

*How Building Social Capital  
Creates Momentum For  
Policy Change: Findings From  
Oakland, California*

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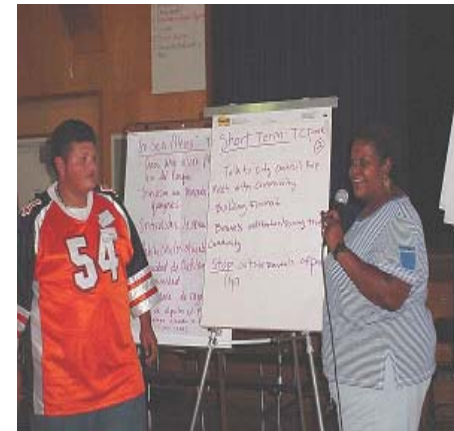
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# Presentation Overview

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- City-County Neighborhood Initiative (CCNI) Description
- Defining Social Capital
- Social Capital Development in the CCNI
  - Relationship-Building
  - Civic Participation
  - Collective Efficacy
- Relating social capital development to policy change
- Discussion





# What is CCNI?

- City of Oakland
- Alameda County
- Neighborhood groups and community organizations

Joining together in an initiative to create safe and healthy conditions in Sobrante Park and West Oakland



# History and Background

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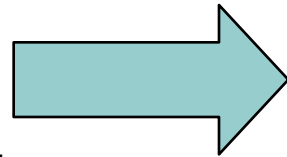
- Mobilizing Action for Planning and Partnerships (MAPP) (2003)
- City-County Violence Prevention Initiative
- Grant Proposals to the Centers for Disease Control for Youth Violence Prevention through Community Capacity-Building ('04 and '05)
- Formation of the Community Capacity-Building Leadership Team ('05 & '06)

# CCNI Model



## Key CCB Components

- Door-to-door outreach
- Health education and services
- Resident empowerment
- Increased social capital
- Improved physical environment



## Pathways to Improved Health and Well-being

- Greater sense of personal and collective efficacy
- More social support
- Better coping with stress
- Reduced environmental hazards and allergens
- Safer places to walk and exercise
- Access to more fruits and vegetables
- ***Greater access to policy makers and “power-holders”***
- Greater access to resources, i.e. health and social services
- More youth protective factors
- Youth education and employment

# What is Social Capital? It Depends Who You Ask

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- Credit for term given to:
  - Pierre Bourdieu (1970, 1986)
  - Popularized by James Coleman (1990) and Robert Putnam (1993)
- Putnam's definition:
  - Most widely used in public health
    - "Social capital is a feature of social organizations such as networks, norms and trust that facilitates coordination and cooperation for mutual benefit"

# Broad Definitions of Social Capital

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- "Social capital appears to be an umbrella concept that includes anything that helps to remove the barriers to collective action in communities." (Wallack 2000)
- Social capital in all its facets is a necessary and critical ingredient for building healthy communities."  
(Daniel Schulgasser, 1997)



## Elements Found in All Definitions of Social Capital:

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- Benefits are available to anyone in a community
  - Even people who are not directly involved in civic life
- Definitions include both:
  - Structure - relationships and networks
  - Function - working towards the common good

# Dimensions and Indicators of Social Capital

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- Trust and norms of reciprocity
- Breadth and depth of civic participation
- Relationships among groups
  - Bonding (similar); bridging (dissimilar)
- Relationships between people and groups
- Opportunity and ability to collaboratively solve common problems (*See Sampson*)
- Public and social provision of goods and human services

# Collective Efficacy: A Redefinition of Social Capital

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- Robert Sampson et. al. 1997
- Focus away from what social capital is to what it does
- Focus away from face-to-face, emotional interactions (Bowling Alone)
- Definition has 2 components:
  - Social cohesion and trust
  - People's willingness to intervene on behalf of the common good

# Social capital research: Sampson et. al. (1997)

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- Cross-sectional, ecological study design
- Data from a survey in 343 Chicago neighborhoods
- Independent Variables:
  - *Concentrated disadvantage*
    - *% below poverty line, on public assistance, female-headed families, unemployed, less than age 18, African-American*
  - *Residential stability*
  - *Immigrant concentration*
- Dependent variables:
  - Perceived crime; violent crime statistics

