dealing with community members.	4.35	4.47	+ 0.12
Residents of the area I patrol respect the police.	3.06	3.65	+ 0.59
I respect the community members.	4.61	4.76	+ 0.15
When responding to a call, police officers handle the situation to the best of their ability.	4.72	4.71	- 0.01
I am aware of the challenges faced by community members in this city.	4.44	4.35	- 0.09
I understand how community members feel.	3.94	4.58	+ 0.64

Table 10. Adult Dialogue - How Police Describe Community Members

Words that Describe Community Members in Your Area	Pre-Test	Post-Test	Change
Courteous	80%	77.8%	- 2.2
Violent	30%	33.3%	+ 3.3
Friendly	90%	88.9%	- 1.1
Cooperative	90%	77.8%	- 12.2
Respectable	60%	88.9%	+ 28.9
Intimidating	0%	33.3%	+ 33.3
Dangerous	40%	33.3%	- 6.7
Respectful	70%	66.7%	- 3.3
Compassionate	40%	44.4%	+ 4.4
Helpful	50%	66.7%	+ 16.7
Strangers	10%	22.2%	+ 12.2

Table 11. Youth Dialogue - Sample Demographics – Youth

Variable	Percentage	Min.	Max.	Mean
Gender				
	Male			
	Female			
Race/Ethnicity				
	White, Non-Latino			
	Latino			
	African American			
	Asian or Pacific Islander			
	Other			
Age at time of Dialogue		13	18	15.7
Police Initiated Contacts in Lifetime		0	20	2.38
Police Initiated Contacts in Last Year		0	4	0.89

Table 12. Youth Dialogue - Sample Demographics – Police Officers

Variable	Percentage	Min.	Max.	Mean
Gender				
	Male			
	Female			
Race/Ethnicity				
	White, Non-Latino			
	Latino			
	African American			
	Asian or Pacific Islander			
	Other			
Age at time of Dialogue		26	49	37
Years in Agency		2	21	10
Years in Law Enforcement		3	31	12

Table 13. Youth Dialogue - Youth Perceptions of Police

Variable	Pre-Test Mean	Post-Test Mean	Mean Change
I want to work to improve youth-police relations.	4.10	4.80	+0.70
I trust the police.	3.55	4.42	+0.87
In general, I feel safe around police officers.	3.92	4.50	+0.58
I respect the police.	4.38	4.65	+0.27
Police respect the youth in the community.	3.76	4.46	+0.70
If I or someone I knew was in danger, I would approach a police officer for help.	4.44	4.64	+0.20
I am aware of the challenges faced by police.	4.12	4.60	+0.48
I understand how police officers feel.	3.42	4.80	+1.38

Table 14. Youth Dialogue - How Youth Describe Police

Words that Describe Police in Your Area	Pre-Test	Post-Test	Change
Fair	66%	78%	+12%
Violent	10%	2%	-8%
Friendly	56%	74%	+18%
Protecting	50%	66%	+66%
Respectable	48%	56%	+8%
Intimidating	36%	16%	-20%
Trustworthy	30%	58%	+28%
Respectful	44%	62%	+18%
Compassionate	10%	28%	+18%
Helpful	56%	78%	+12%
Strangers	20%	2%	-18%
Neighbors	4%	22%	+18%

Table 15. Youth Dialogue - Police Perceptions of Youth

Variable	Pre-Test Mean	Post-Test Mean	Mean Change
I trust youth community members in this city.	3.75	3.88	+0.13
In general, I feel safe dealing with youth.	4.71	4.63	-0.08
Youth of the area I patrol respect the police.	3.00	3.75	+0.75
I respect youth community members.	4.38	4.78	+0.40
When responding to a call, police officers handle the situation to the best of their ability.	4.62	4.63	+0.01
I am aware of the challenges faced by youth community members in this city.	4.37	4.13	-0.24
I understand how youth community members feel.	3.75	4.75	+1.0

Table 16. Youth Dialogue - How Police Describe Youth

Words that Describe Youth in Your Area	Pre-Test	Post-Test	Change
Courteous	25%	50%	+25%
Violent	25%	12.5%	-12.5%
Friendly	87.5%	87.5%	0%
Cooperative	25%	50%	+25%
Respectable	50%	50%	0%
Intimidating	12.5%	12.5%	0%
Dangerous	25%	12.5%	-12.5%
Respectful	37.5%	62.5%	+25%
Compassionate	25%	37.5%	+12.5%
Helpful	37.5%	50%	+12.5%
Strangers	25%	25%	0%

Table 17. Implicit Bias Training - Police Perceptions of Community Members

Variable	Pre-Test Mean	Post-Test Mean	Mean Change
All people have individual biases that they are unaware of.	3.97	4.18	+ 0.21
Implicit bias affects my decision-making.	2.97	3.45	+ 0.48
Implicit bias affects decision-making within social institutions (education, healthcare, criminal justice, social services, etc.).	3.48	3.71	+ 0.23
Implicit bias is intentional.	2.33	1.95	- 0.38
Implicit bias affects the decision-making of police officers.	2.72	3.14	- 0.42
Being told that I have implicit bias is the same as being called racist.	2.31	1.93	- 0.38
We live in a “colorblind” society where race is not relevant.	1.97	1.87	- 0.10
Certain stereotypes affect how the police communicate and interact with community members.	3.28	3.49	+ 0.21
Implicit bias affects an individual’s decision-making.	3.41	3.62	+ 0.21
If someone has a positive overall attitude toward a group of people, then s/he cannot hold stereotypes towards that group.	2.17	2.34	+ 0.17
Implicit bias training is important for law enforcement officers.	3.36	3.77	+ 0.41
This training has increased my awareness of implicit bias.	--	6.43	--
My increased awareness of implicit bias will likely influence my decision-making on the job.	--	5.76	--
It was valuable for this training to be led by a non-law enforcement expert who brought a different perspective on implicit bias.	--	5.63	--

Table 18. Implicit Bias Training - How Police Describe Community Members

Words that Describe Community Members in Your Area	Pre-Test	Post-Test	Change
Courteous	64.0%	67.0%	+ 3.0%
Violent	55.9%	58.3%	+ 2.6%
Friendly	72.1%	68.9%	- 3.2%
Cooperative	64.9%	68.0%	+ 3.1%
Respectable	59.5%	68.9%	+ 9.6%
Intimidating	32.4%	46.6%	+ 14.2%
Dangerous	52.3%	58.3%	+ 6.0%
Respectful	57.7%	68.0%	+ 10.3%
Compassionate	45.9%	53.4%	+ 7.5%
Helpful	57.7%	53.4%	- 4.3%
Strangers	34.2%	46.6%	+ 12.4%

Table 19. Implicit Bias Training - How Police Describe Justice

Words that Describe Justice	Pre-Test	Post-Test	Change
Accountability	81.3%	84.6%	+ 3.3%
Fairness	75.9%	68.3%	- 7.6%
Jail	30.4%	37.5%	+ 7.1%
Equality	52.7%	62.5%	+ 9.8%
Race	5.4%	9.6%	+ 4.2%
Punishment	51.8%	49.0%	- 2.8%
Safety	40.2%	52.9%	+ 12.7%
Police	41.1%	50.0%	+ 8.9%
Inequality	6.3%	11.5%	+ 5.2%
Arrest	34.8%	45.2%	+ 10.4%
Peace	32.1%	35.6%	+ 3.5%

Figures

Figure 1. Community Police Academy - Pre-Test Participant Trust in Police

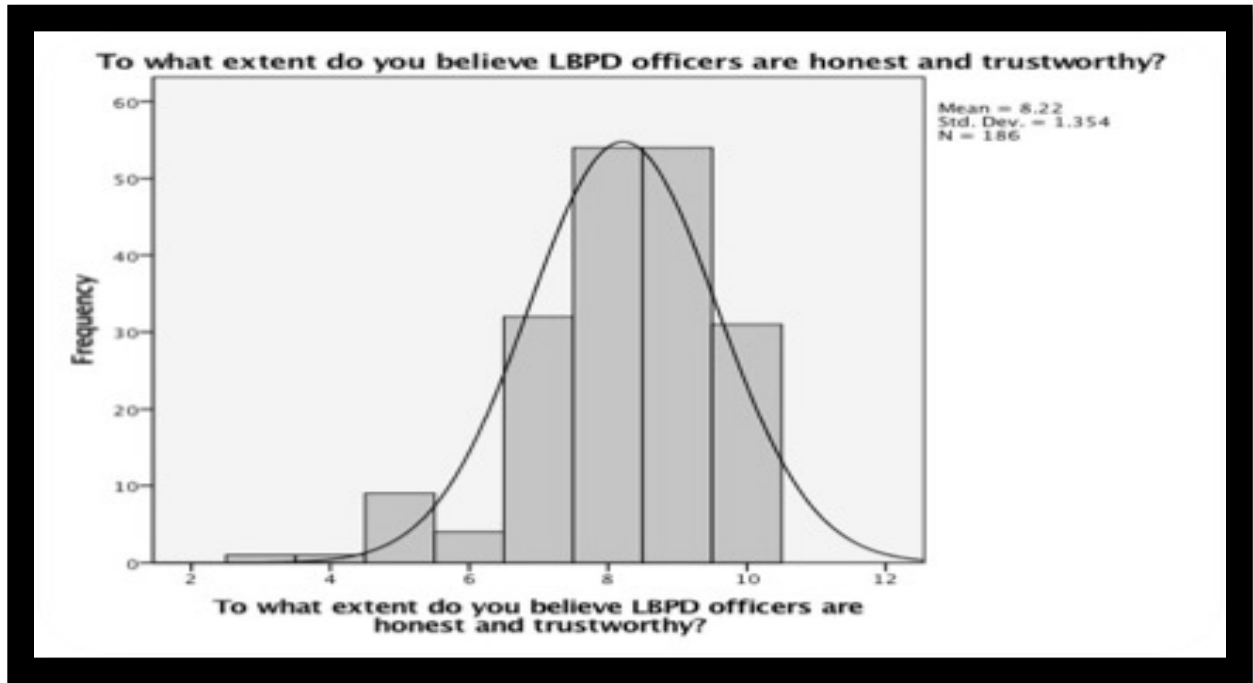


Figure 2. Community Police Academy - Pre-Test Perceptions of Police Accountability

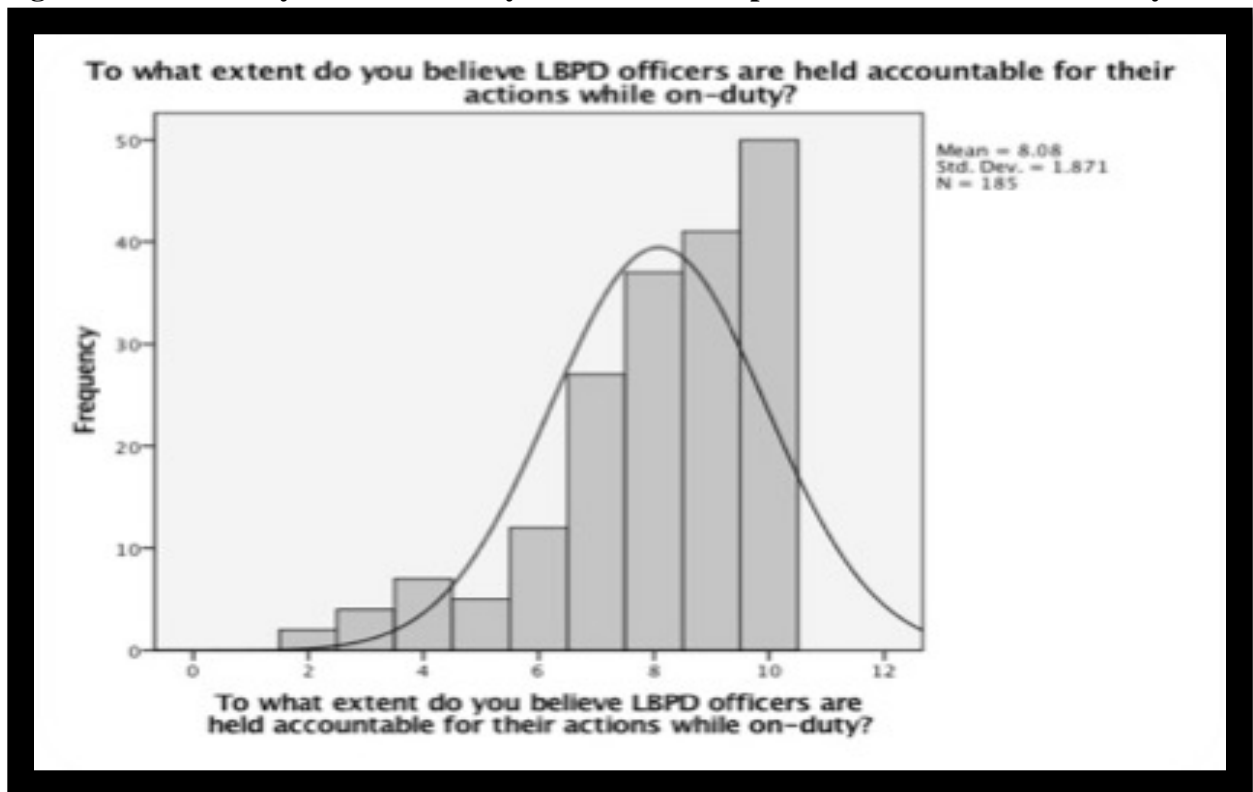


Figure 3. Adult Dialogue - Pre-Test Community Participant Trust in Police

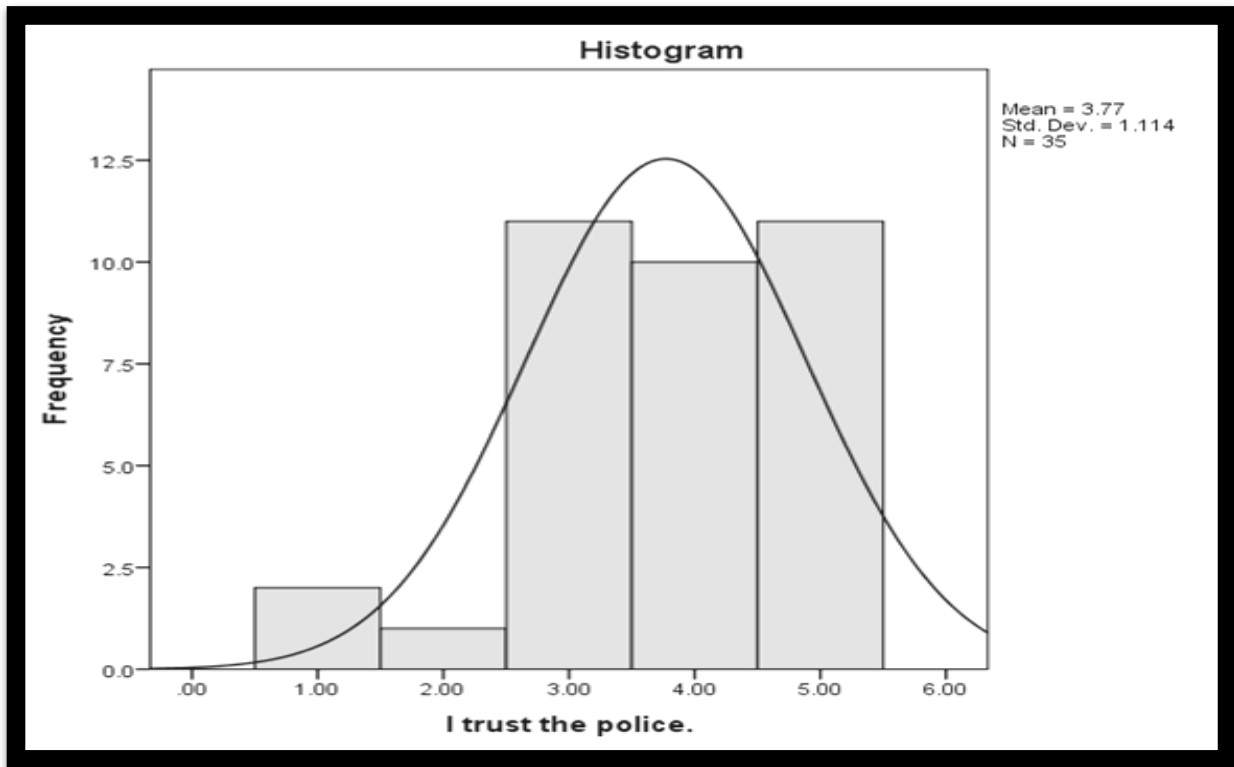


Figure 4. Adult Dialogue - Pre-Test Community Participant Respect for Police

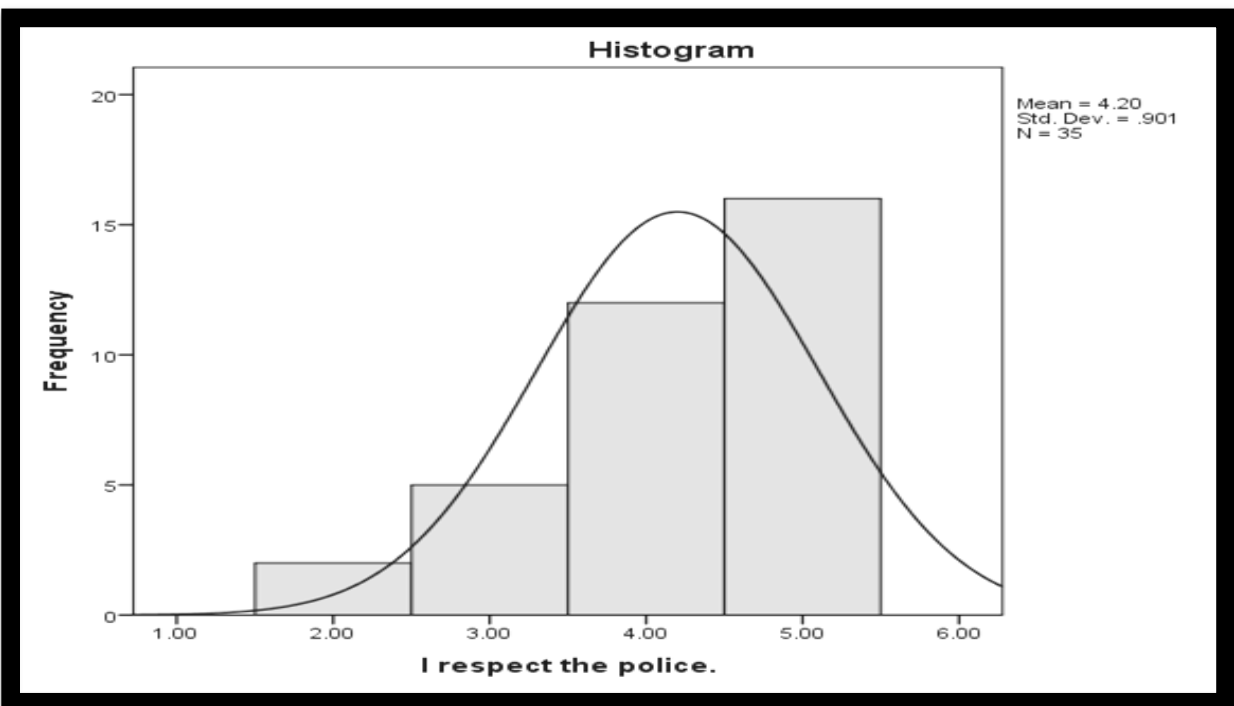


Figure 5. Youth Dialogue - Pre-Test Youth Participant Trust in Police

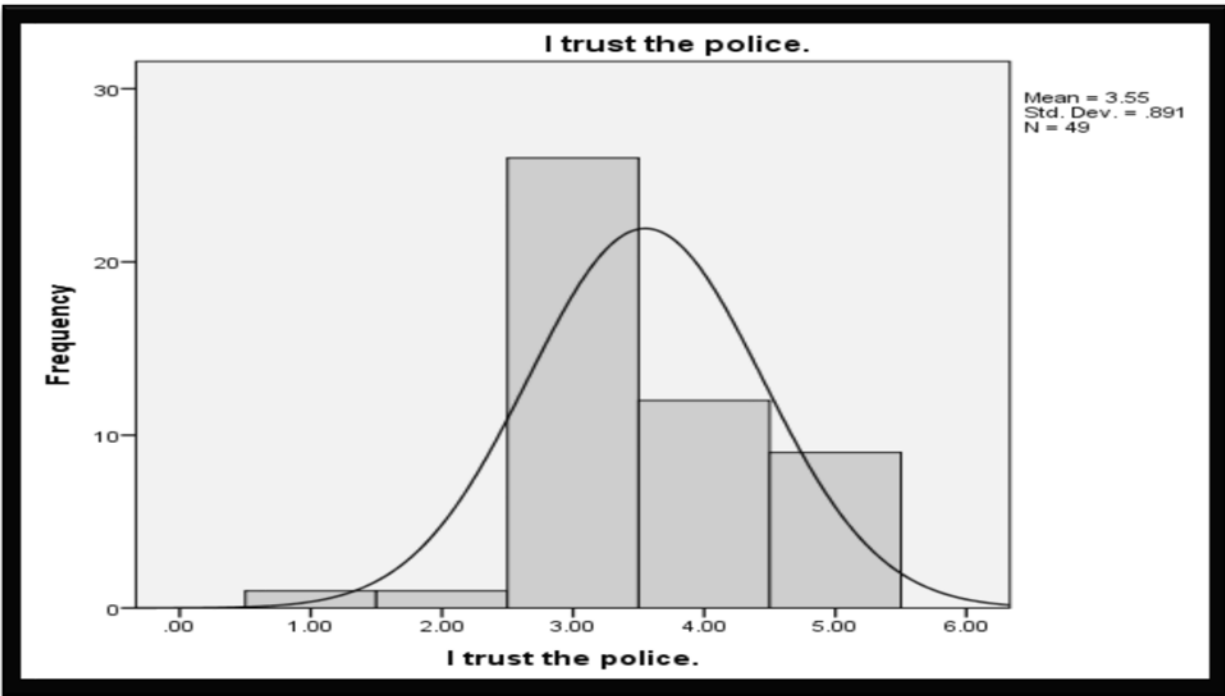


Figure 6. Youth Dialogue - Pre-Test Youth Participant Respect for Police

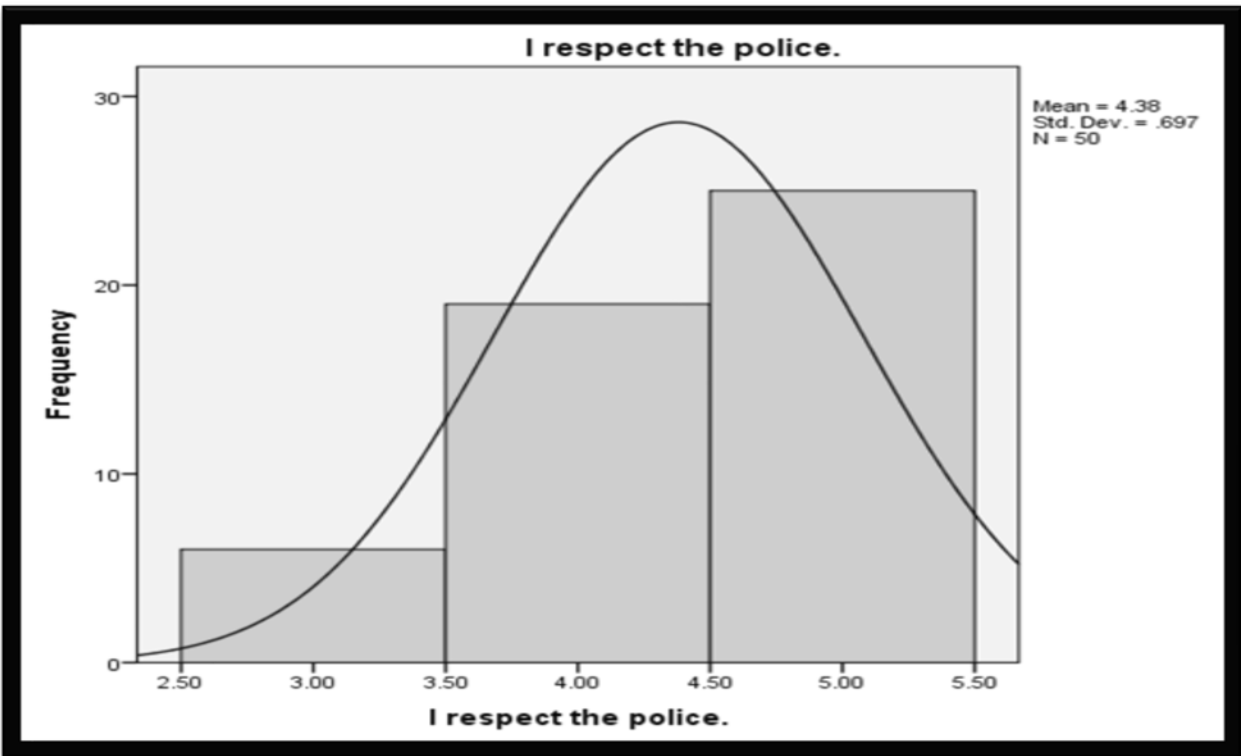


Figure 7. Social Media Use - Facebook and Twitter Posts

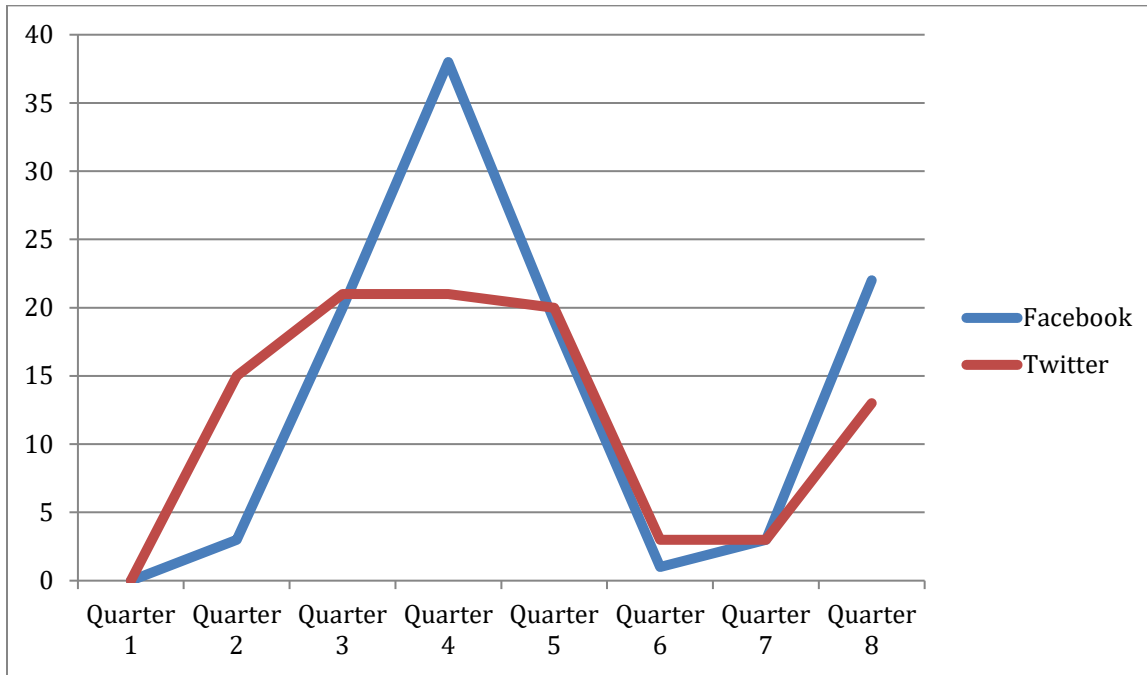


Figure 8. Social Media Use – GoLBPD App Downloads

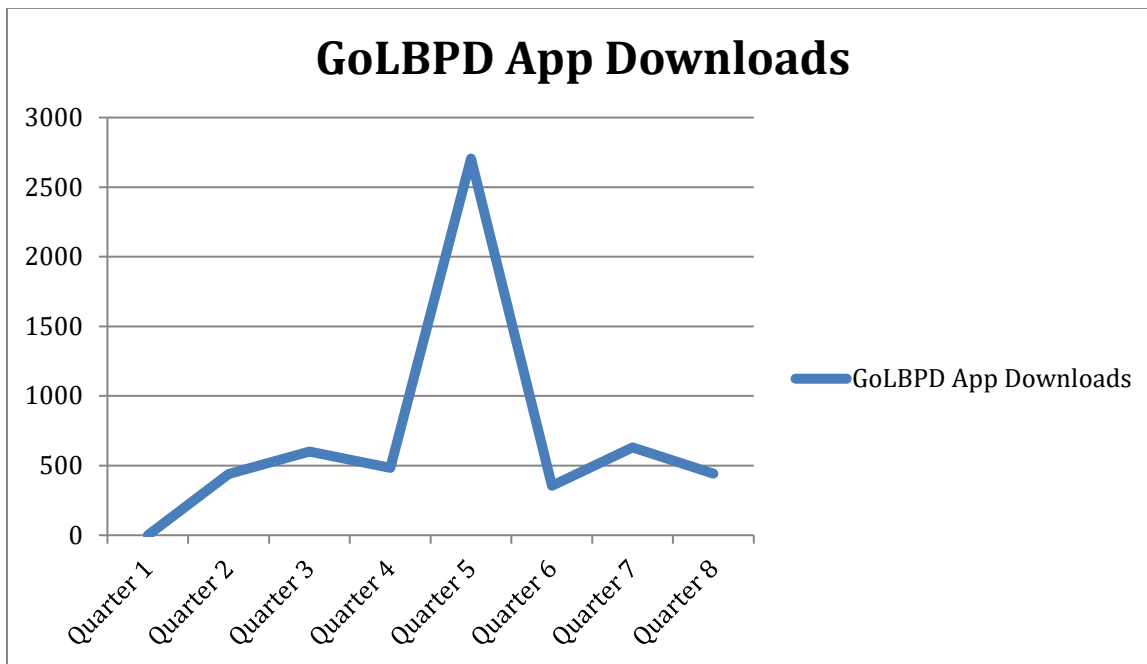
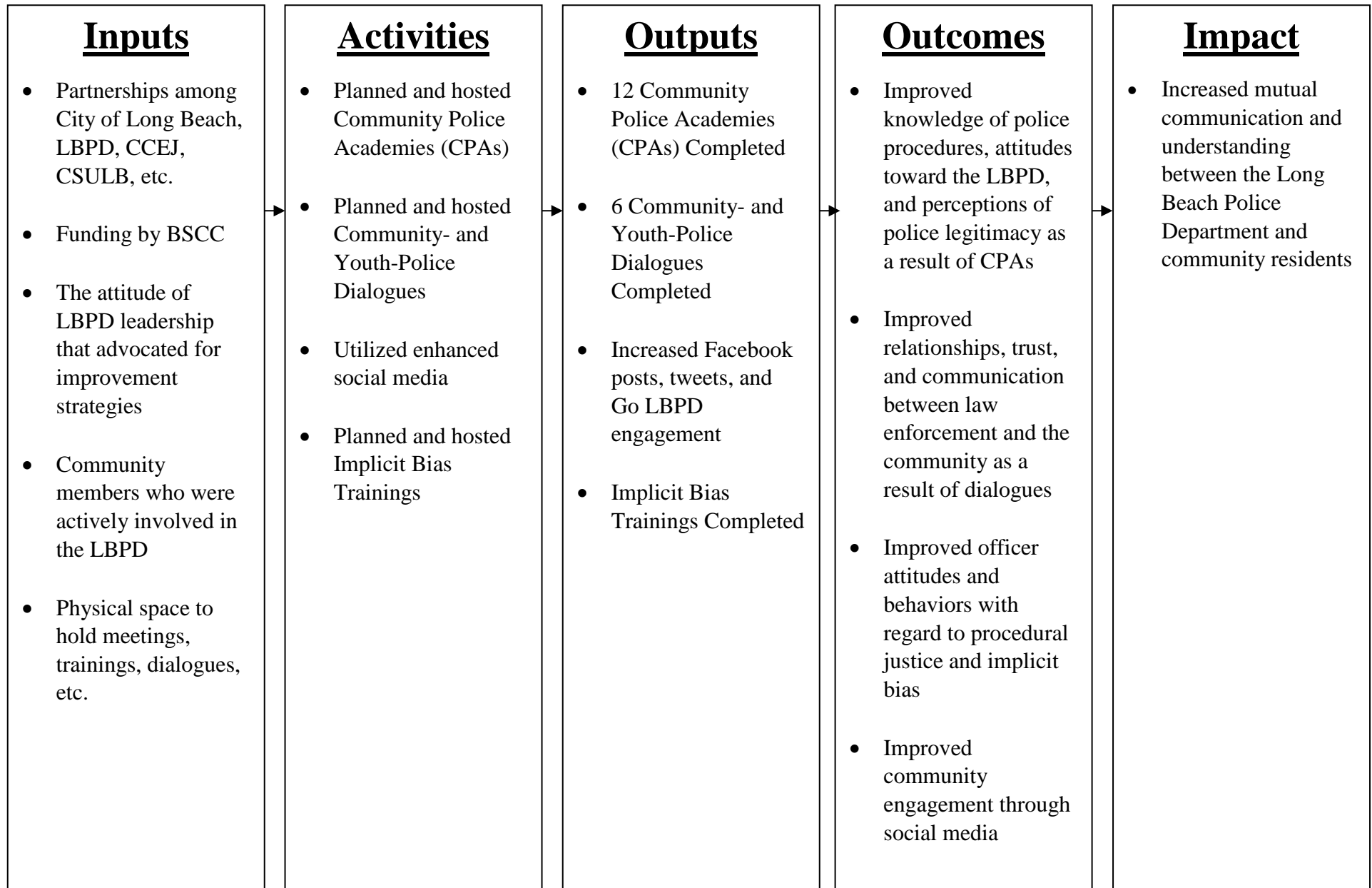


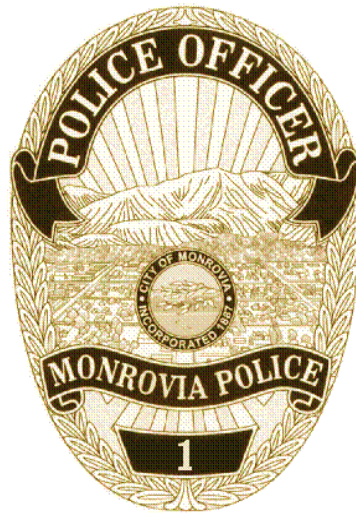
Figure 9: Logic Model



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**Strengthening Law
Enforcement and
Community
Relations Grant**

City of Monrovia



THE CITY OF MONROVIA POLICE DEPARTMENT
ACHIEVING COMMUNITY TRUST PROGRAM
Final Local Evaluation Report

August 14, 2018



Contents

Executive Summary..... 1

Background..... 1

Need for this Project..... 2

Key Evaluation Results 2

Project Overview 5

Project Goals and Objectives 5

Project Outcomes 6

Evaluation Methods and Outcomes..... 7

Survey Outcomes..... 11

Results and Conclusions..... 14



Executive Summary

Background

Monrovia has a very diverse population in terms of socioeconomic status and racial diversity. There is a large percentage (50.5%) of the city’s housing that is rental property. In these areas of lower socioeconomic neighborhoods, the City of Monrovia had been negatively impacted by gang violence. There are three rival gangs in the Monrovia area: Monrovia Nuevo Varrio, a primarily Hispanic gang operating in the City of Monrovia and the unincorporated areas; the Duroc Crips, a primarily African American gang operating in the City of Monrovia, the City of Duarte and the unincorporated areas; and Duarte Eastside, a primarily Hispanic gang operating in the City of Duarte and the unincorporated areas.

In 2007, the City of Monrovia experienced a dramatic increase in gang violence between these gangs. The violence consisted of drive by shootings and eight homicides, including the deaths of several innocent bystanders.

Monrovia has maintained a long history of innovative, collaborative community policing efforts. Monrovia developed a community policing program that works hand in hand with our most affected neighborhoods. By working together, our City has had a tremendous effect in reducing crime and blight in our neighborhoods.

Violence is a national problem that affects all communities. It creates tension and distrust between law enforcement and the communities they serve. The shooting of Michael Brown in Ferguson, Missouri on August 9, 2014, sparked nationwide unrest. This shooting triggered the “hands up” movement which was widely circulated within the African-American community which led to strong protests and outrage.



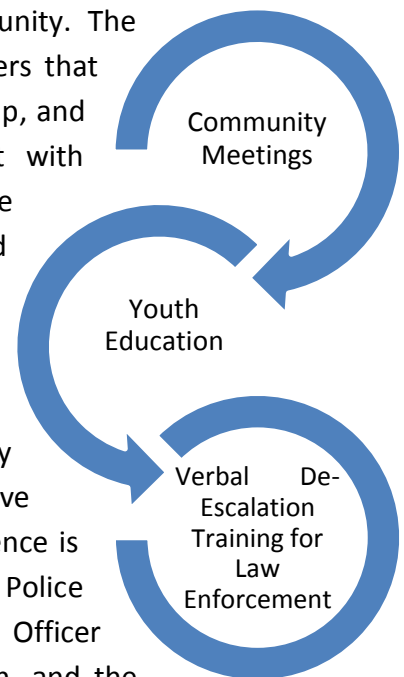


There were peaceful and violent protests, along with vandalism and looting in Ferguson. Thousands of people rallied in the streets of Los Angeles as a result of the Ferguson incident. Another incident that drew national attention occurred very close to Monrovia, the shooting of Kendrec McDade in the city of Pasadena on March 24, 2012. Incidents like these have made a profound impact on the relationship between law enforcement and the communities they serve.

Need for this Project

The Monrovia Police Department recognized the growing national distrust for law enforcement, and recognized the importance of reaching out to our community. In September 2014, the Monrovia Chief of Police reached out to a diverse group in our community. The Chief asked community members to find formal and informal leaders that would be willing to meet with Monrovia Police Department leadership, and discuss strategies that would help law enforcement build trust with community members who didn't necessarily trust the police. These community members told our staff specifically what they felt we should do to build trust between law enforcement and our community.

The Monrovia Police Department staff recognized that the many incidents of police use of force across the country were eroding the relationships between law enforcement and the communities they serve. It did not matter where the incident occurred. The negative sentiment remained largely the same throughout the country. Violence is not typically confined to one jurisdiction, and the Monrovia Police Department realized this was an issue that affected all communities. Officer involved shootings such as the Michael Brown incident in Ferguson, and the Kendrec McDade shooting in Pasadena, made profound adverse impacts on citizen and officer relationships, thereby creating tension and distrust between law enforcement and the citizens they were sworn to protect.



Key Evaluation Results

The following are key evaluation results that help to synthesize data; meetings, community outreach efforts, student presentations and surveys from the two-year evaluation period.



1. Did the Project work as intended?

The ACT Program achieved its intended goals of working to gain community trust for its law enforcement agency, educating our students on how to safely interact with police officers, and educating our law enforcement personnel on how to verbally de-escalate potentially volatile situations.

2. What were the Project accomplishments?

The ACT Program demonstrated positive strides to reach out to the community members we serve, and develop a strong understanding of the role of a police officer, and how to safely interact with law enforcement. Another ACT Program accomplishment was identifying an alternative training tool for officers which provides another non-violent solution for identifying and verbally de-escalating a potentially volatile subject during the course of their duty. Lastly, the importance of establishing and maintaining open lines of communication with students in their environment, creates a level of trust with law enforcement, and will help to maintain effective relationships with the Monrovia Police Department.

3. Were the original goals and objectives accomplished?

The ACT Program goals required some alterations from the original intent of the grant. Working with BSCC staff to create amendments proved to be beneficial in moving forward with this project. Modifications were made in the areas of increasing ACT Meetings in the communities, and providing an alternative to the Virtual Interactive Verbal De-Escalation training scenarios. These modifications allowed this grant to stay in the spirit of the grant, and provide successful outcomes.

4. What problems/barriers were faced and how were they addressed?

The issues with the video production and execution of the Virtual Interactive Verbal De-Escalation training scenarios provided a major obstacle in being able to reach out to more law enforcement officers. Originally, this component of the Program was scheduled to be completed within the first year of the grant. Unfortunately, ongoing computer program issues with the escalation/de-escalation transitions created substantial lapses in the programming. These lapses made it difficult for the participant to get the true feel of an actual scenario in the field. These issues were eventually resolved towards the end of the grant period, and we were able to put a total of 100 law enforcement professionals through the scenarios and gauge their responses and overall improvement.



5. What lessons were learned from this process?

The following are key lessons learned that underscore the strengths and opportunities for improvement.

- ✓ Efforts to complete the virtual interactive video scenarios proved to be more difficult than anticipated. The delay in the production and delivery process disrupted other aspects of the program, including having more opportunities for training law enforcement professionals, which ultimately reduced the ability to reach out to additional law enforcement agencies.
- ✓ Partnering with the local school district proved to be a valuable tool to educate youth on how to safely interact with law enforcement. The ability to interact with students on campus allowed an officer to approach youth in their arena of comfort, thus allowing for more honest interaction between our officers and students. The responses received from students proved to be very positive.
- ✓ Ensure that you continue to follow up with issues on your project timelines, including delays with collaborative partners, such as the Los Angeles County District Attorney's Office. Unfortunately, towards the end of the grant period, the L.A. County District Attorney's Crisis Intervention training project timeline was not in line with our project timeline, which provided difficulties in the specific details of the Program.
- ✓ The target age range of students (middle school through High School) was appropriate for providing instruction on how to safely and positively interact with law enforcement. However, there may be an opportunity to apply this program to younger elementary school aged students, between the ages of 7-10. These presentations provide students with an understanding of seeing things from the perspective of a police officer, and gain a better understanding of how they must react to certain potentially volatile situations. Students younger than eleven years of age may benefit from comprehending these basic learning parameters.
- ✓ By reaching out and educating our residents on the roles and responsibilities of a law enforcement officer, and hearing the community concerns, the Monrovia Police Department has been able to establish a stronger partnership that can build trust and respect between law enforcement, and the people they serve.



Project Overview

In response to the growing mistrust in law enforcement, The Achieving Community Trust (ACT) Program was developed. The ACT Program set up three main objectives to gain community trust. They are:

- 1) The need to have meetings with community members that did not trust the police.
- 2) The need to educate our youth on how to safely interact with the police.
- 3) The overriding need to educate officers on building skills to verbally de-escalate volatile situations.

The three-part strategy of the ACT Program is aimed at strengthening law enforcement and community relations and building trust. The ACT Program will provide meetings to groups in our community who have lost trust in the police. As part of the solution, this program will provide a series of opportunities aimed at gaining community trust. Officers will participate in ACT meetings in plain clothes, share a meal with participants, share personal life experiences that they have in common with our residents, and why they chose to become a police officer. This format produced positive reactions from participants, and resulted in residents obtaining better insight in humanizing Monrovia police officers.

The ACT Program will educate our students on how to safely engage and interact with the Monrovia Police Department. The School Resource Officer (SRO) will provide innovative weekly presentations for our students such as the “Virtual Ride Along” and “Put Yourself in the Officer’s Shoes” presentations. These presentations will teach students how to safely interact with the police, and better understand what a police officer is confronted with on a regular basis.

The ACT Program will create a series of verbal de-escalation video scenarios to further educate our Police Officers and residents on how to effectively understand and verbally de-escalate potentially hostile situations. These interactive video simulations provide various contact scenarios using actors of different gender, race and ages, along with different results based on reactions.

Project Goals and Objectives

This project incorporated a use of the mixed methods approach that included both quantitative and qualitative data collection. Employing a mixed methods approach across both process and outcome evaluation activities attempted to obtain a more in-depth understanding of program outcomes that could be achieved through either method alone. The quantitative data assessed



participants trust in law enforcement, demographics and agreement with effectiveness of delivery of the content. Qualitative data was also gathered on a comments section, in efforts to gauge any additional comments or concerns that the participant had to share regarding the experience of this project.

Project Outcomes

Achieving Community Trust (ACT) Program has been successful in reaching out to our resident population, by working to gain their trust. The first goal of the ACT Program was to have meetings with community members, opening lines of communication and working towards gaining their trust. Since the beginning of this grant in July of 2016, our police officers were able to meet with 919 residents. These meetings began with having sit downs, sharing lunch and personal life experiences. The meetings evolved to meeting with neighborhood groups in the community. When the attendees were asked if the meetings helped to build trust in their Law Enforcement Agency, an overwhelming 94 percent of survey respondents replied positively.

The successful outcome to the second goal of the ACT Program was educating our youth to safely interact with the Police. This goal was to educate our youth on how to safely interact with police, and was accomplished by having our School Resource Officer (SRO) meet with students, on campus. The SRO then provided different presentations to groups that gave perspective on what it takes to be an officer, and see things from an officer’s perspective. To date, this portion of the grant has successfully met with 2,260 students, and effectively educated them about the role of law enforcement, and how to form positive interactions.

The third successful outcome of the ACT Program was to identify methods to educate officers on building personal skills to de-escalate volatile situations. This goal had successful outcomes in several different measurable objectives. First of all, 97 percent of the Monrovia Police Department officers successfully completed a two-day, 16-hour Mental Health Awareness training course provided by the Los Angeles County District Attorney’s office. This training





provided crisis intervention tactics for first responders, and helped to build skills on gaining awareness of different interaction scenarios an officer may be confronted with during the course of their duties. Secondly, we were able to successfully put 100 officers through the Virtual Interactive Verbal De-Escalation training scenario tool, with an overall average 32 percent post-test score improvement, from their average pre-test score.

- ✓ Maintaining regular lines of communication with our community members, through community outreach efforts, special events and regular meetings with community leaders, has strengthened lines of healthy communication for current issues. This was done in the anticipation of avoiding escalations of misunderstandings and misinformation on the functions of a police department, which may prevent a loss of trust in law enforcement agencies.

Evaluation Methods and Outcomes

The following are a list of evaluation methods used for each of the three strategies of the ACT program.

Strategy 1 – ACT meetings

A survey was developed providing quantitative survey questions. Community members participating in these meetings were also surveyed to obtain qualitative information regarding how well these meetings succeeded at building trust. A variety of data was collected from these meetings. Data was tabulated on the number of community members participating, along with questions about whether or not they lived/worked in the city, and any suggestions for improving the meetings.



ACT Meeting Survey Outcomes

[August 2, 2016 ACT Meeting Survey Responses](#)



The intended outcome from the ACT meetings is to meet with 100 community members from our MAP neighborhoods each year of the grant period and build trust between community members and the Monrovia Police Department. During the August 2, 2016 ACT meeting, surveys were received. The results were calculated and the following conclusions were drawn.

Quantitative responses were as follows:

- 100 percent of the survey responses indicated the ACT Meeting helped to build trust in their law enforcement agency
- 95 percent of the survey responses indicated the format of the meeting was effective in allowing them to have a constructive dialogue with a Police Officer

Qualitative responses were as follows:

- “Thank you for your service to our community”
- “It’s an excellent way to connect with the community”
- “Very nice and able to mingle with the police”
- “Just keep having this with community”

November 19, 2016 ACT Meeting Survey Responses

During this meeting with Community Leaders from the Monrovia Area Partnership group, the following survey responses were received and processed.

Quantitative responses were as follows:

- 80 percent of the survey responses strongly agreed that the meeting helped to build trust in their law enforcement agency, while 8 percent agreed, and 12 percent were neutral.
- When surveyed on if the participant understood Law Enforcement better after this meeting, 80 percent indicated that they strongly agreed, while 16 percent responded that they agreed, and 4 percent responded they did not.

When asked how this presentation can be improved, responses were as follows:

- “More Officers at presentations!”
- “Keep up the good work”
- “I’m not completely sure how the presentation could be improved....I believe the presentation was well done.”



- “This is a good way of informing the public of how our PD agencies and the officers that serve there”
- “Building trust happens over time....This is a good step in the right direction”
- “Liked how the officers shared their stories”
- “Continue as you are doing...but serve better food, LOL”

Strategy 2 – Teaching our youth how to safely interact with law enforcement

A survey tool was created for students participating in these meetings. Students were surveyed to obtain both quantitative and qualitative information regarding how well these



meetings succeeded at teaching them how to safely interact with law enforcement and if their interaction built trust with their local law enforcement agency. The “Virtual Ride Along” and “Put Yourself in the Officer’s Shoes” presentations provided positive reactions from the student participants. Data was collected on the number of classes held, where the class was held (which school or the Boys and Girls Club of the Foothills), the number of students participating, and any suggestions for improving the classes.

The intended target groups were from all students in the 9th through 12th grade, every student at the two middle schools, Boys and Girls Club adolescent age members, and every student at the continuation school. The goal was to educate and gain trust between the students and their local law enforcement. The effectiveness of the program classes were measured by the survey responses from participating students and the number of students participating.

SRO Survey Outcomes on teaching students how to safely interact with law enforcement

Survey responses showed a resounding success for this training to students on how to safely interact with law enforcement officers.

Quantitative responses reported the following:

- Over 99 percent of survey respondents indicated that they now had a better understanding of how officers do their job.



- When asked whether they learned how to effectively communicate with an officer, 99 percent of survey respondents answered “yes.”
- When students were surveyed after this course, if they knew how to communicate more effectively with law enforcement during an incident, 100 percent of the survey respondents answered “yes.”
- When students were asked if they better understand the role of law enforcement after this class, 98 percent of survey respondents answered “yes.”

Qualitative responses when asked how this presentation can be improved were as follows:

- “Thank you for doing your job every day.”
- “He did a good job.”
- “Great Job explaining everything.”
- “I know what to do.”
- “Thank you☺”
- “You guys are Dope.”
- “I thought this was interesting to learn about.”
- “I liked the video as it showed people how to communicate with officers.”

Strategy 3 – Training officers to make better decisions through tactical communication courses, and mental health - crisis communication tactics courses utilizing an interactive video scenario training tool.

The assessment tool, which was created by our Tactical Communications Instructors, was used to rate a participant’s ability to utilize verbal de-escalation skills during a potentially volatile situation. This assessment tool was applied to the Virtual Interactive scenarios, in collaboration with the following training methods:

- POST approved Tactical Communication Trainer consultation.
- Los Angeles County District Attorney’s Office Crisis Intervention Tactics training for Law Enforcement Professionals
- Training component with Department of Mental Health Psychiatric Social Worker



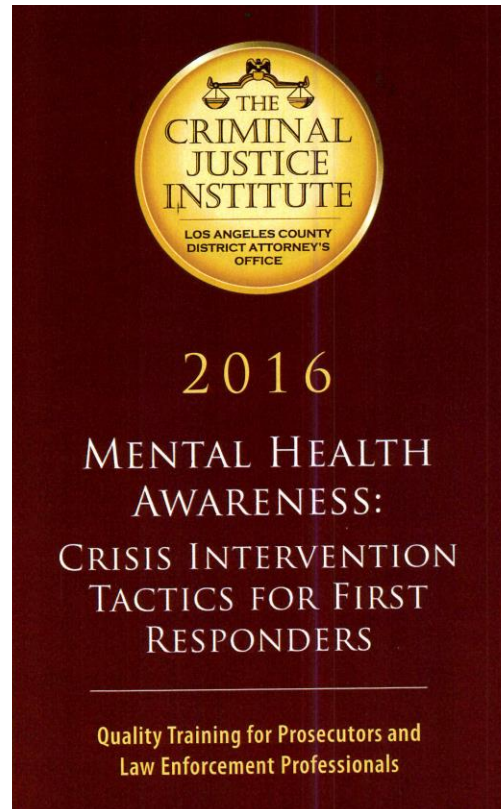
Training participants were presented with video training scenarios and assessed before and after the training course. POST certified Tactical Communications Instructors who were trained to use the video scenario assessment tool scored a participants' proficiency before and after the training. Feedback was provided by the instructors and/or Psychiatric Social Worker on matters including how to identify potential mental health issues, and how to attempt to de-escalate the person who may be presenting with mental health issues.

