

**City of Oakland  
Weed and Seed Strategic Plan  
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## **Section I: Introduction**

Several dates in recent Oakland history have entered the national consciousness: October 17, 1989--the date of the Loma Prieta Earthquake--and October 21, 1991--the start of the great Oakland Firestorm. For Oaklanders themselves, however, another date in local history looms equally important: November 23, 1986.

For years in the mid-eighties, much of the Oakland drug trade was controlled by the Felix Mitchell drug gang. Although he was a high school drop-out and reputedly illiterate, Mitchell ran a highly sophisticated corporate enterprise from the fortress-like Coliseum Gardens public housing development. To the residents of Coliseum Gardens and inner East Oakland, Mitchell behaved like a feudal lord, bestowing lavish gifts on his associates, operating a children's breakfast program, and providing small subsidies to older people and families in financial difficulties. When Mitchell was finally killed in a prison shoot-out in October 1986, his funeral--complete with a six-foot wreath in the shape of a dollar sign--drew 10,000 mourners. To many, this event seemed to symbolize the final humiliation of the City--in decline for so many years, Oaklanders were now adulating the dark forces of drugs and crime that were overwhelming them.

Horrified by the Mitchell funeral, a group of local ministers announced that they would hold a "March for Righteousness" on the following Sunday, November 23, 1986. The March for Righteousness was a day long event which encapsulated many of the strengths of the community. The event came from the community and resisted co-optation from movements, forces, institutions, agencies and individuals from outside. As a reflection of the values of the community, it expressed its outrage by reference to spiritual strength and the power of community. The organizers had hoped to attract 6,000 participants; between 10,000 and 12,000 actually attended. For those who have since participated in Oakland's long march back from the brink, this date is remembered as the moment when ordinary Oakland citizens once again began to take control of the City's fate.

This Weed and Seed Plan is a direct outgrowth of the broad-based, sustained community recovery process in East Oakland that began with that event. Initiated and convened jointly by the Mayor of Oakland and the US Attorney, this Weed and Seed Strategic Plan has been prepared with the direct input of nearly 700 individual Oakland residents, over 35 different community groups, churches, businesses, and government institutions, the Oakland City Council, the Chief of Police, the Deputy Chief of Police, the Alameda County District Attorney, and the Alameda County Probation Department. Public participation in planning this project--from initial skepticism--has grown to enthusiastic proportions: nearly one-third of the area's adult population has participated in at least one project planning activity; participants have included African Americans, Hispanics, Cambodians, Vietnamese, Filipino, Thai, Lao, and Mien participants. As part of the planning process, Oakland's Weed and Seed Program has generated nearly \$30 million in committed matching funds, in addition to other resources that will be raised during the course of the Program.

Unlike traditional government programs, which target particular types of problems or focus on dysfunctional individuals, the "client" of Oakland's Weed and Seed Program (OWSP) is the community itself; OWSP's goal is to build a healthy community which can nurture and sustain its members. Innovations include:

- **Community Planning:** Unlike traditional projects in which goals are set by funding sources or project staff, OWSP goals are defined by community members in regular public meetings;
- **Public/Private Partnership:** Coordinated by the US Attorney's Office, OWSP involves active participation by the Oakland Police, Housing Authority, and Public Works Depts., Oakland Unified School District, Criminal Courts, Probation, Federal law enforcement agencies, Alameda County govt., by Federal agencies including the Department of Justice, HUD, and HHS, and by local groups including churches, community groups, and social service organizations, all of whom have agreed to participate in the common model;

- **Comprehensive Approach:** Rather than focusing on a single set of issues, the project endeavors, within its target area, to address all those factors which limit the community's ability to sustain healthy productive families;
- **Community Policing:** OWSP has taken the concept of community policing beyond its usual limits. Community Policing will be coordinated with community organizing, economic development, social services and youth intervention; 5 FTE's committed to the Weed and Seed Target Area by the Oakland Housing Authority Police as well as the Oakland Police Department will provide a depth of community coverage rarely seen elsewhere.
- **Neighborhood Organizing:** OWSP has a comprehensive neighborhood organizing focus to rebuild neighborhoods shattered by a generation of public insecurity and economic despair.

The results of the first project year have been dramatic. Endemic only two years ago, large-scale drug-dealing in Lockwood and Coliseum Gardens Housing Projects has disappeared. Homicides within the target area have been cut in half in two years--countering the trend in the rest of East Oakland. A further success has been the extent to which OWSP has reinvolved area residents in their community:

## **Section II: The Weed and Seed Planning Process**

### **■ Convening the Weed and Seed Steering Committee**

The Weed and Seed Planning Process began in July 1993 with the initial convening of the Weed and Seed Steering Committee jointly by the Office of the Mayor of Oakland, lead by Mike Nisperos, Director of the Mayor's Office of Drugs and Crime, and by the US Attorney. Initial membership on the committee included representatives from the Mayor's Office, the City Council, the Oakland Police Department, the Oakland Housing Authority, the US Attorney, the Alameda County District Attorney, and a number of community-based organizations working on drugs and crime in the community.

### **■ Choosing the Target Area**

At that first meeting, after considering a number of potential target areas throughout the city, the Steering Committee chose--by unanimous agreement--the Lockwood-Coliseum Gardens area of East Oakland as the Weed and Seed Target Area. Lockwood-Coliseum was selected because, on the one hand, it was one of the areas of the City most impacted by drugs, crime, and economic deterioration; moreover, it was the site of the city's two largest public housing developments: Lockwood Gardens and Coliseum Gardens; on the other hand, this area had several strong community-based organizations, and intensive community organizing which had been going on for some time in the Lockwood and Coliseum developments was beginning to show fruit in the emergence of an indigenous local leadership. It was felt by the Weed and Seed Steering Committee members that this combination of severe problems with nascent community empowerment provided the best opportunity for developing a Weed and Seed program that could become a model for other impacted areas of the city.

### **■ Informing the Community/Identifying Collaboration Strategies**

Shortly after that first meeting, the Oakland Housing Authority and the Mayor's Office received notification from HUD that another joint project--the Oakland Renewal and Empowerment (ORE) Project--had been selected to receive a \$25.5 million Hope VI grant, combining physical renovation of the Lockwood and Coliseum developments with social services, economic development, and community organizing throughout the surrounding community. This fortunate occurrence meant that substantial new funding would be available for treatment, community empowerment, and restoration activities within the Weed and Seed target area. Consequently, it was agreed by all concerned that Weed and Seed Program and the ORE Project would be mutually strengthened by integrating the two programs into a single comprehensive approach to community revitalization.

During the next three months, planners from the Mayor's office met with each of the community agencies operating in and around the target area, representatives of the Lockwood and Coliseum Gardens tenants' councils, principals and staff of Lockwood and Havenscourt Schools, and each of the major city and county departments providing services in the target areas, as well as with a number of churches, community groups, and proprietors of local businesses. Each interviewee was briefed on the purpose of Weed and Seed; each individual was asked to outline community needs and possible approaches to meeting those needs. a series of meetings was held with representatives of the Oakland Police Department, the Oakland Housing Authority Police, the Oakland Unified School District Security Office, the Alameda County District Attorney, and the Alameda County Department of Probation to identify the possibilities and limitations of cooperation on the "weed" component of the program.

As this process was underway, planning was also beginning for Oakland's Empowerment Zone application. Very early in this process, the Weed and Seed Target Area was selected as one of the three target areas for the Empowerment Zone application. Early in 1994, the Empowerment Zone Coordinating Council, having access to nearly \$100,000 in foundation planning grants, decided to undertake a very ambitious community survey. Because such a survey was far beyond the scope of what the Weed and Seed Program could accomplish with its own limited resources, the Steering Committee decided to collaborate with the Empowerment Zone in its community survey.

■ Interviewing Community Residents

The Community Planning Committee--with four delegates from the Weed and Seed Steering Committee--spent a lot of time considering how to avoid the typical needs assessment process in which government representatives perform a needs assessment on the community rather than with the community--holding community meetings where residents produce wish lists, only to have nothing at all actually take place. Additionally, the committee wanted to reach a broader variety of people than those who generally come to such community meetings. Those who show up are community leaders, and although they do reflect many aspects of community opinions, there also is a great variety of people who do not attend and whose voices are not generally heard. Instead, the Planning Committee wanted thoughtful expressions of the experience, resources and ideas for community improvement from all types of community residents.

The committee decided that the way to get the broadest information would be in one-on-one interviews with residents, focusing not only on problems and needs, but also on solutions and assets in the community. This would change the context and process from 'expert solutions' to 'community-identified needs' to 'community-identified solutions to community problems and needs'. This change could start and be enhanced by training and using residents as interviewers.

The Planning Committee decided the entire process should be a collaborative task with the community residents, from developing the interview instrument through collecting and interpreting the responses. First, a public meeting was held to gather input and suggestions from other community organizations that had used similar community interviewing processes. At this public meeting, there was an extraordinary offering of advice and assistance. The room was packed with representatives from local organizations and social service outreach workers. The group started out asking questions about the process but quickly started making suggestions about the interview instrument.

The following week, a flyer was circulated inviting residents to become community interviewers. There was only a week before the introductory dinner, nevertheless 100 community residents called to reserve a place at the dinner. It was not expected that 100 people would actually attend the dinner, but on Friday night, 100 showed up; participants included young mothers, older women and men, college graduates and unemployed, and several homeless individuals. At the end of the evening, 60 residents (twice as many as originally projected) had committed to the six-week interviewing project.

Over the next two days, there were training sessions in different areas of the City. For the next six weeks, these sixty community residents interviewed families, shopkeepers, and strangers. They talked to the young and the old, the employed and the unemployed, drug dealers and solid community citizens. Every week, teams met to debrief the results of the weekly interviews. They talked of their difficulties in obtaining their subjects' trust, as well as the subsequent eagerness of people to have their opinions heard. They shared the variety of experiences which occurred in the interview settings. For example, in one interview there was a nearby shoot-out during which the interviewer ducked under the table to avoid the bullets but the subject kept talking into the recorder. They also shared the stories they heard and described the different opinions they had encountered.

Over six hundred interviews were collected, including approximately 150 from the East Oakland Weed and Seed Target Area. Results of the interviews were compiled and were analyzed and discussed by the individuals developing the Weed and Seed plan. It is from these interviews that the strong emphasis on community building and community organizing was incorporated into the Oakland Weed and Seed Plan.

■ Completing the Plan

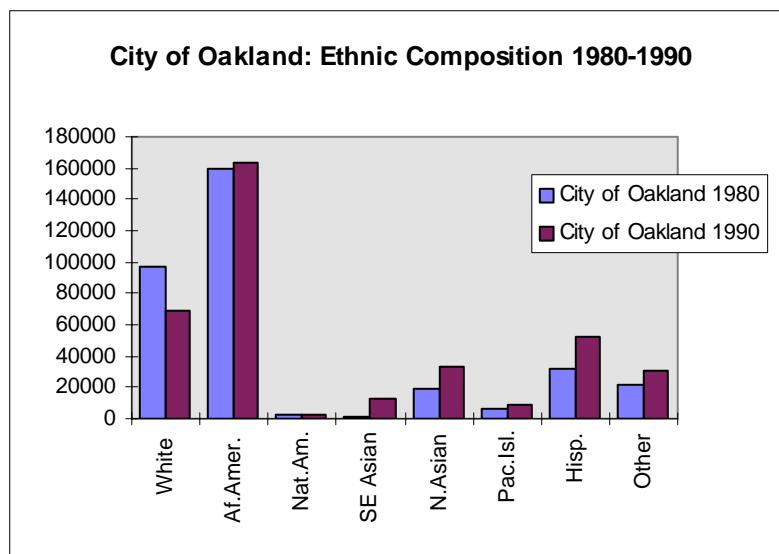
The Community Needs Assessment was completed in June, 1994. Within the next several months various drafts of the Weed and Seed plan were circulated widely throughout the community, and the plan went through many revisions to incorporate all of the suggested changes. The final plan was unanimously approved by the Weed and Seed Steering Committee on \_\_\_\_\_, 1994. (Membership of the Weed and Seed Steering Committee is discussed in Section VIII, below; letters of commitment from all the principle organizational participants are included in the attachments.)

