

KANSAS CITY PEER REVIEW PANEL: AN EVALUATION REPORT

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FOREWORD

The test of an experiment is whether, when it is all over, the experimenters know what happened and why. By that test, the experiment reported here was not a good one in the fullest sense. As it was attempted, the application of the peer review approach to police behavior did not produce any measurable effect. We do know that, but we do not know why. For several reasons, the Kansas City Police Department did not manage to conduct the experiment so as to ease as much as possible an inherently difficult evaluation task. For other reasons, including sensitivity to the need for confidentiality of participants in the experiment, Police Foundation evaluators allowed themselves to be excluded from the process of the experiment as it was actually carried out inside the peer review panels. Thus, although their analyses showed that the experiment had not "worked," the evaluators could contribute little to explaining why.

Now both the Department and the Foundation know what we would do differently another time--what any department that wants to test the peer review approach would need to do--to conduct a good experiment. The prescriptions are in this report, along with tested impact measurements and methods of analyses that other experimenters can adapt and use, and probably improve on.

The Kansas City Police Department and the Police Foundation have never doubted that we would learn from experiments that "didn't work," such as this one, as well as from those that "did work," such as the experiment testing the effect of preventive patrol in Kansas City. We are happy to share those lessons with all who want to test whether what they do improves policing.

Chief Joseph D. McNamara
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Police Department

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President
Police Foundation

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EXECUTIVE SUMMARY

Friction between police and citizens has become an increasingly serious problem throughout the nation. Attempts have been made to remedy the situation with varying degrees of success. The peer review approach, pioneered by the Oakland Police Department, has been considered to be one of the most promising efforts in reducing negative police-citizen encounters. This approach was adopted by a task force of police officers from the Northeast Patrol Division of the Kansas City, Missouri, Police Department and has been subsequently utilized by other police departments.

The primary goal of the Kansas City program was to deal positively with officers who had received a large number of citizen complaints and had filed a large number of "interfering with an officer" charges. Such officers were invited to appear before a panel of their peers to discuss the police-citizen encounters leading to those complaints and charges. Through the use of peer pressure and support, panel members sought to alter the officers' behavior in confrontations with citizens. The result of such altered behavior was to be a reduction in the number of citizen complaints charged against, and "interfering with an officer" charges filed by, officers who appeared before the panels. It was anticipated that the panels would produce an increase in experimental subjects' peer evaluation ratings, and happiness and satisfaction with their jobs, compared to control subjects. It was hoped that similar effects would occur throughout the entire division.

To test for these effects, officers who appeared before panels were matched with officers having similar histories who had not appeared before a Peer Review Panel. Comparisons were made of the behaviors, attitudes, and peer evaluation ratings of these two groups of officers before and after the panel appearance of the experimental officers. Division-wide effects were tested by comparing the three patrol divisions.

In all of the analyses in which data permitted inferences to be made, no significant differences existed between the experimental and control officers. In addition, no effect was found on the Northeast Patrol Division in general. In this particular case, then, Peer Review Panels seem to have produced no significant effect of any kind.

Caution should be used, however, in generalizing from the findings in this instance to conclusions concerning the broader concept of using peer pressure to limit the occurrence of negative police-citizen interactions. Several problems were encountered which limit the conclusiveness of the evaluation. The program was expanded to other patrol divisions making selection of

optimal control officers difficult. The limited training given to panel members and the restricted involvement of professionals in the program curtailed the effectiveness of the panels and increased the risk of their becoming amateur therapy sessions, possibly reinforcing undesirable behaviors or causing psychological stress on the part of subject officers.

Evaluators and other observers were denied access to panel meetings and training sessions. Such restrictions were accepted by the evaluators with the expectation that, as confidence in the evaluation effort grew, further access to panel meetings would be granted. The panels remained closed, however, a circumstance which made it impossible to ascertain exactly why the program failed to produce its desired effects.

Police departments considering the adoption of a Peer Review program should pay particular attention to the problems experienced by the Kansas City panels and address those problems before implementing such a program. It is conceivable that similar panels using different techniques could prove beneficial. It should be noted that the Peer Review Program was terminated in February 1976.

I. INTRODUCTION

I was driving my car down the street when I was stopped by a policeman and arrested for disturbing the peace of a woman I never seen before. The policeman called for a paddy wagon, and when it got there they handcuffed me and shoved me into the back of it. I hit both my legs on the back 'cause I couldn't jump in as fast as they pushed me. It was cold outside but the driver turned on the air conditioner and he said, 'We run the air conditioner in the winter and the heater in the summer for your comfort. How do you like it?' On the way to the station the driver drove fast, and made stops and starts which threw me all over the back end. I got lots of bruises from that ride.

Testimony of a 47 year old white female

Three of my friends and I were stopped while we were driving in my mother's car to a party. Two cops jumped out with their guns. One said, 'Get up against the fucking wall.' They started frisking us and I turned around to ask a question and one cop said, 'Turn around, nigger. That's a good way to get your damned brains blown out.' One of my friends asked what we had done. The other policeman said, 'Shut up nigger because you almost got a bullet between your damned shoulder blades.' He asked me if I wanted my brains splattered all over the wall too. We held our hands up against the wall for at least half an hour waiting for another police car to take us to the station. When we got to the station they let us go and told us to get out. None of the policeman would take us back to where we had left the car. We walked back and found the car was gone. We came back to the station and the man at the desk said, 'What are you doing in here again. Beat it!' They finally told us they towed the car. After two hours we found the car and the bumper and hood had been bashed in.

Testimony of a 19 year old black male

The testimonies presented above were given by two citizens involved in the increasing number of police-citizen encounters which have resulted in the filing of formal complaints against police officers. These statements

represent only the point of view of the citizen, not that of the police officer(s) involved or the perspective of those who investigated the complaints.

Over the five-year period from 1970 to 1974, the number of complaints filed against members of the Kansas City, Missouri, Police Department has risen by 235 percent. Approximately twenty percent of these complaints have been formally substantiated. The steady increase in the number of such complaints, in Kansas City and across the nation, represents a grave problem. During the same 1970-1974 period, "interfering with an officer" arrests have decreased somewhat, but still remain at an undesirably high level.¹ The purpose of this report is to evaluate the Peer Review Panel Program of the Kansas City, Missouri, Police Department, a program designed to reduce the number of negative police-citizen encounters. This program did not focus upon whether an officer was found culpable in such encounters, but upon the behaviors and attitudes which might produce those encounters. The Peer Review Program was terminated in February 1976.

BACKGROUND

Relatively little research exists concerning the factors contributing to this increase in police-citizen conflict. Cohen and Chaiken (1973:118-9) have developed a profile of officers in the New York City Police Department most likely to incur civilian complaints. Toch (1969) has outlined the motives of citizens who assault police officers. Nevertheless, Bayley and Mendelsohn (1968:130) report that "analysis does not show any association between being willing to complain and background characteristics of respondents." This position is supported by Wilson (1975:112) in his conclusion:

The sources of police-citizen antagonisms are inherent in the situation and not the product of--though may be exacerbated by--the accidental personal qualities and attitudes of either citizen or officer.

Manning (1974:110) has pointed out that, to some extent, citizen complaints against the police are inevitable. Westly (1953:35) described the dynamics of this problem most succinctly:

The policeman finds his most pressing problems in his relationships to the public. His is a service occupation but of an incongruous kind, since he must discipline those whom he serves.

In many cases, outright brutality has been unequivocally documented. Chevigny (1969), Cray (1972), Reiss (1968), Stark (1972), Walker (1968), and Wilson (1968) have provided descriptions and, although the heat of the popular debate seems to have subsided somewhat, newspaper accounts continue to appear

¹"Interfering with an officer" charges include: failure to obey an officer, resisting an officer, obstructing an officer, and assaulting an officer.

sporadically. Bayley and Mendelsohn (1968:125) have noted that "police brutality is not just a descriptive category. Rather it is a judgment made about the propriety of police behavior." Often the boundaries of propriety are ambiguous, especially, as Wilson (1968:21) states, in the "order maintenance function (which) necessarily involves the exercising of substantial discretion over matters of the greatest importance . . . in a situation that is, by definition, one of conflict and in an environment that is apprehensive and perhaps hostile." The many facets of this environment are represented in a series of papers reprinted in Endleman (1968) and in Skolnick (1966).

In certain contexts, violent force is a legitimate part of the police role, authorized by law and at least tacitly authorized by society. Force is also used, however, "by policemen who enjoy hurting people (and) when (they) become afraid or are under great physical or mental stress" (Burnham, reprinted in Niederhoffer and Blumberg, (1970:194)). Westley describes an officer's "entitlement" as:

the basic refuge that a policeman has whenever he uses force for whatever reasons. He can always say that it is in self-defense, or that the offender was resisting arrest (1970:133).

Central to this "entitlement" is the fact that "police procedure is defined by the feature that it may not be opposed in its course, and that force can be used if it is opposed" (Bittner, 1970:41).

The police have a wide range of discretion in handling encounters with citizens. The elusive question of whether an officer's action in any given situation is legitimate can often be resolved only when a complete picture of the circumstances surrounding an encounter is available. Nevertheless, the problem of police-citizen conflict is an increasingly serious one. McNamara (1975) has stressed this point from the perspective of the police administrator:

Considering the number of officers on the streets and the sort of situations in which they frequently are involved, it is remarkable that there are so few incidents of improper behavior. Yet no number is too small, for the contact between the individual officer and the individual citizen may well be the citizen's only means of judging his city's police department.

Most attempts to reduce police-citizen conflict have been of the community relations type. The effects of community relations efforts have been at best only transitory, largely because these programs have not focused directly on the causative elements of negative police-citizen encounters (Eisenberg, 1974). The techniques of sensitivity training have also been borrowed for experiments in police-citizen communication, such as New York City's Youth Dialogue Program and, most notably, Covina, California's Operation Empathy (Fink and Sealy, 1974:92-108), but the potential in this approach has not been fully explored.

Police departments have internal mechanisms for dealing with police misconduct, usually in the form of an internal affairs unit designed to investigate extreme cases of misconduct and to recommend disciplinary action when warranted. However, for police officers, these units have been so closely associated with the threat of punitive action that their positive corrective and even investigative effectiveness has been limited. In addition, because such units operate in relative secrecy, they have not had the confidence of the public as avenues of redress.

During the 1960's, the "ombudsman" was proposed as an alternative redress mechanism more removed from conflicts of interest (see Gellhorn, 1966). The concept, derived from Scandinavia, was recommended to cover all areas of public administration. However, the ombudsman was authorized only to ask questions, not make judgments; his role was to redress, not prevent, grievances. Such a function has not been widely adopted by police departments (Radelet, 1973:348).

The most controversial forms of response to the issue of public accountability of police departments have been citizen complaint boards, which were explored during the civil rights movement of the 1960's (Hudson, 1971). After a brief but tumultuous period of experimentation and debate, most such boards have been disbanded. William Brown, a retired New York City Police Inspector, has attributed the demise of complaint boards to the polarization which emanates from their structure--they become "too much a symbol of the antagonism between police and minority groups (which) tends to widen the communication gap rather than narrow it" (quoted in Radelet, 1973:352).

Against this background of the fate of complaint boards in other cities, the survival of Kansas City's Office of Citizen Complaints is notable, but it too was never designed to incorporate any positive procedure for reducing complaints.^{2/} Ahern notes that, by definition, such boards are ineffectual as agents of change:

. . . civilian review boards are not an effective solution even to the limited type of brutality or corruption problem that they attempt to deal with. When police departments are bad, the roots of their problems are far deeper than any civilian board can penetrate (1972:218).

Broadway states that police misconduct is central to the problem of citizen complaints, and that the prerequisites "for a positive program to affect police misconduct (include) an emphasis on a corrective posture; the provision of external and internal identification of incidents of misconduct; and a procedure which maintains credibility" (1974:210).

²For a description of the Office of Citizen Complaints and the complaint process, see Appendix A. For a more thorough explanation of the discretion available to an officer with respect to the filing of "interfering with an officer" charges, see Appendix B.

Kansas City's Peer Review Panel was intended as the corrective component of such a positive program, which would be guided by information on police misconduct, while supplementing traditional punitive channels with peer pressure. The panel was modeled on a strategy of change-through-participation, originally devised for the Oakland, California, Police Department by Hans Toch and his colleagues. Toch, et al. (1975:3) state that "the literature on change suggests that 'participation' models produce change more completely, effectively and permanently than other styles of intervention." He traces this approach back to the innovative methods created by Kurt Lewin (1947) for changing dietary habits during the 1940's. These models were subsequently applied to other areas of human activity and are now widely accepted under the rubric of "behavior modification" (see Bandura, 1969:104ff).

SUMMARY

The purpose of this report is to evaluate the effectiveness of the Kansas City, Missouri, Police Department's Peer Review Panel Program, a program which addresses the problem of improper police behavior in interaction with citizens. Although the initial attempt at a program of this nature was the Action Review Panel Program developed by Toch and members of the Oakland, California, Police Department, it is believed that this is the first attempt to systematically evaluate such a program. The following chapters describe the development and implementation of the program and an evaluation of its effects.

II. THE PEER REVIEW PANEL PROGRAM

Kansas City's Peer Review Panel Program was a spin-off from the work of a task force of officers in the Northeast Patrol Division (NEPD) of the Kansas City, Missouri, Police Department. The task force was created in late 1971 with a mandate to study current innovations in the police patrol function and to develop a program which was relevant to their own area of operations but which might also be applicable in other police departments. Funding for research and program development was provided by the Police Foundation. During the course of their review of existing programs, the task force members became interested in the Action Review Panel Program of the Oakland, California, Police Department. The Action Review Panels were a peer level, confidential, and non-punitive attempt to modify the behavior of patrol officers who were experiencing conflict in interaction with citizens as indicated by high numbers of resist arrest charges.^{3/} The task force decided that the program was applicable to problems in Kansas City.

By March, 1972, three task force members had been assigned to work full-time on the development of a modification of Oakland's Action Review Panel Program to be called the Peer Review Program. In April a second visit was made to Oakland to gather more extensive data regarding the operation of the panels. A formal proposal for a Peer Review Panel Program was subsequently submitted to and approved by the command staff. The Peer Review Panel proposal drew heavily upon the design of the Oakland program, with the exception that the Kansas City program would focus on citizen complaints as well as resist arrest charges, as indicators of negative police-citizen encounters. An evaluation design was agreed upon by the Northeast task force members and Police Foundation evaluation consultants in July, 1972. The project proposal was approved by the Foundation, and the first Peer Review Panel was held on August 4, 1972.

³The Action Review Panels were conceived by a group of Oakland police officers working under the direction of Professor Hans Toch of the School of Criminal Justice at the State University of New York at Albany and J. Douglas Grant, Director of the Social Action Research Center, Berkeley, California. Professor Toch and Charles Gain, the Oakland Chief of Police, had collaborated in early 1969 to develop a generalized violence prevention project which was subsequently funded by the National Institute of Mental Health (No. MH12068). For a detailed description of the development of the panels see Toch, et al., 1975).

A principal tenet in the rationale for the program was that police officers are not always free from responsibility in negative incidents, and that officers' behavior and attitudes often aggravate such situations. However, the process of investigating citizen complaints by the department's Internal Affairs Unit was assumed to be a source of personal anxiety for officers receiving complaints. Furthermore, investigation of an officer was seen as a negative performance indicator by supervisors and administrators, no matter what the outcome of the investigation.

A procedure for dealing with complaints which did not produce anxiety for officers and did not subject them to scrutiny by supervisors was considered desirable. The task force members also agreed that citizen complaints were considered by some officers as a "badge" indicative of the "tough cop" image, which was still held in high regard. Peer pressure exerted by respected officers would provide a method of decreasing the prestige of such an image. Finally, from the viewpoint of both the community and the police, citizen complaints reflected negatively upon the department and police in general. It was decided that a panel of peer officers could make this clear to other officers.

Northeast task force members believed that if the behavioral and/or attitudinal problems of officers involved in negative encounters could be pointed out to those officers by their peers, they would be more likely to alter their behavior and/or attitudes in a positive direction than if they were subjected only to official departmental scrutiny and discipline. Such panels would supplement, but not replace, the formal disciplinary process unless specifically authorized by the Chief of Police.

The Peer Review Panels were seen as a mechanism which would:

- Identify those patrol officers with high frequencies of negative encounters with citizens;
- Identify the methods used by those officers in handling negative encounters;
- Discuss behavioral or attitudinal problems and point out alternative methods;
- Lend peer support for reasonable and acceptable actions; and
- Provide peer pressure when actions were deemed inappropriate.

PEER REVIEW PANEL GOALS

The task force proposed an overall goal for the panels of reducing the number of complaints filed against and the number of "interfering with an

officer" (IO) charges filed by panel subjects. It was anticipated that, as word of the panel's operation and its endorsement by the administration spread, a reduction in the number of complaints and IO charges would occur for the Northeast Patrol Division as a whole. It was also anticipated that the panels would have the following additional effects on panel subjects and the Northeast Patrol Division:

- Reduce the substantiation rate of complaints filed;
- Reduce the proportion of the most serious complaints (unnecessary or excessive use of force, abuse of authority, and harrasment) filed;
- Reduce the number of instances in which firearms were discharged;
- Reduce the substantiation rates of the most serious complaints;
- Reduce the proportion of serious complaints among substantiated complaints;
- Increase acceptance of officers by their peers; and
- Increase levels of job satisfaction.

PEER REVIEW PANEL STRUCTURE

In June, 1972, the Northeast commander appointed a patrol officer to serve as coordinator of the Peer Review Program. The coordinator was responsible for:

- Selecting and training of panel members;
- Setting up a reporting system with the Office of Citizen Complaints and the Report Review Unit;
- Developing rules insuring confidentiality of the panel transactions;
- Maintaining and updating of a profile card system for all officers assigned to the division;
- Compiling the necessary data to identify potential panel subjects;
- Contacting potential panel subjects;
- "Matching" panel members to individual cases;

- Notifying panel members and subjects of scheduled panel dates and times;
- Providing panel members with documentation of the subject's incidents; and
- Monitoring the post-panel behavior of subjects to determine whether an additional panel was necessary.

With the approval of the division commander, the coordinator selected six additional officers who were to serve as panel members for a term of no longer than two years. Officers were selected who had, in the past, experienced difficulties themselves with negative encounters and who were considered to have credibility with their peers. Two patrol officers were selected from each of the three watches and were to perform their regular duties when the panel was not in session.

The program coordinator served as the panel moderator during the first panel sessions. In time, the coordinator assumed a purely administrative role, reporting directly to the Assistant Chief of Police. Another officer was then appointed to serve as panel moderator.

TRAINING FOR PEER REVIEW PANEL MEMBERS

As part of their training, the coordinator and each of the original six panel members played the role of panel subject and were interviewed by the remaining members in order to personally experience the panel process.

To assist in the training process, police officers from the Oakland Action Review Panel Program came to Kansas City and explained their techniques of conducting panel sessions. In addition, a psychologist instructed panel members in the identification of psychological and behavioral problems and techniques for breaking down the defenses of subjects.

PANEL SUBJECT IDENTIFICATION AND NOTIFICATION

No single fixed formula was utilized to identify potential panel subjects. Instead, subjects were identified by the coordinator as candidates for appearance based on one or a combination of the following four criteria:

- A total of three or more negative encounters with citizens in a one year period. Negative encounters were defined to be: a) official complaints filed by citizens, b) "interfering with an officer" charges filed by officers
- Referral by immediate supervisor, command staff supervisor, or the Chief of Police in lieu of initiating intradepartmental disciplinary action

- Voluntary request for appearance
- Involvement in any single incident of public or departmental notoriety.

Potential subjects were identified through a monthly screening of records concerning the above criteria. Each month a list of officers who qualified was produced. The panel coordinator submitted this list to the panel moderator, who then unsystematically contacted certain officers on the list. Occasionally, a panel member would be asked to make the contact in place of the moderator. The concept of the panel was explained and the officer was requested to appear before the panel. Considerable emphasis was given to explaining the non-punitive nature of the panel and the fact that it was composed of peer officers, not supervisors. Acceptance of a request to appear before the panel was voluntary, except when the officer was referred by a superior. If the officer agreed to appear before the panel, he was asked to sign an information release form which allowed the coordinator to gather copies of actual reports documenting the qualifying incidents. If the officer declined the invitation or was reluctant to appear, subsequent contacts were often made. As a result of these efforts, all but one officer agreed to appear.

In addition to the collection of copies of forms documenting the subject's incidents, the coordinator occasionally also contacted the officer's superiors or peers to gain information in such areas as job attitude, personal problems, and work performance. This background information was summarized and disseminated to panel members on the day of the panel meeting.

PEER REVIEW PANEL MEETINGS

The evaluation staff was not allowed to observe the actual operations of any of the Peer Review Panels. As a result of this exclusion, the following description of the panel's operation is based completely upon accounts obtained from the coordinator and other program personnel.