Originally, the goal was to assess 100 law enforcement professionals in the tactical communication courses, and 100 students in the Mental Health courses. Due to the unforeseen circumstances, including the issues with the video production, along with the availability of training opportunities with the Los Angeles County District Attorney's Office, only a total of 100 Law Enforcement Professionals were tested. However, a BSCC approved amendment allowed our department to provide this training tool to non-sworn Monrovia Police Department personnel, and City staff, who regularly have to confront and attempt to de-escalate potentially volatile interactions with residents. Scores were compared before and after the training with these different groups to determine if the training was effective at teaching the students the skills presented in each course.

The survey tool created effectively gauged the training scenarios of both sworn and non-sworn personnel. This survey garnered information on the effectiveness of the interactive video scenario by measuring and comparing participants' pre-test scores to their post-test scores. The data was processed and compared after the participants from each course had participated in the training assessment and survey, and again as a whole, to compare the result of sworn vs. non-sworn personnel.

Survey Outcomes

Tactical Communications/Verbal De-Escalation Training





The Tactical Communications and Verbal De-Escalation Training component proved to be the most difficult part of the three strategy approach of the ACT Program. While this training opportunity was to partner with the Los Angeles County District Attorney’s Office, and provide pre-test/post-test scenarios at the 16-hour crisis intervention tactics training for first responders, we were unable to complete the scenario production in a timely manner. Our department received notification in January of 2018, that the L.A. District Attorney’s Office would be unable to incorporate our training curriculum to their training schedule.

As an alternative, we found alternatives to stay with the spirit of the original project proposal, and work within our limited time constraints for the remainder of the grant period.

The following personnel participated in the Virtual Interactive Verbal De-Escalation training opportunity.



- Law Enforcement Professionals participated in the POST approved, Monrovia Police Department hosted Tactical Communications Training for Law Enforcement Professionals. This training component provided our pre-test, followed by a 2-hour Tactical Communications training, and concluded with a post-test, to gauge the effectiveness of the training material.
- Monrovia Police Department Sworn Law Enforcement staff participated in a pre-test scenario, then a training component with Los Angeles County Mental Health Psychiatric Social Worker, and lastly a post-test scenario to gauge the efficiency of the training Mental Health training component.
- Monrovia Police Department Non-Sworn Law Enforcement front line staff participated in a pre-test scenario, then a training component with Los Angeles County Mental Health Psychiatric Social Worker, and lastly a post-test scenario to gauge the efficiency of the training Mental Health training component.

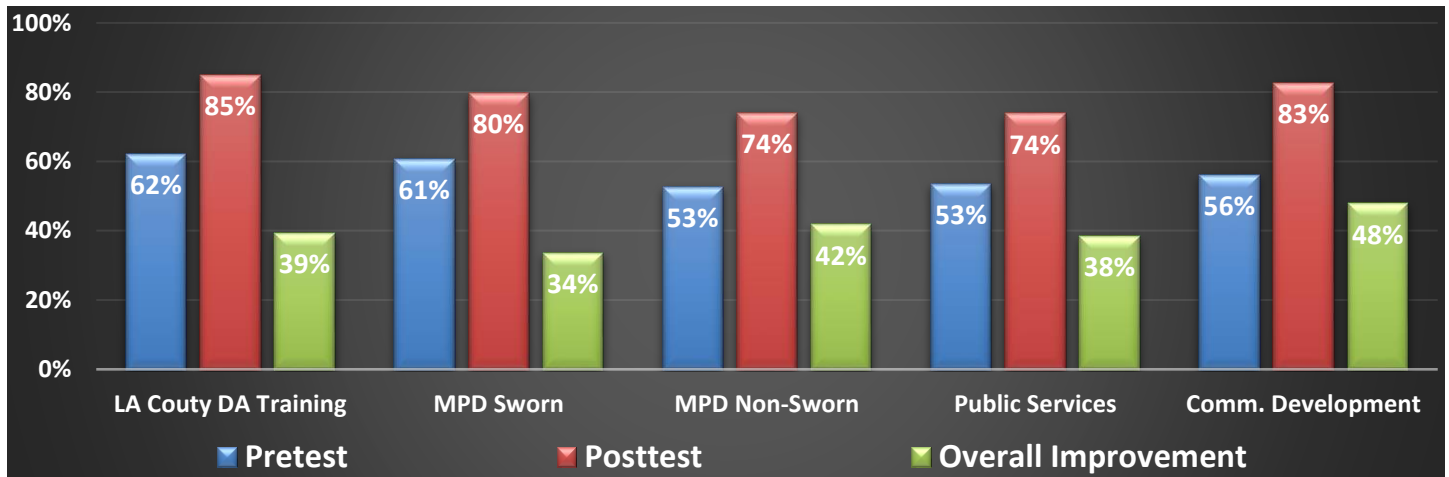


- City of Monrovia Public Services field staff who may encounter potentially volatile situations while working out in the community. These staff members participated in a pre-test scenario, then a training component with Los Angeles County Mental Health Psychiatric Social Worker, and lastly a post-test scenario to gauge the efficiency of the Mental Health training component.



- City of Monrovia Community Development Department office staff who encounter potentially volatile situations throughout the course of their regular duties. These staff members participated in a pre-test scenario, then a training component with Los Angeles County Mental Health Psychiatric Social Worker, and lastly a post-test scenario to gauge the efficiency of the Mental Health training component.

The graph below illustrates the different groups of personnel that participated in this training exercise.



Results from virtual interactive verbal de-escalation training had a resounding success, with all personnel who participated. The pre-tests and post-tests, along with the training between tests, showed a positive response with all groups surveyed. While there was an average rating of 57



percent score overall in the pre-test scores, there was an average overall improvement rating score of 40 percent, with an average post-test score of 79 percent.

Results and Conclusions

Even though the Achieving Community Trust Program project exhibited issues slowing the progress and intent of the original goals, the results show the program to be a success in reaching out to our resident population to gain their trust. The ability to provide different opportunities to interact with law enforcement including lunch with an officer and the opportunity to share life experiences, created new opportunities for relationships with citizens. Also, by opening a dialogue with students, opportunities to build trust between officer and students has been created. Lastly, working to develop new training techniques for law enforcement professionals to de-escalate a potentially volatile situation, the Monrovia Police Department has shown its commitment to providing the best service to our community.

The first outcome of reaching out to community members was a success. Our Police Officers were able to meet with 919 residents within our community over a two year period. When asked if the meetings helped to build trust in your Law Enforcement Agency, an overwhelming 94 percent of survey respondents replied positively.

The second outcome of educating our youth on how to safely interact with police was also a resounding success. Our School Resource Officer was able to reach out and provide trainings and presentations such as “The Virtual Ride Along” and “Put Yourself in the Officer’s Shoes” to 2,260 students throughout the Monrovia Unified School District. Survey responses shows that the student training on the role of a police officer, and how to safely interact with law enforcement, was effective and well received. Efforts to partner with the Monrovia Unified School District and the Monrovia Police Department are being made to continue this training component, and continue to strengthen the lines of communication between students and law enforcement.

Though issues prevented the third goal from being accomplished under its original intent, this goal of providing new verbal de-escalation techniques, provided positive outcomes. The final outcome of developing new methods for officers to employ non-lethal tactical communication/verbal de-escalation methods, was accomplished. Law Enforcement professionals showed an overall average improvement of 36 percent on their post-test scores, while non-sworn personnel showed an overall average improvement of 43 percent. By having law enforcement officials build their skills at employing tactical communication, the officer’s ability to engage and de-escalate potentially volatile situation has improved.



The goal of providing verbal de-escalation skills for law enforcement provided successful outcomes in several different measurable objectives. Firstly, 97 percent of Monrovia Police Department officers successfully completed the 16-hour Mental Health Awareness/Crisis Intervention Tactics for First Responders training course, provided by the Los Angeles County District Attorney’s office. Secondly, the project was able to successfully put 100 officers through the Virtual Interactive Verbal De-Escalation training scenario tool, with an overall average post-test score improvement percentage of 32 percent, from their average pre-test score. Additionally, during the course of producing this verbal de-escalation tool, the California Police Officer Standard on Training (POST) has made strides to include tactical communication within its Basic Police Academy curriculum.

In closing, the City of Monrovia Police Department would like to thank the California Board of State and Community Corrections for the opportunity to participate in Strengthening Law Enforcement and Community Relations Grant, and partnering to help make the Achieving Community Trust Program a success. As a new program, there were inevitable challenges that arose throughout the program implementation period. Despite challenges throughout the grant period, The ACT Program demonstrated positive strides in enhancing Law Enforcement’s community outreach resources to achieve the goal of improving relations with the community we serve.



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**Strengthening Law
Enforcement and
Community
Relations Grant**

City of Richmond

“Building Community Trust and Justice Initiative”

Final Local Evaluation Report

**Submitted to the Board of State and Community Corrections
State of California
(BSCC)**

November 7, 2018

Chief Allwyn Brown
Captain Louie Tirona
Lieutenant Felix Tan
Victor Wang

Dr. Jeff Snipes

San Francisco State University

Richmond Police Department



Table of Contents

<u>Section</u>	<u>Page(s)</u>
Executive Summary	3-4
Introduction	5-8
Overview	5
Project Goals and Objectives	5
Project Evaluation	7
Logic Model	8
Part I. First Annual Survey	9-30
Methods	9
Results	9
Part II. Initiative Activities	31-43
Goal A: Strengthening Trusting Relationships	31
Goal B: Policies, Training, Civilian Oversight	33
Goal C: Strengthening Ceasefire	35
Community Meetings	37
Collaboration with Richmond Youth Center (RYSE)	38
School Resource Officers	40
Part III. Pre-Post Survey Results	44-59
Methods	44
Demographic Comparisons	44
Part IV. Context of Study and Methodological Limitations	59-61
Part V. Summary of Important Findings and Associated Recommendations	61-63
Appendix A: Community Survey	64-69

Executive Summary: Richmond Police Department: “Building Community Trust and Justice Initiative.”

In 2014, President Obama signed an Executive Order establishing the *President’s Task Force on 21st Century Policing*. The task force’s report included recommendations organized into six pillars: (1) Building Trust and Legitimacy; (2) Policy and Oversight; (3) Technology & Social Media; (4) Community Policing and Crime Reduction; (5) Training and Education; (6) and Office Wellness and Safety. Although the Richmond Police Department is striving to make gains in all areas, it identified three of these pillars as specifically relevant for the current grant received from the Board of State and Community Corrections: Building Trust and Legitimacy, Policy and Oversight, and Community Policing and Crime Reduction. Over the two-year-period specified in the grant’s terms, the RPD initiated a number of strategies to improve in these three areas, as well as conducted an evaluation to assess the extent to which it is making progress.

The Building Community Trust and Justice initiative has three primary goals, each with associated objectives.

Goal 1: *To create safer neighborhoods by strengthening trusting relationships between law enforcement and the community.*

Objectives associated with this goal are to a) Expand, enhance, and evaluate police engagement activities in the community; and b) Evaluate community opinions of the RPD through a community survey and other information gathering. Activities supporting this goal and its objectives include:

- *Procedural Justice Training*
- *Implicit Bias Training*
- *Quarterly Meetings at Churches*
- *Non-enforcement Community Activities*
- *Examine Crime Fighting Strategies*
- *Develop Policies and Programs that Address the Needs of Youth*
- *Develop and Conduct Community Survey*

Goal 2: Increase positive police practices through improved police policies, training, and civilian oversight.

Objectives associated with this goal are to a) Review current policies and practices and develop new policies and practices that lead to fair and transparent actions between the police and the community; and b) Review effects of RPD policies and practices through the position of the Police Review Authority. Activities supporting this goal and its objectives include:

- *Hire Police Review*
- *Use of Force Training*
- *Develop Policy Proposals for Police Chief*

Goal 3: Increase community involvement through continued strengthening of the Ceasefire program.

The primary objective associated with this goal are to a) Increase the effectiveness of community policing through departmental changes; and b) Expand Richmond Ceasefire activities through additional support and activities. Activities supporting this goal and its objectives include:

- *Expand Support of Richmond Ceasefire*
- *Add Quarterly Meetings at Churches*
- *Identify and Integrate New Ceasefire Activities Through Project Partners*
- *Sponsor weekly civilian foot patrols in high-crime neighborhoods.*

This report discusses in detail RPD's efforts and activities in all the above areas, and presents the findings of an evaluation based primarily on two community surveys, conducted near the beginning of the grant period and at the end. Each survey included a host of different measures of public perceptions of the police; evaluators distributed them in a variety of ways to the community. Approximately 500 citizens responded to each.

The community survey indicated that perceptions of overall quality of service stayed about the same between Wave 1 and Wave 2, with 52 and 51 percent of those responding, respectively, reporting service to be "excellent" or "above average."

Some of the specific measures of policing showed declines in perceptions from Wave 1 to Wave 2. The items showing the greatest declines were effectiveness in response to crime (despite the fact that crime stayed about the same), applying law consistently regardless of race and sexual orientation, and appropriate use of force.

Results showed positive changes in two items. Respondents were more favorable about the police communicating through technologies, and they reported feeling somewhat safer in their neighborhood at night.

Results from both surveys demonstrated significant effects within demographic categories. Most notably, youth, Hispanics, blacks, and residents of the Central District viewed the police less positively. In some cases, these gaps increased in the second survey. However, for the majority of the items, black respondents viewed the police more positively during the second survey.

National, regional, and local events occurred during the course of the evaluation period, which may have influenced the results, including the ongoing national critique of police; inappropriate police behavior with a young female by officers in several Bay Area departments, including Richmond; and the firing of a police captain with RPD, who was active in public and community relations.

We make a series of recommendations based on the findings of this evaluation.

Introduction

A. Overview of Program

Richmond, California, is a city of 110,040 citizens (estimated 2017), with a high percentage of minorities and a poverty rate above the national average. Like many urban areas across the country, the city has experienced significant crime problems and mistrust of police by citizens, particularly minorities.

In recent years, the police department has embarked upon efforts to reduce crime in the city, and especially through its gang reduction activities, has accomplished significant reductions in violent crime. However, the violent crime rate in Richmond at the start of this project remained more than twice the national average. Additionally, crime-fighting mechanisms escalated at times tensions between the police and residents. To help address these relations, the Richmond Police Department (RPD) implemented community-involved policing in 2005, as a new Chief of Police took over. In 2011, the RPD worked with community partners to initiate the Richmond Ceasefire program, an anti-gang violence program, which included community-based organizations, clergy, resident stakeholders, and other community leaders. The synthesis of community policing and the Ceasefire program has led to some progress in relations between RPD and the community. Still, according to a 2015 National Citizen Survey, only 59% of Richmond residents rated Police Services as good or excellent (ranking 344 out of 389 communities surveyed). It is clear that the department needs to do better with crime reduction and improving relations with its diverse community.

In 2014, President Obama signed an Executive Order establishing the *President's Task Force on 21st Century Policing*. The task force's report included recommendations organized into six pillars: (1) Building Trust and Legitimacy; (2) Policy and Oversight; (3) Technology & Social Media; (4) Community Policing and Crime Reduction; (5) Training and Education; (6) and Office Wellness and Safety. Although the RPD is striving to make gains in all areas, it identified three of these pillars as specifically relevant for the current grant received from the Board of State and Community Corrections: Building Trust and Legitimacy, Policy and Oversight, and Community Policing and Crime Reduction. Over the two-year-period specified in the grant's terms, the RPD initiated a number of strategies to improve in these three areas, as well as conducted an evaluation to assess the extent to which it is making progress.

B. Project Goals and Objectives

The Building Community Trust and Justice initiative has three primary goals, each with associated objectives.

Goal 1: *To create safer neighborhoods by strengthening trusting relationships between law enforcement and the community.*

Objectives associated with this goal are to a) Expand, enhance, and evaluate police engagement activities in the community; and b) Evaluate community opinions of the RPD through a community survey and other information gathering. Activities supporting this goal and its objectives include:

- *Procedural Justice Training.* RPD will conduct T3 training (Tact, Tactics, and Trust) to its officers in an effort to incorporate procedural justice concepts to strengthen officer's understanding of the importance of perceived fairness of how the justice system treats individuals, and how they can shape their conduct to increase the level of fairness. Procedural Justice is a tried and true evidence-based practice.
- *Implicit Bias Training.* RPD, like many urban police departments, has a history of injustice discrimination that colors the view of police among the city's community members. Ongoing Implicit Bias Training conducted throughout the period of this grant may decrease discriminatory policing. Additionally, RPD will continue to expand its efforts to recruit for diversity, as there is evidence that the more diverse a police force is the less discrimination will occur in its encounters with the public.
- *Quarterly Meetings at Churches.* These meetings allow for the RPD and the community to discuss concerns related to RPD tactics and actions.
- *Non-enforcement Community Activities.* Trust may be promoted through such ongoing activities as Crime Free Multi Housing, Straight A's Program, Richmond Police Activities League, School Resource Officers, Pound the Beat, Coffee with a Cop, National Night Out, neighborhood block parties, and other events.
- *Examine Crime Fighting Strategies.* The RPD will rely on special community meetings and coordinate these with district captains and the Ceasefire project coordinator, when the department responds during periods of high violence. This outreach will help mitigate potential damage to public trust when implementing crime-fighting strategies.
- *Develop Policies and Programs that Address the Needs of Youth.* RPD will work with School Resource Officers, youth, courts, and families to help keep youth in school and out of the juvenile justice system.
- *Develop and Conduct Community Survey.* An annual community survey will measure a number of measures of community satisfaction with and trust in the police. The survey will not only demonstrate to the public that the RPD is trying to improve but will also serve as an evaluation tool for determining the effectiveness of strategies undertaken during the grant period.

Goal 2: Increase positive police practices through improved police policies, training, and civilian oversight.

Objectives associated with this goal are to a) Review current policies and practices and develop new policies and practices that lead to fair and transparent actions between the police and the community; and b) Review effects of RPD policies and practices through the position of the Police Review Authority. Activities supporting this goal and its objectives include:

- *Hire Police Review Authority.* A full time civilian "Police Review Authority" position will provide community review of the tactics and policies employed by the RPD. This individual will participate actively in Richmond Ceasefire and other community events to learn how the community experiences the actions of police, will meet with key RPD leaders to discuss findings from community input, conduct community research as needed, and initiate conversations on needed changes in law enforcement policies and practices.
- *Use of Force Training.* A Use of Force Committee will scrutinize gaps in policy, training, and supervision, and will coordinate its findings with the civilian Police Review Authority.

- *Develop Policy Proposals for Police Chief Review.* The City of Richmond’s Office of Professional Accountability will review all policies and procedures regarding complaints against the police will make recommended directly to the Chief of Police.

Goal 3: Increase community involvement through continued strengthening of the Ceasefire program.

The primary objective associated with this goal are to a) Increase the effectiveness of community policing through departmental changes; and b) Expand Richmond Ceasefire activities through additional support and activities. Activities supporting this goal and its objectives include:

- *Expand Support of Richmond Ceasefire.* This includes adding a Case Manager position to follow up with individuals identified through Ceasefire call outs to provide case management and referrals for housing, education, health, and mental health services, and to respond to other individual needs.
- *Add Quarterly Meetings at Churches.* These meetings are crucial for building trust through community involvement.
- *Identify and Integrate New Ceasefire Activities Through Project Partners.* Examples may include job readiness workshops, one-on-one career coaching, transitional employment, job placement assistance, and job retention and career advancement support.
- *Sponsor weekly civilian foot patrols in high-crime neighborhoods.*

C. Project Evaluation

This document reports our evaluation of the Building Community Trust and Justice Initiative. It is comprised of the following parts:

- I) Introduction of an annual community survey of local residents. In this section, we describe how we developed and administered the first survey on police-community relations in Richmond. This survey took place near the beginning of the grant period, allowing us to gain valuable baseline data for comparison. We report the statistical results of the survey.
- II) Process evaluation. This section reports on RPD activity throughout the course of the grant timeline, which links to the goals put forth above. This is where we describe the sorts of departmental activities that should further positive impacts, as shown in the logic model below.
- III) Outcome/Impact evaluation. The goal of this initiative is to improve community perceptions of police, which may lead to crime reduction through these efforts. Analysis of data from the second annual community survey as well as analysis of crime data form the basis for this evaluation.
- IV) Context. We consider important historical events occurring during the grant’s active period, when providing context for the findings in part III. We also discuss other limitations of the survey’s methodology.
- V) Finally, we recommend future strategies based on the findings from the current project.

**Table 1: Richmond Police Department
Building Community Trust and Justice Initiative
Logic Model**

INPUTS	ACTIVITIES	OUTPUTS	OUTCOMES	IMPACTS
<ul style="list-style-type: none"> ▪ Creation of Civilian Review Authority ▪ Case Manager (CCISCO) for Richmond Ceasefire ▪ RPD personnel, including Project Director, Detective, Training Officer ▪ Researcher/Evaluator ▪ Community Partners (CCISCO, Men and Women of Purpose, Rubicon, RYSE Youth Center) 	<ul style="list-style-type: none"> ▪ Procedural Justice training ▪ Implicit Bias training ▪ Quarterly meetings at churches ▪ Non-Enforcement community activities ▪ Examine crime fighting strategies ▪ Develop policies and programs that address needs of youth ▪ Develop and conduct community survey ▪ Use of force training ▪ Develop policy proposals for Police Chief review ▪ Expand support of Richmond Ceasefire ▪ Identify and integrate new Ceasefire activities ▪ Sponsor weekly civilian foot patrols in high-crime neighborhoods 	<ul style="list-style-type: none"> ▪ Officers reflect on biases based on life experience and how these may influence their behavior ▪ Officers gain an understanding of how their behavior influences citizen perceptions of fairness of justice system ▪ Officers realign their knowledge of appropriate use of force ▪ RPD and community increase interaction and dialogue during public meetings ▪ Community members quantitatively voice views of police through survey ▪ Policies on responding to citizen complaints are updated to reflect best practices ▪ Police work collaboratively with schools and courts and youths' families ▪ Ceasefire participants receive a number of integration-based services 	<ul style="list-style-type: none"> ▪ Reduction in perceptions of bias during police-citizen encounters ▪ Increase in perceptions of fairness during police-citizen encounters ▪ Reduction of use-of-force complaints ▪ Complaints against officers are resolved more thoroughly ▪ Police and community are informed of citizen attitudes toward police ▪ More youth are kept in school and out of the juvenile justice system ▪ Ceasefire participants are employed and crime-free ▪ Increase in informal social control in high-crime neighborhoods. 	<ul style="list-style-type: none"> ▪ Improved perceptions of police by citizens, especially minorities, youth, and residents living in high-crime neighborhoods ▪ Reduction in crime via prevention strategies that benefit from improved police-community relations

Part I. First Annual Community Survey of Police-Community Relations in Richmond—Methods and Results

Methods

One evidence-based practices for measuring police satisfaction, trust in police, legitimacy, bias-free policing, and the use of appropriate force is the community survey. Because these are all key features of Richmond’s “Building Community Trust and Justice” program, this evaluation relies primarily on a community survey for assessing the impact of the strategies and activities undertaken during the grant period.

The design is pre-post intervention and assesses community attitudes toward the police on the dimensions named in the above paragraph. We administered the first wave of the survey from December 2016 to April 2017 in two formats: hard copy and electronic. We distributed the hard copy during town hall meetings, at youth centers, schools, and at other in-person venues. We emailed the electronic version to neighborhood councils, put on the departmental and city web sites, RPD’s app, and Facebook page, and Next Door.

The Researcher (Dr. Jeff Snipes), RPD personnel, and the Richmond Ceasefire Working Group developed the survey, collaboratively. We examined several dozen police-community surveys from a variety of departments across the United States when selecting the dimensions and questions for the survey. We also took into account the amount and time necessary to complete the survey. After the collaborative efforts, we revised a 50-item instrument, reducing it to a 35-item community survey (see Appendix A).

Results

This section reports the responses to the first survey (N=471 individuals, 355 on line, 116 by hard copy). Section A of the results provides the full response breakdowns for each question of the survey. Percentages are based on the full sample of 471 unless otherwise specified. The number of participants responding to each question is also delineated. Section B breaks down select questions by respondent demographics, such as age, gender, and race/ethnicity. Section C summarizes and comments on the results from sections A and B, and reports more complex relationships between demographic groups and citizen perceptions of the police based on multivariate inferential statistical models.

A: Response Frequencies

Question 1 asked “For each of the following types of activities, issues, and/or crimes, please rate your level of concern as extremely important, important, or not very important.” Below are the responses ranked by the percentage of those answering “extremely important.”

Table 2: Public Enforcement Priorities

Problem Type	% “Very Important”	% “Important”	% “Not Very Important”	Number of Participants Responding
Rape/Sexual Assaults	82.4	12.5	2.3	458
Homicides	78.6	17.6	2.5	465
Assaults	70.1	26.5	2.1	465
Gang Activity	65.6	29.3	3.2	462
Robberies	64.5	30.4	2.5	459
Domestic Violence	64.5	27.4	4.5	454
Burglary—Residential	60.1	35.0	2.5	460
Drug Dealing	57.1	31.8	8.5	459
Auto Theft	47.1	43.9	6.2	458
Burglary—Auto	45.9	45.9	5.3	457
Theft (excluding auto)	45.6	46.3	4.9	456
Prostitution	44.2	35.5	17.2	456
Burglary—Commercial	40.6	50.5	5.5	455
Drug Use	39.1	37.2	21.0	458
Reducing Traffic Accidents	31.6	51.6	13.0	453
Truancy	22.5	46.1	26.5	448
Traffic Violations	19.1	50.1	28.0	458
Graffiti and Vandalism	18.5	54.1	25.1	460
Loitering	17.0	45.2	35.2	459
Excessive Noise	13.4	45.2	38.6	458
Parking Problems	12.3	35.9	49.5	460

Questions 2 and 3 asked about perceptions of police visibility. Question 2 asked “How would you characterize the nature of police presence in your neighborhood,” while Question 3 asked the same about the City of Richmond. Responses were limited to High, Medium, and Low.

Table 3: Perceptions of Visibility of Police

Question	% High	% Medium	% Low	N
Visibility in Neighborhood	9.8	45.4	42.0	458
Visibility in City	22.9	58.8	14.4	453

Questions 4 through 20 (with the exception of Question 12) ask respondents a number of questions about police performance, community relations, and public safety, with a five-point Likert Scale. Below are the response breakdowns for each question. Percentages are based on the total sample size of 471, but the number of valid responses is also reported.

Table 4: Likert-Scale Items—Police Performance, Fairness, Community Relations, Public Safety

Question	% Strongly Agree	% Agree	% Neither Disagree nor Disagree	% Disagree	% Strongly Disagree	N
The Police Department is effective in its response to crime.	16.8	38.2	31.2	6.4	3.8	454
Richmond Police Department addresses problems that are important to you.	14.2	37.6	30.4	9.1	4.5	451
Richmond police officers and residents, overall, have a good relationship.	18.3	33.1	32.5	8.5	4.5	456
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	20.6	36.7	30.8	5.5	3.0	455
Richmond police are effective in their efforts to provide community education and outreach programs.	17.2	35.9	33.1	7.6	1.7	450

The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	22.9	27.6	31.6	10.0	3.8	452
I feel safe in my neighborhood if I am outside alone during daylight.	30.1	38.9	16.1	7.2	4.0	454
I feel safe in my neighborhood if I am outside alone after dark.	8.5	27.2	24.4	22.3	14.9	458
Officers in Richmond treat people with dignity and respect.	23.4	35.5	30.1	4.2	3.2	454
I trust the Richmond police officers.	27.6	34.4	23.4	7.2	4.0	455
Officers in Richmond apply the law consistently regardless of gender.	17.8	24.6	45.4	3.8	3.6	449
Officers in Richmond apply the law consistently regardless of race.	16.8	24.2	41.0	10.0	4.5	454
Officers in Richmond apply the law consistently regardless of sexual orientation.	17.0	24.8	46.7	4.2	3.0	451
Officers in Richmond treat youth with respect and dignity.	15.9	27.0	45.0	5.1	3.0	452
Richmond police use force only when necessary.	17.0	30.6	38.2	4.9	5.1	451
Richmond police, when needing to use force, apply it appropriately.	16.6	29.1	41.0	5.1	3.4	448

Question 12 had asked about the question “How would rate your fear of becoming a victim of crime in your neighborhood?” Of the survey’s respondents, 458 answered the question: 16.1% rated it “High,” 47.3% rated it “Medium” and 33.3% rated it “Low.”

Questions 21 to 26 asked three sets of questions about interactions with police officers. In each case, the survey asked respondents how many interactions of a certain type they had had, and then a follow up question (for those who had at least one interaction) about their satisfaction with the response.

Table 5: Respondent Interactions with Police

Question	% None	% 1-2	% 3-4	% 5+	N
How many times in the last 12 months have you had contact with the RPD for traffic issues (e.g., citation, warning, or accident)?	83.7 (N=394)	8.1 (N=38)	2.3 (N=11)	2.8 (N=13)	456
How many times in the last 12 months have you had contact with the RPD in a non-traffic situation where you were a victim or witness?	62.6 (N=295)	20.4 (N=96)	4.0 (N=19)	5.3 (N=25)	435
How many times in the last 12 months have you had contact with the RPD in a non-traffic situation when you felt you were a suspect?	87 (N=410)	3.4 (N=16)	2.1 (N=10)	.8 (N=4)	440

For the table below, VS is very satisfied, S is satisfied, N is neither satisfied nor dissatisfied, D is dissatisfied, and VD is very dissatisfied.

Table 6: Satisfaction with Interactions with Police

Question	% VS	% S	% N	% D	% VD	N
How satisfied are you with your traffic-related interactions?	11.3 (N=7)	22.6 (N=14)	30.6 (N=19)	14.5 (N=9)	14.5 (N=9)	58
How satisfied are you with your encounters with your encounters with the RPD as a victim or a witness?	32.9 (N=40)	29.3 (N=41)	13.6 (N=19)	13.6 (N=19)	5.7 (N=8)	133
How satisfied are you with how you were treated by the RPD in encounters in which you felt you were a suspect?	10 (N=3)	16.7 (N=5)	56.7 (N=17)	0 (N=0)	6.7 (N=2)	27

Question 27 asked if respondents “had ever consciously decided NOT to ask the Richmond Police Department for assistance.” Of the total sample, 112 individuals (23.8%) said that they had.

Question 28 followed this up, by asking the reasons for this decision. The 112 respondents could select all that applied, from a list of four explanations, and an “other” category. The frequency of these responses based on a percentage off the 112 individuals answering yes is the following:

It takes too much time for a response	46 (41.1%)
I didn’t think officers would be able to help me	43 (38.4%)
I was afraid that officers would treat me like a suspect	16 (14.3%)
I had a bad experience with the police in the past	17 (15.2%)
Other	30 (26.8%)

Question 29 asked respondents to “**Please rate the overall quality of service of the Richmond Police Department.**”

Quality	N	% of total sample
Excellent	91	19.3
Above Average	154	32.7
Average	150	31.8
Below Average	26	5.5
Poor	14	3.0

Note: 435 of 471 respondents answered this question.

Question 30 asked participants to identify the neighborhood they live in, if they lived in Richmond city limits (of 38 neighborhoods). We then used these neighborhood identifications to categorize respondents according to the police district in which they resided: Central, Northern, Southern, or outside the city.

Questions 31 through 35 registered demographic data about the respondents’ age, gender, Hispanic ethnicity, race, and length of time living in Richmond.

The approach to ethnicity and race is based on the U.S. Census, using separate questions to establish Hispanic status and racial identity. Of the 145 respondents who answered that they were Hispanic or Latino, 98 did not specify a race. Of the 296 who answered no, only 13 did not specify a race. The survey, like the Census, had asked to check all boxes that apply for race. However, the online version suffered a glitch not allowing this. By the time evaluators discovered the mistake, changing it would have provided inconsistent data. However, of the 116 hard copy surveys, only three contained multiple races checked, so it is likely that this error only negligibly influenced results.

Table 7: Respondent Demographics

Age (N=456)	Number	% (of total N of 471)
<18	112	23.8
18-25	31	6.6
26-35	24	5.1
36-45	42	8.9
46-55	58	12.3
56-65	86	18.3
>65	103	21.9

Gender (N=451)	Number	%
Male	145	30.8
Female	301	63.9
Other	5	1.1

Hispanic or Latino (N=441)	Number	%
No	296	62.8
Yes	145	30.8

Race (N=338)	Number	%
American Indian or Alaskan Native	7	1.5
Asian or Pacific Islander	34	7.2
Black or African American	86	18.3
Native Hawaiian or other Pacific Islander	3	.6
White	208	44.2
Declined to state	133	28.2

Length of time in Richmond	Number	%
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(total over lifespan) (N=454)		
Less than 5 years	71	15.1
6-10 years	70	14.9
11-15 years	54	11.5
More than 15 years	222	47.1
Never lived in Richmond	37	7.9

The final survey question allowed respondents to submit open-ended comments, including any areas for improvement by the police and any reasons they were dissatisfied with the quality of police services. One hundred and fifty-four survey takers submitted some sort of response in this field.

B: Breakdown of Responses by Demographics

The following tables report the responses for Questions 4 to 20 (except question 12) by demographic variables, as well as by district. The responses are collapsed, such that what is reported is the percent that **strongly agree or disagree** with the statement in each particular question. For comparisons, this percentage is reported for all respondents, and then for blacks, other races (mostly Asian/Pacific Islander), whites, Hispanics (of either race or no reported race), those less than 25 in age, 26-55, 56 and over, male and female. There were not enough participants of racial/ethnic categories other than black, white, or Hispanic, to include them in the breakdowns for statistical accuracy. Note that sample sizes will not always add up to 471, due to missing data (decline to answer) and the fact that while most Hispanics failure to declare race, some defined as white, and a few defined as black or another category.

Table 8: Response Items from Table 4 by Race and Ethnicity

Question	% Strongly Agree or Agree, All Valid Responses	% SA or A, Blacks (N=86)	% SA or A, Whites (N=208)	% SA or A Other (N=44)	% SA or A, Hispanics/Latinos (N=145)
The Police Department is effective in its response to crime.	55.0	40.7	67.8	61.4	46.9
Richmond Police Department addresses problems that are important to you.	51.8	34.9	66.8	65.9	39.3
Richmond police officers and residents, overall, have a good relationship.	51.4	33.7	71.2	52.3	35.9
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	57.3	34.9	77.9	59.1	46.9
Richmond police are effective in their efforts to provide community education and outreach programs.	53.1	38.4	62.5	61.4	49.0
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	50.5	33.7	69.7	50.0	31.0
I feel safe in my neighborhood if I am outside alone during daylight.	69.0	65.1	83.2	68.2	57.9
I feel safe in my neighborhood if I am outside alone after dark.	35.7	31.4	46.6	31.8	22.8
Officers in Richmond treat people with dignity and respect.	58.8	38.4	77.4	72.7	43.4
I trust the Richmond police officers.	62.0	44.2	80.3	75.0	45.5
Officers in Richmond apply the law consistently regardless of gender.	42.5	29.1	54.3	50.0	38.6

Officers in Richmond apply the law consistently regardless of race.	41.0	26.7	51.0	59.1	36.6
Officers in Richmond apply the law consistently regardless of sexual orientation.	41.8	30.2	53.4	59.1	35.9
Officers in Richmond treat youth with respect and dignity.	42.9	31.4	51.4	47.7	41.4
Richmond police use force only when necessary.	47.6	27.9	61.1	61.4	40.7
Richmond police, when needing to use force, apply it appropriately.	45.6	32.6	54.8	56.8	42.8

Table 9: Response Items from Table 4 by Age

Question	% Strongly Agree or Agree, All Valid Responses	% SA or A, Age 25 or Under (max N=143)	% SA or A, Age 26-55 (max N=124)	% SA or A, Age 56+ (max N=189)
The Police Department is effective in its response to crime.	55.0	44.1	58.1	61.9
Richmond Police Department addresses problems that are important to you.	51.8	35.7	51.6	64.6
Richmond police officers and residents, overall, have a good relationship.	51.4	28.7	58.1	65.1
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	57.3	41.3	59.7	69.3
Richmond police are effective in their efforts to provide community education and outreach programs.	53.1	50.3	51.6	57.7
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its	50.5	23.1	69.4	61.4

mobile app).				
I feel safe in my neighborhood if I am outside alone during daylight.	69.0	51.0	79.0	78.8
I feel safe in my neighborhood if I am outside alone after dark.	35.7	17.5	44.4	45.0
Officers in Richmond treat people with dignity and respect.	58.8	41.3	61.3	72.0
I trust the Richmond police officers.	62.0	39.2	71.8	74.6
Officers in Richmond apply the law consistently regardless of gender.	42.5	37.1	47.6	45.5
Officers in Richmond apply the law consistently regardless of race.	41.0	33.6	46.8	44.4
Officers in Richmond apply the law consistently regardless of sexual orientation.	41.8	35.0	50.0	42.9
Officers in Richmond treat youth with respect and dignity.	42.9	39.2	46.8	43.9
Richmond police use force only when necessary.	47.6	37.1	52.4	54.5
Richmond police, when needing to use force, apply it appropriately.	45.6	39.9	52.4	47.1

Table 10: Response Items from Table 4 by Gender

Question	% Strongly Agree or Agree, All Valid Responses	% SA or A, Males (max N=145)	% SA or A, Females (max N=301)
The Police Department is effective in its response to crime.	55.0	46.9	60.1
Richmond Police Department addresses problems that are important to you.	51.8	47.6	55.1
Richmond police officers and residents, overall, have a good relationship.	51.4	52.4	52.8

Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	57.3	61.4	57.1
Richmond police are effective in their efforts to provide community education and outreach programs.	53.1	50.3	56.1
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	50.5	44.8	55.5
I feel safe in my neighborhood if I am outside alone during daylight.	69.0	69.7	70.8
I feel safe in my neighborhood if I am outside alone after dark.	35.7	43.4	32.9
Officers in Richmond treat people with dignity and respect.	58.8	64.1	58.1
I trust the Richmond police officers.	62.0	68.3	61.1
Officers in Richmond apply the law consistently regardless of gender.	42.5	51.7	40.5
Officers in Richmond apply the law consistently regardless of race.	41.0	50.3	38.5
Officers in Richmond apply the law consistently regardless of sexual orientation.	41.8	49.7	39.9
Officers in Richmond treat youth with respect and dignity.	42.9	48.3	42.2
Richmond police use force only when necessary.	47.6	55.2	45.8
Richmond police, when needing to use force, apply it appropriately.	45.6	51.0	44.5

The next table compares responses to Question 29, addressing the overall quality of services provided by Richmond Police, across all demographic categories from above.

Table 11: Overall Quality of Service by Demographic Categories

	All (N=471)	Black (86)	White (208)	Other (44)	Hispanic /Latino (145)	<=25 (143)	26-55 (124)	56+ (189)	Male (145)	Female (301)
Excellent	19.3	7.0	28.4	31.8	13.1	13.3	20.2	24.9	18.6	21.3
Above Average	32.7	30.2	42.8	31.8	23.4	21.0	34.7	42.3	38.6	31.2
Average	31.8	46.5	21.2	15.9	47.6	51.0	30.6	20.1	31.7	33.2
Below Average	5.5	7.0	2.9	13.6	5.5	6.3	5.6	5.3	5.5	5.0
Poor	3.0	3.5	.5	2.3	4.8	4.2	4.0	1.6	2.1	3.7
N/(%) responding	435 (92.4)	81 (94.2)	199 (95.7)	42 (95.4)	137 (94.5)	137 (95.8)	118 (95.2)	178 (94.2)	140 (96.6)	284 (94.4)

Finally, our survey also gathered geographical residency data, asking respondents to list what neighborhood they lived in (and some lived outside of Richmond, or “another part of Richmond”). We coded these responses into “Northern,” “Central,” or “Southern,” which constitute the three primary city districts (corresponding to the Richmond Police Department’s organizational boundaries). There is a fourth category for “Other,” which refers to outside of Richmond or another part of Richmond that the respondent did not identify with one of the neighborhoods listed on the survey.

One-hundred and sixty-seven respondents (35.5%) reported living in Northern Richmond, 53 (11.3%) in Central, 115 (24.4%) in Southern, and 89 (18.9%) said they did not live in Richmond or did not live in one of the listed neighborhoods. The remainder declined to answer.

Tables 12 breaks down response items from table 4 by district, and Table 13 shows the relationship between district and overall quality of service.

Table 12: Response Items from Table 4 by District

Question	% Strongly Agree or Agree, All Valid Responses	% SA or A Central (max N=53)	% SA or A Northern (max N=167)	% SA or A, Southern (max N=115)	% SA or A, Other (max N=89)
The Police Department is effective in its response to crime.	55.0	30.2	59.3	66.1	47.2
Richmond Police Department addresses problems that are important to you.	51.8	30.2	59.9	58.3	42.7
Richmond police officers and residents, overall, have a good relationship.	51.4	32.1	58.7	65.2	36.0
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	57.3	39.6	62.9	69.6	47.2
Richmond police are effective in their efforts to provide community education and outreach programs.	53.1	34.0	56.9	62.6	48.3
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	50.5	35.8	62.3	63.5	31.5
I feel safe in my neighborhood if I am outside alone during	69.0	62.3	71.3	80.9	61.8

daylight.					
I feel safe in my neighborhood if I am outside alone after dark.	35.7	17.0	42.5	49.6	24.7
Officers in Richmond treat people with dignity and respect.	58.8	47.2	70.7	63.5	47.2
I trust the Richmond police officers.	62.0	52.8	71.9	68.7	48.3
Officers in Richmond apply the law consistently regardless of gender.	42.5	32.1	51.5	43.5	36.0
Officers in Richmond apply the law consistently regardless of race.	41.0	26.4	49.1	40.9	39.3
Officers in Richmond apply the law consistently regardless of sexual orientation.	41.8	26.4	50.3	42.6	39.3
Officers in Richmond treat youth with respect and dignity.	42.9	43.4	44.3	43.5	46.1
Richmond police use force only when necessary.	47.6	34.0	52.7	53.0	42.7
Richmond police, when needing to use force, apply it appropriately.	45.6	35.8	53.9	48.7	38.2

Table 13: Overall Quality of Police Service by District

	All (N=471)	Central (N=53)	Northern (N=167)	Southern (N=115)	Other/Decline (N=89)
Excellent	19.3	15.1	22.2	27.0	12.4
Above Average	32.7	22.6	37.7	32.2	30.3
Average	31.8	43.4	29.3	28.7	41.6
Below Average	5.5	13.2	4.2	4.3	5.6
Poor	3.0	3.8	2.4	.9	4.5
N (% responding)	435 (92.4)	52 (98.1)	160 (95.8)	107 (93.0)	84 (94.4)

C: Summary and Analysis of Results from First Survey.

Enforcement Priorities

Of the 21 problem types in the survey, the majority of the respondents chose eight as “Very Important.” In rank order these were:

1. Rape/sexual assaults (82.4%)
2. Homicides (78.6%)
3. Assaults (70.1%)
4. Gang Activity (65.6%)
5. Robberies (64.5%)
5. Domestic Violence (64.5%)
7. Burglary—Residential (60.1%)
8. Drug Dealing (57.1%)

Police Visibility

Perceptions of police visibility were considerably higher for citywide presence versus neighborhood presence. Citywide, 22.9% of respondents viewed police presence as high, and 58.5% as medium. ON the neighborhood level, these numbers were 9.8% and 45.4%.

Fear of Victimization

The modal category for fear of becoming a victim of crime in one’s neighborhood was medium (47.35%), with 16.1% rating it high, and 33.3% low.

Interactions with Police

The percentage of respondents reported interactions with the Richmond Police during the previous 12 months was 13.2% for traffic issues, 29.7% for non-traffic situations as a victim or witness, and 8.3% as a perceived suspect.

The highest satisfaction levels for these three categories were victim/witnesses (62.2% very satisfied or satisfied). Next were those interacting in traffic scenarios (33.9%). 26.7% of perceived suspects reported satisfaction with their encounters.

Perceptions of Police Performance, Fairness, Community Relations, and Public Safety

The survey included 16 Likert Scale items about these dimensions. Below we show the rank order of these items by the percentage who strongly agreed or disagreed with the question, and also the mean of each item, as this statistic also takes into account distributions of the other three responses (neither disagree, disagree, or strongly disagree). Sample sizes for each question are in Table 4 above.

Table 14: Rank-Ordered Measures of Perceptions of Police and Safety

<u>Question</u>	<u>% SA / A</u>	<u>Mean</u>
I feel safe in my neighborhood (outside alone, day)	69.0 (1)	2.13 (1)
I trust the Richmond police officers	62.0 (2)	2.23 (2)
Officers in Richmond treat people with dignity and respect	58.8 (3)	2.26 (3)
Officers are effective in their attempts to develop positive relationships with residents, organizations, and community groups	57.3 (4)	2.31 (4)
The police department is effective in its response to crime	55.0 (5)	2.40 (6)
Richmond police are effective in their efforts to provide community education and outreach programs	53.1 (6)	2.38 (5)
Richmond Police Department addresses problems that are important to you	51.8 (7)	2.50 (13)

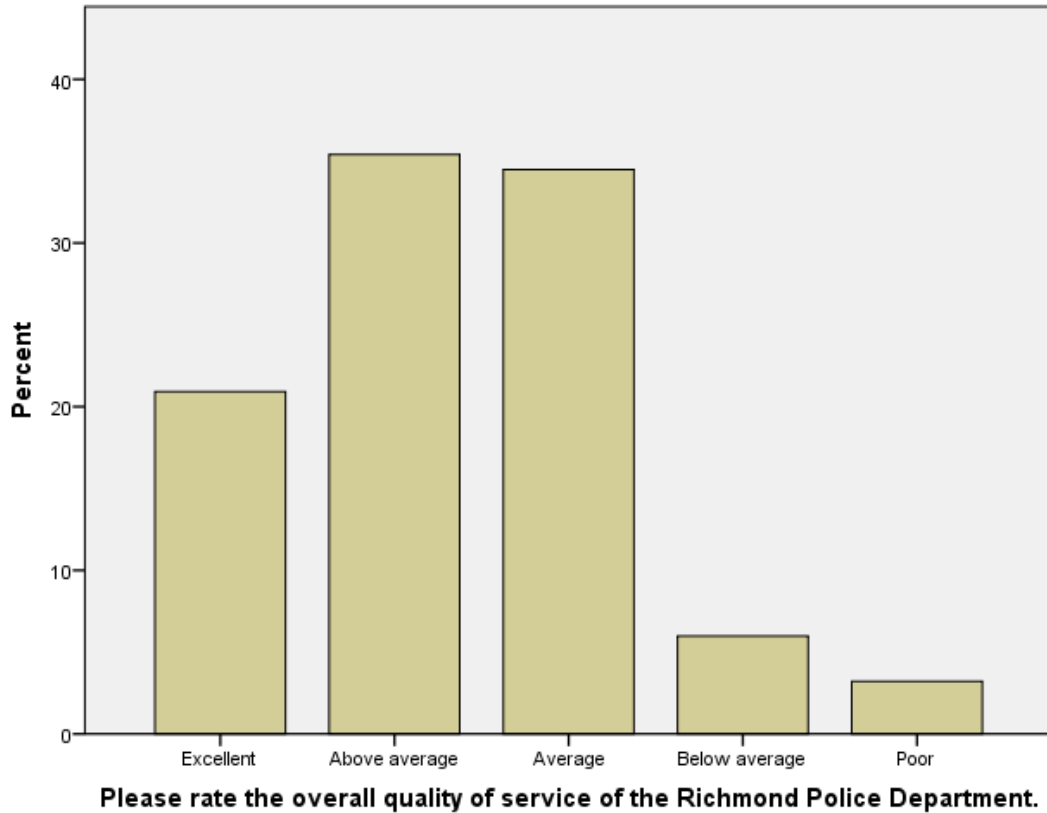
Richmond police officers and residents, overall, have a good relationship	51.4 (8)	2.46 (8)
The police regularly communicate with community members via technology (such as web site, Face book, Twitter, Instagram, and the mobile app).	50.5 (9)	2.42 (7)
Richmond police only use force when necessary	47.6 (10)	2.48 (10)
Richmond police, when needing to use force, apply it appropriately.	45.6 (11)	2.47 (9)
Officers in Richmond treat youth with respect and dignity	42.9 (12)	2.50 (13)
Officers in Richmond apply the law consistently regardless of gender.	42.5 (13)	2.48 (10)
Officers in Richmond apply the law consistently regardless of sexual orientation	41.8 (14)	2.49 (12)
Officer in Richmond apply the law consistently regardless of race	41.0 (15)	2.60 (15)
I feel safe if I am outside alone after dark	35.7 (16)	3.08 (16)

The rankings from the item means are generally comparable with those based on the percentage of respondents who strongly agree or agree with the statement, with one exception: whether the RPD addresses problems important to the respondent (ranked 13th by mean and 8th the other way). This is due to a distribution on this item skewed more toward strong sentiments otherwise (disagreement) by a larger proportion of respondents than the other items.

Overall, the majority of the respondents agreed with many of the items (9/16), with overall trust, police development of positive relationships and community outreach, and crime effectiveness faring well. Slightly less than the majority of respondents ranked use of force items positively. Respondents view police treatment of specific groups more negatively than overall treatment (young age, gender, race, and sexual orientation).

Overall Quality of Service

The above items addressed citizen perceptions of specific features of the Richmond Police Department's service. We also asked respondents to rate the overall quality of service provided, which represents a holistic measure of police service. The chart below presents the results:



Less than 10 percent of survey respondents viewed RPD service as below average (5.5%) or poor (3.0%), and 52 percent rated it excellent (19.3%) or above average (32.7%). The modal category was above average.

Effects of Respondent Demographics on Respondents' Perceptions of the Police

In section B above, we presented a breakdown of item responses by demographics of respondents. Ideally, because there are relationships between the various demographic features (e.g., higher percentages of certain races in different districts), we would use a sophisticated procedure to analyze these effects independently from each other in a multivariate analysis. However, for race and ethnicity, we followed the new U.S. Census approach, which is to treat Hispanic v. non-Hispanic separately from race, and most Hispanics in our sample did not declare a race. This complication bars us from using the multivariate procedure, so instead we report the basic effects using binomial logistic regression, examining the effect of each demographic variable on the item response (strongly agree and agree versus all other categories) one variable at a time. This allows us to report the bivariate relationships that are statistically significant. Social sciences researchers generally recognize that a significance level of less than .05 is modest, below .01 strong, and below .001 very strong. Thus, for each reported effect we will indicate the significance level with one asterisk ($* \leq .05$) two ($** \leq .01$) or three ($*** \leq .001$). All effects are reported as one category rating an item less or more positively than another category. For each set of comparisons, all cases that have missing data (undeclared) on either the dependent variable (perceptual item, such as police response to crime) or the demographic variable (such as race or district) are omitted from the procedure.

Gender: Females are compared to males. There are not enough respondents declaring “other” to include.

Race: Blacks are compared to whites, blacks are compared to other races, predominantly Asian and Pacific Islander (see Table 7), and whites are compared to other races.

Hispanic/Latino: Hispanics/Latinos are compared to non-Hispanics/Latinos.

Age: Those 26-55 and 56+ are compared to those who are less than or equal to 25. Those 26-55 are compared to those over 55.