## **Section III:**

### **Needs Assessment: Oakland and The Weed and Seed Target Area**

#### **A. Oakland: An Overview**

Located on the eastern shore of San Francisco Bay, Oakland is the eighth largest city in California and is the center of a metropolitan region of over two million inhabitants. Its population of 372,242 is among the most ethnically diverse in the nation—43.9% African American, 20.1% white non-Hispanic, 14.9% Asian/ Pacific Islander, and 20.7% Hispanic. Within Oakland, no ethnic or racial group comprises a majority, and there are at least 81 different languages and dialects spoken. In both the 1980 and the 1990 census, Oakland was the most integrated city in the nation. Oakland is also well-known for the extent of its racial harmony. While other cities have offered the nation scenes of racial violence and ethnic hatred, Oakland has provided the image of homeless alcoholics scrambling up makeshift ladders to rescue motorists caught in the collapsed Cypress freeway during the Loma Prieta earthquake.



**Source: 1980, 1990 US Census**

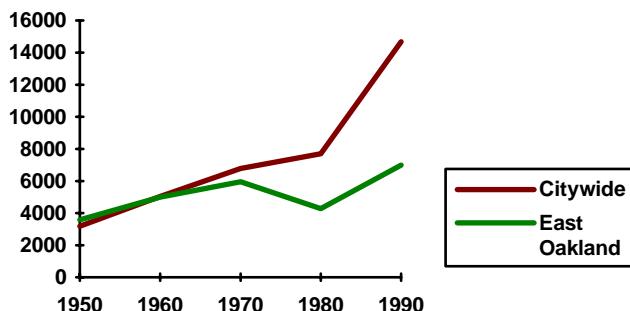
#### **Oakland's Economy**

Since its founding in 1852, Oakland has been a worker's town. In contrast to San Francisco, with its corporate headquarters and financial power, Oakland has always been in the business of making things and moving them--across the nation by rail and truck, and across the Pacific by ship. Unfortunately, in the decades since the end of World War II, a number of trends have combined to promote economic decline and social decay within the blue collar communities that have always constituted the economic and social backbone of the city.

- As have most other cities, Oakland has undergone a post-industrial transformation from a manufacturing to a service-oriented economy. In the decade of the 1980's alone Oakland lost 37,000 manufacturing jobs. While this was partially offset by the creation of 32,000 service jobs, only a small percentage of professional-level service jobs were filled by individuals displaced from manufacturing. Instead, Oakland residents have been increasingly pushed out of highly-capitalized blue collar manufacturing into low-wage menial labor jobs, or into unemployment, while the white collar service jobs that have been created went to individuals commuting from the suburbs, or from the affluent communities in the Oakland Hills.
- Historically, the African American, Asian, and Hispanic communities in Oakland sustained their own hospitals, lending institutions, businesses and most importantly, their own indigenous leadership, with a tradition stretching back to the founding of these communities during (or in the Hispanic case,

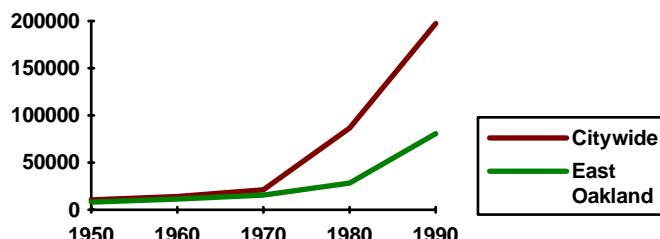
before) the Gold Rush. However, in the decades since the end of World War II--as Figures 2 and 3 demonstrate--several macrosocial trends were combining to rob inner city neighborhoods of their indigenous institutions and their natural leadership. The first of these trends was integration. As racial housing barriers loosened, the more affluent and successful members of flatland communities tended to move into the Oakland Hills or into southern suburbs. Simultaneously, growing *racial integration* was accompanied by increasing *economic segregation* between the affluent communities of the Hills and the formerly prosperous urban core. Figures 2 and 3 chart the increasing disparity in income and housing prices between the Hills neighborhoods and those of the Weed and Seed Target Area. These trends together combined to leave those who could not keep up with economic change stranded in inner city communities bereft of natural leadership and indigenous institutions. Increasingly, functions which were formerly handled by community members themselves were transferred to anonymous and inefficient public institutions--public institutions which themselves have been in a constant state of fiscal crisis since the passage of Prop 13 in 1978.

**Figure 2: Per Capita Income  
Citywide vs. WSTarget Area**



Source: US Census 1950-1990

**Figure 3: Median Home Value  
Citywide vs. EZ Target Areas**



Source: US Census 1950-1990

- The final element of Oakland's urban decline was a series of disastrous urban planning decisions, the most dramatic of which was construction of the Nimitz Freeway, which eliminated the economic *raison d'etre* of all of the East 14th Street retail districts stretching through East Oakland and Fruitvale.

In the more recent past, the city has experienced a series of major disasters inflicted--as in the past--by both nature and public policy. These include:

- On October 17, 1989, the Loma Prieta Earthquake in thirty seconds destroyed the Cypress Freeway, eliminated nearly fifty percent of the low-cost SRO housing within Oakland's urban core, killed 55 people and cost the City of Oakland \$141,434,838 in earthquake related costs for the years 1989 through July 31, 1993. Of 120 businesses that closed after the earthquake, half remain closed or relocated out of Oakland.

- Still recovering from the Loma Prieta Earthquake, the City experienced another natural disaster when the Oakland Hills firestorm erupted in 1991. The conflagration caused the City's property tax revenue to fall by \$1.2 million and future property tax revenue in this area remains uncertain.
- Currently the City faces the closure of military installations in the Oakland/ Alameda area which will have a serious effect on the economy. Within the City of Oakland, unemployment is estimated to increase from its current 10.0% to 14.6% annually as a result of the base closures in the Bay Area. Total direct economic loss associated with the estimated payroll and procurement within the City of Oakland is \$194.16 million annually. Because of the occupational and social profile of civilian employment at the Navy facilities, the proposed closures will have a substantial negative impact on middle-class people of color and women.

Most analyses of inner city problems begin with crime, drug use, and the decline of the family. It is important to recognize that, although these factors represent critical barriers to revitalization, they postdate by several decades the macrosocial factors which robbed these communities of economic hope, vitality, and leadership. In fact, what is remarkable is that inner city communities remained viable for so long--until well into the seventies--and that the majority of residential blocks in the target areas are still functioning neighborhoods. Crime and drug use in particular are not the result of spontaneous moral decline of urban residents; in fact, they are the opportunistic infections of a social system whose natural immune system had already been destroyed by larger societal forces.

Future economic prospects for Oakland are much brighter than in the immediate past. There are a number of developing economic opportunities which--if properly utilized--promise a better future for the Weed and Seed Target Area. It is around these opportunities that the economic development and job training aspects of this strategic plan will focus:

A. **Transportation:** Oakland's infrastructure--including Oakland International Airport, the Port of Oakland, its major railways and roads, and its mass transit carriers--already plays a central role in the Northern California economy. But a much larger opportunity exists in the coming decades: with improvements, Oakland's transport sector can play a key role in the \$6 trillion Pacific Rim market--a market that is growing at the rate of \$1 billion per week.

The Port of Oakland is already the fifth largest containerization facility in the US. Dredging of the ship canal to 42 feet, which is already underway--should bring new business to the port. A planned intermodal facility serving all three railroads using the Port will increase the competitive advantages of the port in trans-shipment of goods to and from the Midwest.

Oakland International Airport--also operated by the Port of Oakland--is one of the fastest growing international airports in the world. More centrally located for the majority of the region's 6 million residents than are competing San Jose and San Francisco Airports, Oakland International registered a 15% increase in passenger flights and a 17% increase in air cargo in the past year.

Growth in employment resulting from expansion in Port- and Airport-related transportation services alone is projected at 8,000 in the next five years. The Weed and Seed target area--Census Tract 4088--is immediately adjacent to both the Airport and the Port. A major aspect of the restoration component of this plan will be to prepare local residents to participate fully in this economic growth occurring within their community.

B. **Government Service:** Although overall government employment will remain stagnant or actually decline in California, this will not be the case in Oakland, which recently saw the opening of the Federal General Services Building, which will employ 4,000 people when fully occupied, and commitment to build a State Building--scheduled for completion in 1997--which will employ an additional 2,000 people.

A second area of opportunity for target area residents arises from the growing awareness that government support services are best provided within the communities being served and that the best service providers are well-trained individuals who live in and understand the community. This means

that residence in the Weed and Seed communities will increasingly become an *employment advantage* for government and social service jobs.

- C. **Environmentally-related Businesses:** The Bay Area has long been a center of environmentally-related manufacturing. Recently Oakland and Berkeley were designated Recycling Market Development Zones by the State of California. Alameda County has already developed the most advanced residential lead remediation program in the nation (Lead Solutions, Inc.); a joint venture underway between Alameda County, the University of California, and Livermore Labs--called the Alameda Center for Environmental Technologies (ACET)--will also put Oakland in the forefront of general environmental remediation technology.
- D. **Food Processing:** The key elements of the food processing industry are access to large quantities of high-quality water, and availability of shipping facilities for the import of raw materials and export of finished products. In both of these areas, Oakland has strong competitive advantages. The passage of NAFTA, the projected lowering of Japanese tariff barriers, and a growing market for specialty and staple foods in the developing Asian economies, all bode well for the development of the food processing industry in Oakland. Projected job growth in this area is 3,200 over the next decade. Specialty food processing for export is an area in which the multicultural communities of the Weed and Seed Target Area can develop a competitive advantage for the target areas by combining the industrial efficiency of existing Oakland industry with the personal knowledge of the tastes and cultures of foreign buyers possessed by Oakland's Hispanic and Asian residents. The Weed and Seed Restoration Component will work to foster microexport enterprises involving residents as both entrepreneurs and employees in association with larger export-related food processing businesses.
- E. **Military Conversion:** Military conversion is the most problematic of Oakland's economic opportunities. The San Francisco Bay Area is experiencing a greater job loss from military base closures than is any other area of the country. Moreover, these jobs represent a high proportion of the few remaining well-paid blue collar jobs in the region. Job loss among Oakland residents alone is projected at 1,810 direct civilian and 2,820 military jobs held by Oakland residents, as well as around 4,000 indirect and induced resident jobs and up to \$194 million in economic loss, both payroll and procurement. On the other hand, studies have shown that base conversion, properly handled, can be a net job producer. The Weed and Seed will work to advocate for a speedy and efficient conversion process, and one that gives adequate consideration to strategies that can create jobs for Target Area residents.

### **Education**

Once hailed as one of the finest school districts in the nation, test scores among Oakland Unified School District (OUSD) pupils have plummeted over the past two decades and are now among the lowest in California. In 1989, after a decade of turmoil, the Oakland Unified School District was placed by an act of the California Legislature under a state-appointed conservator. The State Superintendent of Public Instruction called OUSD "the worst school district in California." Since that time, spurred by a community planning process which involved over 2,000 Oakland residents, the school district has emerged from its conservatorship to become a seedbed for new ideas and new approaches to education. Each of the district's flatland schools is a participant in at least one major reform effort, including Comer-model reform, Drug-free schools, SB1272 restructuring, Student Consultation Teams and SB620 school-linked services.

### **Health**

Oakland faces two critical public health crises, both of which are fueled by the continuing crack epidemic: infant mortality and AIDS.

Widespread public concern over Oakland's high rate of infant mortality began in the early 1980's when it was revealed that infant mortality rates in many of Oakland's inner city census tracts exceeded that of some Third World countries. While infant mortality steadily decreased in the rest of Alameda County, it continued to rise within the largely minority communities of the Oakland flatlands, finally peaking in 1988 at 17.97 per 1000 live births.

Community action on this problem was lead by the Infant Mortality Coalition and its successor, the Oversight Committee on Infant Mortality (OCIM). Begun as a local initiative supported with county general funds, OCIM began creating and supporting many programs which attracted substantial Federal funding and became national models, including the nation's first perinatal crack residential treatment facility, one of the first and largest integrated perinatal addiction treatment services, and perinatal outreach and perinatal resource centers located at numerous sites throughout the city.

In response to these interventions, Oakland's infant mortality rate began a consistent fall which continues to this day. Oakland's success in this area was recognized by HHS with the award of a \$38.8 million Healthy Start Grant, the only such grant received by any city in the Western United States. Particularly dramatic has been the 20% decline in infant mortality in the East Oakland Healthy Start Target Area (of which the Weed and Seed Target Area comprises about half).

