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HUD-0004078

Contract HC-5231

EVALUATION OF THE URBAN INITIATIVES
ANTI-CRIME PROGRAM

OXNARD COUNTY, CA, CASE STUDY

1984

Prepared for:

U.S. Department of Housing and Urban Development
Office of Policy Development and Research

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The views and conclusions
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This report is one in a series that comprises a comprehensive evaluation of the Public Housing Urban Initiatives Anti-Crime Demonstration. The Final Report provides an integrated analysis of the design, implementation and impact of the entire demonstration, and each of the 15 site-specific case studies analyzes the implementation and impact of the programs at individual participating local housing authorities. The complete set of reports includes:

Evaluation of the Urban Initiatives Anti-Crime Program: Final Report

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PREFACE

The Urban Initiatives Anti-Crime Demonstration was created by the Public Housing Security Demonstration Act of 1978. The program was formally announced in May 1979 and awards were made by the following September. By early 1981, programs in all 39 selected sites were underway; and by mid-1982, all were essentially completed.

As the report notes, the design and implementation of the program were flawed. The demonstration was conceived and developed according to principles which the current Administration has sought to reverse--that influxes of Federal money and direct Federal involvement can provide solutions to local problems.

HUD is currently implementing a series of demonstrations designed to improve the quality of life of public housing residents. These demonstrations stress local autonomy in design and implementation, with communities free to tailor their programs to meet their own unique needs. The demonstrations emphasize the coordination of existing Federal, State, and local resources, rather than the duplication of existing efforts or the funding of new programs. They use existing HUD resources to leverage other public and private funds. And, they require the commitment of all sectors of the local community, with a special emphasis on public/private partnerships.

The Department believes that the emphasis on local authority which characterizes current Administration policy and provides the basis for operating and planned demonstrations holds much more promise for improving the lives of low-income families than programs that are rigidly structured by the Federal government.

I. Problem Setting

A. The City

The City of Oxnard, California occupies a stretch of land bordered on the west by the Pacific Ocean and on the north, south, and east by coastal range mountains. Sixty miles north of Los Angeles, Oxnard is the largest (pop = 112,000 as of 1981) in the cluster of four major cities in Ventura County, comprised of Ventura (the second largest), Camarillo and Pt. Huenemie. Until the late sixties and early seventies much of the city proper consisted of agricultural fields. The influx of "high-tech" firms near Oxnard and the increased need for suburban homes for the Los Angeles area has in part caused the transformation of many agricultural areas into housing tracts. This process is by no means complete; even a cursory visit to Oxnard will impress upon the observor the great amount of construction in the area.

The organization of city government of Oxnard remains quite centralized. A City Manager and a Board of City Councilors occupy the top management positions in the city. As is usual in any incorporated municipality, Oxnard also has a Public School system, Parks and Recreation Department, Fire Department, several other sub-departments and a Police Department.

Like other departments within the City Government the police department is highly centralized. Headquartered in a large, (relative to most buildings in Oxnard) modern building, the Oxnard Police Department does not have any substations. The force consists of 130 sworn officers, 55 full time civilian staff members (operating radios, phones, etc.) and 50 part-time volunteers.

Most patrol officers (except those on special assignment, or on limited foot-patrol in the downtown shopping area) are deployed in these radio patrol cars; the rational being that while the population of the city is not great, it is diffused through a large geographical area (agricultural areas interspersed

with pockets of residences -- the majority of population spread over Colonia, downtown and the areas leading to the beach). Of most interest for the purposes of this case study is the Colonia neighborhood because contained within it is the target site, Colonia Village.

B. The Demonstration Sites and The Surrounding Area

Colonia is one of the oldest parts of Oxnard. It comprises an area of approximately one square mile and has a population approaching 20,000 persons. Colonia's population consists of a mixture of long-term residents and transient agricultural laborers. Many of Colonia's residents arrived from Mexico decades ago, secured steady employment, adjusted to a new life in the United States and decided to stay; these residents, in many cases, have built or purchased homes in the area, and have no desire to leave. However, the community also receives large numbers of new immigrants each year, for whom Colonia is only a temporary stopping place. The Colonia area, then, has already had a significantly large proportion of its population in almost constant transition, while an equal proportion remains fairly stable.

The Colonia area is economically the most depressed area in Oxnard. A major railroad track and several factories function as a boundary between Colonia and the rest of Oxnard. Until the Third Street overpass was built in recent years, the Colonia area was totally isolated whenever a train was parked on the tracks. Colonia also contains by far the greatest percentage of substandard and dilapidated housing in Oxnard. Census data collected in 1970 revealed that 69% of the dwelling units in Colonia were substandard or overcrowded, and that only 31% were owner-occupied.

At the core of Colonia is Colonia Village, the project selected by the Oxnard Housing Authority (OHA) as the demonstration site for the UIACP. Open agricultural land lies to the north of Colonia Village, while an elementary

school, a city recreation center, and Del Sol Park lie to the southwest. Directly south of the Project area are a number of single family homes, and to the east, across Rose Avenue, is a 250-unit Section 8 rehabilitation project which had been foreclosed by HUD, and only recently sold to new owners for rehabilitation. The most undesirable feature of the surrounding community, perhaps, is a small shopping center at First Street and Rose Avenue, at which large groups of youths congregate, disrupting shoppers as well as vandalizing the immediate area.

Colonia Village actually consists of three contiguous housing projects; 1) the original 260 units of one story duplexes, which were first occupied in 1952; 2) a 100-unit, two-story row house addition, which was first occupied in 1958; and 3) a 70-unit, two-story row house addition, which was first occupied in 1962. The two additions have a very high population density, and usually generate more tenant-related problems than do the one-story duplexes of the original project.

Colonia Village houses families and elderly persons; elderly residents are presently mixed in with younger families in each of the projects, although most of the 103 elderly persons live in the one-story duplexes. The turnover rate in Colonia Village is nine units per month, or 25% per year. Because of limited maintenance staffing, as well as prolonged staff vacancies during the past year (1979), vacancy loss per turnover has averaged 35 days.