District: Southern is compared to Central, Northern to Central, and Southern to Northern. (We exclude those living outside Richmond or in an undeclared neighborhood from this analysis).

Table 15: Effects of Respondent Demographics on Perceptions of the Police and Safety

<p><i>Overall Quality of Police Service</i></p> <p>Northern more positive than Central*</p> <p>Southern more positive than Central*</p> <p>Black less positive than white***</p> <p>Black less positive than other**</p> <p>Age 26-55 more positive than <=25**</p> <p>Age 56+ more positive than <=25***</p> <p>Age 56+ more positive than 2-55*</p> <p>Hispanic less positive than non-Hispanic***</p>	<p><i>PD effective in response to crime</i></p> <p>Northern more positive than Central***</p> <p>Southern more positive than Central***</p> <p>Black less positive than white***</p> <p>Black less positive than other*</p> <p>Age 26-55 more positive than <=25*</p> <p>Age 56+ more positive than <=25**</p> <p>Hispanic less positive than non-Hispanic**</p> <p>Female more positive than male**</p>	<p><i>PD addresses problems important to respondent</i></p> <p>Northern more positive than Central***</p> <p>Southern more positive than Central**</p> <p>Black less positive than white***</p> <p>Black less positive than other**</p> <p>Age 26-55 more positive than <=25**</p> <p>Age 56+ more positive than <=25***</p> <p>Hispanic less positive than non-Hispanic***</p>	<p><i>Richmond police officers and residents have a good relationship</i></p> <p>Northern more positive than Central**</p> <p>Southern more positive than Central***</p> <p>Black less positive than white***</p> <p>Other less positive than white*</p> <p>Black less positive than other*</p> <p>Age 26-55 more positive than <=25***</p> <p>Age 56+ more positive than <=25***</p> <p>Hispanic less positive than non-Hispanic***</p>
<p><i>Officers are effective in their attempts to develop positive relationships with residents, organizations, and community groups</i></p> <p>Northern more positive than Central**</p> <p>Southern more positive than Central***</p> <p>Black less positive than</p>	<p><i>Richmond police are effective in their efforts to provide community education and outreach programs</i></p> <p>Northern more positive than Central**</p> <p>Southern more positive than Central**</p> <p>Black less positive than</p>	<p><i>The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app.)</i></p> <p>Northern more positive than Central**</p> <p>Southern more positive than</p>	<p><i>Respondent feels safe in neighborhood outside alone during daylight</i></p> <p>Southern more positive than Central*</p> <p>Black less positive than white**</p> <p>Other less than positive than white*</p> <p>Age 26-55 more positive</p>

<p>white*** Other less positive than white* Black less positive than other** Age 26-55 more positive than <=25** Age 56+ more positive than <=25*** Hispanic less positive than non-Hispanic***</p>	<p>white*** Black less positive than other*</p>	<p>Central** Black less positive than white*** Other less than positive than white* Age 26-55 more positive than <=25*** Age 56+ more positive than <=25*** Hispanic less positive than non-Hispanic*** Female more positive than male*</p>	<p>than <=25*** Age 56+ more positive than <=25*** Hispanic less positive than non-Hispanic***</p>
<p><i>Respondent feels safe in neighborhood outside alone after dark</i></p> <p>Northern more positive than Central** Black less positive than white* Age 26-55 more positive than <=25*** Age 56+ more positive than <=25*** Hispanic less positive than non-Hispanic*** Female less positive than male*</p>	<p><i>Officers in Richmond treat people with dignity and respect</i></p> <p>Northern more positive than Central** Black less positive than white*** Black less positive than other*** Age 26-55 more positive than <=25** Age 56+ more positive than <=25*** Age 56+ more positive than 26-55* Hispanic less positive than non-Hispanic***</p>	<p><i>Respondent trusts the Richmond police officers</i></p> <p>Northern more positive than Central** Southern more positive than Central* Black less positive than white*** Black less than positive than other** Age 26-55 more positive than <=25*** Age 56+ more positive than <=25*** Hispanic less positive than non-Hispanic***</p>	<p><i>Officers in Richmond apply the law consistently regardless of gender</i></p> <p>Northern more positive than Central* Black less positive than white*** Black less positive than other* Female less positive than male*</p>
<p><i>Officers in Richmond apply the law consistently regardless of race.</i></p> <p>Northern more positive than Central** Black less positive than white*** Black less positive than other*** Female less positive than male*</p>	<p><i>Officers in Richmond apply the law consistently regardless of sexual orientation.</i></p> <p>Northern more positive than Central** Southern more positive than Central* Black less positive than white*** Black less than positive than other** Age 26-55 more positive than <=25* Hispanic less positive than non-Hispanic*</p>	<p><i>Officers in Richmond treat youth with respect and dignity</i></p> <p>Black less positive than white**</p>	<p><i>Richmond police use force only when necessary</i></p> <p>Northern more positive than Central* Southern more positive than Central* Black less positive than white*** Black less than positive than other*** Age 26-55 more positive than <=25* Age 56+ more positive than <=25* Hispanic less positive than non-Hispanic*</p> <p><i>Richmond police, when needing to use force, apply it appropriately</i></p> <p>Northern more positive than Central* Black less positive than white**</p>

			Black less than positive than other** Age 26-55 more positive than <=25*
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Looking across the perceptual items, we can identify some patterns:

- Blacks have more negative perceptions of police than whites in 16 of the 17 items, (and others for 13 of the 17 items).
- Other races are less positive than white on three items.
- Hispanics/Latinos are more negative than non-Hispanics on 12 of the 17 items.
- Females are more positive than males in two instances, and less positive in three.
- Northern district respondents were more positive than Central residents, in 15 of 17 instances, and Southern district respondents were more positive than Central 11 of 17.
- The items with the fewest statistically significant differences across demographic categories were education and outreach (4), treatment by race (4), gender (4), and youth (1). Those were also some of the items with the overall lowest level of agreement that police were performing well (See Table 14).

Part II. Initiative Activities

The Building Community Trust and Justice Initiative occurred over an eight-quarter period, beginning June 30, 2016, and running to June 29, 2018. Engagement activities were reported by the quarter. During the first two quarters (second half of 2016), the project spent much of the time setting up the infrastructure for the initiative, filling the positions of Case Manager and Police Review Authority, structuring the methods for accounting for the progress made over the course of the grant period, and organizing the logistics for the specific engagement activities. By the beginning of the third quarter (Jan 1, 2017), the first survey was being conducted. At the end of the eighth quarter (June 29, 2018), the second survey was in process. This section details the activities engaged in during quarters 3 and 8, since these occur between the implementation of the two surveys.

We structure this section in the following fashion. There are three goals and associated objectives discussed in detail in Part I; for each quarter we describe progress toward these goals. Initiative personnel also responded to the following program-specific questions on a quarterly basis: “What were some key takeaways from the quarterly meetings between police and community leaders?”; “Please provide an update to the ongoing collaboration between Richmond Police Department and RYSE (Richmond Youth Center); and “Provide an update on SRO (School Resource Officers) activities during the quarter.” In this section, for each of these five topics, we will summarize activity by quarter. Quarters 7 and 8 are combined, as the initial grant administrator retired in April 2018, and it took a little time for the new administrator to settle into the role.

Initiative personnel also gathered systematically by quarter quantitative data in ten areas. We will report these in one table at the conclusion of this section.

A. Goal: Create safer neighborhoods by strengthening trusting relationships between law enforcement and the community.

- Objectives:*
- 1. Expand, enhance, and evaluate police engagement activities in the community.*
 - 2. Evaluate community opinions of the RPD through a community survey and other information gathering.*

The information provided below corresponds to Objective 1. The report covers Objective 2 throughout, as it communicates the results of the two waves of the survey.

Quarter 3

Officers attended 85 neighborhood council meetings where they discussed the crime and quality of life issues with the community directly related to that particular neighborhood. In the first month of the year (January) due to the annual patrol sign-ups, new officers and supervisors attended their respective meetings introducing themselves to the community. Crime statistics were provided, and follow-ups to previous concerns were addressed. Officers attended nine business association meetings where they talked to the business owners and community organizers about their concerns and upcoming local

events. Officers conducted 27 Pound the Beat activities, where officers walked through neighborhoods knocking on doors and talking to residents and passing out information about crime activity in their area. There was one Coffee with a Cop event completed during this quarter.

The department ensured that its social media and electronic communications, including the Richmond Police Department website, Facebook, Twitter, Neighborhood Council blogs, Police Department application, and the Next Door application, were all being used appropriately.

Quarter 4

Richmond officers attended 73 neighborhood Council meetings. These meetings occurred in different Richmond neighborhoods, at which participants bring to light and discuss crime issues and quality-of-life concerns. During these meetings, officers covered crime statistics from the crime analysis unit specific to that neighborhood, other broader crime issues citywide, and neighborhood quality-of-life concerns like graffiti, illegal dumping, and abandoned vehicles. Officers attended nine business meetings including the point Richmond business community, 23rd St. Merchants Association, and the Richmond Main Street Initiative meetings. RPD is a founding member of Richmond Cease-Fire, and attends weekly meetings with the cease-fire working group made up of community stakeholders, community-based organizations, clergy, and other law enforcement agencies. There were 27 Pound the Beat activities in the nine patrol beats. These activities included officers on foot knocking on doors in specific neighborhoods talking about crime and quality-of-life issues specific to that neighborhood. Other community events attended this quarter included two coffee with a cop events, two community Easter egg hunts, Richmond Young Scholarship Reception, Charge into Summer YMCA Event, Cinco de Mayo festival, Juneteenth Festival, and the Barrett Terrace apartment's health fair.

Quarter 5

Richmond officers attended 69 neighborhood Council meetings at 26 different neighborhood councils. Officers attended 9 business meetings. There were 27 Pound the Beat activities in the nine patrol beats. Other community events attended this quarter included four "Coffee with a Cop" events, three Monterey Pines Apartment complex life skills –town hall meetings, eight events in North Richmond, three events on 23rd Street, and National Night Out, where over 40 officers (including command staff) attended 22 different community events during the evening.

Quarter 6

Officers attended 65 neighborhood Council meetings at 26 different neighborhood councils. Officers attended 12 business meetings including the point Richmond business community, 23rd St. merchants Association, the Stores at Hilltop, and the Richmond Main Street Initiative meetings. There were 27 Pound the Beat activities in the nine patrol beats. Other community events attended this quarter included two coffee with a cop events, four Monterey Pines apartment complex life skills –town hall meetings, San Marcos Neighborhood Halloween event, Hilltop Mall Halloween, Trick or Treat on 23rd Street, Coffee and Cars at Hilltop Mall, 23rd Street Merchants Watch Holiday Event, Sante Fe

Neighborhood Council “Hug a Bear” bear giveaway, Breakfast with Santa, Shop with a Cop, Food and Toy drive/giveaway, Hilltop Community Church Christmas giveaway.

The department’s social media and electronic communications team was expanded to include three additional personnel, who monitor and post on the departments website, Facebook, twitter, neighborhood Council blogs, Police Department app, and the Next Door app.

Quarters 7 and 8

Richmond officers attended 69 Neighborhood Council meetings at 27 different neighborhood councils. Officers attended 12 business association meetings. There were 27 Pound the Beat activities in the nine patrol beats. Auto burglary and theft, as well as robbery was the focus during this period. Other community events attended this quarter included Boba with a Cop events, four Monterey Pines Apartment complex life skills -town hall meetings, a Town Hall meeting in Central Richmond, two *Save our Sons* Events, a Foster Care Summit, and several different neighborhood Easter events.

B. Goal: Increase positive police policies, training, and civilian oversight.

Objectives:

- 1. Review current policies and develop new policies and practices that lead to fair and transparent actions between the police and the community.*
- 2. Review effects of RPD policies and practices through the position of the Police Review Authority.*

Background (from first two planning quarters)

The Richmond Police Department provided polices on Use of Force and the Office of Professional Accountability to the Richmond Cease-Fire Working Group. The Police Review Authority manages the Cease-Fire Working Group, establishing community contacts, creating the framework for town hall meetings, developing resources for the CWG, and planning the calendar for town hall meetings. The Case Manager conducts follow-up with cease-fire participants and their families, gun violence victims and their families, coordinating and directing them to services, leading the Rapid Response Team, participating in weekly night walks, and hosting other events like the Healing Circles.

Quarter 3

The Police Department purchased new Conducted Energy Devices (Tasers) and portable Audio/Video Recording Devices (body cameras) and updated policies associated to them for better oversight. Those policies include:

- RPD Policy Manual Section 702: Personal Communication Devices
- RPD Policy Manual Section 309: Conducted Energy Devices (CED (Tasers))
- RPD Policy Manual Section 450: Portable Audio Video Recording Devices (body cameras)

Additionally, the Department has amended the following section:

RPD Policy Manual Section 453: Probationary Review Board. This policy section revision amends the personnel on the board for better trainee oversight.

The police review authority had the opportunity to review RPD's Use of Force and Office of Professional Accountability complaint policies. After a thorough review, no recommendations were made. The police review authority met with the Chief of Police, having ongoing dialogue about community relations and events, community concerns, and current topics of discussion.

Additionally, the Police Review Authority became a trainer for principled policing. He became part of the board for the orientation of new officers in the area of the Richmond cease-fire.

Quarter 4

There was only one procedural review for this quarter, which involved recent case law on impounding vehicles for a 30-day hold. New requirements and restrictions were added.

No new officers were hired during this quarter for there to be a cease-fire orientation, or principled policing training. There was department-wide principled policing training, which 139 sworn officers attended.

Quarter 5

The review from Quarter 4, involving vehicle impounding, was continued.

There were no policy amendments for the Police Review Authority to review. Two new officers hired this quarter attended the cease-fire orientation and procedural justice/principled policing training.

Quarter 6

There were four training bulletins disseminated this quarter. They were:

- Interrogation of juveniles (new state law).
- Trespassing Letters for owners.
- Impound drop fee procedure.
- Miranda re-interview procedure.

There were no policy amendments for the Police Review Authority to review. Five new officers hired this quarter attended the cease-fire orientation and procedural justice/principled policing training. The Police Review Authority continued to manage the cease-fire working group. This involved the coordination of the call-ins, town Hall meetings, night walks, community events, and rapid response.

Quarters 7 and 8

There was no policy development for this quarter, and no policy amendments for the Police Review Authority to review. One new officer hired this quarter attended the cease-fire orientation and procedural justice/principled policing training.

C. Goal: Increase community involvement through continued strengthening of the Ceasefire program.

Objectives:

- 1. Increase the effectiveness of the Ceasefire program through additional staff support and activities.*
- 2. Expand Richmond Ceasefire activities through additional support and activities.*

Quarter 3

The Police Review Authority chaired the cease-fire meetings and created the agenda. He scheduled the cease-fire call-ins, attending and participating in them as well. He scheduled the Town Hall meetings, was instrumental in distributing the community police relations survey (at local high schools), which includes securing locations through contract, coordinating the logistical needs, creating and publishing the informational flyer, and conducting community outreach about the events. He created a network and the faith-based community, service providers, community stakeholders and leaders, and other resources for the cease-fire group.

The Case Manager continued to conduct follow-up with cease-fire participants and their families, gun violence victims and their families, coordinating and directing them to services, leading our Rapid Response Team, and hosting other community events like the Healing Circles. The case manager began attending parole PAC meetings, and contacted five parolees during this rating period. Through the rapid response and healing circles, she organized a vigil for a shooting victim and conducted outreach with the victims' families. She created consent-to-service forms, approved by the probation department, so that she could begin receiving information of a confidential nature from target-list probationers in an effort to better service them.

Development of the cease-fire website also began. This website will be a one-stop location for a calendar of cease-fire activities and events, service providers, mental health and dependency outreach, and other resources as developed. The working group was instrumental in the design of this website, and the civilian review authority made implementation possible.

The PRA communicated the cease-fire message during presentations at local schools such as De Anza high school, the Greenwood Academy and leadership Academy, Pogo Park, Easter Hill United Methodist Church, The Latina Center, Contra Costa Mental Health Commission, Universal Unitarian Church, Iron Triangle Neighborhood Council, and the Laurel Park Neighborhood Council. He developed resources with the Contra Costa County Juvenile Hall and hosted Empowerment Workshops.

The Healing Circles met on a weekly basis and received sponsorship from Richmond Kaiser. Richmond Kaiser provided a meeting location as well as volunteering mental health professionals to assist members of the group. This quarter the healing circles have serviced 78 people.

There were 13 night walks held, with participants between 7 and 25 people on each walk. The night walks occurred in areas where gun violence has affected the community, and local community churches frequently hosted them.

During this quarter, the Men and Women of Purpose visited the local jail facilities on nine occasions, conducting mentoring on life skills and personal issues.

Quarter 4

The Cease-Fire Rapid Response dealt with a critical incident involving a shooting. Officers responded to the scene in an effort to comfort family members and friends of the victim, help establish calm at the scene, communicate concerns with unseen RPD personnel, and establish a rapport for future follow-up. They would stay in contact with the victim's family, helping to arrange (as necessary) follow up by victims of violent crime representatives, and funeral services.

Cease-Fire partners with the Safe Return Program (who deal specifically with formerly incarcerated people), with the Collective Impact Leadership Institute, Men and Women of Purpose (who work with those incarcerated in the jails), and CCISCO (Contra Costa County Interfaith Supporting Community Organizations) who fight injustice in the system.

Quarter 5

The Case Manager continued to work her caseload of call-in participants for outreach, and outreach to their families. She currently has five call-in participants on her caseload, and she coordinated job readiness and training, transportation to work, and facilitated employment. She continued to reach out to the call-in participants who have not engaged in services.

Cease-fire support activities continued to prosper. The Civilian Review Authority led the cease-fire meetings by preparing the agenda, chairing the meetings, coordinating resources, planning and participating in call-ins, planning and conducting town hall meetings, coordinating with businesses, clergy, jails and juvenile Hall, schools, and other available resources.

In August, along with the Case Manager, the Civilian Review Authority partnered with a cease-fire success story, Marcus Byrd, and held a school supply/backpack giveaway at the Shields Reed Park in North Richmond, providing over 200 backpacks full of school supplies. This event included a free barbecue, along with community resources, a jumper for the children, and music.

The Cease-Fire Case Manager continued the follow-up with cease-fire participants from both the traditional and nontraditional call-ins. She also met with probation officers and supervisors to introduce them to the resources available through cease-fire. She continued to conduct home visits, face-to-face

meetings, and phone contacts of cease-fire participants and those on the target list. The Case Manager attended the citywide walk in July, met with three churches for outreach for the night walks, and hosted a booth at the Richmond Art and Soul Festival. Cease-Fire Working Group Member, Cordell Stewart, attended all of the Richmond Neighborhood Council meetings, giving presentations on cease-fire.

Quarter 6

The Case Manager added two new call-in participants to her caseload. One of her participants moved into unsupervised probation. During this reporting quarter, the Police Review Authority participated in one Contra Costa County Racial Justice Task Force meeting, attended the Save our Sons event, Town Hall discussion, non-traditional call-ins, and hosted a town hall meeting to meet the new Contra Costa County District Attorney, former judge Diana Becton. He has also continued the monthly Monterey Pines Life Skills training which is held monthly at one of Richmond's highest crime apartment complexes, the Monterey Pines (formerly known as the Manor).

The Cease-Fire Case Manager collaborated with Probation, the Bethlehem Missionary Baptist Church, and Bay Area Rescue Mission to provide Thanksgiving baskets and Christmas gifts for 25 families associated with her case management and Rapid Response.

Quarters 7 and 8

The Case Manager continued to work her caseload of call-in participants for outreach, and outreach to their families. She worked with three call-in participants on her caseload during this rating period where she coordinated job readiness and training, and mentoring. She continued to reach out to the call-in participants who have not engaged in services.

The Civilian Review Authority participated in the Save our Sons event, Town Hall discussion, call-ins, and Real Talk town hall groups.

The Cease-Fire Case Manager continued to conduct home visits, face-to-face meetings, and phone contacts of cease-fire participants and those on the target list. The Case Manager participated in Contra Costa FLOW training orientation, Re-entry center trauma-informed training and a social justice training. She continued her work with the Ya-Neema Healing Circles group hosting six support sessions for the victims of violent crime and their families and loved ones.

D: What were some key takeaways from the quarterly meetings between police and community leaders?

Quarter 3

The takeaways consistently focused on police accountability, procedural justice, and conversations around the national attention to law enforcement activity. With police accountability, community stakeholders are interested in seeing officers becoming more involved with non-police interactions in the community. We implemented some of these recommendations, such as increasing officer presence

at community events in a non-traditional manner, and involving other community members and events such as Coffee with a Cop.

Concern was been raised from the community about the increase of ICE raids and possible police involvement with Customs and Immigration. The chief of police and command staff members addressed numerous community meetings concerning these topics.

Quarters 4

As with the last town Hall meeting on April 4, 2017, the takeaways were consistent around police accountability, procedural justice, and law enforcement use of force. This Town Hall meeting was specific for the Hispanic community; however, members of this community expressed the same issues as the general population. For this Town Hall meeting, there was the additional concern of cooperation with ICE by local law enforcement. RPD clearly explained the city sanctuary and departmental policy, and the audience seemed to understand it well.

Quarter 5-8

The new meetings at the Monterey Pines Apartments helped to shed some light into relationship building among this group of at risk youth focusing on mentoring, life skills, accountability and responsiveness.

E: Collaboration with Richmond Police Department and Richmond Youth Center (RYSE)

Quarter 3

Three-hundred and twenty-eight young people have accessed RYSE at least once during this reporting period, with an average daily attendance of 60-70. A hundred and five young people signed up as new members during the reporting period. Through the department's points of entry in engaging young people experiencing acute harm and vulnerability (lethal, injury, physical violence, sexual violence, imminent threat of physical violence to self and/or by others, sexual exploitation/human trafficking, contact with criminal systems), RPD engaged 67 young people in intensive tailored supports, including case management, mentoring, therapy, stabilization and/or triage with health, home, school, employment and victims of crime application.

RYSE continued to work with RPO to support the stabilization of young people experiencing lethal injury (through RYSE Restorative Pathways Project - R2P2). This included support with incident information, police report numbers, temporary emergency lodging, appeal letters to Victims of Crime, and support to mitigate the lack of and delayed response from Victims of Crime.

Quarter 4

Approximately 100 new members and 450 young people overall accessed RYSE AT LEAST once during this reporting period. We continued to provide programming and activities across areas of community

health, education and justice, media, art, and culture, and youth leadership and organizing. A full list and schedule of programming is available on the department's website.

The department engaged at least 32 young people in tailored supports, including intensive case management, mentoring, therapy, stabilization and/or triage with health, home, school, employment and victims of crime application.

RYSE Restorative Pathways Project

RYSE conducted the Restorative Pathways Program Impact Survey, which asked participants to indicate whether they agreed on the following outcome measures:

- RYSE has helped me know more about my rights and choices when navigating public systems (such as health, education, juvenile justice, foster care immigration, and law enforcement)
- RYSE has helped me feel that it is okay and positive to be in programs or services that support my mental health.
- RYSE has helped me feel that it is okay and positive to be in programs or services that support my mental health.
- RYSE has helped me to be able to make myself more vulnerable and confront my pain head on.
- I learned something during R2P2
- I will be able to use what I learned in R2P2

Youth Justice Initiative

RYSE has been an integral planning and implementation partner in the County's Youth Justice Initiative steering committee and reentry pilot (launched March 2016). The goal of the reentry pilot is to improve the pre-release and reentry process for young people through a holistic approach to meet their needs, support their relationships, and engage their interests. Additionally, the group of traditional and non-traditional stakeholders work collaboratively to critique and push the Contra Costa justice system in a direction that is more trauma-informed putting the needs of young people and their family first.

Quarters 5 and 6

Three-hundred and sixteen youth accessed RYSE at least once during this reporting period, and 110 young people signed up as new members during the reporting period. Their fall 2017 Program Impact Surveys reported consistent findings that members experience RYSE's programs as a safe environment to learn, connect with peers and adults, try out new things, and contribute. Notably, 98 percent of members indicated that they learned something new and 96 percent indicated that they will be able to share with their friends and family or will allow them to contribute positively to their community. Ninety-seven percent indicated that they had opportunities to share their ideas and hear from other participants and 98 percent felt that staff was responsive to youth participants. The consistency across departments and across programs demonstrates the impact and aim of the integrative model –

seamless programming with multiple points of entry and engagement – drop in, open and ongoing, structured, and cohort-based. At least 40 young people were engaged in intensive tailored supports.

Quarters 7 and 8

Three hundred and fifty youth accessed RYSE at least once during this reporting period, and 160 signed up as new members. Seventy-seven youth were engaged in intensive tailored supports.

F: School Resource Officers

Quarters 3 and 4

The seven Richmond Police Department's School Resource Officers (SRO's) are assigned to the city's four high schools and the middle school. A full-time police sergeant supervises them. Their presence is to deter crime and to promote a safe learning environment. During this quarter, SROs regularly engaged in the following activities:

- Student mentoring (academic, personal, and relationship issues)
- Conflict resolution (academic and personal life)
- Facilitate restorative justice meetings with rival gang factions
- Home visitations with school district administrators
- Probation searches to hold child probationers accountable
- Daytime curfew enforcement and follow-up programs
- Held students accountable for violations of state law
- Provide security at school sanctioned sporting events
- Facilitate police department's Explorer program (local events, state competitions, and bi-monthly training)
- 8th Richmond Police Activities League (RPAL) annual Shop with a Cop program
- Community events such as the Greenwood Academy police v firefighter's charity basketball game
- Facilitate county-wide training programs (Engaging the Teenage Mind)
- Active shooter training
- Provide best practices training for school district personnel
- After school program facilitation and leadership

In addition to the aforementioned ongoing activities, SRO's and their supervisor regularly met with staff and administrators from the West Contra Costa Unified School District Board to collaborate on best safety practices for staff and students throughout the district.

Quarter 5

School resource officers worked in the schools until school let out for the summer. Throughout the summer break, SROs actively engaged with the at-risk students. The criteria used to pick students to engage included period absences during the school year, or the students referred by the Student Absentee Review Board. The goal of this program was to build a relationship with the truant students

and improve their behavior/conduct/attendance during the next school year. Over the summer, the SROs contacted over 42 students. Many of the attempts resulted in positive contacts; however, some of the attempts ended with the SROs being unable to engage the students.

Some of the contacts included the following:

One student had 279 period absences for the school year. The SROs met with the student and his mother working on issues impacting his attendance such as phone/social media distractions.

One student had 230 period absences for the school year. A home visit by SROs revealed that the student had health issues that resulted in his missed class time. The mother did not understand how to navigate the absentee reporting for the school correctly and the student was listed as unexcused. The student has since attended summer school and completed the coursework successfully.

One student had 296 period absences for the school year. The student was not attending school because of a fear of fighting. After the student received counseling, she was transferred to a different high school for safety reasons.

One student had 228 period absences for the school year. The home visits with the student and his mother revealed he had a problem focusing his attention. The student was referred to counseling and an assessment center for screening. The student is enthusiastic about the upcoming school year.

One student had 234 period absences for the school year. The SROs conducted a home visit, involving her entire family, and learned that the student was afraid to attend her high school because of peer conflict and poor conflict management skills. SROs referred her to counseling, and were hopeful about the upcoming school year.

Three homeless students were contacted and provided services for housing (with family or friends) for the upcoming school year.

Quarter 6

School Resource Officers engaged the at-risk youth on a regular basis. One particular incident of note: RPD dispatch informed officers in the area of De Anza High School of a possible shooting, near the Zebra restaurant. RPD dispatch told officers a reporting party was calling to report seeing three juveniles running from behind the Zebra restaurant after hearing a shot. The responding SRO searched the area for the juveniles and casings. No juveniles or casings were located. No witnesses were located either. The student then contacted the SRO, wanting to report two fellow students had burglarized his home and stolen three firearms. This student said these students always had photographs of themselves on Instagram with firearms and he was fearful of them. The SRO told staff to be on the lookout for both students suspected of stealing these firearms and the next day the Assistant Principal confiscated the backpack of one of the students and a loaded handgun was located along with eight bullets from inside his pants pocket.

SROs met with principal and staff, beat officers, mediated fights and student conflict, made drug-related and other arrests, mentored at-risk kids, executed curfew contacts, and performed home visits, returning students to campus.

Quarters 7 and 8

SROs continued engaging in their varied functions. Additionally, an SRO was able to piece together a residential burglary involving at least three local high school students, author search warrants and make arrests through his continued engagement with students.

Quantified Data from Part II

RPD gathered certain data from Part II of this report in a consistent fashion. Table 16 below shows the tallies

Table 16: Quantified Quarterly Activity Data

Data Category	Q3	Q4	Q5	Q6	Q7-8	Total
How many community leaders attended the quarterly meetings with RPD?	0	11	7	11	8	37
How many non-enforcement activities did the RPD take?	123	166	134	127	154	704
How many officers received T3 (Tact, Tactics, and Trust) training?	8	0	0	0	0	8
How many officers reported the T3 training was effective?	8	0	0	0	0	8
How many officers received Fair and Impartial Policing training?	8	139	0	0	4	151
How many officers reported Fair and Impartial Policing was effective?	8	139	0	0	4	151
How many officers reported Procedural Justice Training?	8	0	2	5	4	19
How many officers reported the Procedural Justice training was effective?	8	0	2	5	4	19
How many incidents of using mediation to resolve minor complaints of police conduct occurred?	7	0	0	1	2	10

How many civilian foot patrols occurred in high-crime neighborhoods?	13	13	13	13	11	53
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Part III. Pre-Post Survey Results

Methods

The second survey ran from June to September of 2018. The timing was a little different than originally expected, because we needed to sample in a manner consistent with the first round. When second survey was ready, school was almost over, and given our need to sample youth (as with Wave 1) we extended the survey into the next school year (September).

The second survey was considerably shorter than the first. We had extensive feedback from participants from the first wave that the survey took too long to complete. Thus, the second survey focused solely on the perceptual measures of police, and respondent demographics. There was only a small proportion of respondents reporting interactions with police, and these questions were time consuming, so we dropped them. We also excluded the lengthy list of police priorities from the first survey, as this gave us an idea of what respondents were concerned about, but is unlikely to change much from year to year, and does not directly address attitudes toward the police.

The sampling procedures for this survey were the similar to the first one (see first section of Part I above). Nonetheless, there are differences in the demographics of the respondents, as is natural when conducting two surveys during different periods (when not using the same group of respondents each time). This makes it difficult to compare overall results from time 1 and time 2. For example, in the first survey, youth under 25 perceived the police much more negatively than the other age groups. In the second survey, many more youth participated. Thus, this response discrepancy will downwardly bias the sample-wide measures for the second wave. This means that the most meaningful pre-post comparisons will examine measures using specific demographic groups.

471 individuals responded to Wave 1 and 539 to Wave 2.

This survey (unlike the last one) did allow for multiple-race responses. However, only 15 out of 539 respondents checked multiple boxes, so this should not significantly affect any pre-post comparisons.

Demographic Comparisons

Table 16 compares percentages of each demographic (age, gender, Hispanic/Latino, race, and district) for Wave 1 and Wave 2.

Table 16: Respondent Demographics Wave 1 vs. Wave 2

Age Group	Wave 1 % (of N=471). Valid N=456).	Wave 2% (of N=539). Valid N=529).
<18	23.8	31.4
18-25	6.6	3.0
26-35	5.1	5.2
36-45	8.9	8.7
46-55	12.3	10.9
56-65	18.3	17.3
>65	21.9	21.7

Gender	Wave 1 % (Valid N=451)	Wave 2 % (Valid N=526)
Male	30.8	34.5
Female	63.9	62.3
Other	1.1	.7

Hispanic/Latino	Wave 1% (Valid N=441)	Wave 2 % (Valid N=519)
No	62.8	60.5
Yes	30.8	35.8

Race	Wave 1% (Valid N=338) This table includes “declined to state” since missing data is so prevalent.	Wave 2% (Valid N=369) 15 multiple race cases are include in all categories.
American Indian or Alaskan Native	1.5	3.2
Asian or Pacific Islander	7.2	6.7
Black or African American	18.3	12.1
Native Hawaiian or other Pacific Islander	.6	.7
White	44.2	51.0
Declined to state	28.2	31.5

District	Wave 1% (Valid N=424)	Wave 2% (Valid N=526)
Central	11.3	13.2
Northern	35.5	51.2
Southern	24.4	23.7
Outside of Richmond or an unspecified neighborhood in Richmond	18.9	11.9

In general, demographics matched fairly evenly across samples. The following are exceptions: (1) the percentage of under-18-year-olds increased from 23.8 to 31.4 (however, the percentage of youth up to 25 only rose from 30.4 to 34.4); (2) percent Hispanic or Latino rose from 30.8 to 35.8; (3) the percentage of blacks fell from 18.3 to 12.1, and whites rose from 44.2 to 51; and (4) fewer respondents failed to respond to the neighborhood question; Northern district respondents ascended from 35.5 to 51.2 and percentage of outsiders or unspecified neighborhoods descended from 18.9 to 11.9.

Comparisons of Perceptions of Richmond Police, Wave 2 vs 1, All Respondents

Table 17 shows the mean and percentage “strongly agree” or “agree” for all items from Table 4. However, as noted above, the caveat with making these comparisons is that the survey response rates varied somewhat across demographic categories, so in the next section we will also compare over time but within groups.

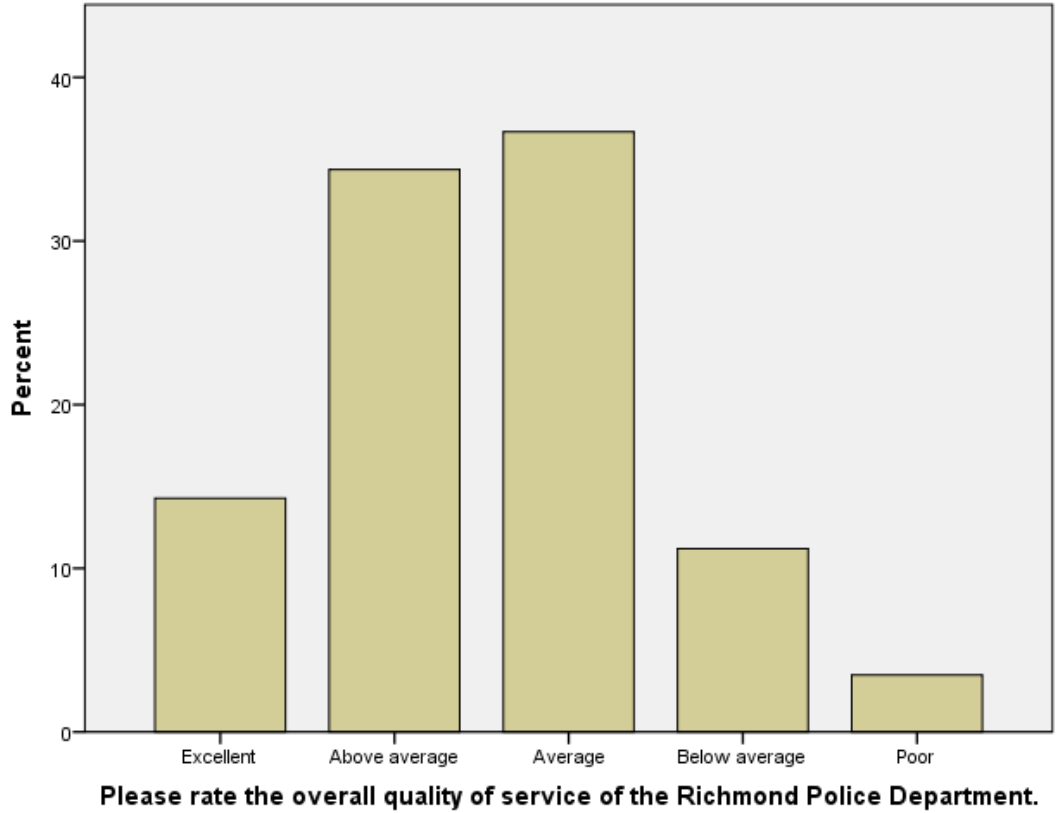
Table 17: Wave 1 vs. Wave 2 Comparisons for All Respondents

Question	Wave 1 % Strongly Agree or Agree on All Valid Responses	Wave 2	Wave 1 Mean (1=Strongly agree, 5=Strongly disagree)	Wave 2
The Police Department is effective in its response to crime.	55.0 (N=454)	44.0 (N=534)	2.40	2.66
Richmond police officers and residents, overall, have a good relationship.	51.4 (456)	50.1 (532)	2.46	2.55
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	57.3 (455)	52.5 (534)	2.31	2.44
Richmond police are effective in their efforts to provide community education and outreach programs.	53.1 (450)	51.2 (533)	2.38	2.45
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	50.5 (452)	54.7 (532)	2.42	2.45
I feel safe in my neighborhood if I am outside alone during daylight.	69.0 (454)	67.9 (527)	2.13	2.18

I feel safe in my neighborhood if I am outside alone after dark.	35.7 (458)	37.3 (533)	3.08	3.11
Officers in Richmond treat people with dignity and respect.	58.8 (454)	56.0 (532)	2.26	2.36
I trust the Richmond police officers.	62.0 (455)	57.9 (533)	2.23	2.36
Officers in Richmond apply the law consistently regardless of gender.	42.5 (449)	40.4 (529)	2.48	2.54
Officers in Richmond apply the law consistently regardless of race.	41.0 (454)	34.7 (530)	2.60	2.70
Officers in Richmond apply the law consistently regardless of sexual orientation.	41.8 (451)	36.0 (194)	2.49	2.62
Officers in Richmond treat youth with respect and dignity.	42.9 (452)	39.9 (530)	2.50	2.58
Richmond police use force only when necessary.	47.6(451)	45.3 (528)	2.48	2.52
Richmond police, when needing to use force, apply it appropriately.	45.6 (448)	40.3 (528)	2.47	2.57

We do not report the significance test for the differences in effects in Table 17, because none is appropriate for this data. Samples are not paired, nor are they independent (some from wave 2 may have responded to wave 1). The results shows generally that perceptions of police were poorer in the second wave when considering all respondents. The categories showing more significant drops were effectiveness in response to crime (-11%), applying law consistently regardless of race (-6.3%) and sexual orientation (-5.8%) and applying force appropriately when necessary (-5.3%). There was an increase in perceptions that the police regularly communicate with technology (+4.2%).

The chart below presents the respondents' perceived overall quality of police service in Wave 2.



	Wave 1	Wave 2
Excellent	19.3%	13.7%
Above Average	32.7%	33.0%
Average	31.8%	35.3%
Below Average	5.5%	10.8%
Poor	3.0%	3.3%

Overall, more respondents reported a slightly higher quality of police service in Wave 1, as indicated by fewer “excellent “ ratings and more “below average” and “average” ratings.

Comparisons of Perceptions of Richmond Police, Wave 2 vs 1, Within Demographic Categories

In this section, we repeat the analyses performed immediately prior (using percent strongly agree or agree), but taking into account each of the primary demographic categories: age, gender, Hispanic/Latino status, race, and district. For valid sample sizes, refer to previous tables in Part I and at the beginning of Part III.

Table 18: Comparisons of Perceptions, Wave 2 vs 1, for Age Groups

Question	Wave 1 %<=25 Max N=143	Wave 2 <=25 Max N=185	Wave 1 26-55 Max N=124	Wave 2 26-55 Max N=134	Wave 1 56+ Max N=189	Wave 2 56+ Max N=210
The Police Department is effective in its response to crime.	44.1	33.0 (-11.1)	58.1	47.0 (-11.1)	61.9	53.3 (-8.6)
Richmond police officers and residents, overall, have a good relationship.	28.7	21.1 (-7.6)	58.1	53.7 (-4.4)	65.1	74.3 (+9.2)
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	41.3	23.2 (-18.1)	59.7	61.2 (+1.5)	69.3	73.8 (+4.5)
Richmond police are effective in their efforts to provide community education and outreach programs.	50.3	30.3 (-20)	51.6	56.7 (+5.1)	57.7	68.1 (+10.4)
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	23.1	14.6 (-8.5)	69.4	77.0 (+7.6)	61.4	77.6 (+16.2)
I feel safe in my neighborhood if I am outside alone during daylight.	51.0	49.7 (-1.3)	79.0	77.6 (-1.4)	78.8	79.5 (+.7)
I feel safe in my neighborhood if I am outside alone after dark.	17.5	30.3 (+12.8)	44.4	38.8 (-5.6)	45.0	43.8 (-1.2)
Officers in Richmond treat people with dignity and respect.	41.3	25.9 (-15.4)	61.3	64.9 (+3.6)	72.0	78.6 (+6.6)
I trust the Richmond police officers.	39.2	29.7 (-9.5)	71.8	67.2 (-4.6)	74.6	79.0 (+4.4)
Officers in Richmond apply the law consistently regardless of gender.	37.1	33.0 (-4.1)	47.6	47.8 (+.2)	45.5	44.3 (-1.2)

Officers in Richmond apply the law consistently regardless of race.	33.6	23.2 (-10.4)	46.8	41.8 (-5.0)	44.4	41.4 (-3.0)
Officers in Richmond apply the law consistently regardless of sexual orientation.	35.0	28.6 (-6.4)	50.0	43.3 (-6.7)	42.9	39.0 (-3.9)
Officers in Richmond treat youth with respect and dignity.	39.2	33.0 (-6.2)	46.8	47.0 (+.2)	43.9	43.5 (-.4)
Richmond police use force only when necessary.	37.1	27.6 (-9.5)	52.4	58.2 (-5.8)	54.5	53.8 (-.7)
Richmond police, when needing to use force, apply it appropriately.	39.9	23.8 (-16.1)	52.4	53.0 (+.6)	47.1	48.1 (+1.0)

The age group showing the most decline between Waves 1 and 2 is under-25-year-olds. The most notable items are “police are effective in efforts to provide community education and outreach programs” (-20%), “RPD applies force appropriately” (-16.1%), “officers are effective in their attempts to develop positive relationships with residents, organizations and community groups” (-18.1%) and “officers treat people with dignity and respect” (-15.4%). This age group’s respondents did report feeling safer in their neighborhood if outside alone after dark (+12.8%).

The middle age group (26-55) reported some declines, most notably “effective in its response to crime” (-11.1%), “apply the law consistently regardless of sexual orientation” (-6.4%), and “I feel safe in my neighborhood if am outside alone after dark” (-5.6%) and “police use force only when necessary” (-5.8%), but also reported several increases in positive perceptions, such as “officers are effective in their attempts to provide community education and outreach programs” (5.1%), and “police regularly communicate with community members via technology...” (+7.6%).

The eldest group (56+) reported the most gains in positive perceptions of any age group: e.g., “good relationship” (+9.2%), “effective in efforts to provide community education and outreach programs” (+10.4%), and “regularly communicate with community members through technology...” (+16.2%). The biggest decline was “effective in its response to crime” (-8.6%).

Overall Quality of Police Service by Age Groups

Youth reported 34.3% high quality service (excellent and above average) in Wave 1 and 54.9% in Wave 2; 26-55 year-olds reported 54.9% and 53.0%, and the 56-and-over category increased slightly from 67.2% to 68.6%.

Table 19: Comparisons of Perceptions, Wave 2 vs 1, for Females vs. Males

Respondents reporting “other” as their gender are not included in this analysis, because they number only four.

Question	Wave 1 % Females Max N=301	Wave 2 Females Max N=336	Wave 1 Males Max N=145	Wave 2 Males Max N=186
The Police Department is effective in its response to crime.	60.1	43.8 (-16.3)	46.9	45.2 (-1.7)
Richmond police officers and residents, overall, have a good relationship.	52.8	50.0 (-2.8)	52.4	52.2 (-.2)
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	57.1	53.3 (-3.8)	61.4	52.2 (-9.2)
Richmond police are effective in their efforts to provide community education and outreach programs.	56.1	53.1 (-3.0)	50.3	48.4 (-1.9)
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	55.5	58.9 (-3.3)	44.8	48.9 (+4.1)
I feel safe in my neighborhood if I am outside alone during daylight.	70.8	69.6 (-1.4)	69.7	67.7 (-2.0)
I feel safe in my neighborhood if I am outside alone after dark.	32.9	33.3 (+.4)	43.4	45.7 (+2.3)
Officers in Richmond treat people with dignity and respect.	58.1	56.0 (-2.1)	64.1	57.5 (-6.6)
I trust the Richmond police officers.	61.1	57.4 (-3.7)	68.3	61.8 (-6.5)
Officers in Richmond apply the law consistently regardless of gender.	40.5	39.6 (-.9)	51.7	44.6 (-7.1)
Officers in Richmond apply the law consistently regardless of race.	38.5	32.7 (-5.8)	50.3	39.8 (-10.5)
Officers in Richmond apply the law consistently regardless of sexual orientation.	39.9	36.3 (-3.6)	49.7	37.6 (-12.1)
Officers in Richmond treat youth with respect and dignity.	42.2	39.3 (-2.9)	48.3	43.0 (-5.3)
Richmond police use force only when necessary.	45.8	44.3 (-1.5)	55.2	48.9 (-6.3)
Richmond police, when needing to use force, apply it appropriately.	44.5	40.5 (-4.0)	51.0	43.0 (-8.0)

Females across waves showed generally only slight declines, ranging mostly under four percent. Exceptions are their response to police effectiveness in response to crime (-16.3%) and whether officers apply the law consistently regardless of race (-5.8%). There were no noticeable gains for females across items.

Males showed a number of significant declines: sexual orientation (-12.1%), race (-10.5%), positive relationships (-9.2%), gender (-7.1%), appropriate use of force (-8.0%), necessary use of force (-6.3%), and dignity and respect (-6.6%). They reported one gain, communication via technology (+4.1%).

Overall Quality of Service by Gender

In Wave 1, 52.5% of females rated police high in service, dropping to 48.2% in Wave 2. Males declined from 57.2% in Wave 1 to 45.1% in Wave 2.

Table 20: Comparisons of Perceptions, Wave 2 vs 1, by Hispanic/Latino Status

Question	Wave 1 % Hisp/Lat Max N=145	Wave 2 Hisp/Lat Max N=193
The Police Department is effective in its response to crime.	46.9	35.8 (-11.1)
Richmond police officers and residents, overall, have a good relationship.	35.9	31.1 (-4.8)
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	46.9	34.2 (-12.7)
Richmond police are effective in their efforts to provide community education and outreach programs.	49.0	38.9 (-10.1)
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	31.0	33.2 (+2.2)
I feel safe in my neighborhood if I am outside alone during daylight.	57.9	55.4 (-2.5)
I feel safe in my neighborhood if I am outside alone after dark.	22.8	33.9 (+11.1)
Officers in Richmond treat people with dignity and respect.	43.4	36.5 (-6.9)
I trust the Richmond police officers.	45.5	39.6 (-5.9)
Officers in Richmond apply the law consistently regardless of gender.	38.6	39.6 (+1.0)
Officers in Richmond apply the law consistently regardless of race.	36.6	32.1 (-4.5)
Officers in Richmond apply the law consistently regardless of sexual orientation.	35.9	34.2 (-1.7)
Officers in Richmond treat youth with respect and dignity.	41.4	39.4

		(-2.0)
Richmond police use force only when necessary.	40.7	37.8 (-2.9)
Richmond police, when needing to use force, apply it appropriately.	42.8	31.6 (-11.2)

Those who identify as Hispanic or Latino reported a number of declines across the two waves, most notably positive relationships (-12.7%), effectiveness in response to crime (-11.1%), appropriate use of force (-11.2%), and community education and outreach programs (-10.1%). They did report feeling safer in their neighborhood alone after dark (+11.1%).

Overall Quality of Service by Hispanic/Latino Status

Hispanics/Latinos declined in their assessment of police service as excellent or above average from 36.5% in Wave 1 to 29.6% in Wave 2.

Table 21: Comparisons of Perceptions, Wave 2 vs 1, by Race

This table reports results based on respondents who report their sole racial category as white, black, or other (predominantly Asian/Pacific Islander). The 15 respondents who reported multiple races are included in each racial category they reported being in.

Question	Wave 1 %White Max N=208	Wave 2 White Max N=275	Wave 1 Black Max N=86	Wave 2 Black Max N=65	Wave 1 Other Max N=44	Wave 2 Other Max N=53
The Police Department is effective in its response to crime.	67.8	53.5 (-14.2)	40.7	40.0 (-.7)	61.4	47.1 (-14.3)
Richmond police officers and residents, overall, have a good relationship.	71.2	68.5 (-2.7)	33.7	46.2 (+12.5)	52.3	52.8 (+.5)
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	77.9	72.5 (-5.4)	34.9	44.6 (+9.5)	59.1	49.1 (-10.0)
Richmond police are effective in their efforts to provide community education and outreach programs.	62.5	65.8 (+3.3)	38.4	44.6 (+6.2)	61.4	56.6 (-4.8)
The police regularly	69.7	78.4	33.7	46.2	50.0	52.8

communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).		(+8.7)		(+12.5)		(+2.8)
I feel safe in my neighborhood if I am outside alone during daylight.	83.2	81.4 (-1.8)	65.1	66.2 (+1.1)	68.2	50.9 (-17.3)
I feel safe in my neighborhood if I am outside alone after dark.	46.6	42.3 (-4.3)	31.4	40.0 (+8.6)	31.8	17.0 (-14.8)
Officers in Richmond treat people with dignity and respect.	77.4	75.0 (-2.4)	38.4	47.7 (+10.7)	72.7	52.8 (-19.9)
I trust the Richmond police officers.	80.3	77.0 (-3.3)	44.2	49.2 (+5.0)	75.0	47.2 (-27.8)
Officers in Richmond apply the law consistently regardless of gender.	54.3	47.2 (-7.1)	29.1	29.2 (+.1)	50.0	43.4 (-6.6)
Officers in Richmond apply the law consistently regardless of race.	51.0	44.6 (-6.4)	26.7	18.5 (-8.2)	59.1	39.6 (-19.5)
Officers in Richmond apply the law consistently regardless of sexual orientation.	53.4	43.2 (-10.2)	30.2	21.5 (-8.7)	59.1	41.5 (-17.6)
Officers in Richmond treat youth with respect and dignity.	51.4	48.3 (-3.1)	31.4	23.1 (-8.3)	47.7	47.2 (-.5)
Richmond police use force only when necessary.	61.1	59.5 (-1.6)	27.9	26.2 (-1.7)	61.4	43.4 (-18)
Richmond police, when needing to use force, apply it appropriately.	54.8	54.3 (-.5)	32.6	23.1 (-9.5)	56.8	39.6 (-17.2)

White respondents reported several declines in their perceptions of police, including: effectiveness in crime response (-14.2), applying law consistently regardless of gender (-7.1), race (-6.4), and sexual orientation (-10.2). They reported a substantial increase in the area of technology (+8.7).

Black respondents reported many increases in positive perceptions of police from Wave 1 to Wave 2. These included:

- Overall good relationship (+12.5%)
- Positive relationship with community groups (+9.5%)
- Community education and outreach program (+6.2%)
- Communication of technologies (+12.5%)
- Safe alone after dark (+8.6%)
- Trust (+5.0%)

Black respondents did also report a few declines, including treatment based on race (-8.2%), sexual orientation (-8.7%), and youth (-8.3%), as well as appropriate use of force (-9.5%).

Other races, including Asian Americans or Pacific Islanders, American Indians or Alaskan Natives, and Native Hawaiians or other Pacific Islanders, reported substantial decreases in perceptions of police almost across the board. For example, trust was down 27.8%, necessary use of force 18%, appropriate use of force 17.2%, application of law consistently by sexual orientation 17.6%, by race, 19.5%, officer treatment with dignity and respect 19.9%. The only increase was small, in the area of technology (+2.5%).

