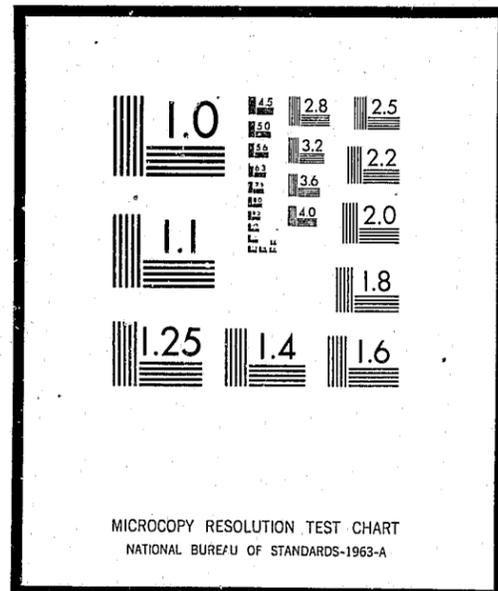


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Date filmed

9/19/75

Final Report On  
Community Service Officer  
Cluster Evaluation

OFFICE OF CRIMINAL JUSTICE PLANNING  
SACRAMENTO, CALIFORNIA

April, 1974

9/5574

September 4, 1974

Review of Cluster Evaluation of  
Community Service Officer Projects

Following is my review of Booz-Allen and Hamilton's Final Report of the Cluster Evaluation of Community Service Officer Projects:

A. Background:

The cluster evaluation is an attempt to measure the effectiveness of four community service officer projects in terms of a) increasing employment opportunities in law enforcement for minority and other youth; b) improving police community relations; and c) relieving regular officers of nonhazardous duties. The following projects were included in the cluster:

1. Compton CSO Project

The Compton Police Department hired and trained 31 community service officers (26 minority, 5 nonminority) during the project history. The CSO project began in July 1969 as a first step in improving police-community relations in a city with an 85% minority population and the highest crime rate in the United States. Duties of the CSOs included a) staffing the records counter, taking walk-in and phone reports; b) delivering writs of subpoena; c) assisting in fingerprinting; d) formal community relations activities; and 4) assisting in the records, juvenile narcotics, traffic and communications divisions.

2. Inglewood CSO Project

The Inglewood Police Department hired 46 males and 2 females during the life of the project, to serve as CSOs. In the first two years of the project recruitment focused on nonminority CSOs with a gradual shift in the third year to recruitment of minority CSOs. Duties of the CSOs included heavy emphasis on community crime prevention activities as well as patrol activities in specific high crime areas.

3. Corona CSO Project

The Corona Police Department's CSO project placed major emphasis on working with young people in the community (characterized by a 28% Mexican-American population). CSOs were assigned to various elementary and junior high schools in the Corona-Norco Unified School system to counsel, supervise, and generally associate with the students. In one summer, CSOs served as city recreation leaders to organize and supervise recreation programs in the city parks. They also performed investigative follow-up on cases and conducted property security checks.

4. Colton CSO Project

The Colton CSO project hired and trained 9 individuals during the three years of project funding, to focus upon improvement of police-community relations in the community (characterized by a 50% Mexican-American population). Duties of the CSOs included relieving regular officers of nonhazardous duties, assistance to officers in the records division, conducting public service presentations and assisting the animal control center.

B. Methodology; Evaluation Outcome Measures:

Each of the four projects were described and evaluated in terms of:

1. environments in which they were operated,
2. success in meeting impact objectives (i.e. developing a recruitment base for officers; improving police community relations; relieving police of nonhazardous duties)
3. effectiveness of project administration,
4. adequacy of prior project evaluations.

The evaluation utilized varying research methods, including interviews; document review; community attitude surveys; on-site observations and questionnaires. In addition, a management audit was performed to determine strengths and weaknesses in project administration. This audit focused upon the following areas:

1. project planning, monitoring and reporting,
2. recruitment and selection of CSOs,
3. training,
4. utilization of CSOs,
5. indoctrination of regular officers,
6. supervision of CSOs,
7. monitoring academic attendance and performance of CSOs.

A community attitude survey was also conducted in each of the project's target communities to assess whether the projects had any impact upon police-community relations. This attitude survey was necessarily retrospective, since no baseline data on citizen attitudes had been collected prior to initiation of the cluster evaluation.

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Data concerning the volume of calls for service for the periods prior to project implementation and during the second or third year of funding were compared to determine whether and to what extent the CSOs relieved regular officers of nonhazardous duties, thereby permitting availability of regular officers to concentrate on law enforcement problems.

Specific emphasis was placed upon determination of whether the CSO projects actually provided a recruitment base for each police department - i.e., whether CSOs eventually became regular members of the police department or other police departments.

Of particular interest was the attempt of the evaluation team to develop and use a five-point scale for ranking projects in terms of those seven elements of administrative performance mentioned previously. (This ranking procedure for inter-project rating has great potential for application in other cluster and program evaluations. - See Exhibit XVI of this final report.)

Finally, I would like to direct your attention to Section IV of this final report, since it deals with the elements of a model community service officer program. This section includes an excellent discussion of program goals, measurement criteria, alternative approaches to CSO projects and extensive discussion of data elements that should be used in CSO grant applications to facilitate OCJP decision-making concerning funding. This section contains very useful materials and instructions on project record-keeping as well.

C. Evaluation Results:

1. Compton P.D. and Corona P.D. were most successful in reducing the workload of regular officers. The hours of relief per sworn officer in the cities of Compton, Corona, Inglewood, and Colton were 27.8 hours, 27.3 hours, 12.6 hours, and 16.1 hours, respectively.

2. The percentage reduction in calls for service per sworn officer in each city was as follows:

	<u>% reduction in CFS</u>
Compton	6.8%
Inglewood	27.7%
Corona	- *
Colton	2.8%

\* CSOs in Colton did not respond directly to calls for service.

3. Use of CSOs in the four communities represented the following dollar savings:

<u>City</u>	<u>Dollar Savings</u>	
Inglewood	\$10,828	(\$ 70/sworn officer)
Compton	7,234	(\$ 49/sworn officer)
Corona	3,936	(\$101/sworn officer)
Colton	2,174	(\$ 54/sworn officer)

4. Results of the community attitude survey were generally favorable, but largely inconclusive concerning impact of the CSO projects upon police-community relations.

5. None of the CSO projects were very successful in increasing their own department's minority representation.

6. Inglewood P.D. had the most success in utilizing the CSO project as a recruitment base for the department:

- 12 of Inglewood's 32 CSOs joined the P.D.
- None of Colton's 7 CSO's joined the department as a sworn officer; one CSO joined as a non-sworn employee.
- 1 of Corona's 20 CSOs joined the department as sworn officers and 1 as a non-sworn employee.
- 5 of Compton's 23 CSOs joined the department as sworn officers.

D. Conclusions of the Evaluation:

1. The link between CSO project performance and a reduced crime rate cannot be documented. This is primarily because CSO's do not handle hazardous duties and it is difficult to determine the crime-related impact of reduction of the nonhazardous workload of regular officers.
2. The CSO projects in the cluster did not significantly increase minority representation within the four police departments involved.
3. Community attitude surveys do not produce very useful measurement of improved police-community relations - certainly not without extensive pretesting and extensive research to develop valid indicators of the desired impact.
4. In three of the four police departments involved, the CSO projects were not very successful in utilizing the CSOs as a recruitment base for the police department.

E. Comments on the Evaluation:

Booz-Allen and Hamilton has produced a high quality evaluation product. The results of the evaluation suggest that, if the four projects in the cluster are indeed representative of all CSO projects, then the impact of CSO projects, in general, is somewhat intangible. However, improved administration, planning, and use of evaluation results of these projects would probably increase the effectiveness of these projects in achieving their objectives.

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Ms. Francine Berkowitz  
Office of Criminal Justice Planning  
7171 Bowling Drive  
Sacramento, California

Dear Ms. Berkowitz:

We are pleased to submit our final report on the Cluster Evaluation of Community Service Officer Projects. The report summarizes our findings and conclusions about the performance of CSO Projects in Compton, Inglewood, Corona and Colton, California. It also assesses the potential for creating a model CSO Program Design.

For purposes of convenience, we have included a summary of the evaluation as a first section in the report.

We appreciate the cooperation afforded us by the project and city government personnel in the four cluster cities. Without the information and guidance provided by them, successful completion of the evaluation would have been impossible.

The CSO Cluster Evaluation has been an interesting and challenging project. We have enjoyed the opportunity of working with you.

Very truly yours,

*Booz, Allen & Hamilton Inc.*

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EVALUATION SUMMARY

EVALUATION SUMMARY

I. EVALUATION METHODOLOGY

Ten major steps were taken to conduct the cluster evaluation:

- (1) Conducted Initial Interviews With Key Personnel
  - . Introduced study team members
  - . Identified target population contacts
  - . Documented history, scope and status of each project
  - . Assessed kind, amount and quality of available data
  - . Clarified project goals
- (2) Documented Impact Objectives
- (3) Developed Criteria for Measuring Project Success in Meeting Impact Objectives
- (4) Defined Data Requirements And Determined Methodology for Applying Criteria to Objectives
- (5) Utilized Varying Research Methods, As Appropriate:
  - . Interviews
  - . Document review
  - . Attitude surveys
  - . On-site observations
  - . Questionnaires

- (6) Conducted A Management Audit To Assess the Effectiveness of Project Administration
- (7) Assessed the Value of Project Evaluations
- (8) Compared the Performance of Each of the Four Cluster Projects
- (9) Verified the Potential for Building a Statewide CSO Program and Developed a Model Program Design
- (10) Documented Major Findings, Conclusions and Recommendations In a Final Report

## II. INDIVIDUAL PROJECT PERFORMANCE

Each of the four projects were described and evaluated in terms of:

- . Environments in which they were operated
- . Success in meeting impact objectives
- . Effectiveness of project administration
- . Adequacy of project evaluations

Exhibit I, following this page, summarizes the major costs and benefits of the four cluster projects.

## III. PROJECT COMPARISONS

Cluster projects were compared in terms of environments in which they operated, relative success in meeting common impact objectives, effectiveness of project administration and adequacy of evaluation activities. Results of the comparisons can be summarized as follows:

- (1) Environments In Which Projects Were Operated Varied Greatly
  - . Compton and Colton had high minority populations
  - . Income levels in Compton and Colton were below state averages

EXHIBIT I

Office of Criminal Justice Planning

COMPARISON OF PROJECT COSTS TO MAJOR BENEFITS RECEIVED FOR EACH OF THE CLUSTER CITIES

Major Project Costs and Benefits	Compton (3 years)	Inglewood (3 years)	Corona (2 years)	Colton (3 years)
<b>1. PROJECT COSTS - TOTAL</b>				
(1) Federal and State	\$ 314,988	\$ 258,204	\$ 111,698	\$ 35,624
(2) Local Match	135,423	138,482	58,132	23,714
<b>TOTAL</b>	<b>\$ 450,411</b>	<b>\$ 396,686</b>	<b>\$ 169,830</b>	<b>\$ 59,338</b>
Per year	\$ 150,137	\$ 132,212	\$ 84,915	\$ 19,779
Per CSO Participating	14,529	8,263	5,856	6,593
Per Sworn Officer (1972)	3,064	2,559	4,355	1,483
As A % of Police Department Budget	3.0%	1.0%	4.8%	1.5%
Local Match as % of Total	30.1%	34.9%	34.2%	40.0%
<b>2. PROJECT BENEFITS (1972)</b>				
(1) To the Department	<ul style="list-style-type: none"> <li>Directly relieved sworn officers of about 4,087 hours of work--equivalent to \$25,544 in sworn officer time</li> <li>May have had some impact on police-community relations                             <ul style="list-style-type: none"> <li>- Hiring minority CSO's</li> <li>- Performing CR activities</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Directly relieved sworn officers of 1,958 hours of work--equivalent to \$16,698 in sworn officer time</li> <li>Probably helped improve police-community relations</li> <li>Helped implement successful crime prevention programs</li> <li>Provided an effective recruitment base for the department                             <ul style="list-style-type: none"> <li>- Hired 16 CSO's</li> <li>- Ten current CSO's plan a career in law enforcement</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Directly relieved sworn officers of 1,112 hours of work--equivalent to \$6,883 in sworn officer time</li> <li>May have improved school children's attitudes about the police</li> <li>Provided one sworn officer and 3 non-sworn employees to the Corona Police Department</li> </ul>	<ul style="list-style-type: none"> <li>Directly relieved sworn officers of 645 hours of work--equivalent to \$3,786 in sworn officer time</li> <li>Helped improve police-community relations with the Mexican-American community</li> </ul>
(2) To the Individual CSO	<ul style="list-style-type: none"> <li>Provided training and experience in law enforcement to 5 non-minority CSO's</li> <li>Provided employment to 26 minority group members</li> <li>Helped 26 minority and non-minority CSO's continue their education                             <ul style="list-style-type: none"> <li>- Financial support</li> <li>- Opportunity</li> <li>- Encouragement</li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Provided training and experience in law enforcement to 48 CSO's</li> <li>Increased opportunities for minorities to have a career in law enforcement                             <ul style="list-style-type: none"> <li>- Hired 8 minority CSO's                                     <ul style="list-style-type: none"> <li>.. Three have careers in law enforcement</li> <li>.. Seven plan careers in law enforcement</li> </ul> </li> </ul> </li> </ul>	<ul style="list-style-type: none"> <li>Provided training and experience in law enforcement to 11 cadets</li> <li>Helped 20 cadets continue their education</li> <li>Provided a career in law enforcement to 20 cadets</li> </ul>	<ul style="list-style-type: none"> <li>Provided training and experience in law enforcement to 9 PSO's</li> <li>Helped 9 PSO's continue their education</li> <li>Provided a career in law enforcement to 2 PSO's                             <ul style="list-style-type: none"> <li>- One as a sworn officer</li> <li>- One as a non-sworn employee</li> </ul> </li> </ul>

EXHIBIT I (2)

Major Project Costs and Benefits

(2) To the individual CSO  
(continued)

Compton (3 years)

Three minority CSO's became regular officers

Four current COS's plan a career in law enforcement

Inglewood (3 years)

Increased opportunities for youth to a career in law enforcement

- 48 CSO's were hired  
..20 have a career in law enforcement  
..10 plan a career in law enforcement

Helped 48 CSO's continue their education

Corona (3 years)

Seven current cadets plan a career in law enforcement

Colton (3 years)

Provided employment and educational opportunities and training in law enforcement to 9 minority group members

- . Compton's unemployment rate was well above the state average
  - . Education levels in all 4 cities compared to state averages
  - . Crime rates were above state averages in Compton and Inglewood and below in Corona and Colton
  - . Policing resources were generally above state averages
- (2) Project Scope And Available Resources Varied Among the Cluster Projects
- (3) Success In Meeting Common Impact Objectives Varied Among the Four Projects
- . Compton and Corona did the best job of relieving sworn officer workload
  - . A valid comparison of the relative impact each project had on improving police-community relations could not be made
  - . Inglewood has the potential of being the most successful in increasing minority representation in law enforcement
  - . Inglewood had the most success in utilizing the CSO Project as a recruitment base for its department
  - . Compton provided the greatest support to CSO's in continuing their education
- (4) The Ranking Of Projects Differed By Various Areas Of Administration
- . Compton ranked highest in 3 areas:
    - Project planning, monitoring and reporting
    - Utilizing CSO's
    - Indoctrinating regular officers

- . Inglewood ranked highest in 2 areas:
    - Recruiting and selecting
    - Supervision
  - . Colton ranked highest in training
  - . Colton and Compton ranked highest in monitoring academic attendance and performance
- (5) Compton's Evaluation Component was Substantially Stronger Than the Other 3 Cluster Cities

#### IV. MODEL PROGRAM DESIGN

The concept of a CSO Program is sound and has the potential of assisting OCJP meet its objectives. This section described the important elements of a CSO Program.

##### (1) Parameters of A CSO Program

###### Common Community Programs

- High/increasing crime rates
- High crime in specific geographic locations
- Heavy/increasing workload
- Limited community resources
- Racial tension/deteriorating police-community relations

###### Common Program Goals

- Improving police effectiveness and efficiency
  - .. Relieve officer workload
  - .. Shift workload to lower paid personnel

- .. Improve police-community relations
- .. Provide a recruitment base
- Increasing opportunities for youth/minorities to work in law enforcement
  - .. Provide encouragement and support
  - .. Provide on-the-job experience

Common Operating Characteristics

- Administered by law enforcement personnel
- Utilize CSO's as apprentice officers
- Require CSO's to continue their education
- Identify CSO's with police force
- Provide realistic exposure to police work
- Encourage CSO-regular officer contact and cooperation

(2) Program Planning and Development

Before funding

- Develop community profile data
- Identify and document problems
- Identify goals and develop measurement criteria
- Analyze alternative approaches

Between funding and implementation

- Establish action year impact objectives
- Present a work program (process)

(3) Program Monitoring and Reporting

- Identify key information needs
- Determine baseline data needs
- Establish record keeping, data analysis and project reporting procedures

(4) Program Operation

A description of the administrative and operating features which exert major impact on project performance.

(5) Program Evaluation

- Major weaknesses of the present system
  - Inadequate guidance from state and regional planning agencies
  - Insufficient data collection during project operation
  - Attempts to measure citizen attitude changes are relatively futile
  - Current evaluation efforts are of limited value to OCJP
- Suggested modifications
  - Concentrate technical assistance at the beginning of project operations
  - Discard the sophisticated attempts to assess citizen attitude changes
  - Limit evaluation activities to reviewing key data and identifying major success factors and improvement opportunities.

I. EVALUATION METHODOLOGY

I. EVALUATION METHODOLOGY

This chapter presents the major steps taken to evaluate individual project performance, compare the relative success each had in meeting its objectives and develop guidelines for the successful operation of future CSO projects. In addition, major data gathering and analytical techniques are reviewed.

1. INITIAL INTERVIEWS WERE HELD WITH KEY PERSONNEL IN EACH AGENCY

During initial interviews, the following major tasks were accomplished:

- . Study team members were introduced and the working relationships required to successfully complete the evaluations were outlined.
- . Key contacts in each agency and in the target populations were identified.
- . The history, scope and status of each project was documented.
- . The kind, amount and quality of data available to use in the evaluation were reviewed.
- . Project objectives were clarified and any changes in objectives from the original grant application were documented.

A major purpose of these first sessions with project personnel was to develop the client relationship needed to successfully conduct the evaluation. None of the agencies felt they had much to gain or lose from the results of the evaluation. The funding cycle had been completed for three of the projects and third-year funding for the fourth project had been refused. For this reason, it was necessary to attempt to develop support for and interest in the evaluation on the part of project personnel. This cooperation was important, not only for meeting immediate study requirements, but also for increasing the possibility that agencies could directly benefit from study results.

2. IMPACT OBJECTIVES WERE DOCUMENTED FOR EACH PROJECT

A key requirement of the evaluation was to determine whether or not projects accomplished what they intended to accomplish or, stated another way, had the impact originally intended. To document impact objectives, the following steps were taken:

- . Written statement of objectives contained in grant applications were reviewed.
- . Interviews were conducted with project personnel to determine whether written objectives accurately reflected what the project actually intended to accomplish.
- . To some extent, priorities were established among objectives, particularly when conflicting objectives were identified.
- . Changes in objectives, resulting from a change in project scope or emphasis, were documented.
- . Written objectives were restated in such a way as to be measurable, if possible.

In some cases, projects identified certain "process objectives" in the grant application which they assumed, if met, would meet overall impact objectives. These process objectives were treated as subobjectives.

3. CRITERIA WERE DEVELOPED TO USE IN MEASURING SUCCESS IN MEETING IMPACT OBJECTIVES

Once a completed list of impact objectives was documented for each project and agreed upon, criteria were developed to measure the success each project had in meeting its objectives. Measurement criteria were stated in the form of questions, the answers to which revealed whether or not the objective was met. For example, if the objective was to reduce regular officer workload, measurement criteria might include:

- . Was the workload of regular officers reduced?
- . To what extent was workload reduced?
- . Was the reduction in workload a result of the CSO project?

4. DATA REQUIREMENTS AND THE METHODOLOGY FOR APPLYING MEASUREMENT CRITERIA TO EACH OBJECTIVE WERE DEFINED

To apply measurement criteria to each objective, it was necessary to define the kind and amount of information needed and determine methods required to gather and analyze that information. Initially, data requirements were developed without considering the very real limitations on the kind of information available in each of the agencies. Every effort was made initially to gather information needed to conduct the evaluation under ideal conditions. However, most of the projects did not function under ideal conditions and much of the data required to conduct an ideal evaluation were not available. In these situations, judgments were made about what measures were realistic and equitable, given the lack of complete information. These judgments, and the assumptions made for each, are noted in appropriate sections of the report.

5. A VARIETY OF RESEARCH METHODS WERE USED TO OBTAIN THE REQUIRED INFORMATION

To facilitate the collection of data required for the evaluation, five major research methods were used:

- . Interviews were conducted with appropriate project personnel and others having contact with each project.
- . Grant applications, CSO and police department records, quarterly reports, evaluations, census data and other pertinent project documents were reviewed.
- . Attitude surveys to assess project impact on target populations were conducted.
- . On-site observations of CSO activities and police department operations were conducted.
- . Questionnaires were distributed to regular officers to assess their attitudes about project impact and administration, and to document their suggested improvements.

6. A MANAGEMENT AUDIT WAS CONDUCTED TO DETERMINE MAJOR STRENGTHS AND WEAKNESSES IN PROJECT ADMINISTRATION

Inherent in each grant application was the requirement that projects funded by CCCJ (OCJP) be efficiently administered. However, in reality, the sophistication with which projects were managed was strongly influenced by:

- . The quality and experience of personnel available in each agency and, more specifically, those assigned to the CSO project.
- . The importance of the CSO project, relative to other programs in the department.
- . The likelihood that project funding would be discontinued if projects were poorly managed.
- . The specific guidance given by CCCJ, regional criminal justice planning agencies, and city personnel providing assistance to CSO project directors.

The seven areas in which administrative improvement opportunities were identified included:

- . Project planning, monitoring and reporting
- . Recruiting and selecting
- . Training
- . Utilization of CSO's
- . Indoctrination of regular officers
- . Supervision
- . Monitoring academic attendance and performance.

Based on interviews with project personnel and a review of operating procedures, conclusions were developed about the adequacy of project management. These conclusions were based on:

- . Identifying problem areas, the cause of which was traceable to poor project management.
- . Reviewing unmet impact objectives to determine whether or not failing to meet the objectives was attributable to poor project management.
- . Comparing individual project administration with:
  - The other projects in the cluster.
  - Other CSO projects with which the study team is familiar.
  - Other similar programs conducted by government agencies.
  - What is known to be sound administrative practice.

The value to the cluster projects of specific improvement opportunities identified during the evaluation may be somewhat limited. Although support of the 3 completed projects was assumed by their individual city governments, the emphasis and scope of each project was altered somewhat to meet more immediate city needs. For example:

- . In Compton, certain CSO's have been assigned to paint details and other work not directly related to law enforcement and the position of Project Coordinator was eliminated.
- . The number of CSO's was cut in half (from 4 to 2) in Colton and from 16 to 15 in Inglewood.

7. THE VALUE OF EVALUATION COMPONENTS WAS ASSESSED

The evaluations conducted for each project were analyzed and answers sought to the following questions:

- . What instructions did agencies receive to guide evaluation efforts?

What was the extent of the evaluations conducted?

Were objectives used in the evaluation process? If so, were they well defined? Understandable? Measurable?

What kind of pre- and post-data were collected and analyzed? Were they accurate? Were they pertinent to the measurement criteria?

Were analytical techniques appropriate and administered properly? Did they produce valid, usable results?

Was the evaluation objective?

How were results of the evaluation utilized?

8. A COMPARATIVE ANALYSIS WAS CONDUCTED TO DETERMINE THE RELATIVE SUCCESS EACH PROJECT HAD IN MEETING COMMON OBJECTIVES AND THE EFFICIENCY WITH WHICH PROJECTS WERE MANAGED

After individual project evaluations were conducted, a comparison was made of the relative impact each project had and the efficiency with which each was administered. Major attention was focused on:

Defining the environment in which each project was operated.

Identifying common impact objectives.

Determining, to the extent possible, priorities established among objectives.

Utilizing similar measurement criteria for common objectives and gathering comparable data from agencies having common objectives.

Ranking projects on the basis of their success in administering various aspects of the project, including evaluation.

It should be emphasized that a completely equitable comparison of the 4 projects is not possible given differences in community characteristics, policing problems, available resources and project emphasis.

However, certain strengths and weaknesses can be measured and knowledgeable judgments made in other areas about the relative quality of each project's performance. Every effort was made to equitably judge project performance and to consider the different environments in which each project was operated in comparing one project with another.

9. THE POTENTIAL FOR BUILDING A CSO PROGRAM STATEWIDE WAS ASSESSED AND A MODEL PROGRAM DESIGN DEVELOPED

Based on results of the cluster evaluation, a determination was made about whether the CSO concept could effectively be employed in the future as one method of meeting OCJP's objectives of reducing crime and improving the criminal justice system. Once it was determined that the concept was sound, a model program design was developed. Major considerations involved:

Attempting to assess whether or not the 4 cluster projects were representative of the state as a whole.

Defining the parameters of a CSO program.

Based on the evaluation conducted, incorporating the strengths and identifying major problem areas to avoid in designing a model CSO program.

Balancing what are determined to be realistic requirements to place on cities requesting OCJP funds for CSO projects with the substantial need to allocate funds to projects most likely to move OCJP toward its objectives.