Underpinning this decline in infant mortality has been a spectacularly successful attack on the problem of perinatal drug abuse. Lead by two major projects, the Birth to Schools Project, focusing on teen mothers, and the Options for Recovery Project for older drug-using mothers, Oakland has developed a thirteen-site comprehensive treatment program for pregnant and post-partum women, including 3 residential treatment sites, 500 outpatient treatment slots, housing, education, training, child care, and child development services. Within the past four years, the rate of drug-exposed babies born at Highland Hospital--the County's general hospital--has been cut almost in half, from a high in 1988 of 20.3% of live births to a current rate of 11%. While other public hospitals have experienced some leveling off or modest declines in the rate of drug-exposed newborns, the decline in Oakland is several times that of other counties.

**Table 5: Infant Mortality Trends  
in the Oakland Flatlands**

|              | <b>1984-88<br/>Average</b> | <b>1990-92<br/>Average</b> |
|--------------|----------------------------|----------------------------|
| East Oakland | 18.29                      | 15.3                       |
| Fruitvale    | 14.59                      | 13.6                       |
| West Oakland | 19.22                      | 19.3                       |

*Source: Alameda County Health Care Services Agency*

Oakland as among the highest areas of concern for AIDS trends in the state. Dr. George Rutherford, California DHS Director for Prevention Services was quoted as saying, "AIDS cases are decreasing in some places, most notably San Francisco. They are increasing in other places. Our concerns are statewide; however, there are some places that concern us more than others, *the East Bay being the main one.*"

[emphasis added] <sup>1</sup> Currently, 1 in 60 African American women of child-bearing age is HIV positive, a rate that has risen from 1 in 100 only two years ago. Although it has one of the fastest growing AIDS populations in the nation, Alameda County has a mere \$5 million in prevention and intervention funding. In comparison, San Francisco has more than \$40 million annually.

### **Housing**

A study of affordable housing conducted for the Alameda County Housing Council found that since 1980, average household incomes in Alameda County had increased by only 75%, while residential rents had increased by 83%. Although 22,345 new rental units were added to the County's housing stock, only 1,805 of these were affordable to very low income renters. At an average rate of 226 units of low-income housing per year, it would take over 300 years to create the supply of affordable housing needed as of 1992 by the County's lower income residents.<sup>2</sup>

The other looming public health crisis facing Oakland is AIDS. It is widely recognized that the focus in the AIDS epidemic nationwide is shifting from middle class homosexual/bisexual men to the broad underclass of men and women who use IV drugs or have sex with those who use IV drugs. In its second annual report on County Health Statistics, the California Department of Health identified East Oakland and West

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<sup>1</sup>*Oakland Tribune*, April 5, 1994. p. A1

<sup>2</sup>Sedway, Simmons, and Associates, *Rental Housing Affordability Study*, pp. 17 ff.

In addition to the increasing crisis in housing affordability, there are disturbing trends in household tenure as well. Unlike poorer areas in other cities, the Oakland flatlands have traditionally been communities of home-owners. Alarmingly, however, a slow downward trend in home ownership over past decades became a precipitous drop between 1980 and 1990. This trend has serious implications for promoting community stability, pride and safety. Equally disturbing is the dramatic increase in the number of buildings that are boarded up, which increased from 465 to 617 between the 1980 and 1990 censuses. These abandoned properties contribute greatly to the visual and spiritual sense of decline within the communities, and represent attractive locations for crime and drug use.

The October 17, 1989 earthquake further exacerbated the housing situation for lower-income families. In Oakland 898 units of SRO and other low-income housing were destroyed, displacing approximately 1,600 people. It is estimated that this single catastrophe may have increased Oakland's homeless population by as much as 25%.

### **Social Safety Net**

Many of the public benefits which formed the "safety net" for economically marginal families have been eroded by the seemingly permanent fiscal crisis experienced by both state and county governments.

- In each of the past four years, Alameda County has decreased its general assistance allotment and restricted eligibility for general assistance.
- AFDC--the primary income source for single-parent low-income families--was reduced by 10.2% in the past two years, and will almost certainly be reduced again when the current state budget is passed; since 1980, the (inflation-adjusted) value of the package of public benefits available to the poorest part of California's population declined by more than 50%.
- In Oakland 27,000 individuals (nearly 10% of the city's population) have submitted "interest cards" to be put on the waiting list for Section 8 subsidized housing, should the waiting list ever be reopened.
- The state-funded housing fund which provided many County families with security deposits and move-in expenses was eliminated from the state budget two years ago.

### **Crime**

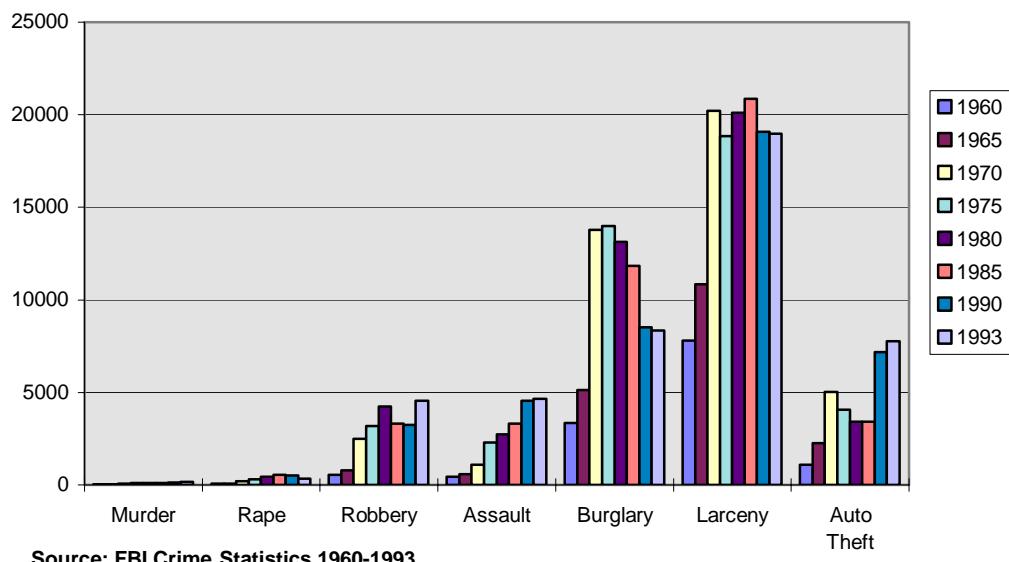
Oakland statistics show actual, Part 1 Offenses increased 16.7% from 41,215 in 1972 to 48,086 in 1992. Violent crime -- murder, rape and robbery -- surged upwards by 60%. Homicides increased from 86 to 165 (91.86%), rapes increased from 261 to 418 (101.0%), robbery increased from 2,906 to 4,610 (58.64%). Aggravated assault also increased, but due to a reporting change, a comparison between 1972 and 1992 would not be accurate.

Among United States cities, the number of police officers per 1000 population is 2.8; in Oakland there are 1.8 officers per 1000 population. Nationwide, cities the size of Oakland average 103 total crimes and 16 violent crimes per thousand, while Oakland has 125 total and 26 violent crimes per thousand residents.

In spite of natural and economic setbacks, the Oakland Police Department has been able to initiate several innovative programs to improve the quality of life in Oakland. These programs (described in detail below) have provided direction, leadership and stability to young people and the community as a whole through community-oriented interaction with law enforcement.

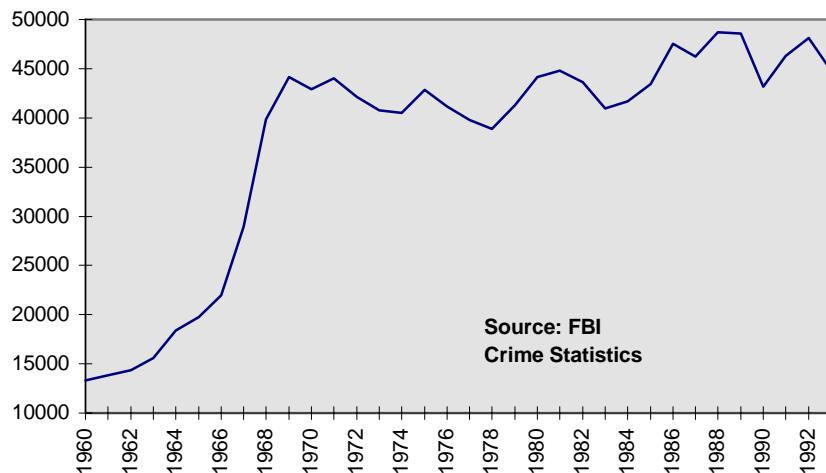
Crime in Oakland dropped significantly in 1993. Overall Part 1 offenses were down 6.8% compared to 1992. Homicides were down 9%, rape 15.6%, robbery 1.2% and aggravated assault 6.2%.

**Crime Trends: City of Oakland**



Source: FBI Crime Statistics 1960-1993

**Total Crimes: City of Oakland 1960-1993**



Source: FBI  
Crime Statistics

Youth Crime

The table on the next page lists active Oakland gangs known to the Oakland Police Gang Unit as of April 1994. In addition there are many other sub-groups and loosely structured gang-type groups, particularly groups of neighborhood teenagers, throughout the City. Of the 39 organized gangs and estimated 3,905 members in Table 1, 51% (20) of the gangs and 59% (2,300) of the members are African American; of the balance, there are eight Asian/Pacific Island Gangs with approximately 640 members and nine Hispanic gangs with 865 members. One gang--All Brothers Together--is ethnically mixed, while there are five female gangs with a total membership of 450.

In addition to specifically female gangs, all male gangs have female hangers-on and associates. Females may assist gangs by holding drugs or weapons, having cars or other property from gang proceeds in their names, serving as sources of information and alibis, etc. While there are some professional caliber long-

term gangs such as the Black Guerrilla Family and Funktown, most gangs consist of young adult or older teen leaders with most members ranging from teens to late twenties.

As Table 1 indicates, African American and Asian gang criminal activity tends to center around drugs and violence. They are profit-driven, viewing drug dealing as their quick road out of poverty to status, reputation, and a lifestyle of wealth and pleasure. They see drugs as a business in which customers must pay promptly, competition or threats must be eliminated, and snitches or cheats of any type must be severely dealt with. Violence, intimidation, retaliation, and elimination of problem persons are essential parts of the business. As a result, state-of-the-art weapons, enforcers, drive-by shootings at rivals, other aggravated assaults and executions of problematic customers, associates or competitors are routine business practice. In contrast to this are the Hispanic gangs, which tend to be associational, oriented around turf and cultural issues.~~~~~