The most serious crime problems, at present, are the youth gang activities at the project; vandalism and graffiti have increased sharply, and assaults on persons and property are currently on the rise. With this in mind, the PHA (according to its application) has chosen to direct many of its program activities toward the reduction of 1) homicides; 2) robberies; 3) break-ins and burglaries; 4) theft and vandalism to cars; 5) vandalism to homes and personal

property; 6) vandalism to vacant apartments; 7) graffiti, and 8) youth gang activities.

The crime problems at Colonia Village, however, may only be symptomatic of much more serious and widespread social problems. It possesses many of the features of a ghetto, with 100% minority occupancy, a language of its own, extensive poverty, largely substandard and overcrowded housing conditions, and a basic mistrust for all forms of governmental authority. Colonia Village presently houses almost 2000 persons, 65% of whom are under the age of 21. Only 56% of the residential population is 62 years or older, but these persons occupy 17% of the dwelling units. Spanish-surnamed individuals comprise approximately 88.6% of the population, while Blacks make up 9.4% and whites less than 1%.

An analysis of length of residency reveals that 40% of the families presently living in Colonia Village occupied housing projects within the last four years. Approximately 38% have lived there from five to ten years, while 22% have lived in Colonia Village for eleven or more years. Overall, there are 4.7 persons per household. In the two row-house additions, however, the average number of persons is closer to 5.7, with 3.8 minors per household.

The OHA employs some one hundred personnel divided among departments of administration, maintenance, grounds keeping and occupancy to administer Colonia Village as well various smaller sites scattered throughout the city. The Anti-Crime Program was then, to be an addition to these existing departments. In 1976, the PHA and the City of Oxnard effectively merged and thus share personnel resources as well as equipment from time to time.

II. Methodology Program Development

A. Process Methodology

The data for sections II and III of this case study were collected through

interviews, archival investigation and observation. An observer spent three and one-half months doing fieldwork in Colonia Village during the summer of 1981. Several telephone interviews were conducted in the fall of 1981 and a one week field visit was made to the site in January of 1982.

Two types of interviews were conducted: formal and informal. Formal interviews occurred within the framework of specific appointments with interviewees and a prepared interview schedule based on the Anti-Crime Program areas designated by HUD. Informal interviews consisted of casual conversation, impromptu conversations based on issues relevant to the interview schedule, and discussions held between various members of the PHA and the observer in the course of meetings at the site. It should be noted that some interviews were conducted in Spanish. Interviewees in both formal and informal interviews were always asked for their consent to use information they provided and informed that their anonymity would be protected.

The observer developed a list of prospective interviewees based on personnel lists supplied to him by the PHA and other people suggested through the course of several interviews. . The general plan was to interview those on the Anti-Crime Staff first, then those in PHA management with whom the Anti-Crime Program and tenants interacted, city officials on the Oxnard Anti-Crime Oversight Team and finally persons working in and around Colonia Village who had contact with residents and the Anti-Crime Program.

Whenever possible, information obtained from interviews was verified through written reports, memos, etc., found in Anti-Crime Program and PHA files. In all cases, the observer received express permission by the PHA to collect such documents.

Several passive observations were also performed by the observer of meetings, general anti-crime office life and the target site in general again,

all observations at the site were made with the explicit consent of the PHA and Colonia Village Tenants Association (CVTA).

III. Program Development

The Oxnard Anti-Crime Program cannot be viewed as a departure from past anti-crime experience. Rather, it should be viewed as an attempt to revitalize previous programs into a coherent whole under the auspices of the PHA. From the Neighborhood Car Plan (a program implemented in 1972 by the Oxnard Police Department) the idea of integrating the presence of police into the community in non-aggressive roles and reducing tension between police and Hispanic residents conceptually fueled the part of the Anti-Crime Program concerned with police participation. The Youth Violence Reduction Task Force (begun in 1979 to head of "gang problems") as well as on-going CETA program strategies fed directly into the ideas of the Anti-Crime Youth Employment Component and the Youth Advisory Board. From TPP, (Target Projects Program) the ideas of tenant organization and the lesson that at least one full time PHA staff member had to be committed to such an activity, was lifted. Finally, the three phases of modernization implemented from 1972 to 1979 and the modernization aspects of TPP were merely continued along more specific "target-hardening" and "defensible space" lines in the Anti-Crime Program.

The Urban Initiatives Anti-Crime Program espoused two primary themes which initially attracted the Oxnard PHA: an integrated approach to social services leading to crime prevention as well as an emphasis on government facilitated citizen participation in crime prevention efforts. These themes not only satisfied Oxnard's need of organizing the residual resources of past and on-going programs but also matched the approaches of the primary actors involved in the development of the Anti-Crime Program. During several interviews with PHA management personnel, several expressed the opinion that the most desirable

feature of the Anti-Crime Program would be its capacity to generate linkages between the PHA, other city departments, and resident associations as well as to make use of previous and on-going anti-crime efforts.

The PHA first became aware of the availability of funds for an Anti-Crime Program in May of 1979. Because of the factors cited above, a preliminary anti-crime application was submitted to HUD the same month. The full application followed in June of 1979. The PHA administrator (at that time) wrote the proposal himself with aid from his small administrative staff.

Resident participation in the application process was severely hampered by the lack of a viable tenant organization. Since the time of the TPP, tenant support of the Colonia Village Tenants Association (CVTA) had been limited. The PHA worked with small groups of tenants up until the spring of 1979 but still could not generate enough support for a self-sufficient organization. This situation remained prevalent until the advent of the Anti-Crime Program.