Providing a level of detail sufficient to make the model CSO program design a realistic and usable tool for future program planning.

Creating a model program design to be used by both:

- OCJP in making future funding decisions, monitoring project process and evaluating project performance.

- Individual cities interested in developing their own CSO project, with or without OCJP funding.

Identifying, to the extent possible and appropriate, the roles to be played by OCJP, regional planning agencies and local departments in planning, operating and evaluating CSO projects.

10. THIS FINAL REPORT WAS PREPARED

This final report is the formal documentation of efforts taken and results produced from the evaluation. In summary, the remaining report includes:

- . Evaluations of individual project performance
- . A comparative analysis of the cluster projects
- . A model program design for future CSO Projects

\* \* \* \* \*

This chapter has summarized the 10 major steps taken to complete the CSO cluster evaluation. The next chapter presents information on individual project performance.

II. INDIVIDUAL PROJECT PERFORMANCE

## II. INDIVIDUAL PROJECT PERFORMANCE

This chapter describes the projects in the CSO cluster and evaluates the individual performance of each. The discussion includes:

(1) A Description Of The Environment In Which Each Project Was Operated

Although Chapter III presents a detailed comparison of each community's demographic characteristics, crime rates and trends and policing resources, major factors affecting each project's performance are highlighted in this chapter.

(2) An Assessment Of The Success Each Project Had In Meeting Its Impact Objectives

(3) Findings And Conclusions About The Effectiveness Of Project Administration

(4) A Discussion Of The Adequacy Of Each Project's Evaluation Component

\* \* \* \* \*

COMPTON

## COMPTON

The CSO Project was first established in Compton in 1969 as one vehicle for combating the city's multiple problems of poverty, unemployment, inadequate education and other sociological factors contributing to Compton's high crime rate. Project approval was received from CCCJ in May, 1969 and more than \$450,000 was expended over the next three years for support of the project (\$315,000 from Federal funds and \$135,000 local match). In July, 1973, the City of Compton took over funding of the project.

In 1968, Compton's crime rate was almost three times the state average. From 1968 to 1972, the crime rate increased 50%. Compton's high crime rate is coupled with an 85% minority population, low income levels, a high unemployment rate and relatively low per capita expenditures for police services.

### 1. SUCCESS IN MEETING IMPACT OBJECTIVES

The impact objectives to be met by the Compton CSO Project can be summarized as follows:

- . Increase the availability of regular officers to respond to citizen calls for service.
- . Improve relations between police and the community.
- . Provide training to 12 disadvantaged and/or minority youth members to help them serve effectively in law enforcement work.
- . Employ persons in the police department who have an understanding of minority group conditions.
- . Encourage and support 12 minority youths in attaining a college education.
- . Increase opportunities for 12 disadvantaged and/or minority group members to have a career in law enforcement.

Exhibit II, following this page, presents criteria used to measure Compton's success in meeting its objectives and the methodology employed by the study team to apply criteria to each objective. The following sections present conclusions on whether or not the Compton CSO Project accomplished what it intended to accomplish.

### (1) The CSO Project Helped Increase The Availability Of Regular Officers To Respond To Citizens' Calls For Service

Table 1 below shows the impact CSO's had on the CFS workload of regular officers.

TABLE 1

#### CSO IMPACT OF REGULAR OFFICER CFS WORKLOAD

	<u>1968</u>	<u>1972</u>	<u>% Change</u>
<u>Officers Available To Respond To Calls</u>			
- Regular	<u>62</u>	<u>89</u>	<u>43.5</u>
- CSO	<u>0</u>	<u>12</u>	<u>-</u>
<u>Total Calls For Service Handled</u>			
- By regular officers	<u>32,716</u>	<u>44,035</u>	<u>34.6</u>
- By CSO's	<u>0</u>	<u>2,797</u>	<u>-</u>
<u>Calls For Service Per Available Regular Officer</u>			
- Without CSO's	<u>527.7</u>	<u>571.9</u>	<u>8.4</u>
- With CSO's	<u>527.7</u>	<u>535.6</u>	<u>1.5</u>

As shown in the table, total calls for service increased 35% from 1968 to 1972, while the number of available regular officers increased only 24%. The result would have been a more than 8% increase in CFS per available regular officer (from 528 to 572). However, since 12 CSO's handled 6.4% of the calls in 1972, the number of CFS per available regular officer actually increased

EXHIBIT II

Office of Criminal Justice Planning  
IMPACT OBJECTIVES AND MEASUREMENT CRITERIA  
FOR COMPTON'S CSO PROJECT

PROJECT OBJECTIVES

SUB-OBJECTIVE

1. INCREASE THE AVAILABILITY OF REGULAR OFFICERS TO RESPOND TO CITIZEN CALLS FOR SERVICE

Relieve regular officers of non-hazardous, non-traditional, time-consuming work tasks.

2. IMPROVE RELATIONS BETWEEN POLICE AND THE COMMUNITY

MEASUREMENT CRITERIA

Have regular officers spent less time on non-hazardous, non-professional work tasks?

To what extent have their non-hazardous, non-professional work tasks been reduced?

Is the reduction a result of the CSO Project

Has the availability of regular officers to respond to citizen calls been increased?

Can the increase in availability be attributed to the CSO Project

Has the amount of non-crime related contact between the police department and community increased since initiation of the CSO Project

Have citizen attitudes toward the police changed through increased non-crime related contact?

Has the hiring of CSO's helped improve community relations?

Have CSO's been used in community relations activities?

METHODOLOGY

Define non-hazardous, non-traditional tasks

Analyze workload statistics for regular officers before and after initiation of the CSO Project

Analyze CSO workload statistics

Analyze ratio between workload and staffing levels to develop unit measures of work

Define non-crime related contact

Analyze police officer activities before and after initiation of the CSO Project

Survey citizen attitudes about the police

Analyze CSO Appointment Information Sheets

Interview regular police officers to assess changes in citizen attitudes since initiation of the CSO Project

Attempt to determine whether citizen attitudes have changed as a result of the CSO Project

EXHIBIT II (2)

PROJECT OBJECTIVES

SUB-OBJECTIVE

3. PROVIDE TRAINING TO TWELVE DISADVANTAGED AND/OR MINORITY YOUTH MEMBERS TO HELP THEM SERVE EFFECTIVELY IN LAW ENFORCEMENT WORK

4. EMPLOY PERSONS IN THE POLICE DEPARTMENT WITH AN UNDERSTANDING OF MINORITY GROUP CONDITIONS

MEASUREMENT CRITERIA

Has training been provided to twelve disadvantaged and/or minority youth members?

In what subject areas was training provided?

How many hours of training have been provided?

Has the training helped prepare the youth for their work in law enforcement?

Have incidents occurred in which CSO's were ineffective because of a lack of adequate training?

Did CSO's have an understanding of minority group conditions?

To what extent were CSO's able to function as representatives of the police department in the community?

How much non-crime related contact existed between CSO's and minority citizens?

METHODOLOGY

Define disadvantaged and minority

Review CSO personnel files to determine minority and/or disadvantaged status

Review the quality and quantity of training

Interview CSO's and supervisors and survey regular officers to assess the adequacy of CSO training

Review incident reports or complaints about CSO's and determine whether they were attributable to inadequate training

Define minority group conditions

Review CSO personnel files to determine minority group status

Interview CSO's and supervisors to assess CSO understanding of minority group conditions

Review CSO community relations activities

Conduct citizen attitude survey

PROJECT OBJECTIVES

SUB-OBJECTIVE

5. ENCOURAGE AND SUPPORT TWELVE MINORITY YOUTH IN ATTAINING A COLLEGE EDUCATION

6. INCREASE OPPORTUNITIES FOR TWELVE DISADVANTAGED AND/OR MINORITY GROUP MEMBERS TO HAVE A CAREER IN LAW ENFORCEMENT

MEASUREMENT CRITERIA

Have twelve minority youth maintained satisfactory progress toward attainment of a college degree as a result of the CSO Project

Have twelve disadvantaged youth received encouragement and support from the police department in attaining a college education?

To what extent and in what form has the support come?

Have twelve disadvantaged and/or minority group members been employed in law enforcement from the CSO Project

Have former CSO's continued in law enforcement?

Has the CSO Project prepared its members to continue in law enforcement?

METHODOLOGY

Review CSO personnel files to determine academic support and performance

Interview current CSO's to determine the form and extent of encouragement and support

Review project financial records to determine extent of support provided CSO's in attaining a college education.

Interview project supervisors to determine extent of encouragement, support, schedule flexibility, and monitoring of progress of CSO's in attaining a college education

Define disadvantaged and/or minority group members

Review CSO personnel files to determine disadvantaged and/or minority status

Review personnel files of former CSO's to determine career paths taken

Interview current CSO's to determine career objectives

Interview supervisors of former CSO's and review performance of new recruits in Police Academy and during first year as regular officers.

less than 2% (from 528 to 536). In addition, CSO's spent an estimated 2,688 hours in 1972 directly relieving regular officers by performing police activities other than responding to citizen calls for service. The overall result was a direct displacement in 1972 of 4,087 hours of regular officer time by CSO's. At an average cost per productive regular officer hour of \$6.25 (less \$4.48 per hour per CSO), the 4,087 hours represented a savings to the department of \$7,234.

(2) An Analysis Of The Impact CSO's Had On Police-Community Relations In Compton Produced Inconclusive Results

The CSO Project was intended to have an impact on the Compton community as a whole. No baseline data existed which measured or described police-community relations before initiation of the CSO Project. However, results of a citizen attitude survey and a questionnaire distributed to regular Compton officers indicated some improvement in police-community relations.

Appendix A contains the complete results of the attitude survey conducted among Compton citizens. Major conclusions are that, of the citizens surveyed:

- . Almost half (47%) were aware of the CSO Project.
- . One-fourth reported an improved attitude about the police department over the last few years.
- . More than one-third (38%) felt hiring CSO's had helped improve police-community relations.

Results of a questionnaire distributed to 68 regular officers indicated that:

- . Ninety-four percent were aware of the CSO Project
- . About one-third (36.8%) specified "improving community relations" as a purpose of the CSO Project.
- . Almost half (48.5%) felt the CSO Project had had no impact on citizen attitudes about the police.

Prior to the initiation of the CSO Project in Compton, the department had no formal community relations program. In 1972, CSO's spent about 11% of their time conducting programs designed to improve police-community relations. Those programs included:

. Shake a Hand Program - CSO's directly contacted businessmen in the community to introduce themselves and describe available police services.

. Youth Athletic Program - CSO's, as representatives of the police department, worked with young people in community athletic programs.

. Let's Talk Program - CSO's were available to discuss problems with citizens in the areas of: narcotics and drug abuse, neighborhood crime prevention, police department functions, and juvenile laws.

. Special Service Center - CSO's manned this Center to supply information regarding narcotics and dangerous drug abuse.

The extent to which these formal programs improved police-community relations cannot be measured precisely. However, letters received by the department and interviews with project personnel indicated that CSO's were well received while performing specifically assigned community relations activities.

(3) Training In Law Enforcement Was Provided To Twelve Minority Youth Members as Part of the CSO Project

Twenty-six of the 31 CSO's involved in Compton's project were minority group members. These minority CSO's, along with non-minority CSO's, were provided an estimated 4,572 hours of formal training during the three years of Federal funding. Formal training was provided in a variety of subject areas, the majority of which directly related to work in law enforcement.

One measure of how effective the training would be the number of complaints involving CSO's that could be traced to inadequate training. Since no formal records were kept on complaints received, this measure could not be applied. However, interviews with project personnel indicate that none of the reported problems CSO's had were the result of inadequate or improper training.

(4) The Majority of CSO's Hired Seemed to Have an Understanding of Minority Group Conditions

Because 26 of the 31 CSO's were minority group members, a certain basic understanding of minority group conditions is

assumed. Interviews with CSO's and other project personnel indicated that CSO's who participated in the project were well able to relate to and communicate with minority members of the community.

A condition of employment, in addition to being minority or disadvantaged was that CSO applicants reside in the city of Compton. This firsthand and continual exposure to Compton's specific minority conditions also appears to have increased the understanding CSO's had of minority group conditions in Compton.

In 1972, CSO's spent 435 hours formally presenting information to more than 5,000 Compton citizens. Since 85% of Compton's population was minority, it seems reasonable that at least 4,000 of the persons attending the presentations were also minorities. Based on the reported positive reaction to the presentations, it appears that CSO's were successful in relating the information they presented to the specific problems faced by residents of Compton.

(5) The CSO Project Helped Encourage and Support Minority Youth in Attaining a College Education

A condition of participation in Compton's CSO project was that all CSO's carry a minimum of 12 college units and maintain a "C" average. School attendance and performance were monitored throughout the project and action taken if classload fell below 12 hours or grades fell below a "C" level. In the three years of the project, two CSO's were asked to leave because of their inability to maintain a "C" average. The other 30 CSO's, 26 of whom were minority youth, continued toward the attainment of a college education while in the project.

Examples of support and encouragement given to CSO's to attain a college education included:

- . An average hourly wage paid to CSO's of \$4.48, which was well above what most college students could expect to earn while attending school.
- . An estimated additional \$325 provided to each CSO annually for tuition, books and an educational travel allowance.
- . An almost totally flexible scheduling of CSO's work time to accommodate any reasonable class schedule.

(6) Opportunities Were Increased for Minority Group Members to Have a Career in Law Enforcement as a Result of the CSO Project

By instituting the CSO Project, Compton provided near-term employment opportunities in law enforcement to 26 minority group members. In addition to providing a job in law enforcement, the COS Project also encouraged minorities to pursue educational opportunities in law enforcement and related fields by requiring attendance and an average level of academic performance at an approved college.

Three of the 26 minority CSO's became regular police officers. This indicates that, to some extent, long-term as well as immediate job opportunities in law enforcement were provided to minority group members as a result of the CSO Project. In addition, 4 of the 8 minority CSO's still participating in the project are police science majors in college and have expressed a desire to pursue a career in law enforcement.

2. EFFECTIVENESS OF PROJECT ADMINISTRATION

(1) Project Planning, Monitoring and Reporting

Initial planning for the CSO Project was initiated by the Captain of the Administrative Services Division with input from the Police Chief, the City Manager and the Area Community Action Agency. Preparation of the initial grant application required about 6 months. Project approval was received from CCCJ in May, 1969 with the first group of 6 Community Service Officers hired in July, 1969.

The problem description in the grant application stressed numerous sociological and psychological factors affecting Compton's 85% minority community. The CSO Project was to be a first step in improving communications between the police department and the community, and also a means of improving police services.

Project objectives and the expected benefits of the project were outlined in detail in the grant application and appear to be based on a valid assessment of needs. The evaluation design described in the grant application appeared to provide a valid method of assessing the project's success in meeting its impact objectives.

The grant application contained evaluation guidelines relating to performance standards, reporting of actual results and comparisons of actual results against standards. However, the information required to determine whether guidelines were met was rarely tallied and analyzed. Daily activity logs were submitted by each CSO, but for the first year and a half of the project, the resulting workload statistics were not used as an input to managerial decisions. CSO personnel files appeared complete, but other project files were in a state of disarray making it virtually impossible to attest to the validity of certain CSO activities. Project financial data were compiled and maintained by the City Controller, with monthly statistical reports sent to the CSO Coordinator. In no year did project expenses exceed approved budgeted funds.

No formal reporting procedures existed during the 3 years of the project. Contractual commitments to CCCJ necessitated annual evaluations by the Model Cities Evaluation Unit, but required no evaluative progress or status reports from CSO administrative personnel.

It appears that considerable time and thought went into planning the Compton CSO Project. A well documented, well written needs assessment was prepared with objectives established to address those needs. However, the administrative attention to project monitoring was either insufficient or non-existent, with little or no managerial use made of data gathered.

## (2) Recruiting And Selecting

When the project was first initiated, a major effort was undertaken to recruit and select the initial 12 CSO's and develop a backlog of potential applicants. Major steps taken to recruit and select CSO's included:

- . Appointing a panel to establish selection criteria and interview potential candidates.
- . Establishing selection criteria to use in screening potential candidates.
- . Publicizing CSO opportunities through:
  - Announcements in two local newspapers

- Job announcements and fliers distributed by the City Personnel Office
- Announcements made and information passed out by high school principals and counselors, and college counselors in the police science departments
- Announcements made in churches, community action agencies and other community groups
- . Screening candidates based on the results of oral interviews, written exams, a physical examination, a polygraph test and a background check

Major conclusions about the recruiting and selecting of CSO's can be summarized as follows:

- . Members of the selection panel lived and worked in Compton, were familiar with the city's problems, understood the purpose of the CSO project and were generally well qualified to evaluate project applicants.
- . Selection criteria related to project objectives, but since certain objectives were somewhat in conflict, criteria were not faithfully adhered to in the selection process. Specifically, it became apparent that some applicants who qualified as "economically disadvantaged" were deficient in the basic literary skills required to meet the project's educational and performance requirements. For this reason, the requirement that candidates be "economically disadvantaged" was dropped.
- . Initial recruitment efforts did not generate adequate numbers of qualified candidates from which to make a selection. A second recruitment effort did generate a large enough number of qualified applicants to allow the committee to be selective.

Announcements in newspapers and by school officials were the most effective means of publicizing CSO opportunities.

During the life of the project, 5 CSO's were asked to resign because of incidents involving criminal charges. Although selection procedures seemed well planned and administered, having to terminate 5 CSO's because of criminal charges may indicate inadequate initial screening.

### (3) Training

Training activities were designed to expose CSO's to all facets of police work. Training activities included:

Formal orientation for the first 12 CSO's

- Oral introductions of key supervisory personnel
- Inspection tours of the police department, City Hall, Courthouse and other city facilities
- A discussion of the purpose, organization and operation of the project.

A formal 6-week training program for the first 12 CSO's

- Lectures by supervisory personnel on the organization and activities of each major division in the department.
- Lectures by the project coordinator and other selected police personnel on a variety of subjects.

Formal classroom training provided to all CSO's throughout the life of the project.

On-the-job training

- The first CSO's were teamed with regular officers on patrol and other routine activities.

- Eventually, new CSO's were teamed with experienced CSO's to perform field duties for a period of 1 to 3 months, depending on the needs of the individual CSO.
- When it was determined that a CSO could handle the routine requirements of the job, he/she was put in the field alone.

Additional training to meet special conditions encountered by CSO's.

Major conclusions about the adequacy of CSO training are summarized below:

Personnel involved in training CSO's were of sufficient position within the department to adequately represent and describe functions of the police department.

Supervisors, regular officers and CSO's generally felt the training was adequate to handle most field situations encountered, and that each element was essential.

Members of the community responding to the questionnaire distributed by the department expressed confidence in the ability of the CSO's with whom they had had contact by indicating they saw no difference between the ability of a CSO and that of a regular officer.

### (4) Utilization Of CSO's

Male CSO's in Compton generally performed the same type of activities as sworn officers, the exception being a restriction on the use of CSO's in hazardous situations. Female CSO's were not assigned or allowed to perform field activities. The activities CSO's performed can be grouped into five major categories:

. An estimated 34% of CSOs' time was spent at the records counter answering questions, giving directions and taking walk-in and phone reports.

. About 10% of CSOs' time was spent delivering writs of subpoena.

. The rest of CSOs' time was divided among the following miscellaneous activities:

- Formal community relations activities
- Assisting in the records, juvenile, narcotics, traffic and communications divisions
- Assisting in identification by fingerprinting citizens and working in the photo lab

The major conclusion is that CSO's appear to have been effectively used by the department as evidenced by their success in meeting project impact objectives.

(5) Indoctrination of Regular Officers

Formal steps taken to indoctrinate regular officers about the purpose and scope of the project included:

- . Circulating written information
- . Briefings
- . Monthly meetings with regular officers conducted by project supervisors
- . Using regular officers to train CSO's

Results of a questionnaire circulated among regular officers indicated they were generally aware of the existence and purpose of the project, but had little interaction with CSO's on a day-to-day basis.

(6) Supervision

Throughout the life of the project, overall supervision was provided by a full-time coordinator holding the rank of sergeant.

Three individuals filled the position of coordinator during the three-year period.

Substantial attention was given to the project as evidenced by the weekly meetings held between the coordinator and the chief of police and his key administrators.

CSO's met with the coordinator twice weekly to discuss problems affecting their performance and the coordinator was essentially available full-time to provide support and consultation.

Major conclusions about the adequacy of supervision can be summarized as follows:

- . Responsibility for CSO supervision was clearly assigned.
- . The project coordinator was readily available to provide guidance and exercise control over CSO activities.
- . Performance evaluations of individual CSO's were not routinely and formally conducted.
- . Direct supervision of CSO's in the field was somewhat limited.

(7) Monitoring Academic Performance

CSO's were required to attend college throughout their involvement in the project. They were also required to maintain at least a "C" average in their school work. Classload, class attendance and grades were closely monitored and 2 CSO's were asked to leave the project because of low grades.

3. ADEQUACY OF PROJECT EVALUATION

A Model Cities Evaluation Unit prepared the evaluation of Compton's CSO Project with limited guidance from CCCJ (OCJP) on procedure or content. Contractually, Compton agreed to provide annual evaluations for all 3 years of the project and 2 quarterly evaluations in the third project year.

Evaluations of the first and second years of the project were paid for by In-Kind contributions and conducted by the Evaluation Unit. The

third year evaluations--2 quarterly and 1 final--were also prepared by the Evaluation Unit, with the aid of Model Cities support staff and police personnel associated with the project. Based on its perception that the 2 previous evaluations had been of high quality, CCCJ awarded Compton's Model Cities Evaluation Unit a grant of \$5,157 to conduct the third year evaluations. Compton's final evaluation showed a higher level of analysis than did the evaluations conducted in the first 2 years, which were primarily descriptive. For this reason, primary attention was focused by the study team on assessing the adequacy of the final evaluation. The Evaluation Unit, assisted by the CSO Project Director and the Model Cities Criminal Justice Specialist, attempted first to reaffirm project objectives. It then developed goals it wanted to achieve in its evaluation activities. The final evaluation included:

- . Assessment of the project's success in meeting its objectives.
- . Analysis of factors in the history, operation and management of the project which affected its performance.
- . Development of recommendations to enable the project to better meet its objectives in the future.

The Evaluation Unit identified the kind of data required to determine success in meeting project objectives. To collect the data, the Unit:

- . Conducted interviews with current CSO's and other department personnel closely affiliated with the project.
- . Reviewed available written reports and documents.
- . Observed CSO's performing daily activities.
- . Analyzed results of a "Citizen Questionnaire," sent to community residents who had had contact with CSO's, to assess attitudes about CSO performance.
- . Surveyed representatives of groups addressed by CSO's to elicit reactions to the project.
- . Collected and reviewed monthly information describing project status to date.

Major conclusions about the adequacy of the evaluation are that:

- . It was prepared by competent, experienced, independent evaluators, capable of and successful in performing an objective evaluation.
- . It was clearly written and well organized with information on project operation and impact.
- . Measureable objectives and performance criteria were used in the evaluation process.
- . When no hard data were available, the Evaluation Unit made a valiant effort in most cases to generate the information required to adequately assess the impact of the project.
- . Although a generally sound analysis of the performance of Compton's CSO Project was conducted by the Evaluation Unit given the substantial lack of available and useful information on the project and the police department, it could have been strengthened by:
  - Making certain judgments and assumptions to fill in information gaps
  - Developing certain baseline data as part of the evaluation process
- . Results of the evaluation were utilized, to some extent, by project personnel to increase the effectiveness of future project activities. The coordinator:
  - Read the evaluation
  - Reviewed recommended improvements with personnel of the Evaluation Unit
  - Implemented selected recommendations.

\* \* \* \* \*

## INGLEWOOD

Inglewood's CSO Project was established in 1970 to help ease racial tensions in the community and to provide a recruitment base of qualified individuals for employment in the police department. A police cadet program had been operating for several years in Inglewood and the 3 police cadets were selected to form the nucleus of the new CSO Project.

In the 3 years of the project, almost \$397,000 was expended to support Inglewood's CSO Project (258,000 in federal funds and \$139,000 local match). In July 1973, the city assumed full support of the project and maintained it at 94% strength (15 of 16 CSO's).

Inglewood's crime rate in 1968 was about 22% above the state average. By 1972, the crime rate in Inglewood increased 82%, compared to an increase in the state average of 24% over the same period.

The 1970 census revealed that Inglewood's citizenry had the following characteristics:

- . A minority population equal in percentage to the state average.
- . Income levels somewhat higher than the state average.
- . An unemployment rate of 5.7% compared to the state average of 6.3%.

Per capita policing expenditures in Inglewood were more than doubled from 1968 to 1972.

### 1. SUCCESS IN MEETING IMPACT OBJECTIVES

Inglewood had 3 major impact objectives and several "process" or subobjectives to be met by the CSO Project. The objectives were to:

- . Improve police response to high priority citizen calls for service.
- . Improve relations between police and the community.

INGLEWOOD

Provide a recruitment base for law enforcement agencies of youth and minorities who had worked and had a career interest in law enforcement.

Inglewood also identified certain activities which they felt, if performed, would help meet the 3 impact objectives. The impact objectives and subobjectives are presented in Exhibit III, following this page. Measurement criteria and the methodology employed by the study team to apply the criteria to each objective are also presented.

Inglewood's success in accomplishing these objectives is discussed in the sections which follow.