## Sampson et. al. (1997)

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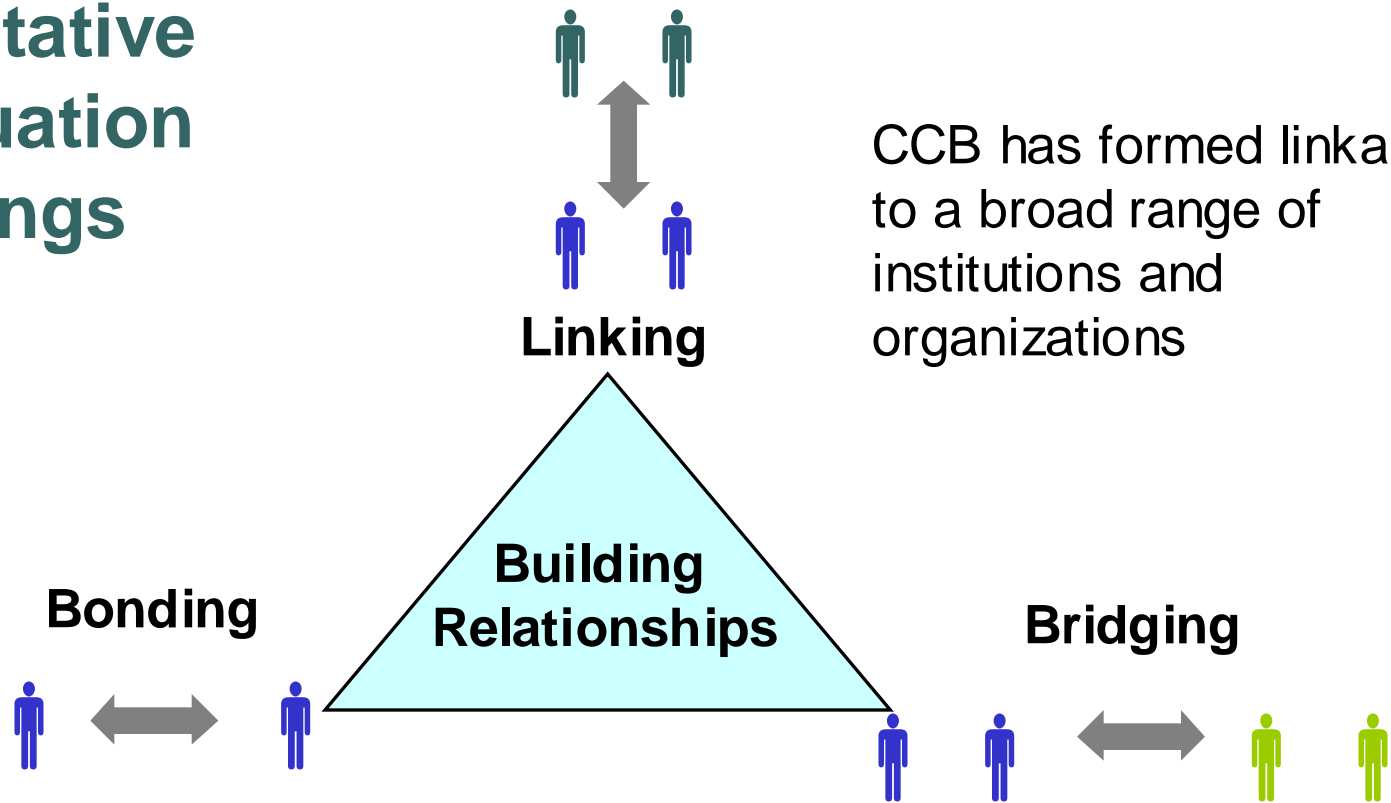
- Mediating variables: **Collective Efficacy**
  - Informal social control, trust
- Controlled for:
  - *Gender, marital status, homeownership, ethnicity, mobility, age, years in neighborhood, SES*
  - Average homicide rates
- **Collective efficacy** was negatively correlated with violent crime

## CCNI Fosters 4 dimensions of social capital

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- ***Relationship-Building*** – bonds, bridges & linkages
- ***Civic participation*** – level of involvement in neighborhood activities and personal/collective action to improve neighborhood conditions
- ***Social cohesion*** – extent to which neighbors trust and get along with each other; solidarity among neighbors and between racial/ethnic groups
- ***Informal social control*** – capacity of group to regulate its members to realize collective goals; willingness to intervene to prevent deviant behaviors.