According to the program coordinator, within one to two weeks of subject notification, the date for the panel was set, taking into consideration the availability of the subject officer and the panel members. Panel meetings were generally scheduled during the day watch (8 a.m.-5 p.m.). Officers called in during off-duty hours were compensated for overtime.

At least five panel members were reportedly required for each panel session. On the day of the panel, members convened one-half hour before the subject arrived in order to discuss background material, the officer's general performance, and the approach they would assume during the session. Upon the officer's arrival, the panel was supposed to be convened in an informal manner. An attempt was made by panel members to put the subject at ease through general conversation. The non-punitive and confidential nature of the panel was re-emphasized prior to discussion of the officer's incidents.

According to program personnel, the subject's negative encounters were then discussed in chronological order. The subject was requested to read aloud the citizen complaint or the incident report and to recall the circumstances surrounding the encounter. The incident was then discussed at length, and the officer's handling of the incident scrutinized. Panel members attempted to reinforce appropriate behavior on the part of the officer and to recommend alternatives in cases of questionable behavior. This procedure was repeated until all the officer's qualifying incidents had been discussed.

If the members believed they had discerned a pattern in the subject's history, this was also pointed out and discussed with the officer. The panel was terminated when all relevant issues had been covered, and when the panel felt they and the subject had reached some level of understanding with regard to the subject's problem. Panel sessions varied considerably in length. The average length of a session was about two and a half hours, but occasionally one might last four or five hours.

The panel moderator is said to have usually contacted the subject one or two days after the panel to determine the officer's impressions of the entire process. The moderator elicited the subject officer's opinions of the panel members' comments, suggestions for improving the panel, and personal feelings since the panel experience. This information was then provided informally to the panel coordinator.

The coordinator was to monitor the subject's subsequent field behavior, particularly with regard to negative encounters. Informal field contact with the subject's co-workers was maintained by the two panel members selected from the watch of the subject. In addition, the coordinator was expected to solicit feedback from supervisors regarding the subject's progress.

In two cases, a subsequent screening of records revealed that certain officers qualified for a second panel session. When these officers agreed to appear a second time, the conduct of the panel was modified. According to the coordinator, the panel then assumed a "stress" approach in its interaction with the subject. Panel members were more forceful in their admonitions to the subject, emphasizing possible negative outcomes of continued inappropriate behavior, including the likelihood that the subject would be called before an official review board and faced with disciplinary action.

OPERATION OF THE PANEL PROCESS

During the first year of the panel's operation (August 4, 1972 through August 3, 1973) fifteen Northeast Patrol Division officers were interviewed by the Peer Review Panel. Two of the fifteen subjects were interviewed twice, resulting in a total of seventeen panel sessions. During this period a panel session was held, on the average, only once every three weeks. The fifteen subject officers interviewed had accumulated a total of thirty-nine citizen complaints in their pre-panel periods.

Peer Review Panels were conducted in the conference room of the task force office during the first year and, because task force members also utilized the conference room, the scheduling of panel sessions was a persistent problem for the coordinator. Moreover, the continued presence of task force personnel in the same office space compromised the anonymity of subject officers. In response to problems of scheduling and confidentiality, and because the coordinator and members of the command staff were considering an expansion of the panels to other units of the department, a Peer Review Panel Office was established in July, 1973 in facilities some distance from existing police facilities. After the first year of operation, evaluators discussed the low rate of subject interviews with the program coordinator and the Assistant Chief of Police. As a result, instructions were given by the Assistant Chief to increase the rate of panel activity by interviewing a larger fraction of those eligible. Thirty subjects were interviewed in the next five months, an average of one interview held every one and a half weeks.

Department-wide implementation of the Peer Review Panels was endorsed by the Acting Chief of Police in August, 1973, and officers were selected to constitute separate panels for the South Patrol Division, the Special Operations Division and the Traffic Unit. Training for newly selected panel members was conducted in November. The first panel in the South Patrol Division was held on November 6, 1973, and the first Special Operations and Traffic panels were held in February, 1974.^{4/} Between November 6, 1973 and January 24, 1974, a total of twelve officers assigned to South Patrol Division were interviewed.

Table II-1 illustrates that during the entire seventeen-month period from August, 1972 through January, 1974 the Northeast panel interviewed forty-five officers and the South panel interviewed twelve, producing a total of fifty-seven officers interviewed by Peer Review Panels. In the one-year period preceding their individual panel sessions, these fifty-seven subject officers had accumulated a total of 119 citizen complaints.

⁴Officers interviewed by the Special Operations and Traffic Panels were not included in this sample, because the last panel considered for evaluation purposes occurred on January 31, 1974.

Table II-1

CITIZEN COMPLAINTS FILED AGAINST OFFICERS
 APPEARING BEFORE NEPD OR SPD PEER REVIEW
 PANELS FROM 8/4/72 TO 1/31/74

| | 17 Month Total 8/4/72 – 1/31/74 | 3 Month Total 11/6/73 – 1/31/74 | Total |
|---------------------------------------|------------------------------------|------------------------------------|-------|
| | Northeast | South | |
| Number of Officers Interviewed | 45 | 12 | 57 |
| Total Pre-Panel Citizen Complaints | 100 | 19 | 119 |
| Mean Number of Complaints | 2.22 | 1.58 | 2.09 |

TRAINING FOR NEWLY INSTITUTED PANELS

In contrast to the self-training methods utilized by the original Northeast Peer Review Panel members, the proposal for expansion of the program and the creation of new panels called for a training program including all newly selected panel members as well as the original members from Northeast. The training was conducted by a professional psychologist and instruction was divided into four parts:

- I: Background instruction in motivation and behavior, focusing on the origins of behavioral problems and appropriate techniques for resolution
- II: A video training session on the use of communication techniques in problem-solving
- III: Problem-solving practicum utilizing video-tape of previous session
- IV: Summary and applications of learned principles to current police problems.

SUMMARY

The Peer Review Panel Program was an attempt by patrol officers of the Northeast Patrol Division of the Kansas City, Missouri, Police Department to identify and interview certain of their peers who had histories of negative encounters with citizens. The goal of the program was to reduce the number of citizen complaints filed against, and "interfering with an officer" charges filed by, these officers and other officers in patrol divisions where panels operated. Implementation of the program began slowly. Eventually, however, the program was expanded to several other units.

III. REVIEW PANEL IMPLEMENTATION: CONSEQUENCES FOR THE EVALUATION EFFORT

Program implementation and evaluation are closely interrelated. Inevitably, when changes or problems occur in implementation, the evaluation effort is affected. Difficulties often arose during the implementation of the Peer Review Panel Program which had serious consequences for the evaluation, the most important of which are discussed below.

LACK OF BASELINE DATA AND REPORTING SYSTEM

Prior to program initiation, the officers who designed the program did not establish baseline data concerning citizen complaints and "interfering with an officer" charges for the total department, or by patrol division, sector, beat, or officer. The only complaint information available at the time of program initiation was a set of file cards containing officers' names and the dates and types of citizen complaint charges lodged against them. These cards were maintained by the Northeast division commander. No system existed at that time for the reporting of incidents in which officers filed "interfering with an officer" charges.

Initially, the division commander's cards were duplicated by the coordinator and updated via telephone conversations with personnel from the Office of Citizen Complaints (OCC) as complaints were received. Periodically, the coordinator would visit the OCC to gather copies of complaints. Systematic files were not maintained by the Peer Review Panel (PRP) office for the first year of operation. Only after the program personnel moved to new offices in July, 1973 were files initiated and updated on all officers assigned to the Northeast Patrol Division who had received one or more citizen complaints within the year prior to program implementation.

Some months after implementation, the evaluators began to receive summaries of arrest data from the department's computer unit personnel. These data were shared with the departmental personnel in charge of the PRP program.

Eventually, personnel of the Office of Citizen Complaints and the Report Review Unit regularly forwarded copies of all citizen complaints and "interfering with an officer" reports directly to the coordinator's office. Tally sheets were maintained by the PRP office personnel as reports were received and lists of qualifying officers were periodically developed.

The initial lack of a reporting system and baseline data concerning eligibility criteria meant that the subject selection criterion of a total of

three citizen complaints and/or "interfering with an officer" charges was based on a subjective estimate of what was thought to be an excessive number of these indicators. Furthermore, the equal weighting of complaints and "interfering with an officer" charges was arbitrary because baseline data was not available to permit calculation of appropriate weights.

THE PANEL SESSIONS: A "BLACK BOX"

The restriction against civilian observers both for the "mock" training panels and the actual panels which followed was one of the primary difficulties confronting the evaluation effort. This constraint meant that the most crucial element in the operation of the program, the interaction between the panel members and the subjects, could not be scrutinized.^{5/}

The primary implication of this decision was that the evaluators could confront the panel sessions only as a "black box." No critique of technique utilized by the panels was possible. Although a number of suggestions were made by the evaluators for documenting the sessions, all were rejected. For example, suggestions were made that a "non-participant, disinterested observer" be allowed to attend sessions to record the interpersonal dynamics and techniques of panel members and subjects, or that the sessions be voice- or video-tape recorded for subsequent analysis. The absence of such documentation of the sessions necessitated that only the effects of the panels, not their actual procedures, could be evaluated.^{6/}

THE PROBLEM OF FEEDBACK

Throughout the first year of implementation, the officers involved in the program and the department's command staff were quite interested in receiving information regarding the success of the program. However, the nature of the program hindered the provision of such information, because the program was designed so that an officer qualified on the basis of incidents accumulated during a one-year period, making it mandatory to monitor an officer's behavior for the one-year period subsequent to his panel appearance to reliably estimate the effect of the panel. Therefore, by the end of the first year of operation it was necessary to wait until the end of the following year before any conclusions could be drawn. Such a delay was obviously frustrating for police administrators, no matter how necessary it was for evaluation purposes.

⁵Although evaluators were not allowed to observe panel sessions, visiting police officers from other police departments and the department psychologist were allowed, on occasion, to observe panel sessions.

⁶Three panel sessions were eventually video-taped by the coordinator for the purposes of training panel members. The small number of video-taped sessions would make any conclusions drawn from their viewing suspect.

As a result of the delay--necessary before definitive conclusions regarding the relative success of the program could be reached--the officers involved in the program relied on more subjective indicators of success. It was pointed out by the coordinator that only one officer had refused an invitation to appear before the panel. The coordinator also argued that panel members invariably felt successful in getting the subject to deal with his problems. Subjects were consistently described as having "seen the light," and therefore it was inevitable that their behavior would be altered and that complaints and "interfering with an officer" charges would be reduced. It was primarily on the basis of such subjective evaluations that the command staff approved expansion of the program to other units in the department.

EXPERIMENTAL GROUP INTEGRITY: TRANSFERS

Because of the differential likelihood of complaints across assignments, the ideal situation would have been to freeze the experimental group officers' assignments and to select control group officers who had also remained in place during the entire period covered by this evaluation. Such an ideal situation did not exist; the department continued to reassign personnel according to their usual priorities. As a result, many of the experimental group officers were transferred during the post-panel period. Some transfers were to non-patrol units in which the likelihood of receiving a citizen complaint was quite low. Other transfers resulted in changes of watch assignment resulting in a different likelihood of receiving complaints. Twelve of the original 57 officers to appear before panels had to be excluded from analysis because of such transfers. The problem also existed in the selection of control officers; many potential control officers had to be eliminated because of transfers to non-patrol units.

THE PROBLEM OF PROGRAM EXPANSION

One of the primary requirements for an effective evaluation of the PRP program was that it be restricted to the Northeast Patrol Division until a sufficient number of officers had been interviewed. This restriction was necessary to allow for meaningful quantitative comparisons between experimental and matching control officers. Nevertheless, beginning in the second half of 1973, peer review panels were implemented in other divisions. Several conditions may have made this option attractive to the department. First, peer review panel office personnel often cited the aforementioned subjective indicators of success. Moreover, these subjective indicators were often accompanied by data which seemed to be supportive.^{7/} Finally, the department may have

^{7/}It is likely that these data were spurious, resulting from a failure to control for officers transferring out of patrol to assignments in which the probability of receiving a complaint was reduced, or resulting from comparisons of unequal time periods for subject officers.

felt that the capabilities of the peer review panel staff were underutilized, as indicated by the relatively slow rate at which officers were being interviewed.

In terms of the evaluation, the early expansion of the program to other divisions meant that the pool of possible control officers was reduced. Also, because the task force had set a goal of reducing the number of citizen complaints and "interfering with an officer" charges both for experimental officers and all other officers assigned to their division, it was essential that panels not be introduced into the South or Central Patrol divisions. The premature expansion of the program to the South Patrol Division meant that comparisons between the South and Northeast divisions would be suspect.

INTERFERING WITH AN OFFICER CRITERION: THE QUESTION OF VALIDITY

Unlike the complaint criterion, the decision to charge a citizen with "interfering with an officer" is totally within the discretion of the officer, and therefore is more easily manipulable than is the receipt of a citizen complaint. It is possible that an officer could alter his willingness to file such charges without actually changing his behavior in confrontation with citizens. The validity of such charges is made even more dubious by the fact that, in many instances, an assisting officer rather than the arresting officer signed the incident report. As a result of these reservations, inferences drawn concerning the filing of "interfering with an officer" charges are suspect. Analysis of such charges was performed only because the original program goals specifically dealt with them.

SUMMARY

A number of aspects of the implementation of the PRP program seriously affected the evaluation effort. The most significant problems were the restriction against the presence of evaluators at panel sessions, unsystematic selection of panel subjects, numerous inter-unit transfers of panel subjects, the expansion of the program to other divisions of the department, and the questionable validity of "interfering with an officer" charges as indicators of negative police-citizen encounters.

IV. EVALUATION OF THE EFFECTIVENESS OF PEER REVIEW PANELS

Peer Review Panels have been evaluated in terms of their success in achieving the following effects,^{8/} both on officers appearing before the panels and on all officers in patrol divisions where panels are located:

- Reduction in the number of citizen complaints filed by citizens against officers
- Reduction in the number of "interfering with an officer"^{9/} charges filed against citizens by officers
- Reduction in the substantiation rate of complaints filed against police officers
- Reduction in the proportion of complaints filed for the most serious categories of complaints (unnecessary or excessive use of force, abuse of authority, or harrassment) by citizens against officers
- Reduction in the substantiation rate of the most serious categories of complaints
- Increased job satisfaction level for officers
- Improvement in the peer evaluations of officers.

⁸Although one of the goals of the program was to reduce the number of discharges of firearms for panel subjects, it was anticipated that the numbers would be too small for analysis. This was indeed the case. Of the 57 officers who appeared before the panel, only five had discharged their firearms during the year prior to their panel appearance. During the post-panel year, four officers discharged their weapons. One of these four had also discharged his revolver during the pre-panel year.

⁹In this report, the phrase "interfering with an officer" shall be used to cover all hindering/interfering, obstructing/resisting and assault on officer charges filed by officers.

THE DATA

Several types of data, from various sources, were utilized. These are listed below:

1. Data concerning the number, type, and substantiation rates of citizen complaints were obtained from the Office of Citizen Complaints of Kansas City, Missouri
2. Data concerning "interfering with an officer" charges were obtained from the Records Unit of the Kansas City Police Department
3. Data concerning peer evaluation of patrol officers were obtained from responses to a Human Resources Development (HRD) questionnaire distributed to Kansas City police officers in February, 1973 and again in November, 1974. Peer evaluation ratings were obtained by asking police officers to evaluate the performance of their fellow officers. A list of names of officers on the same shift and watch was given to each respondent so that the officer could evaluate the performance of his peers based on these questions:
 - a. How good a job do you think each officer listed below does in handling disturbance calls?
 - b. How good a job do you think each officer listed below does in remaining calm in highly emotional situations?
 - c. How good a job do you think each officer listed below does in trying to become a good police officer?

Each question provided the following response categories and corresponding codes:

- | | |
|--------------------|-----|
| a. very poor job | (1) |
| b. poor job | (2) |
| c. fair job | (3) |
| d. good job | (4) |
| e. very good job | (5) |
| f. exceptional job | (6) |

The average product-moment correlation between these three items was .700. The reliability coefficient (coefficient alpha) was .735. Because the items were highly interrelated, the three items were combined to form a composite peer evaluation score. The combined peer ratings were the sum of the responses to the three individual items. Therefore, the combined ratings can be interpreted as follows:

- a. very poor job (3)
- b. poor job (6)
- c. fair job (9)
- d. good job (12)
- e. very good job (15)
- f. exceptional job (18)

4. Data concerning satisfaction with working in the patrol function were obtained from responses to the HRD item, "How do you feel about being assigned to a patrol or line function for the duration of your employment?" Responses to the question were coded as follows:

- a. I would like it very much (1)
- b. I would like it moderately (2)
- c. I would like it slightly (3)
- d. I would not care (4)
- e. I would dislike it slightly (5)
- f. I would dislike it moderately (6)
- g. I would dislike it very much (7)

5. Data concerning satisfaction with working in their currently assigned division were obtained from responses to the HRD item, "How happy are you working in the division in which you now work?" Responses to the question were coded as follows:

- a. very satisfied (1)
- b. moderately satisfied (2)
- c. slightly satisfied (3)

- d. slightly dissatisfied (4)
 - e. moderately dissatisfied (5)
 - f. very dissatisfied (6)
6. Data concerning general job satisfaction were obtained by combining several HRD items. Because these items were highly intercorrelated and would therefore produce redundant statistical tests, image factor analysis using a principal components solution with varimax rotation was performed on those items. Items which had factor loadings greater than .400 and which were conceptually meaningful were combined to form a scale, thereby creating a more reliable indicator than any of the individual items. Those items were:
- a. I gain a feeling of accomplishment from my job
 - b. I enjoy the kind of work I do
 - c. I feel satisfied because of doing a job well
 - d. I don't have a real sense of achievement in my job
 - e. My job is quite interesting
 - f. I don't really like my job

Each item provided the following response categories and corresponding codes:

- a. very satisfied (1)
- b. moderately satisfied (2)
- c. slightly satisfied (3)
- d. slightly dissatisfied (4)
- e. moderately dissatisfied (5)
- f. very dissatisfied (6)

The reliability coefficient (coefficient alpha) for these six items was .820, a good indicator that the items consistently measure the same concept. The combined job satisfaction score was the sum of the responses to the six individual items. Therefore, the combined score can be interpreted as follows:

- a. very satisfied (6)
- b. moderately satisfied (12)
- c. slightly satisfied (18)
- d. slightly dissatisfied (24)
- e. moderately dissatisfied (30)
- f. very dissatisfied (36)

EVALUATION PROCEDURE

To determine the effects of the panels, officers who appeared before them were matched with officers not making a panel appearance. Because two different criteria were used to determine which officers should be interviewed by the panels, two experimental groups and matching control groups were created. One pair was created on the basis of the number of citizen complaints received, the other on the basis of the number of "interfering with an officer" charges filed against citizens. There is considerable overlap between the two experimental subject groups because both were selected from among the same small officer population of 57 patrol officers who appeared before a Peer Review Panel between August 4, 1972 and January 31, 1974.

Citizen complaints and "interfering with an officer" charges reflect two perspectives on negative police-citizen encounters, one from the point of view of the citizen and the other from the point of view of the police officer. As pointed out earlier, "interfering with an officer" (IO) charges are probably less valid (and less reliable) indicators of the frequency of negative police-citizen encounters than are citizen complaints, because an officer has the power to manipulate charges against citizens by choosing not to file, or to file charges under other city ordinances. Therefore, results obtained from the analysis of IO charges should be considered with skepticism.

The basic evaluation design compares changes in officers' citizen complaint and "interfering with an officer" records, peer ratings and job satisfaction, over two twelve-month periods. For panel subjects, the base period, or "pre-panel year," is the twelve-month period immediately prior to the date of each officer's panel interview. The "post-panel year" is the twelve-month period following that interview. The pre- and post-panel years for each control officer are the same as those of the subject officer to which the control officer has been matched.

CITIZEN COMPLAINT MATCHING PROCEDURE

The group of 33 experimental officers, selected on the basis of citizen complaints, was composed of all panel subjects who had been interviewed once

by a Peer Review Panel during the period August 4, 1972 through January 31, 1974, and who had:

- Received at least one citizen complaint during their pre-panel years
- Made no additional panel appearances as of January 30, 1975
- Never served as members of a panel during the entire period
- Remained on patrol duty for at least six months of their pre- and post-panel years.

Twenty-four of the original 57 officers could not be included in this group of experimental subject for the following reasons:

- Twelve officers had been assigned to patrol divisions for less than six months in either their pre- or post-panel periods. Because of the reduced likelihood of receiving complaints in non-patrol assignments, pre- and post-panel comparisons could not be made.
- Six officers had been associated with panels both as an interviewer and subject, and thus their inclusion in the sample would have contaminated the present evaluation, which attempts only to measure the effect of panels on officers appearing before a panel.
- Four officers had been the subjects of two panel interviews and were eliminated because it was assumed that double exposure to a panel would have a greater effect than a single interview, and would contaminate the sample.
- Two officers had not accumulated any citizen complaints during their pre-panel year.