- (1) The CSO Project Helped Relieve Regular Officers of Nonhazardous Duties, but an Overall Improvement in Police Response to High Priority Calls was Probably Not Achieved

Table 2, below shows the impact CSO's had on the CFS workload of regular officers:

TABLE 2

CSO IMPACT ON REGULAR OFFICER CFS WORKLOAD

	<u>1968</u>	<u>1972</u>	<u>% Change</u>
<u>Officers Available To Respond To Calls</u>			
- Regular	70	83	18.6
- CSO	0	65	-7.1
<u>Total Calls For Service Handled</u>			
- Regular Officers	11,108	15,400	38.6
- CSO's	0	12,714	14.5
<u>Calls For Service Per Available Regular Officer</u>			
- Without CSO's	158.7	236.9	49.3
- With CSO's	158.7	236.9	49.3
- With CSO's	158.7	185.5	16.9

Note: One female CSO served as a communications operator and was not available to respond to calls.

EXHIBIT III

Office of Criminal Justice Planning  
IMPACT OBJECTIVES AND MEASUREMENT CRITERIA  
FOR INGLEWOOD'S CSO PROJECT

PROJECT OBJECTIVES

MEASUREMENT CRITERIA

METHODOLOGY

• SUB-OBJECTIVE

1. IMPROVE POLICE RESPONSE TO HIGH PRIORITY CITIZEN CALLS FOR SERVICE.

Relieve regular officers of non-hazardous duties performed in the field and/or station.

Have regular officers spent less time on non-hazardous work tasks both in the field and in the station?

To what extent have the number of non-hazardous work tasks been reduced?

Are the reductions a result of the CSO Project?

Define non-hazardous duties.

Analyze workload statistics for regular officers both before and after initiation of the CSO Project

Analyze CSO workload statistics.

Analyze ratio between workload and staffing levels to develop unit measures of work.

2. IMPROVE RELATIONS BETWEEN THE POLICE AND THE COMMUNITY.

Patrol assigned areas in distinctly marked scooters

Work with youth groups

Frequent areas where youth gather

Assist citizens with problems

Report hazardous and problem situations

Assist in the development and implementation of crime prevention activities

How much non-crime related contact do police officers have with citizens?

How much non-crime related contact do CSO's have with citizens, especially the youth?

To what extent have hazardous and problem situations been reported by CSOs?

Have citizen attitudes toward the police changed as a result of the community relations activities of CSO's?

How effective have crime prevention activities been?

Analyze workload statistics for regular officers before and after initiation of the CSO Project

Survey citizen attitudes about the police.

Analyze CSO work activities.

Survey regular officers to assess changes in citizen attitudes.

Interview CSO coordinators to assess ability of CSOs to notice and report potential problem situations.

Compare crime incidents in areas where specific prevention programs have been directed -both prior to and since implementation of specific crime prevention activities.

PROJECT OBJECTIVES

SUB-OBJECTIVE

3. PROVIDE A RECRUITMENT BASE FOR  
THE POLICE DEPARTMENT OF YOUTH  
AND MINORITY GROUP MEMBERS.

Create an interest among youth and minority group members in the criminal justice process through first hand exposure to police work.

Provide an opportunity for the police department to observe youth and minority group members performing law enforcement services before hiring them as full-time officers.

MEASUREMENT CRITERIA

How many youth have been employed in law enforcement as a result of the CSO Project?

Have former CSO's continued in law enforcement?

Has the CSO Project prepared its members to continue in law enforcement?

How many youth have been employed by a law enforcement agency as a result of his/her CSO experience?

How many minorities have been employed by the CSO project?

How many minorities have been recruited into the Inglewood Police Department as a result of the CSO Project?

METHODOLOGY

Review personnel files of former CSO's to determine career paths taken.

Interview supervisors of former CSO's to assess CSO's performance and career potential in law enforcement.

Evaluate performance of CSO's in Police Academy.

Interview current CSO's to determine career objectives.

Review CSO personnel files to determine minority status.

Review CSO personnel files to determine number of minorities recruited into the Inglewood Police Department.

As shown in the table, total calls for service increased 39% from 1968 to 1972 while the number of available regular officers was reduced from 70 to 65 (7.1%). The result would have been an almost 50% increase in CFS per available regular officer (from 159 to 237). However, since 16 CSO's handled 17.4% of the calls in 1972, the number of CFS per available officer actually increased only 17% (from 159 to 186). In addition, CSO's spent an estimated 615 hours in 1972 directly relieving regular officers of nonhazardous duties other than calls for service. The overall result was a direct displacement in 1972 of 1,958 hours of regular officers' time by CSO's. Although the CFS per available regular officer still increased by 17%, the ratio would have been even higher without the CSO Project. At an average cost per productive regular officer hour of \$8.63 (less \$3.10 per hour per CSO), the 1968 hours represent a savings to the department of \$10,828.

(2) CSO's Probably Helped Improve Police-Community Relations In Inglewood

Results of the attitude survey conducted among Inglewood residents (see Appendix A) indicated that, of the citizens surveyed:

- . More than half (56%) were aware of the CSO Project.
- . Eight percent reported an improved attitude about the police.
- . Almost half (47%) felt hiring CSO's helped improve police-community relations.

Results of the questionnaire distributed to 100 regular officers indicated that:

- . Ninety-six percent were aware of the CSO Project.
- . Eighty-three percent specified "improving community relations" as a purpose of the CSO Project.
- . Fifty-eight percent felt the CSO Project had had a positive impact on police-community relations.

In the initial grant application, Inglewood outlined several activities which they felt, if performed, would lead to an improvement in police-community relations (see Exhibit III, preceding this page). The relationship between achieving process objectives

and improving police-community relations is difficult to document. However, survey indications are that relations did improve somewhat between police and the community and that CSO activities had a positive impact on the improvement. The success Inglewood had in achieving the process objectives can be summarized as follows:

CSO's did patrol in distinctly marked scooters. In the third year of funding, CSO's spent 2,200 hours patrolling and made 2,356 public relations contacts.

The original intention was to assign CSO's to specific high crime areas in the city and attempt to measure the impact their patrolling had on the crime rate. However, this deployment plan was never carried out and any CSO could potentially respond to a call anywhere in the city. To measure the impact CSO's had on crime, even if they were assigned specific areas, would have been difficult, if not impossible, because of the many other variables at work, but since the deployment was not carried out, no correlation could even be documented.

CSO's reported 12 hazardous situations during the second year of the project. Records were not kept on the number reported in the third year, but the training received and the amount of available patrol time both indicated CSO's were prepared and in a position to report such occurrences.

CSO's participated in a variety of formal and informal community relations activities in addition to day-to-day contact with the public; CSO's met with citizen groups to introduce themselves, explain the CSO Project and discuss the need for police-community cooperation.

CSO's assisted regular officers in crime prevention activities which appear to have had the desired effect of reducing the occurrence of certain crimes.

- Operation Identification was a burglary prevention program which utilized CSO's to mark citizens' valuables with driver's license or Social Security numbers. Stickers for display were furnished to participants, stating that all valuables had been marked for identification. During the third year of the project, 1,464 CSO manhours were devoted to Operation ID and 2,700 homes were contacted. The result was that not one of the 2,700 homes was burglarized from the time of the marking until the present. This compared to the previous community average of one burglary each year for every 20 homes.
- Operation 459 was also aimed at residential burglary prevention through holding block and community meetings to advise residents of ways to secure their homes. CSO's assisted Agents by distribution fliers advertising the meetings and assisting with displays and other presentations.
- Operation Protection concentrated on teaching women and senior citizens to avoid becoming a robbery or bunco victim. CSO's assisted Agents in publicizing the problems at block and senior citizen group meetings. They distributed fliers at meetings and at supermarkets, and assisted with audio-visual displays.
- Other crime prevention activities included manning a crime prevention trailer, updating merchant emergency cards and providing public information on crime prevention.

(3) Inglewood Was Successful in Utilizing the CSO Project as an Effective Recruitment Base for its Police Department

In the first two years of the project, Inglewood placed its emphasis on utilizing the CSO Project to attract, train and retain qualified individuals for the police department. In the third year of the project, recruitment efforts were focused more specifically on minority group members.

Inglewood considered the CSO Project an ideal vehicle to test the interest and ability of potential police officers, without having to make the full commitment of hiring persons as regular officers.

During the life of the project, 46 males and 2 females participated as CSO's. The oral examination conducted with each CSO candidate revealed that a career in law enforcement was the primary reason most wanted to participate in the project.

Table 3, below, presents information on CSO turnover.

TABLE 3  
CSO TURNOVER INFORMATION AS OF JULY, 1973

	<u>Number</u>	<u>Percent</u>
<u>Total CSO's</u>	48	100.0
Completed project	32	66.7
Still participating	16	33.3
(1) <u>Completed Project</u>	<u>32</u>	<u>100.0</u>
In law enforcement	15	46.9
- Regular officer at Inglewood	11	
- Non-sworn employee at Inglewood	1	
- Regular officer elsewhere	3	
Out of law enforcement	17	53.1
(2) <u>Still Participating</u>	<u>16</u>	<u>100.0</u>
Joined Inglewood Police Department after third year	5	31.3
Plan career in law enforcement	10	93.8
Undecided	1	6.2

As shown in the table:

Two-thirds (32) completed the project and of that number:

- Almost half (15) continued in law enforcement.
- The other 17 went into the military, became full-time students or resigned and left law enforcement (1 CSO was hired as a regular officer, but failed probation).

Of the one-third (16) still participating at the end of the third year:

- Five joined the Inglewood Police Department.
- Ten expressed an interest in law enforcement as a career.
- One was undecided.

The overall result was that 1/3 of the CSO's (16 of 48) have joined the Inglewood Police Department thus far and 10 more plan a career in law enforcement,

(4) The CSO Project Increased Opportunities for Minorities to Have a Career in Law Enforcement

In the third year, the CSO Project placed more emphasis on minority recruitment. Although selection of CSO's was not limited to minorities, a concerted effort was undertaken to increase the number of minority participants. Throughout the life of the project, 18 minorities participated as CSO's. Of that total:

Nine completed the project:

- Three in law enforcement.
- Six out of law enforcement

Nine were still participants at the end of the third year:

- Seven plan a career in law enforcement
- Two do not plan a career in law enforcement.

The success of the department's minority recruitment program cannot be fully documented until current minority CSO's leave the project. However, minority recruitment appears to have been successful as evidenced by the following:

Of the 48 CSO's participating in the project, 18 were minority group members (37.5%).

During the third year, 136 minority group members applied for positions as CSO's and 6 were hired.

At the end of the third year, 9 of the 16 participants were minority group members (56.3%) and 7 of the 9 (77.7%) planned a career in law enforcement.

2. EFFECTIVENESS OF PROJECT ADMINISTRATION

(1) Project Planning, Monitoring and Reporting

Preparation of the original grant application took about 4 months. Responsibility for the preparation was given to the Administrative Services Commander of the Inglewood PD. He coordinated the initial planning with the help of his administrative aide, the first CSO Coordinator, the Police Chief, and the Assistant to the Administrative Officer in charge of federally funded programs. The first application was submitted in May 1969 and funds were awarded in March 1970. The project hired its first participants in September, 1970.

The problem background statement in the grant application highlighted racial tension and community concern as the primary justification for a CSO Project. The project was intended to provide training and experience to potential police officers and increase the amount of police-citizen contact. Project objectives were clearly delineated, as well as candidate qualifications and a description of the typical work tasks to be assigned to CSO's.

The duties of a CSO and the intended impact of the project on the department and the community were well thought out. However, it appeared that the kinds of data required for

monitoring the success of the project were never clearly established. CSO's kept daily logs from which monthly statistics were generated to provide a distribution of CSO workload by type of activity. While the data provided useful information to the Project Coordinator, a more detailed record keeping system would have allowed him to improve the quality of his managerial decisions and better determine the degree to which impact objectives were met.

During the first two years of the project, memos and briefings kept regular department personnel informed of the status of the project. During the third year, detailed quarterly reports were prepared. These reports adequately described the status of the project to date and attempted to measure whether objectives had been met, based upon established measurement criteria.

Major conclusions are that:

Project planning was conducted by individuals conversant with issues facing the police department and the community.

Project monitoring and reporting procedures indicated an awareness of the relationship between objectives and data required to measure success in meeting those objectives. However, in some cases, reporting information was not detailed enough or in the proper format to adequately document project performance.

## (2) Recruiting and Selecting

Prior to the start of any formalized recruitment program, applications were filed with and initially screened by city personnel. The City's Personnel Office played a key role in the recruitment process throughout the life of the project.

In addition to the formally established selection criteria, applicants were required to pass oral and physical examinations, a polygraph test and a background check.

The formal approaches taken to publicize CSO opportunities included announcements in law enforcement classes and local newspapers.

In the third year, recruitment efforts were directed more specifically toward minority group members. The use of posters and radio announcements in minority communities and newspapers were the only procedural changes made in earlier recruitment techniques.

Major conclusions about the methods employed by Inglewood to recruit and select CSO's can be summarized as follows:

Members of the initial selection committee were closely involved with the project and aware of its purpose and scope.

Announcements in the newspapers and in Police Science courses were the most effective methods used to publicize CSO opportunities.

Recruitment efforts generated a sufficient number of qualified applicants to meet project requirements.

The selection process was effective as evidenced by the project's success in meeting impact objectives and the relatively low rate of turnover in the first 3 months of employment.

## (3) Training

A formal 120 hour training program was developed by the first Project Coordinator for the originally hired CSO's. The training program was designed to provide CSO's with a working knowledge of various activities and responsibilities of the Inglewood Police Department. Consultations were held with Compton's CSO Coordinator concerning the content and format of its training program. Major elements of the original training program are summarized below:

Classroom training was provided primarily by the Project Coordinator and the Department's Training Section. In addition, instruction was also given by representatives from:

- Juvenile Section
- Communications
- Fire Department
- Record Section
- Photography Lab
- Traffic Division

On-the-job training was provided through a variety of station assignments.

The City's Community Liason Advisory team provided training in human relations.

After the initial CSO's went through the formal training, the program was reduced from 120 to 40 hours with classes held during school vacation. This change was required to accommodate varying CSO class and work schedules. New CSO's hired as replacements were assigned to experienced CSO's designated as training officers.

The overall conclusion is that CSO training was adequate:

Initial training activities were well organized and administered, personnel involved in the training were qualified and the needed subject areas were covered comprehensively.

Based on interviews with CSO's and other project personnel, there are no indications that CSO's were placed in situations for which they were inadequately trained.

Less than 5% of the regular officers surveyed indicated that inadequate training was a problem with CSO's.

#### (4) Utilization of CSO's

CSO's spent the majority of their time in the field. In addition, CSO's assisted in the station, participated in crime prevention activities and performed other miscellaneous duties including:

Patrolling on foot in the business districts to advise businessmen of available police services.

Assisting the Crime Prevention Unit and School Resource Officer in giving school talks.

Developing rapport with youth by making contact with students on and around school grounds.

Major conclusions about the utilization of CSO's can be summarized as follows:

CSO activities were generally consistent with the impact objectives of the project.

- CSO's were visible to and had positive contact with community residents.
- CSO's performed nonhazardous police duties.
- CSO's were exposed to most facets of police work.

CSO's had limited contact with regular officers except when officers required and called for their assistance in the field or in the performance of station duties or special details.

#### (5) Indoctrination of Regular Officers

Formal efforts to indoctrinate regular officers consisted of:

Distributing occasional memos to inform regular officers of the purpose, scope and status of the project.

Involving regular officers in the training of CSO's.

Results of interviews with CSO's and the questionnaire distributed to 100 regular officers indicated that regular officers were aware of the project, generally supportive of the concept, but had little day to day contact with CSO's.

(6) Supervision

During the first two years of the project, supervisory responsibility for CSO's was with the Project Coordinator alone. Each of the 4 Coordinators, during his tenure, have overall responsibility for assigning work, monitoring performance and handling other personnel management requirements. In addition, the Captain and Lieutenant in the Department's Administrative Services Division had indirect responsibility to oversee CSO activities.

In the third year of the project, 2 experienced CSO's were assigned first-line supervisory responsibility and designated as Senior CSO's. The Senior CSO's performed minor field supervision and handled other administrative responsibilities such as keeping duty rosters, preparing statistical reports and conducting briefings. Senior CSO's also were used to review individual performance of CSO's jointly with the Project Coordinator every two months.

All indications are that CSO's received adequate supervision and that creating the position of Senior CSO was particularly effective.

(7) Monitoring Academic Performance

CSO's were required to report on registration, attendance, and grades received. In addition, occasional contacts were made with school officials to confirm what CSO's reported. These requirements were relaxed in the third year of the project. During the life of the project, one CSO was asked to resign because his classload fell below the minimum requirement.

3. ADEQUACY OF PROJECT EVALUATION

With limited guidance from CCCJ, no Federal or city funding and little experience in project evaluation, Inglewood personnel prepared evaluations for the second and third years of the CSO project. No evaluation was required of the project's first year.

The second year evaluation was prepared by the department's Planning and Research Section following a phone call from CCCJ indicating that the evaluation was two weeks overdue. Under penalty of jeopardizing third year funding, the call from CCCJ generated an immediate response from the department. According to the evaluator, the purpose of the report was solely to meet contractual requirements. CCCJ reportedly indicated that no major review would be conducted of the evaluation. The quality of the product produced reflected the lack of importance assigned to the evaluation. Preparation of the evaluation took approximately 30 manhours.

The third year evaluation was prepared by the sergeant in charge of the CSO Project, with assistance from other departmental personnel and required approximately 50 manhours to complete. Major areas covered by the third year evaluation included:

- . A project summary, with a statement of objectives
- . An assessment of the department's success in general and minority recruiting from the CSO ranks.
- . An analysis of CSO manpower deployment for the evaluation period.

Valid evaluation criteria were developed to measure the project's success in meeting two of its three major objectives:

- . CSO workload statistics analyzed for the third year permitted an appreciation for the level of regular officer workload assumed by CSO's. However, inadequate data existed to accurately measure the extent to which regular officers were relieved.
- . Data used to evaluate the success of the department's minority recruitment program appeared accurate and related to the measurement criteria. CSO personnel files and rosters were valid indicators of the minority status of project participants as well as chosen career paths.

Major conclusions about the adequacy of the evaluation are that:

- . The third year evaluation was generally sound given the limited guidance of CCCJ as to content or methodology.

Major attention was focused on assessing the performance of the project based on established objectives.

Project objectives addressed in the evaluation were limited to those easily measurable from existing departmental records. The fact that certain data did not exist was not indicated in the evaluation, nor was mention made of any objectives which could not be measured.

An evaluation conducted by department personnel closely affiliated with the project may have rendered the evaluation less than objective. The favorable tone of the evaluation, the lack of any criticism of the project, and the lack of any discussion of unavailable data or unmeasurable objectives seem to suggest some loss of objectivity.

\* \* \* \* \*

CORONA

## CORONA

A Community Relations Bureau was established in Corona in April, 1970. A Patrol Sergeant was promoted to Lieutenant and assigned responsibility for the new unit. Program operations and efforts to secure CCCJ funding for a community relations/CSO Program were initiated under his direction. A police cadet program had been operating for several years under the supervision of watch commanders and a number of cadets had already become regular police officers (the Patrol Commander reported 5) prior to the establishment of the Community Relations Program.

The CSO component of the Corona Community Relations program involved the sponsorship of a group of "Community Service Cadets." The cadets were young men and women, 19 to 21 years of age, who formed a junior corps of aspiring police officers to assist and supplement police personnel in pursuing law enforcement and community relations responsibilities. The model for Corona's Community Service Cadets was more the traditional police cadet program found throughout the country than the CSO concept envisioned by the President's Crime Commission.

Corona's CSO Project placed major emphasis on working with young people in the community, in contrast to the Community Relations Bureau which focused attention on all community residents. Cadets were assigned to various elementary and junior high schools in the Corona-Norco Unified School system to counsel, supervise and generally associate with the students. During the summer, cadets assisted city recreation leaders in organizing and supervising recreation programs for children in city parks and playgrounds. In addition, cadets were assigned more traditional "police cadet" responsibilities by the Corona police department. Their assignments included work as crossing guards, making vacation home checks and assisting the department with other non-crime related responsibilities.

Corona was in its second year of funding at the time of the evaluation. For the first 2 years, almost \$170,000 was expended (\$112,000 in Federal funds and \$58,000 local match). Third year funding had been refused, but the decision is under appeal.

Corona's crime rate in 1968 and 1972 was well below the state average. The city's population of 28,000 was almost 28% Mexican-American--twice the state average--and income levels were comparable to state averages.

## 1. SUCCESS IN MEETING IMPACT OBJECTIVES

The objectives outlined in Corona's original grant application refer to the City's overall Community Relations Program, a small part of which is the CSO Project. The specific impact objectives of the cadet portion of the program can be summarized as follows:

- . Develop an improved relationship between police and young people in the community.
- . Relieve regular police officers of certain noncriminal responsibilities.
- . Provide career opportunities for qualified persons in law enforcement work.

These impact objectives and the process-oriented subobjectives which support them are detailed, along with appropriate measurement criteria and analytical methodology, in Exhibit IV, following this page.

### (1) Efforts To Assess the Impact of the Cadet Program On Young People's Attitudes About the Police Produced Inconclusive Results

Two survey instruments were employed to evaluate young people's attitudes toward the police as a result of the Cadet Project. An attitude survey was conducted among school administrators and teachers at elementary and junior high schools and a questionnaire was distributed to regular officers in Corona. Each survey asked for an assessment of the impact of the Cadet Project on school children's attitudes about the police (see Appendix B).

Results of the administrator/teacher survey indicated that:

- . Almost 90% were aware of the project.
- . Two-thirds (2/3) recognized "improved youth-police relations" as a major purpose of the project.
- . Almost 80% of the teachers had utilized cadets in their classrooms.
- . More than 2/3 felt cadets had been properly utilized and were in favor of the project, but 6% felt it should be discontinued.

EXHIBIT IV

Office of Criminal Justice Planning

IMPACT OBJECTIVES AND MEASUREMENT CRITERIA  
FOR CORONA'S CSO PROJECT

PROJECT OBJECTIVES

SUB-OBJECTIVE

1. DEVELOP AN IMPROVED RELATIONSHIP  
BETWEEN POLICE AND YOUNG PEOPLE  
IN THE COMMUNITY

Gain the confidence and friendship of children and youth by bringing them together with police in non-stress situations wherein they may become appreciative of each other.

Develop a relationship of understanding with youth by engaging with the schools in programs of education, counselling and guidance with young people.

Reduce the number of conflict situations between police and youth.

2. RELIEVE REGULAR POLICE OFFICER OF  
MANY NON-CRIMINAL RESPONSIBILITIES

MEASUREMENT CRITERIA

Has an improved attitude and relationship between police and young people been manifested in the community?

How much of an attitudinal change has occurred since program implementation?

To what extent can an improved attitude and relationship between police and young people be attributed to the Community Service Cadet Project?

Have police officers been relieved of non-criminal responsibilities?

How much relief in non-criminal responsibilities has occurred since implementation?

To what extent is it attributable to the Community Service Cadet

METHODOLOGY

Cadet response to interview questions regarding changes in attitude perceived among young people since project implementation.

Police officer response to survey questionnaire regarding changes in attitude perceived among the community as a result of the cadet project.

Teacher response to survey questionnaire regarding changes of attitude toward police perceived among children in their classes.

Analysis of time/activity data on cadets.

Analysis of time/activity data on regular police officers.

Analysis of average departmental and patrol strength.

Police officer response to survey questionnaire regarding reductions in workload perceived as a result of the cadet program.

PROJECT OBJECTIVES

SUB-OBJECTIVES

3. PROVIDE CAREER OPPORTUNITIES  
FOR QUALIFIED PERSONS IN LAW  
ENFORCEMENT WORK

Increase Mexican-American  
representation in the Corona  
Police Force.

MEASUREMENT CRITERIA

Have cadets remained in law enforce-  
ment upon completion of their cadet  
experience.

How many cadets have remained in law  
enforcement work upon completing the  
project?

Has there been an increase in the number  
of Mexican-Americans working for the  
Corona PD?

To what extent has the cadet program  
contributed to any increase in Mexican-  
American representation in the Corona  
PD?

METHODOLOGY

Review of personnel files to deter-  
mine destination and law enforcement  
career eligibility of all cadets termi-  
nating the project.

Interview responses of departmental and  
program personnel regarding ethnic  
census of department for the years  
1969 and 1973.

More than 40% felt the project had had no measurable impact on youth-police relations.

Responses to the questionnaire distributed to 29 regular officers in Corona indicated that:

All but one officer were familiar with the project.

About 3/4 listed "community relations" as a major purpose of the project.

Almost 90% felt young people's attitudes about the police had improved as a result of the project.

Survey results appear to be somewhat in conflict. Although both teachers/administrators and regular officers felt the project had been worthwhile, they disagree on whether it had any measurable impact on young people's attitudes about the police.

(2) Community Service Cadets Relieved Regular Officers of Selected Noncriminal Responsibilities

Table 4, below, presents a summary of the noncriminal activities performed by cadets in 1972.

TABLE 4  
NON-CRIMINAL POLICE ACTIVITIES  
PERFORMED BY CADETS-1972

Non-Criminal Activities	1972		Total (Hours)
	Paid (Hours)	Donated (Hours)	
(1) <u>Direct Relief to Regular Officers</u>	<u>1066</u>	<u>46</u>	<u>1112</u>
Investigative follow-up	198	34	232
Property Checks	868	12	880
(2) <u>Other</u>	<u>1129</u>	<u>81</u>	<u>1210</u>
Public Representatives	139	34	173
Parks and Playgrounds	972	47	1019
Crossing guard	18	0	18
TOTALS	<u>2195</u>	<u>127</u>	<u>2322</u>

Although cadets in Corona did not directly respond to citizen calls, as shown in the table, cadets provided 1,066 paid hours of direct relief to regular officers and 46 donated hours in 1972. At an average cost per productive regular officer hour of \$6.19 (less \$2.65 per cadet per hour), the 1,112 cadet hours represented a savings to the department of \$3,936.