The involvement of tenants in the application process was systematically carried out through resident surveys. Other input was solicited via two Resident Service Assistants who conduct dwelling inspections for the Housing Management office and periodically conferred with residents. Both of the Resident Assistant Specialists are bilingual and according to the Anti-Crime application: "tenants feel free to express themselves to these employees, and that information in turn fed into the planning process." A Housing Services Specialist also attended a meeting of the struggling CVTA, asked for a ranking of desirability of certain and reported activities and reported to the PHA administration the results. It should be noted that only about 16 residents (approximately 16) attended this meeting and that they most strongly requested more police patrol, youth employment and social clubs for adults, and youths. The resident surveys nearly replicate these concerns. Yet, an official tenants

association letter to the PHA only vaguely mentioned support for all efforts of crime prevention but does not reflect the results of the solicited input. (For a more detailed discussion of this issue see C. Morrill, Oxnard Anti-Crime Program Process Evaluation, 1982.)

What is not being suggested here is that the tenants association meetings' issues or the tenant survey was fabricated by the PHA. What is being suggested is that tenants interest in crime prevention were defined by an agenda previously formed by the PHA. No where can meaningful self-initiated input by residents be found in the application for Anti-Crime monies.

If tenant input into the application process was limited, other interest groups in the city merely supported the Anti-Crime application and allowed the PHA a great amount of autonomy. The Oxnard City Council passed a resolution on June 26, 1979 which: 1) authorized the Housing Administrator to submit the application; 2) gave full support on behalf of the Council and directed other city departments to cooperate in any way possible with the program; and 3) furnished copies to local U.S. Representatives so that they might support the application at the national level. Most city agencies expressed verbal support of the Anti-Crime Program. The Oxnard Police Department was more thorough in its support, envisioning a special position for the Program in its on-going Integrated Criminal Apprehension Program (ICAP) framework. The Anti-Crime Program would be included as an important comprehensive crime prevention unit in the city's worst crime area, Colonia. Thus, the OPD would commit staff to the Program, consciously work it into its on-going Programs and contribute to the development of the Program through the structure and strategies employed in its Neighborhood Car Plan.

The development of the program can thus be seen as originating from several sources. Interest groups such as the residents of Colonia Village had their

contributions largely shaped by the agenda established by the PHA. Similarly, for city agencies were called upon to support the PHA plan. The PHA did not require so much advice from city agencies as much as their assurance that some of their resources would be committed to the Anti-Crime Program. It proved capable of garnering these assurances.

From June until August 1979 the Oxnard PHA responded to several revision requests issued from the Washington UIACP office. These revision requests generally revolved around the linkage between Anti-Crime Program elements or between the Anti-Crime Program and local agencies as well as tenant participation in the Program. The prime example of this type of revision is the relations between the Anti-Crime Program and the Oxnard Police Department. HUD required the PHA to specify which officer(s) from the OPD would work in the Project and what his/her (their) tasks would encompass. The PHA responded with this information but still did not detail the actual activities which the officer(s) would perform. HUD accepted this response as adequate.

Other HUD requests centered around tenant participation. HUD reviewers requested that the PHA involve tenants in active planning and organizational roles in the Program rather than merely solicit input. The PHA responded to this request with further explications of tenant involvement by specifying exactly how many tenants would be involved and in which activities. Thus, one could characterize the nature of the revisions as a process of specification as opposed to a refocus of whole program areas.

On September 27, 1979, the Oxnard PHA received official confirmation that it had been selected to participate in Urban Initiatives Anti-Crime Program. The amount of funds received and their contributing agencies appear below in Figure I:

Figure I

Oxnard Anti-Crime Program Funding

<u>Source</u>	<u>Amount</u>
HUD Modernization	164,000
HUD Community Development Block Grant	45,000
Dept. of Labor Youth Employment	178,000
Law Enforcement Assistance Administration Victim/Witness	20,000
<u>Total Federal \$</u>	<u>407,000</u>

In addition to the above federal monies, \$170,000 of local match funds were to be contributed by city departments and other local agencies. The PHA also planned, at a later date to apply for monies or technical assistance from ACTION, the Alcohol Drug Abuse and Mental Health Administration, the Administration on Aging, and the Administration on Children Youth and Families. How these funds were distributed across program areas can be seen in Figure 2, below. The large portion of these funds were freed in the winter of 1980 and the PHA expected that implementation would begin shortly thereafter.

Summary

The Anti-Crime Program's development specifically emerged from the historical experience of past programs, the character of resident involvement in those programs, the construction of the Third Street Bridge, and the approaches of the PHA administrator and the Chief of the Oxnard Police fed into the creation of the Anti-Crime Program. As argued earlier in this section, the form of the Anti-Crime program depended most upon the style and structure of previous programs. Interest group input, and public need for certain activities all played subordinate roles to the factor of previous programs.

III. Program Implementation

A. Improved Management of Public Safety by the PHA

The PHA proposed to hire an Anti-Crime Coordinator (ACC), a staff assistant, supply the Anti-Crime Program with the personnel resources of a

Housing Services Specialist and an accounts clerk, review and tighten its admissions, distribution and evictions policies as well as improve tenant-management relations.

The PHA hired an ACC in January, 1980 who was subsequently terminated (due to problems complicated by his inability to speak Spanish) in December, 1980. He was replaced by the Youth Employment Coordinator who remained within the Program until its termination in January, 1982. He now directs the Resident Services Section a locally funded (by the PHA) department which has continued most of the services provided by the Anti-Crime Program. A Housing Services Specialist and Accounts Clerk were involved with the Program from its initiation in eliciting resident opinions, and maintaining all financial records, respectively.

Repeated attempts by Housing Management to include residents in admissions and eviction have proven unsuccessful. The revision of these policies has largely fallen to Housing management which has instituted police record checks on prospective tenants and rationalized eviction procedures. The major change in resident placement policy by the OHA occurred in 1980 when with the creation of an area within Colonia Village occupied exclusively by elderly residents.

A tenant liaison was hired in 1979 and has successfully renewed resident interest in the CVTA. The CVTA has planned and carried out several activities to date, including a widely attended Anti-Crime Conference in August, 1981 and a city-wide fund-raising road race in March of 1982. The City of Oxnard has provided the CVTA with a tenant imprest fund each of the last three years.