#### ACTIVE OAKLAND GANGS

| <b>Gang Name</b>         | <b>Race</b>     | <b>Estimated Members</b> | <b>Primary Criminal Activity</b>          |
|--------------------------|-----------------|--------------------------|-------------------------------------------|
| Acorn Mob                | Black           | 150                      | Drugs, Violence                           |
| Ah Moui's Group          | Chi/Viet        | 50                       | Drugs, Violence, Auto theft, Prostitution |
| All Brothers Together IV | Mixed           | 100                      | Violence, Robbery, Burglary               |
| B Street Boys            | Black           | 30                       | Drugs, Violence, Auto Theft               |
| Bad Ass Gangster Bitches | Black/Female    | 20                       | Violence                                  |
| Black Guerrilla Family   | Black           | 300                      | Drugs, Violence                           |
| Border Brothers          | Hispanic        | 100                      | Violence                                  |
| Davis Park Locos         | Hispanic        |                          |                                           |
| Don't Fuck Latinos       | Hispanic        |                          |                                           |
| Jingle Town              | Hispanic        |                          |                                           |
| Ninety-Fourth Ave Locos  | Hispanic        |                          |                                           |
| Tiny Dukes               | Hispanic        |                          |                                           |
| Wino Park Locos          | Hispanic        |                          |                                           |
| Brookfield Gangsters /   | Black           | 150                      | Drugs, Violence                           |
| Ninety-Eight Crew        |                 |                          |                                           |
| Bushrod Park Gang        | Black           | 30                       | Drugs, Violence                           |
| Cadillac Club            | Black           | 125                      | Drugs                                     |
| Da Crew                  | Hispanic/Female | 150                      | Violence                                  |
| Eighty-Five Ave Mob      | Black           | 20                       | Drugs, Violence                           |
| Eleven-Five Mob          | Black           | 400                      | Drugs, Violence                           |
| Fifty-Fourth Ave Locos   | Hispanic        | 30                       | Violence                                  |

|                                 | Race            | Estimated Members | Primary Criminal Activity                                       |
|---------------------------------|-----------------|-------------------|-----------------------------------------------------------------|
| Four One Five                   | Black           | 150               | Drugs, Violence                                                 |
| Fruitvale Gangsters             | Hispanic        | 100               | Violence                                                        |
| Funktown                        | Black           | 80                | Drugs, Violence, Carjacking                                     |
| Ghost Town Gang                 | Black           | 75                | Drugs, Violence                                                 |
| Las Nortenas                    | Hispanic/Female | 150               | Violence                                                        |
| Most Popular Latinas            | Hispanic/Female | 100               | Violence                                                        |
| North Side Oakland              | Black           | 50                | Drugs, Violence                                                 |
| Oaktown Crips                   | Mien            | 300               | Violence, Robbery, Burglary Auto Theft                          |
| Oakland San Leandro Boys        | Filipino        | 30                | Violence, Vandalism                                             |
| Quince                          | Hispanic        | 100               | Drugs, Violence                                                 |
| Rolling 20's                    | Black           | 200               | Drugs, Violence                                                 |
| Rolling 70's                    | Black           | 150               | Drugs, Violence                                                 |
| Seventy-One Gangsters/ 700 Club | Black           | 75                | Drugs, Violence                                                 |
| Sixty-Nine Mob                  | Black           | 100               | Drugs, Violence, Auto Theft                                     |
| Softer Shade of Blue            | Asian/Female    | 30                | Violence, Auto Theft                                            |
| Sons of Samoa                   | Samoan          | 50                | Violence                                                        |
| Stone City                      | Black           | 75                | Drugs, Violence                                                 |
| Thirty-Eight Ave Locos          | Hispanic        | 30                | Violence, Robbery                                               |
| Twenty-Third Ave                | Black           | 100               | Drugs, Violence                                                 |
| Twenty-Four Crips               | Laotian         | 45                | Drugs, Violence, Theft                                          |
| Viet Boys                       | Viet            | 35                | Drugs, Violence, Robbery, Burglary, Prostitution                |
| West Street Gangsters           | Black           | 20                | Drugs, Violence                                                 |
| Wo Hop To Triad                 | Chinese         | 100               | Drugs, Violence, Theft, Gambling, Prostitution, Alien Smuggling |

SOURCE: OAKLAND POLICE DEPARTMENT, April 1994

Because of the difficulties linking specific crimes to specific gang members, most gang criminal activity is never clearly identified as such. However, Oakland Police Department gang experts indicate that most drug dealing is gang-related, in that gangs control drug trafficking, and estimate that roughly 30% of all crime in the City is gang-related. Oakland Police made 9077 drug arrests and 35033 total arrests during 1993. Thirty percent of the latter figure would mean 10510 gang-related crimes.

Oakland averaged 167 homicides the past four years and has often had one of the top ten homicide rates in the nation. Police estimate that 40% to 50% of those homicides are gang-related. The National Center for Disease Control estimates that 1 of every 25 African American youth entering kindergarten will be murdered by a hand-gun by the time they are 18. Highland Hospital, the County Trauma Center that handles the vast majority of Oakland area gun shot wounds, indicates that between 1987 and 1993, gunshot victims aged 10 to 19 skyrocketed 400 percent. Many of these murders and shootings are gang-related.

The Oakland Police Department Gang Unit, in their Quarterly Reports for the current multi-component Gang Violence Suppression program, shows the following gang activity during the previous fiscal year:

| Activity                   | 7/92-12/92 | 1/93-6/93 |
|----------------------------|------------|-----------|
| Reported Gang Crime        | 62         | 63        |
| Contacts with Gang Members | 409        | 353       |

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|                                     |    |     |
|-------------------------------------|----|-----|
| Contacts with Suspected Members     | 92 | 17  |
| Gang Members Arrested               | 59 | 64  |
| Gang Members Prosecuted/Adjudicated | 49 | 102 |

For 1993, the OPD Gang Unit submitted the following internal summary statistics:

|                                           |     |
|-------------------------------------------|-----|
| Arrests by Investigator, Warrants & Ramey | 519 |
| Search Warrants Obtained                  | 23  |
| Parole & Probation Searches               | 224 |
| Physical Line-Ups                         | 7   |
| Surveillance Conducted                    | 258 |
| Weapons Seized                            | 160 |

The above figures reflect the extent of gang crime and arrests known to the OPD Gang Unit; other officers throughout the City obviously deal with gang crime on a daily basis although no formal record is kept.

Statistics above are limited in portraying the real nature and impact of crime. One dramatic example of the extreme violence surrounding gang activity was the Bosn's Locker massacre. The Bushrod Park Gang believed a rival splinter group had shot up the house of one of their member's grandfather as a warning. In alleged retaliation, they burst into the Bosn's Locker night club where some Bushrod members were present and sprayed the room with automatic weapon fire. In a flash of violence, they murdered three people, including a retired police captain, and wounded several others, mostly innocent bystanders.

One vivid statistic reflective of gang drug activity is that 210 street corners in the City are controlled by small gang squads of three to six members dealing drugs. Each street corner gang has at least one firearm as, in the words of Justice Rose Byrd, guns are to the dope dealer what pens and pencils are to the accountant".

#### **B. The Weed and Seed Target Area: Lockwood/Coliseum Gardens**

The Coliseum/Lockwood Gardens area of East Oakland has been chosen as the Weed and Seed Target Area. Lockwood/Coliseum Gardens is a diverse, multiethnic community of nearly 5,000 individuals residing in an area bounded by Seminary Avenue, 77th Avenue, East 14th. St. and the San Francisco Bay.<sup>3</sup> Sixty-one percent of its residents are African American, with the balance being equally divided between Hispanics (primarily recent immigrants, including many Central American refugees) and Asians (mostly Southeast Asian refugees and immigrants). In 1990, the poverty rate for individuals averaged 33.4% versus 18.8% citywide, and the poverty rate for families with children was 44.7% versus 16.7% citywide. Yet, in spite of its problems, the community has many strengths, including many solid residential neighborhoods, several large, active churches, effective community-based social services, and two excellent schools-- Lockwood Elementary and Havenscourt Jr. High.

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<sup>3</sup>These boundaries very closely approximate those of census tract 4088 and Oakland Police Beat 30, which are assumed to be coterminous for the purposes of this Plan.

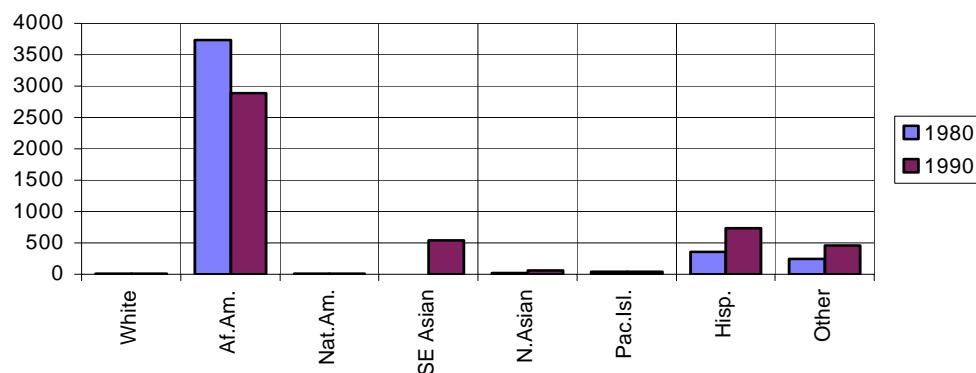
[insert Lockwood/coliseum map here]

East Oakland is among the city's poorest areas. Its once solid blue collar core was destroyed by the factory closings of the 1970's and 1980's: its main thoroughfares are littered with vacant commercial lots, boarded-up stores, check-cashing services, liquor stores, storefront churches and motels. Census Tract 4088 ranks 4th among Oakland's 104 census tracts in percentage of families on public assistance (46% compared to the Oakland average of 18%) and 6th in unemployment rate.

Yet, East Oakland's residents and "....." its many community activists have banded together to create a neighborhood revitalization plan built on replacing empty storefronts with housing and small shopping centers, and they have worked with police to reduce drug incidents and other criminal offenses. Racial tensions in the area's large housing projects have been dealt with face on, with an astounding drop in violence and property destruction.

The largely African American community has begun to attract Asian and Latino residents and business people, and these changes are slowly becoming apparent in the characteristics of local schools, churches and shopping areas. Between the 1980 and 1990 censuses, the percentages of Southeast Asians in the area increased by a factor of 12, while the number of Hispanics doubled.

### **Ethnic Composition: Weed/Seed Target Area 1980-1990**



The Weed and Seed Target Area includes the city's two largest public housing developments--Lockwood and Coliseum Gardens--as well as one elementary, one junior high, and one continuation school. The Target Area is adjacent to the Oakland Airport and Port of Oakland property, home to many of Oakland's transportation and manufacturing firms, as well as portions of Brookfield Village and El Sobrante Park, two distressed residential areas.

### **Economy**

Census tract 4090 (adjacent to the Target Area) and adjoining areas comprising the Coliseum Redevelopment Area contain an estimated 1,750 firms, representing approximately 20 percent of the City's total private sector employers. Public and private sector employers together employ over 32,000 workers, representing 18 percent of Oakland's total workforce and over half of its manufacturing workforce.

However, despite the substantial employment base in the area, unemployment in the East Oakland target area is high. In 1990, the unemployment rate was 15.2% versus 9.5% citywide. A survey of local employers prepared for the Oakland Office of Economic Development and Employment found that:

*Many employers believe they must recruit from outside the area to find workers when, in fact, area residents include unemployed and underemployed individuals who have some or all of the skills employers need. A number of training programs are available to provide workers with*

*entry-level skills, or to upgrade and update existing skills. But there is little effort to match area employers' needs for workers with residents' need for jobs.<sup>4</sup>*

Today, the majority of businesses in the Coliseum/Lockwood are small beauty salons, nail shops, liquor stores, fast food restaurants, automobile repair shops. There are few grocery stores and few banks although there are several check cashing businesses that charge high transaction fees and do not lend money for home ownership or business purposes. With such limited options for entertainment, shopping and banking, capital often leaks from East Oakland to nearby communities that offer these amenities.

### **Health, Housing and Education**

Infant mortality rates, the key indicator of a community's health, are estimated at 15.3 per 1,000 for East Oakland as compared to 8.2 per 1,000 for Alameda County overall.

Not surprisingly, median home values are lower in the Target Area than for Oakland overall (\$80,200 in census tract 4088 versus \$177,400 citywide), but the rate of owner occupancy compares favorably (46.1% in the Target Area versus 41.6% overall). In spite of the negative trends in this community, the majority of residential areas are still functioning; however, a large majority of the homeowners are older individuals--as these individuals die or move, their homes are increasingly less likely to be sold to owner-occupants. The demographics of this situation put all of the Target Area neighborhoods at risk; without speedy intervention, many of these neighborhoods will become almost exclusively filled with renters, who, as a group, are much less likely to feel committed to the health of the neighborhood and who are much less likely to establish the roots and relationships in the community that help to maintain functioning neighborhoods.

Educational attainment among adults in East Oakland is generally lower than that of adults citywide with 45% of area residents reporting they have not graduated from high school as compared to 26% citywide. The table below profiles Lookwood Elementary, Havenscourt Junior High (both within the Target Area) and Castlemont High along a number of dimensions of educational attainment and student welfare, and contrast these indicators to four schools from the affluent Oakland Hills. These numbers not only show the extent to which educational achievement suffers in the Weed and Seed, but also provide some indication of why it does so: students in the Weed and Seed are 45 times more likely to come from low income families than are Hills students, they are also 45 times more likely come from families who do not speak English at home, and they are 3 times more likely to have their education interrupted by a change of residence during the school year.