(3) The Cadet Project Had Some Success in Providing Career Opportunities to Qualified Persons in Law Enforcement

Table 5, below, presents information on cadet turnover.

TABLE 5  
CADET TURNOVER INFORMATION

TOTAL CADETS THROUGH PROJECT - 29	NUMBER	PERCENT
(1) <u>Number Completed</u>	<u>20</u>	<u>100.0</u>
<u>In law enforcement</u>	<u>11</u>	<u>55.0</u>
- Corona P. D. as regular officer (1)		
- Corona P. D. as new-sworn employee (3)		
- Elsewhere as regular officer (2)		
- Elsewhere as new sworn employee (5)		
<u>Out of law enforcement</u>	<u>9</u>	<u>45.0</u>
(2) <u>Number Still Participating</u>	<u>9</u>	<u>100.0</u>
Plan a career in law enforcement	7	77.8
Undecided	1	11.1
Unknown	1	11.1

As shown in the table, more than half of the cadets completing the project continued in law enforcement, and 7 of the 9 remaining cadets plan a career in law enforcement.

Although the Corona police department has retained only 4 of its former cadets, 1 as a regular officer and 3 as non-sworn employees, it provided career opportunities in other law enforcement agencies to 11 former participants.

(4) Non-Sworn Mexican-American Representation on the Police Force Was Slightly Increases As a Result of the Cadet Project

Prior to project implementation, 3 of the 36 sworn personnel in the Corona police department were Mexican-Americans. As of December, 1973, the department had increased the number of sworn personnel by 3 (to 39), 1 of whom was Mexican-American. Although the percentage of Mexican-Americans on the force increased from 8% to 10%, the increase was not a result of the cadet project. The 10% Mexican-American representation also falls short of an equivalent community representation of 24%. It should be noted, however, that the Corona PD hired only one officer (a former cadet) from 1969 to 1973.

Of the 20 cadets, 4 were Mexican-Americans. Two are still participants in the project and of the 2 completing the project:

- . One joined the Corona police department as a non-sworn employee
- . One joined another police department as a non-sworn employee.

2. EFFECTIVENESS OF PROJECT ADMINISTRATION

(1) Project Planning, Monitoring and Reporting

Preparation of the original grant application took 1 year to complete. The application was submitted in July, 1971. Notification of approval was received in November and in December, 1971, announcements were distributed for a new corps of Community Service Cadets.

The problem statement stressed increasing community tensions which were jeopardizing police-community relations (particularly with young people and the Mexican-American population). It described the need for increased non-crime related contact between citizens and the police department as a means of relieving tensions.

Project objectives were carefully itemized and related to the problem statement. No distinction was made, however, between impact and process objectives. The work plan and schedule provided a thoughtful, well-organized account of project intentions. Proposed project elements were presented clearly and with adequate detail. The evaluation design, however, was somewhat perfunctory and appeared to lack sufficient relevance to the project objectives already established.

From the outset, there was an apparent lack of understanding about the kind of information to gather and monitor. Daily logs were submitted by cadets and hours and activities posted on control sheets. These control sheets, however, were rarely accumulated and used for management purposes. With the exception of activity reporting, no other data was routinely tracked to measure progress in meeting objectives. Project files were disorganized and with the exception of personnel records, incomplete in many areas. Project financial control was exercised by the City's finance director. No evidence exists to suggest that project administrations were kept routinely informed of financial conditions.

Quarterly reports during the first year were essentially exercises in paper reproduction. No attempt was made to highlight progress in meeting stated objectives. Second year quarterly reports, however, conformed with new CCCJ (OCJP) reporting formats and were more conducive to tracing progress against project goals.

Major conclusions are that:

- . Initial planning for the Community Relations / Community Service Cadet Program was adequately carried out.
- A clear recognition of needs was apparent.
- Project objectives were addressed to recognized needs.
- The proposed work plan and resource allocation schedule were carefully and completely presented.

The evaluation design did not sufficiently reflect an awareness of how to measure and analyze the degree of attainment of project objectives.

Program monitoring and reporting demonstrated an apparent lack of understanding of how to use management information.

- Inadequate project data were developed, particularly regarding impact objectives.
- Project files demonstrated insufficient attention to careful and complete documentation.
- Progress reports were cumbersome and virtually useless for management purposes.

## (2) Recruiting And Selecting

Selection criteria established for cadets were patterned directly after those for regular Corona police officers, with the exception of age (18 to 21), minimum qualifying written examination score (60 as contrasted with 70), and the required enrollment in college with a police science major in pursuit of an AA degree.

Initial recruitment efforts resulted in 15 applicants, of which 11 were chosen. Recruitment efforts thereafter were conducted on a continuous, as needed basis.

Cadets were selected upon satisfactory completion of a written exam, an oral interview, a physical agility test, a personal history check and background investigation and a final interview with the Patrol Commander. During interviews with members of the study team, cadets reported that if at first they failed the written exam, they were allowed to take the same exam over almost immediately and invariably passed. Selection criteria reportedly emphasized a facility for working with young people in addition to assessing the candidates' potential for future law enforcement work. However, program turnover was high (10 per year) and the length of project participation varied greatly.

Major conclusions are that:

Selection criteria were sufficiently tailored to the requirements of the position.

- Criteria were consistent with regular police officer specifications.
- Criteria properly emphasized guiding project participants toward completion of a college education.

Recruitment efforts were adequate to staff project positions.

The selection process required strengthening to identify the most appropriate candidates for cadet service.

- Program turnover averaged 10 individuals per year.
- The average duration of stay for project participants was less than 11 months with 30% leaving in the first 6 months.

## (3) Training

New cadets were given an informal orientation by the Community Relations Lieutenant and Officer prior to duty assignment. Orientation activities were designed to identify individual cadet expectations and to present information on techniques for handling young people in school assignments.

A formal program of in-service training existed from program inception through October, 1973, when it was discontinued. The 25 hours per quarter of formal instruction proved unpopular with the cadets interviewed. Reasons cited ranged from dull material to inconvenient scheduling (Friday training sessions and Saturday morning drills). A scheduling change resulted in formal training only on an as-needed basis.

The conclusion is that formal orientation and training proved generally successful in preparing new cadets, but was unsuccessful in providing experienced cadets with additional

law enforcement skills and knowledge. On-the-job training of cadets, although limited, was cited as the most appreciated and realistic exposure to the requirements of police work in Corona.

(4) Utilization of CSO's

Table 6, below, summarizes how cadets were utilized in 1972.

TABLE 6,  
CADET UTILIZATION - 1972

<u>ACTIVITIES</u>	<u>PAID HOURS</u>	<u>% OF TOTAL</u>
(1) <u>Youth Work</u>	<u>2992</u>	<u>60.5</u>
. Parks and playgrounds	972	19.7
. Public schools	2020	40.8
. Other		
(2) <u>Departmental Support</u>	<u>1530</u>	<u>31.0</u>
. Property checks	868	17.6
. Communications	457	9.3
. Investigative follow-up	198	4.0
. Patrol	7	.1
(3) <u>Formal Community Relations</u>	<u>139</u>	<u>2.8</u>
. Public presentations	139	2.8
(4) <u>Other</u>	<u>282</u>	<u>5.7</u>
. Firing range	182	3.7
. Training	100	2.0
TOTAL	<u>4943</u>	<u>100.0</u>

As shown in the table, the great majority of cadet time (60%) was spent in youth work. The allocation of time underlines the high priority given to improving police relations with young people.

(5) Indoctrination of Regular Officers

Little formal effort was devoted to indoctrinating regular officers. Officers were utilized, to some extent, in the selecting and training of cadets, but formal reporting as to the purpose, scope and performance of the project was not provided. However, results of the questionnaire distributed to regular officers indicated that they were aware and generally in favor of the project.

(6) Supervision

Overall supervision of Community Service Cadets was the responsibility of the community relations lieutenant. However, when cadets were assigned to schools, parks or playgrounds, the assistant to the Superintendent of Schools exercised day-to-day supervision.

This dual supervisory arrangement tended to confuse cadets on occasion. Cadets reported considerable uncertainty about who to approach with certain types of problems. The community relations lieutenant in charge of the program exercised the greatest degree of supervision over cadets, however, and most identified him as their major source of program guidance and control.

(7) Academic Performance

Cadets were required to maintain a full schedule of college courses while performing assigned duties. They were also required to maintain an overall "C" average and no less than "C" in any police science class. In addition, cadets were required to actively pursue an AA degree and accumulate 9 of their required 60 units in the police science field. All cadets, except one, complied with these requirements. It should also be noted that cadet work schedules remained flexible to accommodate school requirements.

There is no evidence that academic performance was routinely monitored. However, since corrective action was taken in the 1 case mentioned above, what monitoring there was was evidently effective.

3. ADEQUACY OF PROJECT EVALUATION

As originally conceived, the evaluation component of the Corona project was to consist of pre- and post-surveys to measure the attitudes of "business, minority, student, employed and unemployed segments" of the community toward the police, and about community pro-

blems. Surveys to assess project impact were to have been conducted at 6-month intervals throughout the life of the project. Home interviews, both oral and written, were to have been utilized. Individuals and organizations having contact with, or taking part in the project, were to be queried on their opinion of the project according to selected criteria. Also, the Board of Directors of the Corona Kiwanis Club was to evaluate the effectiveness of the project on an ongoing basis and report their findings to CCCJ (OCJP).

The survey team found the following to have occurred:

- . No community attitude surveys were conducted, although project personnel have prepared one for distribution soon.
- . Evaluations of cadet performance were prepared by elementary and junior high school principals and recreation leaders of summer projects utilizing cadets. Although the efforts were conscientious, results were not useful for program management purposes, beyond counseling and initiating corrective action among individual cadets.
- . The Board of Directors of the Kiwanis Club did appoint a committee to evaluate the project. However, the committee included individuals closely involved in planning and overseeing the project in the schools, so a certain degree of impartiality was sacrificed. Furthermore, the evaluation methodology consisted of little more than subjective interpretations on the part of committee members with no analysis of data or attitudinal information. The report consisted of a 1-page testimonial letter endorsing the project.

Insufficient attention was devoted to evaluation of the Community Service Cadets Project in Corona.

\* \* \* \* \*

COLTON

## COLTON

The Police Service Officer (PSO) Project grew out of tensions which emerged in Colton during the late 1960s. A series of round table discussions were held by police officials with community (primarily Mexican-American) leaders. The grievances expressed in the meetings resulted in a concerted effort on the part of the Colton Police Department to improve police-community relations.

The Crime Commission report on Community Service Officers provided Colton with a model for developing a proposal to CCCJ (OCJP) for funding assistance in establishing a Community Relations Program. Colton's Police Chief prepared the grant application and submitted it in May, 1969. Project funding was approved and the first PSO's hired in April, 1970.

Colton's crime rate in 1968 and 1972 was well below the state average, although reporting procedures have since been substantially revised. The city's 1970 population of almost 20,000 was 50% Mexican-American. Income levels were 78% of the state average and the unemployment rate was somewhat above average for the state. Per capita policing expenditures in Colton were averaged and remained relatively constant from 1968 to 1972.

### 1. SUCCESS IN MEETING IMPACT OBJECTIVES

Project objectives were originally articulated by police department personnel in the initial grant application. Ten project objectives were identified in various sections of the application, but they included both process and impact objectives. The four objectives used to assess project impact are summarized below:

- . Improve police-community relations
- . Provide a training program for future police officers with the Colton Police Department
- . Relieve regular officers of lesser duties
- . Improve police services in high crime areas  
i. e., reduce crime and disorders

These impact objectives and associated sub-objectives are listed, along with relevant measurement criteria and analytical methodology, in Exhibit V, following this page.

EXHIBIT V

Office of Criminal Justice Planning

IMPACT OBJECTIVES AND MEASUREMENT CRITERIA  
FOR COLTON'S PSO PROJECT

PROJECT OBJECTIVES

MEASUREMENT CRITERIA

METHODOLOGY

1. IMPROVE POLICE-COMMUNITY RELATIONS

Increase community awareness of problems facing the police and solicit their cooperation in solving them

Provide a closer working relationship with the youth of the community

Have relations between the police and the community improved?

To what degree have relations between the police and the community improved?

To what extent are improved relations attributable to the Police Service Officer Project?

Community response to survey instrument regarding changes in attitude toward police as a result of the Police Service Cadet program

2. PROVIDE A TRAINING PROGRAM FOR FUTURE POLICE OFFICERS IN THE COLTON POLICE DEPARTMENT

Aid youth in completing their education in order to qualify for police service

Increase opportunities for young men to serve in law enforcement

Enable hiring of persons with an understanding of minority problems

Have PSO's become regular police officers in the Colton Police Department?

How many PSO's have completed educational requirements to qualify?

How many PSO's have remained in law enforcement upon completing the Project?

How many Mexican-Americans have become PSO's since project implementation?

Review of personnel files to determine destination of PSO's upon project termination

Review of personnel files to determine degree of educational attainment of participating PSO's

Interviews with administrative personnel relative to ethnic census of department and project

**CONTINUED**

**1 OF 2**

EXHIBIT V (2)

PROJECT OBJECTIVES

MEASUREMENT CRITERIA

METHODOLOGY

3. RELIEVE REGULAR OFFICERS OF LESSER DUTIES

Have police officers been relieved of lesser duties?

Review of time/activity data for PSO and departmental personnel

How much relief of lesser duties has occurred?

Review of departmental strength data

To what extent can it be attributed to PSO's?

4. IMPROVE POLICE SERVICES IN HIGH CRIME AREAS I. E., REDUCE CRIME AND DISORDERS

Has crime been reduced in high crime areas?

Review of crime data, 1968-1972

How much has crime been reduced?

Response to interviews with patrol lieutenant regarding location of high crime

(1) The PSO Project Appears To Have Had a Positive Effect on Police-Community Relations in Colton

The target in Colton for improving police-community relations was the 50% Mexican-American population. A survey of Mexican-American residents was conducted to assess their awareness of the PSO Project and their attitudes about the police department. Survey results are presented in detail in Appendix A, and summarized below. Of the 102 respondents questioned:

- . About 2/3 were aware of the project and almost half had had contact with PSO's.
- . The majority had positive comments about individual PSO's and the project in Colton.
- . Less than 20% expressed any improvement in their attitude about the police department, but of those who expressed a change, most attributed it to their contact with PSO's.

A questionnaire was distributed to 12 regular officers in the department asking them for comments about the project (Appendix C). Results of the questionnaire indicated that:

- . All were familiar with the project and most cited "improved community relations" as a major purpose of the project.
- . More than half reported improved police-community relations as a result of the project.
- . Half felt community relations was a major strength of the project.

(2) The PSO Project Provided Training and Preparation In Law Enforcement to Its Participants, But None Joined the Colton Police Department as Regular Officers

A second impact objective of the project was to provide training to future police officers in the Colton police department. The "process" or subobjectives were to:

- . Increase opportunities for young men to serve in law enforcement.

- . Aid youth in completing their education to qualify for police service.
- . Ensure hiring persons with an understanding of minority problems.

The creation of the PSO project provided training and preparation for 9 individuals during the three years of funding. Table 7, below, presents turnover information on the 9 PSO's.

TABLE 7  
PSO TURNOVER INFORMATION

<u>TOTAL CADETS THROUGH PROJECT - 9</u>	<u>NUMBER</u>	<u>PERCENT</u>
(1) <u>Number completed</u>	<u>7</u>	<u>100.0</u>
<u>In law enforcement</u>	<u>2</u>	<u>28.6</u>
- Colton P. D. as non-sworn employee	1	14.3
- Elsewhere as regular officer	1	14.3
<u>Out of law enforcement</u>	<u>5</u>	<u>71.4</u>
(2) <u>Number still participating</u>	<u>2</u>	<u>100.0</u>

As shown in the table, only one of the former PSO's joined the Colton police department, and as a non-sworn employee rather than as a regular officer. One former PSO joined the Corona police department as a regular officer and the other 5 left law enforcement. Both of the 2 current PSO's indicated a career interest in law enforcement. The conclusion is that Colton achieved limited success in placing former PSO's in sworn police positions.

In terms of educational achievement, all PSO's pursued a college degree while involved in the project and 4 earned AA degrees in police science. The 2 PSO's currently participating are working toward BA degrees.

All 9 PSO's were Mexican-Americans and were assumed to have some understanding of minority problems. Interviews with leaders in the Mexican-American community and findings of the citizen attitude survey both indicate that PSO's were aware of and related

well to problems faced by Colton's Mexican-American community.

(3) Police Service Officers Appear to Have Provided Some Relief to Regular Officers of Lesser Duties

No time/activity data exists for either PSO's or regular officers to fully document the impact PSO's had on regular officer workload. Both PSO's and regular officers submitted daily logs while on patrol, but the time involved in performing these activities is not reported. Daily logs are not routinely reviewed for completeness and accuracy or tallied and aggregated for reporting purposes. The project director conducted a 4-3/4 month survey in 1970 of PSO activities by monitoring and accumulating the daily log statistics of 1 PSO. Survey findings extrapolated for 1972 yielded the information summarized in the table below.

TABLE 8  
PSO ACTIVITIES AS EXTRAPOLATED  
FROM 1970 SURVEY-1972

	NUMBER	ESTIMATED HOURS	% OF TOTAL
(1) <u>DIRECT RELIEF TO REGULAR OFFICERS</u>		645	15.5
. Responding to citizen calls	237	71	1.7
. Vehicles impounded	50	25	.6
. Vacation checks	2424	404	9.7
. Patrol back-up	222	55	1.3
. Miscellaneous errands	540	90	2.2
(2) <u>OTHER</u>		3515	84.5
. Records division	--	2080	50.0
. Miscellaneous assignments	--	1435	34.5
TOTALS		4160	100.0

NOTE: Hours of activity estimated from visual inspection of selected PSO daily logs.

As shown in the table, PSO's provided an estimated 645 hours in 1972 of direct relief to regular officers, 71 hours of which involved responding to citizen calls for service. At an

average cost per productive regular officer hour of \$5.87 (less \$250 per hour per CSO), the 645 PSO hour represented a savings to the department of \$2,174.

(4) Reported Part I Offenses in Colton Increased Slightly From 1968 to 1972, But High Crime Areas Cannot Be Identified and the Relationship of the Increase to the PSO Project Cannot Be Documented

Colton's impact objective to "improve police services in high crime areas" was clarified by the project director as an interest in "reducing crime and disorders." No data were available, however, to pinpoint either the location of reported crimes or the permanent address of convicted offenders. "High crime area" apparently referred to the South End, a predominantly Mexican-American neighborhood, at the time the original grant application was submitted. It was reported in interviews with the project director and Colton's patrol commander that the "high crime area" in the city has now shifted to Colton's "northwest sector." To the extent that the original "high crime area" was displaced, attempts to measure success in reducing crime in 1 sector of the city would prove useless.

From 1968 to 1972 the number of major reported crimes for Colton as a whole increased by 17% (from 303 to 354). However, attempting to attribute the increase (or decrease, if one had occurred) to the PSO Project would be unrealistic.

2. EFFECTIVENESS OF PROJECT ADMINISTRATION

(1) Project Planning, Monitoring And Reporting

The problem statement in Colton's initial grant application identified the source of problems faced by the department and the need for a special program to resolve these problems. Project objectives related to the problem statement and addressed recognized needs. However, some confusion existed about how to present project objectives. The grant application identified 10 project objectives in different sections of the application with no distinction made between process and impact objectives. The work plan and schedule provided little indication of what the requirements for implementing the project were and how Colton intended to proceed. The general purpose of evaluation efforts was outlined in the proposal, but no indication was given of how

the evaluations would be performed, who would conduct them, or how evaluation activities related to project objectives.

From the beginning of the project, little effort was apparently made to develop project statistics or maintain information for management purposes. Project files were excessively brief in everything but personnel information. Project financial data were compiled and monitored by the finance director of the City. There was no indication that project administrators were kept informed of the financial status of the project.

Quarterly progress reports consisted primarily of a compendium of administrative memoranda. Apparently, a 5-month survey of 1 PSO's daily logs in 1970 comprised the basis for all activity data reported thereafter, including the final evaluation report.

The overall conclusion is that the degree of effort devoted to program planning, monitoring and reporting reflected only what was needed to comply with CCCJ (OCJP) requirements. However, with the exception of the evaluation component, little evidence exists to suggest that minimum requirements and contractual obligations were not met. Program performance was diminished, though, to the extent that little imagination was applied and attention devoted to analyzing project performance and soliciting CCCJ (OCJP) staff assistance in improving project execution.

#### (2) Recruiting and Selecting

Selection criteria established for PSO's were similar to those used for regular Colton police officers, with the exception of the 18 to 21 year age limit and the requirement that PSO's be enrolled in a police science program in college in pursuit of an AA degree.

Major recruitment efforts were carried out to initiate the project and in the summer of 1971 when the number of PSO's was increased from 2 to 4. In April, 1970, 15 qualified applicants were generated from a local newspaper announcement to fill 2 positions. In 1971, 12 applicants competed for 3 position openings. Single position openings, vacated through attrition, were filled from a waiting list of eligible candidates.

A written examination was not required in the selection process of PSO's. However, personal history checks and full background investigations were conducted, and oral interviews given to top-ranking candidates. An apparent, though unstated, selection criteria was that candidates be Mexican-Americans.

The conclusion is that methods used to recruit and select PSO's in Colton were effective in generating qualified applicants and choosing appropriate candidates. Of those who left the project, only 1 was terminated for "immaturity." Other PSO's resigned for reasons not related to a weakness in the selection process (i. e., disability injury and military draft).

#### (3) Training

PSO's received 80 hours of formal orientation and training prior to field assignment. Course material covered most facets of city and police operations, including such issues as police ethics, criminal law, rules of evidence, report writing, animal control and driver safety. A final examination was administered to PSO's at the end of the classroom training. In addition, PSO's were rotated through the three major divisions of patrol, records and detective, spending 20 hours in each area.

PSO's interviewed expressed the opinion that training had been interesting, comprehensive and usable. Training was probably the strongest element in the administration of the Colton project.

#### (4) Utilization of PSO's

PSO's were utilized to directly relieve regular officers and to perform a variety of other activities:

Two PSO's were assigned full-time (20 hours per week) to the records division.

The other 2 PSO's spent about a third of their time responding to citizen calls and providing other direct relief to regular officers. The other two thirds of their time was devoted to:

- Providing assistance to medical personnel at Colton's multi-service center.

- Assisting the animal control officer.
- Conducting public service presentations.

The breadth of activities engaged in by PSO's suggests that they received valuable on-the-job experience in preparing for a career in law enforcement. This impression was confirmed in an interview with a former PSO currently serving as a regular officer in Corona.

(5) Indoctrination of Regular Officers

Little formal effort was expended to inform regular officers of the purpose and scope of the PSO Project. The exception was the utilizing of officers to assist in training PSO's. Results of a questionnaire distributed to 12 regular officers indicated, however, that all but 1 were aware of the existence and purpose of the project and most felt the project was worthwhile.

(6) Supervision

Supervision was provided to the 2 PSO's assigned to patrol by the watch commander. The records unit supervisor (initially a lieutenant and more recently a civilian) provided on-the-job supervision to the other 2 PSO's assigned to that division. PSO's reported that the quality of the supervision varied directly with the particular individual in charge, but that in general, supervision was adequate, although sometimes too "close."

Performance evaluations of PSO's were routinely prepared by immediate supervisors and discussed with the individual. Inspection of sample evaluations suggests that sufficient attention was devoted to the performance of individual PSO's to reflect close and satisfactory supervision.

(7) Academic Performance

Academic performance of PSO's was monitored by the project director. Grade transcripts were routinely received from colleges attended and checked for minimum compliance with academic requirements (i. e., "C" average and 15 units of course work per individual each semester). Since 4 of the 9 project participants completed their AA degrees while involved in the PSO program, sufficient attention seems to have been devoted to monitoring academic performance.

3. ADEQUACY OF PROJECT EVALUATION

As originally conceived, the evaluation component of the Colton project involved recording attitudes of youth groups and community residents prior to implementation and at 3-month intervals throughout the project. This was never done. Instead, project evaluations prepared and submitted by the project director to comply with CCCJ (OCJP) requirements consisted of:

- . Letter testimonials from 3 reputed community leaders expressing support for the project
- . A summary assessment by the director concluding that the project had benefitted the city and the police department. Documentation for the assessment was primarily personal judgments made by the director about the project's impact on workload and community relations.

It is clear that insufficient evaluation of the Police Service Officer Project occurred in Colton.

\* \* \* \* \*

This chapter has presented a description and an evaluation of the individual projects which comprise the cluster. The next chapter compares the relative success each project had in meeting common impact objectives and the comparative effectiveness of project administration.

### III. PROJECT COMPARISONS

Inherent in the decision to evaluate a "cluster" of projects was the assumption that all had similar objectives and that all were characterized by similar activities. Although the 4 projects did have common elements, substantial differences existed in reasons for establishing the projects, environments in which they operated and activities performed by project personnel.

The extent to which these differences affected project performance is difficult to measure and document. However, in comparing the 4 projects, efforts were made to reflect these differences in the conclusions drawn about the relative performance of each.

This chapter presents a comparison of the 4 cluster projects and is divided into 5 sections as follows:

- . Section 1 provides a description of the environment in which each project was operated. Comparisons among the 4 cities are described in terms of:
  - Demographic characteristics.
  - Crime rates and trends.
  - Policing resources.
- . Section 2 compares the projects in terms of funding sources and levels, staffing and organization.
- . Section 3 presents information on the relative success each project had in meeting common objectives.
- . Section 4 ranks each project in selected areas of project administration.
- . Section 5 compares the quality of each project's evaluation component.