B. More and Improved Anti-Crime Service Facilities and Physical Redesign

The PHA proposed to install burglar alarm systems in the project offices, security screens in all units, dead-bolt security locks on all front doors, additional street and yard lights, speed bumps on all dedicated roads in the

target area and fencing. A minibus to transport elderly residents as well as radios and other security equipment was to be purchased. The PHA also proposed the renovation of two dwelling units on Felicia Court for use as Anti-Crime offices.

Modernization work began in October, 1979 when the PHA purchased the minibus before the release of HUD monies to cover this expense. Renovation of the dwelling units to be used as office space for the Anti-Crime Program began in November, 1979 and was completed in June, 1980. Work on the units was performed by the City.

In 1980, alarm systems were installed in the Colonia Village PHA offices as well as the anti-crime offices, all front doors in Colonia Village received new dead-bolt locks, but security screens, installed in the anti-crime offices proved to be too expensive to install in any of the dwellings at the site. Some fencing has been completed around dwellings in which elderly tenants reside and around other backyards. Radios and other security related maintenance equipment were purchased during 1980 and 1981 and continue to remain in use. In January, 1980 the Southern California Edison Company, under contract with the PHA, installed some additional street lighting but due to inclement weather discontinued this effort. Installation resumed in the summer and was completed in 1981. Finally, speed bumps could not be installed because of city regulations prohibiting modifications to dedicated streets.

It should be noted that all Modernization work was carried out by the PHA or the City of Oxnard unless otherwise specified. Also, the PHA Modernization Director coordinated all facility renovations and physical redesigns with input from relevant PHA and anti-crime staff. Tenants seemed to have little say in how or which Modernization activities occurred and in what order once implementation was under way.

C. More Tenant Anti-Crime Participation

We may categorize participation by tenants in the anti-crime program efforts: general involvement in PHA affairs relating to crime prevention, Project surveillance and tenant-police relations.

The first of these activities would involve increasing the role of tenants in the tenant screening and eviction processes. The PHA anticipated that tenants (specifically a tenants association) would play two key roles in the selection/eviction procedures. First, the PHA proposed that a representative of the CVTA sit on the PHA tenant grievance panel.

The CVTA would also assist the Housing Manager in developing criteria for the selection of tenants. Prior to the creation of the Anti-Crime Program, the CVTA submitted petitions for the eviction of certain residents who had defaced property at Colonia Village and had offered to help locate witnesses who would testify at grievance hearings. The PHA also proposed to educate (through workshops) Colonia Village Tenants in security related techniques.

The second area of tenant anti-crime participation, surveillance, was to have been accomplished by the implementation of three activities: the organization of youth patrols, blockwatches and the "identification" programs. Finally, tenant-police relations were to be improved primarily through the attendance by Oxnard Police officers at Tenant Association meetings and day-to-day contact with the Senior Police Officer.

As mentioned above the CVTA has not participated in the tenant admissions or eviction procedures. The reasons for this range from a general respect for the privacy of prospective tenants (i.e., CVTA members do not feel they have the right to pry into the personal lives of others) to perhaps a more overriding factor: fear of reprisal.

Youth patrols (as a part of YCCIP) have been in operation since July of

1980 and have played a key role marking tenants' personal property in the Operation I.D. Program. It should be noted that almost every unit in Colonia Village received this service. Block watches have also functioned in loosely organized fashion since the summer of 1981. The Senior Police Officer assigned to the Project has attended some CVTA meetings, has made numerous walking trips through the Project and, as a result, enjoys considerable rapport with Colonia Village residents. One of the most extensive aspects of this component remains the numerous workshops and conferences on crime prevention conducted by Anti-Crime, PHA and cooperating agencies' staff.

D. Increased Full- and Part-time Employment of Tenants

The PHA proposed to establish a (DOL-YCCIP) Youth Employment program to employ up to fifty youths in twenty job slots over a twelve month period. Supervisory responsibility of these positions would be assigned to Youth Employment Coordinator, a full time CETA Counselor, a Recreation Coordinator, a Senior Police officer and members of the PHA staff (repair and painting supervisors, etc.) who would be responsible for the youths on a day-to-day basis.

The PHA also planned to employ residents (adults and youth), when possible, in unspecified Anti-Crime Program modernization activities. The PHA also planned to employ residents in general maintenance work as well as the maintenance of vacant apartments. Some slots on the Anti-Crime Program staff would also be filled by Project residents.

The Youth Employment component began in the summer of 1980 and ended, as scheduled, one year later in August, 1981. Despite a high turnover rate all twenty-seven slots of the program were continuously filled during the year of its operation. A Youth Employment coordinator and the Senior Police Officer remained with the component during its tenure while, because of personal

reasons, the Recreation Coordinator left the component. These duties were subsequently handled by the Youth Coordinator and the Anti-Crime Coordinator. The Youth Employment Coordinator also handled all counseling after he was promoted (from CETA counselor) to his position when the former Youth Employment Coordinator became the Anti-Crime Coordinator.

The PHA also hoped to reinforce the services provided by the Youth Employment Component with those of the Urban Parks Program. Beginning in the fall of 1981, after the funding had ended for the Youth Employment component, the former Youth Employment Coordinator organized a Youth Advisory Board (YAB) and a series of social activities with the newly received Urban Parks monies. At the close of our data collection period (winter, 1982), the YAB (under the supervision of the Coordinator) had successfully implemented several recreational activities and increasingly (according to interview data) received the support of Colonia Village youth. In effect, the YAB had become similar to the CVTA (for project youth) and also enjoyed good rapport with the PHA and CVTA.

As best as can be determined, except for some office personnel and a tenant liaison, adult residents were not hired to perform modernization tasks. However, the City of Oxnard completed a "personnel reclassification" study in January, 1982 and created a special entry level position for public housing residents. In addition, the PHA has begun to set the legal machinery in motion to allow the CVTA sovereign as a labor broker to supply the PHA with labor power when needed.