Control officers for the group of 33 officers identified on the basis of citizen complaints were selected from a pool of patrol officers who had:

- Accumulated the same number of citizen complaints as the panel subject during the subject's pre-panel year^{10/}
- Remained on patrol duty at least as long as the panel subject during the post-panel year

¹⁰ In two cases, no officers had received as many complaints as had the experimental officers. In those cases, control officers were selected who had the next highest number of complaints.

- Not been associated with a Peer Review Panel before January 30, 1975.

The matching of control and experimental officers was continued through a step-by-step comparison of four additional criteria. These criteria are presented below.^{11/}

1. Type of Complaint. The most serious types of complaints were to receive the greatest amount of attention during the course of the panel interview. Thus it was considered important to match officers on the basis of the number of those types of complaints.
2. Beat Location of the Incident. Because different beats demonstrate varying frequencies of citizen-complaint incidents, an officer's probability of receiving a complaint is partly a function of his beat assignment. It was therefore considered desirable to control for this interbeat variability. When officers could not be matched exactly on the basis of beat location of the incidents, beats were ranked according to the absolute number of citizen complaint incidents which occurred in each beat during the period of September, 1969 through November, 1974, and were divided into quintiles. Beats within the same quintile were regarded as equivalent for matching purposes. Where only one officer matched the panel subject in terms of beat locations of citizen complaint incidents, that officer was selected as the control subject.
3. Division of Assignment. Patrol divisions show differences in the frequency of citizen complaint incidents. Therefore,

¹¹ Watch of assignment, although associated with the occurrence of complaints, could not be used as a matching criterion because officers too frequently change watch assignments to permit stable analysis.

control officers were sought who were assigned to the same patrol division as the experimental subject.^{12/}

4. Length of Time in the Department. Finally, control officers who graduated in the same or proximate recruit class as the panel subjects were preferred.

At each stage in the matching process, if more than one officer remained as a possible control match, the additional criteria were applied in the order listed, until only one officer remained.^{13/}

"INTERFERING WITH AN OFFICER" MATCHING PROCEDURE

A second group of 32 experimental officers, identified on the basis of "interfering with an officer" charges, was composed of all panel subjects interviewed once by a Peer Review Panel during the period ending January 30, 1974, who had:

- Filed at least one "interfering with an officer" charge during their pre-panel year
- Made no additional panel appearances as of January 30, 1975
- Never served as members of a panel during the entire period

¹²The Peer Review Panel program was originally to have operated only in the Northeast Patrol Division, allowing comparisons with officers in other patrol divisions. When the program was expanded, the department reserved the Central Patrol Division as a source of control subjects. Because few officers appeared before the panels operating in the Northeast Division, the additional officers who appeared before such panels in the South Division were added to the experimental group. In addition, because very few officers existed with records of citizen complaints or "interfering with an officer" charges comparable to those of experimental officers, an adequate job of matching required that control officers be selected from any patrol division. The fact that no divisional effects occurred, that officers transfer frequently among divisions, and that the program received city-wide media coverage, implies that such a selection procedure was not notably affected by the inclusion of control officers from divisions in which panels operated.

¹³For a comparison of experimental and control officers see Appendix C. Appendix D compares those two groups, as well as officers who appeared before panels but who were excluded from analysis, and all other officers assigned to patrol divisions.

- Remained on patrol duty for at least six months of their pre- and post-panel years.

Twenty-five officers could not be included in this group of experimental officers because:

- Twelve officers had been assigned to patrol divisions for less than six months in either their pre- or post-panel periods. Because of the reduced likelihood of filing "interfering with an officer" charges in non-patrol assignments, pre- and post-panel comparisons could not be made.
- Six officers had been associated with panels as both interviewer and subject.
- Four officers had been the subjects of two panel interviews.
- Three officers had not filed any "interfering with an officer" charges during their pre-panel year.

Control officers for the experimental group identified on the basis of "interfering with an officer" charges were selected from a pool of patrol officers who had:

- Filed the same number of "interfering with an officer" charges as the panel subject during the subject's pre-panel year
- Remained on patrol duty at least as long as the subject officer during the post-panel year
- Not been associated with a Peer Review Panel before January 30, 1975.

Finally, preference was given to control officers who graduated in the same or proximate recruit class as the panel subject.^{14/}

The considerable overlap between the two experimental groups, referred to earlier, is presented in Table IV-1.

¹⁴This simplified matching procedure was used because IO charges were considered less valid indicators of problem behavior (see Appendix B for a more thorough explanation).

Table IV-1

OVERLAP BETWEEN CITIZEN COMPLAINT AND
"INTERFERING WITH AN OFFICER" EXPERIMENTAL GROUPS

| | | Citizen Complaints | | |
|--|--------------|--------------------|-----------|----|
| | | None | 1 or More | |
| Interfering with an Officer Charges | 1 or More | 1 | 31 | 32 |
| | None | 23 | 2 | 25 |
| | | 24 | 33 | 57 |

Six officers were included in both the Citizen Complaint and "Interfering with an Officer" control groups.

HYPOTHESIS TESTING

Six of the evaluation criteria could be included in a multivariate design. These measures were:

- Number of citizen complaints (CC)
- Number of "interfering with an officer" arrests (IO)
- Peer evaluation ratings (PE)
- Happiness with working in their division (HD)
- Happiness with working in the patrol function (HP)
- Job satisfaction (JS)

The hypotheses and rationales concerning these indicators are presented below.

Hypothesis 1A: Among patrol officers with similar histories of citizen complaints, those who appear before a Peer Review Panel will receive fewer citizen complaints after their panel interview than will officers not appearing before a panel.

Hypothesis 1B: Among patrol officers with similar histories of filing "interfering with an officer" charges, those who

appear before a Peer Review Panel will file a smaller number of such charges after their panel interview than officers not appearing before a panel.

Rationale: If an officer has an opportunity to review and analyze past negative citizen encounters in the presence of a panel of peers, the insights gained should assist the officer in avoiding such encounters in the future.

Hypothesis 2A: Among patrol officers with similar histories of citizen complaints, those who appear before a Peer Review Panel will show greater happiness and satisfaction with their job after their panel interview than will officers who do not appear before a panel.

Hypothesis 2B: Among patrol officers with similar histories of filing "interfering with an officer" charges, those who appear before a Peer Review Panel will show greater happiness and satisfaction with their job after their interview than will officers who do not.

Rationale: Assuming that negative encounters between citizens and police officers contribute to decreased happiness and satisfaction, a reduction in the number of such encounters should be expected to increase officers' happiness and satisfaction with their jobs.

Hypothesis 3A: The operation of a Peer Review Panel will result in improved peer ratings for experimental officers who qualified for panel interviews on the basis of citizen complaints, when compared with their matched control officers.

Hypothesis 3B: The operation of a Peer Review Panel will result in improved peer ratings for officers who qualified for panel interviews on the basis of "interfering with an officer" charges, when compared with their matched control officers.

Rationale: Assuming that most police officers place a positive value on the completion of assignments without becoming involved in negative encounters with citizens, a reduction in the number of such encounters by an officer should result in a higher evaluation of that officer by peers.

Four other measures which could not be subjected to multivariate analysis were used to evaluate the effectiveness of the Peer Review Panel. These measures are the number of:

- Citizen complaints by division

- Substantiated complaints
- "Serious" complaints
- Substantiated "serious" complaints

The hypotheses and rationales concerning these indicators are presented below.

Hypothesis 4: The operation of a Peer Review Panel will result in a division-wide reduction in the number of citizen complaints in divisions with a panel, compared to divisions where no panels exist.

Rationale: Peer review panels should reduce the number of citizen complaints for officers appearing before them. Even when officers have no direct personal experience with a Peer Review Panel, the knowledge of the existence of such a panel within their division should make officers more aware of the desirability of avoiding negative encounters with citizens, thus reducing the frequency of negative incidents.

Hypothesis 5A: Among patrol officers with similar histories of citizen complaints, those who appear before a Peer Review Panel will have a lower proportion of citizen complaints which are officially substantiated after investigation of the charge, than will officers not appearing before a panel.

Hypothesis 5B: The operation of a Peer Review Panel will result in a division-wide reduction in the proportion of citizen complaints which are officially substantiated after investigation, in divisions with a panel, compared to divisions where no panels are operational.

Rationale: Complaints which are not substantiated may still be filed by citizens, even though division officers might alter their behavior. Examining the proportion of complaints which are substantiated, officers who have appeared before panels should be expected to produce lower proportions of substantiated complaints than their matched controls, and the division-wide proportion of substantiated complaints should also be expected to decrease.

Hypothesis 6A: Among patrol officers with similar histories of citizen complaints, those who appear before a Peer Review Panel will have a lower proportion of citizen complaints of the more "serious" type (unnecessary or excessive use of force, abuse of authority, or harassment), than those who do not appear before a panel.

Hypothesis 6B: The operation of a Peer Review Panel will result in a division-wide reduction in the proportion of citizen complaints of the more serious type, compared with other divisions where no panel exists.

Rationale: Peer Review Panels were to focus primarily on the most serious types of complaints and should therefore be expected to have their greatest effect on those complaint types. Even when officers have no direct experience with a Peer Review Panel, the existence of such a panel within their division should make them more aware of the desirability of using greater discretion in utilizing methods to assert their authority.

Hypothesis 7A: Among patrol officers with similar histories of citizen complaints, officers appearing before a Peer Review Panel will have a lower proportion of citizen complaints of the most serious type (unnecessary or excessive use of force, abuse of authority, and harassment) which are officially substantiated after investigation, than will officers not appearing before a panel.

Hypothesis 7B: The operation of a Peer Review Panel will result in a division-wide reduction in the proportion of citizen complaints of the more serious type which are officially substantiated after investigation of the charge, compared with other divisions without such panels.

Rationale: Because the Peer Review Panels were to focus primarily on the most serious types of complaints, the panels should be expected to have their greatest effect on those complaints, especially on those which were substantiated. The existence of a panel within a division should also be expected to produce fewer substantiated complaints on a division-wide level.

Hypotheses 1 through 3: Multivariate Analyses

The appropriate statistical technique for testing hypotheses 1 through 3 is a multivariate analysis of covariance. A multivariate technique is employed because the dependent variables cannot be assumed to be independent observations. The variables are joint observations on the same individuals, a situation about which M. B. Kendall has argued:

The varieties are dependent among themselves so that we cannot split off one or more from the others and consider it by itself. The variates must be considered together (Kendall, 1957:5).

Multivariate analysis of covariance was chosen in order to compensate for any differences that might exist between experimental and control subjects during the pre-panel period (Campbell and Stanley, 1963:49). Controlling for pre-panel differences between experimental and control subjects is of particular importance because of the "regression effect," the tendency of sample means obtained from the extreme end of a distribution to regress toward the overall mean of the population upon retesting (Campbell and Stanley, 1963:10-12). An acute problem occurs in this case, with officers selected for panel appearances specifically because they had a large number of citizen complaints or "interfering with an officer" charges. Although experimental and control subjects were matched on the basis of citizen complaints or "interfering with an officer" arrests accumulated during the year prior to the experimental subject's panel appearance, differences in the other four variables could result in a significant main effect if such differences were not controlled for within the statistical test. Therefore, by using the pre-panel measures of citizen complaints, "interfering with an officer" charges, happiness with division, happiness with patrol, job satisfaction, and peer evaluation ratings as covariates, differences in these variables in the post-panel period between experimental and control subjects can be partitioned out without confounding the pre-panel differences.

Although a multivariate test is appropriate, it does possess a certain disadvantage in that missing data on any one variable for an officer results in a deletion of the remainder of the variables associated with that officer. Because subjects for the Peer Review Panel were selected independently of whether or not they had responded to the Human Resources Development questionnaire, several experimental subjects and corresponding controls had to be deleted from the multivariate analysis because they did not respond to one or more portions of that questionnaire. Consequently, only fifteen of the citizen complaint experimental officers and twenty of the citizen complaint control officers could be included in the multivariate analysis; in addition, only thirteen subjects chosen for evaluation on the basis of "interfering with an officer" arrests and fifteen of the matched control officers could be included in such an analysis. Therefore, univariate analysis of variance was also performed on each dependent variable for hypotheses 1 through 3, so as to include the maximum number of experimental and control subjects.

Classic univariate parametric techniques assume a normal distribution; likewise, multivariate techniques such as multivariate analysis of covariance assume a multivariate normal distribution of variables. Unfortunately, no known tests for multivariate normality exist. The existence of univariate normalities of variables does not guarantee a multivariate normal distribution; however, if a multivariate normal distribution does exist, then individual variables are normally distributed (Anderson, 1958:19). Therefore, although marginal normal distributions do not ensure multivariate normality, they are a prerequisite for it.

Examination of the univariate distributions of the five dependent variables and the five covariates revealed that several were significantly skewed.^{15/} To correct for this, a logarithmic transformation was performed on the highly skewed distributions.^{16/} Because some observations had the value of zero, a constant was added to some variables before transformation (Bartlett, 1974:39-52). In all tests of hypotheses, the criterion of the .05 level of statistical significance will be applied.

Comparison of Experimental and Control Subjects Matched on the Basis
Of Citizen Complaints

Table IV-2 presents the unadjusted means for the five dependent variables and corresponding adjusted means for Peer Review Panel experimental and control subjects for purposes of determining differences between the two groups.

¹⁵See Appendix E for the skewness of each variable before and after transformation.

¹⁶Anderson, 1958:41. Transformation of univariate distributions are necessary not only for the multivariate analyses but also for subsequent univariate analyses of some of the same variables.

Table IV-2

DIFFERENCES IN POST-PANEL MEASURES BETWEEN GROUPS
SELECTED ON THE BASIS OF CITIZEN COMPLAINTS*

| Variable (Transformed) ² | Type of Mean (\bar{X}) | Experimental Subjects (N = 15) | Control Subjects (N = 20) | Difference (\bar{X} Experimental – \bar{X} Control) |
|---|-------------------------------|--------------------------------------|---------------------------------|--|
| Log _e (HD ₂ + 1) | Unadjusted | .93 | 1.06 | -.12 |
| | Adjusted | .87 | 1.10 | -.23 |
| HP ₂ | Unadjusted | 3.80 | 4.50 | -.70 |
| | Adjusted | 3.67 | 4.60 | -.93 |
| Log _e (JS ₂) | Unadjusted | 2.34 | 2.32 | .02 |
| | Adjusted | 2.30 | 2.34 | -.04 |
| Log _e (PE ₂) | Unadjusted | 2.59 | 2.57 | .02 |
| | Adjusted | 2.59 | 2.58 | .01 |
| Log _e (OCC ₂ + 2) | Unadjusted | 1.21 | 1.13 | .08 |
| | Adjusted | 1.16 | 1.17 | -.01 |

¹ Adjustments to means of the post-panel period were made on the basis of the pre-panel measures of the five variables by multivariate analysis of covariance.

² HD₂ = Happiness in Division during Post-Panel period.
 HP₂ = Happiness in Patrol during Post-Panel period.
 JS₂ = Job Satisfaction during Post-Panel period.
 PE₂ = Peer evaluation during Post-Panel period.
 OCC₂ = Number of Citizen Complaints during Post-Panel period.

Differences between Peer Review Panel experimental and control subjects are slight whether considering the unadjusted or adjusted means. The multivariate analysis of covariance summary is presented in Table IV-3.

Table IV-3

MULTIVARIATE ANALYSIS OF COVARIANCE OF
DIFFERENCES BETWEEN GROUPS SELECTED
ON THE BASIS OF CITIZEN COMPLAINTS

| Source ¹ | d. f. | Wilk's Λ^3 | Significance |
|---|----------|--------------------|--------------|
| Covariate Log _e (HD ₁ + 1) | 5, 1, 28 | .95 | $\rho > .05$ |
| Covariate HP ₁ | 5, 1, 28 | .72 | $\rho > .05$ |
| Covariate Log _e (JS ₁) | 5, 1, 28 | .85 | $\rho > .05$ |
| Covariate PE ₁ | 5, 1, 28 | .75 | $\rho > .05$ |
| Covariate OCC ₁ + 2 | 5, 1, 28 | .81 | $\rho > .05$ |
| Group ² | 5, 1, 28 | .83 | $\rho > .05$ |

¹ HD₁ = Happiness in Division during Pre-Panel period.

HP₁ = Happiness in Patrol during Pre-Panel period.

JS₁ = Job Satisfaction during Pre-Panel period.

PE₁ = Peer Evaluation during Pre-Panel period.

OCC₁ = Number of Citizen Complaints during Pre-Panel period.

²Group = Peer Review Panel Subjects or Control Group.

³Also referred to as "U" in some texts.

None of the group main effects was significant, indicating that no differences existed between experimental and control group subjects. Because none of the results were significant in a multivariate analysis, no further analysis such as indicated in Wilkinson (1975:409-412) are appropriate.

In summary, incorporation of the number of citizen complaints, peer evaluation scores, and three job satisfaction indicators in a multivariate dispersion indicates that the Peer Review Panel has had no significant effect on panel subjects selected on the basis of citizen complaints.

Comparison of Experimental and Control Subjects Matched on the Basis of "Interfering with an Officer" Charges

Table IV-4 presents the unadjusted and adjusted means for the five dependent variables for the experimental and control subjects.

Table IV-4

DIFFERENCES IN POST-PANEL MEASURES BETWEEN GROUPS
SELECTED ON THE BASIS OF "INTERFERING WITH AN OFFICER" ARRESTS*

| Variable ² (Transformed) | Type of Mean (\bar{X}) | Experimental Subjects | Control Subjects | Difference (\bar{X} Subjects - \bar{X} Control) |
|--|----------------------------|-----------------------|------------------|---|
| Log _e (HD ₂ + 1) | Unadjusted | .92 | .98 | -.06 |
| | Adjusted | .98 | .93 | -.05 |
| HP ₂ | Unadjusted | 3.69 | 4.00 | -.31 |
| | Adjusted | 3.98 | 3.75 | .23 |
| Log _e (JS ₂) | Unadjusted | 2.35 | 2.32 | .03 |
| | Adjusted | 2.43 | 2.25 | .18 |
| Log _e (PE ₂) | Unadjusted | 2.52 | 2.62 | -.10 |
| | Adjusted | 2.56 | 2.59 | .03 |
| Log _e (IO ₂ + 2) | Unadjusted | 1.56 | 1.52 | .04 |
| | Adjusted | 1.04 | 1.19 | -.15 |

¹ Adjustments to the means of the post-panel period were made on the basis of the pre-panel measures of the five variables.

² HD₂ = Happiness in Division during Post-Panel period.
 HP₂ = Happiness in Patrol during Post-Panel period.
 JS₂ = Job Satisfaction during Post-Panel period.
 PE₂ = Peer Evaluation during Post-Panel period.
 IO₂ = Number of "Interfering with an Officer" Arrests during Post-Panel period.

Differences in the means between the experimental and control officers selected for evaluation on the basis of "interfering with an officer" arrests are all small. The multivariate analysis of covariance summary is presented in Table IV-5.

Table IV-5

MULTIVARIATE ANALYSIS OF COVARIANCE
OF DIFFERENCES BETWEEN GROUPS
SELECTED ON THE BASIS OF
"INTERFERING WITH AN OFFICER" CHARGES

| Source ¹ | d. f. | Wilk's Λ^3 | Significance |
|---|----------|--------------------|--------------|
| Covariate $\text{Log}_e (\text{HD}_1 + 1)$ | 5, 1, 21 | .63 | $\rho > .05$ |
| Covariate HP_1 | 5, 1, 21 | .79 | $\rho > .05$ |
| Covariate $\text{Log}_e (\text{JS}_1)$ | 5, 1, 21 | .63 | $\rho > .05$ |
| Covariate $\text{Log}_e \text{PE}_1$ | 5, 1, 21 | .37 | $\rho < .01$ |
| Covariate $\text{Log}_e (\text{IO}_1 + 2)$ | 5, 1, 21 | .69 | $\rho > .05$ |
| Group ² | 5, 1, 21 | .84 | $\rho > .05$ |

¹HD₁ = Happiness in Division during Pre-Panel period.
 HP₁ = Happiness in Patrol during Pre-Panel period.
 JS₁ = Job Satisfaction during Pre-Panel period.
 PE₁ = Peer Evaluation during Pre-Panel period.
 IO₁ = Number of "Interfering with an Officer" Arrests during
 Pre-Panel period.

²Group = Peer Review Panel Subjects or Control Group.

³Also referred to as "U" in some texts.