Much of the substantive discussion in each of these areas is contained in Chapter II. The purpose of this chapter is to present results of comparisons made in areas common to more than one project.

### III. PROJECT COMPARISONS

1. CHARACTERISTICS OF THE COMMUNITIES IN WHICH EACH PROJECT WAS OPERATED VARIED WIDELY

Characteristics of the 4 committees in which the CSO Projects were operated had a substantial impact on the purpose, scope and performance of each project.

(1) Selected Demographic Characteristics of Community Populations

Exhibit VI, following this page, presents 1970 census data comparing selected characteristics of the 4 cluster communities. The data categories selected for comparison are those most likely to have an impact on the policing requirements of a community. Major findings presented in the exhibit can be summarized as follows:

- . Two of the 4 cities had substantial minority populations:
  - Compton's 85% minority population is almost 4 times the state average.
  - Colton's 50% Mexican-American population is more than 3 times the state average.
- . Inglewood's minority population was equal to and Corona's less than the state average.
- . Income levels in Compton and Colton were below state averages:
  - Median income in Compton was 81% and in Colton 68% of the state average.
  - Per capita income in Compton was 63% and in Colton 68% of the state average.
  - Nineteen percent of the households in both Colton and Compton were below the poverty level compared to a 12% state average.
- . Compton's unemployment rate was 56% above the state average

EXHIBIT VI  
Office of Criminal Justice Planning  
DEMOGRAPHIC CHARACTERISTICS OF CLUSTER COMMUNITIES  
1970

SELECTED DEMOGRAPHIC CHARACTERISTICS	State		Compton		Inglewood		Corona		Colton	
	Number	Percent	Number	Percent	Number	Percent	Number	Percent	Number	Percent
<u>1970 Population</u>	<u>19,957,304</u>	<u>100.0%</u>	<u>78,709</u>	<u>100.0%</u>	<u>89,991</u>	<u>100.0%</u>	<u>27,571</u>	<u>100.0%</u>	<u>19,949</u>	<u>100.0%</u>
. Black	1,398,498	7.0	56,135	71.3	10,027	11.1	104	0.1	N. A.	N. A.
. Mexican-American	3,101,589	15.5	10,656	13.6	11,059	12.3	7,829	27.7	9,911	49.7
<u>Median Income</u>	<u>\$ 10,732</u>		<u>\$8,729</u>		<u>\$10,892</u>		<u>\$10,297</u>		<u>\$8,369</u>	
. Black	\$ 7,484		\$8,688		12,291		N. A.		N. A.	
. Mexican-American	\$ 8,791		\$5,291		\$ 9,934		\$ 7,474		\$7,772	
<u>Per Capita Income</u>	<u>\$ 3,632</u>		<u>\$2,276</u>		<u>\$ 4,187</u>		<u>\$ 3,086</u>		<u>\$2,469</u>	
. Black	\$ 2,314		\$2,094		\$ 3,420		N. A.		N. A.	
. Mexican-American	\$ 2,389		\$1,926		\$ 3,259		\$ 1,793		\$1,784	
<u>Households Below Poverty Level</u>		<u>11.9</u>		<u>18.6</u>		<u>9.6</u>		<u>9.5</u>		<u>18.6</u>
. Black		23.3		17.3		4.7		N. A.		N. A.
. Mexican-American		15.7		8.1		7.0		16.4		22.6
<u>Unemployed (Civilian) Persons</u>		<u>6.3</u>		<u>9.8</u>		<u>5.7</u>		<u>6.3</u>		<u>6.7</u>
. Black		10.6		11.0		6.0		N. A.		N. A.
. Mexican-American		7.0		7.3		5.7				
<u>Median Years of School Completed</u>	<u>12.4</u>		<u>11.8</u>		<u>12.4</u>		<u>12.3</u>		<u>11.4</u>	
<u>Family Income Greater Than \$15,000/Year</u>		<u>26.7</u>		<u>13.5</u>		<u>25.0</u>		<u>22.4</u>		<u>10.5</u>
<u>Average Value of Housing Unit</u>	<u>\$ 26,110</u>		<u>\$18,565</u>		<u>\$26,409</u>		<u>\$20,209</u>		<u>N. A.</u>	
<u>Average Gross Rent Per Month</u>	<u>\$ 128</u>		<u>\$ 110</u>		<u>\$ 195</u>		<u>\$ 111</u>		<u>N. A.</u>	

Source: 1970 Census

Unemployment rates in Corona and Colton were equal to and in Inglewood below the state average.

Education levels were comparable to the state average in the 4 cities.

The average value of a housing unit was 71% of the state average in Compton and about equal to the state average in Inglewood and Corona. (Colton data were not available.)

(2) Crime Rates and Trends

Exhibit VII, following this page, presents information on major crime rates and trends in the cluster communities. Major conclusions are summarized below:

Crime rates in Compton and Inglewood were well above the state average in 1968 and 1972:

- Compton's crime rate was almost 3 times the state average in 1968 and more than 3 times the state average by 1972.
- Inglewood's crime rate was 31% higher than the state average in 1968 and more than 70% higher by 1972.

Both Corona and Colton had crime rates well below the state average.

Crime rates increased substantially from 1968 to 1972 in 3 of the 4 cities:

- Inglewood - 75%
- Corona - 58%
- Compton - 50%

The crime rate in Colton reportedly increased only 5%. However, the comparability of Colton's crime reporting to other cities has been questioned recently and changes recommended by NCIC may result in an increase in reported crime of almost 50%.

EXHIBIT VII  
Office of Criminal Justice Planning  
MAJOR CRIME RATES AND TRENDS  
IN THE CLUSTER COMMUNITIES

	State			Compton			Inglewood			Corona			Colton		
	1968	1972	Percent Change	1968	1972	Percent Change	1968	1972	Percent Change	1968	1972	Percent Change	1968	1972	Percent Change
<u>1970 Population</u>	19,554,000	20,524,000	5.9	77,240	77,000	- .3	85,000	88,548	4.2	26,150	28,225	7.9	18,911	21,037	11.2
<u>Part I Index Person Crimes</u>															
• Criminal Homicide	1,161	1,789	54.1	20	43	115.0	4	12	200.0	2	1	-50.0	--	3	300.0
• Forcible Rape	5,402	8,131	50.5	69	96	39.1	22	63	186.4	5	3	-40.0	3	4	33.3
• Aggravated Assault	36,792	51,926	41.1	709	1,015	43.2	90	197	118.9	35	33	-5.7	15	12	-20.0
• Robbery	36,600	48,834	33.4	554	874	56.8	298	910	205.4	10	29	190.0	23	20	-13.0
<u>Major Person Crimes per 100,000 Population</u>	408	531	30.1	1,750	2,644	51.0	487	1,335	174.1	199	234	17.6	217	185	-14.7
<u>Part I Index Property Crimes</u>															
• Burglary	298,056	398,465	33.7	2,672	4,308	61.0	1,478	2,431	64.5	258	435	68.6	182	219	20.3
• Theft (over \$200)	53,357	75,418	41.3	164	59	-64.0	253	448	77.1	47	123	161.7	18	36	100.0
• Auto Theft	118,236	139,373	17.9	2,062	2,938	42.5	973	1,618	66.3	382	673	76.2	262	315	20.2
<u>Major Property Crimes per 100,000 Population</u>	2,395	2,944	22.9	6,341	9,487	49.6	3,181	5,078	59.6	1,461	2,384	63.2	1,385	1,497	8.1
<u>Total Part I Index Crimes</u>	549,604	723,936	31.7	6,250	9,333	49.3	3,118	5,679	82.1	434	739	70.3	303	354	16.8
<u>Crime Rate per 100,000 Population</u>	2,803	3,775	34.7	809	12,121	49.8	3,698	6,413	74.8	1,660	2,618	57.7	1,602	1,683	5.1

Note: Population estimates for cluster cities made by Planning Department personnel.

Major property crime rates were well above the state average in Compton and Inglewood:

- Compton's rate was almost 3 times the state average in 1968 and more than 3 times the state average by 1972.
- Inglewood's rate was 33% above the state average in 1968 and 73% above the state average by 1972.

Major property crime rates in Corona and especially Colton were well below the state average.

(3) Policing Resources

Exhibit VIII, following this page presents a comparison of the policing resources of the 4 cities. In summary:

- Total 1972 staffing in the departments ranged from about 45 in Corona and Colton to more than 250 in Compton and Inglewood.
- Compton's total staffing was increased by 70% from 1968 to 1972. Other department increases ranged from 34% in Inglewood to 15% in Corona.
- Total policing expenditures in 1972 ranged from \$5.2 million in Inglewood to \$553,000 in Colton.
- Policing expenditures were more than doubled in Inglewood from 1968 to 1972, the majority of the increase being nonpersonnel items.
- The cost per productive regular officer hour (wages and fringe benefits) in 1972 ranged from \$8.63 in Inglewood to \$5.87 in Colton.

Exhibit IX, following Exhibit VIII, presents some broad input and output measures for the 4 police departments. Key input measures include the following:

- Per capita police expenditures in 1972 ranged from \$58.67 in Inglewood to \$26.29 in Colton.

EXHIBIT VIII  
Office of Criminal Justice Planning  
POLICING RESOURCES FOR CLUSTER COMMUNITIES

	<u>Compton</u>			<u>Inglewood</u>			<u>Corona</u>			<u>Colton</u>		
	<u>1968</u>	<u>1972</u>	<u>Percent Change</u>	<u>1968</u>	<u>1972</u>	<u>Percent Change</u>	<u>1968</u>	<u>1972</u>	<u>Percent Change</u>	<u>1968</u>	<u>1972</u>	<u>Percent Change</u>
<u>RESOURCES</u>												
(1) <u>Staffing</u>												
<u>Sworn</u>	109	147	34.9	128	155	21.1	36	39	8.3	30	40	33.3
- Field Patrol Available to Respond to Calls	62	77	24.2	70	65	-7.1	21	22	4.8	17	24	41.2
<u>Non-Sworn</u>	40	104	160.0	69	108	56.5	5	8	60.0	5	5	-
<u>Total Staffing</u>	149	253	69.8	197	263	33.5	41	47	14.6	35	45	28.6
(2) <u>Sworn Staffing by Major Organizational Unit</u>												
<u>Patrol</u>	68	91	33.8	95	84	-11.6	26	29	11.5	23	33	43.5
<u>Investigation</u>	33	45	36.4	24	33	37.5	4	4	-	4	4	-
<u>Support Services</u>	7	9	28.6	5	13	160.0	2	2	-	1	1	-
<u>Community Relations</u>	1	2	100.0	-	9	200.0	1	2	100.0	0	0	-
<u>Other</u>	-	-	-	4	16	300.0	3	2	-33.3	2	2	-
(3) <u>Expenditures</u>												
<u>Personnel (\$000)</u>	1,038	1,796	73.0	1,303	2,404	84.5	380	534	40.5	371	452	21.8
- Cost per Productive Regular Officer Hour	\$5.00	\$6.25	25.0	N.A.	\$8.63	-	\$4.96	\$6.19	24.8	\$5.44	\$5.87	7.9
<u>Other</u>	561	491	-12.5	683	2,791	308.6	133	225	63.4	68	101	48.9
<u>Total Expenditures (\$000)</u>	1,599	2,287	43.0	1,986	5,195	161.6	518	759	46.5	439	553	26.0

Notes: Corona's fringe benefits are included in "other".  
Colton's "sworn" and "patrol" personnel totals include 8 EEA employees.  
Cost per productive regular officer hour represents the approximate midpoint of a police officer's hourly salary range plus fringe benefits.

EXHIBIT IX  
Office of Criminal Justice Planning  
BROAD INPUT MEASURES FOR CLUSTER COMMUNITIES  
1968 and 1972

INPUT MEASURES	Compton			Inglewood			Corona			Colton		
	1968	1972	Percent Change	1968	1972	Percent Change	1968	1972	Percent Change	1968	1972	Percent Change
(1) <u>Policing Expenditures</u>												
• Per Capita (\$)	20.70	29.70	43.5%	23.36	58.67	151.2%	19.77	26.89	36.0%	23.21	26.29	13.3%
• Per Police Employee (\$000)	10.73	9.04	-15.8	10.08	19.75	95.9	12.61	16.15	28.1	12.57	12.29	-2.2
• Per Available Field Patrol Officer (\$000)	25.79	29.70	15.2	28.37	79.92	181.7	24.62	34.50	40.2	25.88	23.04	-11.0
• Per Part I Index Offenses (\$)	255.84	245.04	-4.2	626.95	914.77	43.6	1,191.24	1,027.06	-13.8	1,452.15	1,562.15	7.6
• Per Called for Services (\$)	48.88	51.94	6.3	178.79	337.38	88.7				42.58	62.32	46.4
• Per Part I and II Arrests (\$)	244.35	378.39	54.9	594.61	1,089.10	83.2	275.15	510.08	85.4	338.72	420.85	24.3
(2) <u>Police Employees per 1000 Population</u>												
• Sworn	1.41	1.91	35.5	1.51	2.75	15.9	1.38	1.38	-0-	1.59	1.90	19.5
• Non-Sworn	.52	1.35	159.6	.81	1.22	50.6	.19	.28	47.4	.26	.24	-7.7
Total	1.93	3.26	68.9	2.32	2.97	28.0	1.57	1.66	5.7	1.85	2.14	15.7
(3) <u>Police Employees Available for Field Patrol</u>	<u>62</u>	<u>77</u>	<u>24.2</u>	<u>70</u>	<u>65</u>	<u>-7.1</u>	<u>21</u>	<u>22</u>	<u>4.8</u>	<u>17</u>	<u>24</u>	<u>41.2</u>
• Per 1000 Population	.80	1.00	25.0	.82	.73	-11.0	.80	.78	-2.5	.90	1.14	26.7
<u>OUTPUT MEASURES</u>												
(1) <u>Called for Services Handled</u>	<u>32,716</u>	<u>44,035</u>	<u>34.6</u>	<u>11,105</u>	<u>15,400</u>	<u>38.6</u>	<u>6,645</u>	<u>13,624</u>	<u>105.0</u>	<u>19,334</u>	<u>8,873</u>	<u>-14.1</u>
• Per police employee	219.6	174.1	-20.7	56.4	58.6	3.9	162.1	289.9	78.8	295.3	197.2	-33.2
• Per sworn police employee	300.1	299.6	-0.2	86.8	99.4	14.5	184.6	349.3	89.2	344.5	221.8	-35.6
• Per police employee available for field patrol	527.7	571.9	8.4	158.7	236.9	49.3	316.4	619.3	95.7	677.9	521.9	-14.2
(2) <u>Part I Index Crimes Handled</u>	<u>6,250</u>	<u>9,383</u>	<u>49.3</u>	<u>3,118</u>	<u>5,679</u>	<u>82.1</u>	<u>494</u>	<u>738</u>	<u>70.3</u>	<u>303</u>	<u>354</u>	<u>16.8</u>
• Per police employee	41.9	36.9	11.9	15.8	21.6	36.7	10.6	15.7	48.1	5.7	7.9	-9.2
• Per sworn police employee	57.3	63.5	10.8	24.4	36.6	50.0	12.1	18.9	56.2	13.1	8.9	-11.9
• Per police employee available for field patrol	100.8	121.2	20.2	44.5	87.4	96.4	20.7	38.6	62.3	17.8	14.8	-16.9

NOTE: A call for service is defined as any call requiring the dispatch of an officer.

The number of sworn police employees per 1000 population in 1972 ranged from 1.14 in Colton to .73 in Inglewood.

Key output measures can be summarized as follows:

Calls for service handled per police officer available for field patrol in 1972 ranged from 619 in Corona to 237 in Inglewood. (Note: based on a review of similar workload data for 25 California cities, Inglewood's CFS workload estimates appear to be low.)

Major crimes handled per sworn employee in 1972 ranged from 64 in Compton to 9 in Colton.

## 2. PROJECT SCOPE AND THE UTILIZATION OF RESOURCES VARIED AMONG THE FOUR CITIES

Exhibit X, following this page, compares funding sources and amounts, expenditures and staffing levels of the 4 projects. Major conclusions are that:

Average yearly project costs ranged from \$150,140 in Compton to \$19,779 in Colton. Of that total the percent of local matching was as follows:

- Colton - 40%
- Inglewood - 35%
- Corona - 34%
- Compton - 30%

The average yearly local match amounted to varying percentages of total police department budgets:

- 4.8% in Corona
- 3.0% in Compton
- 1.5% in Colton
- 1.0% in Inglewood.

The cost per productive CSO hour ranged from \$4.48 in Compton to \$2.50 in Colton.

EXHIBIT X

Office of Criminal Justice Planning  
 CSO PROJECT CHARACTERISTICS OF THE  
 CLUSTER COMMUNITIES

	COMPTON			INGLEWOOD			CORONA			COLTON		
	1st	2nd	3rd	1st	2nd	3rd	1st	2nd	3rd	1st	2nd	3rd
<u>FUNDING SOURCES &amp; AMOUNTS</u>												
1. OCJP	113,448	100,770	100,770	81,416	75,670	101,118	60,035	51,663		11,067	12,174	12,174
2. Local Match	16,233	67,888	51,312	54,278	50,448	33,706	21,454	36,678		7,350	8,182	8,182
Total Funding	\$129,681	\$168,578	\$152,082	\$135,118	\$126,118	\$134,824	\$ 81,489	\$ 88,341		\$ 18,426	\$ 20,456	\$ 20,456
<u>PROJECT COSTS</u>												
1. Personnel Services												
- CSO Salaries	62,280	66,017	66,017	58,782	64,865	87,294	17,749	22,700		5,200	10,400	10,400
- CSO Fringe Benefits	6,732	9,216	9,216	8,029	8,649	550	1,048	162		-0-	-0-	-0-
- Non-CSO Salaries & Benefits	39,733	41,914	41,914	28,606	30,328	36,883	49,120	51,415		9,256	9,256	9,256
- Cost Per Productive CSO Hour	4.23	4.61	4.61	2.73	3.00	3.57	2.65	2.65		2.50	2.50	2.50
2. Travel	4,920	2,069	4,060	5,712	5,418	220	130	1,088		-0-	-0-	-0-
3. Consultant Services	3,940	14,328	13,913	6,000	6,000	-0-	-0-	-0-		-0-	-0-	-0-
4. Supplies & Other Operating Equip.	6,439	18,843	16,922	5,250	1,975	9,640	11,051	12,433		-0-	-0-	-0-
5. Equipment	5,637	16,191	40	23,315	-0-	237	2,391	543		3,770	400	400
Total Project Costs	\$129,681	\$168,578	\$152,082	\$135,694	\$126,118	\$134,824	\$ 81,489	\$ 88,341		\$ 18,426	\$ 20,456	\$ 20,456
<u>ORGANIZATIONAL PLACEMENT</u>												
	(Administr. Services Division)			(Administr. Services Division)			(Community Relations Bureau)			(Administration)		
<u>PROJECT STAFFING</u>												
1. CSO's												
- Total through project		31			48			29			9	
- Participating at end of funding		8			16			(Project still funded - 9 participating)			4	
2. Non-CSO's	3	3	3	2	2	2	3	3		1	1	1

Note: Cost per productive CSO hour for Corona is based on costs attributable to Cadet Program only (including overhead allocation)

CSO Projects were organizationally placed in the Administrative Services Division in Compton, Inglewood and Colton; and in the Community Relations Unit in Corona.

The average number of CSO's through the project per year of operation ranged from 18 in Inglewood to 3 in Colton.

### 3. IMPACT OF THE FOUR PROJECTS VARIED GREATLY

The intended impact of the 4 projects differed in terms of target populations, priorities among objectives and project emphasis (police department or individual CSO). However, common objectives could be identified and project success in meeting common objectives compared.

Although subtle differences existed in the stated objectives of the 4 projects, there appeared to be 7 major impact objectives. Exhibit XI, following this page, identifies which of the 7 were common to more than one of the projects. As shown in the exhibit, 4 of the 7 objectives are common to all 4 projects and one is common to all but Compton. The 5 common objectives are:

- . Reduce regular officer workload.
- . Improve police-community relations.
- . Increase minority representation on the police force.
- . Provide a recruitment base for the police department.
- . Aid youth in completing their education to better qualify for police work.

(1) Compton and Corona did the Best Job of Relieving the Workload of Sworn Officers

Exhibit XII, following Exhibit XI, compares the performance of the 4 projects in relieving sworn officers' workload.

EXHIBIT XI  
Office of Criminal Justice Planning  
IMPACT OBJECTIVES OF CLUSTER CITIES

<u>IMPACT OBJECTIVES</u>	<u>Compton</u>	<u>Inglewood</u>	<u>Corona</u>	<u>Colton</u>
1. Reduce regular officer workload.	X	X	X	X
2. Improve police-community relations.	X	X	X	X
3. Increase minority representation on the police force.	X	X	X	X
4. Provide a recruitment base for the police department.	X	X	X	X
5. Aid youth in completing their education to better qualify for police work.		X	X	X
6. Encourage and support minority youth in attaining a college education.	X			
7. Provide immediate training and employment to minority group members.	X			

EXHIBIT XII  
Office of Criminal Justice Planning  
CSO IMPACT ON REGULAR OFFICER  
WORKLOAD IN CLUSTER CITIES

COMPTON

	SELECTED DEPARTMENT WORKLOAD--1968 and 1972					SELECTED DEPARTMENT WORKLOAD--1972				
	1968		1972		% Change	Total	Handled by 77		Handled by	
	Number	Estimated Hours	Number	Estimated Hours		Estimated Hours	Regular Officers	Percent	12 CSO's	Percent
Citizen calls for service	32,716	24,537	44,035	33,026	34.6	33,026	31,625	95.8	1,399	4.2
- Part I offenses	10,609	7,957	13,456	10,092	26.8	10,092	9,498	94.1	594	5.9
- Other	22,107	16,580	30,579	22,934	38.3	22,934	22,127	96.5	805	3.5
Calls for service per available regular officer	527.7		571.9							
Total hours of direct CSO relief (1972):			4,087							
- Responding to calls for service			1,399							
- Other than calls for service			2,688							
Hours of relief per CSO			340.6							
Hours of relief per sworn officer			27.8							

NOTES: Time per call for service estimates equalled 45 minutes for regular officers and 30 minutes for CSO's.  
(CSO's handle less serious calls requiring less report-writing and follow-up.)

## EXHIBIT XII (2)

INGLEWOOD

	SELECTED DEPARTMENT WORKLOAD--1968 & 1972					SELECTED DEPARTMENT WORKLOAD--1972				
	1968		1972		% Change	Total	24 Regular		Handled by	
	Number	Estimated Hours	Number	Estimated Hours		Estimated Hours	Officers	Percent	4 PSO's	Percent
Citizen calls for service	11,108	11,108	15,400	15,400	38.6	15,400	14,054	91.3	1,343	8.7
- Part I offenses	5,597	5,597	7,179	7,179	28.3	7,179	6,979	97.2	200	2.8
- Other	5,511	5,511	8,221	8,221	49.2	8,221	7,078	86.1	1,143	13.9
Calls for service per available regular officer	158.7		236.9		49.3					
Total hours of direct CSO relief (1972):			<u>1,958</u>							
- Responding to calls for service			1,343							
- Other than calls for service			615							
Hours of relief per CSO			108.8							
Hours of relief per sworn officer			12.6							

NOTES: Inglewood estimated an average of 1 hour per call for service for a regular officer and 30 minutes for a CSO. The department's estimate of 15,400 calls for service is based on the last DR number assigned in 1972. This figure seems low when compared to calls for service in other similar sized cities with similar crime characteristics.

## EXHIBIT XII (3)

CORONASELECTED DEPARTMENT WORKLOAD--1968 & 1972

	<u>1968</u> <u>Number</u>	<u>1972</u> <u>Number</u>	<u>% Change</u>
Citizen Calls for Service	6,645	13,624	105.0
- Part I offenses	434	739	70.3
- Other	6,211	12,885	107.5
Calls for service per available regular officer	316.4	619.3	95.7
Total hours of direct CSO assistance (1972):		<u>1,066</u>	
- Responding to calls for service		0	
- Other than calls for service		1,066	
Hours of relief per CSO		106.6	
Hours of relief per sworn officer		27.3	

NOTE: Hours of direct relief determined from reported paid cadet hours in vacation checks and investigative follow-ups. Corona cadets did not respond directly to citizen calls for service.

EXHIBIT XII (4)

COLTON

	SELECTED DEPARTMENT WORKLOAD--1968 and 1972					SELECTED DEPARTMENT WORKLOAD--1972				
	1968		1972		% Change	Total	Handled by			
	Number	Estimated Hours	Number	Estimated Hours		Estimated Hours	24 Regular Officers	4 PSO's		
						Hours	Percent	Hours	Percent	
Citizen calls for service	10,334	3,312	8,875	2,926	-11.7	2,926	2,855	97.6	71	2.4
- Part I offenses	303	303	354	354	16.8	354	349	98.6	5	1.4
- Other	10,031	3,009	8,519	2,572	-14.5	2,572	2,506	97.3	66	2.7
Calls for service per available regular officer	607.9		369.		-39.2					
Total hours of direct PSO relief (1972):			645							
- Responding to calls for service			71							
- Other than calls for service			574							
Hours of relief per PSO			161.3							
Hours of relief per sworn officer			16.1							

NOTES: Estimated hours determined by assuming average 1 hour per Part I, 30 minutes per Part II, 10 minutes per miscellaneous call.

PSO workload distribution determined from time survey of one PSO's log during period August 1, 1970 through December 11, 1970. 47 service calls were handled in 412 hours; one Part I, 16 Part II and 30 miscellaneous.