# Qualitative Evaluation Findings



CCB has formed linkages to a broad range of institutions and organizations

CCB has fostered bonds between people through community activities and events

CCB has built bridges across racial/ethnic groups through cultural events and working together on various projects

# CCNI Linking Social Capital

## Alameda County Public Health Department

- Office of the Director
- Community Assessment, Planning & Evaluation (CAPE)
- Public Health Nursing
- Nutrition Services
- Immunization
- Community Health Services
- Improving Pregnancy Outcomes Program (IPOP)
- Interagency Children's Policy Council (ICPC)
- Emergency Medical Services
- Project YES – Youth Uprising

## City of Oakland

- Parks and Recreation
- Human Services
- Neighborhood Services
- Community Programs
- Police Department
- Community and Economic Development Agency
- Fire Department
- Workforce Investment Board

## UC Berkeley School of Public Health

## Sobrante Park and West Oakland

## Oakland City Council

- District 7 – Larry Reid
- District 3 – Nancy Nadel

## Community-Based Organizations and Grassroots Groups

- Habitat for Humanity
- Rebuilding Together
- Oakland Community Organizations
- School of Urban Missions
- Alcohol Policy Network
- Attitudinal Healing
- Healthy Oakland
- Safe Passages
- YMCA

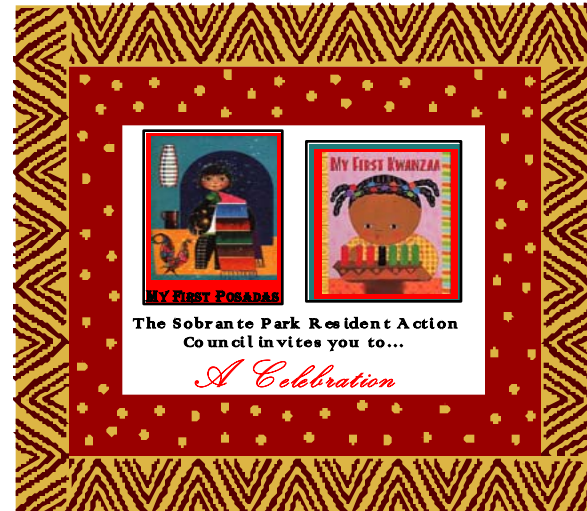
## Oakland Unified School District

- Madison Middle School
- Lionel Wilson School
- Sobrante Park Elementary School
- Hoover Elementary School
- McClymond's High School



# Bridging Social Capital – A Resident’s View

“Now there is more unity than before between African-Americans and Latinos. Before there was a wall between the groups and more racism and stereotypes. Now we work together more and understand each other’s culture more – for example they like our food. Now we are closer.”



# Social Capital Indicators in Survey

## Civic Participation

In the past year, have you:

- Attended a neighborhood social event\*
- Met with neighbors or neighborhood group to do or change something\*
- Voiced opinion about a neighborhood issue to City official\*
- Participated in a community or volunteer group†

## Social Cohesion

- People in this neighborhood can be trusted
- People around here are willing to help their neighbors
- People of different racial/ethnic groups get along well here\*
- Youth feel like they are part of the neighborhood†