E. More and Improved Services to Combat Crime or Assist Victims/Witnesses

The PHA proposed to establish a drug and alcohol abuse program, developed training, orientation and informational programs for youth, social and informational programs for elderly residents, and to institute diversion and

create probation services. The organizational facilitator for those activities was to be the Victim/Witness Coordinator who would organize Informational Services on the criminal justice system and other victimization programs as well as be in contact with Ventura County officials in order to set up the probation and diversion programs. In addition, the Victim/Witness Coordinator was to aid the Occupancy Section of the PHA in the creation of elderly programs. The Victim/Witness Coordinator would also be instrumental in the establishment of a Youth Advisory Board.

ADAMHA and OJJDP were never funded for inclusion - in the Anti-Crime Program. Services to be provided by the programs were informally provided to youth by the YCCIP staff. Adults had to rely upon existing programs.

With the initiation of the Youth Employment component several youth programs began. The Youth Employment Component began to organize job development workshops during June and July, 1980.

Elderly Programs were organized by the occupancy section and included several social and educational activities. The PHA also received funds from the County of Ventura to hire youth domestic workers for the elderly.

Problems within the Victim/Witness component resulted in the termination of the first Victim/Witness Coordinator and created a four month period of inactivity in the Component. The second person to fill the post divided her time between the Ventura County Victim/Witness office and Colonia Village thus reducing the components activities and visibility. The CVTA largely replaced the function of the Victim/Witness component in crime prevention education through the organization of crime prevention seminars during 1981.

F. Increased Use of Better Trained City Police Officers

Several activities in which the PHA and police department were to participate involved the Senior Police Officer who would be assigned to the

site. Other activities would include the institution of a foot patrol, the training of police in conflict-management and crisis intervention techniques. The Senior Police Officer would be responsible for establishing a public safety desk, initiating a crime reporting campaign, collecting data on crimes at Colonia Village and training key PHA staff.

The Senior Police Officer was assigned to the Anti-Crime Program in June 1980 and did establish a public safety desk and collect data on crimes on-site. The crime reporting campaign partially stalled because most crime reporting occurs at night or on the weekends as does most crime. The Senior Police Officer and the public safety desk, however, are not in operation at those times. Therefore, the Spanish speaking tenants must report crimes directly to the Oxnard Police Department which does not have a Spanish speaking operator to handle these reports.

Special training has not been afforded to the Oxnard Police Department, but there has been an effort to assign more Hispanic/Spanish speaking officers to Colonia Village. The PHA substituted a DOL-sponsored youth patrol for the proposed foot patrols, which never materialized due to LEAA funding difficulties. The Oxnard City School District and the Oxnard Police Department's truancy program continues to the present. This program primarily saves for the time spent by OPD officers transporting loitering youths back to their schools, and, if deemed appropriate by school officials, talking with the youths and their parents.

G.Stronger Linkages with Programs from Local Government and Other Sources which Co-Target on the Project and the Surrounding Neighborhoods

Local government agencies and neighborhood organizations which were to cooperate with the Anti-Crime Program included: the Youth Violence Reduction Task force; the City Recreation Department; the Community Relations Division;

and the City Department of Social Services and Aging. In addition, the City proposed to expand its rehabilitation loan program for homeowners, and to allocate \$100,000 in CDBG funds for the construction of a Senior Activity Center in Colonia Village.

Because the City and the PHA share responsibility for managing Colonia Village the Anti-Crime Program benefited from the services of city employees who were already on-site. The City Department of Social Service and Aging was also very active in developing workshops for residents of the demonstration site. The rehabilitation loan program has been extended to enable homeowners around Colonia Village to qualify. The Senior Activity Center was also constructed as proposed and is now in constant use.

IV. Program Impact

A. The Comparison Site, Surrounding Neighborhood, and Resident Survey analyses

(A full discussion of the demonstration site appears in Section I of this case study.) A comparison site was not chosen primarily because the a site of equivalent demographics, criminal activity and layout and number of units did not exist in Oxnard. The surrounding neighborhood, however, exhibited a large number of residential units, a similar rate of criminal activity and about the same proportions of class and ethnicity as the demonstration site. One should note the areas in the surrounding neighborhood north of the demonstration site are mostly agricultural fields and so do not exhibit as high a population density as the demonstration site. The areas to the west, east and south do however.

Two waves of surveys were conducted: the first set of interviews (t₁) took place between May and July of 1981; the second set (t₂) occurred between June and July of 1982. Some respondents were administered "long forms" which

contained questions about attitudinal and victimation issues; because much of the impact assessment was concerned with victimization, most respondents were administered the "short forms" which dealt almost exclusively with issues of victimization and fear of crime. For time two only the short form was administered and interviews were not conducted for the surrounding neighborhood. The distribution of completed interviews is presented below:

Figure 3
Completed Interviews (t1)

<u>Area</u>	<u>short form</u>	<u>long form</u>	<u>total</u>
Colonia Village	198	116	314
Surrounding Neighborhood	N/A	N/A	N/A

(Note: for a detailed discussion of survey methodology see A. Pate, Chapter __)

When the time one interviews were conducted the Youth/Employment, Elderly programs and the CVTA all had been functioning at a productive level for about ten months. The Victim/Witness program had experienced some difficulty (see Section III above) and had only been in operation since April. Time two interviews were conducted during the operation of the Resident Services Section, a local off-shoot of the Anti-Crime Program, and may actually reflect the perceptions of this program rather than the original Anti-Crime Program. This program maintained many of the activities under the auspices of the Anti-Crime Program -- security aide, patrol, extensive CVTA support, the In-Home Domestic Services Program and retained many of the same personnel. However, the youth participation element of Resident Services is largely through a Youth Advisory Board, whose organization was made possible by a UPRR grant, rather than the employment program.