**Table 4: Educational Profile: Hills vs. WS Target Area**

|                                      | High School* |       | Jr. High |       | Elem. |       |
|--------------------------------------|--------------|-------|----------|-------|-------|-------|
|                                      | WS           | Hills | WS       | Hills | WS    | Hills |
| Social Risk Factors:                 |              |       |          |       |       |       |
| % Free/reduced lunch                 | 51           | 18    | 76       | 93    | 90    | 4     |
| % Limited English Proficiency        | 13           | 14    | 35       | 26    | 45    | 1     |
| Stability Rate                       | 84           | 89    | 77       | 90    | 85    | 97    |
| Educational Attainment:              |              |       |          |       |       |       |
| % Retention                          | 6            | 6     | 9        | 2     | 3     | 0     |
| % Suspension                         | 8            | 11    | 40       | 34    | 7     | 0     |
| % < 50th Percentile/Educ. Attainment | 84           | n/a   | 84       | 31    | 88    | 19    |

\*This column contains data for Castlemont High--outside the Target Area but

<sup>4</sup>Pryde Roberts Carr and Berkeley Planning Associates, *Job Training and Employment Needs in the Coliseum Redevelopment Plan Area*, City of Oakland, Office of Economic Development, December 15, 1993, p. i.

the High School attended by WS Target Area youth.  
SOURCE: OUSD Dept. of Research and Evaluation, 1992-93

### **Crime**

The average number of crimes per beat per year in East Oakland exceeds averages for Oakland overall by as much as 160%, with East Oakland recording higher than average numbers for drug offenses, weapons possession, assault with a deadly weapon, and murder.

Throughout 1991, 1992, and 1993, utilizing HUD Drug Elimination funds, Federal Office of Substance Abuse Treatment funding, and several foundation grants, the Oakland Housing Authority worked with public housing residents in Lockwood and Coliseum Gardens to create a public safety plan and to organize tenants in support of public safety. Sustained and successful implementation of this plan has resulted in the virtual elimination of large-scale drug dealing in these projects. A successful two month long campaign against dealing in the 71st and Hamilton area eliminated both dealing and the extremely high murder rate associated with the surrounding blocks.

Beat officers have been committed to the Lockwood/Coliseum Gardens community to establish a community policing program. The OHA will be providing office space to the OPD in Lockwood Gardens, and has initiated its own community policing program with 5 FTE to serve the Weed and Seed Target Area.

Sustained community outreach throughout 1992 by OCEP participating agencies Asian Mental Health Services (to the Asian communities) and Narcotics Education League (to Hispanic communities) has developed strong participation from these groups in OWSP and a reduction in inter-ethnic tension in the area.

### **Other Challenges and Assets**

In spite of its challenges, the East Oakland community has notable strengths and resources, including dozens of neighborhood organizations, churches and visionary community leaders. Major institutions (all of whom have agreed to participate in Oakland's Weed and Seed Program) include:

- *East Oakland Youth Development Center* offers a broad range of family counseling, education, peer mentoring, gang intervention, and recreational programs to Target Area youth. EOYDC has been recognized for its work with large grants from both the Kellogg and the Robert Wood Johnson Foundation.
- *East Bay Community Recovery Project*, in addition to providing comprehensive drug treatment, HIV/AIDS screening and counseling, and methadone maintenance programs, has conducted intensive community organizing in Lockwood and Coliseum Gardens public housing developments for the past three years. Their work is credited throughout these developments with having promoted a remarkable positive change in the quality of life, feeling of community and the relationship between development residents and the Oakland Housing Authority.
- *East Oakland Fighting Back* is a collaborative effort of over 20 local agencies, churches and other groups engaged in community organizing and reduction of drug and alcohol abuse.
- The *Boys Club of America* operates very popular youth programs within the Lockwood and Coliseum Gardens Housing Developments; a *Boy Scout Troop* has also been formed in Lockwood Gardens.
- *Campfire Boys and Girls* is starting a program at Coliseum Gardens.
- *Allen Temple Baptist Church* provides child care, AIDS ministry, a food pantry, Head Start center, mobile health van, affordable housing, and a variety of educational and recreational activities for youth. It also operates a drug treatment facility in collaboration with the Haight-Ashbury Free Clinic.
- Allen Temple is also the site of a comprehensive *Healthy Start Family Life Resource Center* which provides health and perinatal services to over 1,000 East Oakland residents annually.
- *East Oakland Health Center*--a satellite of nationally recognized West Oakland Health Council--provides community-based primary care services to East Oakland residents.

- *Native American Health Center*--operated by the Native American Health Council, this center provides low-income people of all ethnicity's with primary care, perinatal services, drug and alcohol education and treatment, employment assistance, and targeted homeless services.
- The *Coliseum Commerce Center Corporation* is a non-profit organization working toward increased economic vitality in East Oakland. To reduce the displacement of jobs from Oakland, the Coliseum Commerce Center developed a retention response team of Coliseum area business leaders and local government leaders. Thanks to their efforts, more than 2,000 jobs have been retained in the East Oakland area.
- The *Oakland Renewal and Empowerment (ORE) Project* is a collaboration between the Oakland Housing Authority, the City of Oakland Mayor's Office, 25 non-profit community agencies, the Lockwood and Coliseum Gardens Tenants' Associations, and local residents and businesses. Recently funded by HUD at \$25.5 million, the OWSP/ORE project will develop a comprehensive job training, child development, and community center in Lockwood Gardens and a satellite center in Coliseum Gardens. It will provide for the extension of the community organizing already taking place within the development to be extended to the surrounding neighborhoods. It will offer drug treatment, family counseling, and case management to all those in the target area who need them; it will provide a broad range of youth service and gang-prevention services; neighborhood development crews will plan and implement community improvements throughout the target area. Microloan, business technical assistance, and small business incubation programs will attempt to rekindle economic activity throughout the 14th Street retail district. ORE Project services are scheduled to begin in October 1994. All of the ORE funding for the Weed and Seed Target Area has been committed as local match to the Weed and Seed effort.

### **Resident Perceptions**

As discussed above, nearly 200 East Oakland residents participated in 1-2 hour interviews as part of the development of the Weed and Seed and Empowerment Zone Strategic Plans. East Oakland residents were much more likely than residents of other low-income Oakland communities to feel that their community and neighborhood was still functioning, although in decline. Consequently, East Oakland residents were much more likely to express concrete concerns with neighborhood deterioration: the run-down appearance of East 14th was a frequent concern, as were abandoned houses, illegal dump sites, autos parked in front yards, and dirty streets. Liquor stores and other establishments that were the sites of drug dealing and harassment of passers-by were frequently cited as major neighborhood problems.

Residents of East Oakland expressed great enthusiasm for organizing themselves for neighborhood improvement: expansion of anti-drug activities, establishment of neighborhood clean-up and neighborhood watch security programs.

East Oakland residents wanted to see community-based services expanded and made more accessible, including expansion of lead abatement programs, affordable child care, and taxi vouchers to access medical care. They wanted greatly strengthened schools with more access to high-tech training and evening and weekend programs to give children an alternative to the street.

## **Section IV** **Law Enforcement**

### **A. Objectives**

Objectives of the Law Enforcement Component of the Oakland Weed and Seed Program include:

1. The rate of arrest for violent felonies will fall within the Weed and Seed target area by 2% per year in the first three Project years, and by an average of 4% over the remaining years of the Weed and Seed designation.
2. The rate of arrests for drug felonies will fall within the Weed and Seed target area by 2% per year in the first three Project years, and by an average of 4% over the remaining years of the Weed and Seed designation.
3. The rate of juvenile felony arrests will fall within the Weed and Seed target areas by 1% per year in the first three Project years, and by an average of 3% over the remaining years of the Weed and Seed designation.

### **B. General Strategy**

Over the past twenty years, crime and violence have become part of the social, economic, and cultural fabric of the East Oakland community. At the same time, most neighborhoods within the target area have shown a remarkable tenacity in the face of the community's decline, while the majority of citizens remain resolutely opposed to crime and the criminal lifestyle. What the community lacks is a clear vision of the pathway to reclaiming a healthy community, and the economic and social resources to rebuild their neighborhoods and provide a productive future for their children. The Oakland Weed and Seed Program will target not only the perpetrators of crime, but also the social mechanisms which sustain it. It will work to develop indigenous prosocial leadership to replace the criminal elite that rule many neighborhoods. *Weed* component strategies will include:

1. Development of a coordinated strategy that oversees all phases of law enforcement within the target community and draws upon available federal and state resources in a coordinated fashion: This strategy involves identification and targeting of violent/career criminals, ex-convicts and parolees who are actively involved in criminal behavior. To accomplish this strategy OWSP will implement a *Vertical Intervention Team* in the target area. Members of this team will include:

- An OPD Lieutenant;
- An Assistant District Attorney from the Alameda County District Attorneys Office;
- Weed and Seed Community Police and Beat Health Programs;
- A representative from the Alameda County Department of Probation;
- A representative from the California Department of Corrections;
- An FBI representative
- An Assistant US Attorney
- A DEA representative
- A BATF representative
- An ABC representative
- Alameda County Child Protective Services
- Oakland Housing Authority

Each of these agency's have agreed to assign a representative to the VIT who will be responsible for his/her agency's efforts in the target area. The VIT will coordinate overall strategy for the area and will coordinate case strategy to ensure that the most serious offenders are identified. This team will meet at least monthly, and more frequently in the early stages of the program. to be called upon as needed to implement individual strategies. It will be the responsibility of this committee to plan swift intervention to break up criminal organizations, disrupt drug markets, and ensure swift parole/probation revocation and effective prosecution of violent offenders. Concurrently, the US

Attorney and the Federal Judiciary are establishing an Oakland office to handle Federal criminal prosecutions, which will facilitate efficient prosecution of the expanded volume of cases to arise from the Weed and Seed program.

2. *Identification and targeting of violent and career criminals for removal from the community:* OWSP will implement a career criminal program modeled on the Dade County Career Criminal Program. Elements of this program will include:

- Identification: Records of all individuals arrested for a violent crime within the Weed and Seed target area will be examined to determine if they meet the criteria for violent and career criminals (criteria will be developed by the Weed and Seed steering committee within the first year.) Individuals meeting these criteria will have their records flagged for the VIT.
- Tracking: The VIT will track all identified individuals, assigned additional investigation and prosecution time, avoiding plea bargains, and utilizing the criminal record of the individual to argue for high bail or non-release.
- Proactive Criminal Apprehension: If additional funding becomes available, the OPD will establish a proactive career criminal unit, designed to target individuals identified by historical and intelligence information and to catch these individuals UN the commission of a crime.

This approach will include youthful offenders whose behavior can have an adverse impact on the community. Additionally, cases will be developed on drug dealers operating in the area with the collaboration between OPD, the District Attorney, and State and Federal law enforcement. Indictments would be obtained through the Alameda County Grand Jury as well as buy-bust arrests processed through municipal court. This will have an impact on street-level dealers who tend to hold neighborhoods hostage with their violent disruptive behavior.

3. *Improve Appropriate Sentencing Strategies:* The converse of the previous strategy is to ensure that non-violent offenders are quickly identified and diverted into treatment. In the community interviews conducted as part of the Weed and Seed planning process, East Oakland residents overwhelmingly stressed the need for public safety while expressing great skepticism over current arrest and sentencing practices. Alameda County already has a model system for drug diversion, special drug courts, and various therapeutic alternatives to incarceration. Under its new Chief, the Probation Department has is working to expand its role in the community, working with treatment services, counseling programs, case management services and other organizations in an effort to provide comprehensive coordinated rehabilitation of individuals on probation. The Weed and Seed Program will provide the Alameda County Probation Department with funds for dedicated adult and juvenile probation officers for individuals living in the W/S target area, and will work with its Seed Partners to coordinate psychological and substance abuse assessment and treatment planning. As discussed below, outpatient drug treatment will be available on demand for all WS residents. For individuals referred for Drug Diversion, these treatment programs will coordinate with the Probation Department and with housing, employment, and support services to assist individuals in developing the various components necessary to lead a prosocial lifestyle. Each of these services will be imbued with a sense of the urgency of identifying and intervening at the first arrest and with providing diversion and treatment that begins within days--not weeks or months--of first arrest. In this way, the OWSP will work to break the process that can lead first-offenders into a life of criminal activity.

4. *Increase community involvement in law enforcement:* a number of strategies will be implemented to involve citizens more actively in the law enforcement process:

- Cellular phones and pagers for the officers working on the beat to allow direct contact with citizens. This will help reduce the fear of conveying information through the Police Department's communications system, while fostering a working relationship with individual officers.
- A hot line will be established for residents to use. The OWSP will also work to secure funding for a reward system and a witness protection program which enhances the prosecution of offenders, particularly drug traffickers.