The group main effect was not significant, indicating that, when considering the number of "interfering with an officer" arrests, peer evaluation scores, and job satisfaction items in a multivariate dispersion, the Peer Review Panel had no significant effect on panel subjects selected on the basis of "interfering with an officer" arrests.

The preceding analysis leads to a rejection of hypotheses 1A, 1B, 2A, 2B, 3A and 3B concerning the panel's effects on the number of citizen complaints and "interfering with an officer" arrests, peer evaluation ratings, and job satisfaction for panel subjects as compared to matched control subjects.

Hypotheses 1 through 3: Univariate Analyses

Because most of the missing data were a result of officers not responding to the Human Resources Development questionnaires from which the job satisfaction indicators derived, univariate analyses of covariance were performed on data concerning citizen complaints, "interfering with an officer" arrests and peer evaluation scores.^{17/}

Table IV-6 presents data concerning the total, mean, and median number of citizen complaints received by experimental and control subjects selected on the basis of such complaints. These data should be interpreted in light of the fact that, across all three patrol divisions from 1972 to 1974, there was a 78% increase in citizen complaints received.

Table IV-6

TOTAL, MEAN, AND MEDIAN NUMBER OF CITIZEN COMPLAINTS RECEIVED IN THE PRE- AND POST-PANEL YEARS BY EXPERIMENTAL AND CONTROL SUBJECTS SELECTED ON THE BASIS OF SUCH COMPLAINTS

| | Experimental Subjects | | Control Subjects | |
|---------------|-----------------------|------------|------------------|------------|
| | Pre-Panel | Post-Panel | Pre-Panel | Post-Panel |
| Total | 67 | 71 | 63 | 39 |
| Mean | 2.03 | 2.15 | 1.91 | 1.18 |
| Median | 2.00 | 1.00 | 2.00 | 1.00 |

Because the data were highly skewed and contained zeros, they were transformed to permit analysis of variance. Table IV-7 presents data concerning

¹⁷ Thus, performing univariate analyses on only these three items substantially increased the number of cases available. There was no advantage to performing univariate analyses on the HRD items because all of the cases were included in the multivariate analysis.

the mean number of citizen complaints received in the post-panel year adjusting for complaints in the pre-panel year.

Table IV-7

DIFFERENCES ON POST-PANEL CITIZEN COMPLAINT MEANS BETWEEN GROUPS SELECTED ON THE BASIS OF SUCH COMPLAINTS*

| | Type of Mean (\bar{X}) | Experimental Subjects (N = 33) | Control Subjects | Difference (\bar{X} Subject - \bar{X} Control) | F(1, 63) | Significance |
|---|----------------------------|--------------------------------|------------------|---|----------|---------------|
| Citizen Complaints in Post-Panel Period** | Unadjusted | 1.26 | 1.09 | 17 | *** | *** |
| | Adjusted | 1.26 | 1.09 | 17 | 2.070 | .10 < p < .25 |

* Means adjusted on the basis of citizen complaints received in the pre-panel period.

** Transformed to $\text{Log}_e (\text{OCC}_2 + 2)$ because of skewness and zeroes.

*** For analyses in which means have been adjusted, no F-values or significance scores will be presented for the unadjusted data.

In the univariate analysis, there is no significant difference between experimental and control subjects with respect to post-panel citizen complaints when controlling for pre-panel differences between the groups.^{18/}

Table IV-8 presents data on the total, mean and median number of "interfering with an officer" charges filed by experimental and control subjects selected on the basis of such charges. These data should be interpreted in light of the fact that, across all three patrol divisions from 1972 to 1974,

¹⁸Complaints filed against all fifty-seven officers who appeared before panels also increased. A total of 119 complaints were filed against those officers in the year before their panel appearances; they received 121 complaints in the post-panel year. The original six panel members accumulated a total of five complaints during the year prior to the first panel meeting. During the first year of the panels' operations, those members accumulated eight complaints. The six officers who were both panel subjects and panel members accumulated a total of fourteen complaints in their pre-panel periods and twelve complaints in their post-panel periods. Control officers matched with experimental officers experienced a sizable reduction in the number of such charges filed against them.

there was a 36.5 percent decrease in the number of "interfering with an officer" charges filed.

Table IV-8

TOTAL, MEAN, AND MEDIAN NUMBER OF
 "INTERFERING WITH AN OFFICER" CHARGES
 FILED IN THE PRE- AND POST-PANEL
 YEARS BY EXPERIMENTAL AND CONTROL
 SUBJECTS SELECTED ON THE BASIS OF SUCH CHARGES

| | Experimental Subjects | | Control Subjects | |
|--------|-----------------------|------------|------------------|------------|
| | Pre-Panel | Post-Panel | Pre-Panel | Post-Panel |
| Total | 96 | 41 | 96 | 46 |
| Mean | 3.00 | 1.28 | 3.00 | 1.44 |
| Median | 2.5 | 1.0 | 2.5 | 1.0 |

Because the data were highly skewed, and contained zeros, they were transformed to permit them to be subjected to an analysis of variance. Table IV-9 presents data concerning the mean number of "interfering with an officer" arrests in the post-panel year, adjusting for such arrests in the pre-panel year.

Table IV-9

UNADJUSTED AND ADJUSTED "INTERFERING WITH AN OFFICER" ARREST MEANS FOR PEER REVIEW PANEL EXPERIMENTAL AND CONTROL SUBJECTS SELECTED ON THE BASIS OF "INTERFERING WITH AN OFFICER" ARRESTS

| | Type of Mean (\bar{X}) | Experimental Subjects (N = 32) | Control Subjects (N = 32) | Difference (\bar{X} Experimental - \bar{X} Control) | F (1, 62) | Significance |
|---|----------------------------|--------------------------------|---------------------------|--|-----------|--------------|
| "Interfering with an Officer" Arrests in Post-Panel Period** | Unadjusted | .48 | .50 | -.02 | .192 | $p > .25$ |
| | Adjusted | * | * | * | * | * |

*Although attempts were made to adjust the post-panel means for experimental subjects and controls on the basis of pre-panel difference, pre-panel means were identical. Consequently, a simple one-way analysis of variance is appropriate for both groups.

**Transformed to $\text{Log}_e (IO + 2)$ because of skewness and zeros.

The data indicate no significant difference between Peer Review Panel experimental and control subjects in terms of the number of post-panel "interfering with an officer" arrests, controlling for pre-panel arrests.^{19/}

Table IV-10 presents data concerning the effects on peer evaluation ratings in the post-panel year, adjusting for such ratings in the pre-panel year.

¹⁹The total group of 57 officers who appeared before panels filed 169 "interfering with an officer" charges during the year prior to their panel appearances. During the post-panel year, those officers filed 67 such charges. The original panel members filed ten "interfering with an officer" charges during the year before the panels began. In the first year of the panel's existence, the members filed six such charges. Control officers matched with experimental officers also experienced a sizable reduction in the filing of such charges.

Table IV-10

DIFFERENCES ON POST-PANEL PEER EVALUATION RATINGS
BETWEEN GROUPS SELECTED ON THE BASIS OF CITIZEN
COMPLAINTS AND "INTERFERING WITH AN OFFICER" CHARGES*

| | Criteria for Selection | Type of Mean (\bar{X}) | Experimental Subjects | Control Subjects | Difference (\bar{X} Experimental - \bar{X} Control) | F | Significance |
|------------------------|---------------------------------------|----------------------------|-----------------------|------------------|--|------|--------------|
| Peer Evaluation Scores | Citizen Complaints | Unadjusted | 12.88 | 12.92 | -.04 | ** | ** |
| | | Adjusted | 12.85 | 12.82 | .03 | .116 | $\rho > .25$ |
| | "Interfering with an Officer" Arrests | Unadjusted | 12.83 | 13.10 | -.27 | ** | ** |
| | | Adjusted | 13.01 | 12.94 | .07 | .036 | $\rho > .25$ |

*Means adjusted on the basis of peer evaluation scores in pre-panel period.

**For analysis in which means have been adjusted, no F-values or significance scores will be presented for the unadjusted data.

The data indicate no significant differences between the peer evaluation ratings given experimental and control officers in the post-panel period regardless of selection criteria.

Hypotheses 4 through 7: Univariate Analyses

For hypotheses 4 through 7 only univariate analyses were performed. Hypothesis 4 makes comparisons among patrol divisions. With only three such patrol divisions, multivariate analysis is inappropriate.

It is not possible to perform a multivariate analysis to test the remainder of these hypotheses because the dependent variables (whether a complaint was substantiated or not) are dichotomous. Therefore, a computer program which approximates an analysis of variance for categorical data by linear models was used to test the hypothesis.^{20/} The program initially performs a logit transformation on the percentages and then fits a linear model to these data by the least squares criterion. The test of the significance of each effect is provided by the minimum logit chi-square, which has been

²⁰Grizzle, et al. (1969) provides the rationale for the analysis. A more detailed description of the program itself is provided in Forthofer, et al. (1971).

shown by Berkson to provide estimates and test statistics essentially identical to those provided by maximum likelihood and Pearson's chi-square (Berkson, 1955 and 1968).

The following effects will be examined for each hypothesis analyzed: a main group effect, a main time effect, and an interaction effect. A significant group effect indicates a difference between the proportions within the experimental and control groups across both time periods. A significant time effect indicates an overall change in the proportion of complaints between the pre-panel and post-panel periods, across groups. A significant interaction effect indicates that a difference exists between the two groups in terms of the change from the pre-panel period to the post-panel period. This interaction effect is the crucial one for the determination of the consequences of the Peer Review Panels. The analyses of the test of hypotheses are presented below.

Hypotheses 4

Data indicating the number of citizen complaints by division are presented in Table IV-11.

Table IV-11

NUMBER OF CITIZEN COMPLAINTS BY DIVISION

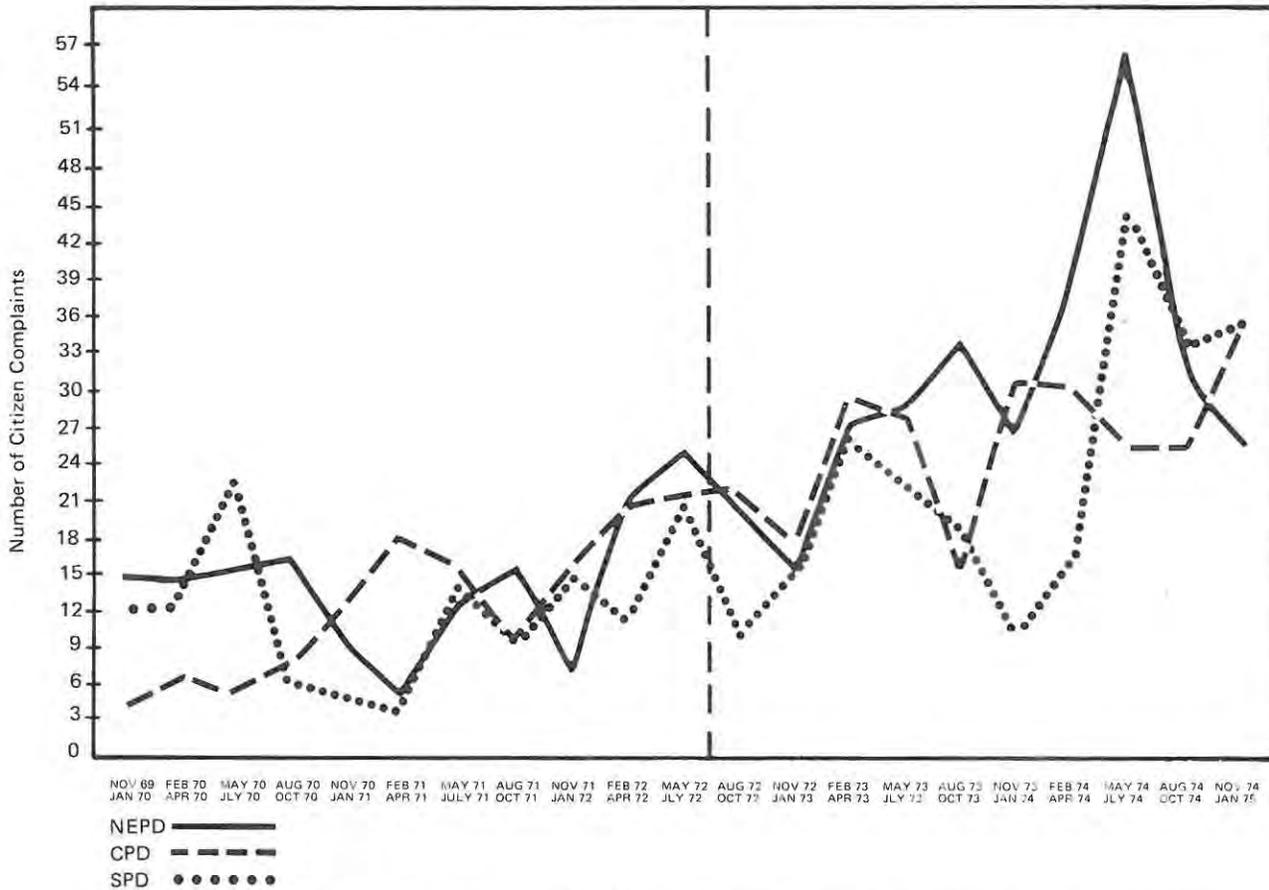
| Division | 1970 | 1971 | 1972 | 1973 | 1974 |
|----------|------|------|------|------|------|
| NEPD | 53 | 38 | 77 | 111 | 147 |
| SPD | 47 | 35 | 56 | 80 | 114 |
| CPD | 24 | 57 | 80 | 91 | 118 |
| Patrol | 124 | 130 | 213 | 282 | 379 |
| Other | 50 | 84 | 96 | 152 | 204 |
| Dept. | 174 | 214 | 309 | 434 | 583 |

Figure IV-1 graphically presents the number of citizen complaints per quarter by patrol division from November 1969 to January 1975.^{21/}

²¹ For this analysis, November 1969 through July 1972 is defined as the pre-panel period. The post-panel period begins with the month of the first NEPD panel, August 1972, and continues through January 1975.

Figure IV-1

NUMBER OF CITIZEN COMPLAINTS PER QUARTER BY PATROL DIVISION



As Table IV-11 and Figure IV-1 indicate, complaints have increased steadily in all three patrol divisions. No effect as a result of the operation of the Peer Review Panels was noted.^{22/}

To test for the effect of the panels, pre-panel trends were extrapolated to make an estimate for the post-panel period.^{23/} Ninety-five percent

²²A time series analysis of the data was performed, employing the integrated moving averages (IMA) model. For a thorough explanation of this model, see Glass, et al., 1975. A significant "drift" was discovered in the pre-panel period for the CPD data, but not for the other two divisions. Therefore, comparisons of the time series analysis results cannot be made across divisions.

²³For an explanation of this technique see Campbell and Ross, 1968:46-47.

confidence intervals were placed about each estimate.^{24/} The results of the extrapolations are presented in Table IV-12.

Table IV-12

CONFIDENCE INTERVAL ESTIMATES OF EXPECTED (EXTRAPOLATED) AND OBSERVED MEAN NUMBER OF CITIZEN COMPLAINTS PER QUARTER BY PATROL DIVISION

| Division | Mean Number of Citizen Complaints per Quarter in the Pre-Panel Period (\bar{Y}_1) | Mean Number of Citizen Complaints per Quarter in the Post-Panel Period (\bar{Y}_2) | Expected Mean Number of Citizen Complaints in the Post-Panel Period Based on Pre-Panel Period Trend ($\hat{\bar{Y}}_2$) | Confidence Interval (95%) About the Predicted Mean Number of Citizen Complaints in the Post-Panel Period |
|----------|---|--|---|--|
| NEPD | 13.82 | 29.60 | 18.21 | $- 8.31 \leq \hat{\bar{Y}}_2 \leq 44.72$ |
| CPD | 11.91 | 25.20 | 28.90 | $21.62 \leq \hat{\bar{Y}}_2 \leq 36.18$ |
| SPD | 11.46 | 22.60 | 13.74 | $- 0.55 \leq \hat{\bar{Y}}_2 \leq 28.04$ |

The confidence intervals around the estimates include the observed number of complaints in the post-panel period.^{25/} Therefore, no statistically significant difference exists between the expected and the actual values.

To provide additional information about complaints for patrol divisions, Table IV-13 presents complaints per thousand radio calls in order to control for variations in activity levels.

²⁴For computational procedures for confidence interval estimates of extrapolated values, see Snedecor and Cochran, 1967:155-156.

²⁵Due to the small number of observations in the pre-panel and post-panel periods, and the high variability of estimates of regression coefficients and means, the confidence interval estimates are extraordinarily broad, and therefore the test is weak.

Table IV-13

CITIZEN COMPLAINTS PER THOUSAND RADIO CALLS: 1970-1974*

| | | 1970 | 1971 | 1972 | 1973 | 1974 |
|---------------------------------------|---------------------------------------|-------------------|-------------------|-------------------|-------------------|-------------------|
| NEPD | Complaints | 53 | 38 | 77 | 111 | 147 |
| | Radio Calls | 89,427 | 88,473 | 87,967 | 97,498 | 106,776 |
| | Complaints per 1000 Radio Calls | 1/1,687 (.593) | 1/2,328 (.430) | 1/1,142 (.875) | 1/878 (1.139) | 1/726 (1.377) |
| CPD | Complaints | 24 | 57 | 80 | 91 | 118 |
| | Radio Calls | 119,444 | 101,745 | 94,645 | 102,598 | 110,335 |
| | Complaints per 1000 Radio Calls | 1/4,977 (.201) | 1/1,785 (.560) | 1/1,183 (.845) | 1/1,127 (.887) | 1/935 (1.070) |
| SPD | Complaints | 47 | 35 | 56 | 80 | 114 |
| | Radio Calls | 97,224 | 96,883 | 99,048 | 109,846 | 122,700 |
| | Complaints per 1000 Radio Calls | 1/2,069 (.483) | 1/2,768 (.361) | 1/1,769 (.565) | 1/1,373 (.728) | 1/1,076 (.929) |
| Total Patrol Divisions | Complaints | 124 | 130 | 213 | 282 | 379 |
| | Radio Calls | 306,095 | 287,101 | 281,660 | 309,942 | 339,811 |
| | Complaints per 1000 Radio Calls | 1/2,469 (.405) | 1/2,208 (.453) | 1/1,322 (.756) | 1/1,099 (.910) | 1/897 (1.115) |

Complaints per radio call increased for all patrol divisions, regardless of whether or not they had a peer review panel.

Hypothesis 5

The data concerning the number of substantiated complaints for experimental and control subjects are presented in Table IV-14.

Table IV-14

SUBSTANTIATION RATES FOR CITIZEN COMPLAINTS
BY EXPERIMENTAL AND CONTROL SUBJECTS IN
"PRE-PANEL" AND "POST-PANEL" PERIODS

| | | GROUP | | | | | |
|-------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|----------------------------|--------------|
| | | Experimental Subjects | | Control Subjects | | Total | |
| TIME | Pre-Panel | Substantiated Complaints | 11 (16.42%) | Substantiated Complaints | 9 (14.29%) | Substantiated Complaints | 20 (15.38%) |
| | | Unsubstantiated Complaints | 56 (83.58%) | Unsubstantiated Complaints | 54 (85.71%) | Unsubstantiated Complaints | 110 (84.62%) |
| | Post-Panel | Substantiated Complaints | 13 (18.31%) | Substantiated Complaints | 10 (25.64%) | Substantiated Complaints | 23 (20.91%) |
| | | Unsubstantiated Complaints | 58 (81.69%) | Unsubstantiated Complaints | 29 (74.36%) | Unsubstantiated Complaints | 87 (79.09%) |
| Total | Substantiated Complaints | 24 (17.39%) | Substantiated Complaints | 19 (18.63%) | Substantiated Complaints | 43 (17.92%) | |
| | Unsubstantiated Complaints | 114 (82.61%) | Unsubstantiated Complaints | 83 (81.37%) | Unsubstantiated Complaints | 197 (82.08%) | |

LOG LINEAR MODEL ANALYSIS OF VARIANCE

| Source | Chi-Square | Significance Level |
|--------------------|------------|--------------------|
| Group | 0.1520 | $p = .6966$ |
| Time | 1.5799 | $p = .2088$ |
| Interaction Effect | 0.7582 | $p = .3839$ |

Hypothesis 5A was not supported. The proportion of substantiated citizen complaints against both experimental and control subjects increased at approximately the same rate.

Hypothesis 5B stated that the proportion of substantiated citizen complaints would be reduced in patrol divisions which had panels compared to patrol divisions without panels. Because no panels were held in the Central Patrol Division during the time period examined, that division can appropriately be used as a control group. Some panels were held in the South Patrol Division; therefore, comparisons with that division can only produce ambiguous conclusions.

The numbers of substantiated complaints by patrol division are illustrated in Table IV-15.