B. Program Awareness

In May-July, 1981, during which time the first set of survey interviews were conducted, results indicate that eighty-six percent of the residents in

Colonia Village were aware of the crime prevention meetings (CVTA, meetings, crime workshops, etc.). Eighty-five percent of the sample indicated they were aware of the youth employment programs. Both of these survey results compare favorably with observations of by site observer. The Anti-Crime Program disseminated numerous fliers from January, 1981 to the months of the (t1) survey and thus one might expect that residents would be aware of crime prevention-related meetings. Also, numerous residents related, during interviews with the site observer, their knowledge of youth employment activities.

Several fliers were also disseminated and a door to door campaign occurred to make residents aware of the "Operation I.D." program. Thus, the fact that eighty percent of the sample reported being aware of Operation I.D. comes as no surprise.

A somewhat smaller percentage of the sample knew about block-watches, a program never as exhaustively advertised or implemented as the meetings, the youth employment program or operation I.D. Only eleven percent were aware of the victim/witness program (which, probably reflects the sever operational problems this component of the Anti-Crime Program experienced. (For a full discussion of those problems, see Section 7 of the Oxnard Process Evaluation Case Study.)

Twenty-eight percent of the residents in the sample reported they were aware of alcohol/drug abuse programs. This finding must reflect their awareness of non-Anti-Crime Program related programs because this aspect of the Anti-Crime Program was never funded by federal sources.

C. Participation

While a large majority of residents residents in the sample expressed a knowledge of crime prevention meetings, only thirty-five percent said they had

participated in such meetings. Similarly a high number of respondents were aware of the youth employment programs but only twenty-eight percent took part in them. This last figure might be explained by the fact that most adults as well as youth knew of the program but only a limited number of youth were able to participate because of the designated target-population of the component.

Operation I.D. reportedly involved some sixty percent of those residents surveyed in Colonia Village. This figure seems a bit low given the amount resources expended by the Youth Patrol and Senior Police officer to mark personal possessions. Those reporting they participated in neighborhood watches also numbered far less than those who reported being aware of such watches; only ten percent reported participating in neighborhood watches, again reflecting the relatively lower emphasis given this activity.

By the far the lowest amount of participation, two percent, was indicated to have occurred in the Victim/Witness program. Several factors explain this. First, the Anti-Crime Program Victim/Witness component was the least active of all its components. Second, several activities which were to be organized by the Victim/Witness Program came under the auspices of the CVTA.

D. Fear and Victimization and Change

In general, sampled residents, felt that crime was less of a problem in Colonia Village in 1981 as compared to 1980. Those residents sampled in the surrounding neighborhoods believed crime to be slightly more of a problem. In rating specific crime problems (burglary, vandalism, teenagers, and robbery), no more than a third of the residents sampled felt that each problem that was a "big" problem in the community.

Because a second wave of interviews occurred in Oxnard we can make comparisons between sampled residents perceptions of crime during the Anti-Crime Program and at its conclusion.

In general, those sampled (in Colonia Village) believed "the crime problem" to be the same (3.62 versus 3.65, 1 = much more of a problem, 5 = much less of a problem) in 1981 as compared in 1982 but felt the amount of crime had decreased (2.94 in 1981, 2.39 in 1982; 1 = no problem at all and 4 = a very big problem). Again there seems to be little change in peoples perceptions of burglary, rape, robbery and assault as "big" problems. All of these offenses are consistently rated as small problems (between 1.00 and 2.00 on the four point scale). Survey respondents also felt that Colonia Village was essentially safe (2.75 in 1981 and 2.88 in 1982; 4 = very safe, 3 = safe, 2 = unsafe, 1 = very unsafe) and were a bit worried about being assaulted (1.74 in 1981 and 1.73 in 1982), robbed (1.85 in 1981 and 1.83 in 1982) and burglarized (1.98 in both years) (3 = very worried and 1 = not worried at all). And people in the sample perceived Colonia Village to be a slightly better place in which to live during 1981 as compared to 1982. (Note: Because of dramatic changes in victimization rates unlikely to represent actual changes, this data was omitted from the integrated case study).

E. Recorded Crime

The recorded crime used in this section was collected from the Oxnard Police Dept. and reflects reported crime only.

Figure 4
Recorded Crime - Oxnard

Year	Colonia Village*		Surrounding Neighborhood**	
	Actual N	Rate/10,000	Actual N	Rate/10,000
1978	169	826.24	595	297.5
1979	120	612.24	516	258.0
1980	119	606.73	480	240.0
1981	80	407.87	360	180.00

* (N = 2000)

** (N = 20,000)

The figures in Figure 4 indicate a decrease in recorded crime in Colonia Village and its surrounding neighborhoods over the past four years. It remains unclear what if any impact the anti-crime program had on this trend. As is well

documented decrease in crime can be the result of a confluence of factors -- often times totally unrelated to crime prevention efforts. For example, the increase in agents of formal social control (Senior Police Officer, Youth Patrol and more frequent car patrol by the OPD) could increase the likelihood that an arrest would occur (hence figuring in recorded crime statistics) or that a citizen would report a crime in the field. It should be noted that the OPD's lack of a Spanish speaking operator curtailed hispanic-citizen crime reporting over the phone. Alternatively, the Anti-Crime Program may have dispersed crime away from Colonia Village and the surrounding area to parts of the city with more inviting targets. Numerous interviewers suggested this explanation although city wide arrest data broken down by offenders general place of residence.

V. CONCLUSION

The Urban Initiatives Anti-Crime Program at Oxnard did indeed produce a great amount of activities. A Youth Employment component operated for an entire year and employed over fifty-participants. The CVTA and occupy section generated an array of crime prevention, educational and social activities. Several aspects of Colonia Villages physical plant were improved, including the buildings, , new anti-crime offices, installing fencing, street lighting and new locks. Police-tenant contact increased in non-arrest situations as the Senior Police officer regularly walked through the projects and supervised the integration of the youth patrol into Colonia Village social life. As well a strong core of management and direction developed around the Anti-Crime Coordinator. Also, some locally funded "spint-off" programs occurred under the auspices of the Anti-Crime Program.