## Informal Social Control

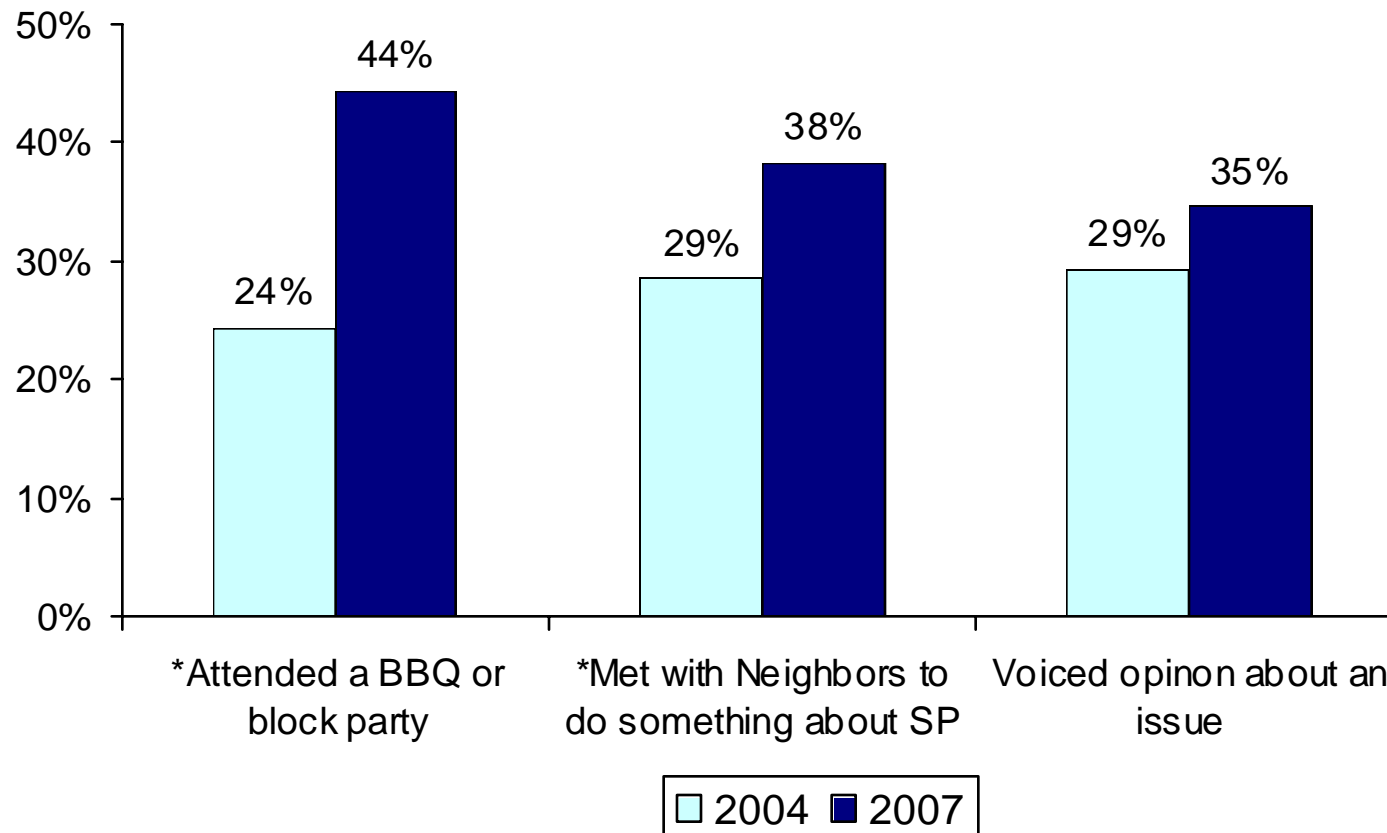
- People around here would do something if youth are skipping school\*
- People around here would do something if youth are harming others or the community †

