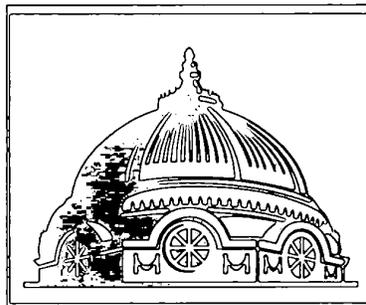


An Evaluation of
Community Oriented
Policing Programs
In Eight Missouri Law
Enforcement Agencies



Southeast
Missouri State University

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Submitted by
Criminal Justice Department
of
Southeast Missouri State University

An Evaluation of
Community Oriented Policing Programs
In Eight Missouri Law Enforcement Agencies

Submitted to the
Missouri Department of Public Safety

by

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Executive Summary

Over the past fifty years American law enforcement has been the focus of at least four major reform movements. These movements include:

- the desire to professionalize the police;
- the desire to limit police officer discretion through the creation of clearly defined agency policies and procedures;
- the decentralization of agency decision making through team policing;
- and most recently, reform through political decentralization resulting from the implementation of community oriented policing.

Community oriented policing has become the foremost approach to changing and improving the delivery of police services in the 1990's. The first step to be taken by any police administrator interested in implementing a community oriented policing program is to answer the question:

What does community oriented policing mean to me?

On the one hand, the concept is so broad it can be almost any program that the chief or department administrators want to label as community policing. A number of names have been applied to a variety of programs, including: community oriented policing, problem oriented policing, problem solving policing or neighborhood oriented policing. Administrators must define the concept before they attempt to operationalize it in their

agencies. For example, one police administrator noted that it is possible to engage in problem solving without community involvement. Police may determine that an intersection has a high number of auto accidents which can be reduced by changing the traffic control devices. Conversely, community policing can include almost any program which is expected to improve police community relations, even if it does not contain a problem solving component.

In the programs evaluated in this study, all appear to have three characteristics in common which contributed to the success of the program, which are:

1. Police officers listened to a variety of community residents, not just persons who were involved in a criminal event as a victim, witness or suspect;
2. police accepted the community's definitions of the problems facing the area, even though they differed from the problems of concern to the police department; and
3. successful programs had a problem solving component which provided a mechanism for police to act on citizen complaints.

Police learned what citizens perceived as problems and then took action to solve the problem using a variety of techniques, some of which were not typical police responses.

For purposes of this evaluation community oriented policing will follow the definition developed by Eck and Spelman:

Problem oriented policing is a department wide strategy aimed at solving persistent community problems. Police identify, analyze, and respond to the underlying circumstances that create incidents.

To be successful, any program, whatever name is given to it, must emphasize both problem solving and partnerships between the police and the community. Anything less is not likely to succeed as a measure to control crime and reduce disorder.

Becoming involved in community policing

The impetus to become involved in community policing often begins with a desire on the part of the police to improve relations between the police and the community, particularly the minority community. An equally compelling reason to become involved in community policing is desire on the part of the police to share the burden of crime control and order maintenance with the public. Administrators must be cautious to avoid viewing community policing as another police community relations program rather than as new approach to delivering police services. The major difference between community oriented policing and other earlier programs is the commitment by both police and the public to engage in a problem solving approach to problems of concern to both the police and the public. In order to be effective, community oriented policing must include shared decision making and a problem solving component.

After completing evaluations of the eight community oriented policing sites in Missouri funded by the Department of Public Safety, the authors are convinced that community oriented policing provides a viable approach to providing police services

in most communities. Although each program was unique, some common themes emerged. The remainder of the executive summary will be devoted to recommendations on how to develop community policing and which pitfalls can be avoided.

Executive support for the program

As alluded to earlier, a community oriented policing program cannot succeed without the unqualified support of the agency chief. The chief must become the "champion" of the program, constantly encouraging agency personnel to become involved and make the program succeed. Without command level support, the program is likely to be seen as another in a long line of fads which were expected to "revolutionize" policing.

Involvement of agency personnel

One of the implicit assumptions upon which community oriented policing is based is the expectation of expanded decision making by patrol officers and sergeants. Patrol officers and sergeants will be expected to work with the public to identify and solve problems. They will be expected to exercise greater judgement and initiative in their jobs. Concomitantly, sergeants will undergo a change in roles, from control agents responsible for maintaining compliance with agency policy to facilitator. These changes require a substantial shift in supervisory practices and training. This transition is not necessarily easy, particularly in organizations with strong traditions of quasi-military supervision.