- OWSP will work to utilize more effectively the existing Victim Witness assistance program in the District Attorney's office for area residents and will seek funding to expand this program.
- OWSP will provide financial support for targeted beds in a domestic violence shelter outside the target area for WS residents who are victims of domestic violence.

### **C. Drug Intervention Strategy:**

In 1991, East Oakland Fighting Back commissioned Dr. Benjamin Bowser of Cal State University/Hayward to conduct an assessment of drug sales and use in the East Oakland community. It was felt that the normal sort of needs assessment--citing numbers of emergency room admissions, homicides, overdoses, etc.--would hardly impress a community that is constantly reminded from outside and first-hand experience that drugs and alcohol have taken their toll. Instead East Oakland Fighting Back commissioned an analysis of the community that incorporated a precise estimation of the nature and extent of the problem; a neighborhood by neighborhood appraisal; a comparative analysis of neighborhoods where substance abuse is a problem contrasted with neighborhoods where it is not; an understanding of what distinguishes the two and whether the strategies of successful areas could be applied to problematic ones; differences in ethnic patterns of use; underlying reasons for use and abuse; community attitudes; and community strengths. These goals were accomplished by a team of researchers drawn from the community and trained by Dr. Bowser who did "walking studies" of the community during the day and returned at night to problem areas; focus groups with drug users and sellers in recovery; and analyses of 1990 census data.

The major findings are as follows:

- Out of 591 face blocks in the community, 49--8.3%--are beset by recurring drug sales, mostly cocaine. Injection sales and use were found in only 3 blocks;
- Of the 49 blocks where drug sales are conspicuous, 43 involved "primary sales"--drive-by deals by individuals, many of whom come from outside the community. Primary sales involve large quantities. Only 6 of the blocks specialized in "secondary sales"--small amount to local users;
- The number of individuals observed selling and buying is relatively low;
- Most of the dealers were African-American men between the ages of 16 and 30 who lived in the neighborhood where they dealt, or had access to apartments near their business. Most trouble spots were in low income areas near housing projects and apartment complexes;
- There is a relatively small group of hard-core dealers and users. The majority are occasional users and sellers;
- From the survey of high school students, it was learned that the hard-core users and sellers were no longer in school, while occasional users and dealers tended to remain in school. Surveyed youth who had sold, typically reported that they did it for family emergencies;
- Drug use is a family affair--most of the individuals surveyed reported that they and people they know were introduced to drugs through friends and relatives. The image of a youth being approached and enticed by a stranger is contradicted by statements of users;
- Few drug sales occur in front of family owned and occupied residences, or in front of apartments with resident-managers. Dealers and users clearly know not to cross the line separating their place of business from a private residence next door. This limit constitutes a "threshold of tolerance" whereby property owners and resident-managers will not abide dealing and using in front of their properties, but choose to ignore what goes on next door.
- Apartment complexes as such do not explain drug sales and use in and around the area. In one area, there are two complexes within a block of each other with the same architecture; one of the apartments was a major market and use locale; the other was clean. The latter complex had an active resident-manager, a landlord who paid regular visits to his property, and a careful screening process for prospective tenants. Most tenants had lived in the facility for at least 5 years. The former lacked all of these elements;

- Drug dealers and users are not anonymous strangers; they are of the community. Tolerance has much less to do with fear than with familiarity and minding one's own business. Co-dependency rather than concern for safety seems to be the attitude among non-users;
- Members of different ethnic groups leave each other alone. An Asian or Hispanic would not report on an African-American. This constitutes a kind of multi-cultural co-dependency;
- To the extent that fear contributes to tolerance, it has more to do with the drama of occasional events and the exaggeration and publicity from the press, than day-to-day reality: "The vast majority of face blocks in East Oakland have no drug dealing and are in no immediate danger from drug elements";
- Neighborhood mobilization involving simple techniques is a powerful weapon in discouraging drug use and sales. In one neighborhood, an elderly retiree whose main activity is sitting by his garage watching TV, surveying the neighborhood and questioning all strangers--including the harassment of the research team--is enough to keep dealers off the block. The increasing number of retirees in the community suggest a potential source of neighborhood mobilization;

Based upon Dr. Bowser's research and the very similar conclusions and experience of the OPD's Beat Health unit, the OWSP has developed a comprehensive drug prevention and intervention strategy.

1. *Early intervention to prevent large-scale drug organizations from entering the target area.* Formerly East Oakland, particularly in the Felix Mitchell period, was a focus of large scale drug distribution within the East Bay. As described above, through the consistent efforts of the Oakland Police Department, and the Oakland Housing Authority--with Federal assistance--large-scale professional criminal organizations have been largely absent from the target area for a number of years, shifting north into Jingletown, New Chinatown, and the City of Richmond. OWSP will emphasize data sharing among criminal justice organizations to identify emerging problems and swift, coordinated action against emerging criminal organizations.
2. *Disrupt drug markets and eliminate the conditions for their reoccurrence:* Through buy-busts, confiscation of purchasers' vehicles, regular patrol and surveillance of drug sales sites, OWSP will endeavor to break up drug markets. Moreover, the OWSP Project, together with Beat Health, and with the OWSP/ORE Community Organizing program will work to prevent these markets from reforming. Dr. Bowser's research found that, not only are a minority of blocks within the target area the site of drug dealing, certain special conditions are required for drug dealing to take place: these include large, poorly supervised--or abandoned--housing, proximity of a major thoroughfare to serve as an escape route, ability to avoid regular surveillance from community members. Once a drug market is identified and disrupted, OWSP will work to transform the conditions which made it an acceptable site for criminal activity in the first place:
  - Beat Health will work to train landlords and apartment managers in strengthened tenant supervision, greater security for vacant properties, etc.
  - Beat Health, Community Police Officers, and the OWSP/ORE Community Organizers will work together to mobilize neighborhood residents against badly maintained or abandoned properties.
  - OWSP will install additional lighting at drug dealing sites, and will work with the Public Works Department to install traffic barriers, speed bumps and other devices to slow vehicular exit from drug dealing sites. They will work with landlords and Oakland Public Works to open up areas that are screened by weeds, heavy foliage, dilapidated fences, etc.
  - OWSP/ORE community organizers will mobilize neighborhood residents in community crime prevention programs.
  - OWSP will work through the Mayor's office to secure regulatory and administrative changes necessary to speed up the process of condemnation of abandoned and neglected properties that are the site of drug activity.

3. *Reduce Demand for Illegal Drugs:* As described in the treatment section below, residents of the Weed and Seed Target Area will have available a broad array of treatment alternatives, combined with social services, job training, and employment assistance.
4. *Reduce Availability of Street-level Dealers:* OWSP will work to break up drug organizations at the street level by providing alternatives to young people who are considering becoming street pushers: a) through the gang intervention and prevention strategies described below, b) by providing part-time and summer jobs as an economic alternative to part-time drug sales, c) by *countermarketing* against the belief that drug sales are glamorous or lucrative. We feel that this has been a largely overlooked aspect of the war against drug use--with the help of the media, many youth have come to see drug dealing as the pathway to riches and respect--the only such pathway available to ghetto youth. The result of this is that drug-dealing attracts many of the inner-city's best and brightest youth. In fact, however, few dealers ever earn enough to buy a Mercedes (or a house); for most, dealing remains a brief, frightening, desperate, and ill-paid prelude to arrest or early death.
5. *Reduce community acceptance of drug use:* A community survey conducted by East Oakland Fighting Back in 1991 found that 80% of the billboards in the inner city promoted alcohol or cigarette use (compared to less than one-third of billboards in affluent areas). Budweiser sponsors Oakland's annual Festival at the Lake and Juneteenth celebrations, while Coors sponsors a Cinco de Mayo celebration. Not only are alcohol and tobacco use themselves possibly gateways to other drug use, the relentless association of intoxication with beach parties, friendly well-dressed young business, and other symbols of happiness and success promotes an atmosphere of acceptance for drug use. OWSP--together with OWSP/ORE community organizers--will work to decrease community acceptance of legal drug use and or marketing that targets young adults. Legislative and regulatory activities will include:
  - Working to put a moratorium on new liquor licenses in the target community;
  - Mobilizing neighborhoods against nuisance liquor outlets;
  - Working with organizers of cultural events to make them liquor-free and to find other sponsors than liquor companies
  - Obtaining a ban by the Oakland City Council on the sale of liquor paraphernalia (such as tee-shirts, coolers, and other items with liquor company insignia) through liquor outlets
  - Coordinated site searches between ABC, DEA, and BATF of liquor establishments implicated in drug dealing or other criminal activity. If Weed and Seed funding is obtained, these searches will receive planning, coordination, and follow-up assistance by a part-time dedicated OPD officer or civilian technician.
  - Aggressive undercover work to identify--and put out of business--liquor outlets who sell to underage drinkers.

**D. Gang Intervention Strategy:**

As with drug trafficking, OWSP participants emphasize the importance of clearly understanding the social and economic and personal underpinnings of gang activity as a precondition to devising effective strategies to mitigate these problems.

The gang problem in Oakland is a diverse mixture of groups delineated by ethnicity, neighborhood, and self-defined allegiances. The groups range from organized crime cartels to loose neighborhood associations. Oakland's gangs include members who are African-American, white, Hispanic, Chinese, Southeast Asian, and Pacific Islanders.

African American gangs of Oakland are primarily involved in drug trafficking. The disputes, and frequent shootings, primarily revolve around drug turf. Within the target area, the African-American gangs are primarily local distributors of drugs obtained from Hispanic middlemen.

Southeast Asian gangs are the most rapidly growing problem in Oakland as a whole, and even more so in the Weed and Seed target area. Many of the Southeast Asian families in the target area spent years in camps in Asia before resettling in the US. Based on interviews by members of the OPD gang unit with gang members, there is evidence demonstrating that many gangs were initially formed in the camps, and reestablished here as gang members are able to make contact with one another.

The configuration of active Asian gangs is as follows:

| <b>Chinese</b> | <b>Vietnamese</b>              | <b>Cambodian</b>                   | <b>Multiethnic</b>    |
|----------------|--------------------------------|------------------------------------|-----------------------|
| Wah Ching      | Bui Doi<br>Rulers of Chinatown | Oaktown Crips<br>Jr. Oaktown Crips | All Brothers Together |

Hispanic gangs have also grown steadily in recent years. California's Hispanic prison gangs are the primary influence on youth gangs. As older gang members return to the street, they bring with them their prison gang loyalties. California has traditionally had two primary prison gangs, XIII (Trece) of Southern California, and XIV (Quatorce) of Northern California. These two factions were segregated in prison to avoid conflict. There was seldom conflict outside of the institution unless a member of the opposing faction was discovered in the wrong part of the state. However, recently a Trece faction known as the Border Brothers is attempting to claim territory controlled by XIV. This situation is now a major factor in local Hispanic gang alliances, which now fall under three umbrella groups: Border Brothers, Quatorce, and Familia Del Norte. The current gang situation is as follows.

| <b>Border Brothers (XIII)</b> | <b>XIV (Quatorce)</b>    | <b>Familia Del Norte</b> |
|-------------------------------|--------------------------|--------------------------|
| Jingletown                    | Fruitvale Gangsters      | Norteno Posse Group      |
| Mitchell Street Gangsters     | 38 Locos                 | East 7th Locos           |
| Wino Park Locos               | Barrio Majados Solamente | Berkeley XIV             |
| Davis Park Locos              | Untouchables             |                          |
| Ninety-Fourth Locos           | 500 Locos                |                          |
| La Quince                     |                          |                          |

OWSP recognizes the dilemma of many families confronting gang activity by their children. Most of the families are economically disadvantaged; many have only one parent at home. Among the Hispanic and Asian gangs, parents typically have language and cultural barriers to assimilation, and find themselves increasingly estranged from children who are assimilating into society at a faster rate than they are.

Youth themselves who are at risk for gang activity tend to have a weaker family structure, lower social skills, less self-esteem, and to have experienced or witnessed violence as the principle problem-solving

mechanism within their own families. They are unlikely to have high expectations for themselves or much hope for their personal future. Entry into the gang may be the first time in which they experience positive attention from a male older than they are.