On a less optimistic note, the Victim/Witness component did not become very visible nor did it serve many clientel. Some of the Modernization activities

did not occur because of cost overruns in some cases and prohibitive city regulations.

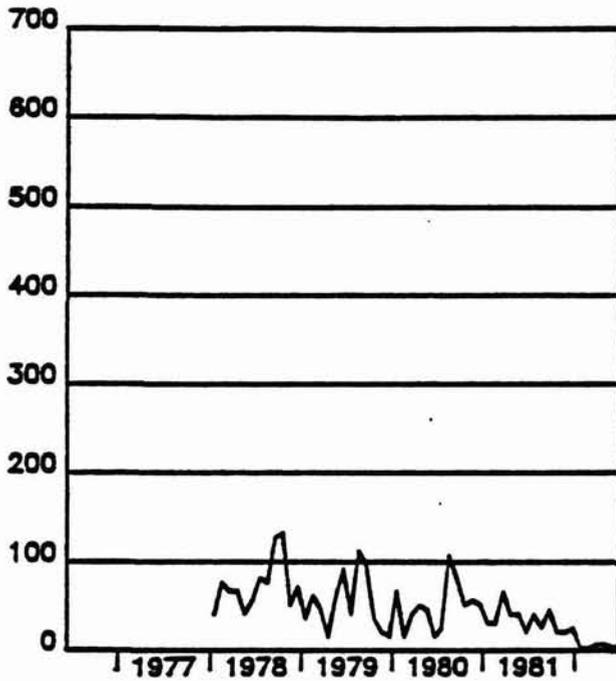
The impact of the Program is more difficult to assess. Recorded crime has decreased and from the attitudinal data (albeit with the qualifications noted in the methodology section) we note residents generally feel safe in Colonia and the 12-18 months of anti-crime program activity has not significantly altered that perception.

But, perhaps the most telling impact of the Anti-Crime Program is the local refunding of the Anti-Crime Program (minus youth employment, and Victim/Witness components,) although with the aid of a UPRR grant, as the Resident Services Section. An on-going program such as that can only benefit the quality of life in Colonia Village.

OXNARD Colonia Village

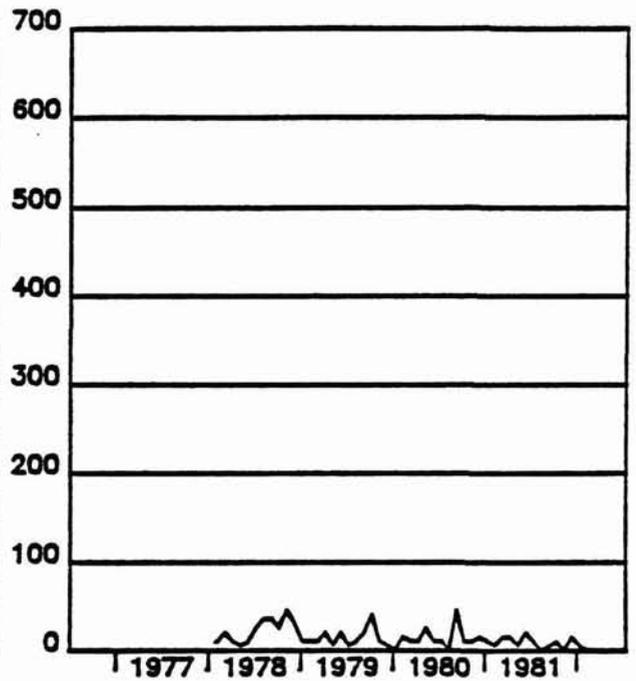
RECORDED PART 1 CRIMES Per 10,000 Persons

(Personal and Property Crimes Combined)



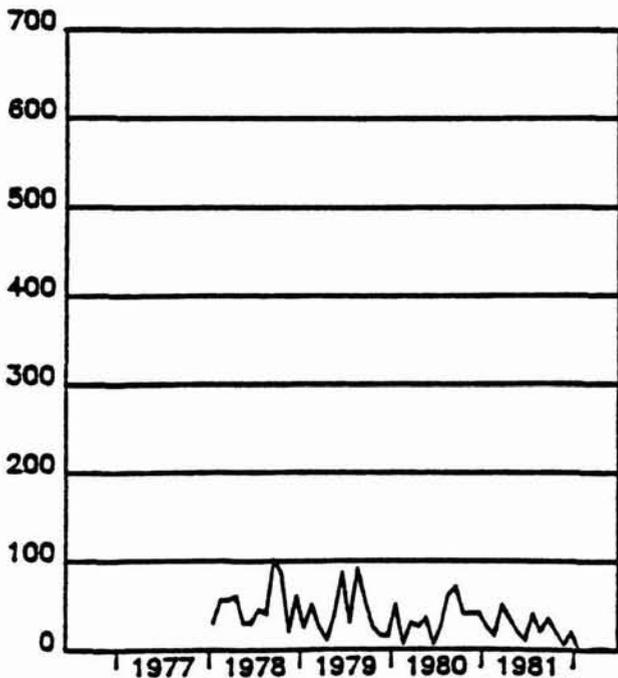
RECORDED PERSONAL CRIMES Per 10,000 Persons

(Homicide, Rape, Aggravated Assault, Robbery)