Two of the four PSO's were available for patrol activities for 20 hours per week each.

Direct relief hours estimated from survey data: 10 minutes per actual vacation check, 10 minutes per miscellaneous assignment, 30 minutes per vehicle impoundment, 15 minutes per police back-up.

The table below summarizes the impact CSO's had on sworn officers workload in the 4 cities.

TABLE 9  
CSO IMPACT ON REGULAR OFFICER  
WORKLOAD-1972

	COMPTON	INGLEWOOD	CORONA	COLTON
<u>Calls for Service Per Available Regular Officer Without CSO's</u>	<u>571.9</u>	<u>236.9</u>	<u>619.3</u>	<u>369.7</u>
<u>Calls for Service Per Available Regular Officer With CSO's</u>	<u>535.6</u>	<u>185.5</u>	<u>619.3</u>	<u>359.8</u>
Percentage Reduction in CFS Per Available Regular Officer as a Result of CSO Project	6.8	27.7	-0-	2.8
<u>Total Hours of Direct CSO Relief</u>	<u>5787</u>	<u>2958</u>	<u>2066</u>	<u>645</u>
- Responding to CFS	1399	1343	-0-	71
- Other Than CFS	2688	615	1066	574
Hours of Direct Relief for Sworn Officer	27.8	12.6	27.3	16.1

NOTE: Cadets in Corona did not respond directly to citizen calls for service.

As shown in the table, Compton and Corona provided the greatest number of average hours of direct relief per sworn police employee of the 4 cluster projects. Based on the varying costs per productive regular officer hour, the use of CSO's in the 4 departments represented the following dollar savings:

- . Inglewood - \$10,828 (\$70/sworn officer)
- . Compton - \$7,234 (\$49/sworn officer)
- . Corona - \$3,936 (\$101/sworn officer)
- . Colton - \$2,174 (\$54/sworn officer)

(2) A Valid Comparison of the Relative Impact Each Project Had on Improving Police-Community Relations Could Not Be Made

Two major methods were employed to assess CSO impact on police-community relations.

- . Questionnaires were distributed to regular officers in each department asking for their opinions.
- . Citizen surveys were conducted to sample community attitudes among the following target populations:
  - All residents in Compton and Inglewood.
  - The Mexican-American community in Colton.
  - Elementary and Junior High School students in Corona (teachers and administrators were questioned about student attitudes).

Results of questionnaires distributed and surveys conducted are presented in Appendices A through C. Although attempts to assess attitude changes produced a general reading of each target population, no definite conclusions can be made about the relative success each project had. Major findings seem to indicate that target populations:

- . Were generally aware that CSO Projects were in operation.
- . On the average, had little direct contact with CSO's.
- . Generally approved of the CSO concept.
- . Experienced no significant attitude change about the police department as a result of the CSO Project.
- . Had some very favorable comments about individual CSO's.
- . Had no significant negative feelings about the projects or about individual CSO's.

Results of the questionnaire distributed to regular officers indicated they are aware of the project, generally in favor of it, but had little day to day contact with CSO's.

(3) Inglewood Has the Potential of Being the Most Successful in Increasing Minority Representation in Law Enforcement

Exhibit XIII, following this page, traces the success each project had in increasing minority representation in law enforcement. Major conclusions can be summarized as follows:

- . None of the projects were very successful in increasing their own department's minority representation.
- None of the communities had sworn minority representation on the force equal to the minority percentage of the community either before or after the CSO Project.
- .. Sworn minority representation on the force in 1968 ranged from 27% in Compton (with 1970 minority percentage of 85%) to 3% in Inglewood (with 1970 minority percentage of 23%).
- .. Sworn minority representation in 1973 ranged from 51% in Compton to 9% in Inglewood.

EXHIBIT XIII  
Office of Criminal Justice Planning  
SUCCESS OF CLUSTER CITIES IN INCREASING  
MINORITY REPRESENTATION IN LAW ENFORCEMENT

	<u>Compton</u>	<u>Inglewood</u>	<u>Corona</u>	<u>Colton</u>
(1) DEPARTMENT STAFFING PRIOR TO CSO PROJECT (1968)				
- Total sworn officers	109	128	36	30
- Minority sworn officers	29	4	3	1
Minority officers as a percent of total sworn officers	26.6%	3.1%	8.3%	8.3%
(2) DEPARTMENT STAFFING AT END OF CSO PROJECT (1973)				
- Total sworn officers	144	155	39	32
- Minority sworn officers	74	14	4	3
Minority officers as a percent of total sworn officers	51.4%	9.0%	10.3%	9.4%
Percent change in minority representation on force since inception of CSO Project	155.2%	250.0%	33.3%	200.0%
Minority officers added to the force as a result of the CSO Project	2	1	0	0
(3) TOTAL MINORITY CSO'S THROUGH PROJECT				
• In law enforcement	<u>26</u>	<u>18</u>	<u>4</u>	<u>9</u>
- Joining own department as sworn officer	2	1	-	-
- Joining own department in non-sworn position	-	1	1	1
- Joining other department as sworn officer	-	1	-	1
- Joining other department in non-sworn position	-	-	1	-
• Out of law enforcement	16	6	-	3
• Still participating (at end of funding)	<u>8</u>	<u>9</u>	<u>2</u>	<u>2</u>
- Plan career in law enforcement	4	7	1	2
- Do not plan career in law enforcement	2	2	-	-
- Undecided	2	-	-	-
- Unknown	-	-	1	-

Note: Regular officers in Colton does not include EEA employees.

- From 1968 to 1973 the 4 departments added a total of 58 sworn minority officers.

- .. Compton - 45
- .. Inglewood - 10
- .. Colton - 2
- .. Corona - 1

- CSO Projects contributed only 3 of the 58 sworn minority officers to the 4 departments.

- .. Compton - 2
- .. Inglewood - 1
- .. Corona and Colton - 0

· Nine of the 57 minority CSO's who completed the project remained in law enforcement.

- Compton - 2 sworn
- Inglewood - 2 sworn, 1 nonsworn
- Corona - 2 nonsworn
- Colton - 1 sworn, 1 nonsworn

· Two-thirds of the currently participating CSO's plan a career in law enforcement.

- Colton - 2 out of 2
- Inglewood - 7 out of 9
- Compton - 4 out of 8
- Corona - 1 out of 2

(4) Inglewood Had the Most Success in Utilizing the CSO Project As A Recruitment Base For Its Department

Exhibit XIV, following this page, summarizes CSO turnover for the 4 projects. As shown in the exhibit:

· Eleven of Inglewood's 32 CSO's who completed the project joined the department as sworn officers and 1 as a nonsworn employee. This compared to:

- 0 of 7 in Colton (plus 1 nonsworn)
- 1 of 20 in Corona (plus 3 nonsworn)
- 5 of 23 in Compton.

EXHIBIT XIV  
Office of Criminal Justice Planning  
SUCCESS OF CSO PROJECTS IN DEVELOPING  
A RECRUITMENT BASE FOR THEIR POLICE DEPARTMENTS

	<u>COMPTON</u>		<u>INGLEWOOD</u>		<u>CORONA</u>		<u>COLTON</u>	
	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>	<u>Number</u>	<u>Percent</u>
(1) <u>TOTAL CSO'S</u>	<u>31</u>	<u>100.0</u>	<u>48</u>	<u>100.0</u>	<u>29</u>	<u>100.0</u>	<u>9</u>	<u>100.0</u>
Completed Project	23	74.2	32	66.7	20	69.0	7	77.8
Still Participating	8	25.8	16	33.3	9	31.0	2	22.2
(2) <u>COMPLETED PROJECT</u>								
In law enforcement	<u>8</u>	<u>25.8</u>	<u>15</u>	<u>31.3</u>	<u>11</u>	<u>38.0</u>	<u>2</u>	<u>22.2</u>
- Joining own department as regular officer	5		11		1		-	
- Joining own department in non-sworn position	-		1		3		1	
- Joining other department as regular officer	3		3		2		1	
- Joining other department in non-sworn position	-		-		5		-	
Out of law enforcement	15	48.4	17	35.4	9	31.0	5	55.6
(3) <u>TOTAL CSO'S STILL PARTICIPATING (At end of funding)</u>								
Plan career in law enforcement	4	12.8	15	31.2	7	24.1	2	22.2
Do not plan career in law enforcement	2	6.5	-	-	-	-	-	-
Undecided	2	6.5	1	2.1	1	3.5	-	-
Unknown	-	-	-	-	1	3.5	-	-

Twenty-eight of the 35 CSO's still participating in the 4 projects plan a career in law enforcement

- 2 of 2 in Colton
- 15 of 16 in Inglewood
- 7 or 9 in Corona
- 4 of 8 in Compton

The large number of CSO's still participating at the end of funding makes it difficult to fully evaluate the success projects had in meeting this objective.

(5) Compton Provided the Greatest Support to CSO's in Continuing Their Education

Exhibit XV, following this page, reviews the nature and extent of the support given to CSO's to assist them in continuing their education. As shown in the exhibit:

- . All CSO's received both financial aid and encouragement to complete their education.
- . The hourly wage paid to Compton CSO's was substantially higher than that paid by other projects.
- . Compton and Colton provided financial support beyond the hourly salary to cover tuition, books and travel expenses.
- . All of the projects:
  - Monitored academic performance.
  - Counseled CSO's.
  - Were flexible in scheduling work assignments.
  - Offered motivation and encouragement to individual CSO's.

EXHIBIT XV

Office of Criminal Justice Planning  
 ASSISTANCE GIVEN CSO'S IN CLUSTER CITIES  
 TO COMPLETE THEIR EDUCATION

	<u>Compton</u>	<u>Inglewood</u>	<u>Corona</u>	<u>Colton</u>
Number of CSO's aided in completing their education	31	10	29	9
Financial support provided per CSO:				
- Average hourly salary	\$ 4.48	\$ 3.10	\$ 2.65	\$ 2.50
- Average annual school perquisites, including:	\$325.00	\$ ---	\$ ---	\$100.00
Tuition				
Books				
Educational travel allowance				
Assistance provided by project administrators:				
- Monitoring of academic performance by training officer or project coordinator	X	X	X	X
- Counseling of CSO's	X	X	X	
- Work schedule flexibility to accommodate school schedule	X	X	X	X
- Motivation and encouragement offered	X	X	X	X

NOTE: Average hourly salary represents an average salary for the three years of the CSO Project.

EXHIBIT XVI  
Office of Criminal Justice Planning  
PROJECT RANKINGS  
IN SELECTED ADMINISTRATIVE AREAS

4. EACH PROJECT EXHIBITED STRENGTHS AND WEAKNESSES  
IN PROJECT ADMINISTRATION

Attempts to compare the relative effectiveness of project administration were limited by the following:

- . Projects differed in purpose and scope.
- . The emphasis placed on projects varied among cities.
- . Available resource levels and the competence of project personnel was not the same for all projects.
- . Procedures, guidelines and staff assistance provided by CCCJ (OCJP) and Regional Planning

To compensate for these project differences and because of the difficulty in trying to quantify the relative effectiveness of project administration, it was decided that the most effective comparison would result from subjectively ranking projects in selected areas of administration. Exhibit XVI, following this page, presents the results of the ranking. A "5" was the maximum and a "1" was the minimum number of points awarded. The table below summarizes the relative success each project had in the 7 areas reviewed.

TABLE 10

	COMPTON	INGLEWOOD	CORONA	COLTON
	%	%	%	%
. Program Planning, Monitoring and Reporting	<u>82.0</u>	66.0	68.0	56.0
. Recruiting and Selecting	85.0	<u>90.0</u>	70.0	82.5
. Training	80.0	70.0	42.5	<u>87.5</u>
. Utilizing CSO's	<u>90.0</u>	80.0	73.3	63.3
. Indoctrinating Regular Officers	<u>73.3</u>	60.0	60.0	66.7
. Supervising CSO's	83.3	<u>96.7</u>	80.0	83.3
. Monitoring Academic Attendance and Performance	<u>100.0</u>	85.0	85.0	<u>100.0</u>

PROJECT PLANNING, MONITORING & REPORTING

	Compton	Inglewood	Corona	Colton
. Inclusion of high department and city personnel in initial planning process.	5	4	5	5
. Valid assessment of needs.	5	5	5	5
. Establishment of objectives related to needs.	5	4	4	3
. Establishment of detailed plans for project implementation.	3	3	5	2
. Establishment of measures of effectiveness.	4	2	2	2
. Determination of evaluation methodology related to project objectives.	5	3	3	3
. Compilation of workload statistics.	4	3	3	2
. Managerial use of data gathered.	2	2	2	2
. Project documentation and general condition of project files.	4	3	3	2
. Preparation of internal project status reports evaluating success in meeting impact objectives.	4	4	2	2
Total	41	33	34	28

RECRUITING AND SELECTING

	Compton	Inglewood	Corona	Colton
. Appointment of qualified selection panel	5	5	4	2
. Establishment of job qualifications related to achievement of project objectives.	5	5	4	5
. Use of qualifications in the selection process.	3	5	5	5
. Use of objective selection instruments to differentiate among job applicants.	4	4	4	3
. Use of effective methods to publicize CSO opportunities	5	5	2	4
. Adequacy of recruitment efforts to staff project positions.	4	4	3	5
. Effectiveness of selection process as indicated by frequency and extent of turnover of project participants.	3	3	2	4
. Degree of special effort expended to recruit minority candidates.	5	5	3	5
Total	34	36	28	33

NOTE: "5" was the maximum and "1" the minimum number of points awarded.

## EXHIBIT XVI (2)

TRAINING	Compton	Inglewood	Corona	Colton
Identification of specific training objectives.	3	2	1	3
Preparation of formal training program.				
- Identification of key subject areas.	5	5	2	5
- Use of skilled police personnel as instructors.	5	5	4	5
- Design and use of instructor's guide.	5	5	2	3
- Inclusion of sufficient number of services to allow training objectives to be met.	5	3	3	5
- Requirement of recruit to demonstrate skills taught. (e. g., exams)	1	1	1	5
Provision for on-the-job training situation where learning could be reinforced.	4	3	2	5
Overall effectiveness of training in preparing new CSO's for the CSO experience.	5	3	3	5
Total	32	28	17	35

## UTILIZATION

Use of CSO's in activities consistent with project impact objectives.	5	4	4	4
Distribution of CSO time in proportions sufficient to allow project impact objectives to be met.	4	4	4	3
Performance of CSO's in assigned duties as evaluated by regular officers in the department.	4	4	5	4
Consistency of CSO activities with a career in law enforcement.	5	4	2	4
Adequacy of data documenting allocation of CSO time to department activities.	4	4	5	2
Adequacy of data documenting workload statistics for CSO's.	5	4	2	2
Total	27	24	22	19

## INDOCTRINATION OF REGULAR OFFICERS

Use of formal methods to indoctrinate regular officers about the purpose and scope of the project.	5	3	3	3
Use of regular officers in the selection of CSO's.	3	3	4	3
Use of regular officers in training of CSO's.	4	4	3	5
Regular contact between police officers and CSO's.	2	1	2	3
Use of briefings, memos and status reports to keep regular officers informed of CSO Project status and activities.	4	3	1	1
Attitude of regular officers toward CSO Projects.	4	4	5	5
Total	22	18	18	20

## EXHIBIT XVI(3)

SUPERVISION	Compton	Inglewood	Corona	Colton
Clear identification of persons with supervisory responsibility over CSO's.	5	5	5	5
Use of supervisors to oversee CSO activities on a day-to-day basis.	4	5	3	4
Judicious use of corrective/disciplinary action in handling individual problems among CSO's.	4	4	4	4
Regular availability of Project Coordinator for consultation with the CSO to provide guidance and control.	5	5	5	3
Use of regular reviews to evaluate individual CSO performance.	3	5	3	4
Overall effectiveness of supervision of CSO's as perceived by regular officers.	4	5	4	5
Total	25	29	24	25

## MONITORING ACADEMIC ATTENDANCE AND PERFORMANCE

Assignment of project personnel to monitor academic attendance and performance.	5	5	5	5
Quarterly requirement for submission of proof of registration in college.	5	5	5	5
Quarterly requirement for submission of transcripts to check for minimum compliance with project academic standards.	5	3	3	5
Overall effectiveness of monitoring academic performance.	5	4	4	5
Total	20	17	17	20

5. COMPTON'S EVALUATION COMPONENT WAS SUBSTANTIALLY STRONGER THAN THE OTHER THREE PROJECTS

Exhibit XVII, following this page, ranks the 4 cluster projects on the basis of adequacy of project evaluation. As shown in the exhibit:

- . Compton's evaluation efforts were substantially more effective than the other 3 projects.
- . Inglewood's evaluation component was somewhat below average.
- . Neither Corona nor Colton produced an acceptable evaluation.

EXHIBIT XVII

Office of Criminal Justice Planning

PROJECT RANKING ON THE  
BASIS OF EVALUATION EFFECTIVENESS

	<u>Compton</u>	<u>Inglewood</u>	<u>Corona</u>	<u>Colton</u>
Objectivity of the evaluation	4	3	2	1
Sufficiency of time devoted to evaluation effort	5	3	2	2
Use of well defined, measureable objectives	4	2	1	1
Development of valid measurement criteria	4	2	1	1
Collection of appropriate baseline data	1	1	1	1
Relationship of data collected to measurement criteria established to evaluate success in meeting impact objectives	4	3	2	1
Use of appropriate analytical techniques	3	2	1	1
Validity and usefulness of data collected to evaluate project impact	3	2	2	1
Evidence of identification of problem areas	4	1	2	2
Ability to identify improvement opportunities in project administration	3	1	1	1
Use of evaluation results to improve project performance	3	2	1	1

#### IV. MODEL PROGRAM DESIGN

This chapter presents conclusions about the potential for creating a model program design based on information gained during the CSO cluster evaluation.

1. THE CONCEPT OF A CSO PROGRAM IS SOUND AND HAS THE POTENTIAL OF ASSISTING OCJP IN MEETING ITS OBJECTIVES

To assess the program potential of the CSO concept it was necessary to:

- . Determine whether the four cluster projects were representative of all CSO projects funded by CCCJ (OCJP).
- . Assess the potential CSO projects have of moving OCJP toward its overall goals of reducing crime and improving the criminal justice system based on the experience gained from the cluster evaluation.

Exhibit XVII, following this page, presents information comparing four cluster projects with a sample of 11 other CSO projects. The major conclusion to be drawn from the exhibit is that, based on the sample taken, the four cluster projects are indeed representative of all CSO projects. More specifically:

- . In the areas of city population, average annual project cost and the amount of grant funding, the four cluster cities conveniently array themselves across all four quartiles.
- . The impact objectives of the four cluster projects were generally the same as those of the other cities sampled.

The areas in which the most significant differences existed between the cluster projects and the other cities sampled included:

- . Priorities placed on different objectives
- . Number of project participants
- . Titles given to CSO's
- . Organizational placement of the project within the department.

#### IV. MODEL PROGRAM DESIGN

EXHIBIT XVIII  
Office of Criminal Justice Planning  
COMPARISON OF CLUSTER CITIES' PROJECTS  
WITH OTHER STATE CSO PROJECTS

	CLUSTER CITIES' CSO PROJECTS				STATE CSO PROJECTS										
	<u>Compton</u>	<u>Inglewood</u>	<u>Corona</u>	<u>Colton</u>	<u>Pasadena</u>	<u>Fresno</u>	<u>Merced</u>	<u>San Bruno</u>	<u>Stockton</u>	<u>Carlsbad</u>	<u>Visalia</u>	<u>Seaside</u>	<u>Mendota</u>	<u>Inyo County</u>	<u>Richmond</u>
1970 City Population	78,611	89,985	27,519	19,974	112,981	165,972	22,670	36,254	107,644	14,944	27,482	35,935	2,705	15,571	79,043
Total Project Funding	\$450,421	\$396,636	\$169,830	\$59,338	\$918,715	\$435,325	\$24,840	\$80,568	\$341,965	\$197,120	\$77,847	\$103,746	\$10,873	\$23,541	\$329,615
- Federal	314,988	258,204	111,698	35,624	565,533	256,535	14,704	46,449	110,187	124,735	52,148	55,011	7,093	15,595	194,952
- Local Match	135,433	138,432	58,132	23,714	353,182	181,790	9,936	34,019	231,778	12,385	25,699	48,735	3,780	7,946	134,663
Length of Project Funding (Years)	3	3	2	3	3	3	3	2	1	2	2	2	2	1	3
CSO's through Project	31	48	29	9	15	11	1	9	12	7		5	35 (cadets)	5	12
Major Project Objectives:															
- Reduce regular officer workload	X	X	X	X	X			X			X			X	X
- Improve police-community relations	X	X	X	X	X		X	X	X	X	X	X	X	X	X
- Provide a recruitment base for the police department		X	X	X	X	X		X						X	X
- Increase minority representation on police force		X	X	X	X	X		X			X				X
- Reduce crime rate				X					X			X	X		X
- Aid minority students to serve in law enforcement	X	X				X	X		X		X				
- Aid local youth to serve in law enforcement												X	X	X	

Based on the experience gained in evaluating the four cluster projects, it is apparent to the study team that the CSO concept has the potential of improving the criminal justice system. CSO projects may also potentially have an impact on reducing crime, but the link between project performance and a reduced crime rate cannot be documented.

The balance of this chapter is devoted to explaining the concept and operating of a model CSO program. The remaining sections deal with the following issues:

- . Parameters of a CSO program
- . Program planning and development--before, during and after the funding decision is made
- . Program monitoring and reporting
- . Program operation, including a discussion of key administrative elements contributing to or detracting from effective project performance
- . Program evaluation

## 2. PARAMETERS OF A CSO PROGRAM

No universally accepted prototype exists to use in developing and implementing a CSO program. However, sufficient similarities existed among the cluster projects and the other 11 cities sampled to suggest overall parameters and key characteristics for defining a CSO program.

The President's Crime Commission Task Force Report on Police provided the first widespread exposure to the CSO concept. The report identified five major objectives of a CSO program:

- . To improve police service in high crime rate areas
- . To enable police to hire persons who can provide a greater understanding of minority group problems
- . To relieve police officers of lesser police duties

- . To increase the opportunity for minority group members to serve in law enforcement.

- . To tap a new reservoir of manpower by helping talented young men who have not been able as yet to complete their education to qualify for police work.

In addition, the report proposed several key features to incorporate in the operation of a CSO program:

- . Candidates would range in age from 17 to 21 and receive apprenticeship training as police officers.
- . Candidates would be recruited from neighborhoods they were intended to serve.
- . Conventional education requirements would be waived, provided the potential existed for candidates to meet minimum educational standards by the age of 21.
- . Services provided would include referring complaints, performing non-hazardous duties, investigating property loss and other incidents and working with juveniles.
- . CSO's would not perform clerical duties, carry arms, patrol the streets, make arrests or perform other hazardous duties.

### (1) Communities Considering the Establishment of a CSO Program Should Be Characterized By Certain Common Community Problems

CSO programs can be most effectively operated in cities experiencing certain kinds of common community problems. Based on the experience gained during the cluster evaluation, it appears that CSO projects are most effective in communities characterized by:

- . High and/or increasing crime rates
- . High crime rates in specific geographic areas
- . Heavy and/or increasing sworn officer workload
- . Limited community resources to support policing activities
- . Racial tension and/or deteriorating citizen attitudes toward police, particularly among young people

Difficulties in attracting and retaining qualified police officer candidates, particularly minorities.

(2) Proposed CSO Programs Should Have the Potential of Improving Police Department Operations And Providing Career Opportunities for Youth And Minority Group Members

Once the policing problems outlined above have been identified and documented, the value of establishing a CSO project as one means of reducing the problems becomes more apparent. CSO programs have the potential of:

Improving the effectiveness and efficiency of the police department through:

Relieving sworn officers of low priority tasks

- Transferring selected policing activities to lower-paid, apprentice personnel
- Improving police-community relations
- Providing a recruitment base of familiar, experienced personnel

Increasing opportunities for young people, especially minorities, to serve in law enforcement by:

- Encouraging and supporting their continued education
- Providing on-the-job policing experience

Proposed projects should contain at least one element in each of the two areas described above to qualify for funding as a "Community Service Officer" program.

Table 11, following this page, shows the relationship between identified community problems and specific CSO program goals for solving the problems.

TABLE 11

CSO PROGRAM GOALS FOR SOLVING/REDUCING IDENTIFIED COMMUNITY PROBLEMS

<u>CSO Program Goals</u>	<u>Community Problems</u>
(1) Improve police department efficiency by transferring selected activities to lower-paid personnel	Limited community resources to support police services
(2) Improve police department effectiveness by relieving sworn officers of low priority tasks	Heavy/increasing sworn officer workload High/increasing crime rate
(3) Improve police department effectiveness by strengthening police-community relations	High crime rates in specific geographic areas Racial tensions/deteriorating citizen attitudes toward police
(4) Provide a recruitment base for the department	Difficulty in attracting qualified police candidates
(5) Improve opportunities for minorities/youth to serve in law enforcement	Racial tension Difficulty attracting/retaining qualified police candidates, particularly minorities

(3) CSO Projects Should Have Certain Common Operating Characteristics

In addition to common goals for solving common problems, proposed projects should have certain similar operating characteristics. Specifically, projects should:

- Be administered by law enforcement personnel
- Utilize CSO's between the ages of 17 and 21 as apprentice police officers, rather than merely para-professionals
- Require CSO's to continue their education while serving part-time in the department
- Clearly identify CSO's as part of the local police force

- Provide opportunities for CSO's to perform common policing activities in preparation for a career in law enforcement

- Encourage close working relationships between CSO's and regular officers

### 3. PROGRAM PLANNING AND DEVELOPMENT

A major difficulty in evaluating the four cluster projects was that activities of the study team came "after the fact." To be most effective, certain information requirements should be established during initial project planning for use in making the funding decision, establishing project objectives, monitoring project operation and evaluating project performance. Certain project planning and development activities should take place in connection with applying for funding. Other activities should be performed between the time funding is approved and the project is implemented. The following sections describe the major planning and development steps agencies should take to institute a CSO project. Although steps are described in terms of OCJP's funding allocation responsibility, any agency interested in establishing a CSO project should follow essentially the same procedure in its planning and development process.