Table IV-15
SUBSTANTIATED CITIZEN COMPLAINTS

| | | 1970 | 1971 | 1972 | 1973 | 1974 |
|-------------------------|-----------------|-------|-------|-------|-------|-------|
| NEPD | Substantiated | 15 | 5 | 15 | 21 | 36 |
| | Total | 53 | 38 | 77 | 111 | 147 |
| | % Substantiated | 28.30 | 13.16 | 19.48 | 18.92 | 24.40 |
| South | Substantiated | 8 | 7 | 15 | 16 | 26 |
| | Total | 47 | 35 | 56 | 80 | 114 |
| | % Substantiated | 17.02 | 20.00 | 26.79 | 20.00 | 22.81 |
| Central | Substantiated | 8 | 12 | 16 | 20 | 24 |
| | Total | 24 | 57 | 80 | 91 | 118 |
| | % Substantiated | 33.33 | 21.05 | 20.00 | 21.98 | 20.34 |
| Other | Substantiated | 10 | 21 | 19 | 38 | 24 |
| | Total | 50 | 84 | 96 | 152 | 204 |
| | % Substantiated | 20.00 | 25.00 | 19.79 | 25.00 | 11.76 |
| Patrol | Substantiated | 31 | 24 | 46 | 57 | 84 |
| | Total | 124 | 130 | 213 | 282 | 379 |
| | % Substantiated | 25.00 | 18.46 | 21.60 | 20.21 | 22.16 |
| Total Department | Substantiated | 41 | 45 | 65 | 95 | 108 |
| | Total | 174 | 214 | 309 | 434 | 583 |
| | % Substantiated | 23.56 | 21.03 | 21.04 | 21.89 | 18.52 |

Hypothesis 5B was not supported as can be seen in Table IV-16.

Table IV-16

PROPORTION OF SUBSTANTIATED COMPLAINTS
FOR THE NEPD AND CPD IN THE
"PRE-PANEL" AND "POST-PANEL" PERIODS

| | | GROUP | | | | | |
|-------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|-------------------------------|--------------|
| | | NEPD | | CPD | | TOTAL | |
| TIME | Pre-Panel | Substantiated Complaints | 35 (22.01%) | Substantiated Complaints | 29 (22.14%) | Substantiated Complaints | 64 (22.07%) |
| | | Unsubstantiated Complaints | 124 (77.99%) | Unsubstantiated Complaints | 102 (77.86%) | Unsubstantiated Complaints | 226 (77.93%) |
| | Post-Panel | Substantiated Complaints | 62 (20.74%) | Substantiated Complaints | 51 (19.84%) | Substantiated Complaints | 113 (20.32%) |
| | | Unsubstantiated Complaints | 237 (79.26%) | Unsubstantiated Complaints | 206 (80.16%) | Unsubstantiated Complaints | 443 (79.68%) |
| Total | Substantiated Complaints | 97 (21.18%) | Substantiated Complaints | 80 (20.62%) | Substantiated Complaints | 177 (20.92%) | |
| | Unsubstantiated Complaints | 361 (78.82%) | Unsubstantiated Complaints | 308 (79.38%) | Unsubstantiated Complaints | 669 (79.08%) | |

LOG LINEAR MODEL ANALYSIS OF VARIANCE

| Source | Chi-Square | Significance Level |
|--------------------|------------|--------------------|
| Group | .0182 | $\rho = .8926$ |
| Time | .3655 | $\rho = .5455$ |
| Interaction Effect | .0309 | $\rho = .8604$ |

The percentage of substantiated complaints increased in both the North-east and the Central Patrol Divisions. The difference between these rates of increase was not statistically significant.

Hypothesis 6

The data necessary to test Hypothesis 6A are presented in Table IV-17.

Table IV-17

PROPORTION OF SERIOUS COMPLAINTS BY
EXPERIMENTAL AND CONTROL SUBJECTS
IN THE "PRE-PANEL" AND "POST-PANEL" PERIODS

| | | GROUP | | | | | | | | |
|-------|----------------------|-----------------------|----------|----------------------|----------------------|----------|----------------------|----------------------|----------|----------|
| | | Experimental Subjects | | | Control Subjects | | | Total | | |
| TIME | Pre-Panel | Serious Complaints | 47 | (70.15%) | Serious Complaints | 46 | (73.02%) | Serious Complaints | 93 | (71.54%) |
| | | All Other Complaints | 20 | (29.85%) | All Other Complaints | 17 | (26.98%) | All Other Complaints | 37 | (28.46%) |
| | Post-Panel | Serious Complaints | 44 | (61.97%) | Serious Complaints | 18 | (46.15%) | Serious Complaints | 62 | (56.36%) |
| | | All Other Complaints | 27 | (38.03%) | All Other Complaints | 21 | (53.85%) | All Other Complaints | 48 | (43.64%) |
| Total | Serious Complaints | 91 | (65.94%) | Serious Complaints | 64 | (62.75%) | Serious Complaints | 155 | (64.58%) | |
| | All Other Complaints | 47 | (34.06%) | All Other Complaints | 38 | (37.25%) | All Other Complaints | 85 | (35.42%) | |

LOG LINEAR MODEL ANALYSIS OF VARIANCE

| Source | Chi-Square | Significance Level |
|--------------------|------------|--------------------|
| Group | 0.7990 | $p = .3714$ |
| Time | 7.2977 | $p = .0069$ |
| Interaction Effect | 1.9503 | $p = .1626$ |

The data do not support Hypothesis 6A. The percentage of serious complaints decreased among both control and experimental subjects. There was no significant difference between the rates of decrease of these two groups.

Hypothesis 6B stated that there would be a reduction in the proportion of serious complaints in the division which operated Peer Review Panels when compared to patrol divisions which had no panel. The data used to test this hypothesis are presented in Tables IV-18 and IV-19.

Table IV-18

SERIOUS COMPLAINTS AS PERCENTAGE OF
TOTAL COMPLAINTS BY PATROL DIVISION

| | | 1970 | 1971 | 1972 | 1973 | 1974 |
|------|----------------------|-------|-------|-------|-------|-------|
| NEPD | Serious Complaints | 33 | 22 | 50 | 65 | 69 |
| | Total Complaints | 53 | 38 | 77 | 111 | 147 |
| | % Serious Complaints | 62.26 | 57.89 | 64.94 | 58.56 | 46.94 |
| SPD | Serious Complaints | 31 | 23 | 34 | 41 | 37 |
| | Total Complaints | 47 | 35 | 56 | 80 | 114 |
| | % Serious Complaints | 65.96 | 65.71 | 60.71 | 51.25 | 32.46 |
| CPD | Serious Complaints | 12 | 31 | 38 | 49 | 48 |
| | Total Complaints | 24 | 87 | 70 | 91 | 118 |
| | % Serious Complaints | 50.00 | 35.63 | 54.29 | 53.85 | 40.68 |

Table IV-19

PROPORTION OF SERIOUS COMPLAINTS
FOR THE NEPD AND THE CPD IN THE
"PRE-PANEL" AND THE "POST-PANEL" PERIODS

| | | GROUP | | | | | | | | |
|------|------------|----------------------|-----|----------|----------------------|-------|----------|----------------------|-----|----------|
| | | NEPD | | CPD | | Total | | | | |
| TIME | Pre-Panel | Serious Complaints | 94 | (57.67%) | Serious Complaints | 66 | (50.38%) | Serious Complaints | 160 | (54.42%) |
| | | All Other Complaints | 69 | (42.33%) | All Other Complaints | 65 | (49.62%) | All Other Complaints | 134 | (45.58%) |
| TIME | Post-Panel | Serious Complaints | 162 | (54.18%) | Serious Complaints | 119 | (46.30%) | Serious Complaints | 281 | (50.54%) |
| | | All Other Complaints | 137 | (45.82%) | All Other Complaints | 138 | (53.70%) | All Other Complaints | 275 | (49.46%) |
| TIME | Total | Serious Complaints | 256 | (55.41%) | Serious Complaints | 185 | (47.68%) | Serious Complaints | 441 | (51.88%) |
| | | All Other Complaints | 206 | (44.59%) | All Other Complaints | 203 | (52.32%) | All Other Complaints | 409 | (48.12%) |

LOG LINEAR MODEL ANALYSIS OF VARIANCE

| Source | Chi-Square | Significance Level |
|--------------------|------------|--------------------|
| Group | 4.3837 | $p = .0363$ |
| Time | 1.0969 | $p = .2949$ |
| Interaction Effect | 0.0056 | $p = 1.0000$ |

Hypothesis 6B was not supported. The percentage of serious complaints decreased at about the same rate in both the Northeast and Central Patrol Divisions.

Hypothesis 7

Data concerning the proportions of substantiated serious complaints by experimental and control groups are presented in Table IV-20.

Table IV-20

SUBSTANTIATION RATES OF SERIOUS COMPLAINTS
 BY EXPERIMENTAL AND CONTROL SUBJECTS
 IN THE "PRE-PANEL" AND "POST-PANEL" PERIODS

| | | GROUP | | | | | | | | |
|-------|----------------------|-----------------------|----------|----------------------|----------------------|----------|----------------------|----------------------|----------|----------|
| | | Experimental Subjects | | | Control Subjects | | | Total | | |
| TIME | Pre-Panel | Serious Complaints | 6 | (12.77%) | Serious Complaints | 3 | (6.52%) | Serious Complaints | 9 | (9.68%) |
| | | All Other Complaints | 41 | (87.23%) | All Other Complaints | 43 | (93.48%) | All Other Complaints | 84 | (90.32%) |
| | Post-Panel | Serious Complaints | 4 | (9.89%) | Serious Complaints | 4 | (22.22%) | Serious Complaints | 8 | (12.12%) |
| | | All Other Complaints | 44 | (91.11%) | All Other Complaints | 14 | (77.78%) | All Other Complaints | 58 | (87.88%) |
| Total | Serious Complaints | 10 | (10.53%) | Serious Complaints | 7 | (10.94%) | Serious Complaints | 17 | (10.69%) | |
| | All Other Complaints | 85 | (89.47%) | All Other Complaints | 57 | (89.06%) | All Other Complaints | 142 | (89.31%) | |

LOG LINEAR MODEL ANALYSIS OF VARIANCE

| Source | Chi-Square | Significance Level |
|--------------------|------------|--------------------|
| Group | 0.0974 | $\rho = .7550$ |
| Time | 0.8822 | $\rho = .3476$ |
| Interaction Effect | 2.8818 | $\rho = .0896$ |

Hypothesis 7A was not supported. Although the substantiation rate of experimental subjects declined slightly, while that for control subjects increased, the difference was not significant. However, the small number of serious complaints filed against control subjects in the post-panel period makes percentages based on those figures quite unstable.

Data concerning the proportion of substantiated serious complaints by patrol division are presented in Tables IV-21 and IV-22.

Table IV-21

SUBSTANTIATED SERIOUS COMPLAINTS AS A PERCENTAGE OF TOTAL SERIOUS COMPLAINTS

| | | 1970 | 1971 | 1972 | 1973 | 1974 |
|-------------------------|----------------------------------|------|------|------|------|------|
| NEPD | Substantiated Serious Complaints | 4 | 1 | 10 | 9 | 13 |
| | Total Serious Complaints | 32 | 22 | 50 | 65 | 69 |
| | Percentage | 12.5 | 4.5 | 20.0 | 13.8 | 18.8 |
| SPD | Substantiated Serious Complaints | 1 | 4 | 13 | 7 | 5 |
| | Total Serious Complaints | 31 | 23 | 34 | 41 | 37 |
| | Percentage | 3.2 | 17.4 | 38.2 | 17.1 | 13.5 |
| CPD | Substantiated Serious Complaints | 3 | 6 | 6 | 6 | 10 |
| | Total Serious Complaints | 12 | 31 | 38 | 49 | 46 |
| | Percentage | 25.0 | 19.4 | 15.8 | 12.2 | 21.7 |
| Total Patrol | Substantiated Serious Complaints | 8 | 11 | 29 | 22 | 28 |
| | Total Serious Complaints | 75 | 76 | 122 | 155 | 152 |
| | Percentage | 10.7 | 14.5 | 23.8 | 14.2 | 18.4 |
| Other Units | Substantiated Serious Complaints | 1 | 9 | 10 | 19 | 10 |
| | Total Serious Complaints | 25 | 42 | 46 | 71 | 73 |
| | Percentage | 4.0 | 21.4 | 21.7 | 26.8 | 13.7 |
| Total Department | Substantiated Serious Complaints | 9 | 20 | 39 | 41 | 38 |
| | Total Serious Complaints | 100 | 118 | 168 | 226 | 225 |
| | Percentage | 9.0 | 16.9 | 23.2 | 18.1 | 16.9 |

Table IV-22

PROPORTION OF SUBSTANTIATED SERIOUS COMPLAINTS FOR THE NEPD AND CPD IN THE "PRE-PANEL" AND "POST-PANEL" PERIODS

| | | GROUP | | | | | | | | |
|-------|------------------------------------|------------------------------------|----------|------------------------------------|------------------------------------|----------|------------------------------------|------------------------------------|----------|----------|
| | | NEPD | | CPD | | TOTAL | | | | |
| TIME | Pre-Panel | Substantiated Serious Complaints | 12 | (12.77%) | Substantiated Serious Complaints | 12 | (14.82%) | Substantiated Serious Complaints | 24 | (13.71%) |
| | | Unsubstantiated Serious Complaints | 82 | (87.23%) | Unsubstantiated Serious Complaints | 69 | (85.18%) | Unsubstantiated Serious Complaints | 151 | (86.29%) |
| | Post-Panel | Substantiated Serious Complaints | 28 | (17.28%) | Substantiated Serious Complaints | 16 | (16.33%) | Substantiated Serious Complaints | 44 | (16.92%) |
| | | Unsubstantiated Serious Complaints | 134 | (82.72%) | Unsubstantiated Serious Complaints | 82 | (83.67%) | Unsubstantiated Serious Complaints | 216 | (83.08%) |
| Total | Substantiated Serious Complaints | 40 | (15.62%) | Substantiated Serious Complaints | 28 | (15.64%) | Substantiated Serious Complaints | 68 | (16.63%) | |
| | Unsubstantiated Serious Complaints | 216 | (84.38%) | Unsubstantiated Serious Complaints | 151 | (84.36%) | Unsubstantiated Serious Complaints | 367 | (84.37%) | |

LOG LINEAR MODEL ANALYSIS OF VARIANCE

| Source | Chi-Square | Significance Level |
|--------------------|------------|--------------------|
| Group | .0348 | $\rho = .8519$ |
| Time | .7135 | $\rho = .3983$ |
| Interaction Effect | .1868 | $\rho = .6656$ |

Hypothesis 7B was not supported. The percentage of substantiated serious complaints increased in both the Northeast and Central Patrol Divisions.

SUMMARY

In all analyses in which samples were of different size to make inferences, no differences existed among experimental and control officers in terms of changes between pre- and post-panel years. Moreover, there was no evidence to suggest that differences existed between patrol divisions as a result of the activities of Peer Review Panels.

V. SUMMARY AND DISCUSSION

SUMMARY

The Peer Review Panel Program, implemented in August, 1972, was designed to be a positive attempt at behavior modification through peer level counseling of officers experiencing conflict in interactions with citizens; conflict was indicated by their having received several citizen complaints or having filed several "interfering with an officer" charges. Essentially a replication of the Oakland, California, Police Department's Action Review Panel Program, the Kansas City program differed from the Oakland program in that subject officers were selected on the basis of citizen complaints in addition to the resist arrest criterion used in Oakland.

The primary goals of the Peer Review Panel were to reduce the number of citizen complaints filed against, and "interfering with an officer" charges filed by, officers who had appeared before the panels. It was also anticipated that the panels would produce an increase in experimental subjects' peer evaluation ratings, happiness and job satisfaction, as compared to control subjects. It was hoped that similar effects would occur throughout the entire division.

The Northeast task force members believed that if the behavioral and/or attitudinal problems experienced by panel subject officers could be identified and analyzed through peer counselling, those officers would be more likely to modify their behavior than if they were subjected only to official departmental scrutiny and discipline.

The original Northeast Peer Review Panel (PRP) was composed of seven patrol officers who were selected because they were thought to be "peer leaders" who also had experienced problems in interacting with citizens. The original panel members received limited training through a series of "mock" panel sessions in which each member played the role of panel subject in order to personally experience the panel process.

No systematic procedure was followed for either subject selection or notification. In the early stages of program implementation, no system existed for the reporting of citizen complaints or "interfering with an officer" charges. Therefore, the initial lists of potential panel subjects were based on incomplete information. A reporting procedure was instituted between the OCC, the Report Review Unit, and the PRP Office after the program had been in operation for nearly a year. The notification of potential panel subjects was equally unsystematic. Depending on ease of contact and personal

relationships, a subject might be contacted by the program coordinator, the panel moderator, or any other panel member.

During the first year of the program's operation, only fifteen officers were interviewed. Upon learning of this record, the Assistant Chief of Police called for an increase in activity of the panels. In the following five months, thirty additional officers were interviewed, a rate much greater than that of the first year.

After the panels had operated for twelve months in the Northeast Patrol Division, the Acting Chief of Police authorized the expansion of the program to the South Patrol Division, although this was originally to have been a control division for evaluation purposes. From November 1973 through January 1974, the South panel interviewed twelve officers, bringing the total number of panel subjects to fifty-seven.

The primary evaluation criterion to test the effects of the panels was the comparison of the post-panel behavior of peer review panel subjects with that of a control group of officers, who had been matched on the basis of pre-panel citizen complaints lodged against them, and "interfering with an officer" charges filed by them. In addition, comparisons were made between patrol divisions which had instituted peer review panels and those that had not. A number of officers had to be eliminated from the experimental group because they had either appeared before the panel on more than one occasion, had been both panel subject and panel member, were not qualified on the basis of selection criteria, or had transferred to a non-patrol unit.

Although no significant differences were found between the subject and control group officers or among patrol divisions in terms of changes between pre- and post-panel years, this does not mean that such a program could not be successful. If the problems mentioned above had been addressed adequately, the chances of altering the behaviors of officers in their encounters with citizens might have been increased.

However, any consideration of future attempts would have to be weighed against the cost of the project. The Police Foundation expended approximately \$73,000 to maintain the program during its first three years. One officer was relieved of his regular police duties to supervise the program. An office was rented and a full-time secretary was hired. At times, when the work load was especially heavy, additional help was hired. Panel members and officers appearing before the panels were compensated if they appeared off-duty. Officers who appeared immediately prior to or after regular duty were paid for the exact number of hours of their appearance. Those who appeared during their off-duty hours were paid for a minimum of four hours.

DISCUSSION

The failure of the Kansas City Peer Review Panels to bring about the desired effects raises several questions about the program and its evaluation.

The literature on change indicates that "participation" models have been quite successful in bringing about complete, effective, and permanent alterations in behavior (Bennis, et al., 1969 and Lippit, et al., 1958). The application of such a model, however, requires that the targets of change become actively involved in the change process. The Peer Review Panel Program, although derived from the "change-through-participation" tradition, was an incomplete model because it did not involve the subject officers as change agents. Because panel members were permanently appointed in the Kansas City program, most subjects did not have an opportunity to become involved as panel members in an overall change process.

Furthermore, the program was a relatively minor change in the overall organizational structure. The department leadership did not publicly indicate a change in attitude toward police-citizen conflict. Supervisors were not instructed to treat negative police-citizen encounters differently. No alterations in the investigation of complaints were made. As a result, the PRP program was not supported by widespread alterations in the department's orientation.

It is possible that simply appearing once as a panel subject before a panel of peers and then returning to regular activities limited the impact of the peer panel process. However, even deeper involvement with a panel appears to have failed, for the panels had no apparent effect on panel members. Citizen complaints actually increased for both panel subjects and panel members.

The increase for panel subjects is remarkable because subjects chosen for unusually large numbers of complaints would be expected to regress toward the mean number of complaints. Since the number of complaints for the control group decreased, one is left with the question of what could have led to an increase in the number of complaints for panel subjects. One explanation for this effect may be that panel members were themselves selected partly because they had a history of negative police-citizen encounters. If panel subjects recognized that the officers who were counselling them against negative behaviors were themselves continuing to engage in such behaviors, it is unlikely that any suggestion would be taken seriously. Such circumstances would be as likely to cause the subject officers to resist as to cooperate.

Because the problem of police-citizen conflict is quite serious, the department felt compelled to expand the peer review program before a sufficient amount of evidence existed to demonstrate the program's value. The desire for such expansion is understandable; nevertheless, as a result of expansion the possibility of a rigorous evaluation of the program was greatly restricted. Future programs should receive a guarantee that control groups will be preserved until sufficient evidence of effectiveness has been accumulated.