Another issue which must be dealt with is the impact that community policing will have on mid-managers. Expanding the decision making responsibility of patrol officers and sergeants will be a move toward "flattening the organization;" that is, it can reduce the responsibilities and authority of mid-managers. A change of this type may be threatening to administrators who occupy mid-level management positions. They could, in turn, respond by passively or overtly reacting negatively to a new program. The role of the mid-managers as a facilitator must be made clear to lieutenants and captains before the program is begun.

Identifying the "Public"

The term "public," when used by police officers, usually means anyone other than police officers. Program directors must identify the constituency to whom the program is to be directed. In some communities the population is so homogeneous that there may, in fact, be a general "public." In most communities, however, there will usually be a number of "publics" which are competing with each other for police services. Police administrators must decide which group is most in need of a community policing program. For example, in Columbia the decision was made to focus program efforts on the downtown business district, and in Kansas City, housing projects in the Central Patrol District were targeted. Without defining a manageable area, program resources may be spread too thin.

Staffing

As with almost all police programs, community policing is a labor intensive activity. It is crucial to get the right people involved in the program. Theorists in community oriented policing argue that this form of policing should become standard operating procedure for most police departments. When asked if community oriented policing can become the standard approach to delivering police services, respondents in this study expressed doubt. They felt that at least initially community oriented policing required special skills and abilities in interacting with the public which some police officers do not possess and which take time to develop.

They also expressed concern based on the belief that the public has come to expect a police response to most calls for service. For the immediate future at least, administrators may need to deal with community policing as a special program within the department. For example, a decision may be made to target a specific problem for a community oriented policing program. While that program is underway it will be necessary to have other patrol officers continue to answer calls for service.

Patrol officers who are responding to calls for service may resent the perception of preferential treatment given to COPS officers. They may also feel that they are being required to carry more than their share of the work load. The St. Louis Police department dealt with this problem by creating what they called a "school beat." In this program officers assigned to

public schools were responsible for not only the school grounds, but also a two or three block area around the school. This approach reduced two problems: (1) officers found that many of the problems affecting school children originated in the area close to the school, and (2) beat officers felt that school assistance officers were "carrying their weight."

The theory upon which community oriented policing is based is that, as problems are solved or reduced to a more manageable level, then calls for service should decline. An abrupt change from the contemporary delivery of services may prove to be disruptive for most police departments. Community oriented policing should perhaps be implemented gradually in order to build on a pattern of smaller successes.

Can community oriented policing become standard operating procedure in American law enforcement?

Researchers in this evaluation found tremendous support for each community oriented policing program studied. Administrators, supervisory personnel and line personnel all indicated support for the concept. One respondent stated repeatedly during an interview that the command staff of his department "could not let community policing fail." When asked why he felt such a sense of urgency about the program, he responded "it's all we have left." His answer indicated a belief that other approaches to policing had not had as significant an impact on problems of crime and disorder as was hoped. While community oriented policing (COPS) may not provide a panacea for

crime in the United States, it appears to be a viable option for hard-pressed police administrators seeking a means to protect the public.

Respondents did express reservations about the possibility that community oriented policing can become the standard approach to the delivery of police services. Reservations were all based on the belief that calls for service will continue to require a police response. In fact, one of the consequences of seeking greater input from the public about perceived problems is that the number of calls in the target area may well increase, as they did in Columbia. The expectation is that patrol officers will continue to answer the radio while some officers will assigned to a community oriented policing. This approach is inconsistent with the philosophy of community policing, but practitioners are somewhat skeptical about department wide implementation of such a program at this time. If the theory of community policing is correct, (that as problems are reduced calls for service will decline), then community policing can become the standard approach to providing police services to the public.

Training

The literature on policing is rich in examples of police officers developing a wide variety of solutions to the problems they face. Community oriented policing can build on that tradition of problem solving. A number of training programs on problem solving are currently available. Whatever program is selected, training will be built around the "SARA" model. For a

complete discussion of the SARA model readers should review the works of Eck, Trojanowicz, and Bucqueroux. Officers should be given the time and resources to establish ties with the community which will lead to efforts to reduce problems of crime and disorder in the community.

Are there techniques which are best suited for particular types of departments?