\* *Adult community survey only*  
† *Youth survey only*

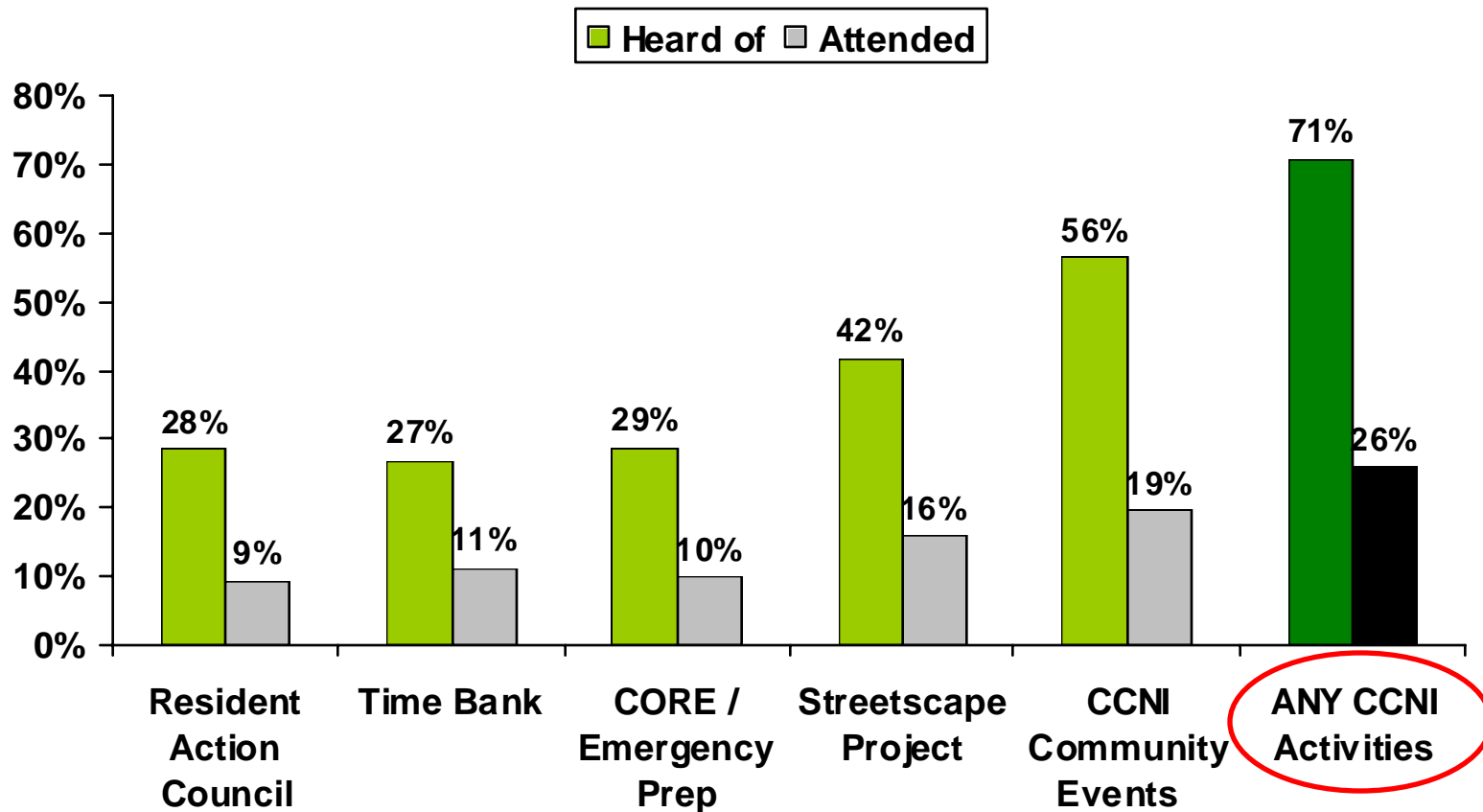
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graph TD; A[Civic Participation] --> D[Collective Efficacy]; B[Social Cohesion] --> D; C[Informal Social Control] --> D;
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**Collective Efficacy**

# Civic Participation Increased in Sobrante Park Between '04 and '07



# Civic Participation Through CCNI



# Collective Efficacy - “Feet on the Street” Seniors

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- Weekly walks around neighborhood
- Purpose:
  - “Eyes” and “ears” supplement police
  - Look for blight
  - Let drug dealers know they are watching
  - Collective efficacy – watch out for each other
- Accomplishments
  - More crossing guards
  - Less litter
  - Less prostitution and drugs in daylight
  - Got City to pay for “bulb-outs” to make Crossing the street safer for everyone



# Friends of Durant Park



- Strategy: Meetings, letter writing, calls
- Secured improvements from Public Works:
  - Permanent garbage cans
  - Lights
  - Clean-up
  - Community bulletin board
- Met together to draw up architectural plans for the park



# Tyrone Carney Park



- **Strategy:** Neighborhood assessment, community organizing, working with City Council, grant writing, meetings, letter writing, calls; secured grant for redesign of park and neighborhood gateway.