Overall Quality of Service by Race

All three racial groups reported declines in their perceptions of overall quality of police service from Wave 1 to Wave 2: whites from 71.2% positive, down to 65.5%, blacks from 37.2 to 29.3, and other races from 63.6 to 39.6.

Table 22: Comparisons of Perceptions, Wave 2 vs 1, by District

Respondents living outside of Richmond or in an unspecified neighborhood are not included in this analysis.

Question	Wave 1 %Central Max N=53	Wave 2 Central Max N=71	Wave 1 Northern Max N=167	Wave 2 Northern Max N=276	Wave 1 Southern Max N=115	Wave 2 Southern Max N=128
The Police Department is effective in its response to crime.	30.2	36.6 (+6.4)	59.3	45.3 (-14)	66.1	46.1 (-20)
Richmond police officers and residents, overall, have a good relationship.	51.4	33.8 (-17.6)	58.7	52.5 (-6.2)	65.2	59.4 (-5.8)
Officers are effective in their attempts to develop positive relationships with residents, organizations and community groups.	57.3	33.8 (-23.5)	62.9	54.3 (-8.6)	69.6	64.1 (+5.5)
Richmond police are effective in their efforts to provide community education and outreach programs.	53.1	33.8 (-19.3)	56.9	53.3 (-3.6)	62.6	60.2 (-2.4)
The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).	50.5	33.8 (-16.7)	62.3	59.8 (-2.5)	63.5	66.4 (+2.9)
I feel safe in my neighborhood if I am outside alone during daylight.	69.0	49.3 (-19.7)	71.3	71.0 (-.3)	80.9	80.5 (-.4)
I feel safe in my neighborhood if I am outside alone after dark.	35.7	28.2 (-7.5)	42.5	34.1 (-8.4)	49.6	53.1 (+3.5)
Officers in Richmond treat people with dignity and respect.	58.8	39.4 (-19.4)	70.7	57.2 (-13.5)	63.5	68.0 (+4.5)

I trust the Richmond police officers.	62.0	38.0 (-24)	71.9	62.0 (9.9)	68.7	68.0 (-.7)
Officers in Richmond apply the law consistently regardless of gender.	42.5	23.9 (-18.6)	51.5	45.3 (-6.2)	43.5	39.1 (-4.4)
Officers in Richmond apply the law consistently regardless of race.	41.0	19.7 (-21.30)	49.1	38.3 (-10.8)	40.9	33.6 (-7.3)
Officers in Richmond apply the law consistently regardless of sexual orientation.	41.8	23.9 (-17.9)	50.3	41.7 (-8.6)	42.6	30.3 (-12.3)
Officers in Richmond treat youth with respect and dignity.	42.9	32.4 (-10.5)	44.3	42.4 (-1.9)	43.5	38.6 (-4.9)
Richmond police use force only when necessary.	47.6	33.8 (-13.8)	52.7	48.6 (-4.1)	53.0	46.1 (-6.9)
Richmond police, when needing to use force, apply it appropriately.	45.6	28.2 (-17.4)	53.9	43.8 (-10.1)	48.7	42.5 (-6.2)

Central district respondents' perceptions of police and safety declined significantly across almost every item. Northern respondents declined consistently as well, although to a lesser extent than Central. Southern district residents showed the least change of the three geographic areas, but declined on all last six questions, pertaining to equal treatment under the law and use of force.

Interestingly, the pattern was opposite for the item asking whether police are effective in their response to crime: Central found this to be better (+6.4%), Northern worse (14%), and Southern especially worse (20%).

Overall Quality of Service by District

Ratings in this category dropped in the Central district (37.7 to 23.9) and the Northern district (59.9 to 48.9) and rose slightly in the Southern district (59.2 to 61).

Qualitative Responses

At the end of the second survey, we asked respondents the following open-ended question: We would like you to indicate any changes you have noticed over the past year in the police department, and with the community's relationship with the police department (including changes you believe are positive or negative).

An analysis of the 165 responses to this open-ended question revealed some patterns.

Noticeable improvement reported

- Many respondents were very enthusiastic about the departmental use of Next Door, most naming Lt. Tan specifically. The live time communications are very important to them.
- Many respondents as well referred to the Community Academy, believing it to be a good step to open communication and relations between civilians and police.
- There were many positive comments about the police use of social media and technology.
- Numerous respondents were pleased with community outreach programs such as Coffee with a Cop, Pound the Beat, and so forth.

Reported need for improvement reported

- A great deal of respondents reported a decrease in police visibility, and many called for an increase in police staffing and patrol levels.
- Respondents frequently criticized slow response time.
- Numerous respondents felt that community policing had gone downhill after the departure of Chief Magnus.
- There were several negative references to the handling of the firing (and rehiring) of Captain Mark Gagan, and the Celeste Guap case (more on this in Part V below).

Because we asked about police visibility on both surveys, in a follow up to the criticism of many respondents to the open-ended question, below is a comparison of the results to these two items from Waves 1 and 2. Percentages do not quite add to one hundred, given missing data. While there is not much difference over time in the citywide question responses, for the neighborhood question, 42% of Wave 1 respondents said “Low,” whereas 51.8% of Wave 2 respondents reported a low presence.

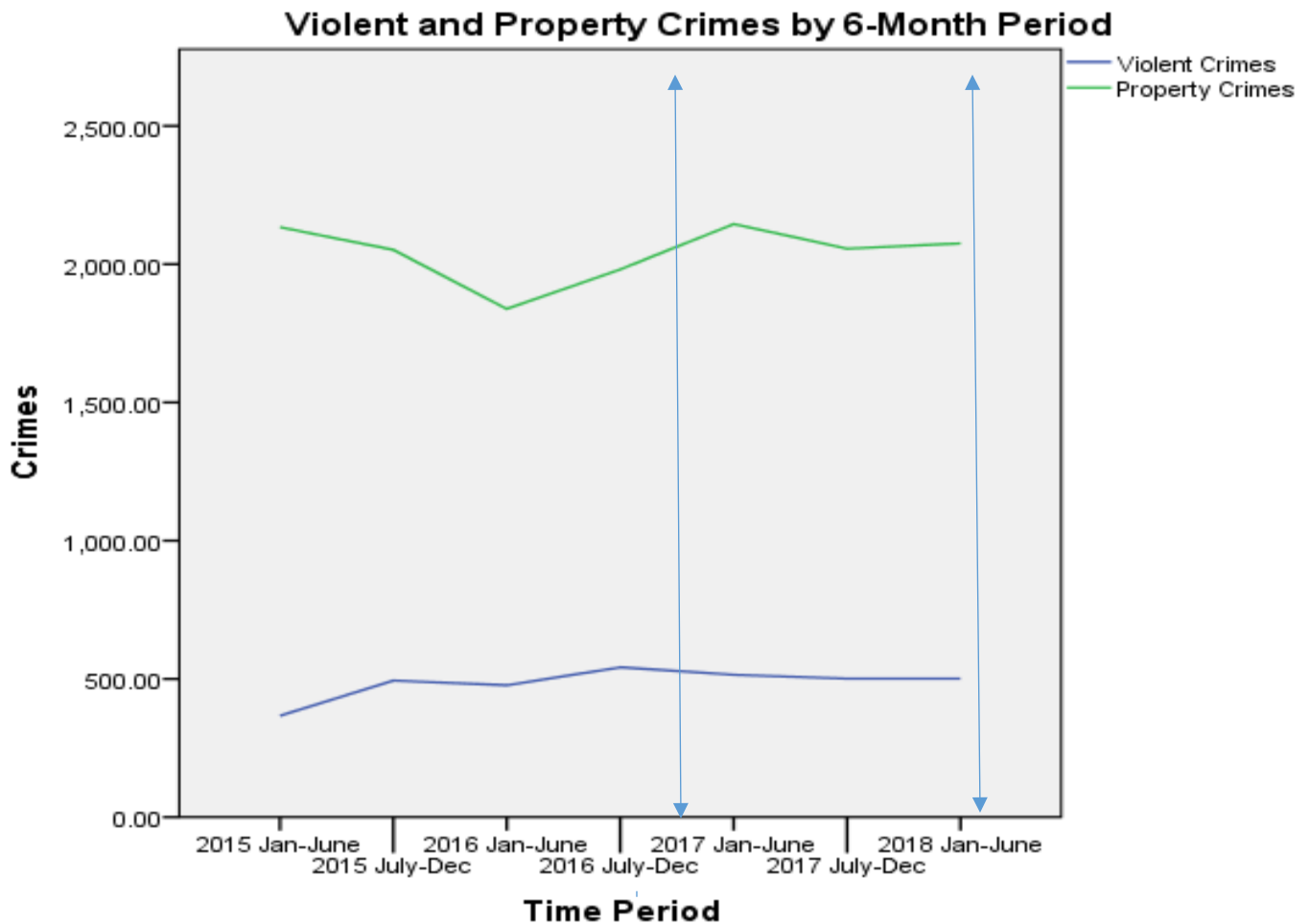
“How would you characterize the nature of police presence in:

	<u>“Your Neighborhood”</u>		<u>“City of Richmond”</u>
<u>Wave 1</u>	High:	9.8%	22.9%
	Medium:	45.4%	58.8%
	Low:	42.0%	14.4%
<u>Wave 2</u>	High	6.7%	18.2%
	Medium	41.2%	67%
	Low	51.8%	13.5%

Crime Data over the Course of the Project

The figure below shows the number of FBI UCR Type I violent and property reported crimes for Richmond in six-month increments. We do not adjust crimes per capita, as the estimated population

change for Richmond over this time period (2015-2018) is negligible. The initiative began in July 2016; the first survey occurred from December 2016-April 2017; the initiative’s funding formally retired in July 2018; and the second survey took place in June-September 2018. The line graphs indicate little if any change in crime in Richmond during the course of the grant or between the two implementations of the survey (denoted approximately in time with double-arrows).



Part IV. Context of Study and Methodological Limitations

Because we felt it an important to begin to assess citizen perceptions toward the police, as part of the Initiative in Building Community Trust and Justice, we administered two surveys, approximately a year apart. While this has value in gaining a greater understanding of the views of our constituents and what the department could be doing better, and it can be very valuable over time, provided the survey becomes an annual fixture, there are certain limitations in the conclusions to be drawn from it.

Samples were drawn semi-independently, not paired, and some respondents filled out both surveys, but not others. Because we conducted the surveys anonymously, there was no way to know just how

independent the samples were. This meant that it was difficult to use inferential statistics when comparing the samples over time. Still, there were such large changes in many items (for many sub-group) between Wave I and Wave II, that we could say with confidence the differences were significant.

Furthermore, building trust does not occur instantaneously. For example, it likely takes time for training officers in fair and impartial policing (161 were trained between the survey waves, as well as some in the two quarters prior to the first survey). It is highly unlikely that their training will immediately have an effect that manifest itself in survey results just a few months after the training. Shifts in citizen perceptions of police require a sustained pattern of noticing improved performance on the job. This is a reason why a barometer of police-citizen relations requires routine and periodic measuring (via, for example, an *annual* or *biannual* survey).

Additionally, it is very difficult to recreate precisely the sampling protocol in a study like ours, because, for example, we made both surveys as inclusive as possible, there were shifts in personnel involved in survey distribution over the period, and finding out about the first survey may have made some citizens more likely to respond to the next one. This is reflected by some differences in demographics across the waves, including, as examples the greater numbers of youth and Northern District residents.

Another problematic feature of the design used in this study is that we do not know for sure what influenced the differences in results (which in many cases were declines in positive perceptions toward the police, but in some cases, especially with black respondents, were increases). Was it solely Richmond Police behavior, or could it be other factors, or some combination?

These rival explanations are nationally, regionally, and locally. On a national scale, we are in a period of extreme political divisiveness, and law enforcement in the United States has found itself in the middle of the chasm. We administered the first survey around the inauguration of President Donald Trump. His presidency took the nation by storm, and exacerbated political, racial, ethnic, and gendered divisiveness across the nation. The second survey took place when President Trump had already been in office for a year and a half. The backlash against police following the Trayvon Martin, Michael Brown, Eric Garner, and Laquan McDonald fatalities arguably became more prominent during the presidency of Donald Trump. While the survey asked questions about Richmond police specifically, it hard not to imagine that views of police in general are reflected in many of the responses.

On a regional and local level, the Bay Area, and particularly Richmond, experienced a series of incidents that may have negatively influenced perceptions of police. A young woman named Jasmine Abuslin, who frequently called herself Celeste Guap, was found to have engaged in sexual acts with police officers across the Bay Area, including Richmond, at times when she was still under-age. Although some of the information emerged prior to the first survey, there were various aspects of the case that continued throughout the entire study. This included the resolution of a law suit in her favor (against Oakland), the ongoing discussion of termination of four Richmond officers, and just two weeks prior to the administration of the second survey, her controversial arrest by Richmond police during a domestic incident. Given Ms. Abuslin is young and Latina, it is certainly possible that this may have had a negative impact on perceptions of Richmond in general, but especially by youth, and Hispanics/Latinas—two

demographic categories that reported the greatest decline in positive perceptions of police from Wave I and Wave II. Quite a few respondents mentioned the Celeste Guap case in their response to the open-ended question at the end of the survey.

On a local level, the initial grant overseer of this initiative, Captain Mark Gagan, a prominent public and community relations figurehead for the Richmond Police Department, was fired during the course of this study (between Waves I and II). While the department eventually rehired him after he appealed the decision, near the end of the grant period, his firing was extremely controversial and not taken well by many in the community. The East Bay Express published an extensive article chronicling the affair on June 27, 2018, titled “The Firing of Captain Mark Gagan: The surprising dismissal of the well-liked Richmond police captain and a series of other scandals threaten to tarnish the reputation of a police department once held as a national model of reform.” This article came out after the second survey had just begun implementation, and as with Celeste Guap, some respondents discussed it in their open-ended responses.

In the final section of this report, Part V below, we keep these limitations in mind when highlighting some of the major findings and associated recommendations.

Part V: Summary of Important Findings and Associated Recommendations

A. Goals and Activities

Richmond Police Department used funding from California’s Board of State and Community Corrections (BSCC) in furtherance of goals consistent with the President’s Task Force on 21st Century Policing, including:

- Creating safer neighborhoods by strengthening trusting relationships between law enforcement and the community.
- Increasing positive police practices through improved police policies, training, and civilian oversight.
- Increasing community involvement through continued strengthening of the Ceasefire program.

The police department, in line with these goals:

- Conducted procedural justice and implicit bias training
- Held frequent community meetings at churches and other locations
- Increased non-enforcement community activities
- Buttressed utilization of School Resource Officers in working with youth, especially those at risk
- Filled the positions of Police Review Authority and Ceasefire Case Manager
- Conducted civilian foot patrols in high crime neighborhoods
- Created and administered a police-community relations survey, analyzing the results over two periods (early 2017 and mid-2018)

Recommendations

The RPD should continue its progress in these areas and should especially further examine its policies and procedures regarding complaints against the police, as well as critically assess its current crime-fighting tactics, especially in high-crime neighborhoods.

B. Findings Regarding Citizen Perceptions of the Police

The community survey indicated that perceptions of overall quality of service stayed about the same between Wave 1 and Wave 2, with 52 and 51 percent of those responding, respectively, reporting service to be “excellent” or “above average.”

However, many of the specific measures of policing showed declines in perceptions from Wave 1 to Wave 2. The items showing the greatest declines were effectiveness in response to crime (despite the fact that crime stayed about the same), applying law consistently regardless of race and sexual orientation, and appropriate use of force.

Results showed positive changes in two items. Respondents were more favorable about the police communicating through technologies, and they reported feeling somewhat safer in their neighborhood at night.

Results from both surveys demonstrated significant effects within demographic categories. Most notably, youth, Hispanics, blacks, and residents of the Central District viewed the police less positively. In some cases, these gaps increased in the second survey. However, for the majority of the items, black respondents viewed the police more positively during the second survey.

Recommendations

The RPD should continue its efforts on youth outreach and should especially focus on making positive changes in the Central District. It also needs to work on its contact with the Hispanic/Latino community. Because it made significant gains in the black community, the department should attempt to assess what increased police perceptions among blacks. It is clear that RPD’s efforts in communicating with citizens via technology, especially Next Door, are working, and it should continue to make progress in this area. Because perceptions of what the police are doing about crime dropped significantly despite no increase in crime, the department should especially attempt to better communicate its tactics and results to the community. Because perceptions of police visibility in respondents’ neighborhoods declined somewhat, the department can use the individual survey responses from those respondents reporting the lowest visibility, determine which neighborhoods they identified as living in, and monitor police presence in those areas.

C. Survey Methodology

This is the first time that RPD has conducted its own, extensive survey of community perceptions of the police. The overall response was high, with approximately 500 residents responding to each survey. However, demographics did vary somewhat between the surveys, especially by district and race. Additionally, national, regional, and local events may have influenced the over-time comparisons of the results.

Recommendations

The RPD should continue to conduct an annual or perhaps biannual survey of those to whom it provides service, but may wish to consider adding on a paired-sample approach. This would involve recruiting members of various demographic groups, especially its target populations, for a longitudinal attitudinal survey. In this way, evaluators would have some control over demographic effects, and could provide in-depth analysis through more extensive questioning about what sorts of events may have influenced respondent attitudes.

APPENDIX A

COMMUNITY SURVEY

RPD COMMUNITY SURVEY

The Richmond (California) Police Department (RPD) is conducting its first annual community satisfaction survey. We are assessing the current quality of service we provide to the citizens of Richmond. Your responses to this survey will assist us in our ongoing efforts to improve as an agency. This is an entirely anonymous survey, conducted by a third, independent party. No information about your identity will be gathered for any purpose. We appreciate you answering as many questions as you are able to and are comfortable in so doing. Thank you for your participation!

- 1. For each of the following types of activities, issues, and/or crimes, please rate your level of concern as extremely important, important, or not very important.**

Activity/Issue/Crime	Extremely Important	Important	Not Very Important
Gang activity			
Homicides			
Robberies			
Assaults			
Graffiti and vandalism			
Burglary – residential			
Burglary – commercial			
Burglary – autos (from inside the auto)			
Auto theft (of the auto itself)			
Theft (excluding autos)			
Drug use			
Drug dealing			
Traffic violations			
Parking problems			
Domestic violence			
Prostitution			
Reducing traffic accidents			
Rapes/sexual assaults			
Excessive noise			
Loitering			
Truancy			

- 2. How would you characterize the visibility of police presence in your neighborhood?**
 High Medium Low
- 3. How would you characterize the visibility of police presence in the City of Richmond?**
 High Medium Low
- 4. The police department is effective in its response to crime.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
- 5. Richmond Police Department addresses problems that are important to you.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
- 6. Richmond officers and residents, overall, have a good relationship.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree

7. **Officers are effective in its attempts to develop positive relationships with residents, organizations, and community groups.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
8. **Richmond police are effective in their efforts to provide community education and outreach programs.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
9. **The police regularly communicate with community members via technology (such as its web site, Facebook, Twitter, Instagram, and its mobile app).**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
10. **I feel safe in my neighborhood if I am outside alone during daylight.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
11. **I feel safe in my neighborhood if I am outside alone after dark.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
12. **How would you rate your fear of becoming a victim of crime in your neighborhood?**
 High Medium Low
13. **Officers in Richmond treat people with dignity and respect.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
14. **I trust the Richmond police officers.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
15. **Officers in Richmond apply the law consistently regardless of gender.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
16. **Officers in Richmond apply the law consistently regardless of race**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
17. **Officers in Richmond apply the law consistently regardless of sexual orientation.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
18. **Officers in Richmond treat youth with respect and dignity.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
19. **Richmond police use force only when necessary.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree
20. **Richmond police, when needing to use force, apply it appropriately.**
 Strongly Agree Agree Neither agree nor disagree Disagree Strongly Disagree

21. How many times in the past 12 months have you had contact with the RPD for traffic issues (e.g., citation, warning, or accident?)

- None 1-2 3-4 5+

IF YOU ANSWERED NONE TO Q21 PLEASE SKIP TO Q23.

22. How satisfied are you with your traffic-related interactions?

- Very Satisfied Satisfied Neither Dissatisfied Very Dissatisfied

23. How many times in the past 12 months have you had contact with the RPD in a non-traffic situation where you were a victim or a witness?

- None 1-2 3-4 5+

IF YOU ANSWERED NONE TO Q23 PLEASE SKIP TO Q25.

24. How satisfied are you with your encounters with the RPD as a victim or witness?

- Very Satisfied Satisfied Neither Dissatisfied Very Dissatisfied

25. How many times in the past 12 months have you had contact with the RPD in a non-traffic situation when you felt you were a suspect?

- None 1-2 3-4 5+

IF YOU ANSWERED NONE TO Q25 PLEASE SKIP TO Q27.

26. How satisfied are you with how you were treated by the RPD in encounters in which you felt you were a suspect?

- Very Satisfied Satisfied Neither Dissatisfied Very Dissatisfied

27. Have you ever consciously decided NOT to ask the Richmond Police Department for assistance?

- No Yes

IF YOU ANSWERED NONE TO Q27 PLEASE SKIP TO Q29.

28. Why did you decide not to ask for help from the police department?

- It takes too much time for a response
 I didn't think officers would be able to help me
 I was afraid that officers would treat me like a suspect
 I had a bad experience with the police in the past
 Other

29. Please rate the overall quality of service of the Richmond Police Department.

- Excellent Above average Average Below average Poor

30. Please indicate which neighborhood you live in:

- | | | |
|--|--|---|
| <input type="checkbox"/> Atchison Village | <input type="checkbox"/> Fairmede Hilltop | <input type="checkbox"/> Parchester Village |
| <input type="checkbox"/> Belding Woods | <input type="checkbox"/> Green Ridge Heights | <input type="checkbox"/> Park Plaza |
| <input type="checkbox"/> Brickyard Cove #2 | <input type="checkbox"/> Greenbriar | <input type="checkbox"/> Parkview |
| <input type="checkbox"/> Brickyard Landing | <input type="checkbox"/> Hasford Heights | <input type="checkbox"/> Point Richmond |

- | | | |
|--|--|--|
| <input type="checkbox"/> Carriage Hills | <input type="checkbox"/> Hilltop/Bayview | <input type="checkbox"/> Pullman |
| <input type="checkbox"/> Castro Heights | <input type="checkbox"/> Hilltop Green | <input type="checkbox"/> Quail Hill |
| <input type="checkbox"/> Civic Center | <input type="checkbox"/> Iron Triangle | <input type="checkbox"/> Richmond Annex |
| <input type="checkbox"/> Coronado | <input type="checkbox"/> Laurel Park | <input type="checkbox"/> Richmond Heights |
| <input type="checkbox"/> Cortez/Stege | <input type="checkbox"/> Marina Bay | <input type="checkbox"/> Richmond Village |
| <input type="checkbox"/> Crescent Park | <input type="checkbox"/> May Valley | <input type="checkbox"/> Santa Fe |
| <input type="checkbox"/> Downtown | <input type="checkbox"/> Metro Walk | <input type="checkbox"/> Shields-Reid |
| <input type="checkbox"/> Eastshore | <input type="checkbox"/> North and East | <input type="checkbox"/> Southwest Richmond Annex |
| <input type="checkbox"/> El Sobrante Hills | <input type="checkbox"/> Panhandle | <input type="checkbox"/> Other part of Richmond |
| | | <input type="checkbox"/> I do not live in Richmond |

a. If you do NOT live in Richmond, please indicate where you live:

31. Please indicate your age category:

- Under 18
- 18-25
- 26-35
- 36-45
- 46-55
- 56-65
- Over 65

32. Please indicate the gender you identify with:

- Male
- Female
- Other

33. Are you Hispanic or Latino?

- No
- Yes

34. What is your race (please check all that apply)?

- American Indian or Alaskan Native
- Asian or Pacific Islander
- Black or African American
- Native Hawaiian or other Pacific Islander
- White

35. How long have you lived in Richmond (total years over lifespan)?

- Less than 5 years
- 6-10 years
- 11-15 years
- More than 15 years
- I have never lived in Richmond

We greatly appreciate the time you have spent on filling out this survey, and intend to improve our quality of service based on your answers. In this box, we invite you to address any questions for which you

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**Strengthening Law
Enforcement and
Community
Relations Grant**

City of Salinas



Evaluation of
Strengthening
Relations between
Law Enforcement
and the
Community



Salinas, California
July 2018



Middlebury Institute of
International Studies at Monterey

META Lab

Mixed-methods Evaluation Training and Analysis Lab

EVALUATION OF STRENGTHENING RELATIONS BETWEEN LAW ENFORCEMENT AND THE COMMUNITY

Conducted and Prepared by
The Middlebury Institute META Lab

July 2018



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The Middlebury Institute META Lab

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The Mixed-Methods Evaluation, Training and Analysis (META) Lab is a unique interdisciplinary initiative that leverages the Middlebury Institute's research, evaluation, and analytic expertise to build individual and organizational capacity in evidence-based policy evaluation. The lab serves needs both within the Institute and with partners in the local and international communities. Through a combination of consultancy, technical training, and evaluation support services, the META Lab offers students and faculty opportunities to apply a variety of skills while fulfilling the Institute's commitment to innovation, service, and collaborative leadership.

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Contents

Acknowledgements	3
Executive Summary	7
Background	9
Process Evaluation	10
Outcome Evaluation	11
Evaluation: Goals and Questions	12
Methods	14
Sample Selection	14
WYSM Participant Survey	15
Community Survey	15
Police Survey	16
Interviews, Focus Groups, and Survey Comment Field	16
Analytic Approach	17
The Meaning of “Statistical Significance”	18
Validity and Reliability	18
Timeline	20
Findings	21
Immediate Effects: Program Reviews and Community Perception	22
WYSM Participant Survey	22
Community Survey Responses	23
Police Survey Responses	25
Interview and Focus Group Responses	26
Empathy	28
Community Survey Responses	28
Police Survey Responses	29
Interview and Focus Group Responses	31
Trust	32
Community Survey Responses	32
Police Survey Responses	35
Interview and Focus Group Responses	37
Engagement	39
Community Survey Responses	39
Police Survey Responses	40



Interview and Focus Group Responses	41
Decreased Violence	43
Conclusions and Recommendations	46
The Why'd You Stop Me? Program	46
Community Attitudes toward Salinas Police	47
Law Enforcement Attitudes toward the Community	47
Mitigating Factors in the Evaluation	48
Recommendations	48
Appendix 1: Sample Demographics	51
Appendix 2: WYSM Records and Pre-Post Survey	54
Pre/Post WYSM Survey	54
Program Responses and Test for Differences	59
Discussion	60
Appendix 3: Community Survey	61
Community Survey Output	66
Interpretation of comparisons between Latino and white respondents	68
A note on the meaning of “statistical significance” in a study of this sort	68
Aggregated Survey Responses Across Time Periods	69
Appendix 4: Police Survey	79
Police Survey Output	80
Interpretation of General Survey Output	87
A note on the meaning of “statistical significance” in a study of this sort	87
Aggregated Police Survey Responses Across Time Periods	88
Appendix 5: Analysis of Interviews, Focus Groups, and Survey Comment Fields	96
Methodology	96
Observations	97

Executive Summary

The *Why'd You Stop Me?* (WYSM) program was introduced to Salinas and Monterey County under a grant from the California Board of State and Community Corrections as a means of mitigating the fragile relationship between police and the community. This evaluation is an integral portion of the grant agreement, and is designed to evaluate the short- and long-term effects of introducing WYSM to the area. Five criteria were therefore selected to guide the evaluation and research tools were developed to allow those criteria to be tested. The evaluation was limited to Salinas due to practical considerations having to do with data collection over the much larger area of Monterey County, where the WYSM program's effect was certain to be much more diffuse.

An important observation that came to light in interpreting the findings of this evaluation is that - even given Salinas' relatively smaller area and population when compared with Monterey County - the timeframe allowed was likely too narrow to allow for changes in public perceptions of police to permeate, take hold, and become apparent. By the close of the final data collection period, only four percent (4%) of respondents of our community-wide survey were aware of WYSM and only around one percent (1.4%) had actually taken part or had a family member taken part. While this is not entirely surprising, given the population size of Salinas, it is apparent that the program will likely need substantially more time before any results are readily apparent in the population at large.

The findings of the evaluation, however, still offer a look into the current state of police and community relations in the city of Salinas. A more detailed treatment of the methods used to gather and analyze the information, as well as the analytic results themselves are presented in the subsequent sections of this publication. More extensive summaries of each of the four methods of inquiry are available in the accompanying appendices.

Finding 1: Immediate Effect

The immediate effects of WYSM on its participants were perhaps the easiest to discern, though the program remains relatively unknown throughout Salinas. For those who are familiar with the program, the general perception of WYSM is positive, with the majority of responding participants indicating - often stark - change in their sentiments towards law enforcement. Most report an improvement in their perception of law enforcement. Within the general public, most respondents were unaware of the program; likely due to its relatively recent launch with a select segment of the population. On the law enforcement side, more involvement in activities towards the community, notably WYSM, was apparent.



Finding 2: Empathy

Perceptions of empathy between police and civilians remained relatively unchanged, or in some cases actually decreased, over the period of the evaluation. Despite the majority of civilian respondents initially indicating their empathy towards law enforcement, empathy actually decreased slightly in some aspects over the period of the evaluation. Law enforcement officers, in turn, expressed uncertainty regarding the community's empathy toward them, but expressed a strong conviction in their empathy toward the community.

Finding 3: Trust

Trust between the community and law enforcement has been uneven and slow to develop. Relative differences in trust were found to be most strongly explained by the ethnicity with which respondents identify; white respondents expressed relatively more trust in police than did Latino respondents on topics such as discrimination, fairness, and bias. Perceptions of those in law enforcement were very similar, identifying more positive relationships with those in white demographics and comparatively less positive relationships with Latino demographics. Additionally, despite expressions of generally positive feelings toward the community by law enforcement personnel, those in law enforcement feel that the community does not feel strong trust for them.

Finding 4: Engagement

Respondents to the community survey indicated reluctance to cooperate with law enforcement, as compared with responses by law enforcement respondents. Some among Salinas' community expressed misgivings or misconceptions relative to the justice system, incident reporting, and current immigration procedures. Language barriers and cultural differences were also indicated. Alternatively, respondents from within the law enforcement community consider it important to engage with the wider Salinas community and find many of its citizens to be generally cooperative with them.

Finding 5: Decreased Violence

A noted decrease in violence seems to provide some of the clearest evidence of positive change in police and community relations in Salinas. The Salinas Police Department appears to have achieved success in the area of reducing citizen complaints, reducing use of force incidents, and leveling off the number of officer-involved shootings. It is probably still too early, however, to pass all the credit to WYSM, given other diverse factors that could produce the same effect, such as community policing reforms, changes in technology, new hires, and continued changes in the national political climate.

Background

Much in the same manner as other law enforcement organizations throughout the country, the Salinas Police Department and Monterey Sheriff's Office have been experiencing a stark deterioration in their relationship with the community they serve. As many departments have sustained substantial budget reductions over the past years, they have also witnessed the rise of social media in facilitating public relations catastrophes which have only sown greater division and discord. The fomentation of anti-police sentiment in certain communities has left many law enforcement agencies wondering how to rebuild relationships.

The complex national debate touched down in Salinas in 2014, when the city experienced an uncharacteristic increase in officer-involved shootings that resulted in the death of four Salinas residents. These shootings, and the public backlash that followed further frayed police-community relations. After years of budgetary cuts, hiring freezes, and decreasing morale, the Salinas Police Department underwent considerable changes in leadership and operations following an official review conducted by the Department of Justice.

In the pursuit of restoring the weakened relationship between law enforcement and community, the Salinas Police Department and the Monterey County Sheriff's Office sought and were awarded a grant from the California Board of State and Community Corrections in 2016. The project was implemented from July 1, 2016 through June 30, 2018 with three main objectives: (1) to increase community trust, satisfaction and collaboration with the law enforcement; (2) increase interaction and engagement between community and police officer; and (3) reduce acts of violence between public and police. The program involves collaboration among city, county, schools and stakeholders under the oversight of Community Safety Division.

The project introduced *Why'd You Stop Me?* (WYSM), an engagement and empathy-building program for both law enforcement and the community to achieve the aforementioned objectives. The WYSM program trains police officers in techniques for de-escalating tense interactions, trust-building, increasing transparency, and engaging the public through communication. The community edition of WYSM explains the reasons behind police officers' actions and suggests how one should best proceed when interacting with law enforcement. Extensions of this program in Salinas include training local WYSM trainers, and modifying the program to better reflect the people and culture of Salinas and the surrounding county.

As part of the grant requirements, the META Lab was contracted to conduct a neutral performance evaluation of the WYSM program and any resulting changes in the relationship between police and the community. This report provides an overview of those findings and questions left unanswered after this two year endeavour to improve the relationship between law enforcement and the community in Salinas and Monterey County.



Process Evaluation

The *Why'd You Stop Me?* (WYSM) program is well established and has been implemented in locations throughout the nation. There was, therefore, little need for initial training, design, or program development. The **initial planning steps** to roll out the WYSM program in Salinas and Monterey County mainly consisted of informing citizen groups, such as youth educators, faith-based groups, and nonprofit organizations focused on at-risk youth and adults about the upcoming program and its purpose. Partners for Peace and Sun Street Centers held more than **40 meetings with potential facilitators and participating organizations within the community**. Although their presentations were generally well-received, the four-hour time commitment that the WYSM program format requires became a frequently cited barrier to scheduling.

The organizing nonprofits, Sun Street Centers and Partners for Peace, have enjoyed a major advantage in accomplishing their recruitment goals: their deep involvement in the Community Alliance for Safety and Peace (CASP). CASP is a network of organizations that operate in Salinas and Monterey county. CASP was developed around the mission of reducing youth violence in the area. Participating organizations include all of the stakeholders involved in developing the grant to bring WYSM to Salinas, as well as a large majority of the groups and organizations that would be likely to host a WYSM presentation.

Participating CASP organizations hail from city and county government, including law enforcement; nonprofit organizations; educational institutions; youth organizations, and the faith community. A cornerstone of this alliance is the opportunities for collaboration that naturally arise from such an association. **Partnerships among law enforcement and the community involving shared or distributed roles and joint activities** are therefore common, natural, and expected in this environment. CASP was a heavy consumer of information and planning activities around the project. The coordinating body that maintains CASP records and communications is the Community Safety Division, which works closely with the Salinas Police, nonprofits, and the META Lab to coordinate activities, also maintaining grant-mandated reporting and oversight. Although many of CASP's member organizations were not directly involved, activities of the CASP network were heavily intertwined in the WYSM initiative.

Participation in the WYSM program is not presently open on a walk-in basis. Rather, for this initial two-year period, participants were strategically selected for greatest impact and benefit to those in the community thought to be most at-risk. Participants were therefore largely less privileged, young, or already exhibiting a history of negative interaction with the police. The **number of training workshops held**, demographics of those in attendance, and their opinions are available in *Appendix 2*. The materials covered were consistent from location to location and varied only according to whether the audience was civilian or law enforcement.



Outcome Evaluation

The outcome evaluation was designed for the purpose of determining the short- and long-term effects of the WYSM program. This section describes the conceptualization and methodology that guide the evaluation. For inquiry of this sort to produce meaningful results, a set of goals must first be established. Those research goals are approached here as the *goals and questions driving the evaluation*. The five main goals selected for this evaluation were extracted directly from the initial grant proposal and were operationalized through preliminary information gathering.

Once the goals of the evaluation have been established, it is necessary to *design the tools* that will be used to collect the necessary information. This evaluation required the use of one survey that was already in use, as well as the development of two additional *surveys*. These surveys were designed to access the populations that were meant to be most affected by the WYSM initiative: civilians and police.

Surveys allow us to access general information about a group or population. But, generalizations often miss important or useful details that only individuals may provide. That is why we chose to incorporate *interviews and focus groups* into the evaluation. But those too must be designed and the interviewers must be trained in their use.

Once all the information has been collected, there should also be a plan for making sense of it. It may seem counterintuitive to some, but the *analytic plan* is frequently written first so that those designing the surveys and interviews will know what sort of information to collect.

The next section presents the research goals and questions, followed by the methodology section, which provides details about how the evaluation was designed and performed. Each of the subsections within the methods section covers the tools and concerns that were applied to this work.



Evaluation: Goals and Questions

In following with the stated goals of the grant application, five main research goals were identified as being indicative of program success or failure. These may be divided into an indicator of the immediate effects of the program, and four additional indicators of longer-term program effects. They are as follows:

Immediate Effects

Goal 1- Program Reviews and Community Perception: How was WYSM's message received by participants?

Rationale: By analyzing the immediate perceptions and impact of the WYSM program, we can better know how Salinas residents respond to the message of the program. A positive initial reception is arguably an important determining factor of any long term changes in perception and opinion about law enforcement. Further, positive perceptions of the program ease its long-term sustainability and improve its probability of success in other areas.

Long Term Effects

Goal 2- Empathy: Has there been any change in empathy between police and community over the intervening period?

Rationale: A crucial component of police-community relations is the ability of citizens and police to empathize with one another. Positive changes in both parties' ability to empathize with one another or adopt the others' perspectives potentially indicates that stronger ties have been established between the community and law enforcement.

Goal 3- Trust: Has there been any change in trust between police and community over the intervening period?

Rationale: If one accepts mistrust as an indicator of poor police community relations, then positive changes in community members' trust of officers and officers' trust of community members is a highly desirable outcome. It may be possible to attribute an increase in trust over time by both parties as an indicator of WYSM's success in communicating the reasons behind police procedure, and explaining the importance of community policing.

Goal 4- Engagement: Has there been any change in how community members collaborate with law enforcement officials and *vice versa*?

Rationale: Salinas has renewed its community policing model. Given that community policing is heavily dependent on community participation and engagement, it is important to measure and analyze how much community members are engaging and cooperating with law enforcement officials. Such cooperation is also a focus of the WYSM program. Any increase in engagement between police and the community is therefore evaluated for whether it may be attributed to the WYSM program.

Goal 5- Decreased Violence: Has there been any noticeable change in the violent crime rate during the intervening period?

Rationale: The ultimate goal of the *Why'd You Stop Me?* program is to create more peaceful communities. Ideally, increases in empathy, trust, and engagement were expected to be reflected in the form of better interactions between police and the community, resulting in decreased violence within that environment. But the best indicators remain the presence or absence of violence in interactions between police and the community. One of the cornerstones of the police edition of WYSM is de-escalation. As de-escalation and empathy-building are applied, it is desired and expected that violent encounters will be reduced, consequently reducing complaints about the police.



Methods

The impact evaluation of WYSM was proposed as a pre/post-type design, with tools to address both baseline (pretest) and late-term (posttest) aspects of the Salinas WYSM project. The pre/post design allows for a comparison between the state of police and community relations before and after the WYSM intervention. Two surveys were developed to collect quantitative data about opinions, perceptions, and experiences: one for the law enforcement community and another for the civilian community. Once these surveys were piloted in both populations and then refined, they were finally employed among a quasi-random sample of Salinas residents and a convenience sample of Salinas law enforcement officers. An existing survey that had been developed for WYSM participants was used to measure immediate effects of the program.

The WYSM participant survey was created by the WYSM team prior to the beginning of the evaluation and modified before the program start in Salinas. The community and police surveys were developed by a team of graduate-level researchers, under the guidance of the primary investigator. These surveys were created using available examples from other cities that were measuring similar dynamics between law enforcement and their communities. The resulting surveys were modified to increase their relevance to the Salinas context. Other questions that are more reflective of Salinas, in particular, were then added and the surveys were pilot tested in local populations and vetted by Salinas public officials in the Salinas Community Safety Division and related groups.

Sample Selection

The WYSM project was jointly proposed and implemented in Salinas and the surrounding Monterey County. Upon consideration of the time and other resources available, the area of Monterey County was deemed impractical for the purpose of evaluating the effect that the WYSM program could achieve on a population. More to the point, it was estimated that any effect of an intervention that involved public information and police training would be more likely to be apparent in a single city that would experience the bulk of the concentrated effort of that intervention.

Many of the cities in Monterey County were simply not expected to receive even one WYSM program. Under such conditions, any sample definition that included the county at large would likely dilute the effect of the intervention enough to make it impossible to discern what, if any, changes had taken place. It was, therefore, decided to include only the city of Salinas in the sample, and similarly only the Salinas Police Department. Although Monterey County is an important and integral partner in the intervention, its inclusion was expected to be counterproductive to the evaluation.



WYSM Participant Survey

The WYSM participant survey was initially designed for internal use by the WYSM program. The META Lab worked with WYSM President, Jason Lehman, to modify the questionnaire into a new format just prior to the start of the program in Salinas. Only minor modifications were made to the questions themselves.

A pre- and an almost identical post-program survey were presented to program participants. The survey consists of eleven questions and was designed by WYSM program staff in order to determine what immediate effect, if any, the program had in changing participants' perceptions of law enforcement. Both surveys coexisted on opposite sides of a single half-page sheet, and WYSM program participants were asked to complete the pretest portion of the surveys at the beginning of the program. Participants were also asked to complete the posttest portion of the survey sheet end of workshop. In total, 272 valid responses were collected by program participants.

Community Survey

The community survey, consisting of 37 items, covers three broad categories: demographic information, respondents' opinions and perceptions of law enforcement, and respondents' personal experiences with law enforcement. Respondents were presented with a series of statements and asked to rate their agreement or disagreement using a 5 point Likert-type scale.

The community baseline survey was administered during the month of January, 2017. Initially researchers posted flyers with links to the online survey in high-traffic areas throughout Salinas. In-person survey administration was conducted using internet-enabled electronic tablets at strategic points across Salinas such as libraries, markets, and churches and invited community members to take the survey online. A total of 551 valid responses were collected for the baseline survey. The late-term survey was administered the month of January 2018 using the same methodology as the previous year to ensure reliability. A total of 975 valid responses to the late-term survey were collected.

Given that the WYSM program began prior to the time that a valid and reliable survey could be developed, this methodology is not a true pretest/posttest, in the sense that WYSM trainings commenced before the baseline survey. In an ideal scenario, researchers would administer the baseline survey before WYSM workshops would begin and, afterwards, the posttest survey would be conducted to measure what effect, if any, the workshops had on relationships between the community and police. Because the early focus was to administer the WYSM program as efficiently and copiously as possible, such an approach was not practicable in this case.

Given the number of presentations that took place during the survey development phase and the size of Salinas' population, the evaluation staff were confident that a random sample of the population taken in the near term (January, 2016) would be only minimally affected by the



WYSM project. By the same reasoning, however, it was similarly expected that the time allowed under the grant would be insufficient for substantial changes in perceptions to be formed, much less detected. Ideally, to measure the long term effects of the program it will be necessary to conduct an additional follow-up survey multiple years after the WYSM trainings have been active in the area.

Police Survey

The police survey was developed simultaneously and in similar fashion to the community survey. The police survey is comprised of 93 questions. The majority of the survey employs Likert-type scale responses; many questions also employ “skip logic” to channel some respondents to additional questions, depending on their responses. The survey was, therefore, much shorter for some and much longer for others. The survey was developed to capture law enforcement officer’s experiences, opinions, and feelings related to their everyday work within the Salinas community, besides asking about about demographics on the personal and professional levels. The police survey was administered twice, around the same general time the community survey was available (first in February 2017, and again in March 2018) and remained open for approximately one month in each case. Details of survey design and outcomes are available in *Appendix 4: Police Survey*.

Survey administration was facilitated with the cooperation and endorsement of the Chief of Police. A link to the police survey was shared and promoted within the department by the Chief of Police and Monterey County Sheriff’s Office to bolster the response rate. A total of 55 valid responses were collected during the baseline period, and another 24 were collected in the follow-up period. Given the length of the survey and still substantial time commitment of police officers in Salinas, we expect that the disparity in response rate between the baseline and late-term surveys was due to survey fatigue and the reluctance to respond to the same survey twice. It is also likely that more than a few potential respondents mistakenly thought that we would not need more than one response from them.

Interviews, Focus Groups, and Survey Comment Field

The information that was gathered in the form of interviews, focus groups, and written comments (community survey) provided opportunities to contextualize the findings identified using data from survey responses. While focus groups were conducted in a small group format and interviews were performed individually, both methods had a similar set of guiding questions related to the overarching research themes.

Interviews and focus groups varied between 30 minutes and 1 hour and 40 minutes in duration and were conducted in a manner that allowed for confidentiality and ensured that their responses would be secure, with no personally identifying information being retained after the transcription of the interview. Written contributions were also solicited from survey respondents at the conclusion of the community survey.



Table 1: Focus group participation

	<u>Semi-Structured Interviews</u>		<u>Focus Groups</u>	<u>Survey Comment Field</u>
	Community	Law Enforcement	Community	Community
Baseline	17	2	1	303
Late-term	9	7	5	515

Analytic Approach

The primary analytic objectives of this evaluation are comparison and discovery. Analytic comparisons using survey data are kept relatively simple. The term “discovery” is used here in reference to the fact that a study of this sort had not been implemented in Salinas prior to this date.

Comparative statistical analysis between groups and time points was done using the Wilcoxon signed-rank test in the R statistical environment. The Wilcoxon signed-rank test is a technique that is analogous to a simple t-test, but is better suited to analyzing Likert-type data than a standard t-test. The use of this technique provides more valid and reliable comparisons between groups or time points when analyzing ordinal and Likert-type scale response data.

Statistical analyses are important and generally necessary for gaining inference in an evaluation. Comparing the difference between two numbers is a relatively straightforward process. But, given that we have conducted a survey and not a census, it is necessary to assess whether the differences we observe are large enough, or the responses in samples of respondents are consistent enough, to be able to state with confidence that the differences are likely reflective of the general sentiments of the population and not just in the sample that was consulted.

The analysis of the information resulting from interviews, focus groups, and other textual data was performed by a team of analysts that have been trained in the use of qualitative data analysis techniques. The qualitative data analysis team employed Dedoose software to systematically review and analyze interview, focus group, and written testimony for themes and regularities. The findings were then used to add context to earlier findings and allow for discovery of new information. The analysis consisted of an initial *a priori* coding to search for previously identified themes, followed by iterative *in vivo* coding to allow for a “discovery” phase in examining the data.



The Meaning of “Statistical Significance”

When a change or a difference is mentioned as being statistically “significant,” that does not indicate that the difference is “large” or “important.” Rather, the term “significance” is used to refer to whether the difference that we observe between two numbers is “real.” We say this because we know that the samples that we use may differ depending on when and how they are collected. Statistical tools, such as the one we used to evaluate differences between the pretest and the posttest, are accounting for the variability that we know happens when we use a sample to gain insight about an entire population.

When the samples are small, or the responses are extremely varied, then it is often difficult to say that what we see is representative of how the population actually feels or acts. To say that something is “significant” is to say that we are fairly confident that the difference that we observe is truly representative of how the population being considered actually feels or acts. If a measure is determined not to be “statistically significant,” then it means that the analyst cannot be very confident that the measure is “real” and not misleading. Essentially, statistical tools make it possible to consult a representative sample from a population and use that information to draw inference about the wider population with greater confidence.

Validity and Reliability

Validity and reliability were important concerns throughout the research design, collection, and analysis phases. Validity (accuracy) and reliability (consistency) are the factors that make it possible to draw useful inference from any analysis. They are complementary ways to assess the trustworthiness of research findings.

Reliability and validity were especially important considerations throughout the design phase of survey creation. Factors such as the survey’s structure, wording, tone, order, and length were considered at each stage of the creation process. To test validity, surveys were beta tested with citizens in Salinas and evaluated by colleagues working in the area.

The electronic survey interface helped to bolster reliability, given that all recipients of the survey would experience it in the same manner. For those who would prefer to have the survey administered orally, interviewers were trained in the consistent neutral delivery of the survey questions.

Analytic reliability and validity were reinforced through a focus on reproducible methods. Statistical analyses were conducted using R software, which requires the use of analytic scripts that can be saved, modified, and reused at a later date if necessary. Statistical tests were selected for their appropriateness to the particular type of data that the survey produced. Similarly, qualitative analysis of textual data (interviews, focus groups, and written responses) was conducted using Dedoose, a computer assisted interface that allowed a group of

researchers to simultaneously analyze the same set of data. Frequent reliability tests were run to ensure that all analysts were using the same set of definitions.



Timeline

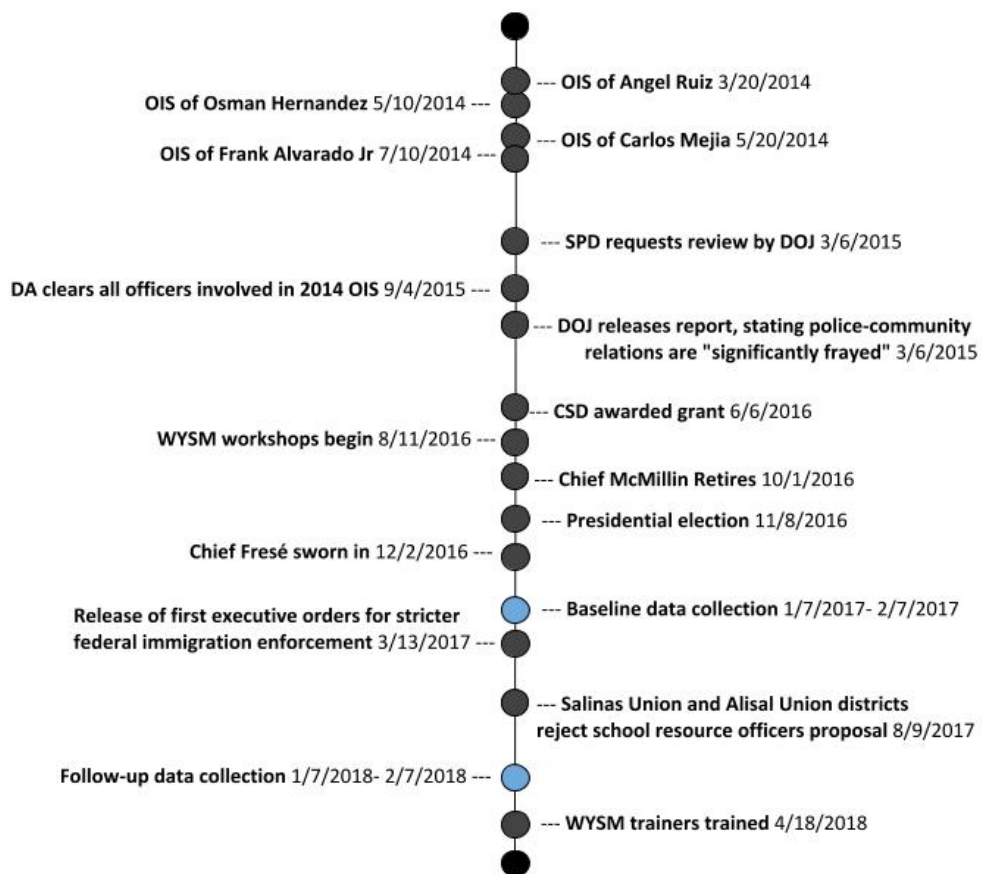


Figure 1.1: Timeline of Events



Findings

The impact of *Why'd You Stop Me?* (WYSM) program was evaluated using information collected from the surveys and interviews/focus groups/written comments. While survey data serves to identify general trends within the population, interviews and focus groups allow for more contextualization of general perceptions by analyzing respondents own words about suggested topics.

This section provides the most relevant information found during the data analysis. It is divided into the five research questions that guided this evaluation, and are again subdivided, according to the tools that were used to evaluate these topics. The results are illustrated by charts, tables, or quotes from respondents.