A question addressed by the researchers was whether or not particular programs would be more effective with particular types of cities. The problems which were identified and the programs implemented in response were so different from one another that there does not seem to be a straightforward answer to this question. Rather, the hallmark of community oriented policing appears to be flexibility. The actual mechanics of the program will depend upon the identification of the problems in that community. Every program is thus likely to be at least somewhat unique.

This document contains the descriptions of the work and the results of the work of hundreds of men and women who have been involved in the development and implementation of community oriented policing in eight programs funded by the Missouri Department of Public Safety. Readers are encouraged to consider the wide array of creative programs developed for the community oriented policing program. Columbia, Grandview, the Jackson County Prosecutors Office, Joplin, Kansas City, Kirkwood, St. Louis and Springfield have all demonstrated that community

oriented policing is a viable approach to providing police services.

The authors encourage the agencies involved in this evaluation to continue their efforts to make community oriented policing a success. We also wish to offer the research begun in this study as a basis for future study of the concept.

Problem Identification

The Missouri Department of Public Safety began awarding contracts for Community Oriented Policing Programs in 1991 under the Anti-Drug Abuse Act of 1986. As a result, there was a need to determine whether these Community Oriented Policing Programs were effective. The assessment proposed by the Department of Criminal Justice of Southeast Missouri State University was intended to provide state and local criminal justice agencies with information about how their programs are working, how they might be modified, and how overall performance might be improved.

Background

Crime continues to have a serious impact on the quality of life throughout the United States. As a result, law enforcement administrators and academicians have been searching for a model for delivering police services which will address crime in a meaningful manner. The perceived lack of success of traditional police strategies have caused some police and community leaders to turn to models which rely on close communication and partnership between the police and the community. This model has been given various designations, including community oriented policing or problem oriented policing. Community oriented or problem oriented policing seems to offer a framework within which police and community can harness their resources to work collectively toward making the community a safer place to live.

Historically, crime control has been viewed from two diverse perspectives, "crime attack" strategies and "root causes"

strategies. Proponents of the crime attack strategies view crime as the result of characteristics unique to a group of people who choose to commit crime. Since crime is viewed as individual in origin, the appropriate government response is to identify, apprehend, convict and punish violators. Once offenders have been removed from society, crime should decline. Crime attack strategies for controlling crime include career criminal apprehension programs, major case squads, drug task forces, and aggressive patrol programs.

The steady increase in reported crime experienced over the past twenty-five years has caused police practitioners, academics and the public to question the effectiveness of traditional crime attack policing strategies. Such strategies alone, when not supported by the community, cannot be successful in curbing crime and disorder in the United States. Additionally, it has been argued, crime attack strategies do not attack the root causes of crime.

George Kelling and James Q. Wilson, in their well-known article "Broken Windows", suggested that community deterioration, as exemplified by broken windows, indicates a lack of community concern, and is a signal that the neighborhood is in decline. Broken windows signal drug dealers, prostitutes and other individuals that the neighborhood is open to crime and disorder. Wilson and Kelling (1982) argue that police should concern themselves with maintaining order and a sense of community on the part of local residents. Police should serve as community

organizers to direct local efforts to repair the "broken windows", and thereby maintain the community and address the causes of crime.

The broken windows concept of community maintenance, coupled with a more service-oriented role for police in the community, is not a new idea. The team policing movement in the 1970's was based in part on the need for a stable police presence in the community. Police were to focus on solving neighborhood problems as well as on arresting criminals.

The belief that police must work with the community to achieve mutually satisfactory solutions of problems of crime and disorder has evolved into the concept of problem or community oriented policing. Herman Goldstein developed the concept in his book, Problem Oriented Policing. Goldstein described the need for a new approach to policing in this way:

Our society requires that the police deal with an incredibly broad range of troublesome situations. Handling these situations within the limitations that we place on policing should extend to and focus on the end product of policing--on the effectiveness and fairness of the police in dealing with the substantive problems that the public looks to the police to handle. Serious in-depth exploration of these substantive problems opens many new doors for constructive change in policing. It often leads to new ideas for improving effectiveness; to ways to engaging both the police and the community more productively; and to dealing with conditions that have undermined efforts to improve the police in the past. Most important, it leads to a whole new perspective of policing (Goldstein, 1990, pp. 1-2).