(1) Agencies Should Generate Certain Information As Part of the Funding Application Process

To make responsible and effective funding decisions, OCJP should require local agencies to provide information in 4 areas as part of the funding application process. These 4 areas are discussed below:

Community Profile Data

Exhibit XIX, following this page, provides an illustrative reporting format for community profile data in the following categories:

- Community socioeconomic data
- Available policing resources
- Crime rates and trends

EXHIBIT XIX

Office of Criminal Justice Planning

STANDARDIZED COMMUNITY PROFILE DATA  
TO SUBMIT TO OCJP AS PART OF THE  
FUNDING APPLICATION PROCESS

I. SOCIOECONOMIC DATA

<u>Demographic Categories</u>	<u>Total Community</u>	<u>White</u>	<u>Spanish-Speaking</u>	<u>Black</u>
. Total Population 1970				
. Latest Population Est.				
- Annualized Rate Change				
. Population Density 1970				
. Latest Population Density Est.				
. Median Income 1970				
. % Households Below Poverty				
. % Unemployed Pop. In Labor Force				
. Latest Unemployment % Est.				
. Median Yrs. School Compl.				

\* \* \* \* \*

II. POLICING RESOURCES DATA

<u>Resources Categories</u>	<u>Current Year Budget</u>	<u>Last Year Actual</u>	<u>% Change</u>
. Total Assessed Valuation			
. General Property Tax Rate (-SB90 Rate Limit )			
. Total City Expenditures			
. Total Police Expenditures			
. % Police/City Expenditures			
. Total City Personnel Exp.			
. Total Police Personnel Exp.			
. % Police/City Personnel Exp.			

EXHIBIT XIX (2)

II. POLICE RESOURCES DATA (continued)

<u>Resources Categories</u>	<u>Current Year Budget</u>	<u>Last Year Actual</u>	<u>% Change</u>
Total City Employees			
Total Police Employees			
% Police/City Employees			
Total Sworn Employees			
- Patrol			
- Detective			
- Traffic			
- Administrative/Support			
	* * * * *		

III. CRIME DATA

<u>Crime Categories</u>	<u>Last Yr.</u>	<u>Year Before Last</u>	<u>% Change</u>
Part I Index Offenses Reported			
- Against People			
- Against Property			
Crime rate per 100,000 population			
Other Part I offenses reported			
Total Offenses Reported			
Total Offenses Cleared			
% Clearance Rate			
Juvenile Felony Arrests			
Juvenile Misd. Arrests			
Adult Felony Arrests			
Adult Misd. Arrests			
Total Arrests			

Provision of this data in a standardized format will place the application in proper perspective and facilitate inter-project comparisons prior to funding allocation decisions.

Identification And Documentation of Community Problems

In addition to the brief narrative required in the current grant application, candidate agencies should submit a series of data summaries keyed to the set of community problems identified as characteristic of CSO projects. Exhibit XX, following this page, presents illustrative documentation formats for 6 community problems identified earlier in this chapter. Agencies applying for funds should be required to document identified community problems using a format similar to the one presented in the exhibit.

Major Goals of the Proposed Project and Measurement Criteria for Assessing Project Performance

Agencies should identify the overall goals of a CSO project which have the potential of solving or reducing the documented community problems. Exhibit XXI, following Exhibit XX, presents illustrative examples of project goals geared to reducing identified community problems. It also presents criteria to use in measuring success in fulfilling project goals and a proposed methodology for applying criteria to each goal.

Evidence of Analysis Conducted to Identify Alternative Approaches to Solving Community Problems

Grant candidates should be required to indicate evidence of analysis conducted to assess approaches, other than initiating a CSO project, for resolving community problems. The conclusion of the analysis should justify initiating a CSO project as the preferred alternative for solving their documented problems. In recognition of the widely varying levels of analytical expertise available in police agencies throughout the state, sophistication of analysis required should probably vary with the amount of the grant request.

- Grant requests over \$50,000 annually should be required to demonstrate a fairly detailed cost/benefit analysis of alternative approaches

EXHIBIT XX

Office of Criminal Justice Planning

DATA SUMMARIES AND DOCUMENTATION OF  
COMMUNITY PROBLEMS

Illustrative Community Problems

Proposed Documentation

	<u>Crime Category</u>	<u>Base Year</u>	<u>Base Yr-1</u>	<u>% Change</u>	<u>Base Yr-5</u>	<u>Annualized % Change</u>
(1) High/Increasing Crime Rate	Part I Index Crime Reptd.					
	. Against Persons					
	. Against Property					
	Crime Per 100,000 Pop.					
	Other Part I and Part II Crimes Reported					
	Total Crimes Reported					
(2) High Crime Rate In Specific Geographical Areas	Area Population					
	City Part I Index					
	Other Part I and II					
	Total Crimes Reported					
	Area X Part I Index					
	Other Part I and II					
	Total Area Crimes					
	City Population					
Area X Population						
	% Area X/City Population					

EXHIBIT XX (2)

Illustrative Community Problems

Proposed Documentation

<u>Illustrative Community Problems</u>		<u>Crime Category</u>	<u>Base Year</u>	<u>Base Yr-1</u>	<u>% Change</u>	<u>Base Yr-5</u>	<u>Annualized % Change</u>
(2)	(continued)	% Area X/City Part I Index Reported					
		% Area X/City Other Part I and II Reported					
		% Area X/City Total Crimes Reported					
		City Crimes Per Capita Area X Crimes Per Capita					
		% Area X/City Crimes Per Capita					
<u>Illustrative Community Problems</u>		<u>Workload Category</u>	<u>Base Year</u>	<u>Base Yr-1</u>	<u>% Change</u>	<u>Base Yr-5</u>	<u>Annualized % Change</u>
(3)	Heavy/Increasing Sworn Officer Workload	Part I Index CFS					
		Other Part I and II CFS					
		Traffic Accidents Inves- tigated					
		Total Calls For Service					
		Average Dept. Strength					
		Average Sworn Strength					
		Average Patrol Strength Available for CFS					
		Total CFS Per Available Field Officer					

EXHIBIT XX (3)

Illustrative Community Problems

Proposed Documentation

<u>Illustrative Community Problems</u>		<u>Proposed Documentation</u>				
	<u>Workload Category</u>	<u>Base Year</u>	<u>Base Yr-1</u>	<u>% Change</u>	<u>Base Yr-5</u>	<u>Annualized % Change</u>
(3)	(continued)					
	Total Patrol Hours					
	Total CFS Per Available Patrol Hours					
<u>Resource Category</u>		<u>Base Year</u>	<u>Base Yr-1</u>	<u>% Change</u>	<u>Base Yr-5</u>	<u>Annualized % Change</u>
(4)	Limited Police Resources					
	City Assessed Valuation					
	Total City Exp.					
	Total Police Exp.					
	% Police/City Exp.					
	Total City Employees					
	Total Police Employees					
	% Police/City Employees					
	Avg. Dept. Strength					
	*Avg. Sworn Strength					
	Avg. Patrol Strength					
	Total City Population					
	Police Exp. Per Capita					
	Police Empl. Per Capita					
	Sworn Empl. Per Capita					
	Patrol Empl. Per Capita					

EXHIBIT XX (4)

Illustrative Community Problem

Proposed Documentation

	<u>Employee Category</u>	<u>Base Year</u>	<u>Base Yr-1</u>	<u>% Change</u>	<u>Base Yr-5</u>	<u>Annualized % Change</u>
(5) Difficulty Attracting/ Retaining Qualified/ Minority Candidates	Sworn Empl. Beg. Yr.					
	Sworn Minority Beg. Yr.					
	% Minority Beg. Yr.					
	Sworn New Hires/Yr.					
	Minority New Hires/Yr.					
	% Minority New Hires					
(6) Racial Tension/Deterior- ating Citizen Attitudes Toward Police	Sworn Empl. End Yr.					
	Minority Empl. End Yr.					
	% Minority End Yr.					
	<u>Incident Category</u>	<u>Base Year</u>	<u>Base Yr-1</u>	<u>% Change</u>	<u>Base Yr-5</u>	<u>Annualized % Change</u>
	Citizen Complaints					
	Officer In Trouble Calls					
Conflict Situations						
Racial Incidents						
Tac Squad Mobil.						
Total Department Hours						
Hrs. Community Service						
% Community Service/ Total Hours						

EXHIBIT XXI

Office of Criminal Justice Planning

MEASUREMENT CRITERIA FOR  
ASSESSING PROGRESS IN ACHIEVING PROJECT  
GOALS

Major Project Goal

- (1) Improve the efficiency of the police department by transferring selected activities to lower-paid personnel

Measurement Criteria

Have CSO's assumed workload responsibilities formerly assigned to sworn officers?

Are CSO's paid lower salaries than sworn officers?

To what extent have workload responsibilities been assumed by CSO's?

What is the dollar value of workload relief attributable to CSO's?

- (2) Improve the effectiveness of the police department by relieving sworn officer workload

Have workload responsibilities of sworn officers been reduced?

To what extent have workload responsibilities been reduced?

Is the reduction attributable to CSO's and to what extent?

Has the effectiveness of police services been increased (e. g. , faster response time to CFS, increased clearance rate, increase in priority activity hours)?

Analytical Methodology

CFS handled by sworn officers prior to CSO program per average patrol strength available to respond to calls - CFS handled by sworn officers after CSO program per average patrol strength available,

Workload hours saved X average cost per hour of sworn officers - equivalent CSO workload hours of direct relief X average cost per hour of CSO's (including allocation of variable overhead)

CFS prior to CSO's per average patrol strength minus CFS after CSO's per average patrol strength

Workload hours devoted prior to CSO's minus workload hours after CSO's

Response time prior to CSO's/Response time after

Clearance rate prior. Clearance rate after

Priority activity hours prior priority activity hours after

EXHIBIT XXI (2)

Major Project Goal

- (3) Improve the effectiveness of the police department by strengthening community relations

- (4) Provide a recruitment base of familiar, experienced apprentice police officers for the department

Measurement Criteria

Has the amount of non-crime related contact between the police and the community increased since implementation of CSO project?

To what extent has it increased?

Have CSO's been used in community relations/problem situation reporting activities?

Have police reported citizen attitudes as having improved as a result of the CSO programs?

Have (1) racial incidents, (2) conflict situations; (3) citizen complaints; (4) Tac squad mobilizations; (5) officer in trouble calls been reduced?

Have former CSO's been appointed to police department?

How many minority CSO's/CSO's have been appointed?

Has the CSO project prepared its participants for a career in law enforcement?

How well has the CSO project prepared its members?

Analytical Methodology

Non-crime related contacts or contact hours after CSO project implementation

Number of hours of CSO time devoted to community relations/problem situation reporting

Survey of police re citizen attitudes prior to CSO program implementation versus survey after program implementation

Compare prior with after regarding:

- Racial incidents/conflict situations
- Tac squad mobilization/officer in trouble calls
- Citizen complaints regarding police

Number CSO graduates/number new police hires

Percentage of CSO graduates eligible for a position in police departments

Survey of police academy performance of CSO graduates

EXHIBIT XXI (3)

Major Project Goal

- (5) Improve opportunities for youth/minorities to serve in law enforcement

Measurement Criteria

Have youth/minorities been employed in law enforcement subsequent to CSO experience?

Do youth/minorities who are in the project intend to pursue a career in law enforcement?

Have youth/minorities been assisted in securing the qualifications for a career in law enforcement?

Has the CSO project encouraged its participants to pursue a career in law enforcement?

Analytical Methodology

Percentage of program separations remaining in law enforcement

Percentage of program participants reporting career goals in law enforcement

Percentage of program separations eligible for a career in law enforcement

Percentage of program separations seeking a career in law enforcement

- Grant requests under \$50,000 should provide an inventory of alternatives considered and rejected along with accompanying narrative.

Exhibit XXII, following this page, provides some illustrative examples of potential alternative solutions to various community problems.

(2) Additional Information Should Be Generated After Funds Have Been Approved But Before Implementing Project Operations

OCJP's project funding decisions should be based on a review of the information described in the previous section. Before funds are actually disbursed, however, successful candidate agencies should be required to take the 2 additional steps outlined below:

- Establish Action Year Impact Objectives For Project Achievement

Project goals are broad statements of purpose or intent governing project operations. Grant candidates should be required to submit, in addition, a set of action year objectives to indicate expected progress toward achieving project goals during the period of grant funding. Action year objectives should be measureable and realistic. Illustrative action year objectives for each of the major project goals identified are provided in Exhibit XXIII, following Exhibit XXII. It can be seen from the exhibit that action year objectives are designed to measure project impact. Process objectives should be included in the proposed action year work program, described in the next section.

- Present A Proposed Action Year Work Program

A planned work program for achieving action year impact objectives should be described in sufficient detail to convey the salient characteristics of the proposed project. Narrative should be limited to brief explanations of major process objectives and key program elements, such as proposed work tasks, CSO qualifications and organizational placement of program operations.

EXHIBIT XXII

Office of Criminal Justice Planning

ILLUSTRATIVE EXAMPLES OF ALTERNATIVES TO  
INITIATING CSO PROJECTS FOR SELECTED  
COMMUNITY PROBLEM CONDITIONS

Community Problems

Illustrative Alternative Approaches To Resolving Problem

(1) High and increasing rate of crime

Increase patrol strength available to respond to crime calls

Modify shift/geographical deployment of manpower

Increase free or preventive patrol time

Institute public education programs on personal and property security and crime prevention

(2) High crime rates in specific geographical areas

Increase patrol strength in high crime areas

Shift manpower available to high crime areas

Adjust deployment patterns to security "team policing."

Institute public education programs to encourage citizens to cooperate with police

(3) Heavy and increasing workload of regular officers/limited resources available for law enforcement

Civilianization of non-patrol positions to increase availability of regular officers for patrol activities

Increase patrol strength and decrease other services

Adjust patrol assignments by prioritizing enforcement of offenses/infractions

(4) Racial tension and deteriorating attitudes toward police

Institute formal community relations activities

Institute a civilian police review commission

Encourage racial sensitivity training among police officers

EXHIBIT XXII (2)

Community Problems

- (5) Difficulties in attracting and retaining qualified/minority police officer candidates

Illustrative Alternative Approaches To Resolving Problem

Institute affirmative action requirements

Provide special training to minority applicants

Revise selection procedures to permit minority appointments

Institute para-professional/other apprenticeship programs

EXHIBIT XXIII

Office of Criminal Justice Planning

ILLUSTRATIVE ACTION YEAR OBJECTIVES FOR  
CSO PROJECT GOALS

CSO Project Goal

(1) Improve the efficiency of police departments by transferring sworn officer workload to lower-paid employees

(2) Improve the effectiveness of the police department by relieving workload

(3) Improve the effectiveness of the police department by strengthening community relations

(4) Improve opportunities for youth/minorities to serve in law enforcement

(5) Provide a recruitment base of familiar, experienced apprentice police officers for the department

Illustrative Action Year Objective

Transfer 10% of CFS from sworn officers to lower-paid CSO's

Accrue \$10,000 in cost avoidance by utilizing CSO's in lieu of additional to respond to selected calls for service.

Reduce the ratio of calls for service per available sworn officer by 10%

Increase availability of regular officers for high priority activities by 10%

Reduce response time to calls for service by 10%

Increase non-crime related citizen contact by 10%

Reduce the number of citizen complaints by 10%

Avoid the need to mobilize the Tactical Squad

Increase minority representation in the police department by 10%

Increase the number of qualified candidates on the eligible register for employment by 10%

Have former CSO's all score in the top 50% of police academy graduates

Table 12, below, presents illustrative process objectives for two action year impact objectives.

TABLE 12  
ILLUSTRATIVE PROCESS OBJECTIVES FOR  
ACHIEVING ACTION YEAR IMPACT OBJECTIVES

<u>Proposed Action Year Impact Objective</u>	<u>Illustrative Process Objective</u>
Increase minority representation in the department by 10%	Hire a sufficient number of minority CSO's to provide "X" new police officer candidates upon completing the program
	Provide sufficient classroom and on-the-job training to ensure minority candidates meet selection requirements
Reduce the ratio of calls for service per available police officer by 10%	Identify non-hazardous calls capable of being handled by CSO's
	Provide training to CSO's relative to handling selected calls for service
	Revise dispatching policies to ensure the assignment of selected calls for service to CSO's

4. PROGRAM MONITORING AND REPORTING

Program reporting involves the continuous recording and summarizing of project data for monitoring project success in meeting impact objectives and identifying potential problem areas. Program reporting requirements which currently exist for CSO projects involve a quarterly progress report and an "annual evaluation" report. Over the past few years, program reporting guidelines provided by OCJP (CCCJ) have evolved from non-existent to the current required format for summarizing past quarter activities and anticipated achievements for the next quarter. Based on a review of reports submitted by project personnel, it is apparent that quarterly progress reports do not yield sufficient data in usable form for adequate project monitoring at either the state or the local level.

**CONTINUED**

**2 OF 2**

An improved program reporting system should be developed with information requirements transmitted from the local level to the state level. Although designing a complete program reporting system would be well beyond the scope of this evaluation study, OCJP should consider applying the following proposed methodology for CSO project monitoring.

(1) Identify Key Information Needs to Monitor Progress Toward Goal Achievement

OCJP should require agencies to identify key information needs to monitor progress toward achieving action year objectives and overall project goals already established. Information needs should flow directly from the measurement criteria for assessing project performance. Table 13, below, provides an illustrative example of the kind of information needed to monitor relief of sworn officer workload by CSO's.

TABLE 13  
INFORMATION NEEDS FOR MONITORING  
WORKLOAD RELIEF

Workload Category	Unit	Sworn Officers		CSO's	
		#	Hours	#	Hours
Parts I & II Crime Reports Completed - Bicycle thefts - Petty thefts - Etc.	# Reports Compl.	x	x	x	x
Miscellaneous Repts. - Abandoned vehicles - Missing persons - Lost/found property	# Reports Compl.	x	x	x	x
Other CFS - Humane - Non-injury	# CFS	x	x	x	x
Other activities - Vacation checks - Crossing guard - Public contacts - Transport prisoners - Etc.	Number	x	x	x	x
TOTALS		x	x	x	x

Generating comparable information on workload responsibilities for both sworn officers and CSO's will yield sufficient data to indicate progress toward achieving overall project goals and action year objectives.

(2) Determine Baseline Data Needs to Support Assessments of Project Performance

Agencies should be required to determine baseline data needs to support subsequent assessments of project performance after project implementation. Table 14, below, provides an illustrative example of baseline data needed to support assessment of progress in monitoring relief of sworn officer workload since CSO project initiation.

TABLE 14  
BASELINE DATA NEEDS TO SUPPORT  
ASSESSMENT OF WORKLOAD RELIEF  
(Sworn Officer Workload Only)

Workload Category	Unit	Base Period	
		#	Hours
Parts I & II Crime Reports Compl. - Bicycle thefts - Petty thefts - Etc.	# Reports Compl	x	x
Miscellaneous Repts. - Abandoned vehicles - Missing persons - Lost/found property	# Reports Compl.	x	x
Other CFS - Humane - Non-injury	# CFS	x	x
Other Activities - Vacation checks - Crossing guard - Public contacts - Transport prisoners - Etc.	Number	x	x
TOTALS		x	x

Providing base period (i. e., month or quarter) and base year information on regular officers permits subsequent comparisons with equivalent information after CSO project implementation.

(3) Establish Record Keeping, Data Analysis And Project Reporting Procedures

In addition to determining baseline data needs, agencies should be required to install record-keeping, information summarizing and data reporting systems. Expertise in establishing such a complete data system may not be available at the local level. However, standards and guidelines could be issued by OCJP and technical assistance provided by regional planning staff. For example, the following data systems design might be installed for tracking workload relief.

Record Keeping

Both sworn officers and CSO's would be required to maintain the following records:

- Daily Activity Log - Itemizing daily activities by time of initiation, time of completion and number of activity units completed for a working shift. Most police agencies presently require this reporting.
- Weekly Activity Summary - Aggregating workload activities involved in during the week by posting the number of activity units completed and hours devoted.

Information Summarizing

The Project Coordinator should collect information from weekly activity summaries and aggregate for all sworn officers and CSO's on a regular basis.

Data Reporting

The Project Director should total aggregated weekly activity summaries and report periodically (probably quarterly) to OCJP. An illustrative format for the workload relief example is depicted in Table 15, on the following page.

TABLE 15

ILLUSTRATIVE EXAMPLE OF QUARTERLY PROGRESS REPORTING DATA ON WORKLOAD RELIEF

Workload Category	Unit	Sworn Officer Current Period		CSO's Current Period	
		Number	Hours	Number	Hours
Part II Crime Reports Completed	No. Completed	x	x	x	x
Miscellaneous Crime Reports Completed	No. Completed	x	x	x	x
Other CFS	No. Completed	x	x	x	x
Other Activities	No. Completed	x	x	x	x
TOTALS		x	x	x	x

In lieu of a fourth quarter report, an annual summary report should be prepared and submitted to present accumulated project data for a full year's period together with comparisons to base period data and established action year impact objectives. If project data were to prove complete and accurate, there would be little need for accompanying narrative except to cite problems in project operations or lack of compliance with proposed annual work program steps. In addition, quarterly progress reports should include a summary of financial transactions during the 3-month period to supplement project data and provide a comparison of resources committed to results achieved.

5. PROGRAM OPERATION

This section highlights the administrative and operating features of a CSO project which exert major impact on project performance. Factors presented are limited to those that distinguish excellent (and poor) from routine program administration among the cluster projects. The factors should be utilized as a checklist for self-evaluation by CSO project administrators.

(1) Recruitment And Selection

A strong recruitment and selection process is vital to generating quality applicants and selecting the most qualified candidates. The ability to meet project goals and objectives varies directly with the calibre of project participants. Important requirements in the recruitment and selecting process included:

. Appoint A Qualified Selection Panel

Membership on the selection panel should represent groups to which project goals are addressed, and individuals involved in CSO activities. For example, if relieving officer workload and improving police-community relations are two goals of the project, the selection panel should include a watch commander or field sergeant, a community representative and the CSO project director.

. Establish Job Qualifications Related To Achievement Of Project Objectives

CSO qualifications should facilitate achievement of project objectives. For example, if CSO's are to respond directly to citizen calls and complete written reports, qualifications should include an ability to deal with people firmly, but with restraint and some facility for communicating in writing.

. Utilize Effective Methods To Publicize CSO Opportunities

The most effective methods of publicizing a CSO project or announcing openings for qualified individuals proved to be announcements in local police science courses, community-based newspapers and word of mouth.

. Ensure Objectivity In Selecting CSO Candidates

An appropriate mix of oral and written exams, a background investigation, and physical agility test should be utilized to ensure an objective selection of qualified candidates.

(2) Training

A sound training program for CSO's should consist of:

- . An administrative policy and procedures manual

- . Formal orientation and indoctrination for all CSO's, whether new hires or replacements
- . Classroom training in such areas as:
  - City and department organization and operations
  - Policing activities and techniques
  - Use of vehicles and equipment
  - The law
  - Report writing
  - Policies and procedures
  - Community and race relations
- . On-the-job training in all major divisions of the department
- . Regular appraisals to provide feedback on CSO strengths and development needs

(3) Utilization of CSO's

CSO's should be used in activities consistent with project goals and objectives. Where more than one project goal has been established, a reasonable balance in distributing CSO activities should be achieved. Key factors in monitoring and controlling utilization of CSO's relate to the adequacy of information available to the project coordinator who determines CSO assignments.

(4) Indoctrination of Regular Officers

Regular officers should be kept apprised of the status and progress of the CSO program through formal memoranda from CSO project coordinators. A high degree of interaction between CSO's and regular officers is desirable for on-the-job development of CSO's and for gaining acceptance of the project among regular officers. Regular officers should be incorporated into the day-to-day supervision process and the ongoing training of CSO's.

(5) Supervision

Individuals with supervisory responsibility over CSO's should be clearly designated. Project administrative personnel should direct the overall utilization of CSO's through approval of daily assignments. Day-to-day supervision of CSO's should be provided by field officers or technicians. Regular CSO performance appraisals should be conducted by first line supervisors and reviewed by project administrative personnel.

The use of senior CSO's should be considered where the number of CSO's exceeds 6. Senior CSO's are individuals with sufficient experience to assume additional responsibilities. Creating the position of senior CSO provides growth opportunities for individual officers and relieves project supervisors of selected administrative activities.

(6) Monitoring Academic Attendance And Performance

Major requirements for the effective monitoring of academic attendance and performance should include:

- . Creating a separate file for CSO academic attendance and performance
- . Requiring proof of registration in approved colleges and designated course curricula, if applicable
- . Requiring routine submission of transcripts to check for minimum compliance with project academic standards
- . Providing consultation opportunities as needed for CSO's, with project or school personnel, concerning academic performance and problems.

6. PROGRAM EVALUATION

Program evaluation is the periodic assessment of project success in achieving established goals and/or action year objectives. In the past, agencies have submitted annual project evaluations at the request of OCJP and "final" evaluations within 90 days of funding expiration. A proposed evaluation design is incorporated into OCJP grant application requirements and agencies appear to be held responsible for at least attempting to complete and submit an evaluation prior to final audit approvals.