The combination of all of the above problems produced a program with no discernible effects. Unfortunately, the exact causes for this failure cannot be documented because the training process and the panel meetings were closed

to outside observers. Such restrictions were imposed in an effort to insure the confidentiality of the panel process. The result, however, was that evaluators could not make informed statements about the techniques utilized by the panel members. In addition, the panels were required to operate without significant consultation from professional behavioral counselors. It is possible, therefore, that panel subjects were supported in their behaviors, or perhaps were exposed to traumatic confrontations with their peers.

The final result of all these factors is that the Peer Review Panel Program did not provide a true test of change-through-participation. Neither did it provide an opportunity for a thorough evaluation of the panel's procedures. As a consequence, it can be concluded that the program failed, but it cannot be ascertained exactly why. The absence of discernible effects should not be taken as indicative of inherent weakness in the peer review approach but rather it should serve as a stimulus for more rigorous tests of that concept.

APPENDIX A: The Office of Citizen Complaints, Kansas City, Missouri

In order to put the nature of citizen complaints and the complaint process into perspective, a description of the Office of Citizen Complaints is presented below.

ORIGIN

The need for a formal citizen complaint mechanism in Kansas City, Missouri, was first brought to the public attention in February, 1969 by a local black attorney. The attorney had formulated a proposal for a Kansas City complaint review board modeled after the then highly publicized New York Civilian Complaint Review Board.

The proposal was taken under advisement by the department's Board of Police Commissioners, appointed by the Governor of the State of Missouri. The President of the Board subsequently announced that a counter-proposal had been developed and would be discussed in a meeting with proponents of the attorney's plan, but that the decision had already been made to implement the Board's plan. When details of the Board's plan for an Office of Citizen Complaints (OCC) were made public in a series of open meetings in September, 1969, it was received favorably by most citizens' groups.

STRUCTURE

Responsible only to the Board of Police Commissioners, the staff of the Office of Citizen Complaints process all citizen complaints directed against officers of the Kansas City, Missouri, Police Department. Although all of the people appointed to the OCC have been civilians, almost all have had close ties to the department. Assisted by support staff, the original three staff members of the Office of Citizen Complaints included a director, who was both a Methodist minister and the chaplain of the police department, and two assistants, one a retired police major and the other an active plain clothes officer transferred to civilian status. When the first director died in 1973, he was replaced by a career officer who had retired from the Kansas City department.

PROCESS

The Office of Citizen Complaints is located one and one-half blocks from police headquarters. Citizens may file complaints in person, by telephone or by mail at the OCC or at any police facility.

Once a complaint is filed and recorded, the director of the OCC may:

- Request a general investigation by the department's Internal Affairs Unit;
- Request an investigation by Internal Affairs of specific aspects of the complaint;
- Call for conciliation, either by the director and the complainant, or between those two plus the officer(s) named in the complaint;
- Determine that no investigation or further processing is needed.

After an investigation is completed by the Internal Affairs Unit, all documentation is forwarded to the director, who makes a determination and sends a recommendation to the Chief of Police.

The director's recommendations to the Chief are purely advisory because state law provides that the authority for discipline must remain with the Chief and the Board of Police Commissioners.¹ The Chief makes a final disposition of each case into one of three types: substantiated, concluded through conciliation, or unsubstantiated. The Chief's disposition is forwarded to the Board of Police Commissioners and appropriate letters are sent to the complainant and the officer(s) complained of, informing them of the disposition and any action taken. The Board may respond to the Chief within ten days of receipt of the disposition. If the Board concurs, the Chief advises the OCC of final disposition of the complaint. If the Board does not concur, or if an officer wishes to appeal the Chief's decision, the Board has the authority to review that decision.

In cases concluded through conciliation in which there is determined to be no misconduct on the part of the officer(s), or which are unsubstantiated for other reasons, the notification of the complaint held by the commanding officer (if such notification was made) is destroyed, and no record of the complaint is filed in the officer's permanent personnel file.

In cases concluded through conciliation in which misconduct on the part of the officer(s) is determined or in other substantiated cases, the

¹Sections 84.350 through 84.890, Missouri Revised Statutes, 1959, "Provisions applicable to the Kansas City, Missouri Police Department as Amended."

notification of the complaint held by the commanding officer (if such notification was made) is forwarded to the Personnel Unit and, along with a copy of the letter directed to the officer(s) by the Chief of Police, is placed in the permanent file of each officer.

Complainants have the right to inspect the file relating to their complaint. However, the director has the right to remove information from the complaint investigation file that the Chief of Police may feel is reasonably necessary for the purpose of:

- Protecting the security of the United States government or any governmental unit of the United States
- Protecting the secrecy of any criminal matter under investigation
- Protecting the identity of any person who has supplied information statement(s) for a complaint investigation, and who has requested in writing that his identity be withheld from the public.

Information withheld from the complainant by the OCC director is not admitted in evidence at the complaint hearing before the Board of Police Commissioners.

Department members are cautioned not to solicit or persuade, directly or indirectly, a witness to withhold his or her identity in a complaint investigation matter.

The OCC is assigned the responsibility of maintaining comprehensive statistics regarding the complaints received, processed, and disposed of, and is to release these statistics no less than twice each calendar year. The types of citizen complaints within the jurisdiction of the Office (termed Category I complaints) are those involving:

- Unnecessary or excessive use of force
- Abuse of authority
- Discourtesy, or abusive or insulting language
- Ethnic slurs, i.e., language, conduct or behavior derogatory of a person's race, religion, creed or nationality.

Complaints other than those listed above (termed Category II complaints) include:

- Officer's conduct
- Missing property

- Police service
- Police harassment
- Operational procedures
- Traffic matters (tickets, tow-ins, and officer's attitude).

There was no mention of Category II complaints in the first department general order covering citizen complaints. However, there was a "policy" regarding the handling of these complaints. Subsequent general orders required the OCC to maintain comprehensive files on all complaints and assigned the OCC responsibility for investigating all complaints, regardless of category.

Although not specified in the department's general order addressing complaint procedures, disciplinary actions taken against officers in substantiated complaints are of the following types:

- Verbal cautioning and instructions for further training by superior officer
- Verbal reprimands issued by superior officer or the Chief of Police
- Letter of advice issued by the office of the Chief of Police
- Letter of reprimand issued by the office of the Chief of Police
- Forfeiture of regular days off
- Suspension from duty without pay (of which all or part may or may not be held in abeyance contingent upon future conduct)
- Reduction in rank
- Resignation under charge of misconduct
- Termination.

Disciplinary action taken against officers may include a combination of the above measures. For example, an officer might receive a letter of reprimand from the Office of the Chief, suspension from duty without pay for two days and forfeiture of four regular days off.

CITIZEN COMPLAINTS IN KANSAS CITY, MISSOURI

Over the first sixty-five months, (September, 1969 - January, 1975) of the OCC's existence, a total of 1832 complaints were made against members of

the Kansas City, Missouri, Police Department. Table A-1 illustrates the types of complaints against officers since the creation of the Office of Citizen Complaints. Of the eleven types of complaints, the most frequent have been excessive force, operational procedures, officer's conduct, abuse of authority, and discourtesy. The least frequent types of complaints have been civil rights, ethnic slurs, missing property, harassment, police service, and traffic.

Table A-1

COMPLAINTS: TOTAL DEPARTMENT BY TYPE BY YEAR

| Type | Year | | | | | | | Total |
|---|----------------------|--------------|--------------|---------------|---------------|---------------|--------------|---------------|
| | 1969 Sept— Dec | 1970 | 1971 | 1972 | 1973 | 1974 | 1975 Jan | |
| Unnecessary/ Excessive Use of Force | 28 (41.2) | 92 (52.9) | 94 (43.9) | 113 (36.6) | 170 (39.2) | 151 (25.9) | 17 (34.0) | 665 (36.3) |
| Abuse of Authority | 3 (4.4) | 7 (4.0) | 21 (9.8) | 39 (12.6) | 36 (8.3) | 33 (5.7) | 5 (10.0) | 144 (7.9) |
| Discourtesy and Ethnic Slurs | 3 (4.4) | 3 (1.7) | 5 (2.3) | 4 (1.3) | 8 (1.8) | 5 (0.9) | 3 (6.0) | 31 (1.7) |
| Missing Property | 0 (0.0) | 3 (1.7) | 7 (3.3) | 21 (6.8) | 12 (2.8) | 11 (1.9) | 1 (2.0) | 55 (3.0) |
| Harrasment | 5 (7.4) | 1 (0.6) | 3 (1.4) | 16 (5.2) | 20 (4.6) | 41 (7.0) | 2 (4.0) | 88 (4.8) |
| Operational Procedures | 5 (7.4) | 16 (9.2) | 22 (10.3) | 33 (10.7) | 67 (15.4) | 134 (23.0) | 9 (18.0) | 286 (15.6) |
| Officers' Conduct | 4 (5.9) | 20 (11.5) | 18 (8.4) | 20 (6.5) | 58 (13.4) | 107 (18.4) | 2 (4.0) | 229 (12.5) |
| Police Service | 5 (7.4) | 7 (4.0) | 4 (1.9) | 7 (2.3) | 13 (3.0) | 47 (8.1) | 5 (10.0) | 88 (4.8) |
| Civil Rights | 0 (0.0) | 0 (0.0) | 0 (0.0) | 0 (0.0) | 1 (0.2) | 0 (0.0) | 0 (0.0) | 1 (0.1) |
| Traffic | 8 (11.8) | 0 (0.0) | 13 (6.1) | 19 (6.1) | 0 (0.0) | 0 (0.0) | 0 (0.0) | 40 (2.2) |
| Total N = | 68 | 174 | 214 | 309 | 434 | 583 | 50 | 1832 |
| Substantiated | * | 41 | 45 | 65 | 95 | 108 | * | * |
| % Substantiated | * | (23.6) | (21.0) | (21.0) | (21.9) | (18.5) | * | * |

*Data not available

Sixty-six percent (1,213) of the total complaints against officers involved officers assigned to patrol duty. Figure A-1 illustrates the dramatic increase in the annual number of complaints against patrol and non-patrol officers from 1970 through 1974.

Figure A-1
COMPLAINTS AGAINST PATROL AND NON-PATROL OFFICERS

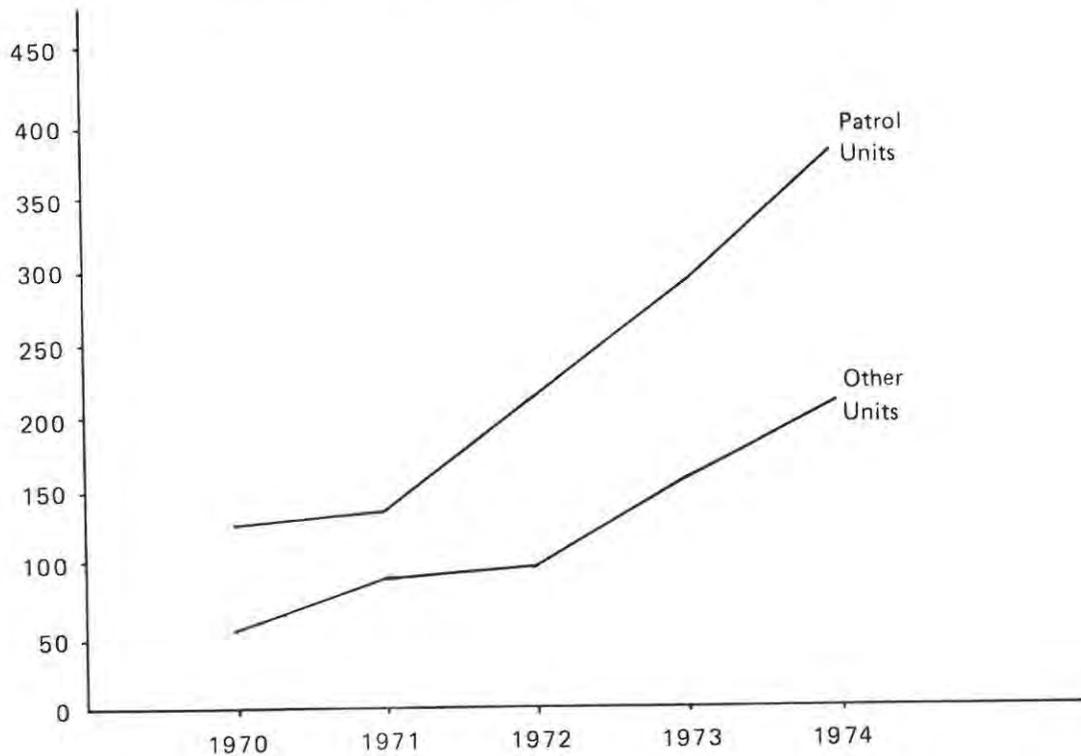


Table A-2 illustrates that, for the five-year period from 1970 through 1974, 20.6 percent of all citizen complaints were substantiated. Of the disciplinary action taken against officers in substantiated cases, the least serious forms, verbal cautioning, verbal instruction, letter of reprimand, letter of instruction, and forfeiture of regular days off accounted for 91 percent of all disciplinary actions. The remaining 9 percent included suspensions, reductions in rank, resignations, and terminations. During the five-year period under consideration, four officers resigned under charges of misconduct and four officers were discharged from the department as a result of citizen complaint charges.

SUMMARY

The Office of Citizen Complaints, formed in 1969, is composed of three civilians appointed by the Board of Police Commissioners. The office is

responsible for reviewing each complaint filed against police officers and making a recommendation to the Chief of Police concerning resolution of the complaint.

Since 1972, the number of complaints filed has risen dramatically, although the percentage of substantiated complaints has remained fairly stable. Disciplinary actions taken against errant officers have also been described.

Table A-2

DISCIPLINARY ACTIONS RESULTING FROM SUBSTANTIATED
CITIZEN COMPLAINTS FOR ALL UNITS OF THE DEPARTMENT

| Type | Year | | | | | |
|--------------------------------|----------------|----------------|----------------|----------------|----------------|-----------------|
| | 1970 | 1971 | 1972 | 1973 | 1974 | Total |
| Verbal Cautioning | 19 (10.9) | 28 (13.1) | 45 (14.6) | 39 (9.0) | 62 (10.6) | 193 (11.3) |
| Verbal Instruction | 10 (5.8) | 11 (5.1) | 3 (1.0) | 1 (0.2) | 2 (0.3) | 27 (1.6) |
| Letter of Instruction | 1 (0.6) | 0 (0.0) | 0 (0.0) | 3 (0.7) | 5 (0.9) | 9 (0.5) |
| Letter of Reprimand | 10 (5.7) | 4 (1.9) | 7 (2.3) | 21 (4.8) | 25 (4.3) | 67 (3.9) |
| Forfeiture of Days Off | 0 (0.0) | 0 (0.0) | 3 (1.0) | 15 (3.5) | 8 (1.4) | 26 (1.5) |
| Suspension | 0 (0.0) | 2 (0.9) | 5 (1.6) | 11 (2.5) | 3 (0.5) | 21 (1.2) |
| Reduction in Rank | 1 (0.6) | 0 (0.0) | 1 (0.3) | 1 (0.2) | 0 (0.0) | 3 (0.2) |
| Resignation | 0 (0.0) | 0 (0.0) | 0 (0.0) | 1 (0.2) | 3 (0.5) | 4 (0.2) |
| Termination | 0 (0.0) | 0 (0.0) | 1 (0.3) | 3 (0.7) | 0 (0.0) | 4 (0.2) |
| Total Substantiated | 41 (23.6) | 45 (21.0) | 65 (21.0) | 95 (21.9) | 108 (18.5) | 354 (20.6) |
| Unsubstantiated/ Exonerated | 133 (76.4) | 169 (79.0) | 244 (79.0) | 339 (78.1) | 475 (81.5) | 1360 (79.4) |
| Total | 174 (100.0) | 214 (100.0) | 309 (100.0) | 434 (100.0) | 583 (100.0) | 1714 (100.0) |

Note: Percentages in parentheses.

APPENDIX B: "Interfering with an Officer" Charges

"Interfering with an officer" (IO) charges are based on a number of city ordinances which are both ambiguous and overlapping. One Kansas City, Missouri, ordinance (2635) authorizes arrest if a citizen interferes with an officer in the performance of his or her duties. This ordinance has two sections. One section permits arrest for "resisting and obstructing" an officer, a charge which necessitates physical interference. IO charges relating to this section include: "resist an officer," "obstruct an officer," "resist an officer in jail," and "assault an officer." The second section, concerning "hindering and interfering" with an officer, deals with non-physical interference with an officer. The IO charge relating to this section is "failure to obey an officer." All charges included in the "interfering with an officer" category analyzed in this report were made under the two sections of ordinance 2635.

Unfortunately, two other city ordinances (2610 and 2613) concerning "disorderly conduct" and "disturbing the peace" overlap considerably with ordinance 2635 when citizens' behaviors affect a police officer. No uniformity exists among officers in dealing with the ambiguities of these ordinances, therefore, when a citizen's behavior interferes with the performance of an officer's duties, officers have a great deal of discretion concerning which charge to bring against an uncooperative citizen. As a result of this discretion, it is quite conceivable that in three incidents involving similar conflicts, one incident could result in an arrest for "interfering with an officer," one could result in an arrest under another ordinance, and the third might not result in an arrest at all.

SUMMARY

"Interfering with an officer" charges are ambiguous. Because of this ambiguity, and because the filing of such charges is completely at the discretion of individual officers, the validity of these charges as an indicator of negative encounters is dubious.

APPENDIX C: Comparison of Experimental and Control Groups

In selecting experimental and control groups of officers, the optimal matching procedure would have been to find two officers whose backgrounds and careers had followed identical paths, whose encounters with the public, and difficulties in those encounters (as indicated by citizen complaints and "interfering with an officer" charges) were of the same nature and frequency, and for whom the only difference in experience was that one officer appeared before a Peer Review Panel, while the control did not. This obviously was impossible, but the following sections describe the extent to which that ideal was approximated.

COMPARISON OF CITIZEN COMPLAINT EXPERIMENTAL AND CONTROL SUBJECTS

For officers in the experimental group identified on the basis of number of citizen complaints, five criteria were used to match control officers. Each of these criteria are discussed in order of their priority. Two additional comparisons are made on variables that were not used in the matching procedure.

Matching Criteria

1. Number of Complaints. Table C-1 shows that for 31 out of the 33 pairs of officers, the total number of citizen complaints accumulated during the pre-panel year was identical. In the other two cases, all officers with the same number of complaints as the experimental subject (during the pre-panel year) were also panel subjects, and no officers with more complaints than the experimental subject existed, so that control officers with fewer complaints than their experimental subjects were the only matches available.

Table C-1

COMPARISON OF EXPERIMENTAL AND CONTROL GROUP OFFICERS
 ACCORDING TO NUMBER OF COMPLAINTS RECEIVED IN THE PRE-PANEL YEAR

| | | Experimental Group: Number of Complaints | | | | | | | Total |
|-------------------------------------|-------|--|----|----|---|---|---|---|-------|
| | | 1 | 2 | 3 | 4 | 5 | 6 | 7 | |
| Control Group: Number of Complaints | 1 | 11 | | | | | | | 11 |
| | 2 | | 15 | | | | | | 15 |
| | 3 | | | 5 | 1 | | | | 6 |
| | 4 | | | | | | | 1 | 1 |
| | 5 | | | | | | | | 0 |
| | 6 | | | | | | | | 0 |
| | 7 | | | | | | | | 0 |
| | Total | | 11 | 15 | 5 | 1 | 0 | 0 | 1 |

2. Type of Complaint. Table C-2 shows that a total of 67 complaints were accumulated by subjects in the experimental group during their respective pre-panel years, of which 40 were matched to control officers exactly by type of complaint, while 23 matches involved different complaint types. For four remaining complaints, no matching was possible because no control subjects with a sufficient number of complaints were available. Among complaints of "Unnecessary/Excessive Use of Force," for which matching was considered to be most crucial, congruence between experimental and control officers was achieved in 85 percent of matches.

Table C-2

TYPES OF COMPLAINT RECEIVED BY EXPERIMENTAL
AND CONTROL GROUP OFFICERS: PRE-PANEL YEAR

| | | Experimental Group: Complaint Type | | | | | | | Total |
|-------------------------------|--|---|-----------------------|------------------|------------------------------------|---------------------|--|--|-----------|
| | | Unnecessary/ Excessive Use of Force | Abuse of Authority | Harrass- ment | Discourtesy and Ethnic Slurs | Missing Property | Operational Procedures and Officers' Conduct | Police Service, Civil Rights and Traffic | |
| Control Group: Complaint Type | Unnecessary/ Excessive Use of Force | 34 | | | 1 | | | | 35 |
| | Abuse of Authority | | 1 | | 2 | | 1 | 1 | 5 |
| | Harrassment | 2 | | 2 | 2 | | | | 6 |
| | Discourtesy and Ethnic Slurs | | | | | 1 | | 2 | 3 |
| | Missing Property | | | | | | | | 0 |
| | Operational Procedures and Officers' Conduct | 3 | | 1 | 3 | 2 | 3 | 1 | 13 |
| | Police Service, Civil Rights and Traffic | | | 1 | | | | | 1 |
| | No Match | 1 | | 2 | | 1 | | | 4 |
| | Total | 40 | 1 | 6 | 8 | 4 | 4 | 4 | 67 |

3. Beat Location of the Incident. Of the total 56 complaint matches for which the exact beat location of incidents was known for both the experimental subject and the control match, only six occurred in the same beat. However, as shown in Table C-3, 32 pairs fall within the same quintile of beats (ranked according to the average frequency of citizen complaints occurring in each beat between September, 1969 and November, 1974), while another 15 matches fall within adjacent quintiles. For the remaining nine pairs, complaints received by experimental and control subjects occurred in beats which did not fall within adjacent quintiles.