Community policing has a number of definitions, often depending on the user's perspective (Manning 1984). For purposes

of this evaluation, the definition of Community Policing offered by Eck will be used:

Problem oriented policing is a department wide strategy aimed at solving persistent community problems. Police identify, analyze, and respond to the underlying circumstances that create incidents.

This definition emphasizes the need for community oriented policing to focus on problem solving in a community. Its approach to delivering police service goes well beyond traditional community or public relations programs. Police are expected to become catalysts for community change by directing community resources toward solving underlying problems.

Characteristics of Community Oriented Policing

Community or problem oriented policing seeks to overcome the limitations on traditional policing as it has been practiced in the past. To be successful, problem solving policing requires substantial structural changes in police departments. More importantly, however, police officers need to adopt a new attitude toward how policing is done. As such, problem oriented policing has a number of unique characteristics.

First, problem oriented policing is proactive rather than reactive. Police are expected to move away from a stance of waiting for problems to arise and then responding, to a proactive concern for preventing problems before they become serious. Problem oriented policing relies on new concepts, which include developing more sources of information, identifying a variety of

solutions to problems, and a concern for more accurate measures of police effectiveness.

Problem oriented policing is not limited to information about crime obtained from traditional sources of information such as victims, witnesses and suspects. It relies instead on developing **any** information which may be useful in defining and ultimately solving a community problem. Furthermore, problem oriented policing does not rely totally on the criminal justice process to resolve a problem. In using this model, officers are encouraged to consider and use whatever legitimate means are necessary to reach resolution of a problem.

Finally, problem oriented policing does not rely totally on aggregate statistics to measure results of programs employed by the police. Typically, police success is measured by figures reported to the Uniform Crime Reports. Uniform crime report figures are not an accurate reflection of the problems of crime and social disorder in a community. Problem oriented policing seeks to develop measures which more precisely assess the effect of a solution developed by both police and community representatives.

Problem oriented policing emphasizes the need for cooperation between the police, the public and other agencies and organizations. It seeks to encourage the police to use a wide array of solutions to problems of crime and disorder, and provides a means for individual officers to use their knowledge and experience to solve problems. It also provides a framework

within which all appropriate persons and agencies can play a role in solving problems.

Effectiveness of Problem Oriented Policing

Team policing, which had many of the components of problem solving and community oriented policing in its design, was begun in the 1970's. Evaluations generally demonstrated positive results. Programs seemed to be popular with citizens and resulted in improvements in neighborhood conditions and some reductions in crime (Sherman, Milton and Kelly 1973; Koenig, Blaha, & Petrick, 1979). Studies also indicated, however, the difficulties in initiating and maintaining these programs (Sherman, Milton and Kelly, 1973). Why team policing was abandoned remains unclear. Declining resources, lack of support from mid-level managers, and the police culture, have all been offered as explanations for the decline of team policing.

The concept of team policing has been revived and expanded in the problem oriented policing model. Since problem oriented policing is in its infancy, there is little empirical research which has evaluated its effectiveness. Moore (1992) notes that anecdotal evidence from the cities of Newport News, Virginia, Santa Anna, California, Baltimore, Maryland, and New York, New York, indicate a general feeling of satisfaction with this approach to policing. This satisfaction is expressed by both police officers and citizens who have participated in the programs.

The most extensive test of problem oriented policing is the ongoing assessment of the community policing program underway in Newport News, Virginia. Researchers have concluded that problem solving eliminated or reduced the problems identified, and that police officers are able to carry out problem solving activities on a widespread, continuing basis as part of their daily duties (Moore, 1992).

Research conducted to date indicates that the public, and to some extent police themselves, are interested in developing a new model of policing. Preliminary results suggest that community oriented policing appears to hold promise as an alternate method of crime control that will provide a more satisfactory utilization of police services. The proposed project therefore evaluated ongoing programs in order to determine their present level of effectiveness and directions for improvement.

Evaluation Study Methods

Programs in eight sites were evaluated. These cities included: (1) Columbia; (2) Grandview; (3) Jackson County; (4) Joplin; (5) Kansas City; (6) Kirkwood; (7) St. Louis and (8) Springfield. The evaluation was conducted in two stages. In the first stage, a detailed description of each program evaluated was developed. In the second stage, on-site visits of the agencies were undertaken, in order to gather further information. Surveys of citizens and interviews of police officers were conducted at this second stage to obtain perceptions of various aspects of the impact of problem oriented policing, as described below.