It is important to note that this section is limited to drawing inference on those five main themes. We have also included a fuller depiction of survey and interview data in the accompanying appendices. There, the reader will find an overview of all three survey types as well as a summary of the analysis of interview data.



Immediate Effects: Program Reviews and Community Perception

The immediate effects of WYSM on its participants were perhaps the easiest to discern, though the program remains relatively unknown throughout Salinas. For those who are familiar with the program, the general perception of WYSM is positive.

The majority of responding participants indicated - often stark - changes in their sentiments towards law enforcement, most reporting an improvement. Within the general public, most respondents were unaware of the program; likely due to its relatively recent launch with a select segment of the population. On the law enforcement side, more involvement in activities towards the community, notably WYSM, was apparent. These results are discussed in greater detail in the sections below.

WYSM Participant Survey

The WYSM Participant Survey revealed that the program managed to boost participants' positive perception of law enforcement and reduce negative perceptions. Differences in responses between pre- and post-program surveys are statistically significant, indicating that participants experienced an increase in positive sentiment towards police officers and a decrease in negative stereotypes and opinions. Although these results suggest that WYSM is effective, more research should be conducted to determine the extent to which these changes are durable over time. See *Appendix 2* for more information about the WYSM participant survey.

Table 2: Selection of questions from WYSM participant survey

Statement	Baseline Average*	Late-term Average*	Difference
I respect the police.	2.82	3.09	+0.27
I am scared of the police.	3.55	2.91	-0.64
I see no reason for the police to exist.	2.09	2.27	+0.18
I feel safe calling the police for help.	2.36	2.73	+0.37
If the police stopped me, it is likely that they would hurt me.	3.00	2.55	-0.45
If I saw a police officer in trouble, I would stop and help him or her.	3.27	3.55	+0.28

*Scale: Strongly Disagree: 1, Disagree: 2, Neither Agree or Disagree: 3, Agree: 4, Strongly Agree: 5
All differences are significant at the 0.001 level.



Community Survey Responses

The data from the community survey (*Appendix 3*) provides some additional insight into the immediate effects of WYSM. In particular, it is possible to estimate the extent to which the community is aware of WYSM, as well as their opinion of the project. The late-term responses to the community survey (*Table 3*) demonstrate that, after one year, the majority of Salinas residents remained unaware of WYSM. Out of the 925 people surveyed in the late-term implementation, only roughly one in 25 had heard of WYSM while less than 2% had participated directly in the program. By comparison, over 14% of Salinas residents had heard of Coffee with a Cop, making it the most widely known police-community outreach program. These results are likely attributable to the fact that Coffee with a Cop has been in existence for several years while WYSM has been present in the community for less than two years. Regardless, these results indicate that the community has not yet developed a strong awareness of the WYSM program.

Table 3: Awareness and Participation of Community Programs, Late-Term

Program	Awareness	Participation
Coffee with a Cop	14%	3.6%
CASP	9%	2.8%
WYSM	4%	1.4%
Here to Hear	2%	2.4%

Those who stated that they were aware of WYSM were additionally asked about their perceptions and opinions of the program. As evidenced by the graphs below, the opinions respondents had heard of WYSM were evenly split between negative and positive with many respondents indicating neutral opinions about the program (Figure 1.2). Of the 40 respondents who had personally participated in WYSM or had a household member participate in the program, opinions of their experiences were also varied; more pronounced extremes, with a tendency toward positive opinions, as seen in the about one-third of respondents reporting to have had a very positive experience (Figure 1.3). When program participants were asked in the community survey if they believed their perceptions of law enforcement had changed since WYSM began, the overwhelming majority indicated that their opinion had not changed either negatively or positively (Figure 1.4), contradicting the response results for a similar question on the WYSM participant survey (subsection above).



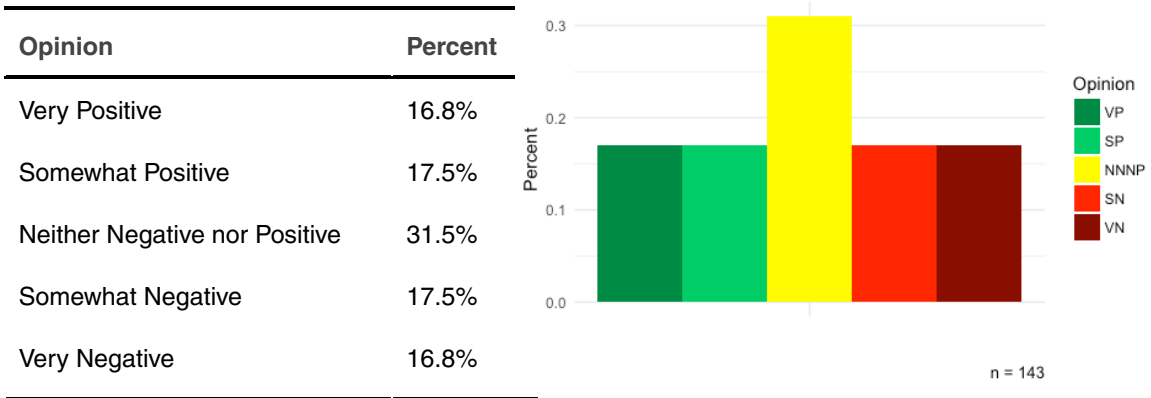


Figure 1.2: “What kind of opinions have you heard most about WYSM?”, aggregated responses

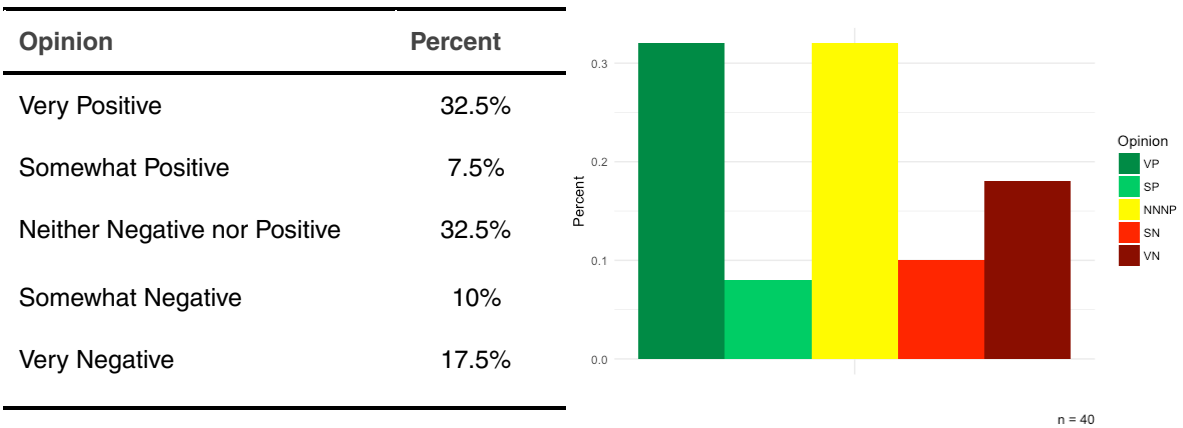


Figure 1.3: “What was your or another household member's experience participating in WYSM?”, aggregated responses



Opinion	Percent
Very Positively	9%
Somewhat Positively	19.4%
Neither Negatively nor Positively	59.7%
Somewhat Negatively	3.5%
Very Negatively	8.3%

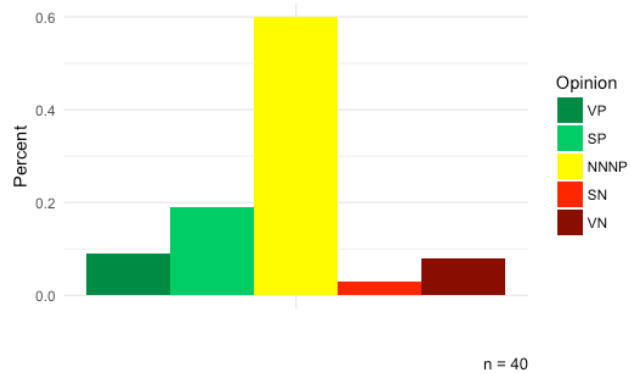


Figure 1.4: “How has your opinion of law enforcement changed, if at all, since the WYSM program began?”, aggregated responses

Police Survey Responses

In the police survey, questions about community policing programs concerned officers’ involvement in activities such as WYSM, Coffee With a Cop, Here to Hear, and CASP. In this regard, there was an expressed increase in officers’ involvement over the intervening period in all programs, as it can be seen in Figure 1.5 . Participation in WYSM rose from 33% to 79%, an increase of 46%. Coffee With a Cop involvement was also notable, increasing from 29% to 62%.^{*}

Activity	Pre	Post
Coffee with a Cop	29.1%	62.5%
Here to Hear	5.5%	16.7%
CASP	20.0%	20.8%
WYSM	32.7%	79.2%
No activity	41.8%	8.3%

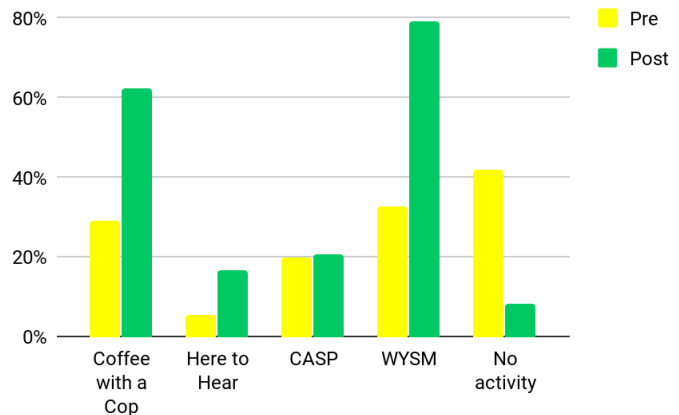


Figure 1.5: “Which of the following have you attended or taken part in?” (Participation per activity)

^{*}Approximated values. For exact values, see charts following text.



Overall participation by law enforcement officers in community policing programs markedly increased over the evaluation period. Those reporting not having participated in any activity fell from 42% to only 8%. The percentage of officers engaged in more than one activity increased from 29% to 58%. This indicates an increased involvement with community related training and activities. Though, this finding may also be partly explained by selection bias, given the smaller sample of respondents in the late-term survey.

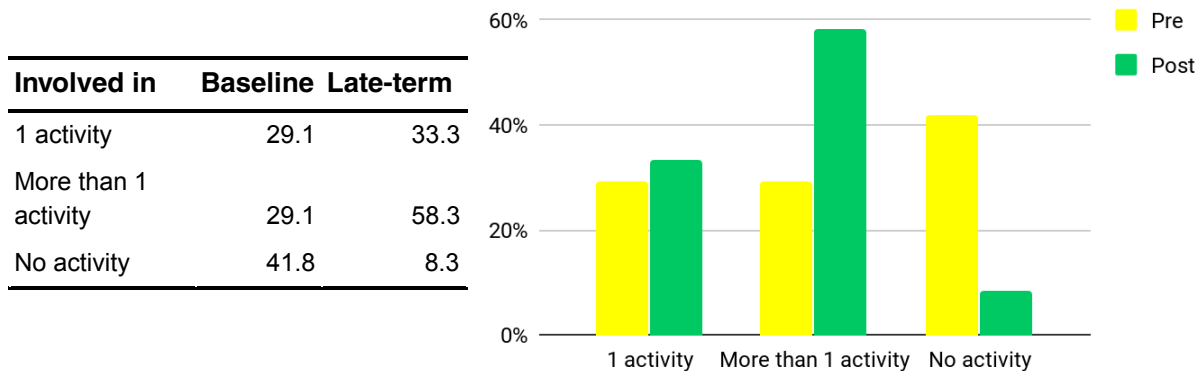


Figure 1.6: “Which of the following have you attended or taken part in?” (Activity count per respondent)

Interview and Focus Group Responses

Overall, respondents reported positive impressions of the *Why’d You Stop Me?* program, identifying the training as an opportunity to learn how to act around the police, and as a chance to empathize with police officers and their work. As for areas of improvement, WYSM participants expressed a desire for more local police force to be involved in the community training, a joint training for community and police officers, and a balance between empathy towards both groups equally.

“... [be]cause especially here in Salinas, there are a lot of us that do not like police officers, ... but going through that presentation, it really gave you perspective of what they go through, so it was nice. I’m very respectful of them now.” - Community respondent

“I think the biggest takeaways would be ... about doing the training differently, allowing people from the community and police to interact in the same trainings ...” - Community respondent

Respondents' opinions about community policing programs and communication remained constant in both baseline and late-term periods. The main topics highlighted were expectations about police developing a closer relationship with local youth, more social interactions with the public, more patrols in the neighborhoods, and an open communication channel focused on transparency and building stronger relationships with the community. Echoing the community survey findings, current programs, such as WYSM and Coffee With a Cop, were cited very few times in both periods, with slightly more frequent mentions in the later period. Law enforcement respondents also highlighted the importance of communication for police-community relations.

“Some people are gonna fight no matter what, but if you have the opportunity to talk to them as an officer, and you take a moment to talk to people and explain why sometimes you're obligated to take a certain action, people, even if not happy about it, would at least understand it. -” Law enforcement respondent

“I would like they if got more involved with the community. Programs with children, for example.” - Community respondent

A new topic raised by respondents in January, 2018 was the School Resource Officers (SRO) program. Opinions about the SRO were mostly positive and regretful that it was put on hold. Respondents attribute the breakdown to a general misunderstanding about the program and lack of information.

“...Salinas did turn down the opportunity to get a police officer on campus because people thought it would intimidate the children but I feel the opposite way, I think it would make them feel safer.” - Community respondent



Empathy

Perceptions of empathy between police and civilians remained relatively unchanged, or in some cases actually decreased, over the period of the evaluation. Despite the majority of civilian respondents initially indicating their empathy towards law enforcement, empathy actually decreased slightly in some aspects over the period of the evaluation. Law enforcement officers, in turn, expressed uncertainty regarding the community’s empathy toward them, but expressed a strong conviction in their empathy toward the community.

Community Survey Responses

Questions relating to empathy on the community survey demonstrated few significant differences over the evaluation period. The only two survey items that did show a statistically significant difference were “Officers listen to community members” and “Officers do a good job at preventing crime.” In both cases, opinions were more negative in the late-term survey, indicating a decrease in positive perceptions of law enforcement. The decrease in the belief that officers listen to civilians signals a decrease in perceived empathy on the part of police. While it is important to try to understand why there was a decrease for both these items, it is also important to note that the majority of respondents agree that officers listen to community members across both time periods. Additionally there are many influencing factors that are not accounted for that could skew the results. For example, during the course of the WYSM program there was a large shift in national politics specifically around the role of law enforcement in society.

Opinion	Percent
Strongly agree	13.3%
Agree	34.2%
Neither	27.9%
Disagree	14.9%
Strongly disagree	9.8%

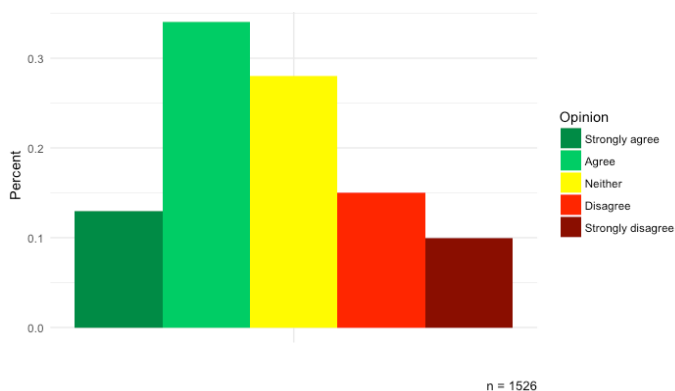


Figure 2.1: “Officers listen to community members.”, aggregated responses



Table 4: Community survey, empathy-related questions

Description of Survey Item	Baseline Average	Late-term Average	Change
Officers listen to community members	3.36	3.21	-0.15*
If I asked an officer for help, they would help me	3.86	3.76	-0.1
I respect Salinas police officers	3.98	3.86	-0.12
Officers are able to manage tense situations	3.27	3.25	-0.02

Note: Asterisks (*) indicate that the difference is statistically significant.
 5 = Strongly agree, 4 = Agree, 3 = Neither agree nor disagree, 2 = Disagree, 1 = Strongly disagree

Police Survey Responses

There were no significant differences in police responses to questions regarding empathy over the evaluation period. Rather, responses were generally stable between the baseline and late-term survey implementation periods.

Figure 2.2 provides an illustration of the frustration expressed by the police. Response to the statement “The community understands what it’s like to be a police officer” refers to officer’s impressions of community’s empathy toward police. The results show that 81%, the vast majority of respondents, disagree or strongly disagree that citizens understand what it is like to be a police officer, while only 5% agree or strongly agree that citizens are empathetic to police work.

On the other hand, when agreeing or disagreeing with the affirmation “When stopping a community member, I feel I can understand their point of view.”, 72% of law enforcement respondents were confident that they could empathize with citizens. To view similar responses to empathy-related questions on the police survey, see *Appendix 4*.

Opinion	Percent
Strongly agree	1.3%
Agree	3.8%
Neither	11.4%
Disagree	35.4%
Strongly disagree	45.6%
Prefer not to Answer	2.5%

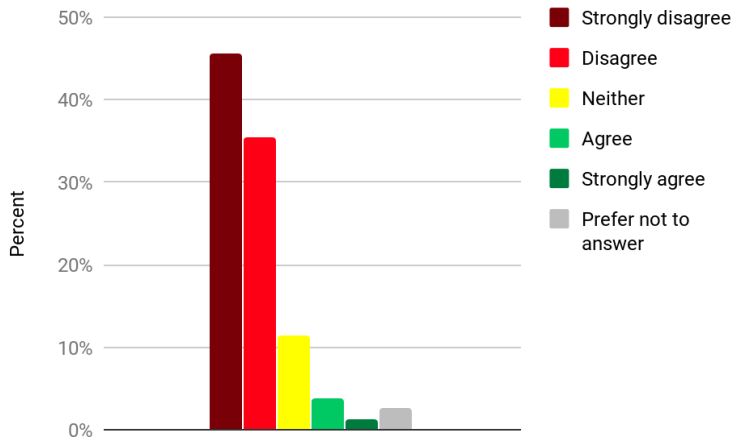


Figure 2.2: “The community understands what it's like to be a police officer.”, aggregated responses

Opinion	Percent
Strongly agree	7.6%
Agree	64.6%
Neither	19.0%
Disagree	1.3%
Strongly disagree	0.0%
Prefer not to Answer	7.6%

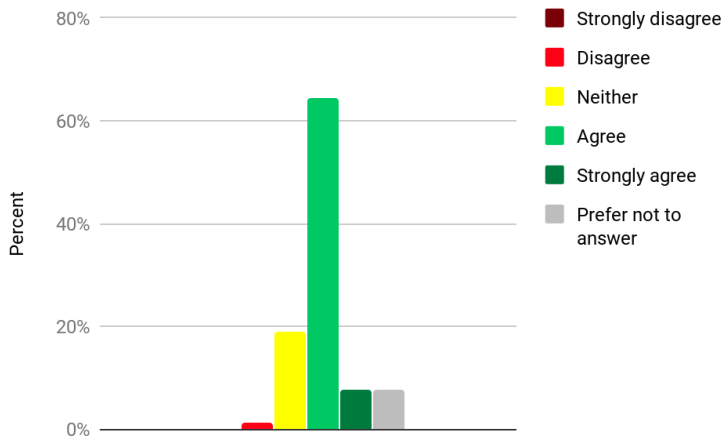


Figure 2.3: “When stopping a community member, I feel I can understand their point of view.”, aggregated responses

Interview and Focus Group Responses

Empathy was a recurrent theme within community, as well as law enforcement respondents. As with the community and police surveys, there was a consistency in interview responses in both baseline and late-term periods. Empathy was mostly brought up as the comprehension, and sometimes recognition, of police officers' bravery in performing such a difficult and risky job. From this general idea, more specific references to the topic appear in survey comments. Many connected empathy with SPD resources, as in lack of officers to respond calls. Others indicated the need for change in the department's organization, such as looking at different priorities on patrolling and suspicion of profiling, for example. It is worth noting that respondents regularly mentioned empathy, regardless of age, race, gender, or social and educational status.

"Just because people are wearing a uniform doesn't mean they're robots. They're still human. (...). And so you might get that person at the end of shift who has been in for twelve hours, ready to go home and they get this call that's going to tack on another four, five hours. They might not be the sunniest person. But sometimes you can say, "Do you need something? Can I get you some coffee?" Many times just acting in a positive way." - Law enforcement respondent

"When police officers are killed, like this one the other day, we also feel their death, it is impossible not to, they leave kids and family behind. Just like it hurts when our kids are killed, we are sorry when officers are killed, it also hurts." - Community respondent

"They do the best they can with what they have." - Community respondent



Trust

Trust between the community and law enforcement has been uneven and slow to develop. Relative differences in trust were found to be most strongly explained by the ethnicity with which respondents identify; white respondents expressed relatively more trust in police than did Latino respondents on topics such as discrimination, fairness, and bias. Perceptions of those in law enforcement were very similar, identifying more positive relationships with those in white demographics and comparatively less positive relationships with Latino demographics. Additionally, despite expressions of generally positive feelings toward the community by law enforcement personnel, those in law enforcement feel that the community does not feel strong trust for them.

Community Survey Responses

There were no significant differences over the evaluation period in any of the questions that relate to trust in the community survey (see *Table 5*). As a whole, responses tend toward neutrality and slightly favoring police. Average responses slightly disagree with statements that clearly indicate lack of trust, such as “officers use excessive force.” Conversely, there is a slight to moderate agreement on average with statements that indicate trust, such as “officers have a good reason for starting interaction.”

Table 5: Community survey: Trust-related responses

Description of Survey Item	Baseline Average	Late-term Average	Change
Officers use excessive force	2.88	2.76	-0.12
Officers discriminate by race or ethnicity	2.82	2.81	-0.01
I would most likely avoid involvement with SPD	2.22	2.27	0.05
Officers treat all citizens equally	2.99	2.99	0
Officers have a good reason for starting interaction	3.48	3.47	-0.01

Note: Asterisks (*) indicate that the difference is statistically significant.

5 = Strongly agree, 4 = Agree, 3 = Neither agree nor disagree, 2 = Disagree, 1 = Strongly disagree



A closer examination, however, reveals disparities in responses. Significant differences exist on the topic of trust in law enforcement between respondents self-identifying as white and those self-identifying as Latino. While white respondents tend to largely disagree with the notion that Salinas officers discriminate by race (Figure 3.1c), Latino respondents are somewhat more ambivalent (Figure 3.1b) with many more expressing the thought that officers discriminate.

Opinion	Percent
Strongly agree	14.3%
Agree	23.5%
Neither	24.7%
Disagree	22.9%
Strongly disagree	14.6%

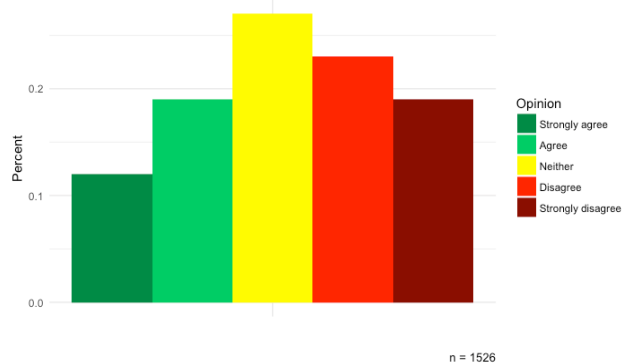


Figure 3.1a: Overall responses to “Salinas officers discriminate by race or ethnicity.”, aggregated responses

Opinion	Percent
Strongly agree	14.3%
Agree	23.5%
Neither	24.7%
Disagree	22.9%
Strongly disagree	14.6%

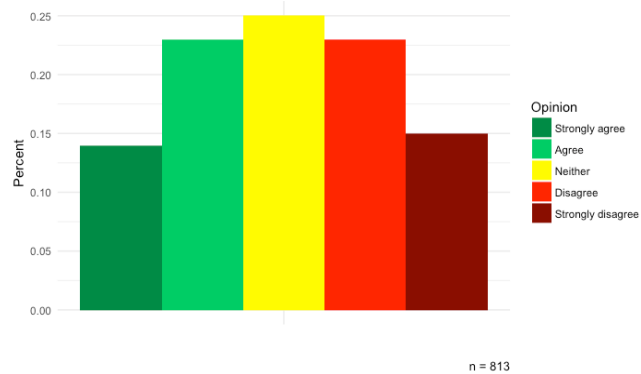


Figure 3.1b: Latino Response

Opinion	Percent
Strongly agree	7.4%
Agree	9.6%
Neither	29.3%
Disagree	24.7%
Strongly disagree	29%

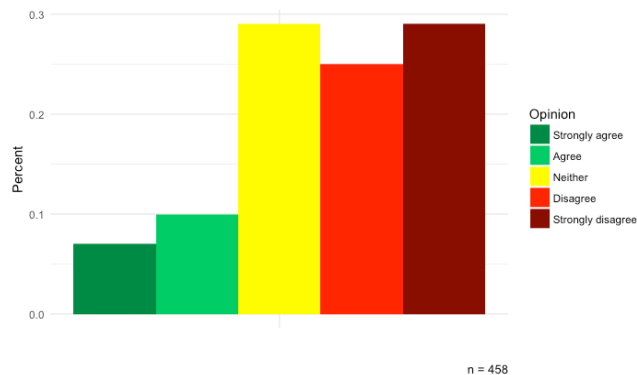


Figure 3.1c White Response

As presented in Table 6, it is apparent that white respondents tend to invest more perceived trust in law enforcement than do Latino respondents. Latino respondents also expressed less disagreement with the following statements: they would be likely to avoid involvement with police, officers use excessive force, and officers discriminate by race. Latino respondents tended to disagree, on average, with the statement that officers treat all citizens equally and have a good reason for starting an interaction. These differences reveal a relatively greater level of mistrust in law enforcement by the Latino community than by the white community. For a more inclusive accounting of the differences between white and Latino responses on the community survey, see *Table A3.3 in Appendix 3*.

Table 6: Top 5 Differences in Responses between Latino and White Respondents

Description	Latino Average	White Average	Difference
Officers use excessive force	3.04	2.42	0.62*
Officers discriminate by race or ethnicity	3.00	2.42	0.58*
I would most likely avoid involvement with SPD	2.41	1.92	0.5*
Officers treat all citizens equally	2.84	3.26	0.42*
Officers have a good reason for starting interaction	3.33	3.72	0.39*

Note: Asterisks (*) indicate that the difference is statistically significant.
5 = Strongly agree, 4 = Agree, 3 = Neither agree nor disagree, 2 = Disagree, 1 = Strongly disagree

Police Survey Responses

The police survey includes a variety of trust-related questions. In general, most trust-related responses by police officers tended to express more, rather than less, trust in the community (see *Appendix 4*). For example, law enforcement officers tended to disagree with the statement “If no one is watching, most community members will do whatever they can get away with.” Only 24% of respondents to the police survey agree with the statement, while 41% expressed disagreement, and more than 30% were indifferent or unsure about this statement.

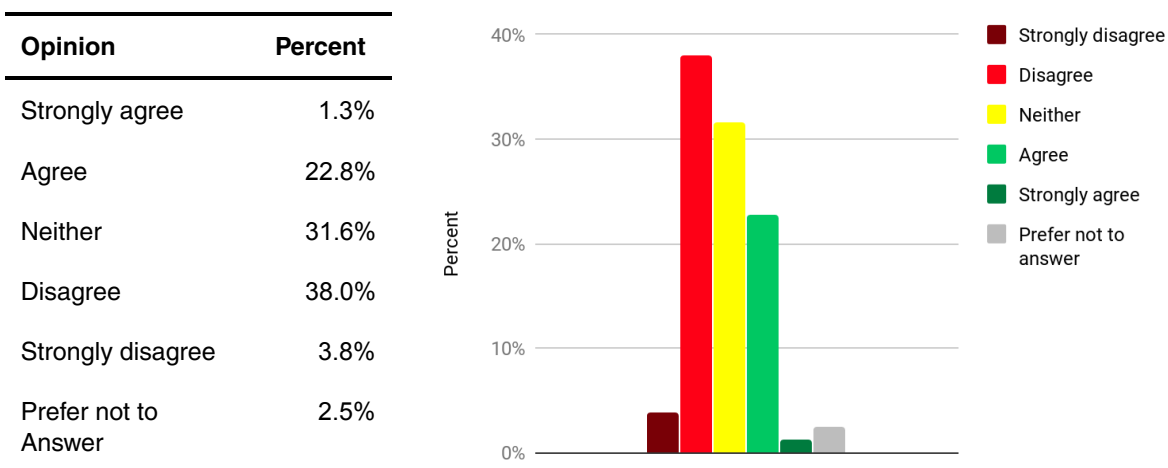


Figure 3.3: “If no one is watching, most community members will do whatever they can get away with.”, aggregated responses

For a more personal and immediate reflection of trust in the community, officers were asked for their perceptions on whether they could rely on citizens, if necessary. Law enforcement officers agreed on average with the statement “If I asked a community member for help they would help me.” Roughly 42% agreed with the statement, while 37% were unsure, and only around 16% disagreed.

Opinion	Percent
Strongly agree	2.5%
Agree	41.8%
Neither	36.7%
Disagree	15.2%
Strongly disagree	1.3%
Prefer not to Answer	2.5%

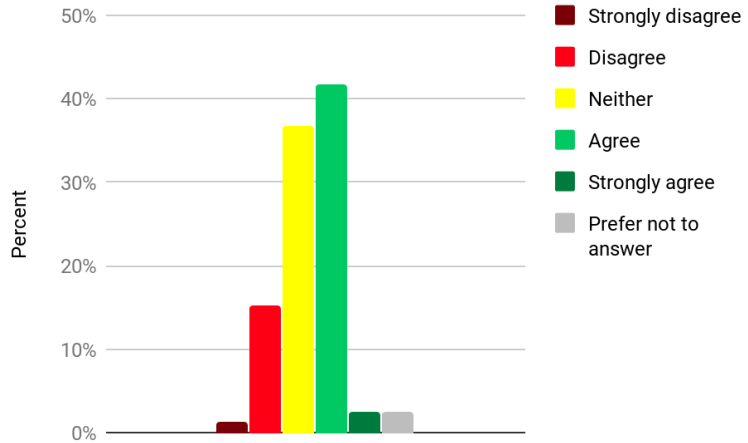


Figure 3.4: “If I asked a community member for help they would help me.”, aggregated responses

Table 7: Race x Trust, aggregated responses

Race/ Relationship (%)	Too few in this community to say					Prefer not to answer
		Poor	Only fair	Good	Excellent	
White	0.0%	0.0%	15.2%	70.9%	7.6%	6.3%
Black	12.7%	10.1%	32.9%	35.4%	2.5%	6.3%
Latino	0.0%	12.7%	39.2%	36.7%	5.1%	6.3%
Asian	13.9%	1.3%	15.2%	57.0%	6.3%	6.3%



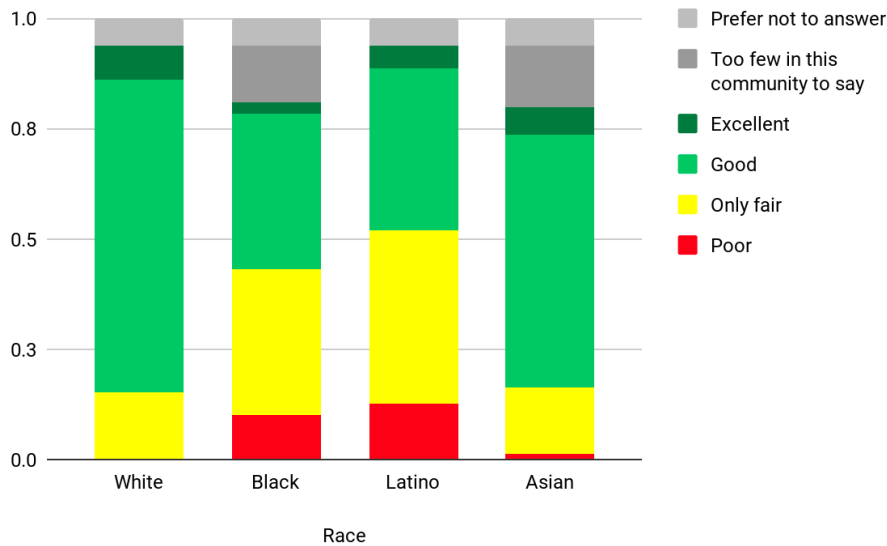


Figure 3.5: “How would you rate relations between the police in your department and the following groups in the community you serve?”

Law enforcement officers were also asked more directly about their perception of the relationship between their department and various ethnic communities. Their responses tend to agree with those from the community survey. Most reported a good relationship with the white community, with 78.5% selecting good or excellent, and no responses indicating a poor relationship. By comparison, only 42% felt that their department had a good or excellent relationship with the Latino community, with 52% opting for poor or fair.

Interview and Focus Group Responses

Trust in police-community relations may function as either an important enabler or barrier to cooperation. To get a stronger sense of the trust implied, or stated outright, in many of the interview-type responses, respondents opinions were analyzed for their sentiment when community members referred to police or when police referred to the community. A scale from -1 to 1 was employed, with -1 indicating extreme distrust and 1 indicating extreme trust. The aggregate of community and police responses reached -0.6 in each of the two periods of observation. For members of the civilian community, recurrent themes included negative personal experiences when interacting with the police, many of which involved reporting and a perceived lack of confidentiality, as well as a perception of racial bias against the Latino community. Law enforcement respondents brought up citizens misunderstanding of the justice system, fear due to immigration issues, and fear of retaliation from gangs. Both sides mentioned

police unfriendliness, citizens unwillingness to cooperate with the police, and the role of media in affecting this complex relationship.

“I think we need even more community outreach opportunities for people to interact positively with officers. I feel like there is a huge divide in our community by neighborhoods as to how safe we feel and how much we trust and respect that SPD will do their jobs.” - Community respondent

“They're fearful of law enforcement because they may have come from a community where the police are corrupt and not to be trusted. There were also people multiple times throughout my career I could sense that people were worried about their immigration status when dealing with an officer of the law.” - Law enforcement respondent

“In my opinion, the community does not report crimes because there is no trust, they feel the Police are corrupt and associated with people who would seek revenge if someone reported a crime.” - Community respondent

Engagement

Respondents to the community survey expressed more reluctance to cooperate than did law enforcement respondents. Some among Salinas’ civilian community expressed misgivings or misconceptions relative to the justice system, reporting requirements for law enforcement, current immigration procedures, language barriers, and cultural differences. Alternatively, respondents from within the law enforcement community consider it important to engage with the wider Salinas community and find many of its citizens to be generally cooperative with them.

Community Survey Responses

Several questions in the survey dealt directly with the community’s willingness to cooperate with law enforcement. While the majority of participants over the course of the evaluation period indicated that they agreed that they would report a crime, there was no significant difference between baseline and late-term survey, indicating no change or improvement in the level of engagement by community members over the course of the intervention (Figure 4.1). Although Latino community members were slightly less likely to agree with this statement, the majority of Latinos still indicated that they would report a crime. Similarly, the majority of respondents indicated that they would testify if asked, with no significant changes in responses between baseline and late-term survey implementations (Figure 4.2). Again white respondents reported higher willingness to testify than Latino respondents, though the majority of Latinos still agreed that they would testify.

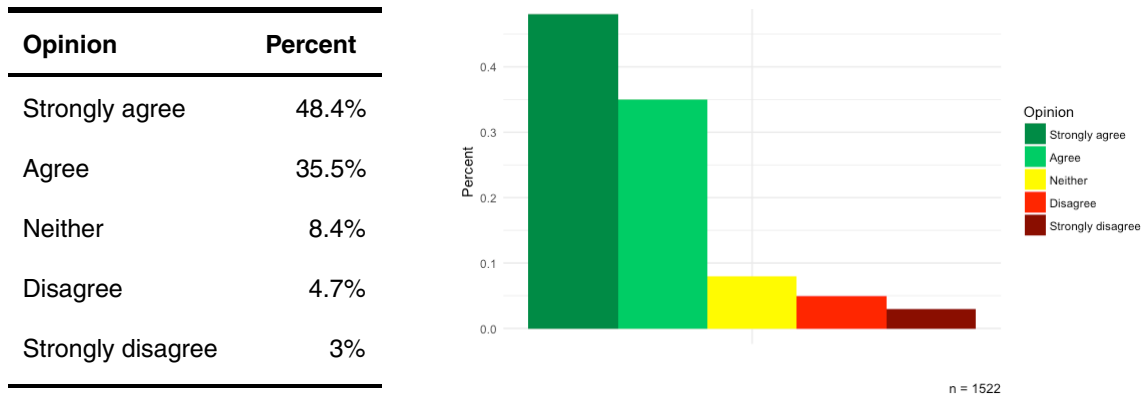


Figure 4.1: “If I witnessed a crime of any kind, I would report it.”, aggregated responses

Opinion	Percent
Strongly agree	48.4%
Agree	35.5%
Neither	8.4%
Disagree	4.7%
Strongly disagree	3%

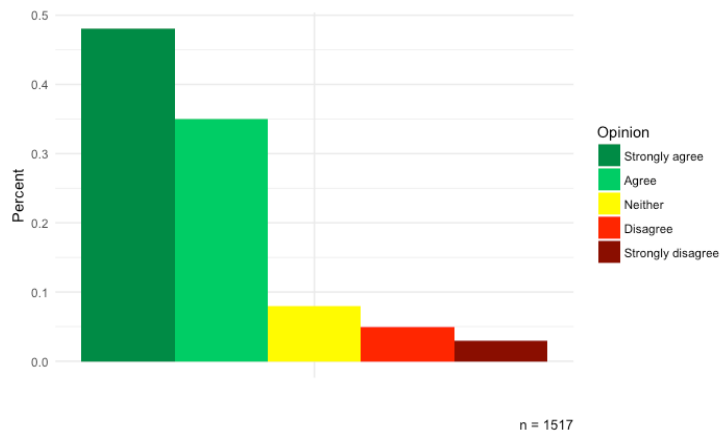


Figure 4.2: “If asked to do so by a Salinas police officer, I would most likely testify in court as a witness.”, aggregated responses

Police Survey Responses

As with the civilian survey, there were no significant differences over the course of the evaluation for engagement-related questions on the police survey. Nonetheless, police opinions of their engagement with the community were largely positive. For example, when asked for their reaction to the statement “It is worthwhile to put in extra effort to make contact with citizens,” most agreed (Figure 4.3). The vast majority of law enforcement officers, roughly 84%, responded that they agree or strongly agree with this statement, while only about 4% disagree to some extent.

Opinion	Percent
Strongly agree	38.0%
Agree	45.6%
Neither	10.1%
Disagree	2.5%
Strongly disagree	1.3%
Prefer not to Answer	2.5%

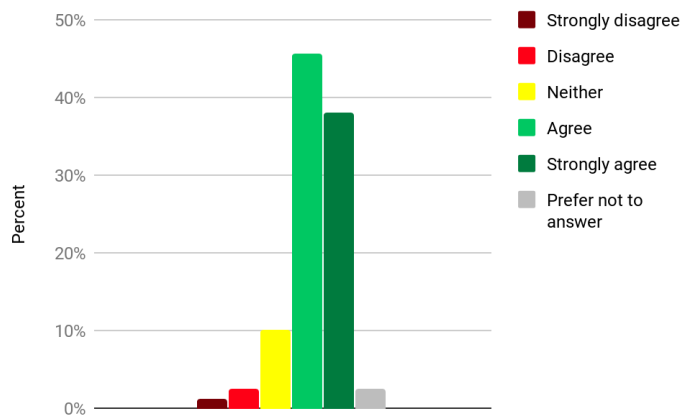


Figure 4.3: “It is worthwhile to put in extra effort to make contact with citizens.”, aggregated responses

When asked for their reaction to the statement “I encounter more resistance and reluctance from community members than cooperation,” law enforcement respondents were more divided. A full 38% of respondents were on the fence, other 38% disagree to some extent, and a little more than 16% agree that citizens are mostly reluctant to cooperate (Figure 4.4).

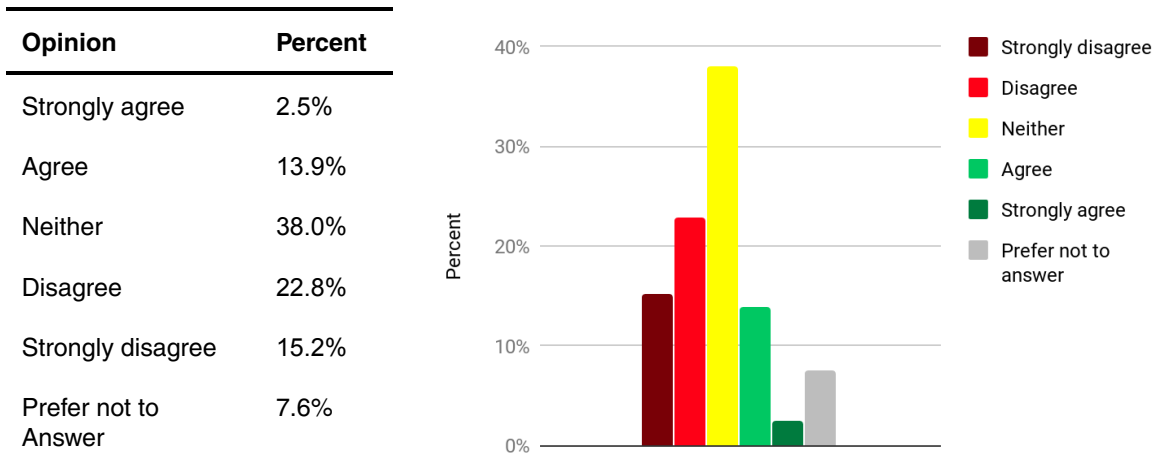


Figure 4.4: “I encounter more resistance and reluctance from community members than cooperation.”, aggregated responses

Interview and Focus Group Responses

The topics of engagement and cooperation arose regularly in interviews, focus groups, and written submissions, especially in relation to reporting crimes, police response, and both sides’ opinions about the willingness to cooperate with one another. As with the surveys, these materials tended to reveal that civilians are less inclined to cooperate than police (see Appendix 5 for more).

Respondents recounting personal experiences stated that they find it difficult to report crimes to the police because they perceive that the police response will take a long time and that their identity will be revealed - even when they are calling anonymously - leading to fear of retaliation from the parties about whom they are reporting. Respondents also express that officers’ priorities when responding to incidents do not match what they perceive to be the needs of their neighborhoods. As a result, many civilians feel that cooperation is a one-way road, and therefore, not worth the effort.

“You're not going to get reports if people are afraid. I'm not going to tell you I have a camera that videotaped the whole thing, because I don't want to have to come to court. I'm not going to make that phone call, because I don't want my name in the report. I don't want gang members coming after me.” - *Law enforcement respondent*

“We've called them two, three times and they never come, they never come.” - *Community respondent*

“Let's say that my brother calls the police, they are going to start investigating him and...that's the thing. You get yourself in more trouble. You just end up staying quiet.” - *Community respondent*

Yet on the topic of reporting and anonymity, both community and law enforcement respondents stated that many citizens who are also immigrants are not collaborative due to their perceptions of the police and justice system in their native country. Such transference creates confusion regarding anonymous reporting, testifying, and perceptions about local police. Language and cultural differences function as further barriers to successful interactions.

“A lot of it goes back into people's understanding of civics. So the fact that [the] Sheriff has ICE officers in his jail is gonna spread a lot of that fear into the overall community. And these are hardworking people that are now afraid to call law enforcement. Because they fear that when a police officer comes, they're gonna be asked that.” - *Law enforcement respondent*

Decreased Violence

A noted decrease in violence seems to provide some of the clearest evidence of positive change in police and community relations in Salinas. The Salinas Police Department appears to have achieved success in the area of reducing citizen complaints, reducing use of force incidents, and leveling off the number of officer-involved shootings. It is probably still too early, however, to pass all the credit to WYSM, given Chief Fresé's community policing reforms, changes in technology, new hires, and continued changes in the national political climate.

One of the main desired outcomes of the WYSM projects was to reduce violent encounters between law enforcement and community members. There are three specific measures that Salinas Police have identified to satisfy this criterion: (1) reducing citizen complaints by 10% per year; (2) reducing use of force incidents by 10% per year; and (3) limiting officer-involved shootings to between zero and one each year. Measuring this outcome has proven to be difficult due to lack of available secondary data and accounting for exogenous factors related to violent incidents.

The data made available through the quarterly reports associated with this grant do tend to demonstrate a decline in use of force, number of citizen complaints, and officer-involved shootings by the Salinas Police Department since 2014 (see *Table 8*). In 2017, the Police Department reported a 40% decrease in use of force, and the numbers seem to be on track to demonstrate similar improvement in 2018.

While these numbers are promising, we cannot rule out other factors that could explain this drop other than the presence of WYSM. Some important changes in the environment around Salinas include continued increases in hiring and overall morale of law enforcement officers. When the 2014 officer-involved shootings took place, Salinas was nearing a Police Department staffing a low point of 133 full-time law enforcement officers. Since that time, the department enrollment has increased to the current total of 190 full-time officers. Over the period of the grant, the department added 28 new officers for a net increase of 14 active law enforcement officers, with 6 of the new hires being Spanish speakers.

Table 8: Community Engagement by Police

Description of Survey Item (Cont.)	Baseline Average	Late-term Average	Change
I have a conversation with a civilian that is not about an incident	3.37	4.05	0.68*
I shake hands with community members when I talk to them	2.65	2.59	-0.06*
I take a knee to talk to small children	3.39	4.09	0.70*



Other reforms and results have been made possible through increasing the number of active duty officers within the Salinas Police Department. A good example, found in the police survey, is the notable increase in the time that police officers are able to dedicate to community policing activities (see *Table 8*). Another example of a positive reform can be seen in the quarterly grant report, in which police representatives attributed the reduction in complaints to the use of body cameras.

As enrollment levels increase to the levels experienced prior to the 2008 recession, it has become increasingly possible for the department to exercise greater latitude in returning to a community policing model, something that Chief Fresé has emphasized. Mitigating this effect is the likelihood that community engagement has become increasingly necessary in a national climate that seems to have those of Latino descent becoming increasingly distrustful of law enforcement in general.

Table 9: Use of force and citizen complaints by year (Source: Salinas Police Department)

Year	Use of Force incidents	Citizen Complaints	Officer-Involved Shooting
2010	100	23	0
2011	113	7	0
2012	122	6	0
2013	91	10	1
2014	133	5	4
2015	93	8	0
2016	53	0	0
2017	63	1	1
Present	30	4	1

This overview seems to provide some of the clearest evidence of positive change in police and community relations in Salinas. Certainly, further research should be conducted in order to determine whether or to what degree the promising numbers reflected in the quarterly reports are directly connected to the WYSM program and will remain as a durable trend.

Conclusions and Recommendations

This evaluation was designed and completed as an integral component of the *Why'd You Stop Me?* intervention in the city of Salinas and Monterey County. Ultimately, Salinas was selected as the population to be sampled for reasons outlined in the *Sample Selection* section (page 14). Although the evaluation focuses on Salinas, many of the findings are likely to hold value for both locations.

What follows is an overview of the findings and recommendations that are associated with those results. The overview consists of four general areas to which the findings apply: (1) the *Why'd You Stop Me?* program and its immediate and long-term effects; (2) conclusions drawn about the Salinas community, as they relate to the Salinas Police Department; (3) conclusions about the Salinas Police Department, as it relates to the community; and (4) recommendations for further consideration or action.

The *Why'd You Stop Me?* Program

The immediate effects of WYSM are apparent. Attendees who completed the pre/post survey reported, on average, a positive shift in their attitudes toward police. Many reported that their initial skepticism was largely dispelled by the end of the program. The main question that remains is that of durability.

Given the findings in the community and police surveys, it appears that a durable effect of the program has yet to become apparent within the population of Salinas. Over the period of the evaluation, there were few changes in the community's attitude toward police, and none that could be attributed directly to the WYSM program. This is likely exacerbated by the program not yet permeating the consciousness of the greater Salinas community. Despite over 60 presentations taking place, the program remains largely unknown within the community.

The effect of WYSM on law enforcement officers, has been somewhat different. Although there were few discernible changes in attitudes among police over the period of the evaluation, there do appear to have been changes in practices. Self-reports of participation in community engagement activities has increased and violent incidents between police and civilians have decreased. Some of the informal community engagement appears to be attributable to WYSM. Though, much is also attributable to a growing number of active police officers and renewed emphasis on community policing by Chief Fresé.



Community Attitudes toward Salinas Police

The positive takeaways that civilian WYSM participants drew from the program did not translate to changes in the wider community. The evaluation did, however, reveal that sentiments toward police are not uniformly negative - far from it. On average, Salinas residents reported respect, empathy, and trust toward police. Though, such sentiments are not uniform throughout the various communities within the city. On average, respondents from the Latino community were less well-disposed - though, generally still positive - toward police, as compared with white communities. Other demographics, such as age and education also play a part in these perceptions.

Although, on average, respondents from both the community and law enforcement expressed a mutual respect, there was also a tenor of mutual mistrust. Some of the mistrust is related to topics covered in the WYSM program: police and legal procedures and behaviors. Other important factors include the role of Immigration and Customs Enforcement (ICE) in Salinas, suspicion of anti-Latino bias, and language barriers. As a result, an undercurrent of mutual frustration appears to characterize both police and community responses.

Law Enforcement Attitudes toward the Community

Responses from law enforcement indicate that the police edition of WYSM was well-received, but unsurprising to most of the participants. Jason Lehman, founder of WYSM, stated that officers generally respond to the program enthusiastically, but are generally far more eager about the message being spread throughout the public than within the police force. With the large increase in attendance over the term of the evaluation, it is likely that at least some of the empathy-building outreach ideas have been adopted within the Salinas Police Department. This expectation is bolstered by self-reports by police survey respondents indicating an increase in such practices.

It is not, however, possible to attribute increased outreach practices to the WYSM program. Additional factors - including a separate department-wide emphasis on community policing, increases in staffing, and corresponding improvements in morale - make it difficult to separate the direct effect of the program from the wider environment of reforms.

On average, the reforms appear to be targeting a willing audience in the Police Department. Respondents' sentiments toward the community, though unchanged over the period of the evaluation, remain generally positive. Most officers reported positive empathy toward the community. Nevertheless, they did not generally feel that the empathy was entirely reciprocated, an effect that varied among the various communities within the city.



Mitigating Factors in the Evaluation

This evaluation noted few changes in the overall perceptions, attitudes, and practices of police and civilians within Salinas that are directly attributable to WYSM. There are a number of ways to understand why this is the case. As with any evaluation of any public program, this inquiry must necessarily take changes in the political, social, and economic environment into account when interpreting findings. Separating the effect of a public program from the effects of other outside forces generally presents some of the largest challenges in any evaluation. Events outside of the program under evaluation - such as major news events, political shifts, and competing programs - can sometimes partly or completely explain how well a program performed.

News and politics present a compelling explanation for the persistent lack of trust between the Latino community and police. National politics took a substantial shift shortly after WYSM was implemented in Salinas, and the first executive order mandating stricter federal immigration standards and enforcement was issued shortly after the first round of the evaluation was completed. Interview, focus group, and written responses on the survey during the baseline (pre-test) portion of the evaluation indicated that this had become a major concern throughout Salinas. Immigrations and Customs Enforcement (ICE) was cited as an increasing concern from some among the Latino community and immigration issues were also cited by those in other communities. Expectations regarding whether police would or should work with ICE appear to have either created or preserved some of the distances between police and the community.