Table C-3

COMPARISON OF COMPLAINT PAIRS ACCORDING TO BEAT LOCATIONS OF THE COMPLAINT INCIDENT: PRE-PANEL YEAR

| | | Experimental Group: Quintile | | | | | Total |
|-------------------------|-------|------------------------------|----|-----|----|---|-------|
| | | I | II | III | IV | V | |
| Control Group: Quintile | I | 10 | 5 | | 2 | | 17 |
| | II | 5 | 11 | | 3 | 1 | 20 |
| | III | 2 | 1 | 2 | | | 5 |
| | IV | | 1 | 1 | 8 | | 10 |
| | V | | | | 3 | 1 | 4 |
| | Total | 17 | 18 | 3 | 16 | 2 | 56 |

* Quintiles based on rank order of beats in terms of the frequency of citizen complaints emanating from each beat. Beats in quintile I have the highest frequency of citizen complaints.

4. Unit of Assignment: Pre-Panel Year. For purposes of comparison, unit of assignment was defined as the patrol division in which the officer spent the greatest part of service time during the pre-panel year. As shown in Table C-4, 18 of the 33 pairs of officers (62 percent) were assigned to the same patrol division during their respective pre-panel years.

Table C-4

COMPARISON OF DIVISIONAL ASSIGNMENTS: PRE-PANEL YEAR

| | | Experimental Group | | |
|---------------|-------|--------------------|-----|-------|
| | | NEPD | SPD | Total |
| Control Group | NEPD | 13 | 1 | 14 |
| | SPD | 2 | 5 | 7 |
| | CPD | 9 | 3 | 12 |
| | Total | 24 | 9 | 33 |

5. Length of Time on the Force. For each pair of officers, time on the force was calculated as the number of months between the dates of their respective first assignments and the date of the experimental subject's panel interview. The two groups are compared in Table C-5. Only six pairs of officers differ by more than twelve months. The mean service time is 23 months for both experimental and control subjects.

Table C-5

DISTRIBUTION OF EXPERIMENTAL AND CONTROL GROUP OFFICERS
ACCORDING TO LENGTH OF TIME ON THE FORCE AS OF
THE EXPERIMENTAL OFFICER'S PANEL DATE

| | | Experimental Group: Months | | | | | | | | |
|-----------------------|-------|----------------------------|-------|-------|-------|-------|-------|-------|------|-------|
| | | < 12 | 12-17 | 18-23 | 24-29 | 30-35 | 36-41 | 42-47 | 48 + | Total |
| Control Group: Months | < 12 | 1 | | | | | | | | 1 |
| | 12-17 | | 2 | 1 | | | | | | 3 |
| | 18-23 | | 2 | 6 | 3 | 2 | | | | 13 |
| | 24-29 | 1 | 1 | 3 | 3 | 2 | | | | 10 |
| | 30-35 | | | 1 | | 1 | | | | 2 |
| | 36-41 | | 1 | | | | | | | 1 |
| | 42-47 | | | | | | | | | 0 |
| | 48 + | | | | 2 | | | | 1 | 3 |
| | Total | 2 | 6 | 11 | 8 | 5 | 0 | 0 | 1 | 33 |

Additional Criteria

Although the relatively small size of the universe from which the control group was selected precluded the utility of using more than the five matching criteria described above, comparisons of two additional variables are presented below to provide additional perspectives on the matching procedure.

1. Watch Assignment. The likelihood of receiving a complaint varies considerably from watch to watch, as is suggested by the data in Table C-6.

Table C-6

PERCENT DISTRIBUTION OF CITIZEN COMPLAINTS RECEIVED IN ALL PATROL DIVISIONS, BY WATCH, 1970 - 1974

| Watch | Year | | | | |
|-------|-------|-------|-------|-------|-------|
| | 1970 | 1971 | 1972 | 1973 | 1974 |
| I | 19.5 | 15.0 | 19.2 | 24.7 | 21.7 |
| II | 32.2 | 34.6 | 32.8 | 24.7 | 32.0 |
| III | 48.3 | 50.4 | 48.0 | 50.6 | 46.3 |
| Total | 100.0 | 100.0 | 100.0 | 100.0 | 100.0 |

Despite the fact that the number of officers within each patrol division is approximately the same for each of the three watches, almost half of the complaints derive from incidents occurring during the third watch. Officers on the first watch receive only one-fifth of all complaints filed. Unfortunately, it was not possible to control for watch assignment because of the high rate of inter-watch transfers.

Table C-7 compares the watch assignments of experimental and control officers in the pre- and post-panel periods.

Table C-7
 CHANGES IN WATCH ASSIGNMENTS, FROM THE
 PRE- TO POST-PANEL PERIOD

| | | Experimental Group | | | | | | | | | | |
|---------------|-----------------|--------------------|----|-----|---------------|-----|----------------|-----|-----------------|----|-------|----|
| | | No Change | | | From I To: | | From II To: | | From III To: | | Total | |
| | | I | II | III | II | III | I | III | I | II | | |
| Control Group | No Change | I | 1 | 1 | 4 | | 1 | | | | | 7 |
| | | II | 1 | | 4 | | | | 1 | | | 6 |
| | | III | 2 | | 4 | | 1 | | | 2 | | 9 |
| | From I To: | II | | | 3 | | | | | | | 3 |
| | | III | 1 | | | | | | | | | 1 |
| | From II To: | I | | | 1 | | | | | | | 1 |
| | | III | 1 | | 1 | | | | | | | 2 |
| | From III To: | I | | | | | | | | | | 0 |
| | | II | 2 | | | 2 | | | | | | 4 |
| | Total | | 8 | 1 | 17 | 2 | 2 | 0 | 1 | 2 | 0 | 33 |

Only five of the 33 pairs of officers were assigned to the identical watch throughout the two-year reference period. However, the total distribution of watch assignments is somewhat closer when the pre- and post-panel periods are compared for each sample group as a whole, as is shown in Table C-8.

Table C-8

COMPARISON OF WATCH ASSIGNMENTS, PRE- AND POST-PANEL

| Experimental Group | | | | | | Control Group | | | | | |
|--------------------|-------|-----------|----|-----|-------|---------------|----|-----|-------|--|--|
| | | Pre-Panel | | | | Pre-Panel | | | | | |
| | | I | II | III | Total | I | II | III | Total | | |
| Post-Panel | I | 8 | 0 | 2 | 10 | 7 | 1 | 0 | 8 | | |
| | II | 2 | 1 | 0 | 3 | 3 | 6 | 4 | 13 | | |
| | III | 2 | 1 | 17 | 20 | 1 | 2 | 9 | 12 | | |
| | Total | 12 | 2 | 19 | 33 | 11 | 9 | 13 | 33 | | |

2. Unit of Assignment: Post-Panel Year. Unit of assignment was defined as the patrol division in which the officer spent the greatest part of service time during the post-panel year. All but one of the experimental and control officers spent the greatest part of their post-panel service in their pre-panel patrol division.

COMPARISON OF "INTERFERING WITH AN OFFICER" EXPERIMENTAL AND CONTROL SUBJECTS

Because police officers have discretion in the filing of "interfering with an officer" (IO) charges, such charges are considered less valid and less reliable indicators than citizen complaints.^{1/} Because of the dubious validity of these measures, and because only limited information about those charges was available, the procedure used for matching controls to the IO experimental group was less complex than that used for the citizen complaint groups. Only two criteria, the number of "interfering with an officer" charges and length of time on the department, were used to match the IO groups.

Interfering with an Officer

In all 32 pairs, the experimental and control officer had filed an identical number of "interfering with an officer" charges during the experimental officer's pre-panel year.

¹See Appendix B.

Length of Time on Department

The mean length of time on the department for the experimental and control groups was quite close. The IO experimental group had a mean of 22 months and the control group a mean of 24 months on the force. Only two pairs of officers differed by more than 12 months in their length of service.

SUMMARY

For all variables selected as criteria for matching experimental and control subjects, a high degree of similarity was achieved.

APPENDIX D: Comparison of Experimental and Control Groups,
Non-experimental Panel Subjects, and all Other
Patrol Officers

To further compare the experimental (E) and control (C) officers selected on the basis of the number of citizen complaints (CC), and those selected on the basis of the number of "interfering with an officer" (IO) charges filed, various demographic and attitudinal characteristics of the officers were examined. The characteristics of officers who appeared before a panel, but who were excluded from the experimental group, are also presented to permit an estimate of the possible bias created by such an exclusion. These officers will be referred to as "non-experimental panel subject" (NE). Finally, the characteristics of the remaining officers in the patrol division (P) are shown for comparison.

The data were obtained from a Human Resources Development questionnaire (HRD) given to all officers in the police department during January, 1973. The response rate of patrol officers assigned to the three patrol divisions was 93 percent (535 patrol officers out of 574 officers returned the questionnaire). All officers were asked a variety of demographic and attitudinal questions. Patrol officers were also asked to evaluate the performance of the officers who worked with them in their sector and watch.

The variables examined for comparative purposes were:

1. age
2. height
3. weight
4. marital status
5. education
6. race
7. military service
8. amount of time on the force
9. amount of time in the division
10. satisfaction with being assigned to the division
11. satisfaction with being a patrol officer
12. general job satisfaction
13. evaluation by peers

A one-way analysis of variance was used to test for statistical differences when the data were of an interval or ordinal nature. If a statistically significant F value emerged, the Scheffé multiple comparison procedure was utilized to determine the significance of the particular contrasts

producing the difference. A chi-square test was used to detect differences in the nominal data.

Age: Tables D-1 and D-2 present data concerning the age (in years) of the various officer groups.

Table D-1

COMPARISON OF OFFICER AGE BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL GROUP, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) |
|------------------------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 24.50 | 26.23 | 26.10 | 28.80 |
| s. d. | 2.12 | 2.60 | 3.59 | 5.85 |
| N | 18 | 31 | 31 | 449 |
| F = 7.19 $\rho < .001$ | | | | |

Scheffé Multiple Comparisons

| | | | | | |
|-------------------|------------------|---------------------|-----------------|--------------------|--------------------|
| $F_{NE,E} = 1.06$ | $F_{NE,C} = .98$ | $F_{NE,P} = 3.24$ | $F_{E,C} = .09$ | $F_{E,P} = 2.51$ | $F_{C,P} = 2.64$ |
| $\rho > .25$ | $\rho > .25$ | $.01 < \rho < .025$ | $\rho > .25$ | $.05 < \rho < .10$ | $.05 < \rho < .10$ |

Table D-2

COMPARISON OF OFFICER AGE BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|------------------------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 24.74 | 26.13 | 25.33 | 28.80 |
| s. d. | 2.26 | 2.62 | 2.37 | 5.84 |
| N | 19 | 30 | 24 | 456 |
| F = 7.77 $\rho < .001$ | | | | |

| Scheffé Multiple Comparisons | | | | | |
|------------------------------|------------------|--------------------|-----------------|--------------------|---------------------|
| $F_{NE,E} = .86$ | $F_{NE,C} = .35$ | $F_{NE,P} = 2.44$ | $F_{E,C} = .53$ | $F_{E,P} = 2.57$ | $F_{C,P} = 3.01$ |
| $\rho > .25$ | $\rho > .25$ | $.10 < \rho < .25$ | $\rho > .25$ | $.05 < \rho < .10$ | $.025 < \rho < .05$ |

There were no significant differences among: officers who appeared before the panel but who were excluded as experimental subjects, the experimental subjects, and the control subjects. However, if the officers in these three groups are combined to form one group and are compared to the remaining patrol officers by the Scheffé method, the difference between the ages of the two groups is statistically significant below the .001 level.

Height: Data concerning the heights (in inches) of officer groups are provided in Tables D-3 and D-4.

Table D-3

COMPARISON OF OFFICER HEIGHT BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) |
|----------------------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 71.33 | 70.91 | 71.13 | 71.22 |
| s. d. | 2.20 | 2.04 | 1.94 | 2.18 |
| N | 18 | 32 | 31 | 447 |
| F = .24 $\rho > .25$ | | | | |

Table D-4

COMPARISON OF OFFICER HEIGHT BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|-----------------------------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 71.26 | 70.94 | 70.13 | 71.27 |
| s. d. | 2.16 | 2.06 | 1.87 | 2.17 |
| N | 19 | 31 | 24 | 454 |
| F = 2.32 $.05 < \rho < .10$ | | | | |

Officer height did not vary significantly among non-experimental panel subjects, experimental panel subjects, control subjects, and all remaining patrol officers, regardless of the experimental group examined.

Weight: The weights (in pounds) reported by the various officer groups on the HRD questionnaire are presented in Tables D-5 and D-6.

Table D-5

COMPARISON OF OFFICER WEIGHT BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) |
|-----------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 182.61 | 179.44 | 182.94 | 189.18 |
| s. d. | 16.64 | 22.67 | 28.54 | 26.11 |
| N | 18 | 31 | 32 | 447 |

F = 2.14 .05 < ρ < .10

Table D-6

COMPARISON OF OFFICER WEIGHT BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|-----------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 179.58 | 181.19 | 176.33 | 189.43 |
| s. d. | 18.94 | 21.81 | 24.66 | 26.23 |
| N | 19 | 31 | 24 | 454 |

F = 3.52 .01 < ρ < .025

Scheffé Multiple Comparisons*

| | | | | | |
|------------------|------------------|-------------------|-----------------|------------------|--------------------|
| $F_{NE,E} = .21$ | $F_{NE,C} = .41$ | $F_{NE,P} = 1.64$ | $F_{E,C} = .69$ | $F_{E,P} = 1.70$ | $F_{C,P} = 2.43$ |
| $\rho > .25$ | $\rho > .25$ | $\rho > .25$ | $\rho > .25$ | $\rho > .25$ | $.10 < \rho < .25$ |

*It is possible to have a significant overall F value and not have the multiple comparisons reach significance at the .05 level. This result is due to the nature of the Scheffé test which requires that at least one comparison among an infinite number of comparisons be significant at the level of significance for the overall F value.

No significant differences appeared among officers who were non-experimental panel subjects, experimental and control subjects selected on the basis of citizen complaints (CC subjects), and other patrol officers. In addition, there were no significant differences among officers who were non-experimental panel subjects and experimental and control subjects selected on the basis of "interfering with an officer" charges (IO subjects). However, if the panel subjects and their control are combined to form a single group of officers, they weigh less, on the average, than the other patrol officers.

Marital Status: The marital status of the patrol officers is shown in Tables D-7 and D-8. A chi-square test was computed after collapsing the three non-married response categories. These categories were collapsed because there were fewer than five respondents in some cells.

Table D-7

COMPARISON OF OFFICER MARITAL STATUS BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | | CC Experimental Subjects (E) | | CC Control Subjects (C) | | All Other Patrol Officers (P) | |
|---------------|---|-----|------------------------------|-----|-------------------------|-----|-------------------------------|-----|
| | N | % | N | % | N | % | N | % |
| Married | 9 | 50 | 25 | 78 | 26 | 84 | 366 | 81 |
| Separated | 0 | 0 | 1 | 3 | 1 | 3 | 26 | 6 |
| Divorced | 3 | 17 | 1 | 3 | 1 | 3 | 10 | 2 |
| Never Married | 6 | 33 | 5 | 16 | 3 | 10 | 49 | 11 |
| No Response | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 1 |
| Total | 18 | 100 | 32 | 100 | 31 | 100 | 454 | 101 |

$\chi^2 = 10.89$.01 < p < .025

Pairwise Comparisons

| | | | | | |
|------------------------|------------------------|-------------------------|----------------------|----------------------|----------------------|
| $\chi^2_{NE,E} = 4.19$ | $\chi^2_{NE,C} = 6.40$ | $\chi^2_{NE,P} = 10.48$ | $\chi^2_{E,C} = .34$ | $\chi^2_{E,P} = .18$ | $\chi^2_{C,P} = .14$ |
| .025 < p < .05 | .01 < p < .025 | p > .25 | p > .25 | p < .25 | p < .25 |

Table D-8

COMPARISON OF OFFICER MARITAL STATUS BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | | IO Experimental Subjects (E) | | IO Control Subjects (C) | | All Other Patrol Officers (P) | |
|---------------|---|-----|------------------------------|-----|-------------------------|-----|-------------------------------|----|
| | N | % | N | % | N | % | N | % |
| Married | 9 | 47 | 25 | 81 | 17 | 71 | 375 | 81 |
| Separated | 0 | 0 | 1 | 3 | 1 | 4 | 10 | 2 |
| Divorced | 4 | 21 | 0 | 0 | 2 | 8 | 25 | 5 |
| Never Married | 6 | 32 | 5 | 16 | 4 | 17 | 48 | 10 |
| No Response | 0 | 0 | 0 | 0 | 0 | 0 | 3 | 1 |
| Total | 19 | 100 | 31 | 100 | 24 | 100 | 461 | 99 |

$\chi^2 = 14.96 \quad \rho < .001$

| Pairwise Comparisons | | | | | |
|------------------------|------------------------|-------------------------|-----------------------|-----------------------|-----------------------|
| $\chi^2_{NE,E} = 5.99$ | $\chi^2_{NE,C} = 2.44$ | $\chi^2_{NE,P} = 13.84$ | $\chi^2_{E,C} = 0.72$ | $\chi^2_{E,P} = 0.03$ | $\chi^2_{C,P} = 1.83$ |
| .01 < ρ < .025 | .10 < ρ < .25 | $\rho < .001$ | $\rho > .25$ | $\rho > .25$ | .10 < ρ < .25 |

The only significant difference discovered was that a smaller percentage of panel subjects who were excluded from the experimental group were married than were the three other groups of officers. This finding emerged from both the CC data and the IO data sets.

Education: Approximately 50 percent of all officers in each group had taken college courses, but had not yet graduated from college. There were no statistically significant differences among officers as is shown in Tables D-9 and D-10.

Table D-9

COMPARISON OF OFFICER EDUCATION LEVELS BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS*

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) |
|-------------------|---|------------------------------------|-------------------------------|-------------------------------------|
| \bar{X} | 5.22 | 5.00 | 4.97 | 4.98 |
| s. d. | 1.40 | 1.27 | .88 | 1.00 |
| N | 18 | 32 | 31 | 452 |
| F = .32 $p > .25$ | | | | |

*Officer education levels were coded as follows: 1 = less than eighth grade, 2 = eighth grade, 3 = some high school, 4 = high school graduate, 5 = some college, 6 = technical school, 7 = college graduate, 8 = graduate work.

Table D-10

COMPARISON OF OFFICER EDUCATION LEVELS BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS*

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|--------------------------|---|------------------------------------|-------------------------------|-------------------------------------|
| \bar{X} | 5.32 | 4.94 | 4.66 | 5.00 |
| s. d. | 1.42 | 1.24 | .70 | 1.00 |
| N | 19 | 31 | 24 | 459 |
| F = 1.49 $.10 < p < .25$ | | | | |

*Officer education levels were coded as follows: 1 = less than eighth grade, 2 = eighth grade, 3 = some high school, 4 = high school graduate, 5 = some college, 6 = technical school, 7 = college graduate, 8 = graduate work.

Race: Comparisons of the racial composition of officer groups are presented in Tables D-11 and D-12. It was not appropriate to calculate a chi-square test for these data because the number of observations in three cells was less than five. Chi-square should only be calculated when there are at least five observations in each cell (Blalock, 1972:285).

Table D-11

COMPARISON OF OFFICER RACE BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL GROUP, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | | CC Experimental Subjects (E) | | CC Control Subjects (C) | | All Other Patrol Officers (P) | |
|-------------|---|-----|------------------------------|-----|-------------------------|----|-------------------------------|-----|
| | N | % | N | % | N | % | N | % |
| White | 17 | 94 | 28 | 88 | 28 | 90 | 396 | 87 |
| Non-White | 1 | 6 | 3 | 9 | 2 | 6 | 50 | 11 |
| No Response | 0 | 0 | 1 | 3 | 1 | 3 | 8 | 2 |
| Total | 18 | 100 | 32 | 100 | 31 | 99 | 454 | 100 |

Table D-12

COMPARISON OF OFFICER RACE BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | | IO Experimental Subjects (E) | | IO Control Subjects (C) | | All Other Patrol Officers (P) | |
|-------------|---|-----|------------------------------|-----|-------------------------|-----|-------------------------------|-----|
| | N | % | N | % | N | % | N | % |
| White | 18 | 95 | 27 | 87 | 22 | 92 | 402 | 87 |
| Non-White | 1 | 5 | 3 | 10 | 2 | 8 | 50 | 11 |
| No Response | 0 | 0 | 1 | 3 | 0 | 0 | 9 | 2 |
| Total | 19 | 100 | 31 | 100 | 24 | 100 | 461 | 100 |

No sizable differences existed among any of the groups examined in terms of race.