Stage 1: Detailed Program Descriptions

Since definitions of community oriented/problem oriented policing differ from location to location, the evaluation began with detailed descriptions of the eight programs under review. These descriptions enabled the researchers to make across site comparisons of the operations and structures of each program.

The researchers examined:

- program goals and objectives
- program mission statements
- the organizational structure of each program
- factors which facilitated or impeded the implementation of each program.
- characteristics which are perceived to contribute to program effectiveness.

The researchers gathered additional records at this stage, prior to visiting each site. For example, since one of the major goals of problem oriented policing is to reduce and prevent crime, information on crime statistics were obtained from the Uniform Crime Reports. The 1991 and 1992 statistics are summarized in Appendix A.

Stage 2: On-Site Visits and Surveys

On-site visits were conducted to gather further information about the programs. This entailed face to face interviews with police officers, conducted by the principal researchers and their graduate assistants. These visits with the agencies were followed by neighborhood surveys of citizens, personally

conducted by trained graduate assistants, to provide quantitative and qualitative information about public perceptions of public safety and quality of life both within and across sites. Sample surveys for citizens and interview questions for police officers are included in Appendices B and C.

Survey Instruments

Surveys of citizen attitudes toward a number of quality of life issues were conducted, as indicated in Appendix A. A number of these questions were used in a previous statewide survey of Missouri citizens. These items included measures of:

- citizen fear of crime
- citizen fear of crimes of "greatest concern"
- perceptions of community neighborhood livability
- citizen satisfaction with levels of police service
- feelings of citizen empowerment

Similarly, police officer attitudes toward problem oriented policing were evaluated in face to face interviews (see Appendix B), including the issues of:

- job satisfaction
- feelings of employee empowerment
- perceptions of officer safety
- perceptions of community support
- officer's perception of problem solving skills
- perceived advantages and disadvantages involved in implementing community oriented policing programs
- perceived impact of the program

These measures were designed to specifically meet certain objectives. Specifically, they addressed the questions which the Missouri Department of Public Safety listed in its request for proposals.

Columbia Foot Patrol Program

Columbia Police Department

Program Background

The impetus for the Columbia, MO program came largely from the business community members in downtown Columbia. Their concerns were that the success of the Columbia Mall, the largest shopping mall in central Missouri, as well as the construction of a number of "strip malls," had had a serious impact on the downtown area. Business owners believed that the problems of the area were aggravated by the presence of transients who panhandle or otherwise bother potential customers. They also felt that limited parking made shopping in the downtown area less attractive to customers.

Columbia is a city with approximately 69,000 residents. A major university (University of Missouri) is located there, along with some smaller colleges. It is important to note that Columbia has been described as a "magnet" to a variety of homeless and transient people. Columbia offers more than one hundred different types of social service agencies, many at no cost to the user. In addition, four state correctional facilities are within approximately a 35 mile radius of Columbia. A number of recently released inmates come to Columbia's bus station or take rooms in local hotels. Finally, Columbia has a city ordinance that allows five cents to be paid to anyone turning in an aluminum can. This practice has led to transients and street people competing aggressively to recover cans for the refund.

Business owners contacted the Columbia city administrator about the perceived need for an increased police presence in the downtown area. The business community's interest dovetailed well with a commitment of the Columbia Police to implement community policing in the city. As a result, the police department submitted a grant proposal to the Department of Public Safety to fund an officer to deal with problems in the downtown area.

Program Goals

The department set three major goals for the program:

1. To establish rapport with the business owners and citizens who frequent the business district by assigning a police officer to the Columbia business district.
2. To reduce the level of fear of crime by establishing the needs of those working and frequenting this area.
3. To meet the needs of those who work or shop in the business district, and provide the training needed to reduce opportunities to commit crimes in that area.

To implement these goals, the following objectives were set for the program:

1. Insure personal contact with each merchant in the downtown business district by November, 1992.
2. Attend all Downtown Merchants Association meetings.
3. Attend all Downtown Parking Task Force meetings.
4. Facilitate access to governmental services, by developing and distributing a pamphlet.

5. Facilitate access to social services by developing and distributing a pamphlet.
6. Conduct security surveys when requested by business owners.
7. Attend business-employee watch meetings.
8. Reduce the number of calls for service in the target area by 10% by September 30, 1993.