Other factors that hold the potential to mask the effects of the WYSM project are the size of Salinas itself and number of people that the WYSM project has been able to reach since it was introduced to the city. With less than one percent of the community having attended, the program has really just begun. It will likely take more time before any effect of the WYSM project is evident within the wider community.

Recommendations

Given the notable immediate effects, positive feedback about the program, its fit with the community policing model in use within the Salinas Police Department, and the early nature of this evaluation, it is recommended that the WYSM program be continued. At the time this report was being prepared, the “train the trainers” portion of the WYSM program had begun, with the expressed intention of translating the program and message to better represent the Salinas context. Other modifications include changes in the duration of the presentation to ease scheduling and potentially increase attendance.



As it develops, WYSM-Salinas may wish to include a tighter integration with other Police Department outreach programs, including mini-presentations, and incorporating the message of WYSM into those efforts if they are not already present.

Social media and public memes offer the potential to reinforce the message that WYSM delivers, to remind past attendees of what they learned, and to introduce the program to potential participants. Some of the social media outreach could be performed from within the Police Department and the Community Safety Division in the City Hall. It is expected, however, that much stronger effects will result from partnering with and funding youth outreach groups - especially those that are run by youth - to incorporate and project some of the WYSM message throughout the community, using means of their own choosing. Independent groups tend to hold more credibility with their peers and are much more likely to deliver a message that will resonate with that portion of the community.

The development of memes that support WYSM's message is something that the program's founder, Jason Lehman, has noted and has worked to develop viral messages into the project. The name "Why'd You Stop Me?" was created to resonate with everyday civilians and the program's messages, such as "E + R = O" and "thank a police officer" are meant to help spread through a community. As the program is developed in Salinas, those running and delivering the program should take note of phrases that resonate with participants and use them in public outreach to develop a message that "sticks" with the community.

Additional funding should be considered for the purpose of further augmenting the program's development and expansion throughout Monterey County. Additional agencies and groups could benefit the program if they were funded to take a role in the development of a version of WYSM that is designed more specifically to the needs, attitudes, and experiences of residents of Monterey County. Moreover, one of the major limiting factors of the program was its limited rollout. Additional funding would allow for participation by a greater number and variety of organizations, increasing the likelihood that the WYSM message will permeate more communities throughout the county.

The final recommendation is to continue to monitor and test whether or how the program is having an effect. Internal surveys such as the one currently used by WYSM should be developed for use in Salinas and administered at least periodically to monitor program and presenter effectiveness. Such monitoring will also provide immediate feedback as new modifications to the program are developed or to compare different proposed variations of the program. Given enough time, it is also suggested that a follow-up evaluation be funded and conducted in Salinas to test whether general outreach has been achieving the goals that were behind the grant application that initiated this project and this process in Salinas.





Appendix 1: Sample Demographics

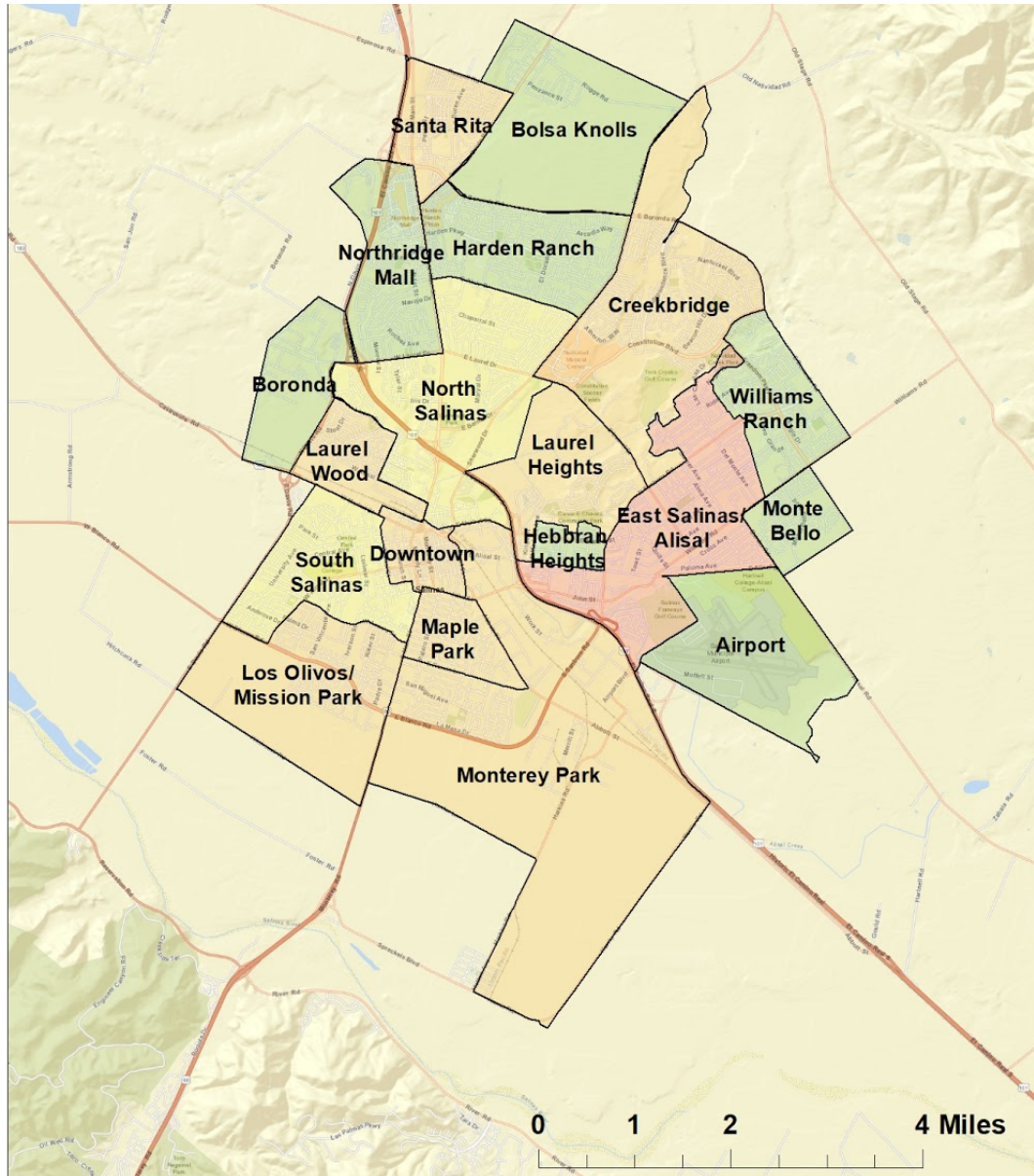


Figure A1.1: Map of Salinas communities used for sampling purposes.



Table A1.1: Demographics of Salinas Compared to Demographics of Survey Participants

Subject	Categories	Salinas Population	Respondents Demographics (Pre/Baseline)	Respondents Demographics (Post/Late-term)	Pre/Post Average
Gender	<i>Female</i>	50.1%	56.1%	49.2%	52.7%
	<i>Male</i>	49.9%	43.2%	48.9%	46%
	<i>Other</i>	-	0.8%	1.8%	1.3%
Race	<i>Latino/Hispanic</i>	76.6%	58%	51%	54.2%
	<i>White</i>	14.1%	28%	31%	29.4%
	<i>Asian</i>	6.6%	3%	3%	3%
	<i>Black/African American</i>	1.5%	1%	2%	1.5%
	<i>Native American</i>	0.8%	1%	1%	1%
	<i>Pacific Islander</i>	0.1%	1%	1%	1%
	<i>Mixed</i>	2.7%	4%	5%	4.5%
	<i>Persons in Poverty</i>	18.9%	26%	15%	20.5%

A comparison between US Census data for Salinas and respondents' demographics (community survey) allows for the assessment of survey representativeness. A close match to the demographic proportions of Salinas should indicate a representative sample. Upon examination, most subjects remain within a desirable margin, either considering baseline or late-term implementations of the survey, or when averaging between both periods. When considering the two largest ethnic categories, however, there is some noted disparity in how groups responded to the survey, relative to their proportion of the population.

Although people self-identifying with most of the racial categories responded to the survey in numbers that were more or less in proportion with their census numbers, Latino respondents responded to the survey in proportions that were lower than their census proportions, whereas white respondents took part in the survey in greater proportion than the census would indicate. A similar difference is that of respondent age. While the Census indicates Salinas having around 50% of residents between 18 and 65 years old, the respondents' average was slightly older than that, being around 50% of respondents between 35 and 65 years old. This difference is



attributed to factors such as the likelihood in participating (Latino community was more reluctant), the dynamics of data collection (older white man were more commonly found during the team's shifts throughout the city in public spaces). Additionally, it is likely that television and newspaper promotions were more targeted toward white and older demographics. The research team sought to mitigate such effects as Latino reluctance to respond by promoting the Survey in both Spanish and English and having a much stronger presence in primarily Latino communities.



Appendix 2: WYSM Records and Pre-Post Survey

Pre/Post WYSM Survey

The data presented in this appendix were collected through a brief pre-program and post-program survey administered to WYSM program participants at the beginning and ending of each presentation. The survey was designed by WYSM program staff in order to determine what effect, if any, the program had in changing participants' perceptions of law enforcement.

Below is a summary of the demographic characteristics of WYSM attendees who chose to respond to the surveys. Survey responses are presented as pre, post, and the difference between the two. A Wilcoxon rank-sum test is used to determine whether the differences between participants' pre- and post-program responses are statistically significant. The test is based on an analysis of a five point likert scale indicating participants level of agreement with statements, with one being "Strongly disagree", five being "Strongly agree", and three being "Neither agree nor disagree." It is important to note that while WYSM presentations were delivered to both youth and adults, only the results for participants aged 18 or older are presented here.

Total number of respondents: 272



Table A2.1: Why'd You Stop Me? (WYSM) Quarterly Attendance Breakdowns through the 7th quarter

	Q1	Q2	Q3	Q4	Q5	Q6	Q7	Totals
Community WYSM presentations	4	31	5	5	4	4	4	57
Hours of community WYSM	13	16	20	20	16	12	16	113
Youth (ages 13-18) participants at community WYSM presentations	8	114	86	253	29	23	27	540
Adult (19 and older) participants at community WYSM presentations	109	109	157	130	94	82	106	787
LEO WYSM presentations	0	0	6	7	1	2	2	18
Hours of LEO WYSM presentations	0	0	24	28	4	8	0	64
Salinas PD participants at LEO WYSM	0	0	105	24	0	0	0	129
Monterey County Sheriff's Office participants at LEO WYSM	0	0	0	79	0	11	17	107
Monterey County Probation LEO WYSM presentations	0	0	0	0	0	13	0	13
Other law enforcement officer at LEO WYSM presentations	0	0	6	3	44	0	30	83
Focus group participants reporting having participated in WYSM	0	0	0	0	0	0	15	15
Focus group participants reporting having never participated in WYSM	0	0	6	0	0	0	17	23



Table A2.2: Respondents by Location

Location	Number Attending
CDCR Soledad	72
Sun Street Center	57
Maya Theaters	39
Andy Church Hall - 8 Sun Street	28
Sun Street Centers- Men's Recreational	20
Marina Airport - Marina Cinemark Theatres	9
Youth Center	7
Breadbox Recreation Center	3
Rotunda	2
Missing	35

Table A2.3: Gender of Respondents

Gender	number
Male	192
Female	70
NA	10



Table A2.4: Age of Respondents

Min	Max	Median	Mean
18	72	35	37

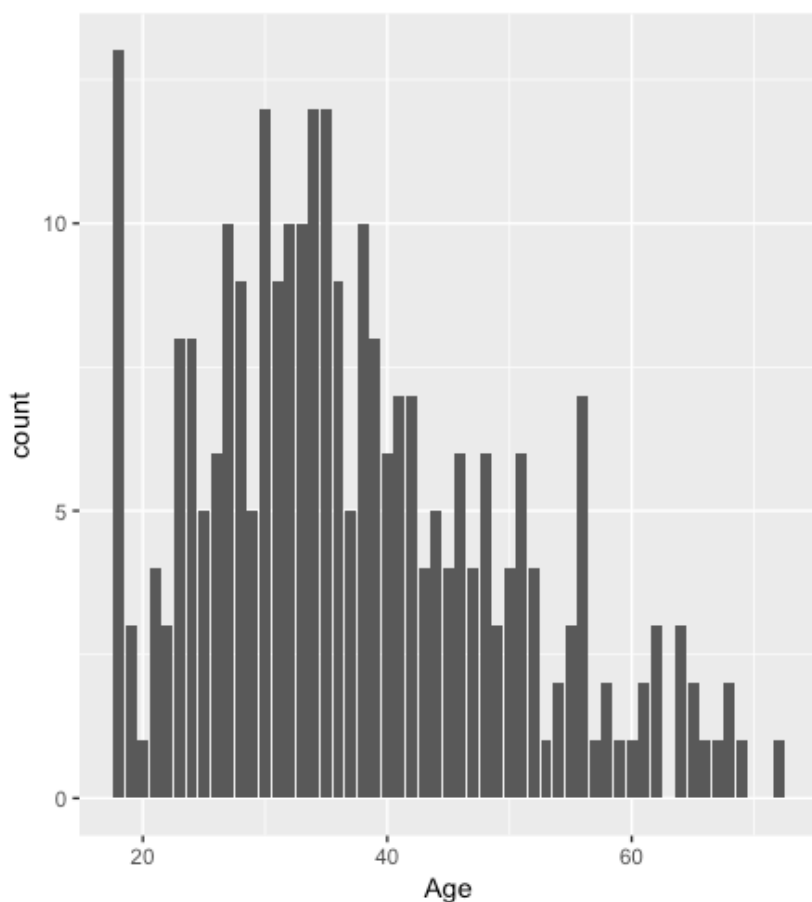


Figure A2.1: Participants distribution per age

Table A2.5: Race of Respondents, Self-Reported

Race	Frequency
Hispanic/Latino/Mexican-American	123
Caucasian/White	92
African-American/Black	11
Asian/Asian-American	5
Other	17
N/A	24

Table A2.6: Have you ever been arrested?

Response	Frequency
Yes	202
No	66
NA	4

Table A2.7: Have you ever had a violent confrontation with the police?

Response	Frequency
Yes	90
No	174
NA	8



Program Responses and Test for Differences¹

Table A2.8: How strongly do you agree or disagree with the following statements? Think about your general perception of the Salinas police department.

Statement	PRE Average*	POST Average*	Difference	Significance (p-value)
I respect the police.	2.82	3.09	+0.27	<0.001
I am scared of the police.	3.55	2.91	-0.64	<0.001
I see no reason for the police to exist.	2.09	2.27	+0.18	<0.001
I feel safe calling the police for help.	2.36	2.73	+0.37	<0.001
If the police stopped me, it is likely that they would hurt me.	3.00	2.55	-0.45	<0.001
If I saw a police officer in trouble, I would stop and help him or her.	3.27	3.55	+0.28	<0.001

*Scale: Strongly Disagree: 1, Disagree: 2, Neither Agree or Disagree: 3, Agree: 4, Strongly Agree: 5

¹ We conducted a Wilcoxon Rank Sum Test to examine differences in the nonparametric likert scale data. A p-value of 0.05 or less indicates that the difference is statistically significant.



Table A2.9: How strongly do you agree or disagree with the following statements? Think about your general perception of the Salinas police department.

Statement	PRE Average*	POST Average*	Difference	Significance (p-value)
The police abuse their power.	4.00	3.45	-0.55	<0.001
The police shoot people for no reason.	3.18	2.91	-0.27	<0.001
The police racially profile people.	3.91	3.64	-0.27	<0.001
Police have to write a certain number of tickets every month.	3.64	2.99	-1.64	<0.001
Police officers have a dangerous job.	4.00	4.09	+0.09	<0.001

*Scale: Strongly Disagree: 1, Disagree: 2, Neither Agree or Disagree: 3, Agree: 4, Strongly Agree: 5

Discussion

The participants of WYSM workshops were primarily male, either hispanic or white, and had a history of contact with law enforcement. The age range of participants varied greatly with a large number of 18 year olds, some older adults, and a large number of participants in their 30s.

The results of the Wilcoxon Rank Sum Test show that the differences in responses between pre- and post-program surveys are statistically significant. The differences in responses show an increase in positive sentiment towards police officers and a decrease in negative stereotypes and opinions. These results suggest that WYSM is effective in improving participants' perception of law enforcement over the course of the presentation. Additionally inquiry is required to determine to what extent these changes in opinions and beliefs are sustained or only temporary.



Appendix 3: Community Survey

Evaluation of Strengthening Law Enforcement and Community Relations: Community Pre/Post Survey

Methodology

In order to detect what, if any, changes have taken place in the relationship between law enforcement and Salinas residents after the WYSM workshops, we used a baseline/late-term survey study design. The 37 items on the survey elicited three main types of information from residents: demographic information, respondents' perception and opinions of local law enforcement, and their personal experiences with officers, including their participation in community programs like WYSM. In addition to being a resident of Salinas, participants were required to be at least 18 years of age. Respondents were presented a series of statements and asked to rate their agreement or disagreement using a 5 point likert scale. By comparing the responses between baseline and late-term time periods, we are able to measure and detect changes in how residents view and interact with law enforcement over time.

After research assistants developed and beta-tested the survey, we collected responses to the baseline survey from January 9th-February 14th 2017. Researchers initially canvassed high traffic areas of Salinas with flyers to advertise the research project and invite residents to the survey online. To incentivize completing the survey either online or in-person, participants were given the option to enter in a sweepstakes for a \$50 or \$100 gift card. After canvassing, researchers then set up tables at strategic points across Salinas such as libraries, markets, and churches where they invited community members to take the survey using a tablet. The late-term survey was administered the from January 9th-February 14th 2018 using the same methodology as the previous year to ensure reliability. In both time periods, local media outlets such as the Salinas Californian and KSBW chronicled the research project and invited residents to participate online, which resulted in a substantial increase in responses.



Table A3.1: Respondents count according to survey period

Survey	Respondents
Pre	551
Post	975
Total	1526

Gender	Pre	Post	Total
Female	56.1%	49.2%	52.7%
Male	43.2%	48.9%	46%
Other	0.4%	1.5%	1%
NA	0.4%	0.3%	0.3%

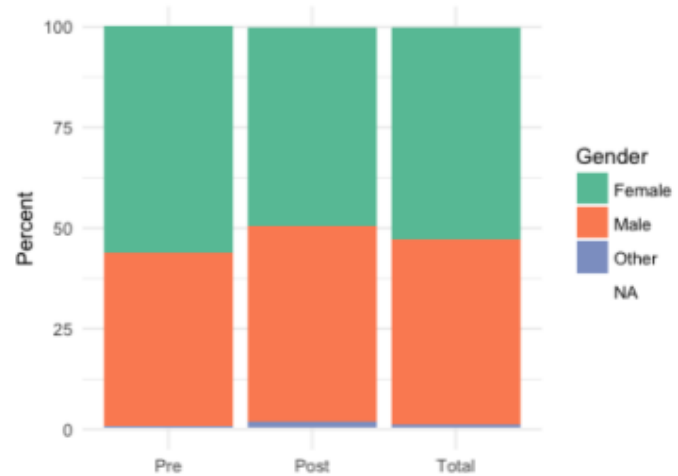


Figure A3.1: Population distribution per gender (%)



Race	Pre	Post	Total
Latino	58%	51%	54.2%
White	28%	31%	29.4%
Mixed	4%	5%	4.5%
Asian	3%	3%	3%
Black	1%	2%	1.5%
Native	1%	1%	1%
Pac Islander	1%	1%	1%
NA	5%	6%	5.5%

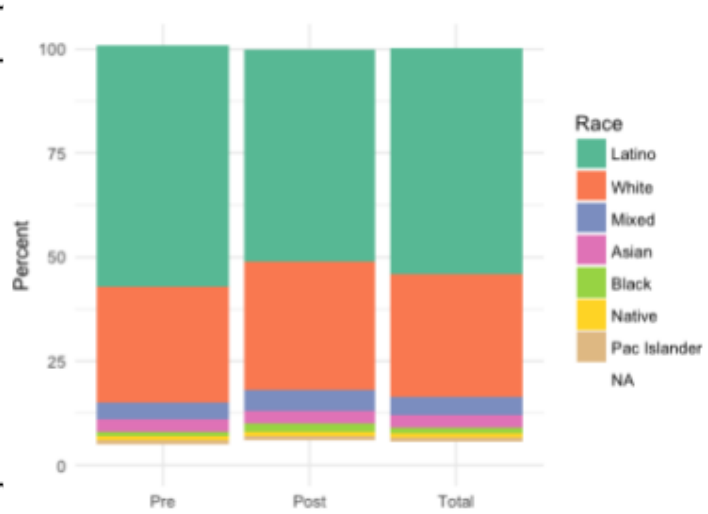


Figure A3.2: Population distribution per race (%)

Age	Pre	Post	Total
18-24	12%	15.3%	13.6%
25-34	21.4%	23.2%	22.3%
35-44	18.9%	21%	19.9%
45-54	18%	15.5%	16.7%
55-64	17.2%	14.9%	16%
65+	12.5%	10.2%	11.3%

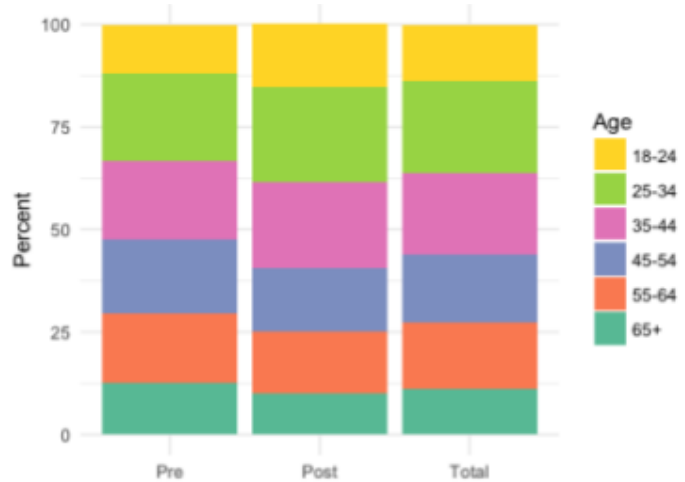


Figure A3.3: Population distribution per age range (%)



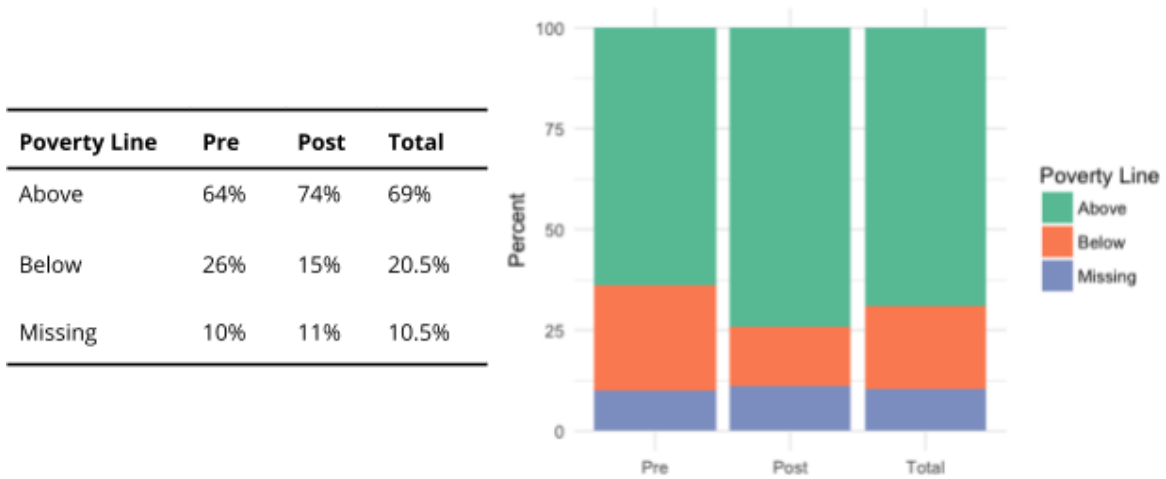


Figure A3.4: Population distribution according to the poverty line (%)

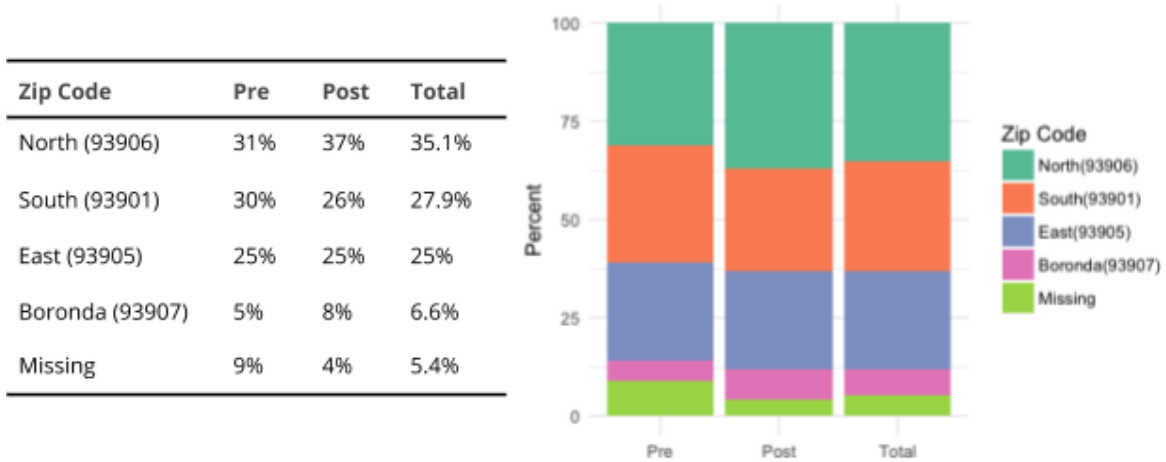


Figure A3.5: Population distribution per Zip Code (%)



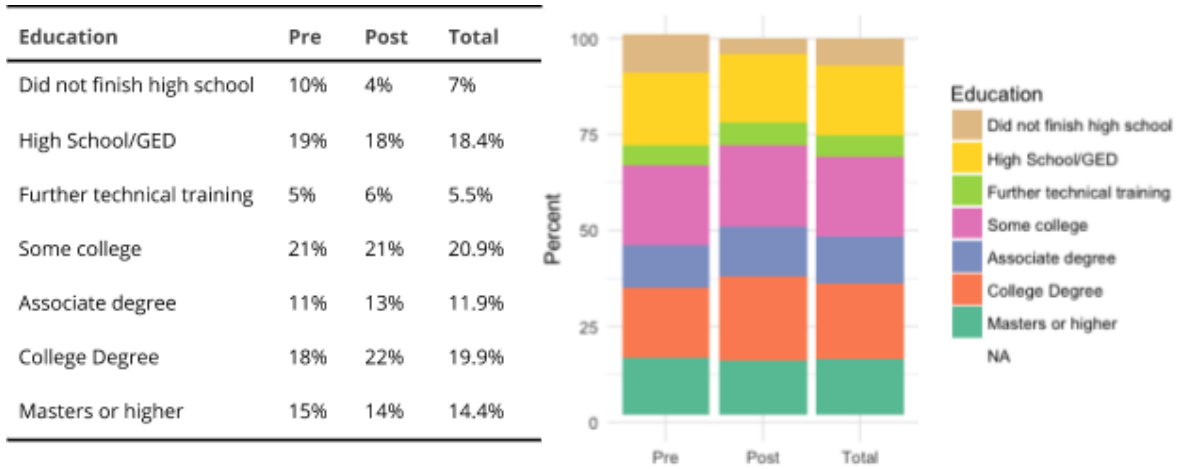


Figure A3.6: Population distribution per level of education (%)

Community Survey Output

Table A3.2 Perception of Law Enforcement Over Time

Description of Survey Item	Pretest Average	Posttest Average	Change
Officers listen to community members	3.36	3.21	-0.15*
Officers do a good job of preventing crime	3.21	3.07	-0.14*
Officers use excessive force	2.88	2.76	-0.12
Effective communication will reduce violence	4.04	3.98	-0.06
I am confident in my skills to calm a tense situation	3.70	3.62	-0.08
If I asked an officer for help, they would help me	3.86	3.76	-0.1
Officers use appropriate language	3.51	3.55	0.04
SPD is open and honest with the public	3.18	3.12	-0.06
I respect Salinas police officers	3.98	3.86	-0.12
I would most likely report a crime	4.21	4.22	0.01
I would most likely avoid involvement with SPD	2.22	2.27	0.05
I am comfortable speaking with an officer	3.82	3.76	-0.06
I would most likely report an officer	4.10	4.12	0.02
Officers have a good reason for starting interaction	3.48	3.47	-0.01
Officers discriminate by race or ethnicity	2.82	2.81	-0.01
Officers are able to manage tense situations	3.27	3.25	-0.02
I would most likely testify in court as a witness	3.71	3.71	0
Officers treat all citizens equally	2.99	2.99	0

Note: Asterisks (*) indicate that the difference is statistically significant.

5 = Strongly agree, 4 = Agree, 3 = Neither agree nor disagree, 2 = Disagree, 1 = Strongly disagree

We do not observe any significant differences between pretest and posttest response for a vast majority of the survey items. The only two significant changes were a decrease in respondents agreement with the belief that police listen and do a good job of preventing crime. Respondents



in both time periods tended to disagree with the belief that officers racially discriminate and use excessive force. Additionally, respondents also tended to agree that they would report a crime. In aggregate, most of the averages are within the 3.0-3.9 range, which indicates neutrality. In order to better observe differences across demographic groups we disaggregated responses.

Table A3.3: Comparison of Latino and White Responses

Description	Latino Average	Pretest	White Posttest Average	Difference
Officers use excessive force	3.04		2.42	0.62*
Officers discriminate by race or ethnicity	3.00		2.42	0.58*
I would most likely avoid involvement with SPD	2.41		1.92	0.5*
Officers treat all citizens equally	2.84		3.26	0.42*
Officers have a good reason for starting interaction	3.33		3.72	0.39*
I would most likely testify in court as a witness	3.57		3.95	0.38*
I am comfortable speaking with an officer	3.65		4.01	0.36*
Officers listen to community members	3.14		3.48	0.34*
SPD is open and honest with the public	3.02		3.36	0.34*
Officers are able to manage tense situations	3.12		3.45	0.33*
Officers use appropriate language	3.41		3.71	0.3*
If I asked an officer for help, they would help me	3.73		3.91	0.18*
Effective communication will reduce violence	3.94		4.10	0.16*
I respect Salinas police officers	3.84		4.01	0.16*
I would most likely report a crime	4.16		4.30	0.14*
Officers do a good job of preventing crime	3.07		3.19	0.11
I am confident in my skills to calm a tense situation	3.61		3.71	0.09
I would most likely report an officer	4.14		4.06	0.07

Note: Asterisks (*) indicate that the difference is statistically significant.
 5 = Strongly agree, 4 = Agree, 3 = Neither agree nor disagree, 2 = Disagree, 1 = Strongly disagree

Interpretation of comparisons between Latino and white respondents

Differences between posttest responses of self-reported Latino and white citizens are both statistically significant and notable. Differences exist between the two groups in almost every survey item. On average, white respondents hold a more uniformly positive view on law enforcement while Latino respondents tend to be more varied. Notably, white respondents tend to disagree with the belief that officers racially discriminate and use excessive force while Latino respondents tend to be neutral or disagree. Furthermore, white respondents were much more likely to believe that SPD treats all citizens equally than Latino respondents.

A note on the meaning of “statistical significance” in a study of this sort

When a change or a difference is mentioned as being statistically significant, that does not indicate that the “difference is large” or “important.” Rather, the term “significance” is used to refer to whether the difference that we observe between two numbers is “real”. We say this because we know that the samples that we use may be different from day to day. Statistical tools, such as the one we used to evaluate differences between the pretest and the posttest, are accounting for the variability that we know happens when we use a sample to say something about an entire population.

When the samples are small, or the responses are extremely varied, then it is often difficult to say that what we see is representative of how the population actually feels or acts. To say that something is “significant” is to say that we are fairly confident that the difference that we observe is truly representative of how the population being considered actually feels or acts.



Aggregated Survey Responses Across Time Periods

Given that there was little to no change in perception over the period of the evaluation, we chose to view the responses to the survey in aggregate to get a better idea of how residents feel about law enforcement. Below are the distribution of answers for each survey question.

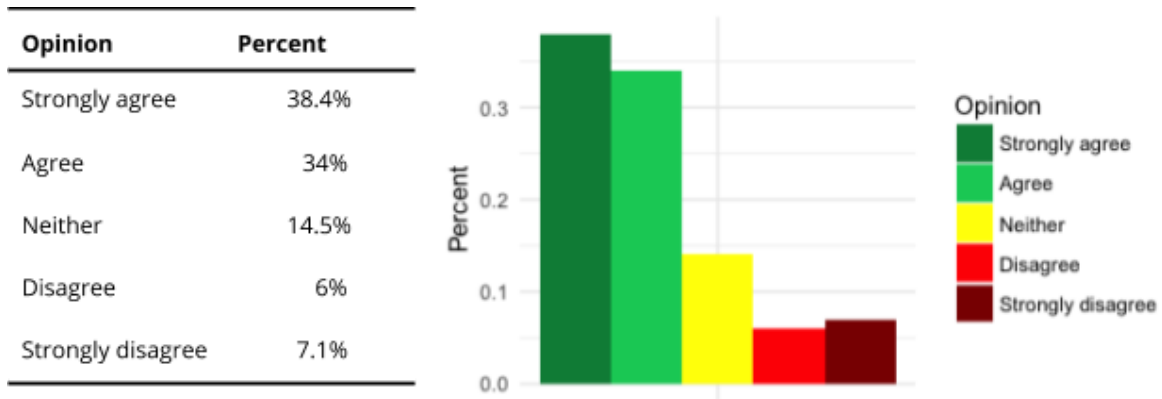


Figure A3.7: “I respect Salinas police officers.”

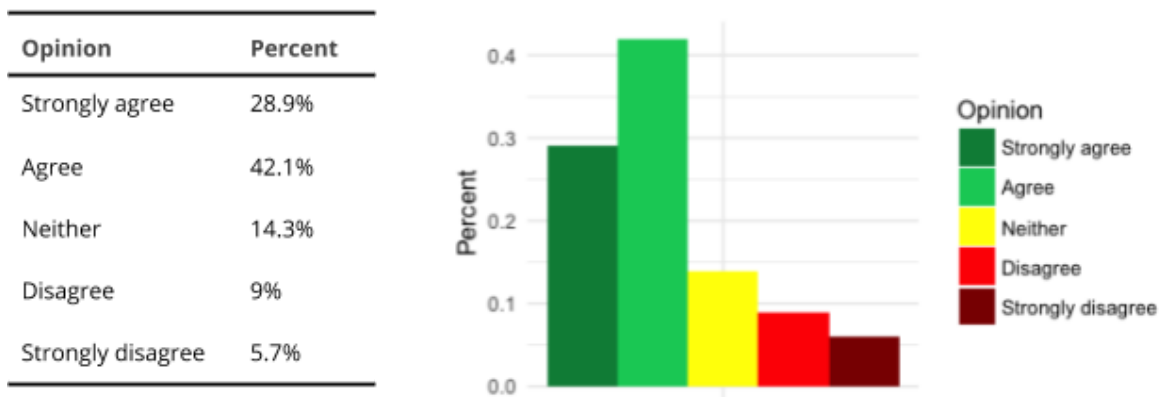


Figure A3.8: “If I asked a Salinas police officer for help, they would help me.”

Opinion	Percent
Strongly agree	14.5%
Agree	27.5%
Neither	26.2%
Disagree	18.8%
Strongly disagree	13%

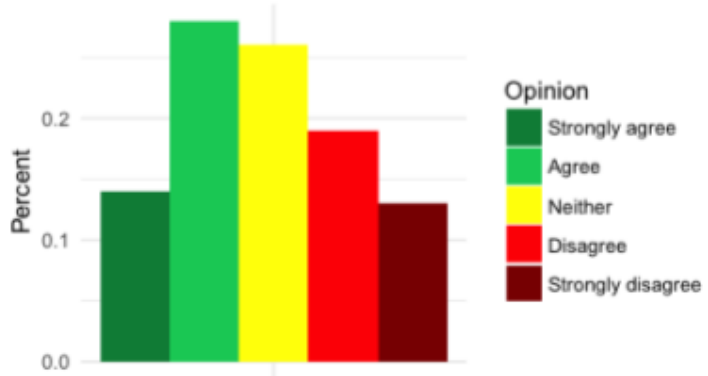


Figure A3.9: “Salinas police officers do a good job of preventing crime.”

Opinion	Percent
Strongly agree	15.4%
Agree	23.9%
Neither	23.5%
Disagree	18.5%
Strongly disagree	18.7%

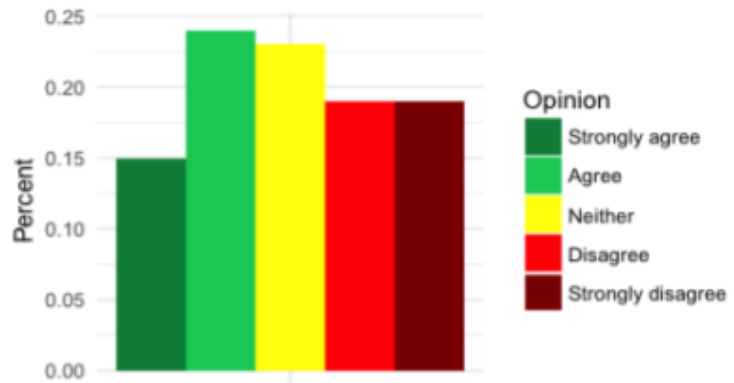


Figure A3.10: “Salinas police officers treat all citizens equally.”



Opinion	Percent
Strongly agree	18%
Agree	38.9%
Neither	27.2%
Disagree	10.4%
Strongly disagree	5.5%

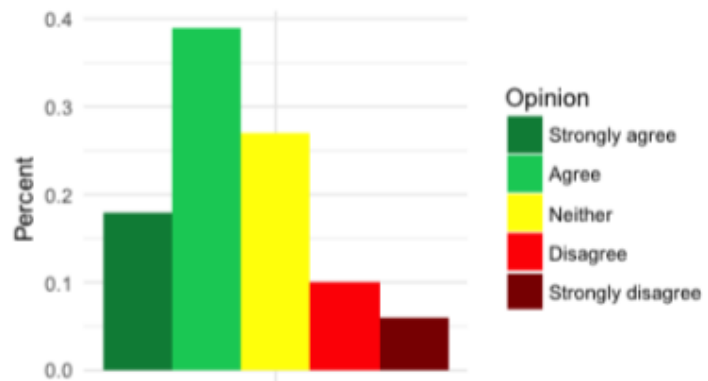


Figure A3.11: “Salinas police officers use appropriate language.”

Opinion	Percent
Strongly agree	19.1%
Agree	34.8%
Neither	26.4%
Disagree	13.7%
Strongly disagree	6%

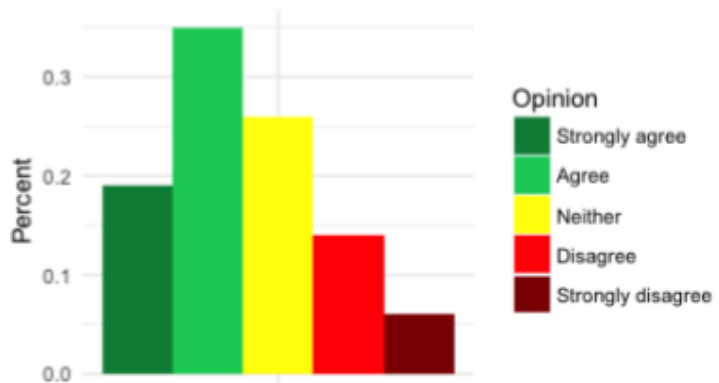


Figure A3.12: “Salinas police officers have a good reason for starting an interaction.”

Opinion	Percent
Strongly agree	10.6%
Agree	16.4%
Neither	32.4%
Disagree	23.9%
Strongly disagree	16.6%

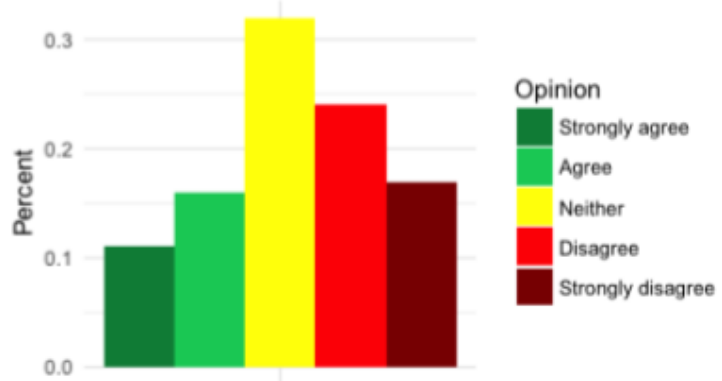


Figure A3.13: “Salinas police officers use excessive force.”

Opinion	Percent
Strongly agree	11.9%
Agree	19%
Neither	26.6%
Disagree	23.5%
Strongly disagree	19.1%

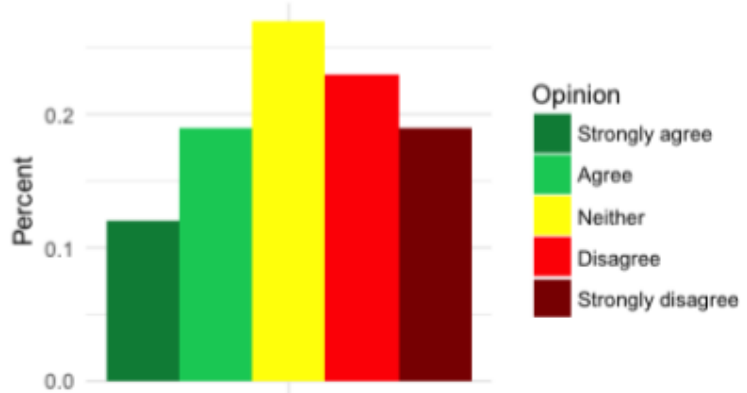


Figure A3.14: “Salinas police officers discriminate by race or ethnicity.”

Opinion	Percent
Strongly agree	34.5%
Agree	35.8%
Neither	10.6%
Disagree	11.2%
Strongly disagree	7.8%

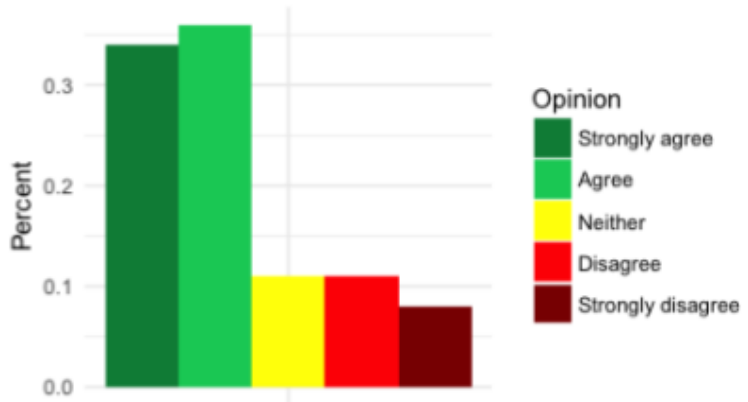


Figure A3.15: “I am comfortable speaking with a Salinas police officer.”

Opinion	Percent
Strongly agree	25.2%
Agree	37.8%
Neither	20.1%
Disagree	10.5%
Strongly disagree	6.4%

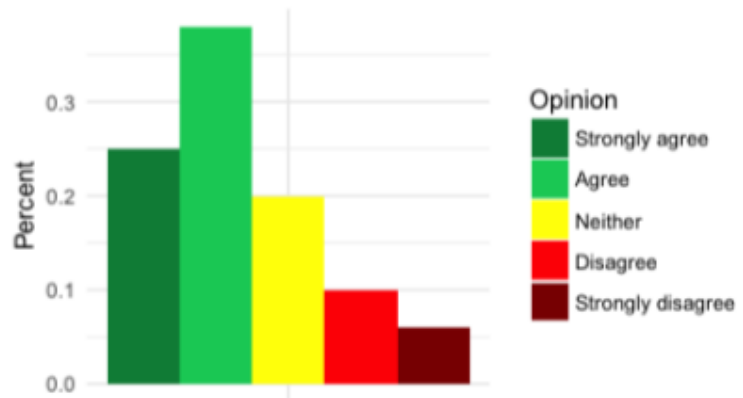


Figure A3.16: “I am confident in my skills to calm a tense situation with a Salinas police officer.”

Opinion	Percent
Strongly agree	14.7%
Agree	30.7%
Neither	29.9%
Disagree	14.8%
Strongly disagree	9.8%

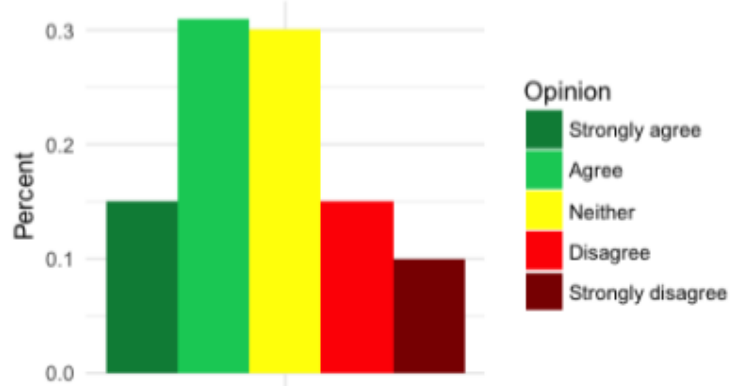


Figure A3.17: “Salinas police officers are able to manage tense situations without increasing conflict.”

Opinion	Percent
Strongly agree	13.3%
Agree	34.2%
Neither	27.9%
Disagree	14.9%
Strongly disagree	9.8%

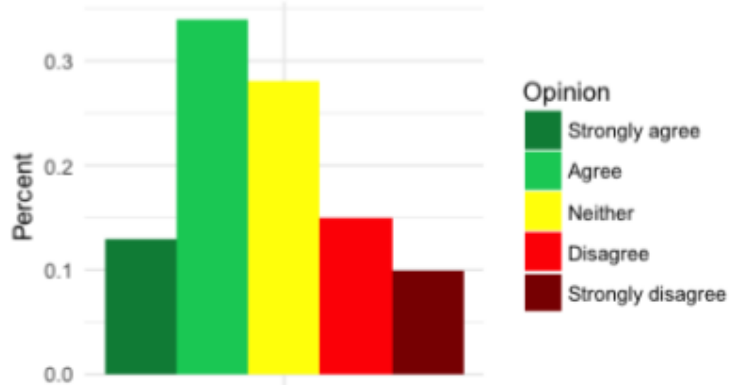


Figure A3.18: “Salinas police officers listen to community members.”



Opinion	Percent
Strongly agree	12.6%
Agree	30.1%
Neither	28.1%
Disagree	17.2%
Strongly disagree	12.1%

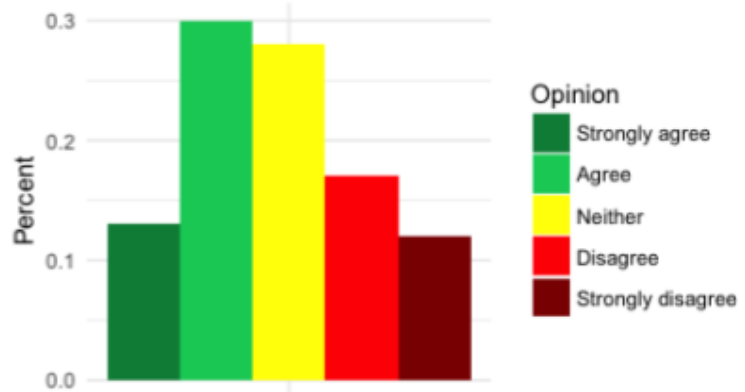


Figure A3.19: “Salinas police officers are open and honest with the public.”

Opinion	Percent
Strongly agree	40.7%
Agree	34.6%
Neither	13.8%
Disagree	6.2%
Strongly disagree	4.7%

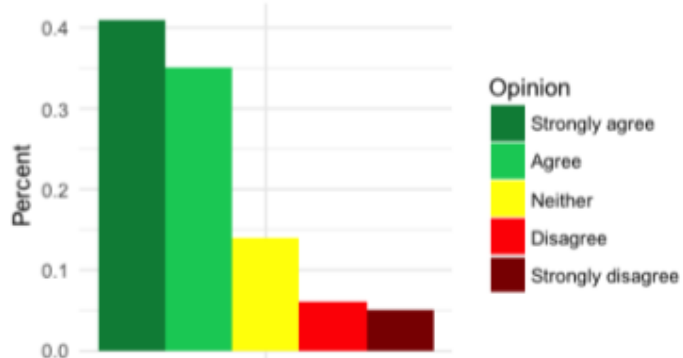


Figure A3.20: “Salinas police officers and community members will reduce violence between the two groups.”

Awareness and Participation in Community Programs

Table A3.7: Community Program Awareness and Participation

Program	Awareness	Participation
Coffee with a Cop	38%	5%
CASP	21%	5.1%
WYSM	10%	2.7%
Here to Hear	6%	3.7%

Above, we see the levels of awareness and participation for community programs. Coffee with a Cop was by far the most heard of program. CASP was the program with the highest participation rate out of respondents. Given that we used CASP meetings as a platform for promoting the survey, it stands to reason that CASP would have the largest participation rate. Only 1 out of 10 respondents had heard of WYSM, and less than 3 out of every 100 respondents had participated in the workshop. With such a small participation rate, it is doubtful that we can observe any direct impact of WYSM trainings in our sample.

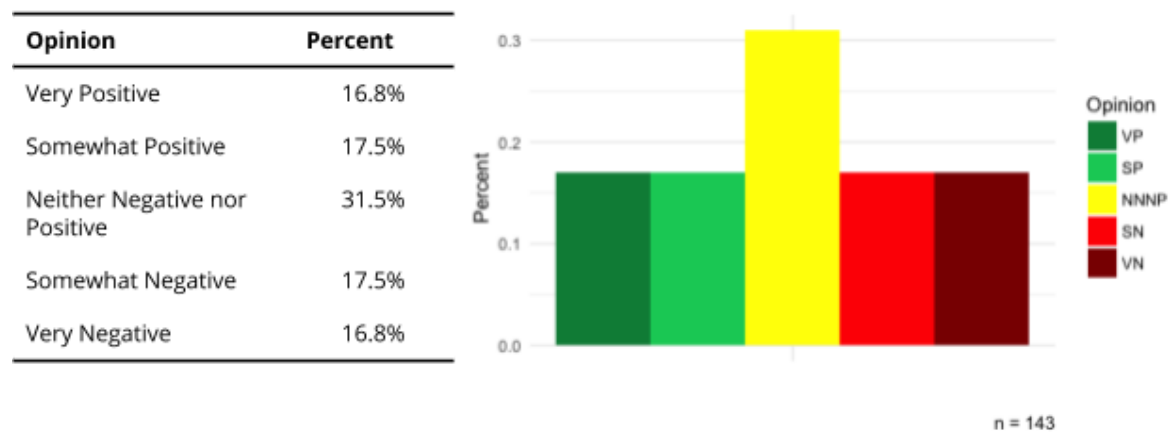


Figure A3.21: “What opinions have you heard about WYSM?”