Military Service: Data concerning officers' military service records are presented in Tables D-13 and D-14. Chi-square was computed after combining the two military service categories. These categories were collapsed because there were less than five respondents in one category.

Table D-13

COMPARISON OF MILITARY SERVICE BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL GROUP, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | | CC Experimental Subjects (E) | | CC Control Subjects (C) | | All Other Patrol Officers (P) | |
|---------------------|---|-----|------------------------------|-----|-------------------------|-----|-------------------------------|-----|
| | N | % | N | % | N | % | N | % |
| No Military Service | 5 | 28 | 11 | 34 | 8 | 26 | 128 | 28 |
| Drafted | 4 | 22 | 5 | 16 | 2 | 7 | 50 | 11 |
| Enlisted | 8 | 44 | 15 | 47 | 20 | 65 | 271 | 60 |
| No Response | 1 | 6 | 1 | 3 | 1 | 3 | 5 | 1 |
| Total | 18 | 100 | 32 | 100 | 31 | 101 | 454 | 100 |

$\chi^2 = .76 \quad \rho > .25$

Table D-14

COMPARISON OF MILITARY SERVICE BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | | IO Experimental Subjects (E) | | IO Control Subjects (C) | | All Other Patrol Officers (P) | |
|---------------------|---|----|------------------------------|-----|-------------------------|-----|-------------------------------|----|
| | N | % | N | % | N | % | N | % |
| No Military Service | 5 | 26 | 11 | 36 | 5 | 21 | 131 | 28 |
| Drafted | 4 | 21 | 5 | 16 | 4 | 17 | 48 | 10 |
| Enlisted | 9 | 47 | 14 | 45 | 15 | 63 | 276 | 60 |
| No Response | 1 | 5 | 1 | 3 | 0 | 0 | 6 | 1 |
| Total | 19 | 99 | 31 | 100 | 24 | 101 | 461 | 99 |

$\chi^2 = 1.66 \quad \rho > .25$

There were no significant differences among non-experimental panel subjects, experimental subjects, control subjects, and all other patrol officers.

Amount of Time on the Police Force: Tables D-15 and D-16 show the number of years officers have worked for the police department.

Table D-15

COMPARISON OF NUMBER OF YEARS IN THE POLICE DEPARTMENT BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) | |
|-------------------------------------|---|------------------------------------|-------------------------------|-------------------------------------|--------------------|
| \bar{X} | 2.00 | 2.59 | 2.39 | 4.55 | |
| s. d. | 1.14 | 3.77 | 1.75 | 4.48 | |
| N | 18 | 32 | 31 | 450 | |
| F = 6.01 $\rho < .001$ | | | | | |
| Scheffé Multiple Comparisons | | | | | |
| $F_{NE,E} = .47$ | $F_{NE,C} = .47$ | $F_{NE,P} = 2.49$ | $F_{E,C} = .19$ | $F_{E,P} = 2.51$ | $F_{C,P} = 2.73$ |
| $\rho > .25$ | $\rho > .25$ | $.10 < \rho < .25$ | $\rho > .25$ | $.05 < \rho < .10$ | $.05 < \rho < .10$ |

Table D-16

COMPARISON OF NUMBER OF YEARS IN THE POLICE DEPARTMENT BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (C) | IO Control Subjects (C) | All Other Patrol Officers (P) | |
|-----------------------------------|---|------------------------------|-------------------------|-------------------------------|--------------------|
| \bar{X} | 2.05 | 2.58 | 1.88 | 4.70 | |
| s. d. | 1.22 | 3.81 | .68 | 5.49 | |
| N | 19 | 31 | 24 | 458 | |
| F = 4.94 .001 < ρ < .01 | | | | | |
| Scheffé Multiple Comparisons | | | | | |
| $F_{NE,E} = .35$ | $F_{NE,C} = .11$ | $F_{NE,P} = 2.18$ | $F_{E,C} = .50$ | $F_{E,P} = 2.20$ | $F_{C,P} = 2.56$ |
| $\rho > .25$ | $\rho > .25$ | $.10 < \rho < .25$ | $\rho > .25$ | $.10 < \rho < .25$ | $.05 < \rho < .10$ |

The overall F value was statistically significant in both the CC data and the IO data. The significant contrast resulted by combining the non-experimental panel subjects, experimental subjects, and control subjects into one group and comparing it with the remaining patrol officers. Non-experimental, experimental, and control subjects had served about two years on the force while the remaining officers had served more than four years. There was no significant differences among non-experimental subjects, experimental subjects, and control subjects.

Amount of Time in the Division: Tables D-17 and D-18 indicate how long (in years) officers had worked in the patrol division to which they were assigned at the time of the administration of the HRD questionnaire.

Table D-17

COMPARISON OF NUMBER OF YEARS IN THE CURRENTLY ASSIGNED PATROL DIVISION BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) | |
|------------------------------------|---|------------------------------------|-------------------------------|-------------------------------------|--------------------|
| \bar{X} | 1.72 | 1.67 | 1.56 | 2.60 | |
| s. d. | 1.20 | 1.13 | .88 | 2.66 | |
| N | 13 | 29 | 30 | 414 | |
| $F = 3.09 \quad .025 < \rho < .05$ | | | | | |
| Scheffé Multiple Comparisons | | | | | |
| $F_{NE,E} = .06$ | $F_{NE,C} = .19$ | $F_{NE,P} = 1.25$ | $F_{E,C} = .17$ | $F_{E,P} = 1.94$ | $F_{C,P} = 2.21$ |
| $\rho > .25$ | $\rho > .25$ | $\rho > .25$ | $\rho > .25$ | $\rho > .25$ | $.10 < \rho < .25$ |

Table D-18

COMPARISON OF NUMBER OF YEARS IN THE CURRENTLY ASSIGNED PATROL DIVISION BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|-----------------------------------|---|------------------------------------|-------------------------------|-------------------------------------|
| \bar{X} | 1.81 | 1.62 | 1.78 | 2.57 |
| s. d. | 1.32 | 1.06 | 1.68 | 2.63 |
| N | 14 | 28 | 23 | 421 |
| $F = 2.20 \quad .05 < \rho < .10$ | | | | |

Although no differences existed among non-experimental panel subjects, experimental subjects, and control subjects, panel subjects and controls had served about a year less in the patrol division than other patrol officers.

Satisfaction with Being Assigned to the Patrol Division: Police officers were asked, "How happy are you working in the division in which you now work?" Officers were generally "moderately happy" about working in the patrol division to which they were assigned, as is shown in Tables D-19 and D-20.

Table D-19

COMPARISON OF OFFICER SATISFACTION WITH WORKING IN THE ASSIGNED PATROL DIVISION^a BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) | |
|-------------------------------------|---|------------------------------------|-------------------------------|-------------------------------------|------------------|
| \bar{X} | 1.61 | 1.34 | 1.45 | 1.75 | |
| s. d. | .98 | .48 | .85 | .93 | |
| N | 18 | 32 | 31 | 453 | |
| F = 2.86 | | .025 < p < .05 | | | |
| Scheffé Multiple Comparisons | | | | | |
| $F_{NE,E} = 1.01$ | $F_{NE,C} = .59$ | $F_{NE,P} = .64$ | $F_{E,C} = .48$ | $F_{E,P} = 2.41$ | $F_{C,P} = 1.78$ |
| $p > .25$ | $p > .25$ | $p > .25$ | $p > .25$ | .10 < p < .25 | $p > .25$ |

^aLevels of satisfaction with working in the patrol division were coded as follows: 1 = very happy, 2 = moderately happy, 3 = slightly happy, 4 = slightly unhappy, 5 = moderately unhappy, 6 = very unhappy.

Table D-20

COMPARISON OF OFFICER SATISFACTION WITH WORKING IN THE ASSIGNED PATROL DIVISION^a BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|----------------------------------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 1.63 | 1.32 | 1.63 | 1.73 |
| s. d. | .96 | .48 | .77 | .94 |
| N | 19 | 31 | 24 | 460 |
| F = 2.06 .10 < ρ < .25 | | | | |

^aLevels of satisfaction with working in the patrol division were coded as follows: 1 = very happy, 2 = moderately happy, 3 = slightly happy, 4 = slightly unhappy, 5 = moderately unhappy, 6 = very unhappy.

Among patrol officers selected on the basis of citizen complaints, experimental subjects and control subjects were slightly more happy than non-experimental panel subjects and other patrol officers, although these comparisons were not statistically significant. Levels of satisfaction with working in the assigned patrol division did not vary significantly in the IO data set.

Satisfaction with Being a Patrol Officer: Officers were asked, "How would you feel about being assigned to a patrol or line function for the duration of your employment?" Results are shown in Tables D-21 and D-22.

Table D-21

COMPARISON OF OFFICER SATISFACTION IF ASSIGNED TO PATROL FOR THE DURATION OF SERVICE^a BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) |
|----------------------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 4.22 | 3.75 | 4.35 | 4.30 |
| s. d. | 2.34 | 2.26 | 2.01 | 2.24 |
| N | 18 | 32 | 31 | 451 |
| F = .62 $\rho > .25$ | | | | |

^aResponses to the question, "How would you feel about being assigned to a patrol or line function for the duration of your employment?" were coded as follows: 1 = I would like it very much, 2 = I would like it moderately, 3 = I would like it slightly, 4 = I would not care, 5 = I would dislike it slightly, 6 = I would dislike it moderately, 7 = I would dislike it very much.

Table D-22

COMPARISON OF OFFICER SATISFACTION IF ASSIGNED TO PATROL FOR THE DURATION OF SERVICE^a BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|----------------------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 4.05 | 3.84 | 3.88 | 4.32 |
| s.d. | 2.39 | 2.24 | 2.27 | 2.22 |
| N | 19 | 31 | 24 | 458 |
| F = .78 $\rho > .25$ | | | | |

^aResponses to the question, "How would you feel about being assigned to a patrol or line function for the duration of your employment?" were coded as follows: 1 = I would like it very much, 2 = I would like it moderately, 3 = I would like it slightly, 4 = I would not care, 5 = I would dislike it slightly, 6 = I would dislike it moderately, 7 = I would dislike it very much.

Respondents in general seemed not to care if they were to remain patrol officers. Nevertheless, no significant differences were revealed among the four groups in either the CC data or the IO data.

General Job Satisfaction: Officers were asked a series of questions pertaining to job satisfaction. The exact content and intercorrelations of these items are presented in Chapter IV. Tables D-23 and D-24 present comparisons among the officer groups.

Table D-23

COMPARISON OF OFFICER JOB SATISFACTION^a BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) |
|-----------------------------|---|------------------------------------|-------------------------------|-------------------------------------|
| \bar{X} | 9.00 | 9.83 | 9.37 | 10.63 |
| s.d. | 2.47 | 3.43 | 3.19 | 4.05 |
| N | 18 | 32 | 31 | 454 |
| F = 2.47 .05 < p < .10 | | | | |

^aLevels of job satisfaction were coded as follows: 6 = very satisfied, 12 = moderately satisfied, 18 = slightly satisfied, 24 = slightly dissatisfied, 30 = moderately dissatisfied, 36 = very dissatisfied.

Table D-24

COMPARISON OF OFFICER JOB SATISFACTION^a BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|-----------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 14.00 | 14.16 | 14.33 | 14.52 |
| s. d. | 2.16 | 2.57 | 2.78 | 2.72 |
| N | 19 | 31 | 24 | 461 |

F = .40 $\rho > .25$

^aLevels of job satisfaction were coded as follows: 6 = very satisfied, 12 = moderately satisfied, 18 = slightly satisfied, 24 = slightly dissatisfied, 30 = moderately dissatisfied, 36 = very dissatisfied.

Job satisfaction scored did not vary significantly across groups within either the CC data or the IO data.

Evaluation by Peers: Patrol officers were asked to evaluate the performance of the officers who worked on their watch and sector. The exact nature of the evaluation items and the extent of their interrelatedness is presented in Chapter IV. Tables D-25 and D-26 represent comparisons among the officer groups.

Table D-25

COMPARISON OF OFFICER PEER EVALUATION SCORES^a BY PANEL SUBJECTS EXCLUDED FROM THE CC EXPERIMENTAL GROUP, CC EXPERIMENTAL SUBJECTS, CC CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from CC Experimental Group (NE) | CC Experimental Subjects (E) | CC Control Subjects (C) | All Other Patrol Officers (P) |
|-----------|---|------------------------------|-------------------------|-------------------------------|
| \bar{X} | 13.04 | 12.40 | 12.27 | 12.64 |
| s. d. | 1.12 | 1.58 | 1.22 | 1.19 |
| N | 19 | 32 | 31 | 405 |

F = 1.98 $.10 < \rho < .25$

^aPeer evaluation scores were coded as follows: 3 = very poor job, 6 = poor job, 9 = fair job, 12 = good job, 15 = very good job, 18 = exceptional job.

Table D-26

COMPARISON OF OFFICER PEER EVALUATION SCORES^a BY PANEL SUBJECTS EXCLUDED FROM THE IO EXPERIMENTAL GROUP, IO EXPERIMENTAL SUBJECTS, IO CONTROL SUBJECTS, AND ALL OTHER PATROL OFFICERS

| | Panel Subjects Excluded from IO Experimental Group (NE) | IO Experimental Subjects (E) | IO Control Subjects (C) | All Other Patrol Officers (P) |
|----------------------------------|---|------------------------------------|-------------------------------|-------------------------------------|
| \bar{X} | 13.10 | 12.35 | 12.43 | 12.62 |
| s. d. | 1.29 | 1.49 | 1.06 | 1.20 |
| F | 20 | 31 | 28 | 408 |
| F = 1.76 .10 < ρ < .25 | | | | |

^aPeer evaluation ratings were coded as follows: 3 = very poor job; 6 = poor job; 9 = fair job, 12 = good job; 15 = very good job; 18 = exceptional job.

No significant differences among the officer groups were found. All officers were rated, on the average, as doing somewhat better than a "good" job.

Summary

An examination of all the above comparisons shows that experimental subjects and control subjects selected on the basis of citizen complaints and "interfering with an officer" charges did not differ significantly on any variable examined. Moreover, the officers selected as experimental subjects did not differ significantly from officers who appeared before the Peer Review Panel, but who were not included in the experimental groups. Finally, panel subjects and control subjects had demographic and attitudinal characteristics similar to other patrol officers, except that panel and control subjects were somewhat younger than other patrol officers and had also served less time in the police department.

APPENDIX E: Skewness of Untransformed and Transformed Variables

Because the individual distributions of variables were highly positively skewed in some cases, transformations were effected in an attempt to correct the distributions more toward normality (Bartlett, 1974: 39-52). Tables E-1 and E-2 present the significance of skewness for the transformed and untransformed variables and the transformation used.¹

Table E-1 shows that, among the distributions concerning the citizen complaint data set, only four of the untransformed variables (HP₁, HP₂, PE₁, and OCC) were not significantly positively skewed. After transformation, only two variables (HD₁ and JS₂) remained significantly skewed.

Table E-2 demonstrates that only three distributions (HP₁, HP₂, and PE₁) were not significantly skewed in the "interfering with an officer" arrests data set. After transformation, only two variables (JS₂ and PE₂) remained significantly skewed.

SUMMARY

Several variables were highly skewed and, therefore, were transformed from being analyzed. Transformation eliminated the significant skewness from most distributions.

¹For a discussion of the computation of skewness and significance tables for skewness, see Snedecor and Cochran, 1967: 86-87.

Table E-1

SKEWNESS OF TRANSFORMED AND UNTRANSFORMED DISTRIBUTION OF
DATA OBTAINED ON THE BASIS OF THE NUMBER OF CITIZEN COMPLAINTS

| Variable* | Untransformed | | Transformed | | Transformation |
|-----------------|---------------|--------------------|-------------|--------------|----------------------------------|
| | Skewness | Significance | Skewness | Significance | |
| HD ₁ | 1.009 | $\rho < .01$ | .609 | $\rho > .05$ | $\text{Log}_e (\text{HD}_1 + 1)$ |
| HD ₂ | .903 | $.01 < \rho < .05$ | .488 | $\rho > .05$ | $\text{Log}_e (\text{HD}_2 + 1)$ |
| HP ₁ | .153 | $\rho > .05$ | ** | ** | ** |
| HP ₂ | .282 | $\rho > .05$ | ** | ** | ** |
| JS ₁ | .990 | $.01 < \rho < .05$ | -.488 | $\rho > .05$ | $\text{Log}_e (\text{JS}_1)$ |
| JS ₂ | 2.062 | $\rho < .01$ | 1.646 | $\rho < .01$ | $\text{Log}_e (\text{JS}_2)$ |
| PE ₁ | -.170 | $\rho > .05$ | ** | ** | ** |
| PE ₂ | 3.115 | $\rho < .01$ | 1.647 | $\rho < .01$ | $\text{Log}_e (\text{PE}_2)$ |
| HI ₁ | .817 | $.01 < \rho < .05$ | .369 | $\rho > .05$ | $\text{Log}_e (\text{HI}_1 + 2)$ |
| HI ₂ | .767 | $.01 < \rho < .05$ | .306 | $\rho > .05$ | $\text{Log}_e (\text{HI}_2 + 2)$ |

* HD₁ = Happiness in division in the pre-panel period.

HD₂ = Happiness in division in the post-panel period.

HP₁ = Happiness in patrol in the pre-panel period.

HP₂ = Happiness in patrol in the post-panel period.

JS₁ = Job satisfaction in the pre-panel period.

JS₂ = Job satisfaction in the post-panel period.

PE₁ = Peer evaluation scores in the pre-panel period.

PE₂ = Peer evaluation scores in the post-panel period.

HI₁ = Interfering with officer arrests in pre-panel period.

HI₂ = Interfering with officer arrests in post-panel period.

** Because skewness for the transformed data was not statistically significant, no transformations were performed on these distributions.

Table E-2

SKEWNESS OF TRANSFORMED AND UNTRANSFORMED DISTRIBUTION OF DATA
OBTAINED ON THE BASIS OF THE NUMBER OF INTERFERING WITH AN OFFICER ARRESTS

| Variable* | Untransformed | | Transformed | | Transformation |
|------------------|---------------|--------------------|-------------|--------------------|-----------------------------------|
| | Skewness | Significance | Skewness | Significance | |
| HD ₁ | 1.836 | $\rho < .01$ | 1.265 | $\rho < .01$ | $\text{Log}_e (\text{HD}_1 + 1)$ |
| HD ₂ | .733 | $.01 < \rho < .05$ | .444 | $\rho > .05$ | $\text{Log}_e (\text{HD}_2 + 1)$ |
| HP ₁ | .196 | $\rho > .05$ | ** | ** | ** |
| HP ₂ | -.106 | $\rho > .05$ | ** | ** | ** |
| JS ₁ | .973 | $\rho < .01$ | .331 | $\rho > .05$ | $\text{Log}_e (\text{JS}_1)$ |
| JS ₂ | 1.935 | $\rho < .01$ | .688 | $.01 < \rho < .05$ | $\text{Log}_e (\text{JS}_2)$ |
| PE ₁ | .223 | $\rho > .05$ | ** | ** | ** |
| PE ₂ | 1.412 | $\rho < .01$ | .431 | $\rho > .05$ | $\text{Log}_e (\text{PE}_2)$ |
| OCC ₁ | .451 | $\rho > .05$ | ** | ** | OCC ₁ + 2 |
| OCC ₂ | .825 | $.01 < \rho < .05$ | .231 | $\rho > .05$ | $\text{Log}_e (\text{OCC}_2 + 2)$ |

* HD₁ = Happiness in division in the pre-panel period.

HD₂ = Happiness in division in the post-panel period.

HP₁ = Happiness in patrol in the pre-panel period.

HP₂ = Happiness in patrol in the post-panel period.

JS₁ = Job satisfaction in the pre-panel period.

JS₂ = Job satisfaction in the post-panel period.

PE₁ = Peer evaluation scores in the pre-panel period.

PE₂ = Peer evaluation scores in the post-panel period.

OCC₁ = Citizen complaints in the pre-panel period.

OCC₂ = Citizen complaints in the post-panel period.

** Because skewness for the transformed data was not statistically significant, no transformations were performed on these distributions.

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