Program Description and Implementation

The implementation of the Community control program began with the assignment of patrol officers to an area which encompassed most of the downtown Columbia business district. Officers were expected to walk the area to increase opportunities for interaction between police officers and merchants and citizens. They were also provided with bicycles in order to respond more quickly to higher priority calls. Initially, calls for service which required an immediate emergency response in the target area were handled by motorized patrol units.

The officers were encouraged to make contact with business persons in a number of ways, including door-to-door contacts, face-to-face contacts with owners and clerks, and through columns in a downtown newsletter. Although assignment to the Foot Patrol Program was initially seen as a specialty assignment in which the officer did not handle calls for service, it was felt after a few months officers should "carry their load." That is, some officers, particularly those in radio cars, felt that they were handling calls which should be taken by the officer in the downtown area. Since those early months, the downtown officer has begun to handle

calls in that area, including auto accidents, shoplifting, disturbances and any other call which originates in that area. This practice has provided additional credibility to the program from the perspective of the officers not assigned to the program.

After the assignment to the program, officers asked citizens what they considered to be the problems in the central business district. The problems basically revolved around fear resulting from encounters with undesireables, and parking. Owners particularly wanted the problems eliminated; that is, they wanted the officers to provide solutions which worked without inconveniencing the business. Officers assigned to the program explained that they were limited to "what the law allows". For example, it is not against the law to be homeless, nor is it against the law to ask for a quarter. It is against the law to trespass or to touch another person without their permission. Officers explained to the business community that they would enforce the law and that they would discuss these issues with the street people.

The officers then made it known to the street people that illegal behavior would not be tolerated and civility was expected. Officer Pestle developed a list of city and social services which he gave to street people in order to reduce the potential for them to create a problem. A copy of that check list appears in Figure (1).

Parking complaints presented a different problem and one which illustrated some of the limits of community policing. When

examining the problem, officers found that most of the parking spaces were being taken by people who worked downtown. In fact, it was common for owners and clerks to park in front of someone else's business, but then complain if another business owner did the same thing in front of their establishment. The officer faced with this problem assisted in the implementation of an aggressive practice of issuing tickets to illegally parked vehicles. The officer found, however, that many of the violators felt that a few \$2.00 tickets were less expensive than paying for parking approximately three blocks away. Thus, the officer advised the business owners that they were the main cause of that problem. Until they agreed to keep the parking open, the problem would not be solved.

Alley parking, the practice of vendors blocking the alleys for long periods, was another matter. In this instance, the drivers were parking in one place while they made a number of deliveries, or even ate a meal. This practice irritated both business owners who could not take deliveries from their vendors, and drivers who could not make deliveries. In this case, drivers were warned and then issued tickets when they failed to comply. Once a few citations had been issued, most drivers discontinued the practice and made their deliveries in a timely manner.

Early observations have indicated that the program is popular with the business community. Business owners raised the money to purchase a bicycle which the downtown officer now rides throughout the area. Since the program was begun last year, calls for service in the downtown business area have increased by 182%. Persons in

the area are calling "their cop" to report a variety of activities.

Evaluation

Factors Impeding the Implementation of the Program

Chief Earnest Barbee, Captain Michael Covington, and Officer Jack Pestle perceived funding to be the major obstacle to the implementation of the Columbia Foot Patrol Program. That particular problem was initially overcome by the funding provided by the Missouri Department of Public Safety.

Factors Facilitating Implementation of the Program

All respondents who were interviewed indicated that the program was implemented without a great deal of difficulty. A major reason was that the program involved one permanently assigned officer, in a specific area, who had a fairly well defined goal, which was to assist the business community in solving the problems which discouraged customers from shopping in that area. The implementation of the program was also facilitated because management of the police department has traditionally placed considerable emphasis on a "service orientation" for the police, rather than on a consistently aggressive approach to law enforcement.

The program was also seen by officers as another opportunity for career development within the police department. Columbia has had a professional development program in place for its officers for a number of years in which officers can seek advancement in two ways. One option is to follow a traditional path through supervisory and management positions. The other career path is a

"career ladder," in which an officer can move through four levels as a patrol officer, reaching the top level after 15 years on the job. Working in the foot patrol program was designated as a specialty assignment which would result in acquiring points toward promotion to the next career level. This incentive, coupled with the fact that only officers with at least three years on the job were eligible to apply for the position, encouraged officers to participate in the program.