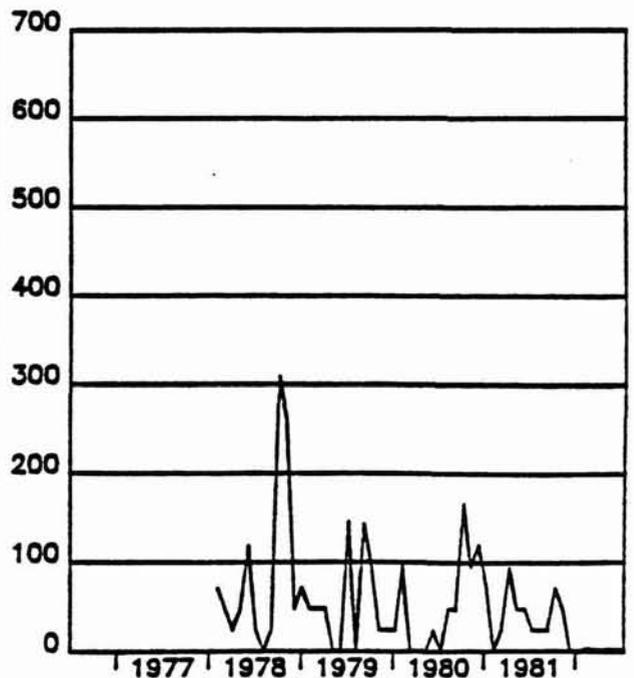


RECORDED PROPERTY CRIMES Per 10,000 Persons

(Burglary, Larceny, Auto Theft)



RECORDED BURGLARIES Per 10,000 Occupied Units

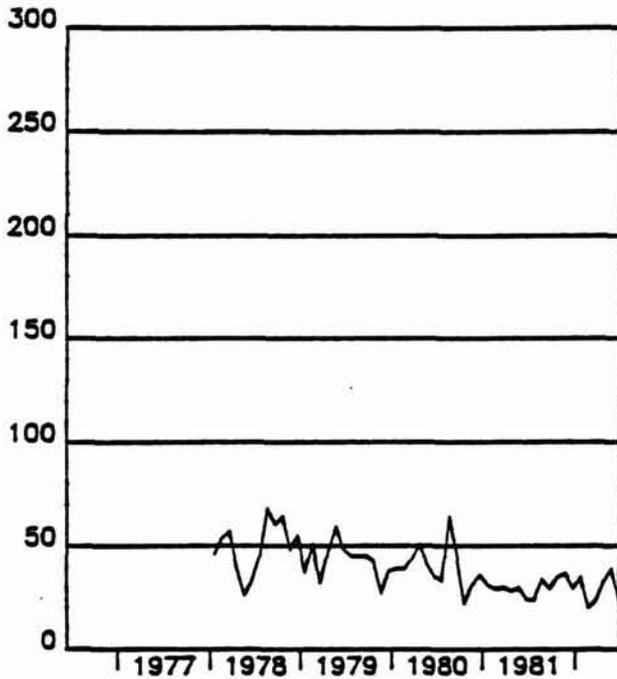


OXNARD

Colonia Neighborhood

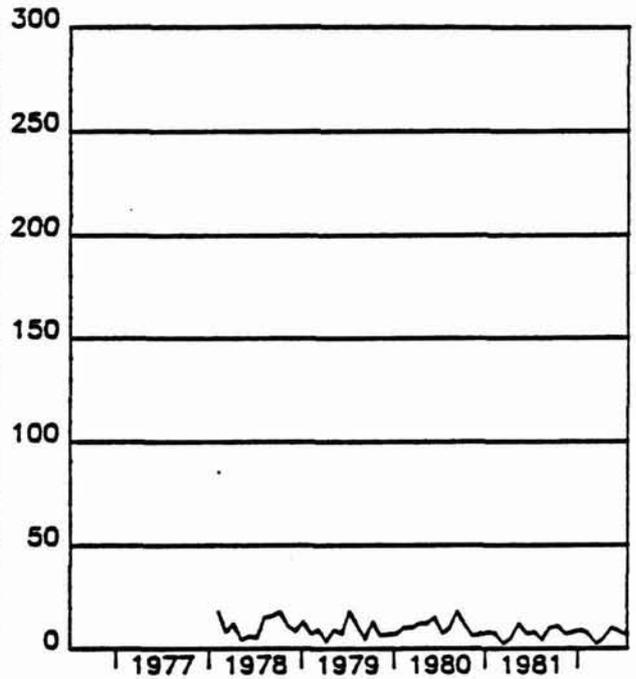
RECORDED PART 1 CRIMES
Per 10,000 Persons

(Personal and Property Crimes Combined)



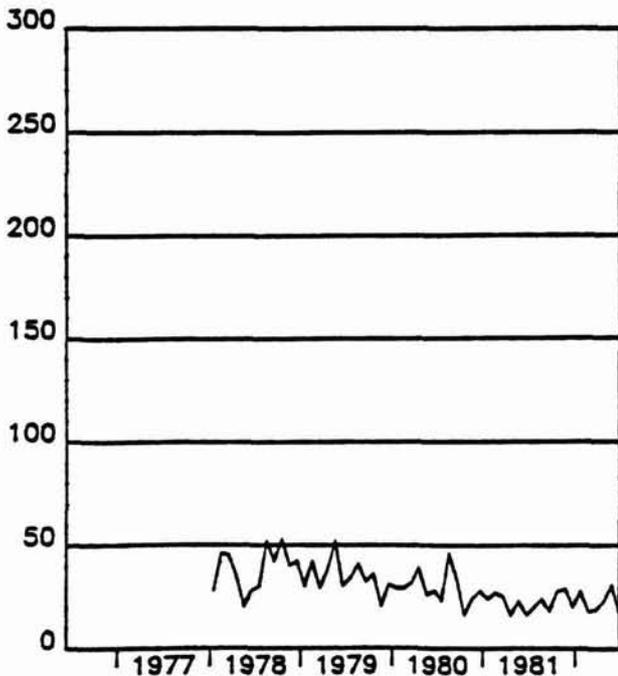
RECORDED PERSONAL CRIMES
Per 10,000 Persons

(Homicide, Rape, Aggravated Assault, Robbery)



RECORDED PROPERTY CRIMES
Per 10,000 Persons

(Burglary, Larceny, Auto Theft)



RECORDED BURGLARIES
Per 10,000 Occupied Units