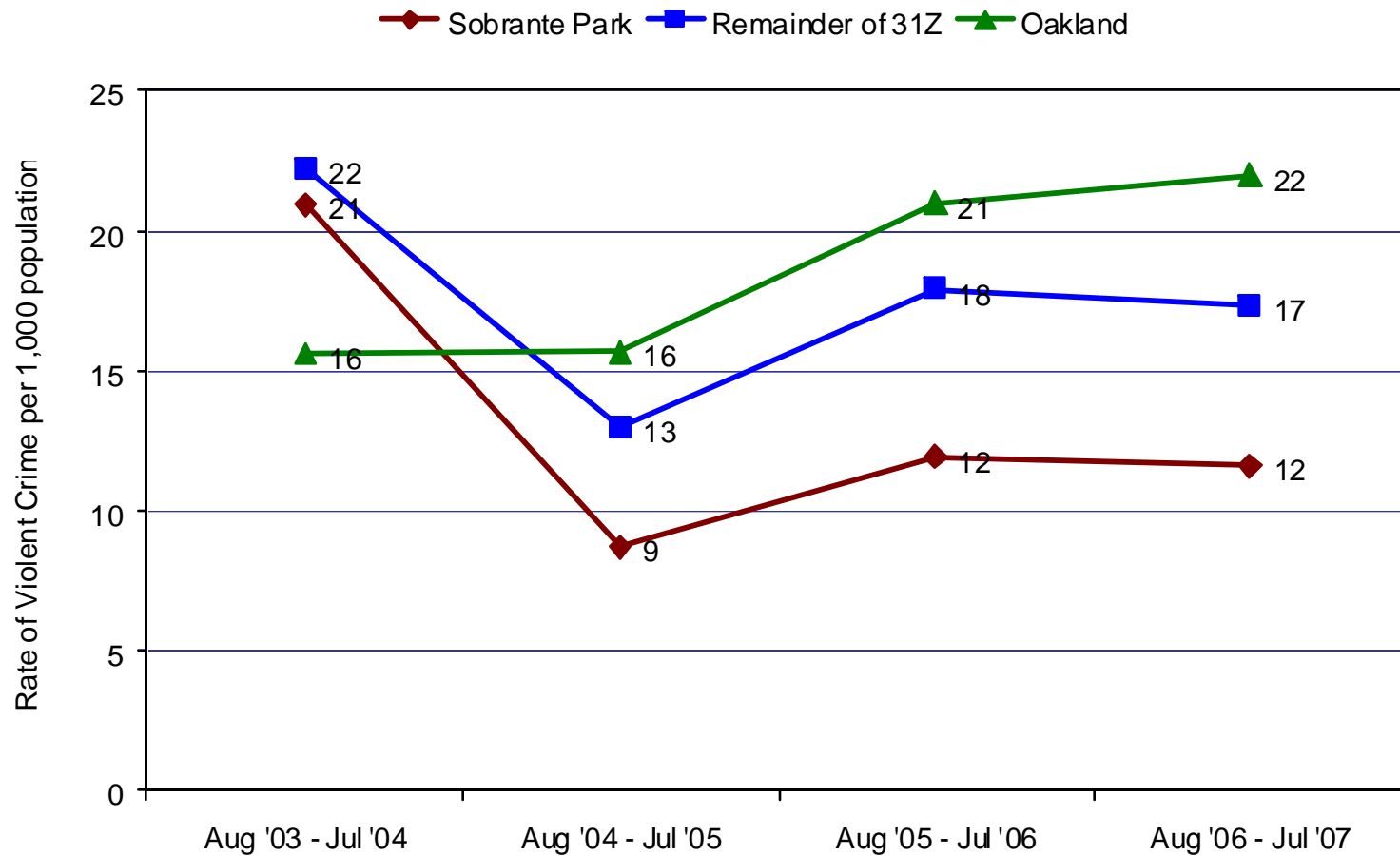
# Civic Participation Workshops

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- Module 1: Introduction to City Government
  - Contacting local officials to make change
- Module 2: Can We Talk (and should we...)?
  - Media advocacy
  - Practiced crafting media messages
- Module 3: You Plan It!
  - Learned about planning community events
  - Worked together on Earth Day 2007



# Change in Violent Crime: '03-'07



# Examples of Altered Power Relations

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- City responded to SP residents' pressure to clean up the park after Mayor's Forum
- Residents got \$20k for an architectural plan for the neighborhood entrance;
  - Pressure on City for additional \$200k to begin implementation
- Resident: "Seeing change. I thought it couldn't happen, but it's really starting and I'm part of it. That inspires me."



# Challenges

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- Implementation:
  - Resources
  - “Buy-in” to model and theory
- Evaluation:
  - Assessing the contribution of social capital to various outcomes
  - Cause vs. effect

## Some references

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- Sabol WJ, Coulton CH, Korbin JE. Building Community Capacity for Violence Prevention. Presented at: National Network for Applied Research on Violence Prevention Workshop; January 17-18, 2002; San Diego, CA.
- Sampson RJ, Raudenbush SW, Earls F. Neighborhoods and violent crime: a multilevel study of collective efficacy. *The Am Assoc for the Advancement of Science*. 1997;277(5328:15)918-924.

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