The Lockwood-Coliseum community is also not conducive to the nurturing of children. In contrast to the Oakland hills, which have a rich array of afterschool and summer youth programs, Lockwood-Coliseum has only those youth programs offered by East Oakland Youth Development Center. The community boasts few open spaces, none of them safe for children. The middle class has long-since fled the community for more affluent areas.

The goals of the Weed and Seed Gang Intervention Strategy will be:

1. To break the links between adult professional criminal gangs and youth gangs;
2. To remove the most violent gang members from the community;
3. To provide ongoing opportunities for rehabilitation for less-violent gang members;
4. To provide an array of alternatives to prevent youth from joining gangs.

Activities will include:

***Weed***

1. Arresting gang members who commit violations of the law, focusing on those individuals who commit drive-by shootings;
2. Obtaining maximum prison sentences for individuals convicted of gang-related crime.
3. Maximizing convictions through vertical prosecution of felons, vigorously opposing OR releases;
4. Intensively supervising those gang members who are placed on probation.
5. Referring First-time offenders to Youth Court.
6. Establishing a hotline for youth to provide information on guns in schools.
7. Increase the number of truancy sweeps conducted by the Police Department.

***Community Policing***

1. Identifying high-risk youth and encouraging them to enter counseling and other available programs;
2. Making the Police Explorer and Cadet Program available to target area youths at Castlemont High;
3. Establishing parent patrols focusing on truancy and other "pre-gang" activity at each of the target area schools.

***Seed***

1. Peer Mentoring: A peer mentoring program will match stipended, trained high school or college-age youth with high risk late elementary and junior high school children identified by the school to be at risk. Approximately 200 high-risk youth will be served by this program every year. The program is described in more detail above.
2. Afterschool recreation: The inclination to associate in groups is a natural developmental phase for young males. As described above, the Weed and Seed will implement a broad range of afterschool programs to engage youths' interest and group energy in more prosocial activities.
3. Midnight recreation: For older youth, a midnight recreation program will operate year-round, combining late-night sports with mandatory education in conflict resolution, multiculturalism, and other life-transition issues.

4. Rites of Passage Programs: As described above, rites of passage program will be offered to high-risk students of both sexes in each junior high school to teach prosocial, culturally-appropriate images of manhood and womanhood to at-risk youth.
5. Prosocial jobs: A number of studies have shown that many youth turn to petty crime for lack of alternative sources of income and for lack of alternative models. The Weed and Seed Program will provide direct employment for as many as 150 young adults. In addition to the prestige of having money in their pockets, these youth will also have the prestige of giving something back to their communities. It is our intention to do everything we can to promote these youth as cultural models--securing recognition in local newspapers, radio, and television, and through institution of a "Hero of the Month", publicizing youth who have gone out of their way to achieve positive things.
6. Offering social work/case management program in each of the target area schools
7. Extending the OUSD's highly successful student conflict resolution training to each school
8. Establishing a youth center at Lockwood Gardens Public Housing Development that will offer vocational training, cultural and sporting events, homework assistance, Boys Club, Campfire Girls, and extensive youth playground and sport facilities.
9. Providing multi-lingual, multi-cultural family counseling to at risk youth and their families.

## **Section V Community Policing**

### **A. Community Policing Objectives**

1. By June 30, 1995, 6 full-time OHA and OPD community police officers will be working in the Weed and Seed target area.
2. A minimum of 24 blocks per year within the Target Area will organize some type of collaborative public safety program.
3. A minimum of 20 neighborhoods per year will receive physical public safety improvements, such as street lighting, speed bumps, etc.
4. A minimum of 15 crack houses or other drug hot spots will be abated every year.

### **A. General Strategy**

As described above, as part of its community planning process for Weed and Seed and Empowerment Zone Strategic Plans, community interviewers conducted in-depth interviews with target area residents. Four strong public safety messages that were conveyed by the public in these interviews were:

- Residents want to work with the Police,
- Residents want to see neighborhood approaches to solving public safety problems,
- Residents want to be involved in the planning, solutions, and implementation of actions to make neighborhoods safer,
- Residents identified many collateral problems--such as blighted property, uncollected garbage, and the like--which ranked nearly as important in their estimation as public safety, and which they identified as failures of city code enforcement and public works connected to the overall official neglect of their community.

These principles have shaped community policing strategies for Oakland's Weed and Seed Program. Oakland will build on the efforts that have already begun in the neighborhoods to connect programs and services so that they serve communities. Residents must be involved in the decisions that affect their neighborhoods.

A major distinction of the Oakland Community Policing Program is that the actual work of the police officers will be supported by an extensive infrastructure of community organizing, and community involvement programs, in addition to which the officers will be able to call upon a broad array of public and community services--everything from street cleaning to drug treatment--to assist them in achieving their mission.

### **B. Community Policing**

In response to the community's desire to become more involved, Oakland has launched the development of a Community Policing Program. Under Community Policing, officers are responsible for and responsive to specific neighborhoods. These officers walk their neighborhood beats, schedule regular community meetings with residents, and work with other City agencies to address neighborhood problems ranging from blighted properties to recreational activities. To assist these officers, Oakland appointed Neighborhood Service Coordinators, whose primary responsibilities are to help organize Community Councils and develop direct links between residents and the Police.

In connection with the Weed and Seed Program, Oakland's community policing effort will be enhanced in a number of ways:

- a. Full-time officers will be assigned by the Oakland Police Department to conduct community policing in the Target Area. Two half-time participants in the Police Cadet program will be assigned to

provide support for these officers. These officers will be supported by 5 Neighborhood Service Coordinators citywide who will assist in establishing neighborhood watch programs, community prevention programs, and other community mobilization services.

- b. Five full-time officers from the Oakland Housing Authority Police have also been assigned to provide 24 hour community policing in the Weed and Seed Area. OHA police are sworn officers supervised by a Lieutenant in the Oakland Police Department. Because--in addition to Lockwood and Coliseum Gardens--OHA has other small housing units scattered throughout the target area, OHA police can participate effectively in community-wide community policing efforts. Between OPD police and OHA police, the Weed and Seed Area will begin with one community police officer for every 1,000 people, and will apply for additional funding for community police officers. We believe that this will provide the Oakland Weed and Seed Target Area with one of the densest networks of community police in the county.
- c. Both the Oakland Police Department and the Oakland Housing Authority have agreed that community police officers will meet monthly with the Community Building Teams operated by the Oakland Renewal and Empowerment (ORE) Project (described in the Restoration Section, below) to identify emerging public safety problems, to plan comprehensive neighborhood level strategies, and to interact with neighborhood residents.
- d. Both the Oakland Police Department and the Oakland Housing Authority have agreed to cooperate through the supervising lieutenant with local resident councils in planning, supervising, and promoting community police officers
- e. The Oakland Weed and Seed Program will seek funding to create positions for 8 young adults annually to serve as Police Cadets. The Police Cadet Program is a young adult core group that are given police training and work with officers to follow through on investigative work, provide technical assistance, and provide citizen assistance. The Cadet Program serves two major purposes, giving officers needed assistance in carrying out daily duties and serving to attract local residents to the department, giving them an opportunity to explore a career as a police officer. These Police Cadets will work with the Community Building Teams, Community Organizers, the community Police Officer, and the community to focus on neighborhood issues and strategies. Additionally, this program will provide a direct path into police employment for participating young adults.

### **3. Neighborhood Public Safety**

Weed and Seed efforts at the neighborhood level in support of community police officers will be focused around six community organizers, funded by ORE (through its HUD Hope VI grant) and the Office of Substance Abuse Treatment of the Federal Department of Health and Human Services supported by the efforts of the OPD Neighborhood Service Coordinator for Beat 30. It is anticipated, at least initially, that four of these organizers will focus on the Lockwood and Coliseum Gardens Projects, while the others will work in the surrounding community. The most general responsibility of these Community Organizers will be to assist the target area to increase its ability to control its own environment and to develop its indigenous resources. In the area of public safety, tasks of the Organizers will include:

- conduct on-going door-to-door interviewing to identify neighborhood public safety concerns;
- help to build linkages between neighbors and forge community associations directed toward public safety, such as block parent groups and neighborhood watch groups;
- identify and organize the community against neighborhood problems, including badly maintained rental property, drug dealing hot spots, new liquor stores and bars or liquor stores/bars that permit public inebriety or sales to minors.
- act as an advocate for the community (and use the resources of the Weed and Seed Steering Committee to advocate for the community) for infrastructural improvements that promote public safety, such as better street lighting, speed bumps, traffic barriers, and targeted police enforcement of drug sales hot spots.

- work with the neighborhoods, community workers and the Community Police Officers who will be dedicated to the Weed and Seed Program to develop and implement public safety plans.
- Community Organizers will be able to call upon the resources of the Community Building Teams (described in the Restoration Section below) to provide public safety improvements in critical areas.

## **D. Violence Reduction**

The Oakland Weed and Seed Program will conduct a number of programs designed to de-escalate the level of violent with which interpersonal problems are addressed. These will include:

**1. Domestic Violence:** Domestic violence is at the root of much of the violence in the target communities. Not only is the violence itself a problem, domestic violence within a family threatens family stability, impairs children's ability to function in school and in society, teaches children that violence is an appropriate response to social frustrations, and leads to intergenerational cycles of violence.

In 1993, the Mayor of Oakland declared a policy of "Zero Tolerance" for domestic violence. A broad body of scholarly literature have shown that prosecution and punishment are effective in reducing domestic violence. A study within Oakland itself found a 15% decline in repeat domestic violence when a detective was assigned to follow-up on domestic violence incidents.

The Oakland Weed and Seed Program will implement a response to domestic violence that will include criminal justice, counseling, and prevention components.

■ Prevention

- a. Violence prevention training and counseling will be made available throughout the target area. Each of the youth mentors participating in the Mentorship program will be required to participate in a Violence Prevention training. Both Havenscourt and Lockwood will implement conflict resolution training.
- b. Domestic violence and abuse awareness programs will be offered at each of the schools in the target area.

■ Counseling

- c. The Alameda County Department of Social Services will cooperate in an early intervention program with the Weed and Seed Program. During family investigations in which there is evidence of abuse or neglect, but the condition is insufficiently severe to warrant removal from the home, the Social Services Agency will refer the family to Project Reclaim, a domestic violence early intervention program. This program works with any members of the family who are willing to participate. If the whole family participates, the program provides family counseling, violence interruption training, case management, and support services. If members of the family are unwilling to participate (especially father and/or mother), it provides support and counseling to those members of the family who are willing to participate.
- d. OWSP/ORE will fund beds in an existing domestic violence shelter for target area families seeking to escape abusive spouses.

■ Criminal Justice

- e. Women will be given education and assistance regarding their rights in domestic violence situations; they will be assisted to obtain and enforce restraining orders against abusive mates.
- f. The Alameda County District Attorney has assigned a single coordinator for domestic violence cases in municipal court.
- g. Cases against domestic violence offenders will be prosecuted--where warranted--even in cases in which the spouse declines to press charges.

**2. Youth Violence:** Rites of Passage and Conflict Resolution Training (described in the gang intervention section, above) will provide youth and teens with constructive alternatives to violence.