Out of the 143 respondents that had heard of WYSM, perceptions of the program were evenly balanced between positive and negative. This finding would suggest that there was no dominant perception of WYSM being good or bad.

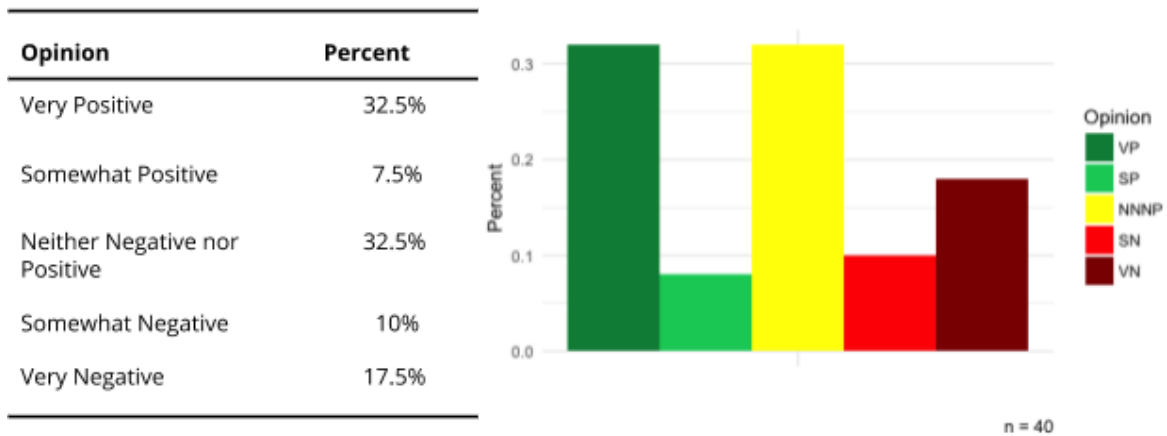


Figure A3.22: “What was your or another household member’s experience participating in WYSM?”

Of the 40 respondents that either participated or had a household member participate in WYSM, more than a third said it was either a very positive or somewhat positive experience, a third indicated it was a neutral experience, and less than a third said it was either a somewhat negative or very negative experience. While there is a somewhat even distribution between positive, negative and neutral responses, there were more positive experiences than negative.

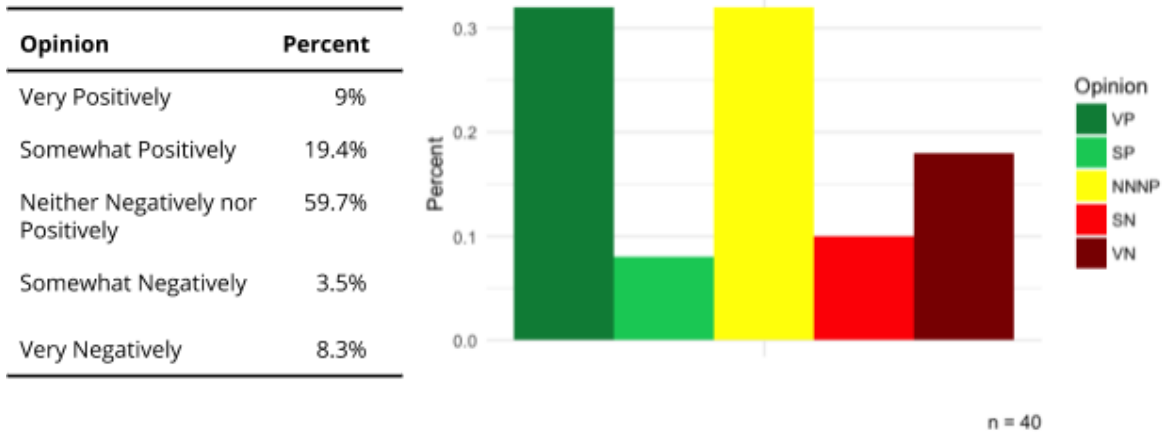


Figure A3.23: “How has your opinion of law enforcement changed, if at all, since the WYSM program began?”

A majority of respondents indicated that their opinions of law enforcement had not changed since WYSM began. One possible explanation for this is that because less than half of the respondents to this survey item had participated in WYSM, they were not directly affected. Of the respondents that did not respond neutrally, there were more positive responses than negative.

Appendix 4: Police Survey

Evaluation of Strengthening Law Enforcement and Community Relations: Police Pre/Post Survey

Methodology

The police survey is comprised of 93 questions and was developed to capture law enforcement officer's experiences, opinions, and feelings related to their everyday work within the Salinas community before and after WYSM Police program implementation. Like the community survey, the police survey was designed as a *pretest/posttest* evaluation, though the time frame for implementation differed from the community survey to reflect the later implementation of the police version of the WYSM program.

META Lab Research Associates, under the direction of the Principal Investigator, developed the survey considering themes of interest and surveys in previous research created for other law enforcement populations in similarly-sized cities. The survey was then beta-tested and vetted by law enforcement personnel and administration before release.

Data collected included demographics on personal and professional levels, opinions and reactions to various statements, frequency of specific work-related events, and ranking questions. Apart from demographic questions, most of the inquiry was conducted using Likert-type scales. For the police survey, scaled questions took a variety of forms. Below are some examples:

- Opinion: 1 - strongly disagree, 2- disagree, 3 - neither agree nor disagree, 4 - agree, 5 - strongly agree;
- Frequency: 1 - very rarely, 2 - rarely, 3 - sometimes, 4 - often, 5 - very often;
- Priority: 1 (highest priority) to 5 (lowest priority);
- Probability: 1 - very unlikely, 2 - not very likely, 3 - unsure, 4 - somewhat likely, 5 - most likely.



Police Survey Output

Data

Survey	Responses
Pre	55
Post	24
Total	79

Responses

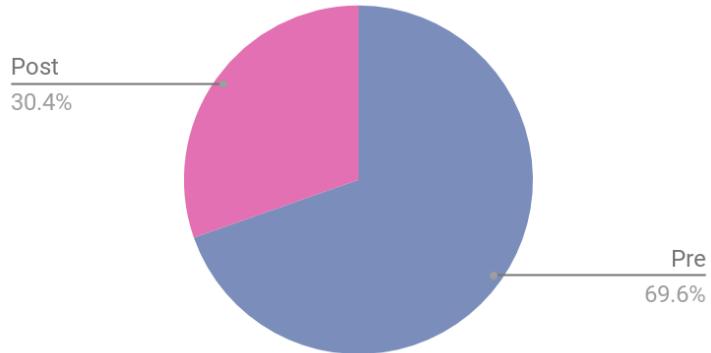


Figure A4.1: Respondents count according to survey period

Demographics

Gender	Pre	Post	Average
Male	81.8%	87.5%	84.7%
Female	16.4%	12.5%	14.5%
Other	1.8%	0.00%	0.9%

Gender

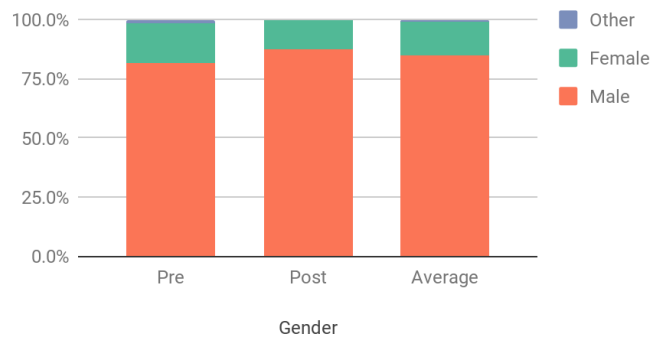


Figure A4.2: Population distribution per gender (%)



Race	Pre	Post	Average
Latino	47.3%	29.2%	38.3%
White	43.6%	58.3%	51.0%
Asian	3.6%	4.2%	3.9%
Other	5.5%	8.3%	6.9%

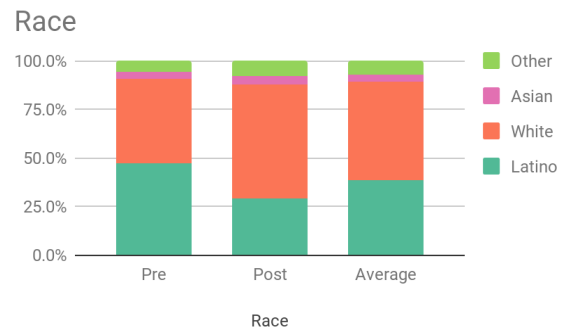


Figure A4.3: Distribution per race (%)

Age Range	Pre	Post
18-34	20.0%	33.3%
35-54	74.5%	66.7%
55+	5.5%	0.0%

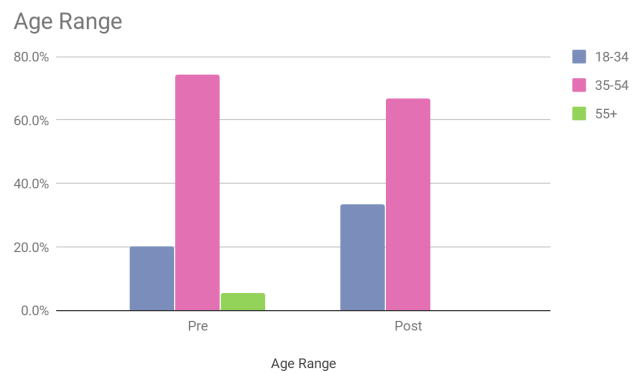


Figure A4.4: Distribution per age range (%)



City of Residence	Pre	Post
Salinas	61.8%	45.8%
Other cities	38.2%	54.2%



Figure A4.5: Distribution per city of residence (%)

Table A4.1: Years in law enforcement statistics

Period Measures	Pre				Post			
	Average	Min	Max	St. Dev.	Average	Min	Max	St. Dev.
Years in Law Enforcement	13.5	1	28	7.2	14.6	1	31	9.2



Findings

Table A4.2: Law enforcement perceptions of community over time

Description of Survey Item	Pretest Average	Posttest Average	Change
<i>How strongly do you agree or disagree with the following statements?²</i>			
When asked, I explain my actions to members of the public.	4.15	4.43	0.28
When stopping a community member, I can clearly communicate my reasoning to them.	3.94	4.14	0.20
When stopping a community member, I feel I can understand their point of view.	3.88	3.77	-0.11
I know how to explain police roles to community members.	3.94	4.24	0.30
I know how to prevent fear from negatively affecting my performance.	4.17	4.18	0.01
I know how to interact with a subject so that the situation does not escalate.	4.17	4.18	0.01
When interacting with someone I have stopped, I listen to what they have to say.	4.12	4.14	0.02
How to de-escalate a situation so it is not necessary to use force.	3.24	3.48	0.24
Effective communication between law enforcement and community members will reduce violence between police and the public.	4.02	3.95	-0.07
A police officer's attitude towards the subject affects the degree to which he or she complies.	3.80	3.82	0.02
In certain areas of the city it is more useful for an officer to be assertive than to be courteous.	3.31	3.27	-0.04
I have a lot in common with the community members I serve.	3.48	3.59	0.11
If no one is watching, most community members will do whatever they can get away with.	2.82	2.73	-0.09
The community is unfairly critical of police officers.	3.87	4.09	0.22
The public understands the risks and challenges that law enforcement officers face on the job.	2.00	2.18	0.18
I look forward to continuing my law enforcement career.	3.36	3.18	-0.18
It is the responsibility of law enforcement to offer services in multiple languages.	4.08	4.18	0.10
When interacting with community members in the line of duty, I have no trouble getting my point across.	3.51	3.64	0.13
The community respects police officers.	3.40	3.50	0.10

² 1 - strongly disagree, 2- disagree, 3 - neither agree nor disagree, 4 - agree, 5 - strongly agree



Description of Survey Item (Cont.)	Pretest Average	Posttest Average	Change
The community understands what it's like to be a police officer.	3.29	3.32	0.03
It is worthwhile to put in extra effort to make contact with citizens.	4.24	4.36	0.12
If no one is watching, most community members will do whatever they can get away with.	4.11	4.41	0.30
Officers have reason to be distrustful of most citizens.	3.20	3.05	-0.15
I have heard a coworker make a racially insensitive comment in the past month.	1.76	1.60	-0.16
<i>In the past 12 months, how much training, if any, have you received in each of the following areas?³</i>			
Bias and fairness	3.30	3.38	0.08
Firearms training involving shoot-don't shoot scenarios	3.31	3.38	0.07
How to deal with individuals who are having a mental health crisis	3.42	3.19	-0.23
Non-lethal methods to control a combative or threatening individual	3.27	3.38	0.11
How to deal with people so they feel they've been treated fairly and respectfully	3.22	3.29	0.07
<i>Which of the following goals do you feel local law enforcement need to improve the most?⁴</i>			
Community outreach	3.11	2.44	-0.67
Assisting someone in need	3.24	2.65	-0.59
Preventing crime	2.78	3.50	0.72
Enforcing the law	3.02	3.53	0.51
Maintaining order	2.76	2.94	0.18
<i>How often do the following things occur?⁵</i>			
A community member greets me in a positive manner	1.77	2.00	0.23
A community member discusses a concern with me	3.16	3.50	0.34
An encounter with a community member escalates into physical violence	3.37	4.05	0.67
I encounter more resistance and reluctance from community members than cooperation	3.49	3.82	0.33
While off-duty, do you participate in Salinas community activities	3.44	3.62	0.18
I have a conversation with a civilian that is not about an incident	3.37	4.05	0.68*

³ 1 - No answer, 2 - none, 3 - less than 4 hours, 4 - 4 hours or more

⁴ 1 (highest priority) to 5 (lowest priority)

⁵ 1 - very rarely, 2 - rarely, 3 - sometimes, 4 - often, 5 - very often



Description of Survey Item (Cont.)	Pretest Average	Posttest Average	Change
I shake hands with community members when I talk to them.	2.65	2.59	-0.06*
I take a knee to talk to small children.	3.39	4.09	0.70*
When a community member raises their voice at me, I raise my voice as well.	2.41	2.32	-0.09
My job gives me a position of authority within the community.	3.52	3.86	0.35
Do you feel that someone with a job like yours in the police department would need to speak Spanish while on duty.	2.84	2.83	-0.01
Do you speak Spanish when on duty.	2.36	2.79	0.43
<i>How often, if at all, does your work as a law enforcement officer make you feel...⁶</i>			
Frustrated	3.04	3.00	-0.04
Fulfilled	4.04	3.82	-0.22
Angry	3.39	3.82	0.43
Proud	3.43	3.68	0.25
<i>How would you rate relations between the police in your department and the following groups in the community you serve? (1-5)</i>			
White	3.42	3.48	0.06
Black	3.15	2.81	-0.34
Hispanic/Latino	3.30	3.52	0.22
Asian	3.89	4.00	0.11
<i>Other types of survey item</i>			
How well do you speak Spanish? (1-5)	3.27	3.38	0.10
How many community members on your beat do you know on a first-name basis? (in number of people)	8.25	11.25	3.00
Does your department have enough officers to adequately police the community, or not? (yes/no)	1.98	2.00	0.02

Note: Asterisks () indicate that the difference is statistically significant.

⁶ 1 - strongly disagree, 2- disagree, 3 - neither agree nor disagree, 4 - agree, 5 - strongly agree



Interpretation of General Survey Output

There are no significant differences between pretest and posttest response for a vast majority of the survey items. The three notable and significant changes were all likely to be attributable to the *Why'd You Stop Me?* program. There is a notable increase in law enforcement respondents who are more likely to interact informally with the public at times that are not associated with incidents. Although there was a small, but statistically significant, decrease in the willingness to shake hands when talking with civilians, there was a relatively large and significant increase in self-reports of engaging in everyday conversations with civilians and taking the time to talk with children at the child's eye-level. In aggregate, most of the averages are within the 3.4 and 3.5 range, which indicates moderation.

A note on the meaning of “statistical significance” in a study of this sort

When a change or a difference is mentioned as being statistically significant, that does not indicate that the “difference is large” or “important.” Rather, the term “significance” is used to refer to whether the difference that we observe between two numbers is “real”. We say this because we know that the samples that we use may be different from day to day. Statistical tools, such as the one we used to evaluate differences between the pretest and the posttest, are accounting for the variability that we know happens when we use a sample to say something about an entire population.

When the samples are small, or the responses are extremely varied, then it is often difficult to say that what we see is representative of how the population actually feels or acts. To say that something is “significant” is to say that we are fairly confident that the difference that we observe is truly representative of how the population being considered actually feels or acts.



Aggregated Police Survey Responses Across Time Periods

Given that there was little to no change in perception across time, we chose to view some of the responses to the survey in aggregate. This way, it is possible to have an idea of law enforcement respondents' perceptions and opinions. Below are the distribution of answers for some of the survey questions.

Opinion	Percent
Strongly agree	25.3%
Agree	45.6%
Neither	19.0%
Disagree	1.3%
Strongly disagree	1.3%
Prefer not to Answer	7.6%

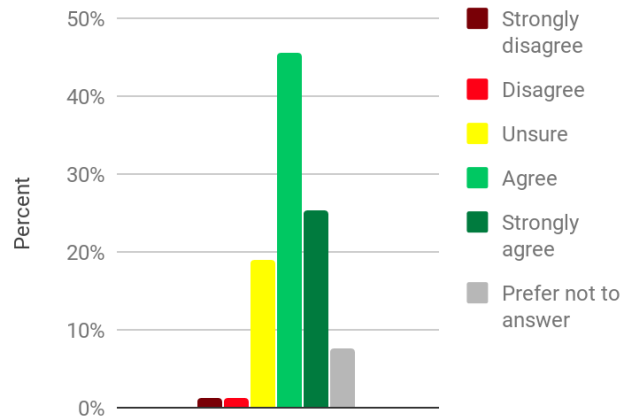


Figure A4.6: “When stopping a community member, I can clearly communicate my reasoning to them”

Opinion	Percent
Strongly agree	20.3%
Agree	58.2%
Neither	10.1%
Disagree	3.8%
Strongly disagree	0.0%
Prefer not to Answer	7.6%

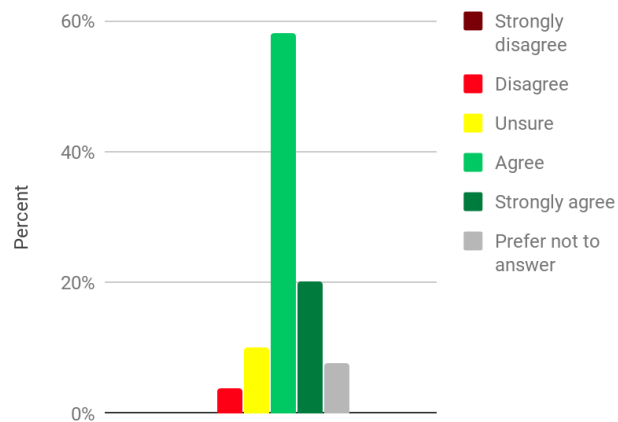


Figure A4.7: “I know how to explain police roles to community members.”



Opinion	Percent
Strongly agree	38.0%
Agree	30.4%
Neither	12.7%
Disagree	8.9%
Strongly disagree	2.5%
Prefer not to Answer	3.8%

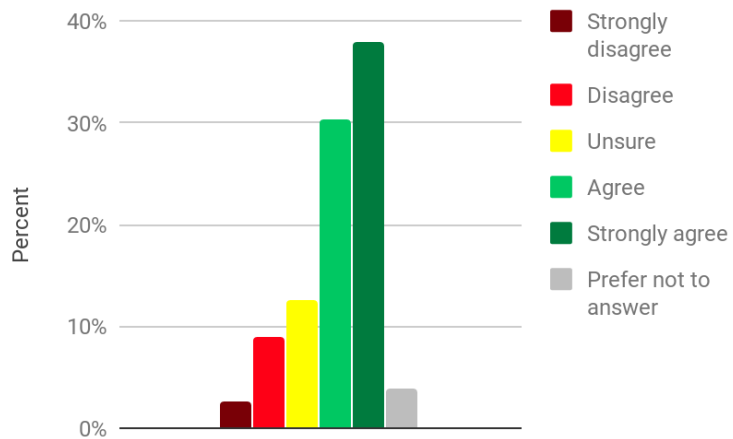


Figure A4.8: “Effective communication between law enforcement and community members will reduce violence between police and the public.”

Opinion	Percent
Strongly agree	13.9%
Agree	32.9%
Neither	22.8%
Disagree	24.1%
Strongly disagree	3.8%
Prefer not to Answer	2.5%

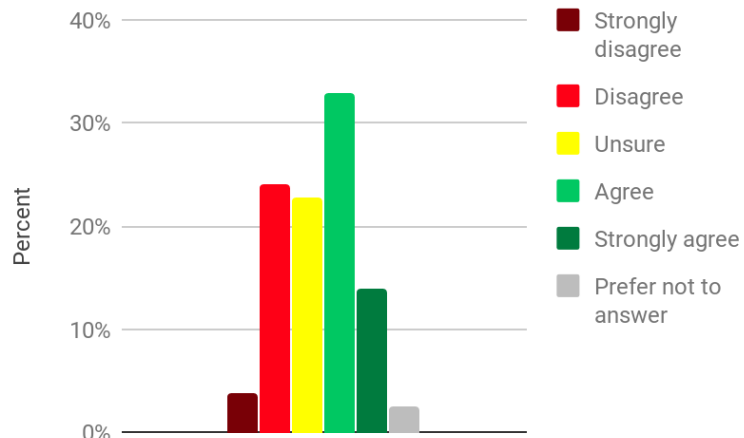


Figure A4.9: “In certain areas of the city it is more useful for an officer to be assertive than to be courteous.”

Opinion	Percent
Strongly agree	2.5%
Agree	10.1%
Neither	8.9%
Disagree	44.3%
Strongly disagree	31.6%
Prefer not to Answer	2.5%

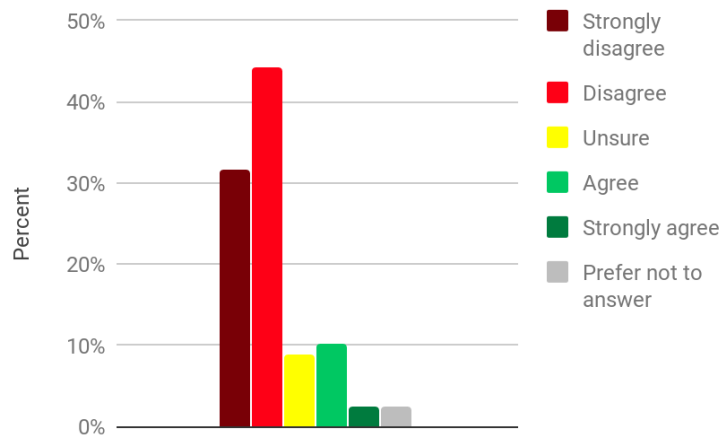


Figure A4.10: “The public understands the risks and challenges that law enforcement officers face on the job.”

Opinion	Percent
Strongly agree	16.5%
Agree	36.7%
Neither	22.8%
Disagree	15.2%
Strongly disagree	6.3%
Prefer not to Answer	2.5%

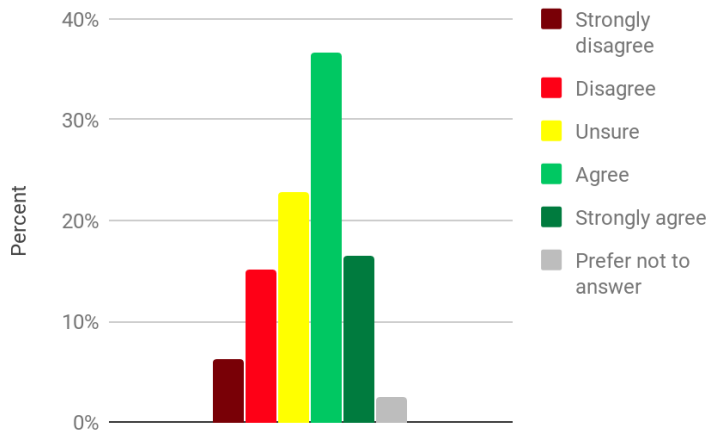


Figure A4.11: “I feel like I am part of the community.”

Opinion	Percent
Strongly agree	1.3%
Agree	10.1%
Neither	34.2%
Disagree	40.5%
Strongly disagree	11.4%
Prefer not to Answer	2.5%

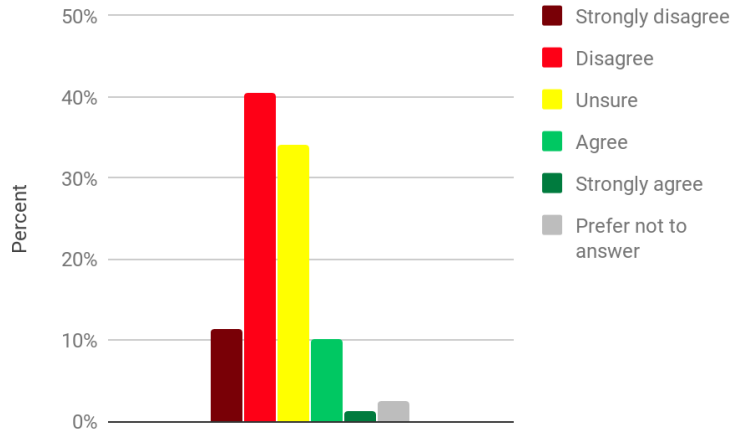


Figure A4.12: “Officers have reason to be distrustful of most citizens.”

Opinion	Percent
Never	43.0%
Rarely	24.1%
About half of the time	25.3%
Sometimes	1.3%
Nearly always	0.0%
Prefer not to Answer	6.3%

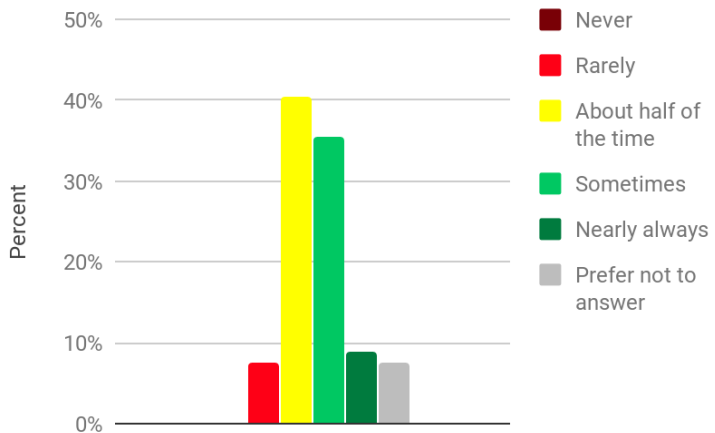


Figure A4.13: “A community member greets me in a positive manner.”

Opinion	Percent
Never	43.0%
Rarely	24.1%
About half of the time	25.3%
Sometimes	1.3%
Nearly always	0.0%
Prefer not to Answer	6.3%

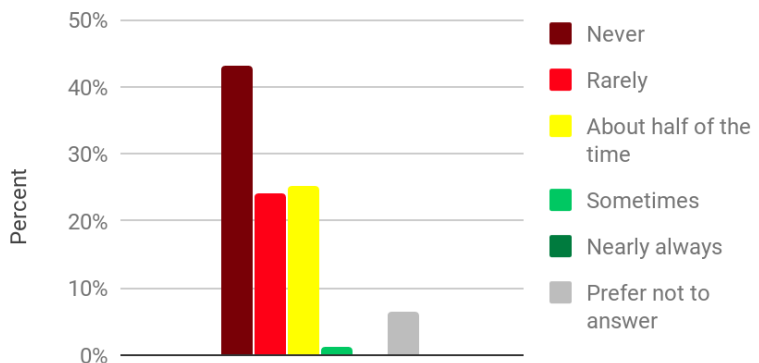


Figure A4.14: “How many times in the past month has an encounter with a subject escalated to physical violence?”

Opinion	Percent
Never	12.7%
Rarely	34.2%
About half of the time	43.0%
Sometimes	2.5%
Nearly always	0.0%
Prefer not to Answer	7.6%

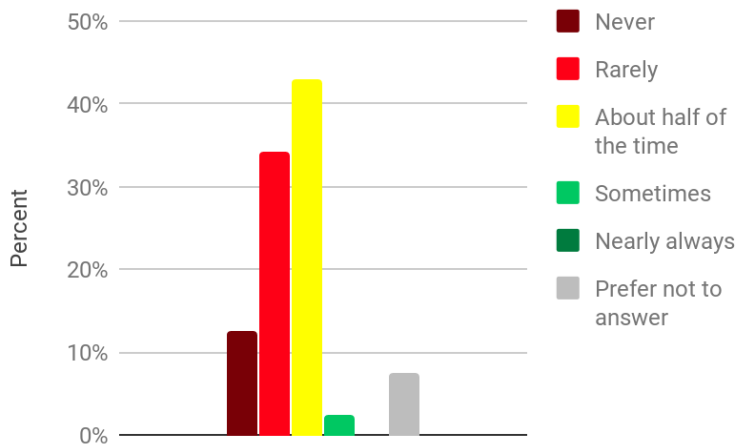


Figure A4.15: “When a community member raises their voice at me, I raise my voice as well.”

Opinion	Percent
Never	11.4%
Sometimes	55.7%
About half of the time	16.5%
Most of the time	5.1%
Always	11.4%
Prefer not to Answer	0.0%

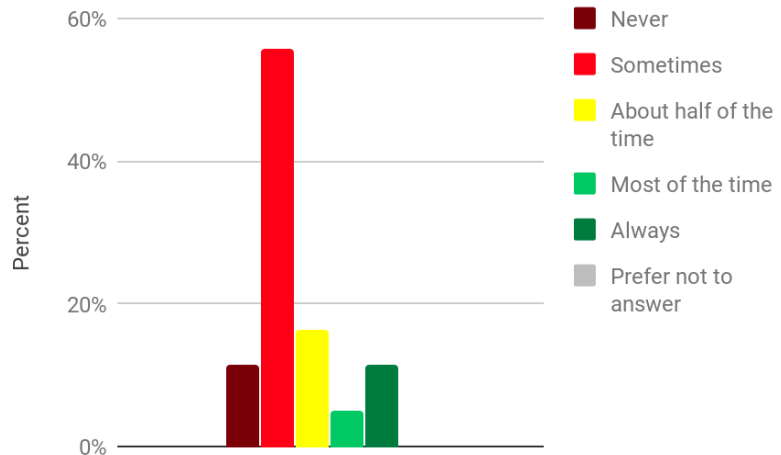


Figure A4.16: How often do you speak Spanish when on duty?

Opinion	Percent
Strongly agree	10.1%
Agree	46.8%
Neither	16.5%
Disagree	12.7%
Strongly disagree	3.8%
Prefer not to Answer	10.1%

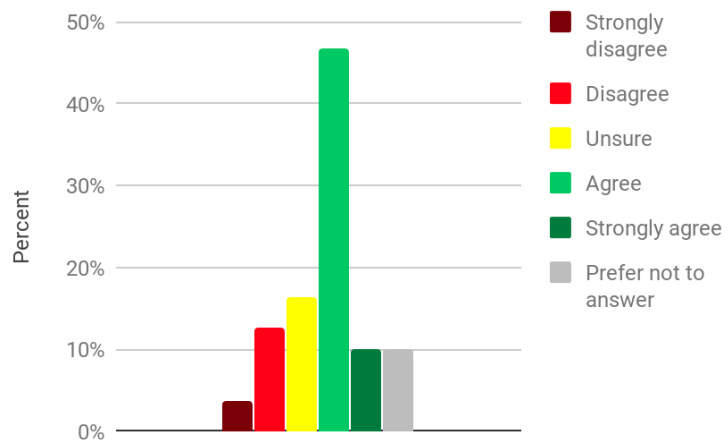


Figure A4.17 : “To what extent, if at all, does your work as a law enforcement officer make you feel frustrated?”

Opinion	Percent
Strongly agree	6.3%
Agree	48.1%
Neither	21.5%
Disagree	12.7%
Strongly disagree	1.3%
Prefer not to Answer	10.1%

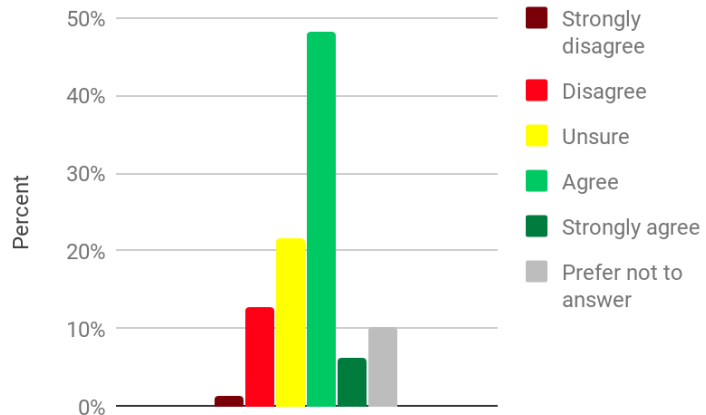


Figure A4.18 : “To what extent, if at all, does your work as a law enforcement officer make you feel Fulfilled?”

Opinion	Percent
Highest priority	21.5%
One of the highest	15.2%
Medium priority	8.9%
One of the lowest	12.7%
Lowest priority	26.6%
Prefer not to Answer	15.2%

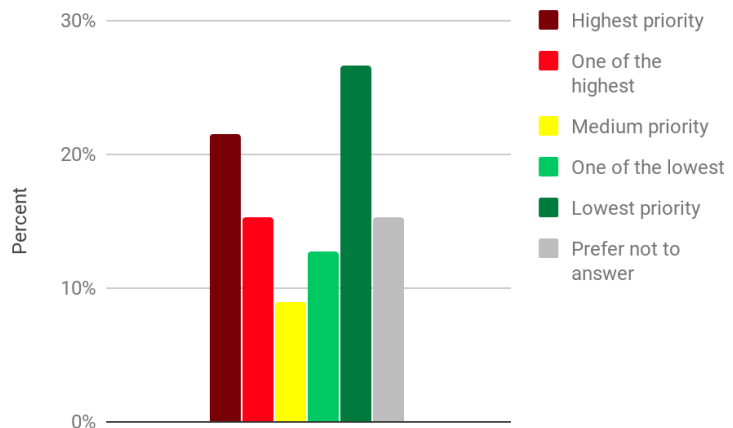


Figure A4.19: “Which of the following goals do you feel local law enforcement need to improve the most? Community outreach.”

Opinion	Percent
Highest priority	16.5%
One of the highest	15.2%
Medium priority	25.3%
One of the lowest	10.1%
Lowest priority	11.4%
Prefer not to Answer	21.5%

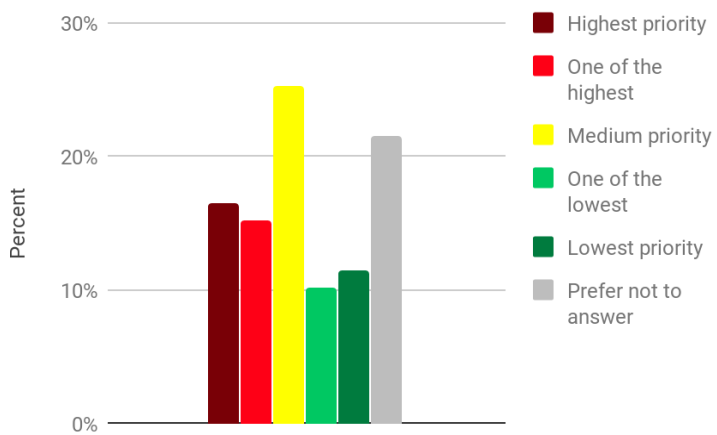


Figure A4.20: “Which of the following goals do you feel local law enforcement need to improve the most? Preventing crime.”

Opinion	Percent
Highest priority	13.9%
One of the highest	17.7%
Medium priority	12.7%
One of the lowest	25.3%
Lowest priority	8.9%
Prefer not to Answer	21.5%

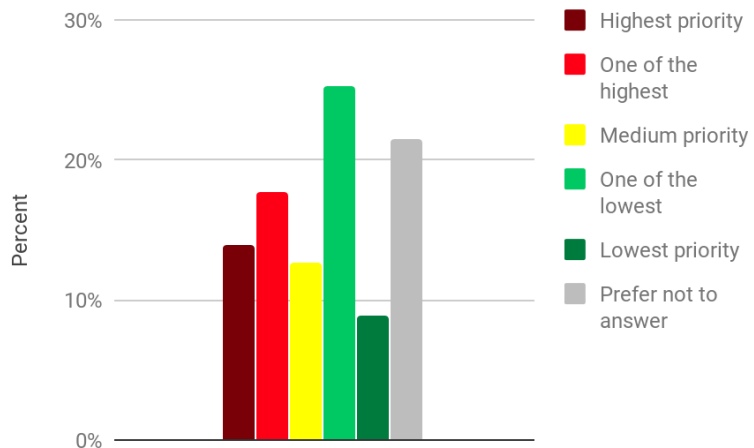


Figure A4.21: “Which of the following goals do you feel local law enforcement need to improve the most? Enforcing the law.”

Appendix 5: Analysis of Interviews, Focus Groups, and Survey Comment Fields

Evaluation of Strengthening Law Enforcement and Community Relations: Pre/Post Qualitative Material

Methodology

Qualitative material extracted from interviews and focus groups offer the opportunity to contextualize trends identified by using surveys. This offers a means for better understanding, in greater depth, what “the numbers” associated with survey responses are communicating. The data used in this qualitative evaluation were extracted from the comment section in the community survey and the full (deidentified) text of semi-structured interviews (SSIs), and focus groups (FGs).

As with the survey outcomes presented in previous appendices, the evaluation of text data also follows the baseline/late-term design. In this sense, the baseline period data was collected in January and February of 2017, being composed of 303 comments from the survey comments section, 19 SSIs (17 from Salinas residents and 2 from police officials) and 1 community focus group. The late-term period data was collected from January to April of 2018, and counts 515 comments from the survey comments section, 16 SSIs (9 from Salinas residents and 7 from law enforcement staff) and 5 community focus groups.

Community respondents were either randomly selected from diverse locations across Salinas, or on a volunteer basis. Law enforcement respondents were interviewed according to their availability and interest in the Police Department/District Attorney’s offices.

Interviews were performed individually, while focus groups were performed in groups of 3 to 12 people. Both methods had a set of guiding questions related to the research themes. Respondents were encouraged to provide as much of their opinion as they desired. Sessions lasted from 30 minutes to 1 hour and 30 minutes and could place in English or Spanish, depending on respondents’ preference.

Semi-structured interviews and focus groups began with a quick explanation about what the evaluation was designed to accomplish, general instructions for participation, and an oral consent to use their responses. Respondents were asked a few basic demographic questions in order to better contextualize and characterize their responses (e.g., age, racial background, neighborhood of residence). The interview itself consisted of questions about how they perceive

the current relationship between police and the community in Salinas. Community members were asked for their opinion about what they think it is like to work as a law enforcement officer in Salinas, their vision of how law enforcement work should be, and their perceptions of their own safety in their neighborhood and elsewhere in Salinas. Participants of the *Why'd You Stop Me?* (WYSM) project were asked additional questions about what they liked and what they would improve about the WYSM program. Law enforcement officers were asked questions about their background in law enforcement, how they would describe police-community relations in Salinas, and their opinions regarding WYSM.

The analysis of the information resulting from interviews, focus groups, and other textual data was performed by a team of analysts that have been trained in the use of qualitative data analysis techniques. The qualitative data analysis team employed Dedoose software to systematically review and analyze interview, focus group, and written testimony for themes and regularities. The findings were then used to add context to earlier findings and allow for discovery of new information. The analysis consisted of an initial *a priori* coding to search for previously identified themes, followed by iterative *in vivo* coding to allow for a “discovery” phase in examining the data.

All the answers were provided voluntarily. Recordings of interviews and focus groups were deleted once they had been transcribed. Any information that may be used to identify someone was removed from transcribed interviews and focus groups before the data were stored. Responses and sentiments are presented in aggregate.

Observations

General

When speaking in general terms, respondents in interviews and focus groups expressed a positive opinion about the Salinas Police Department (SPD) in both baseline and late-term phases of data collection. The content of responses was much less positive, however, when specific specific topics such as trust and cooperation between police and the community were discussed. Respondents' perceptions about SPD operations and officers' workload were consistent in their recognition of the problems of understaffing among police, their lack of presence in respondents' neighborhoods, slow or no response to calls, and acknowledgement of outreach efforts. The Salinas community and law enforcement both mentioned an awareness of the strong role that social media play in people's perceptions of the police and the relationship between police and the community. Civilian respondents were generally positive in their opinions about SPD's community outreach programs. Although the importance of such programs was frequently cited, only a few people reported having heard about WYSM or Coffee With a Cop.



Participants of Why'd You Stop Me?

In general, feedback from respondents that had taken part in WYSM was positive. Former participants identified the training as an opportunity to learn how to act with the police in any situation. Others reported that they had developed a much better understanding about what police officers experience daily in their jobs and saw the experience as a chance to empathize with police officers as normal people who are working under extraordinary conditions.

Respondents also identified ideas that they felt could improve the program. The areas of improvement that were identified mostly related the presenters themselves. WYSM was developed in Long Beach, California and has been designed for delivery anywhere across the country. The presenters were, therefore, not local and respondents felt that these factors made the program less immediate to Salinas and more distant from what the residents of Salinas experience. The addition of presenters who, themselves, live in Salinas was thought to be something that would make WYSM more meaningful to civilians there.

Another concern that respondents cited was the perspective from which the program was delivered. They found the focus to be derived entirely from the perspective of police, and felt that it made it more difficult for community participants to connect the examples with their own experiences. In addition to differences between police and civilian cultures, respondents identified other important cultural differences (e.g., urban versus rural environments) that are built into the program's current design and made the program a poorer fit for their own community.

The overall consensus was that the national incarnation of WYSM was not a close fit for Salinas' local particularities. On this topic, respondents noted that no Salinas officers were included in the presentation. Participants suggested that the addition of more local police presenters, the addition of more locally relevant examples and topics, and a balance of perspectives rather than maintaining the focus of the police officer's point of view. When told about the police edition of WYSM, respondents suggested the idea of developing a joint training program that included members of the community as well as police officers, or making the police training open to members of the public

Weighted Responses

As briefly described in the methodology, some responses were analyzed in terms of the sentiment that they express. This was done by weighting responses made on particular topics according to whether they were positive, negative, or neutral, with -1 signifying a negative statement, 0 signifying a neutral statement, and +1 signifying a positive statement about the topic. The results of this analysis were then averaged to better understand the general sentiment of comments made on particular topics. Generally, the quantification of test responses is not the goal of qualitative analysis, but such tools can sometimes aid in understanding the general tone of the content being considered.

Table A5.1: Weighted responses as an indication of sentiment

Idea	Pre	Post
General opinion of the police	0.3	0.3
Trust	-0.6	-0.6
Willingness to cooperate with the other party (police with citizens)	0.2	0.2
Willingness to cooperate with the other party (citizens with police)	-0.3	-0.3

As can be seen in the chart, there was essentially no difference in sentiment between baseline and late-term data collection periods on any of the topics.

- General satisfaction with SPD work was expressed in a slightly positive manner overall during both periods.
- Mentions of trust were delivered in a largely negative manner in both periods. It is worth noting that most of trust comments are about citizens not trusting the police, so this measure is a better reflection of citizens' reactions rather than those of law enforcement personnel. For a better idea of law enforcement's feelings of trust, consult the "Trust" section in "Findings".
- Willingness to cooperate had interesting measures. The sentiment that citizens expressed indicates less willingness to cooperate with police (-0.3) than police with citizens (0.2). These numbers are similar to the findings of the surveys, presented in prior appendices.





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**Strengthening Law
Enforcement and
Community
Relations Grant**

City of Stockton

Community Trust Building with Stockton's Highest Risk Population

Final Local Evaluation Report

August 2018



Board of State and Community Corrections Strengthening Grant

BSCC 797-15

BSCC STRENGTHENING GRANT - FINAL LOCAL EVALUATION REPORT: COMMUNITY TRUST BUILDING WITH STOCKTON'S HIGHEST RISK POPULATION

I. OVERVIEW

In mid-2016, with support from the Board of State and Community Corrections (BSCC), Stockton police leaders, the City's outreach team, and Friends Outside, a community-based agency, committed to a set of changes in the City's Ceasefire strategy to increase its capacity to reduce shootings citywide while strengthening trust and understanding between the Stockton Police Department (SPD) and residents most affected by violence, especially young men at high risk of direct involvement in violence.¹

The City's plan had three complementary parts. **1** First, the City committed to a suite of data-driven and values-based management tools and processes designed to maintain quality implementation in the context of an inclusive, diverse partnership. **2** Second, the partners – drawing on the principles of procedural justice – made significant design changes in the Ceasefire initiative to more effectively engage high-risk young men in leadership opportunities to reduce local violence, strengthen police-community relations, and improve community life. **3** Third, the partners developed a training that applied procedural justice to the specific interactions – for example, shooting scenes, searches or arrests – that tended to generate misunderstandings and conflict between specialized street enforcement and investigative units and high-risk young men and their families and neighbors. The training blended a focus on day-to-day police practice with fostering ongoing community-police dialogue and policy change.

The results were positive and significant.

- **Stockton Ceasefire is making progress reducing violence.** As of June 2018, violence – as measured by homicides and non-fatal injury incidents – was down 31 percent from the most recent 3-year average (see Table on page 3).
- **A high-quality "leadership council" made up of young men formerly at high risk of violence is emerging.** They are making concrete contributions to violence reduction efforts and taking seriously the leadership development opportunities the City's outreach team is creating with them.
- **The procedural justice training increased officer support for applying the principles to interactions with high-risk young men.** Officers also valued the dialogue with these young men, survivors of violence and outreach workers – and wanted more such opportunities (see Graph on page 7).

How this report is organized. This report follows the organization of the plan and describes its design and implementation, the results and their implications. Where appropriate, endnotes offer information specific to grant objectives.

The context: The City of Stockton has a tough history. Just ten years ago, as the recession deepened, it led the nation in mortgage foreclosures. The City's finances deteriorated and in June 2012 it became the then-largest US city – with about 300,000 residents – to file for bankruptcy. Budget cutbacks and layoffs left it with one of the leanest police departments in California. The city's violent crime rate, long double to triple that of the state, increased to a record 71 homicides in 2012. City leaders have taken the challenge of high crime and poverty seriously and, increasingly, the news from Stockton inspires optimism about its future. Stockton reduced homicides dramatically in 2013. And though they gradually increased again, plateauing at around 50 homicides per year from 2014-2017, police executives remained determined to rebuild the department around the overarching goal of earning the community's trust and reducing violence. Notably, the Stockton Police Department is the lead site in the National Initiative for Building Community Trust and Justice.

II. EMBRACING DATA-DRIVEN, VALUES-BASED MANAGEMENT TO REDUCE VIOLENCE

Stockton Ceasefire's main moving parts are: **1** the analysis of serious violent incidents and trends to identify individuals at highest risk of violence;ⁱⁱ **2** respectful communication with those individuals through small group meetings and one-on-one conversations about the risks associated with violence; **3** commitments of supportive outreach and intensive case management relationships leading to safety and opportunity; and **4** intelligence-driven enforcement narrowly targeted to those individuals who persist in violence.

The Stockton Ceasefire partners ensure quality implementation of these activities through an intensive cycle of management meetings. The design and institutionalization of this management process intentionally draws on principles of inclusion, transparency, mutual accountability and procedural justice to strengthen police-community relations (particularly people disproportionately affected by violence) while working rigorously to make Stockton a safer city. The process includes:

- **Weekly shooting reviews** bring together knowledgeable police officers to systematically analyze and plan responses to recent shootings. The review of incidents helps identify individuals at highest risk of violence and starts the process of focusing police resources where they will be most effective in reducing that risk.ⁱⁱⁱ

In Stockton, the process of developing strong shooting reviews also generated significant changes in departmental standard operating procedures and culture. For example, it broadened the department's specialized units from "making cases" to building an understanding of violent conflicts with the goal of preventing or defusing them in partnership with the City's outreach team.

- **Weekly coordination meetings**, which quickly follow shooting reviews, are co-facilitated by the police department's Ceasefire managers (a deputy chief and a lieutenant) and the supervisor of the City's outreach team and are attended by the full City team of outreach workers and case managers. Following strict confidentiality protocols, the group first shares and then builds on and refines the assessments of risk developed in shooting reviews.^{iv}

Then, SPD Ceasefire managers leave, and the outreach team begins planning interventions, supports and services that collectively form a strategy for reducing the risk to those individuals most likely to be involved in violence and, depending on the circumstances, to their family members, friends and associates. Typically, this process moves quickly – and strategically – to mobilize a wide circle of community-based providers to respond to violence.

CITY OF STOCKTON SHOOTING TRENDS: JANUARY 1 THROUGH JUNE 30, 2018					
	2018 YTD	2017 YTD	Year-Over-Year Reduction	3-Year Average YTD (2015-2017)	Reduction over the 3-Year Average
Homicides	15	19	21%	21	29%
Non-fatal Injury Incidents	50	86	42%	73	32%
Total	65	105	38%	94	31%

- **Performance reviews** are facilitated by a senior manager and include police, outreach and community leads who come together to review data on the quality of implementation; their task is to monitor progress toward violence-reduction goals, refine strategies and solve operational challenges. For each Ceasefire operational component, indicators help the partners understand whether they are: focused on the small proportion of individuals actually driving violence; working at a scale that promises citywide results; and implementing in a way that is consistent with both the partnership’s values and accepted best practice.^v

In Stockton, this management cycle plays a role in strengthening police-community relations by aligning police priorities and values with those of the community, by laying the groundwork for strategically engaging community actors (community leaders and neighborhood-based organizations) in cooperative efforts to stop violence, and embracing transparency in how city agencies hold themselves accountable for quality implementation.

THE PRINCIPLES OF PROCEDURAL JUSTICE

Researchers have found, repeatedly and across different ethnic groups and communities, that departments that practice procedural justice see increased public support, cooperation and compliance with the law.

The principles are straightforward: **1** treat people with dignity and respect; **2** give them “voice,” a chance to tell their side of the story; **3** make decisions based on facts, not irrelevant factors such as race; and **4** act in a way that reassures people you’re trying to do what’s best for them.

III. BUILDING A FOUNDATION FOR INCLUSIVE LEADERSHIP

As part of the plan for strengthening SPD's relationship with people directly affected by violence, the partners wanted to give high risk young men a role in the design – and possibly the delivery – of procedural justice trainings for the police department's specialized gang street enforcement and investigation units. The partners developed a two-part strategy for achieving this objective.

Strengthening Ceasefire's Evidence-Based Communication Component. First, they had to redesign aspects of how the local Ceasefire strategy engaged with high-risk young men so that the process was consistent with the principles of procedural justice and helped these young men recover their self-respect and their potential as leaders. This meant transitioning from mandatory attendance at large "call-ins" to voluntary participation in smaller and more conversational convenings.

The invitation. In Stockton, whenever possible, the invitation to participate in the Ceasefire communication component is delivered by the outreach team, rather than police, and attendance is voluntary – a marked departure from past practice. The outreach workers use their community credibility, their social networks, and a variety of incentives – sometimes repeatedly over several weeks – to convince high-risk young men to attend.

The setting. Meetings are small, ranging in size from four to 18 people, and held in welcoming settings such as churches or recreation centers. There are no more than six speakers and the majority are from the community. There are no observers – the only people who attend are actively committed to keeping the community safe and the young men alive, out of prison and on a pathway to opportunity.