On the basis of experience gained in evaluating the cluster projects, several conclusions have been reached concerning existing program evaluation requirements:

- . Evaluation guidelines provided by CCCJ (OCJP) are generally inadequate, given the level of available local resources and skills.
- . Sufficient data is not readily available on which to evaluate project performance and excessive time is expended generating project data "after the fact."
- . Attempts to assess changes in citizen attitudes are generally ineffective given the size and scope of most projects, the methods of utilizing CSO's, the skills of project personnel available to conduct surveys and the lack of control over most factors affecting citizen attitude changes.
- . Existing project evaluations appear to be of limited use to OCJP in either assessing project performance or providing input to funding allocation decisions.

In light of these conclusions, three major modifications are proposed in OCJP program evaluation requirements.

- (1) Concentrate Technical Assistance At the Beginning of Project Execution to Aid in Establishing Sound Data Systems in Lieu of Expensive Evaluation Exercises After Project Completion

Technical assistance resources (i. e., regional planning, or OCJP staff and contract consultants) should be concentrated nearly exclusively at the initial implementation stage of a new project to establish sound data systems. If complete and accurate data can be guaranteed throughout the life of the project, time and money spent on evaluation activities could be reduced substantially. During the cluster evaluation, the study team spent probably 75% of its time trying to generate information which could and should have been collected on an ongoing basis.

(2) Discourage Project Personnel From Investing Heavily  
In Surveys To Assess Changes In Citizen Attitudes

Citizen attitude surveys, even when survey instruments are professionally administered, are of limited value in making sound program management or funding allocation decisions. Although testing of community attitudes through citizen contact can be a useful input to project planning, statistically sound surveys which can attribute changes in citizen attitudes to a particular project cannot realistically be produced, given traditional constraints on available resources and expertise, and may be of limited value to project administrators. In addition, their utility to OCJP in making funding allocation decisions is questionable given the limited time available to policy-makers for assimilating the volume of data generated in the process.

(3) Project Evaluations Should Be Limited To Reviewing Key  
Project Data and Identifying Key Success or Failure  
Factors Which Impact Project Performance

If program reporting requirements as proposed earlier are faithfully complied with, sufficient data will readily be available to assess the degree of impact achieved by the CSO project. From the information available, OCJP staff should be able to isolate major success factors and improvement opportunities for each project during the course of program operations to impact subsequent action year funding recommendations. In addition, provision of project information in standardized formats will facilitate inter-project comparisons for all CSO projects funded. Also, mandating standardized project evaluations permits a limited number of OCJP evaluation staff to exert maximum impact per available manpower.

## APPENDIX A

RESULTS OF CITIZEN ATTITUDE SURVEYS IN  
COMPTON, INGLEWOOD AND COLTON

<u>Response Categories</u>	<u>Compton</u>		<u>Inglewood</u>		<u>Colton</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
<u>1. MEASURE OF RESPONSE</u>						
Persons Interviewed	167	100.0	150	100.0	102	100.0
<u>2. IMPRESSION OF CSO PROJECT</u>						
Awareness						
- Aware	74	44.3	84	56.0	63	61.8
- Not Aware	93	55.7	66	44.0	39	39.2
How Learned of Project						
- News Media	23	13.8	9	6.0	7	6.9
- Word of Mouth	20	12.0	13	8.7	19	18.6
- Personal Contact	8	4.8	10	6.7	40	39.2
- Observation	19	11.4	48	32.0	2	2.0
- N/R	97	58.0	70	46.6	34	33.3
Personal Contact						
- Yes	30	18.0	27	18.0	44	43.2
- No	51	30.5	62	41.3	24	23.5
- N/R	86	51.5	61	40.7	34	33.3
<u>OF THOSE HAVING PERSONAL CONTACT<sup>1</sup></u>						
Initiation of Contact						
- By citizen	21	70.0	11	40.7	12	27.3
- By CSO	6	20.0	21	77.8	21	47.7
- N/R	3	10.0	-	-	11	-

1 - Responses to the questions in this section represent percentages of those having had personal contact with CSO's.

APPENDIX A (2)

Response Categories	Compton		Inglewood		Colton	
	#	%	#	%	#	%
Type of Contact						
- Call for service	9	30.0	5	18.5	"	-
- Other by CFS	3	10.0	2	7.4	28	63.6
- Community relations	6	20.0	1	3.7	-	-
- N/R	12	40.0	19	70.4	16	36.4
CSO Helpfulness and Conduct						
- Favorable Response	22	73.3	26	96.3	42	95.5
- Unfavorable Response	-	-	1	3.7	-	-
- N/R	8	26.7	-	-	2	4.5
Impression of Purposes of CSO Proj.						
- Assist police department	25	83.3	12	44.4	10	22.7
- Community relations	30	100.0	26	96.3	19	43.2
- Job opportunity for underprivileged	-	-	-	-	6	13.6
- Meter maids	-	-	6	22.2	-	-
- Encourage/teach law enforcement involvement	-	-	-	-	28	63.6
Rating of CSO Project						
- Outstanding	17	10.2	13	8.7	20	19.6
- Above average	13	7.8	6	4.0	30	29.4
- Average	6	3.6	15	10.0	11	10.8
- N/R	131	78.4	116	77.3	41	40.2
<b>3. ATTITUDES ABOUT POLICE DEPT.</b>						
Personal Contact						
- Yes	91	54.5	109	72.7	56	54.9
- No	71	42.5	39	26.0	41	40.2
- N/R	5	3.0	2	1.3	5	4.9

APPENDIX A (3)

<u>Response Categories</u>	<u>Compton</u>		<u>Inglewood</u>		<u>Colton</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
<u>OF THOSE HAVING PERSONAL CONTACT<sup>2</sup></u>						
Response Time						
- Less than 30 minutes	21	23.1	68	62.4	26	46.4
- 30 minutes to 1 hour	12	13.2	13	11.9	3	5.4
- Over 1 hour	7	7.7	-	-	9	16.1
- N/R	51	56.0	28	25.6	18	32.1
Officer Helpfulness and Conduct						
- Favorable response	66	72.5	99	90.8	46	82.1
- Unfavorable response	21	23.1	10	9.2	8	14.3
- N/R	4	4.4	-	-	2	3.6
Rating of Police Department						
- Outstanding	17	10.2	26	17.3	16	15.7
- Above average	37	22.2	38	25.3	24	23.5
- Average	68	40.7	44	29.4	50	49.1
- Below average	12	7.2	3	2.0	5	4.9
- Poor	11	6.6	3	2.0	3	2.9
- N/R	22	13.1	36	24.0	4	3.9
Influence of CSO Project on Citizen Attitudes About the Police Department						
- Yes	11	6.6	12	8.0	28	27.5
- No	79	47.3	68	45.3	60	58.8
- N/R	77	46.1	70	46.7	14	13.7
CSO Helpfulness In Improving Police-Community Relations						
- Yes	59	35.3	70	46.7	-	-
- No	12	7.2	18	12.0	-	-
- N/R	96	57.5	62	41.3	-	-

2 - Responses to the questions in this section represent percentages of those having had personal contact with regular officers.

## APPENDIX A (4)

<u>Response Categories</u>	<u>Compton</u>		<u>Inglewood</u>		<u>Colton</u>	
	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>	<u>#</u>	<u>%</u>
<u>4. DEMOGRAPHIC DATA</u>						
. Occupation						
- Blue collar	16	9.6	23	15.3	21	20.6
- White collar	16	9.6	21	14.0	29	28.4
- Professional	7	4.2	20	13.4	7	6.9
- Unemployed	80	47.9	59	39.3	38	37.2
- N/R	48	28.7	27	18.0	7	6.9
. Number in Family						
- 1 to 5	26	15.6	68	45.3	65	63.7
- 6 to 10	22	13.2	12	8.0	24	23.5
- Over 10	118	70.6	70	46.7	12	11.8
. Both Parents In Home						
- Yes	94	56.3	106	70.7	71	69.6
- No	16	9.6	27	18.0	27	26.5
- N/R	57	34.1	17	11.3	4	3.9
. Both Parents Working						
- Yes	30	18.0	54	36.0	28	27.5
- No	78	46.7	79	52.7	71	69.6
- N/R	59	35.3	17	11.3	3	2.9
. Income Level						
- Under \$5,000	14	8.4	15	10.0	16	15.7
- \$5,000 to \$10,000	49	29.3	26	17.3	44	43.1
- \$10,000 to \$15,000	23	13.8	19	12.7	24	23.5
- Over \$15,000	1	0.6	28	18.7	5	4.9
- N/R	80	47.9	62	41.3	13	12.8

APPENDIX B

RESULTS OF QUESTIONNAIRE DISTRIBUTED TO  
ADMINISTRATORS AND TEACHERS IN NORCO UNIFIED SCHOOL DISTRICT

	Corona	
	#	%
<b>1. MEASURE OF RESPONSE</b>		
Number Distributed	350	100.0
Number Returned	129	36.9
<b>2. PROFILE DATA</b>		
School Represented		
- Home Gardens	15	11.6
- Norco Junior High	12	9.3
- Parkridge	7	5.4
- Coronita	17	13.2
- Stallings	3	2.3
- Corona	6	4.7
- Auburndale	8	6.2
- Sierra Vista	8	6.2
- Jefferson	4	3.1
- Norco Elementary	9	7.0
- Leney	8	6.2
- Adams	5	3.9
- Washington	7	5.4
- Vicentia	11	8.5
- East Vale	8	6.2
Grades Taught		
- Kindergarden	14	10.9
- 1 to 4	54	41.9
- 5 to 6	35	27.1
- 7 to 9	62	48.1
Years Taught		
- Under 1 year	1	0.8
- 1 to 5 years	51	39.5
- 6 to 10 years	41	31.8
- 11 to 15 years	13	10.1
- 16 to 20 years	5	3.9
- Over 20 years	3	2.3
- N/R	15	11.6

APPENDIX B (2)

	Corona	
	#	%
<b>3. IMPRESSIONS OF CADET PROJECT</b>		
Awareness		
- Aware	113	87.6
- Not Aware	12	9.3
- N/R	4	3.1
Perceived Purposes		
- Improve police-community/student relations	86	66.7
- Educational opportunity for youth	37	28.7
- Remove fear of police	12	9.3
- Exposure to children for cadets	19	14.7
- Career consideration for young people	5	3.9
- N/R	9	7.0
How Learned of Project?		
- News media	15	11.6
- Word of mouth	14	10.8
- School lecture by principal	17	13.2
- Observation	50	38.8
- N/R	33	25.6
How Well Purposes Met?		
- Very well	23	17.9
- Well	59	45.7
- Fair	27	20.9
- Poor	4	3.1
- Not at all	3	2.3
- N/R	13	10.1
<b>4. USE OF CADETS</b>		
Used In Classroom?		
- Yes	101	78.3
- No	20	15.5
- N/R	8	6.2
How Used?		
- Community relations talk	44	43.0
- Job description talk	12	11.9
- Supervised student activities	8	7.9
- "Officer Bill" program	5	5.0
- Assisted in classroom	6	5.9
- N/R	26	25.7

## APPENDIX B (3)

	Corona	
	#	%
Student/Cadet Contact Outside Of Class?		
- Yes	90	69.8
- No	20	15.5
- N/R	19	14.7
Cadets Used Appropriately?		
- Yes	90	69.8
- No	20	15.5
- N/R	19	14.7
<b>5. <u>ATTITUDE TOWARD CADET PROJECT</u></b>		
Feelings About Cadet Project		
- Good project	88	68.2
- Needs improvement	17	13.2
- Negative feelings	8	6.2
- N/R	16	12.4
Attitude Change of School Children Toward Police Officers As Result of Cadet Project?		
- Yes	80	62.0
- No	17	13.2
- N/R	32	24.8
Effect Made Through Project To Improve Image Of Police Officers In Eyes of Mexican-American Youth?		
- Yes	38	29.5
- No	45	34.9
- N/R	40	35.6
Strengths of Cadet Project		
- Educational opportunity for youth	29	22.5
- Strengthen police-student relations	47	36.4
- Provide needed personal attention to students	9	7.0
- Good exposure for cadets to problems of community/classroom/teacher	16	12.4
- High Quality of Cadets	6	4.7
- None	2	1.6
- N/R	41	31.8

## APPENDIX B (4)

	Corona	
	#	%
<b>Weaknesses of Cadet Project</b>		
- Improper orientation toward classroom	55	42.6
- Lack of school administrator awareness of cadet schedule	15	11.6
- Lack of publicity	3	2.3
- Lack of sufficient Cadet availability	7	5.4
- Inadequate recruiting	2	1.6
- Lack of incentive for cadets	4	3.1
- Lack of uniforms	5	3.9
- Lack of confidence of cadets	12	9.3
- Project more suitable with Mexican-American cadets	2	1.6
- N/R	59	45.7
<b>Suggested Improvement Opportunities For Cadet Project</b>		
- Assign Spanish speaking cadets	2	1.6
- Have coordinator meet with school administrators for planning and scheduling	17	13.2
- Have cadets make their authority understood	8	6.2
- Have more female recruits	2	1.6
- Include regular officers in program	3	2.3
- Increase publicity of cadet opportunity	7	5.4
- Have cadets spend more time with students	11	8.5
- Prepare more interesting/factual presentations	22	17.1
- Develop a more selective recruiting process for cadets	17	13.2
- Improve training of cadets	12	9.3
- Improve attitudes of cadets	3	2.3
- N/R	61	47.3

APPENDIX C

RESULTS OF SURVEY QUESTIONNAIRE DISTRIBUTED  
TO REGULAR OFFICERS

	Compton		Inglewood		Corona		Colton	
	#	%	#	%	#	%	#	%
<u>Number Distributed</u>	150		150		40		40	
<u>Number Responding</u>	68	100.0	100	100.0	29	100.0	12	100.0
Familiar With Program?								
- Yes	64	94.1	96	96.0	28	96.6	11	91.7
- No	3	4.4	-	4.0	1	3.4	-	-
- N/R	1	1.5	-	-	-	-	1	8.3
Purpose of the Program								
- Community/public relations	25	36.8	83	33.0	22	75.9	8	66.7
- Relieve officer workload	20	29.4	55	55.0	11	37.9	7	58.3
- Recruitment base for dept.	15	22.1	40	40.0	-	-	5	41.7
- Career opportunity for minorities	3	4.4	9	9.0	-	-	-	-
- Education/job for youth	25	36.8	11	11.0	13	44.8	3	25.0
- Crime suppression	-	-	3	3.0	2	6.9	1	8.3
- Improve police image with youth	-	-	-	-	13	44.8	-	-
How Learned Purposes								
- Personal observation	34	50.0	15	15.0	13	44.8	2	16.6
- Personal contact/involvement	14	20.5	25	25.0	12	41.4	4	33.3
- Read formal memoranda	3	4.4	13	13.0	-	-	-	-
- Word of mouth	11	16.1	17	17.0	4	13.8	5	41.7
- Public/news articles	-	-	-	-	4	13.8	-	-

APPENDIX C (2)

	Compton		Inglewood		Corona		Colton	
	#	%	#	%	#	%	#	%
How Well Purposes Achieved								
- Very well	16	23.5	32	32.0	16	55.2	3	25.0
- Well	22	32.4	35	35.0	9	31.0	7	58.3
- Fair	19	27.9	23	23.0	4	13.8	2	16.7
- Poor	3	4.4	6	6.0	-	-	-	-
- Not at all	4	5.9	5	5.0	-	-	-	-
- N/R	4	5.9	-	-	-	-	-	-
Nature of Contact With CSO's								
- Direct involvement	17	25.0	25	25.0	3	10.4	6	50.0
- Ride-along/patrol	-	-	-	-	13	44.8	-	-
- Occasional contact	34	50.0	7	7.0	11	37.9	-	-
- Little or no contact	16	23.5	57	57.0	2	6.9	5	41.7
- N/R	1	1.5	11	11.0	-	-	1	8.3
Supervision of CSO's								
- Yes	25	36.8	41	41.0	18	62.1	5	41.7
.. Field activities	8	11.8	25	25.0	11	37.0	-	-
.. Command/genl. supr.	11	16.2	7	7.0	7	24.1	5	41.7
.. Other	6	8.8	9	9.0	-	-	-	-
- No	42	61.8	65	65.0	11	37.9	7	58.3
- N/R	1	1.4	-	-	-	-	-	-
Training of CSO's								
- Yes	18	26.5	31	31.0	16	55.2	8	66.7
.. Instruction	10	14.7	8	8.0	6	20.7	7	58.3
.. Field activities	6	8.8	21	21.0	10	34.5	-	-
.. Other	2	2.9	2	2.0	-	-	1	8.3
- No	47	69.1	63	68.0	11	37.9	4	33.3
- N/R	3	4.4	1	1.0	2	6.9	-	-

## APPENDIX C (3)

	Compton		Inglewood		Corona		Colton	
	#	%	#	%	#	%	#	%
How Well CSO's Handled Assignments.								
- Very well	14	20.5	21	21.0	16	55.2	1	8.3
- Well	23	33.8	46	46.0	7	24.1	10	83.3
- Fair	20	29.4	20	20.0	4	13.8	1	8.3
- Poor	6	8.8	4	4.0	-	-	-	-
- Not at all	-	-	-	-	-	-	-	-
- N/R	5	7.5	9	9.0	2	6.9	-	-
Confidence in Experienced CSO's								
- Yes, unqualified	38	55.9	54	54.0	20	69.0	10	83.3
- Yes, qualified	9	13.2	19	19.0	8	27.6	1	8.3
- No	14	20.6	17	17.0	1	3.4	1	8.3
- N/R	7	10.3	10	10.0	-	-	-	-
Attitude Toward Program								
- Good, unqualified	20	29.4	84	84.0	27	93.1	9	75.0
- Good, qualified	20	29.4			2	6.9		
- Needs improvement	14	20.6	2	2.0	-	-	1	8.3
- Poor	7	10.3	3	3.0	-	-	-	-
- N. R	7	10.3	11	11.0	-	-	2	16.7
Has Attitude Changed								
- Yes, unqualified	3	4.4	15	15.0	-	-	-	-
- Yes, better	11	16.2	15	15.0	13	44.9	1	8.3
- Yes, worse	3	4.4	12	12.0	1	3.4	-	-
- No changes	37	54.4	38	38.0	14	48.3	8	66.7
- N R	12	17.6	20	20.0	1	3.4	3	25.0
Has Workload Changed								
- Yes	59	86.8	90	90.0	27	93.1	12	100.0
- No	3	4.4	7	7.0	2	6.9	-	-
- N R	6	8.8	3	3.0	-	-	-	-

## APPENDIX C (4)

	Compton		Inglewood		Corona		Colton	
	#	%	#	%	#	%	#	%
Have Community Attitudes Changed?								
- Yes	19	28.0	58	58.0	25	86.2	7	58.3
- No	33	48.5	38	38.0	2	6.9	2	16.7
- N/R	16	23.5	4	4.0	2	6.9	3	25.0
Strong Points of Program								
- Community/public relations	19	27.9	21	21.0	12	41.4	6	50.0
- Support to department	35	51.5	54	54.0	14	48.3	6	50.0
- Education/job to youth	11	16.2	10	10.0	-	-	6	50.0
- Recruitment base	19	27.9	27	27.0	-	-	3	25.0
- Savings in salaries	-	-	4	4.0	-	-	-	-
- Quality of personnel	-	-	-	-	6	20.7	-	-
- Quality of training	-	-	-	-	6	20.7	-	-
- Orientation to youth/schools	-	-	-	-	19	65.5	-	-
Weak Points of Program								
- Inadequate training	14	20.5	31	31.0	4	13.8	4	33.3
- Poor recruitment/screening	16	23.5	27	27.0	2	6.9	2	16.7
- Inadequate supervision	19	27.9	14	14.0	4	13.8	-	-
- Too few cadets	10	14.7	9	9.0	13	44.8	4	33.3
- Poor utilization of CSO's	6	8.8	8	8.0	2	6.9	3	25.0
- CSO salaries too low	-	-	-	-	3	10.3	-	-
- Too few minorities	-	-	-	-	3	10.3	-	-
- Community lacks confidence	-	-	2	2.0	-	-	-	-

## APPENDIX C (5)

	Compton		Inglewood		Corona		Colton	
	#	%	#	%	#	%	#	%
Program Improvements								
- Better selection	7	10.3	11	11.0	2	6.9	-	-
- Better training	23	33.8	37	37.0	4	13.8	4	33.3
- More CSO's	10	14.7	14	14.0	2	6.9	2	16.7
- More responsibilities	6	8.8	19	19.0	9	31.0	4	33.3
- More dollars for program	-	-	2	2.0	2	6.9	-	-
- Restrict responsibilities	-	-	-	2.0	2	-	-	-
- More public contact	-	-	5	5.0	3	10.3	-	-
- Fire "deadwood"	-	-	2	2.0	1	3.4	-	-
- Closer supervision	22	32.4	14	14.0	4	13.8	1	8.3
- More minorities	-	-	-	-	2	6.9	-	-
- More patrol time	-	-	-	-	3	10.3	-	-
- No patrol until 20-1/2	-	-	-	-	2	6.9	-	-
- Upgrade pay scales	-	-	-	-	2	6.9	-	-
- Eliminate pay for training	1	1.5	-	-	-	-	-	-
- Longer hours for CSO's	2	2.9	-	-	-	-	-	-
- Better coordination with regular officers	-	-	8	8.0	-	-	-	-
- Better performance eval.	-	-	2	2.0	-	-	-	-

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REVIEW OF CLUSTER EVALUATION  
NARCOTICS COORDINATION AND  
COUNTY-WIDE NARCOTICS COORDINATION PROJECTS

The following comments reflect my review of JRB's final report for the cluster evaluation of Narcotics Coordination Projects including County-wide comprehensive Narcotics Projects.

A. BACKGROUND

This cluster evaluation was directed at the measurement of the Drug Abuse Projects Coordination Efforts within and among three Northern California counties - Alameda, Contra Costa, and Santa Clara. The evaluation purposes were to develop:

- a. A detailed assessment of drug abuse coordination in each county.
- b. The means to implement comparison techniques among the three counties.
- c. To provide recommendations to OCJP for planning future drug abuse coordination projects.
- d. To provide recommendations to the individual counties for improving drug abuse coordination.

B. EVALUATION OUTCOME MEASURES

The three counties' individual project objectives were synthesized by the evaluator into four broad objectives upon which the evaluation was based. The four objectives are:

1. Increase information sharing among the program components.
2. Increase the quality of drug abuse services provided to clients and the community.
3. Develop guidelines and procedures for the effective allocation of drug abuse resources.
4. Other variables, including demographic data of drug abuse projects within each county, key county statistics, and the organization of local government units.

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C. EVALUATION CONSTRAINTS

The following constraints severely limited the evaluation efforts and the evaluator's attempt at providing objective and factual information concerning the achievement of the projects' objectives.

- a. Neither county nor individual project administration was able to clearly delineate and understand the position of the coordinator in the local government unit.
- b. Neither county nor individual project administration maintained an adequate evaluative coordination effort data base. Consequently, only data developed from interviews and observations could be analyzed by the evaluators.
- c. Neither county nor individual project administration were clearly cognizant of administrative and operational lines of authority for the various drug abuse projects.
- d. The examination of the three drug abuse coordination projects identified many differences and very few similarities, and therefore, it was very difficult, if not impossible, to do a thorough comparison on a tri-county basis.
- e. Neither county nor individual project administration, for various reasons, were able to differentiate between and implement adequate and on-going monitoring and evaluation procedures at the onset of each project.

D. CONCLUSIONS

- a. The role of the drug abuse coordinator in all three counties is unclear and uncertain to supportive and relevant agencies and users.
- b. The responsibilities and authoritative prerogatives of the drug abuse coordinator vary widely within and among the three counties.
- c. Officials in each county indicated a different perspective of where or in which branch of the county government the coordinator should be housed in.
- d. Understanding of the coordinator's activities reflects wide variance for each county.
- e. Responses to the inquiry as to what constitutes coordination activities included the following: information resource, fiscal planning, unclear evaluation, intra-program liaison, funding advocate, inter-project liaison, inter-government liaison, central referral clearinghouse, and etc.
- f. Project directors' and coordinators' responses revealed a wide gap in information flow both from the projects to the coordinator and

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f. continued

from the coordinator to the projects.

g. The achievement of the impact-oriented objectives of the drug abuse coordinator projects were not measurable.

E. RECOMMENDATIONS

a. In view of the difficulties encountered in determining effectiveness and measuring impact of this cluster evaluation, future projects of this nature must be much more carefully documented and constructed to illustrate means by which impact and cost effectiveness can be determined.

b. Future evaluations must start with the projects being evaluated and must be sustained through the projects' life cycle.

c. Future drug abuse coordinators grant applications must evidence availability and applicability of pre and post project data bases to project objectives.

d. Future drug abuse coordinator grant applications must clearly and specifically delineate organizational structures and authoritative lineage.

F. SUMMARY

The cluster evaluation report, conducted under the above-outlined constraints and difficulties, reflects a sincere effort on the part of the evaluator to provide OCJP with funding guidelines for future similar grant applications. Of particular note, are the following observations:

a. An identification and a descriptive analysis of each county's drug abuse coordination project.

b. An identification and differentiation of operational blocks in each county's governmental unit.

c. Identification of the stress and strain factors in coordination and communication for each county.

d. Recommendations and clarifications for the development of a model data base structure, including elements, sources, analysis, and interpretive reporting.

e. Identification of the role of the coordinator and the integration of functions with relevant drug abuse projects and users.

**END**