### **Relationship of Criminal Justice Strategy to Weed and Seed Model**

| <b>Drugs</b> | <b>Gangs</b> | <b>Violence</b> |
|--------------|--------------|-----------------|
|--------------|--------------|-----------------|

|                           |                                                                                                                                                                                                                                                                       |                                                                                                                                                                                                                                                |                                                                                                                                    |
|---------------------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------------------------|
| <b>Weed</b>               | <ul style="list-style-type: none"> <li>• Target criminal organizations</li> <li>• Disrupt drug markets</li> <li>• Tough sentencing and close supervision for major offenders</li> <li>• Vertical cooperation on apprehension, prosecution, and sentencing.</li> </ul> | <ul style="list-style-type: none"> <li>• Target habitually violent offenders</li> <li>• Early comprehensive assessment/intervention for youthful first-time offenders</li> <li>• Break links with older professional criminal gangs</li> </ul> | <ul style="list-style-type: none"> <li>• Zero tolerance for domestic violence</li> </ul>                                           |
| <b>Community Policing</b> | <ul style="list-style-type: none"> <li>• Diversion and Tx for non-violent first-time offenders</li> <li>• Neighborhood Watch Groups</li> <li>• Community Organizing against drug activity</li> <li>• Citizen Advisory Committees on Crime</li> </ul>                  | <ul style="list-style-type: none"> <li>• Conflict resolution training in school</li> <li>• Rites of Passage Programs</li> <li>• Youth Mentoring</li> <li>• Midnight Sports</li> <li>• Parent Patrols around schools</li> </ul>                 | <ul style="list-style-type: none"> <li>• Community conflict resolution training</li> <li>• Community mediation services</li> </ul> |

|             |                                                                                                                                                                 |                                                                                                                                                                                                                                              |                                                                                                                  |
|-------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|
| <b>Seed</b> | <ul style="list-style-type: none"><li>• Demand reduction through treatment and rehabilitation</li><li>• Case Management</li><li>• Community Education</li></ul> | <ul style="list-style-type: none"><li>• Youth and family counseling</li><li>• Drug Treatment</li><li>• Pregnancy and family planning assistance</li><li>• Youth Service Programs</li><li>• Youth neighborhood rehabilitation teams</li></ul> | <ul style="list-style-type: none"><li>• Domestic violence counseling</li><li>• Family violence refuges</li></ul> |
|-------------|-----------------------------------------------------------------------------------------------------------------------------------------------------------------|----------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------------|------------------------------------------------------------------------------------------------------------------|

**3. Neighborhood Safe Havens:** Several Neighborhood "Safe Havens" will be established:

- a. The Oakland Fire Department intends to establish its fire houses as 24-hour safe havens for youth who feel at risk, are in crisis, or are simply seeking respite from the street. The first of these safe havens will be established at the Fire House within the Weed and Seed target area.
- b. Lockwood Gardens: As part of the ORE Project, a community center will be built within Lockwood Gardens which will have counseling services, youth programs, and community police offices. Although it will not be open 24 hours as will the Fire House, it will provide comprehensive "one-stop shopping" for at-risk youth in search of a safe environment off the street.

## **Section VI Prevention, Early Intervention, Treatment**

### **A. Overview of Integrated "Seed" Strategy**

Objectives of the Seed Components are as follows:

1. Beginning in January 1995, 100 families per year will receive case planning assistance;
2. Beginning in January 1996, 200 individuals per year will receive vocational training assistance;
3. Beginning in January 1995, 60 individuals per year will receive treatment for alcohol or other drug problems;
4. Beginning in January 1996, 50 individuals per year will be assisted to purchase housing within the Weed and Seed target area;
5. Beginning in the 1995-96 school year, the number of suspensions and expulsions at Havenscourt and Lockwood will decrease by 5% per year, while the average daily attendance will increase by 5% per year.
6. Beginning in January 1995, 10 new small businesses will be initiated each year with assistance from the OWSP/ORE Project; an additional 20 existing business will receive technical assistance, microloan assistance, or other services from the OWSP/ORE project.

As discussed above, the "seed" components of the Oakland Weed and Seed Program are being conducted in collaboration with the Oakland Renewal and Empowerment (ORE) Project, which is itself a collaboration between the Oakland Housing Authority and the City of Oakland Mayor's Office.

Although the majority of families applying for public housing, Aid to Families with Dependent Children (AFDC) and other public entitlements are likely to have relatively short stays on welfare, some families receiving public support are at risk of long-term welfare dependency. These families also are likely to have the greatest need for help in achieving self-sufficiency. Therefore, programs targeted to them have the potential for producing the greatest long-term impact on welfare dependency.

These families, in addition to being at risk of long-term dependency, are also at much greater risk of requiring other government services. In particular, they are more likely to be in contact with the child welfare system and are at ten times the risk of losing their children to the foster care system. Their children are much more likely to experience developmental delays, to require special education services, and to have difficulties in school that lead to grade retention or dropping out altogether. If these families are not helped to become more self-sufficient on a variety of dimensions, the public sector is likely to be required to spend money on a variety of remediation services in addition to the expenditures made under public housing acts, AFDC and Medicaid.

The OWSP/ORE offers a promising model for working with at-risk families which could be adapted for use with a wide variety of families in the welfare system. On an individual/family level the OWSP/ORE calls for a comprehensive approach that builds upon family strengths and meets the needs the family recognizes as most important to them, whether those needs relate to housing and the basic "hard" services, parent-child relations, child development help, or employment assistance. On a community level, the OWSP/ORE also calls for a comprehensive approach that builds upon community strengths and facilitates the community identifying its most pressing needs and developing its own strategies for solving those needs.

The OWSP/ORE started with the premise that certain families could be identified as being at risk of long-term welfare dependency. It assumed that many, if not most of these families are at high risk for long term unemployment, AFDC, Medi-Cal and other entitlements. It was also within the neighborhoods in which these families lived intergenerational patterns of dependence had developed that promised little hope for youth, provided extremely limited opportunities for community involvement, offered few, if any, models of vocational success, and no clear path out of dependency. The only viable models of strength and

independence were provided by gangs and drug dealers who flaunted new cars, new clothes, and to impressionable youth an even more rare commodity: power and control. In such a context, the increasing level of youth related violence, drug abuse, unemployment, and dropping out of school could be no surprise. To reverse this cycle would require a comprehensive approach that offered a clear path for families and their children, a path that offers a wide range of support at the same time that it offers an array of opportunities for personal and community empowerment. These three fundamental components -- support, community service and vocational opportunity -- are the core of the OWSP/ORE.

The "Seed" continuum for the OWSP/ORE will build upon the extensive infrastructure of health and social services already present in the Target Area. To achieve this degree of service integration, OHA and the City of Oakland have invited a wide range of agencies from business and urban development, housing, education and vocational training, social services, and community organizing, empowerment and community security agencies. These agencies have forged a continuum of integrated services designed to help residents take full advantage of their own and their community's nascent strengths and achieve new levels of self sufficiency, community involvement, and mutual support.

A brief summary is provided below describing the various components of the Seed Continuum.

■ **Housing, Business & Urban Development**

- integrate a wide variety of other economic and housing development activities into a coordinated effort to revitalize the community;
- stimulate economic development in the immediate vicinity;
- develop local ordinances to encourage rehabilitation of abandoned residential and commercial property;
- develop technical assistance, Revolving Loan Funds and seed grants designed to stimulate expansion of existing small businesses in the target area, create new resident initiated self-employment opportunities, and encourage hiring of local residents to staff both;
- collaborate with the unions to develop strategies for training and placing local residents without compromising current members employment opportunities;
- establish resident micro-businesses to receive 'sole-source' contracts to do housing development renovations and maintenance: painting, landscaping, unit renovations, and other small maintenance jobs;
- link vocational placement, business incubation activities, resident micro-businesses, and community service stipend system to a clear path leading to ownership of currently abandoned homes in adjoining neighborhoods;
- create stronger requirements for local resident employment on all public works projects and provide mechanisms that encourage and facilitate local union contractors' efforts to hire enough local residents to meet those requirements;
- Develop and implement a community reinvestment policy at both the City and County levels.

■ **Education and Vocational Training**

- create two community centers in the East Oakland developments: one housing an extensive array of adult education and vocational training opportunities and the other providing a wide range of health, human, recreational, and child care services;
- establish a broad range of adult education, English as a Second Language, vocational training, offered through the Oakland Unified School District's Regional Occupational Programs, Adult Education Division, and Vocational Education Programs, and job placement initiatives that are linked to home ownership and small business development opportunities;
- develop and coordinate youth training and job placement opportunities that are integrated into the public school system and linked to community service opportunities developed with OWSP/ORE funding;
- create a homework and tutoring center operating seven days a week in the Community Center at Lockwood Gardens. Program will be linked to curriculum at local public schools, both of which are collaborating with the OWSP/ORE.

■ **Social Services and Community Service**

- establish an extensive volunteer-driven community service program through which citizens are encouraged to accept and provide support to each other. This strategy will involve developing a Resident Council-managed Service Credit System that enables residents to support each other and provides a structure that encourages interdependency among residents that supervenes the need for publicly supported services;
- develop a related youth-driven community service initiative, *It Starts Now*, designed to involve youth in renovation activities in the targeted areas and surrounding community that includes:
  - ◆ Project YES a Conservation Corps operated school based program that will work out of Havenscourt Junior High School across from Lockwood Gardens;
  - ◆ A school-based community service initiative coordinated by East Oakland Youth Development Center operating out of Castlemont High School.
- develop linkage between these community service activities and pre-existing and OWSP/ORE-established vocational training and placement programs;
- create a culturally sensitive outreach and case management system that recruits resident involvement and integrates tenants into the continuum of opportunities;
- establish family support services including child care, Head Start, parenting training-education, parent support groups, and respite care;
- build upon the education, leadership development, and educational programs developed by the Boys and Girls Club through Drug Elimination Funding and expand the homework and tutoring center at Lockwood;
- establish a variety of child care options through local funding, state funding and the JTPA, Private Industry Council sponsored child care voucher programs;
- establish an easily accessible drug treatment program with the capacity to serve a larger number of residents in need of treatment and capable of providing extensive family counseling and co-dependency training to increase the success rate of the program.

■ **Community Organizing, and Empowerment.**

- stimulate locally-planned and implemented community development and improvement activities;
- cultivate, coordinate and sustain community involvement in the planning and implementation of the revitalization effort that includes meaningful opportunities for demonstrating leadership and contributing to the health of the community;
- explore new mechanisms for fostering OHA resident involvement in the management of public housing developments;

■ **Vocational Training and Job Development Continuum:**

- A critical component of the OWSP/ORE is increasing the extent to which local residents are employed on this and future public improvement projects. To this end, the City of Oakland has just passed an ordinance, HIRE Oakland, designed to encourage and reward local companies for hiring Oakland residents. To achieve this objective, the OWSP/ORE Planning Committee is establishing a variety of initiatives:
  - ◆ Development of a cooperative relationship between the Oakland Unified School District, the Private Industry Council, the local Community College Districts, and the local labor union apprenticeship programs through which youth can enroll in apprenticeship/training programs and ultimately be placed in unsubsidized positions in local industries;
  - ◆ Establishment of a variety of training, technical assistance, revolving loan and seed money opportunities that foster resident development of self employment opportunities;
  - ◆ Offer quarterly workshops for women interested in developing self employment opportunities. Workshops will be offered by nationally recognized, Women's Initiatives in Self Employment (WISE).
  - ◆ Utilizing East Bay Conservation Corps work crews to hire 24 residents who will then receive up to two years of on the job training.

**B. Specific Prevention, Intervention and Treatment Strategies**

■ **Community Building**

The social fabric of a neighborhood is forged by its local institutions--schools, churches, marketplaces, parks, libraries--and, on a more intimate level, by its human connections--block clubs, baby-sitting cooperatives, shared family meals, casual conversations over the back fence. Within our target community, these institutions have been under assault for decades.

Recreating the institutions and relationships of a healthy community is the fundamental task of community revitalization. This can only be accomplished by a door-to-door, block-by-block revitalization effort sustained over a period of years. This requires simultaneously 1) restoring the physical setting in which community bonds are formed, 2) restoring or strengthening the human bonds among families and between neighbors, 3) enhancing local institutions such as the school, the recreation center, the cop-on-the-beat and bringing them back to a local scale, under local control.

To implement this strategy the Oakland Weed and Seed Project will utilize the Community Building Strategy developed by the Oakland Housing Authority ORE Project.

#### *1. Community Organizing*

At the core of the Community Building Strategy will be six Community Organizers funding by the HUD Hope VI grant, by HHS Center for Substance Abuse Treatment moneys, and by local match. The most general responsibility of these community organizers will be to assist the target area to increase its ability to control its own environment and develop its indigenous resources. Tasks of the organizer will include:

- conduct on-going door-to-door interviewing to identify neighborhood needs and opportunities;
- provide information, referral, and advocacy to assist individuals and families to obtain needed services, training, and public benefits;
- help to build linkages between neighbors and forge community associations, such as block parent groups, neighborhood watch groups, tenants organizations, baby-sitting cooperatives, sports or cultural events;
- identify and organize the community against neighborhood problems, including badly maintained rental property, drug dealing hot spots, new liquor stores and bars or liquor stores/bars that permit public inebriety or sales to minors.
- act as advocate for the community (and use the resources of the Weed and Seed Program to advocate for the community) for street cleaning, better lighting, more buses or any of the myriad other public services which can assist residents.
- mobilize the community to build or strengthen local institutions, including schools, social service agencies, churches, local businesses.
- mobilize the community to build or strengthen local physical infrastructure including parks, community gardens, recreation facilities.

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