The message. The speakers share their commitment to keeping the young men alive and out of jail and prison, while providing clear information about the risks of violence and incarceration. Speakers avoid lecturing or sermonizing and, though the information can be bracing, the tone is conversational. The overarching theme is shared concern for the well-being of the young men as valued members of the community and the other residents' need to live in safety and with peace of mind.

Giving voice. Meetings end with a meal, conversation and an invitation to join the outreach workers later that week for an informal focus group to share perspectives about the meeting, their previous experience with the police department and the criminal justice system, and concerns about staying safe in Stockton.^{vi}

Giving Ceasefire participants a voice and inviting them into a leadership community. The City's outreach team led the second part of the strategy, the development of the leadership council. They drew on their experience and wisdom to identify an initial cohort of young men formerly involved in violence but now making sustained progress toward safety and opportunity. The outreach team and the young men then held a series of discussions to get to know each other, listening sessions with local police leaders, and meetings with city and faith leaders to learn more about leadership in action. And they participated in sessions previewing personal and leadership development curricula with experts in leadership development. They also took field trips and enjoyed themselves during bonding activities such as fishing. Even though many came from groups that had, at times, been in conflict, the leadership discussions revealed strong commonalities that outweighed past tensions and conflicts.^{vii}

This process generated an informal but strong core group, largely self-selected through regular attendance, participation and follow-through on action commitments. These founding members are now pursuing a range of personal and leadership development options, and a second cohort is to begin this summer. Some of the products of the process are:

- Members of the leadership council often serve as speakers at the Ceasefire meetings, offering credible and persuasive examples of local young people who have been able to step away from violence.
- Members also assist the outreach team in developing strategies – for example, street fairs, recreational activities and mediations – for reducing violence in neighborhoods with high levels of shootings.
- Finally, input from leadership council members generated two important components of the procedural justice training. First, in the listening sessions noted below they identified the categories of interactions with police that generated tension and distrust. These became the topics of the training’s “table top scenario” exercises (see Module 3 on page 6). Second, they volunteered to serve on a community panel integrated into the training curriculum.

Interview Findings and Implications. In interviews with the Urban Institute as part of this evaluation, leadership council participants said they understood the council as linked tightly to the Ceasefire partnership. They saw their role in the partnership as volunteers working to make a difference for the community; that is, they saw this role as “outward facing” and that of a community advocate. An important part of this advocacy was related to criminal justice system change, generally, and police practice and policy, specifically. They believed the listening sessions with Eric Jones, the chief of police, and Trevor Womack, the deputy chief leading Ceasefire, were steps in that direction and served as forums designed to solicit their perspectives and experience about police interactions with young men such as themselves.

Peacekeeper staff, stakeholders and participants in the leadership council felt that while the council was path breaking, it is also important to develop a program plan that encompassed both basic outreach and case management functions and the support provided to the council by staff and stakeholders. In short, there seemed to be emerging demand for a more comprehensive and detailed program plan.

V. THE PROCEDURAL JUSTICE TRAINING CURRICULUM FOR SPECIALIZED UNITS

Customarily, procedural justice trainings have not focused on people at highest risk of violence. Though small, this group generates and suffers the majority of violence in most cities – and, as the problem analysis and the weekly shooting reviews confirm, this is true in Stockton. For this group, the intensity of feelings associated with the loss of loved ones to violence and with police tactics perceived as intrusive and insensitive are difficult to overcome. The result is that even though people at highest risk of violence need police protection the most, they tend to trust them the least. This training was conceived as a first step in bridging this distrust and hostility. It helps build police-community relations that promote cooperation with police efforts to solve violent crimes, support for violence reduction partnerships such as Ceasefire and efforts to ensure officer wellness.

The training approach and curriculum. The training curricula progresses in three steps.

- **Module 1** describes the focus population as “young people at highest risk of violence” and shows why they matter to police in specialized units. This module’s learning objective is to demonstrate to participants the effect a negative interaction with the police may have on young people at high risk of violence – and, in turn, the effect that may have on officers’ ability to understand and respond to violent crime.
- **Module 2** is a facilitated panel with young people at highest risk of violence, outreach workers, residents who have lost family members to violence, and experienced investigators. There are two learning objectives: first, to reveal the humanity of young people at risk of violence; and, second, to show how treating them and their families in a manner reflective of their value as human beings can benefit police.
- **Module 3** is a group exercise focused on the practical application of skills, practices and policies incorporating the principles of procedural justice to shooting scenes, warrant service, and traffic stops involving this population.

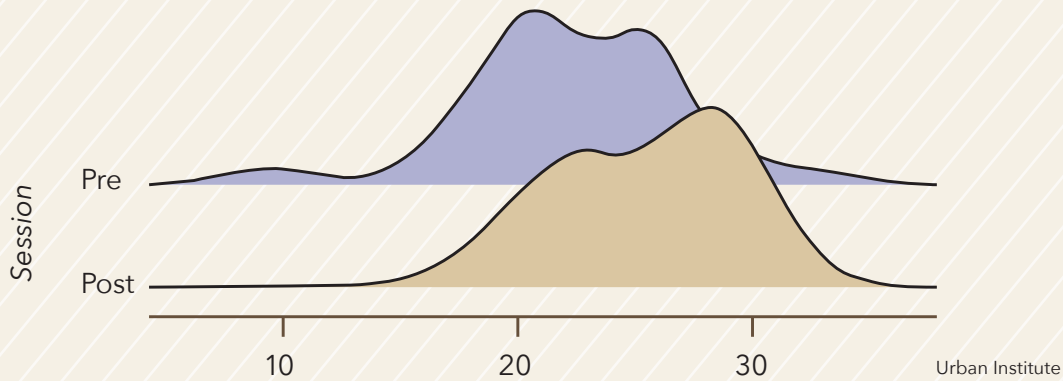
The training logistics and setting are arranged to encourage the active participation of officers and frank dialogue. No more than 30 officers were trained at any one time, and the room is set up in tables of 4-6 officers arranged in a half circle (a conventional classroom seating arrangement is avoided). Each training session is facilitated by a minimum of two officers with extensive classroom and field experience.

This training is essentially a pilot. In late 2017, CPSC partnered with the Oakland Police Department to conduct three sessions of an early version that was also assessed by the Urban Institute. Building on this, the Stockton training team made a series of changes in consultation with CPSC and members of the Leadership Council. The participation of a young person directly involved in violence on the panel discussion was without precedent. The results were positive and some of the officers present were clearly moved by the young man’s story. Equally important, the community panel and the officers in both sessions indicated a desire to learn more from each other.

Assessment findings and implications. The Urban Institute developed and conducted an anonymous survey for course participants. The survey results are illustrated in the Graph on the following page but the two main findings were:

- Officers increased their support for applying the principles in interactions with the highest risk people and they favorably rated the overall training.
- The majority of officers singled out the community panel – on which a member of the leadership council participated – as particularly valuable, and the most common suggestion for improvement was to increase the class time with him and other panel members.

Sum Support for Procedural Justice towards High-Risk People Items



The training's success suggests the feasibility of an ongoing "practice and policy change" partnership that includes officers from specialized units and high risk young men (and some combination of their friends, families and neighbors). Such a partnership could, as an example, also employ facilitated table-top scenarios from the training with community leaders and officers functioning as a working group. The process could be designed to generate modifications to current policy and/or practice that reduce the misunderstandings and tension that lead to distrust but that also ensure the safety of officers and the public. These exercises might then be followed by a thoughtful cycle of piloting and scaling select recommended changes.

VI. CONCLUSION: THE IMPORTANT ROLE OF "NETWORKS OF CAPACITY."

With BSCC support, Stockton has achieved meaningful reductions in violence while strengthening police-community relations. It has achieved this through disciplined, cost-effective investments in the following:

- A careful developmental process informed by analysis and data via in-depth problem analyses and well-run shooting reviews.
- Strengthening the partnership among communities disproportionately affected by violence, outreach and service providers, and the police – overcoming distrust and building a "network of capacity" that strategically mobilizes these sectors to reduce shootings. In Stockton, unlikely allies – young men at high risk of violence, outreach workers and police – increasingly work together to stop shootings.
- A transparent partnership-based performance management model that reinforces mutual accountability and ensures quality implementation and fidelity to the model.

Stewart Wakeling, Vaughn Crandall and Daniela Gilbert, CPSC; Jocelyn Fontaine, Jesse Jannetta and Dean Obermark, The Urban Institute

Many thanks to the people who did the work, including the Stockton Police Department, the Stockton Office of Violence Prevention and Stockton Peacekeepers, Friends Outside, and the Leadership Council. Finally, thanks to the Board of State and Community Corrections for funding this rewarding work.

- i** In this report, “high-risk young men” are those at **highest risk of being involved in violence** as victims or offenders according to the City’s problem analysis (see below) and shooting reviews.
- ii** As part of this effort, the California Partnership for Safe Communities conducted an in-depth retrospective analysis of homicide, referred to as a “problem and opportunity analysis,” that produced a comprehensive account of local violence. The problem and opportunity analysis systematically investigated a large sample of homicides, well over 100. The method of analysis has been developed and refined over the past 20 years, as partnership-based violence reductions strategies have been employed in cities across the country. Though it is informed by research, the analysis is primarily a practice document, with implications for local policy and strategy. The problem analysis had five steps:
 1. Analyzing basic contextual and trend data regarding violence;
 2. Reviewing and analyzing demographics and criminal histories of suspects and victims to understand how they are coming to the attention of the criminal justice system (and determine their risk of incarceration);
 3. Reviewing each homicide in depth – learning who was involved, what happened, the circumstances, the motives and the role of group or network involvement and relationships;
 4. Analyzing group dynamics, including relationships within and across groups, involvement in violence and other activities, and any geographic associations; and, finally,
 5. Mapping homicides and shootings.

This process identifies patterns of violence and the geographic and social concentration of violence within groups and networks. It also shows who is at the highest risk of violence, describes their justice system involvement, and provides an understanding of the near-term drivers of violence.

- iii** In keeping with the grant objectives, these meetings are held on a weekly basis. Reviews are seldom, if ever, cancelled.
- iv** Coordination meetings are held on a weekly basis and seldom, if ever, cancelled.
- v** These indicators are assembled into a single worksheet that quickly and clearly conveys this information to concerned community leaders and busy department heads. The final element of performance reviews is a running conversation about the measures needed to strengthen implementation, including reallocating funding, modifying program activities, and resetting priorities. The meetings conclude with a summary of these commitments.
- vi** The Ceasefire partners have embraced reaching 75 high-risk young men each year through the communication component and achieved that benchmark/objective during the grant period. Also, this redesign of the communication component and the intensive focus on relationship building throughout the process has increased the “engagement rate” of high-risk young men in supportive relationships.
- vii** The leadership council met well over a dozen times during the grant period.

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**Strengthening Law
Enforcement and
Community
Relations Grant**

City of Vallejo

Strengthening Law Enforcement and Community Relations Grant Evaluation



BOARD OF
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We're In This Together

Table of Contents

SECTION I: Grant and Evaluation Overview	1
Background	1
SECTION II: Abbreviated Literature Review	3
Introduction.....	3
Studies, Theory, and Comments.....	4
The Importance of Juvenile Attitudes towards Law Enforcement.....	4
Interactions between Juveniles and Police	5
Factors that Affect Attitudes	5
The Vallejo Police Department and their Community Efforts.....	6
Conclusion	11
SECTION III: Methodology.....	13
Methodology Introduction	13
Basic Methodology Explanation.....	14
The Data and Quality Control.....	14
Pillars and Outcomes	15
Programmatic and Administrative Activities and Outcomes Categories.....	15
Pillar I: Building Trust & Legitimacy Activities and Outcomes	16
Pillar III: Technology and Social Media Activities and Outcomes	17
Pillar V: Training and Education Activities and Outcomes	18
Pillar VI: Officer Wellness and Safety Activities and Outcomes	18
SECTION IV: Findings	19
Quantitative Findings	19
Qualitative Findings	21
SECTION V: Strengths, Shortcomings, and Abbreviated Recommendations	23
Strengths	23
Perceived Shortcomings.....	24
Abbreviated Recommendations.....	25
SECTION VI: Summary of Key Findings and Recommendations	28
References	30

List of Tables

Table 1: Programmatic and Administrative Activities and Outcomes Categories.....	16
Table 2: Pillar I Activities and Outcomes Categories	16
Table 3: Pillar III Technology and Social Media Activities and Outcomes Categories.....	17
Table 4: Pillar V Training and Education Activities and Outcomes Categories.....	18
Table 5: Pillar V Officer Wellness and Safety Activities and Outcomes Categories.....	18
Table 6: Target Objectives.....	19

List of Figures

Figure 1: Summative Word Frequency for BSCC Report Quarters 1 – 7	22
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SECTION I: Grant and Evaluation Overview

Background

In 2016, the Vallejo Police Department (VPD) applied for the Strengthening Law Enforcement and Community Relations Grant (the “grant”) through the Board of State and Community Corrections, California (BSCC). This grant application was approved by the City of Vallejo and the Chief of Police, Andrew Bidou, on March 31, 2016 and submitted to the BSCC. The BSCC awarded this grant to the VPD to be effective July 1, 2016 through June 30, 2018. According to the BSCC’s website, the goal of the grant is “intended to fund collaborative law enforcement-community approaches that aim to improve, strengthen, establish or re-establish [sic] positive meaningful relationships between law enforcement and the communities they serve” (Board of State and Community Corrections California, 2014).

In response to the solicitation by the BSCC, the VPD submitted its project: “Vallejo: We’re In This Together” or WITT stating in it’s grant project summary, “The Vallejo Police Department seeks to expand and institutionalize community policing efforts by working with residents and stakeholders to build trust and strengthen relationships. It will address Pillar One: Building Trust and Legitimacy, Pillar Three: Technology and Social Media, Pillar Five: Training and Education and Pillar Six: Officer Wellness and Safety. [Note: Each of these Pillars are incorporated in further detail within the “President’s Task Force on 21st Century Policing” (May 2015)]. Part of a multi-faceted approach, program elements will focus on year-round youth engagement, creating and institutionalizing diverse collaboration opportunities and providing officer training and wellness” (Vallejo Police Department, 2016).

The above “pillars” (see (President’s Task Force on 21st Century Policing, May 2015) to which the VPD referred were an adherence and reference requirement for the grant and further broken down into goals and objectives, given the above numbers one, three, and five pillars that the VPD chose. The award to VPD for the grant included an evaluation component and was

budgeted for \$447,589. The Principal Investigators (PI or investigator[s]) consisted of Dr. Ryan M. Getty and Dr. Jennie Singer, who are both affiliated with the California State University, Sacramento. As well, student assistants were also budgeted within the evaluation component of the grant. The qualifications and responsibilities of the investigators were explained on pages 28-31 within the grant (see (Vallejo Police Department, 2016)).

In short, the investigators and student assistants will author a process evaluation and any needed surveys in cooperation with the VPD, collect VPD's data, interpret the data using current qualitative and quantitative statistical programs, and author an executive summary and an outcome evaluation (known in the grant as a "Final Local Evaluation Report"). This report is the Final Local Evaluation Report; the Executive Summary is a separate document.

SECTION II: Abbreviated Literature Review

Introduction

Community-oriented policing is a robust and evidence-based way for police departments to connect with the communities they protect and serve. Research on the efficacy of community policing methods has generally demonstrated consistent and positive effects (Adams, Rohe, & Arcury, 2005). The three main objectives necessary to implement community-oriented policing are engagement with the community, organizational changes, and problem solving (Office of Community Oriented Policing Services, 2014). To achieve these goals, police departments and community members must work collaboratively as a team. Police departments focus on potential solutions or strategies for the specific problems or crimes with which each community is dealing. Once police departments establish partnerships with the community, the officers could better solve problems by working together via open communication and by sharing resources (United States Bureau of Justice Assistance & Community Policing Consortium, 1994). Police departments can also pursue the goal of working mutually with communities through outreach programs. To accomplish this goal, law enforcement should identify community needs by obtaining input from community members (Skogan, 2006).

Although researchers have identified several benefits of community policing, their conclusions cannot attribute a consistent decrease in all types of crime. However, one positive finding noted that a “team” approach with the community consistently reduced the fear of crime (Gill et al., 2014; Weisburd & Eck, 2004). A recent study found that police agencies that were more actively engaged in community-oriented policing had increased odds of arresting criminals who had committed certain types of violent crimes (Tillyer, 2018). Most notably,

community-oriented policing has been demonstrated to influence individuals' perceptions of crime, police legitimacy, and fear of crime (Braga & Weisburd, 2006; Gill et al., 2014).

Studies, Theory, and Comments

The Importance of Juvenile Attitudes towards Law Enforcement

There are few direct studies on juvenile offending as it relates to community-oriented policing, since studies on crime reduction are largely based on differences in all crime – juveniles *and* adults. However, there have been some studies that focus on juveniles' attitudes towards law enforcement. Studies on youths' attitudes towards police officers demonstrate that juveniles have less favorable feelings toward police officers than adults (Taylor, Turner, Esbensen, & Winfree, 2001). "Negative interactions" with police officers, specifically being arrested, is associated with juveniles' negative attitudes towards police officers (Brick, Taylor, & Esbensen, 2009). The way in which youths view law enforcement is important because their attitudes tend to stay consistent on their trajectory from youth to adulthood (D. M. Stewart, Morris, & Weir, 2013).

Having a positive or negative attitude towards police officers can be an important determinant in juvenile delinquency. According to studies over time, one negative experience with police officers can overshadow 10 positive experiences, and those isolated experiences can intensify previously held negative attitudes (Leiber, Nalla, & Farnworth, 1998; Skogan, 2006a, 2006b). Negative views of police officers may impact willingness to interact with police officers or the ability to have future positive interactions with police officers (Murphy, 2015). According to Forman (2004), if youths have a negative relationships or views of police officers, it might impede their willingness to cooperate with police officers, which in turn, may be an obstacle in police efforts to reduce crime or juvenile delinquency. Though these phenomena are not solely restricted to young people, these negative attitudes nevertheless tend to exacerbate even routine interactions with the police later in life (E. A. Stewart, 2007).

Interactions between Juveniles and Police

According to the Office of Juvenile Justice and Delinquency Prevention (2018), there are four types of police-youth interactions: youth-initiated, police-initiated, interactions that result in arrest of youths, and interactions with youths who have been crime victims. One study found that youths who are aged 16-24 are less likely than older adults to contact police for assistance. Only 18.2 percent of police officer requests were made by the 16-24 age group in 2011 (Durose & Langton, 2013). When looking at police-initiated contact, less than one percent of all age groups other than 16-24 were involved in police-initiated street stops, while the 16-24 age group had a 3.1 percent police-initiated detentions (Eith & Matthew R. Durose, 2011). Furthermore, drivers in the 16-24 age range are more likely than other age groups to be pulled over on a traffic stop, be ticketed, receive a warning from police officers, or be let off with a warning (Langton & Durose, 2013). The 16-24 age group had 3 million arrests in 2014 (Snyder, Cooper, & Mulako-Wangota, 2017). However, in every state, only the 16-17-year-old age group may be considered as juvenile delinquency statistics since the 18-24 age group are analyzed as adult criminals. Further research also found that juveniles are victims of one in four serious violent crimes (Sickmund & Puzzanchera, 2014). Additionally, 18.4 percent of juveniles reported witnessing assaults in their communities (Finkelhor & Turner, 2014). These statistics suggest that juveniles are very much involved in mostly enforcement interactions with police officers. This, coupled with disaffected youth having learned, predisposed negative attitudes toward police, may tend to create a cycle of mistrust and lack of cooperation that is hard to break without some positive police intervention strategies.

Factors that Affect Attitudes

Willingness to participate with law enforcement regardless of the circumstance depends largely on a youth's overall attitude towards law enforcement (Forman, 2004). Researchers have found that youths' attitudes towards law enforcement varies depending on city or neighborhood type (Brunson & Weitzer, 2011). Studies have demonstrated that juveniles residing in rural or suburban areas have more positive attitudes toward law enforcement than juveniles who live in large cities (Hardin, 2004). Another important finding is that the safer juveniles reported feeling, the more likely they were to report favorable attitudes towards law enforcement (Redner-Vera & Galeste, 2015).

The Vallejo Police Department and their Community Efforts

The City of Vallejo is located in Solano County and has a population estimate of 120,228 as of July 1, 2017 (United States Census Bureau, 2017b). According to the latest U.S. census data, 18% of citizens who live in Vallejo, live in poverty (United States Census Bureau, 2017a). The City of Vallejo is slightly over 50 square miles and in recent years, has had an increase in gang and street crime from individuals and groups originating from within the surrounding area of Vallejo (Vallejo Police Department, 2016). Due to budget cuts, the Vallejo Police Department (VPD) has 0.9 officers per 1,000 residents and has 111 sworn police officers (ibid.). The International Association of Chiefs of Police and Bureau of Justice Statistics reported having a nationwide average of 1.9 officers for local police departments with populations between 100,000 and 249,000 (International Association of Chiefs of Police & Bureau of Justice Statistics, n.d.). The VPD has less than half that average. Even at an incredibly low officer-to-citizen ratio, the VPD has initiated many programs, events, and community outreach efforts to serve their most vulnerable populations. Their efforts include reaching out to youth groups ages 12-25, vulnerable members of the community, local businesses, and at risk-neighborhoods and community members.

The VPD has many goals to better serve the community. According to the Vallejo Police Department Work Plan, there are five main goals. The first goal is to emphasize procedural justice, to create non-existent networks, to improve community relations, and to work closely with the community on crime reducing efforts. The second goal of the VPD is to reduce juvenile criminal offending, promote social justice through interventions, and to improve student academic success. Third, the VPD seeks to increase officer training and prepare officers for potential challenges faced on the field. Fourth, the VPD wants to promote officer safety and engage officers in mental, physical and psychological wellness. The final goal of the VPD is to introduce new technology to improve communication within the department, as well as engage in outreach via social media to increase their dialog with the community. Several studies have shown that these types of community interactions enable police departments to help divert youth away from involvement in the criminal justice system (Brown, Novak, & Frank, 2009; Development Services Group, 2018; Goodrich, Anderson, & LaMotte, 2014; Worden, 1999).

To reach their goals, the VPD has worked collaboratively with members of the community, as well as faith-based and non-profit organizations to create multiple events, meetings, programs, functions and presentations. The VPD, along with several organizations within the community, has participated in over 450 community activities (Vallejo Police Department, 2016). Many of these events create opportunities for Vallejo police officers to connect with and to understand the concerns of the community. The events held by the VPD and their collaborators are all-inclusive and are intended to help residents from an array of diverse backgrounds and varied socioeconomic situations to feel more comfortable with police-citizen, non-enforcement interactions. In this safe atmosphere, citizens who would not normally interact with the police can share their needs and concerns for their community. To date, there are no studies that show adverse effects when police are involved in positive or organically created situations involving historically underserved or “over-policed” populations.

Antithetically, the aforementioned comprehensive studies found statistically significantly increases in citizen satisfaction and participation with the police create “bridges” for citizens to interact with the police in situations other than enforcement-related duties. These types of “bridging” programs and activities support the theoretical underpinning of the VPD’s overall strategic plan and philosophy to engage the community in a meaningful way while encouraging trust and open communications.

The Vallejo Police Department (VPD) holds an annual “Dinner with the Chief.” This event typically consists of approximately a hundred members of the community who sign up to be able to speak with VPD Chief Andrew Bidou regarding the public's thoughts, comments, questions, and concerns about crime and the community. The VPD also holds several smaller-scale community events called “Coffee with Cops” whereupon community members can engage with VPD officers in a more intimate and comfortable setting. These events happen at varied locations with officers of all ranks and responsibilities. There are no dedicated “Coffee with Cops” officers but rather, the citizens get to meet a variety of officers. It is believed this helps to build trust with the department rather than a particular officer. Although some research has found that citizens trust “their cops” more than the department as a whole, the VPD strives for overall organizational trust and legitimacy as an end product. As studies suggested doing, the VPD realizes the trust and “bridge building” initially starts at a macro-level (one-on-one), while the overall goal – as noted in the grant – is to build these positive and sustainable expectations from the police department for more macro, city-wide applications.

The VPD also participates in the “Know Your Rights Summit.” The Know Your Rights Summit is a collaborative effort with the influential 501 c3 New Dawn Vallejo Corporation faith-based organization, the National Bar Association, California Association of Black Lawyers, Solano County Black Lawyers Association, Vallejo City Unified School District, Vallejo Faith Organization and North Bay Ministers Union of Vallejo and Vicinity. The large summit attracts

the participation of over 600 Vallejo community members to promote and improve social justice. Several topics of interest are discussed to include simulated police stops. These “police stops” are controlled, informative, and educational for the public. The debriefs and Q&A provided by the VPD help citizens understand the lawful responsibilities of the police while accounting for and explaining the rights and responsibilities of the detainee. It is yet another chance for police to explain their role in keeping the community safe while allowing for the citizens to learn and voice their concerns.

Additionally, the VPD partakes in an annual “Community Policing Partner Idea Forum.” The forum is a meeting with the VPD and faith-based organizations. In addition, other local and varied services address the concerns, needs, and rights of vulnerable populations. People of all ethnicities, religions, genders, physical and mental disabilities are included and heard at this meeting. The VPD also hosts the “National Night Out 2018” event (an annual event), that is a popular police-community effort around the United States. National Night Out is a neighborhood-watch type event that incorporates safety demonstrations, visits from local emergency services, and activities for youth. In 2017, the VPD had 36 Neighborhood Watch Groups participate in this empirically-evaluated successful event. The VPD will continue to host this event in 2018 and for the foreseeable future.

The Neighborhood Watch Block Captain Program has managed to increase neighborhood watch participation from 30 to 257 neighborhoods in two years and currently has 40 captains (see “Section IV: Findings”). All block captains are encouraged to participate in extra meetings and trainings. The program includes meetings with the VPD as well as 12 neighborhood watch trainings. The VPD has also started a Business Watch Program to help ensure the safety of business owners as well as residents. The Business Watch Program will provide “Crime Prevention by Environmental Design” or CPTED training (See Atlas, 2013) in robbery prevention, shoplifting, internet theft, and financial crimes trainings. These subjects

are not all-inclusive but rather fluctuate based on the need of the participants. As well, experienced officers who are trained in CPTED concepts and practices conduct these trainings and talks. This community service is planned by design in order to have the VPD experts responsive to local business owners.

The Late-Night Basketball “iBall” Vallejo Program was started in 2015 by the New Dawn Vallejo Corporation. Late-Night Basketball (iBall Vallejo) was made possible through the efforts of The New Dawn Vallejo Corporation, Friendship Missionary Baptist Church, Vallejo Police Department, Vallejo Fire Department, Vallejo City Unified School District, Solano Family Justice Center, District Attorney’s Office, and the Solano County Sheriff’s Department. The New Dawn Vallejo Corporation is a non-profit agency founded by Friendship Missionary Baptist Church and supported by the Vallejo Police Department, Board of State Corrections, Kaiser Permanente and the California Endowment (The New Dawn Corporation, 2018). The New Dawn Corporation aims to serve residents of the 94589 and 94590 zip codes, as they have been found to have many residents below poverty level as well as high on the Community Needs Index (ibid). The Late-Night Basketball program is an effort to reach out to the underserved youth and their family from within and around the City of Vallejo as a means to provide several social services to the youth and their family, and redirect any delinquent behavior during unsafe or risky times during the summer weekends when kids are out of school. The “draw” is the basketball but the youth and their family are encouraged and directed toward more crucial services such as the ones mentioned below.

Specifically, Late Night Basketball or “iBall” is a program in which teens ages 12-25 are invited to participate in late evening basketball during hours where juvenile crime rates tend to peak. The goal of Late Night Basketball is to decrease violence, diminish conflict and deter crime via engagement in midnight basketball (ibid.). Juveniles build relationships with members of the community including the VPD. Youth in the iBall program and their family

members also have access to resources and services otherwise not conveniently available to them. Summer iBall Vallejo offers many workshops as services along with offering late night basketball. Summer iBall offers (not all inclusive) dating violence workshops, conflict resolution training, mental health support, digital safety workshops, self-esteem workshops, GED guidance, CPR training, nutrition guidance and health services such as immunization and multiple health screenings. Every workshop and training has been designed to help solve problems and challenges that underserved youth are more likely to encounter.

The iBall Vallejo program hosted family outreach through Together Enforcing Alternative Measures (TEAM) Partners to be able to create dialogue with youth and parents. The iBall Vallejo program also held a cookout to provide an opportunity to discuss a wide range of community interests concerns such as legal rights and interaction with law enforcement. Other resources, such as health services, education, job training, and financial literacy programs were also made available during this event (ibid). These programs have been essential to working toward good community relationships and future crime reduction.

Conclusion

In summary, the Vallejo Police Department is diversified, focused, and accountable to its community. Evidence-based practices and theoretical underpinnings guide the mission and planning. Though the effort and programs by the officers of VPD have roots in community-oriented policing, the department appears to branch into unresearched/under-researched territory in order to further “bridge the gap” between police and traditionally underserved/over-policed populations. The dearth of prior literature/studies cannot explain or quantify advances between the VPD and its citizens. In spite of historical and contemporary stereotypical issues, this grant advances an academically acceptable, theoretically founded notion that when police are involved with citizens in a positive, non-enforcement capacity, it helps “build bridges,” increase legitimacy and trust, and breakdown cultural and socioeconomic

attributed communication barriers. The commendable essence of the activities beyond all the numbers, stats, and observations is that the VPD is doing *something*. It may not be traditionally founded in academic theory but the VPD's efforts and programs seem to be popular, reaching its targeted audience and having the intended affect on increasing communication and trust e.g. "building bridges" through strengthening law enforcement and community relations. (See also Section IV: Findings)

SECTION III: Methodology

Methodology Introduction

The methodology should follow the grant's "Data Collection and Evaluation" section proposal as well as the PI's submitted Local Evaluation Plan/logic model. These methodologies were followed and the outcomes from the objectives were measured and will be interpreted. It should be noted however, any attempt to do quantitative statistical analysis beyond descriptive statistics (i.e. inferential, bivariate or multivariate statistics) would be unreliable/biased and/or be uninformative and therefore, irresponsible to report. This unreliability/bias is due to a number of factors inherent in the data and reporting: data reported in aggregate, low *group* numbers (seven reporting periods) and the lack of demographical/multivariate information with which to further infer statistical associations and/or differences. .

This "unreliability" or "bias" is only in the inferential statistical application of the data; it is **not** in the data itself. For example, running an inferential statistical test such as a *t*-test, chi square (differences) or Pearson's *r* (association) as the most simplistic inferential statistical tests would be problematic due to the above reasons. However, these tests were over and above the required assessment of the measurable outcomes required within this grant. Simply put, all of the data collected and measureable outcomes associated with the grant and proposed in the evaluation can and will be calculated within this report. It was only the wish and hope of the investigators that more/different information/data could have been provided whereas a further, more comprehensive, evaluation of the program's "successes" – through inferential statistics – would more accurately measure initiatives. Although this could not be done, these investigators feel quite confident this evaluation is substantive enough to answer if the program "worked" in terms of achieving its goals and objectives and, "What results did the program produce," both of which are requirements with the grant's outcome evaluation.

Further issues not directly related to the methodology are explained in Section V: Strengths, Shortcomings, and Recommendations

Basic Methodology Explanation

These researchers met twice physically and emailed several times with representatives of the VPD to go over how and what data were being collected. We met prior to the data collection to understand all the “We’re In This Together” (WITT) programs and other events and well as meeting/monitoring during the grant to check on progress and data collection. The VPD initially provided us with a comprehensive list of their community engagements to include the organizations with which they were working (WITT applicable programs were highlighted), the date, location, purpose, and which staff member was responsible for that engagement. In many programs’ instances, there was a count of participants (by date) where applicable. This engagement Excel file was very helpful in ascertaining all that the VPD was involved in and checking reliability against the quarterly reports to the BSCC.

The Data and Quality Control

In 2017 alone, the VPD held 318 events it listed as belonging to the WITT initiative. Although these individual projects are too multiple to list separately, activities included: the chief’s advisory board, neighborhood watches, business watch meetings, citizen’s workshops, “Crime Free” meetings (CPTED activities), Coffee with the Cops, Shop with a Cop, and a “Know your Rights Forum,” just to name a few. Looking over the various activities and volume of activities during this grant period was a bit astonishing. This researcher has researched, seen, and been involved with many community-policing related projects and organizations over the decades but cannot recall any that reached the level to which the VPD appears to be committed. This is why data collection was initially a task. It appeared that seemingly every day at multiple venues, the VPD was committed to some involvement with an organization, group, or individual representative. To be honest, data collection initially seemed even impossible for two to three

researchers. However, upon meeting with the representatives from the VPD, it was learned that the department had logistical support in place in order to hold these events and more importantly, record them. The VPD appeared well organized to reliably hold the events, record and collect relevant data for the grant reporting, and had very capable oversight and supervision in the case plans did not go as anticipated. It was apparent from the onset, this department was experienced and prepared not only to exceedingly carry out its community outreach and relations missions but also, entirely adept at managing data collection needed for this grant. Although for reasons of reliability, researchers/student assistants still “spot checked” various activities and reporting practices without announcement or the knowledge of the VPD, no anomalies with regard to veracity were noticed.

Pillars and Outcomes

The activities/outcomes within the grant were categorized as belonging to Miscellaneous, Pillars I, III, V, and VI, as presented in the President's Task Force on 21st Century Policing (Bickel & Doksum, 2001; Casella & Berger, 2002; Fitzgerald & Fitzgerald, 2014; Fox, Levin, & Forde, 2014; Healy, 2015; Kohler & Kreuter, 2005; Tabachnick & Fidell, 2007; Walker & Maddan, 2013). Each pillar has certain programs and outcomes associated with it and will be addressed separately below.

Programmatic and Administrative Activities and Outcomes Categories

The “Programmatic and Administrative Activities and Outcomes Categories,” although not contained with the President's Task Force Pillars *per se*, are integral to the success of the grant while measuring building community trust and legitimacy through positive interactions and administrative plans which forwarded the ideals of building community trust and legitimacy. It could be argued that these activities laid the groundwork for the programmatic successes within each Pillar. These activities and intended outcomes are represented in Table 1 below.

Table 1: Programmatic and Administrative Activities and Outcomes Categories

Activity	Measurable Outcome
Develop Plan and Schedule	Implementation plan and timetable
Data Collection Processes	Create forms and train collectors
Record Number of Events	Police will be involved in a minimum of 550 events

Pillar I: Building Trust & Legitimacy Activities and Outcomes

The programs associated with Pillar I are more comprehensive and ambitious than the other pillars. In addition, Pillar I activities also seems to address the heart of the intent of the grant inasmuch as it seems more directly related to the premise of “strengthening law enforcement and community relations” and the VPD seemingly deals more hand-on with the intended audiences. The programs involved in Pillar I and their associated outcomes are noted in Table 2.

Table 2: Pillar I Activities and Outcomes Categories

Activity	Measurable Outcome
iBall Vallejo	Two six-week summer programs will be offered
Chief's Advisory Board	Will meet with times, recommendations charted
Neighborhood Watch	Add 40 additional groups, captains
Neighborhood Captains meeting	Eight Captains meetings will be held
Neighborhood Watch Meetings	Police will participate in a minimum of 200 neighborhood meetings
Partner IDEA Forum	Two community partners forums will be convened
Business Watch Program	More than 50 businesses will participate
Monthly youth activities	24 monthly activities will be held
Record youth attendance	Minimum of 400 unduplicated youth will participate
Chart number of events that youth attends	Minimum of 250 youth will attend each multiple activities
Police interact with Youth	More than 70% of youth will have positive conversation(s) with officers
Youth will utilize offered services	More than 80% of participants will receive health screenings, insurance
Youth crime will be reduced*	10% fewer attendees will commit crimes
Youth will attend offered workshops	More than 50% of participants will attend life skills workshops
Students will earn diploma/GED	15% of participants will receive assistance in graduation

Older participants will become mentors	20% of year one attendees will become mentors in year two
Family outreach TEAM program	A minimum of four events held, 75 unduplicated families will attend
Residents will feel safe	More than 20% of participants in all programs will report feeling safer
Dinner with the Chief	400 additional residents will attend

* As provided by Solano County Juvenile Hall; not tracked to specific participants of iBall Vallejo

Although these were not all of the many activities associate with the grant, they were the most recognizable under Pillar 1. There are also some activities that fit under Pillar I and were recorded while others did not have data provided. These data not provided will be addressed in Section V “Shortcomings and Recommendations.”

Pillar III: Technology and Social Media Activities and Outcomes

Technology and social media help to alert the public to upcoming events, class, and activities. The VPD engaged the public through Facebook and recorded the number of posts and “likes” as represented below in Table 3, “Pillar III Activities and Outcomes Categories.

Table 3: Pillar III Technology and Social Media Activities and Outcomes Categories

Activity	Measurable Outcome
Number of Facebook posts	Not noted
Number of social media “Likes” on Facebook platform	Not noted

One will notice these activities and measurable outcomes are not explicitly stated in the final version of the grant. However, these activities clearly fall under Pillar III and were tracked by the VPD. Under the VPD’s Work Plan, Goal 5 it states, “The Vallejo Police Department will utilize technology and social media to improve communications, transparency and response” (May 2015). The VPD operationalized this goal (under Pillar III) to include Facebook posts and likes as well as another couple of proposals and initiatives. Even though there were not specific thresholds for “success,” the VPD tracked and recorded this Facebook data and therefore, are reported within this report.

Pillar V: Training and Education Activities and Outcomes

Under current practices and within the foreseeable future, citizens and police managers are clambering for training in many subjects involving community relations, helping the mentally ill, use of force, and social justice. The VPD has addressed these subjects in Pillar V: Training and Education. The activities and measurable outcomes for Pillar V are represented by Table 4.

Table 4: Pillar V Training and Education Activities and Outcomes Categories

Activity	Measurable Outcome
Community policing video	A minimum of one video will be made
DOJ Implicit Bias training	Three VPD trainers will be trained, 10 police agencies will participate
New officer training	100 % new officers will spend three days training in Community Engagement Office

Pillar VI: Officer Wellness and Safety Activities and Outcomes

Officer wellness and safety were captured by the VPD as four different activities and measurable outcomes. These activities and measurable outcomes are represented in Table 5 below.

Table 5: Pillar V Officer Wellness and Safety Activities and Outcomes Categories

Activity	Measurable Outcome
Mental health services	10 officers will receive intensive services
Workman's Compensation claims	Claims will be reduced by 5%
Wellness workshops	A minimum of 10 workshops will be held
Sleep room	The room will be utilized a minimum of 100 times

Not all the above activities were specifically noted within the quarterly reports to the BSCC. However, the VPD did record workman's comp claims, as well as the Health and Fitness Workshops ("Wellness workshops") for the amount of workshops and amount of officers attending. These outcomes will be reported within this report

SECTION IV: Findings

The findings represented in this evaluation report consist of both qualitative (counts, numbers, etc.) and qualitative (themes, nodes, etc.) information.

Quantitative Findings

Table 6: Target Objectives

Target Outcomes	Total*	Objective Met?
Pillar 1: Build trust and legitimacy within the community.		
Objective 1: Offer two six-week summer programs for iBall Vallejo.	2	Yes
Objective 2: Meet with the Chief's Advisory Board and chart recommendations.	8	Yes
Objective 3: Hold 40 additional Neighborhood Watch Meetings.		
Objective 4: Hold eight Neighborhood Watch Captain Meetings.	8 (415)	Yes
Objective 5: Police will participate in a minimum of 200 neighborhood meetings.		Yes
Objective 6: Two community Partner IDEA forums will be convened.	>2	Yes
Objective 7: More than 50 businesses will participate in the Business Watch Program.		**
Objective 8: 24 monthly youth activities will be held.	24	Yes
Objective 9: A minimum of 400 unduplicated youths will participate in monthly youth activities.		**
Number of youths who participated in community events:	1805	n/a
Objective 10: A minimum of 250 youths will attend multiple activities throughout the year.		**
Objective 11: More than 70% of youth will have positive conversations/interactions with police officers.		See Narrative
Objective 12: More than 80% of participants in youth activities will receive health screenings, insurance.	UC Davis	UC Davis
Objective 13: 10% fewer youth attending activities will commit crimes.		**
Objective 14: More than 50% of youth attending activities will attend life skills workshops.		**
Objective 15: 15% of participants will receive assistance in earning their high school diploma/GED.		**

Objective 16: 20% of older year one attendees of youth activities will become mentors in year two.		**
Objective 17: A minimum of four events for the family outreach TEAM program will be held and 75 unduplicated families will attend.		**
Objective 18: More than 20% of participants in all programs will report feeling safer.		See Narrative
Objective 19: 400 Additional residents will attend the Dinner with the Chief.	149*	**
Pillar 3: Technology and Social Media		
Objective 1: Count number of Facebook posts.	909	n/a
Objective 2: Count number of social media “likes” on Facebook.	113,070	n/a
Pillar 4: Training and Education		
Objective 1: A minimum of one community policing video will be made.	1	Yes
Objective 2: Three VPD officers will complete the DOJ Implicit Bias training and 10 police agencies will participate.		--
Number of trained officers:	58	Yes
Number of agencies participating:		**
Objective 3: 100% of new officers will spend three days training in the Community Engagement Office.		**
Number of new officers trained:		**
Pillar 5: Officer Wellness and Safety		
Objective 1: 10 officers will receive intensive mental health services.		**
Objective 2: Workman’s Compensation Claims will be reduced by 5%.		**
Objective 3: A minimum of 10 wellness workshops will be held.	13	Yes
Objective 4: The sleep room will be utilized a minimum of 100 times.	470	Yes

NOTES:

Totals include imputed Quarter 8 numbers based on the averages of the prior seven quarters

- * Only includes 2017 Dinner with the Chief survey participants who attended dinner for the first time versus unknown population eligible to complete the survey. The survey was optional, convenient, and purposive but not required.
- ** These data are largely unknown totals due to methodological issues such as data was not collected/reported or no baseline was established for pre-test measurement(s)

The results for Pillar I, Objective 11 and Objective 18 used a “proxy” measure from Question 9 and Question 12 (respectively) and were taken from the iBall Vallejo questionnaire. Question 9 stated, “An event has inspired me to become more involved with the Vallejo Police Department.” while Question 12 was, “I feel safe in my neighbourhood [sic] in Vallejo.” The answers were given in a Likert-like format with “1” being “Strongly Disagree” and going to “5” which meaning the respondent “Strongly Agreed” with the statement. The resulting mean for Objective 11 was 3.98. This meant the average of 43 respondents “Agreed” with the statement while the 43 respondents to Objective 18 averaged 3.34. The average can be interpreted as more of a “Neutral” response (on average). Descriptive statistics (skewness and kurtosis) and a bar graph revealed most people and evenly among “Neutral”, “Agree”, and, “Strongly Agree” while only a few “Disagreed” or “Strongly Disagreed.” These proxy measures tended to show the VPD was having a positive effect on youth and the respondents felt *more* safe than “Neutral” – of those who participated in iBall and filled out the questionnaire.

Qualitative Findings

Although the grant did not specifically require any qualitative assessment, it was felt that more reflection and benefit could be utilized through some qualitative analyses. These analyses were taken from the quarterly reports submitted by the Vallejo Police Department to BSCC during the periods of quarter one to quarter six. Each section and goal under each section asked at least one question and oftentimes, a few questions. For the purpose of this report, we explored, examined, and analyzed trends and frequently occurring themes and concepts within the quarterly reports to BSCC. In order to do this, researchers used NVivo 11.4 (NVivo qualitative analysis software, 2017). This popular qualitative software allows for several queries of interest.

SECTION V: Strengths, Shortcomings, and Abbreviated Recommendations

Strengths

It was readily apparent from the start of the grant, the VPD was well prepared to collect some data and had a time-proven collection technique in place. This organizational capability appeared to be partially due to prior experiences with programming and having a dedicated “Office of Community Engagement” for programs that were very similar. After initially meeting with Sergeant Brenton Garrick, Captain John Whitney, Chief Andrew Bidou, and their support staff to discuss the grant, the investigators were very impressed with VPD’s logistical capabilities and holistic organizational commitment not only toward the grant’s objectives but also, earnest engagement within the community. It almost seemed as if VPD had and would continue to commit to strengthen relations regardless of the grant. In these researchers’ multiple studies and observations of law enforcement organizations that purport to practice variants of community policing and outreach, the VPD seems to have made it a priority and truly adapted the philosophy and spirit of community oriented policing.

As mentioned above, the VPD and specifically, the Office of Community Engagement at the VPD, seemed to be veterans of working within the community and the organization/recording of any events that could be classified as community engagement were meticulously recorded. We fully expected as investigators for the grant, to have to set up data collection protocols and recording techniques. However, after meeting with Sergeant Brenton Garrick, Captain John Whitney, and Chief Andrew Bidou, it was determined their present system of data collection and recording met academic reliability/validity standards and should not be modified. Although many of these measurements did not directly address the objectives, it was determined early that the researchers, with input from VPD, believed any additional “personal” or possibly “identifying”

questions would be intrusive and possibly detrimental to the department's report with the citizen's – especially those who have a tenuous relationship that needs nurturing. It was therefore concluded that the overall mission was more important than possibly meaningful data. This approach also speaks to the awareness and sensitivity displayed by the VPD towards its citizens.

These researchers “spot checked” and inquired occasionally about the data in order to be able to attest to academically acceptable standards and veracity. At no time were data or data collection techniques called into question.

Perceived Shortcomings

At the beginning of this grant, there were hopes of doing inferential statistics – even though the grant did not require these – and questionnaires with more demographic variables with which to do inferential statistics and further advise VPD of any possible phenomenon or trends. These matters were more fully explained in Section III: Methodology Introduction but it suffices to note that no data were compromised at any time and all data fully met academic reliability/validity standards. It was only these researchers' hopes that further inferences could be made from the surveys and data collected however, VPD fully explained (as noted above) the impracticality of asking personally “invasive” questions and the likelihood of fewer respondents in addition to the possibility of interjecting bias and reliability issues.

In the hopes of a higher return rate (n) and increased reliability, these researchers relied upon the expertise of the VPD to help edit, distribute, and collect the data and surveys. Based on the return rate sample versus the estimated population who attended the iBall Vallejo and Dinner with the Chief events, this decision to omit “intrusive variables” was likely a good decision. Although an one-sample z -test could not be run, by all accounts, the sample surveyed in each

instances approximated the population. This could not be borne out statistically, however, the vast experiences of the VPD supervisors and officers seemed to empirically outweigh any possible statistical aberration(s).

Some of the activities and measurable outcomes were not obtained. There seemed to be a disconnect between the iterations of the initial proposal, the approved grant proposal, the Local Evaluation Plan, and actual data collection by program. Upon reviewing the final grant proposal and the Local Evaluation Plan, these documents seemed to be in agreement as to how and what data should be collected and evaluated. However, theory does not often predict practical, methodological applications when it comes to social science and dealing with actual participants. This was the case for some activities and outcomes. Again, researchers relied upon VPD expertise in evaluating what its participants would and would not tolerate as sensitive and/or a privacy invasion versus study participation and program cooperation. One could easily argue that the more sensitive data could be asked if the citizens felt more trusting but inversely, it is possible there was trust only because the VPD is not that intrusive. It is truly a balancing act weighted in favor of helping the citizens versus any possible theoretical gains.

Abbreviated Recommendations

With many years of academic and practitioner experience among the researchers, the recommendations by the investigators are purely academic and proposed under circumstances given a more clinical setting. It is hard to imagine doing any methodological procedures differently or more efficiently than occurred. With the exception of missing data for a few activities, no substantive changes are recommended.

As with most cooperative ventures between practitioners and academics, there seemed to be a disconnect at times. This disconnect has been well-recorded, studied, and debated since the

early 1900s (Vallejo Police Department, 2016, pp. 51-52). However, as mentioned in the Johns and Saks (2014) text, both researchers and practitioners can benefit and achieve mutual goals when communication is open and forthright. The study did not suffer from any personal, academic/practitioner differences but that is not to say that everything was fully ameliorated to full satisfaction. There were compromises with regard to inclusion and the wording of questions on the questionnaire whilst inherent to any compromise, each party gives ground. In the case of this grant, any methodological compromises were settled in favor of the participant's continued cooperation and benevolence.

In this researcher's opinion, institutional bureaucracy did not necessarily affect the final product. I cannot speak for the VPD but I can deduce that one point of contact – a decision maker with latitude – would have been more ideal than a point of contact (POC) having to “run it by the chain of command.” We fully and certainly understand liability and the inherent qualities of a police bureaucracy but any POC in the future should have the latitude to make decisions without multiple input (e.g. time) from multiple parties within the department. One could argue that better organizational decisions are made through collaboration however, most “command decisions” regarding this grant were minor in scope and seemingly inconsequential. Having to “run it by” other personnel seemed to have the effect of watering down the methodology/surveys and therefore, reducing the generalizability. However as mentioned prior, researchers *did* rely upon the expertise and familiarization with the population. It's unknown if exclusion of “intrusive” questions would have had any positive or negative affect on the VPD's police-citizen relationship.

Albeit not necessarily directly affecting the quality of the grant's report(s), it should be noted that several people/departments outside of the researchers' and department's direct

control (California State University, Sacramento's University Enterprises Inc.) could critically affect the methodology and thus, the final report. In order to mitigate this possible affect, both the researchers and practitioners should initially agree upon minimally acceptable protocols and practices before agreeing to accept any grants. To reiterate, though this methodology, data collection and reliability, and final report were not substantially affected by the above referenced institutional bureaucratic shortcoming(s), it is nevertheless an issue of note for future awardees.

SECTION VI: Summary of Key Findings and Recommendations

Though it may seem like some findings are missing from the objectives, this study took a more conservative and humanistic approach in line with the Vallejo Police Department's (VPD) approach to community involvement and interpersonal relations. It was reasonable to assume given the plethora of VPD's community involvement (as evidenced by the annual "community Engagement Calendar") that regardless of the data collected and subsequent outcome measurements, the VPD has involved the community to extremes not normally seen by these researchers in 20-plus years of studying community policing/problem oriented policing. While many departments across the nation claim to engage in and practice community oriented policing, oftentimes this is merely rhetoric. The VPD truly practices what it preaches!

The stated objectives that were measured showed the VPD has accomplished what it intended and excelled at positively engaging the community at large. Recognizing that the marginalized population prevalent in the area of Vallejo would be negatively impacted through these researchers' "intrusive" efforts was an early source of contention between the academic researchers' methodology and the pragmatic practitioner's assessment of Vallejo citizens. This may have led to some data not being collected, however, the multiple, actual police-citizen exchanges seem to be standard, interpersonal connections between the police department and participants that has been cultivated through years of interactions. On whole, these methodological compromises did not affect the validity or reliability of the outcomes. Rather, this study should inform further researchers and practitioners as to practicality/feasibility of certain types of data acquisition given the fluidity of police-community relations.

The quantitative and qualitative data obtained were overwhelmingly positive. It is obvious to those concerned that the VPD is proactively engaged with the community in immeasurable

ways. It is difficult at best to reach those who are skeptical and leery of what police and in particular, the VPD has done more than its aggressive outreach. The populations served by the VPD are historically underserved. Both the researchers and the command staff realized early on that any interactions should be sensitive to future relations while possibly sacrificing methodological adherence in the interim.

In terms of “success,” it is this report’s conclusion that many of the objectives were met while those that were recorded as “unknown,” were very likely accomplished by means of the exceptional track record of community interactions and outreach. Some objectives may not have been empirically tested as first intended through the grant proposal but otherwise, comprehensive data provided by the VPD suggested that the department successfully implemented and engaged in activities contained within the spirit of the grant.

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