Survey Results

As the primary emphasis in the Columbia program was on the downtown area and businesses, the business owners in the targeted area were surveyed. The surveys were distributed with the business newsletter periodically sent to all downtown merchants, and were then collected by the officer in charge of the COPS program. Of the 200 distributed, 131 were returned, for a return rate of 65.5%.

The respondents were 54.6% male and 41.3% female, and most were white (90.9% with, 2.5% black, and 4.1% Oriental). The majority were married (56.5%), and most typically had a high school degree (42.6%). About 15% had some education beyond high school. Only 6.5% had lived in Columbia for less than one year, and over one-half had lived there more than ten years. Almost all of the respondents indicated that they knew a few or most of their neighbors. Slightly over half indicated that they had been the victim of a crime in the last year. In terms of political orientation, 19.3% described themselves as liberal, 54.4% as moderate, and 26.3% as conservative.

In general, almost all of the respondents thought that crime was a moderate or serious problem in the United States. A much smaller percentage (9.4%) thought that crime was a serious problem in the community, with the majority believing it was a slight or moderate problem. Most thought that crime would greatly increase (24.8%) or increase (62.8%), but again the problem was not perceived to be as serious in the community as compared to the United States. All of the respondents indicated that in general they felt safe in the community during the day, and only 10.4% indicated that they felt unsafe at night. However, when asked about specific places, they felt less safe. For example, 34.7% indicated that they felt unsafe in their home at night, and much higher percentages indicated that there were places that they would be afraid to walk alone at night.

When asked how the police officers did their job, only 4% indicated that they performed poorly. About 20% were undecided, while over 75% indicated that they performed well or very well. For the most part, the respondents did not indicate that they had taken crime prevention steps, except for installing special locks (63.9%). Interestingly, nearly 2/3 had talked to a police officer, a percentage perhaps due to the COPS program. Of those aware of the COPS program (42.5%), over 2/3 believed the community had been greatly improved or improved, and only 4% believed that matters had become worse.

In general, these results are very similar to overall survey results in Missouri. They indicate that generally the police are

perceived positively. Of those aware of the program, the level of satisfaction was quite high.

Figure 1

Columbia Police Department	
CITY SERVICES	
Emergency/Police-Fire-Ambulance	911
Health	
Clinic/Social Services	874-7355
Animal Control	449-1888
Environmental	874-7345
WIC	874-7351
Parks and Recreation	
General Information	874-7460
Hotline	874-7663
Public Works	
Solid Waste	874-7280
Sewer Emergency . . (D) 874-7287 . . (W)	445-9426
Recycling	874-7280
Protective Inspection	874-7474
Water and Light	
Energy/Water Conservation	874-7325
Locates, Outages, Emergency	875-2555
Billing	874-7380
Police	
General Information	874-7652
Investigations	874-7423
Administration	874-7404
Crime Prevention	874-7405
Fire	
Administration	874-7391
Code Enforcement, Fire Investigation	874-7423
City Court	
Prosecutor	874-7229
Traffic Violations	874-7230

Columbia Police Department	
SOCIAL SERVICE	
Shelters	
Koinonia House	442-1961
New Life Evangelistic Center	875-0603
St. Francis House	875-4913
Salvation Army	442-3229
Voluntary Action Center	874-2273
Food	
Central Missouri Foodbank	874-4117
Koinonia House	442-1961
Loves and Fishes Soup Kitchen	445-4348
Missouri Division of Family Services	882-9180
Salvation Army	442-3229
Clinics	
City of Columbia/Boone County Health Department	874-7345
Columbia Medigroup	442-7817
Mid-Missouri Mental Health Center	449-2511
UMC Counseling Services	882-6601
UMC Hospital and Clinics	882-4141
Clothing	
Salvation Army Red Shield Store	449-5202
Wardrobe, Inc	445-5356

COLUMBIA				
	Not a problem at all	A slight problem	A moderate problem	A serious problem
	%	%	%	%
To what extent do you think that crime is a problem in the United States?	0	.8	22.5	76.6
To what extent do you think that crime is a problem in the community where you live?	3.1	41.7	45.7	9.4

COLUMBIA					
	Greatly increase	Increase	Stay the same	Decrease	Greatly decrease
	%	%	%	%	%
In the future, do you think crime will	24.8	62.8	10.9	.8	.8
In the future, do you think crime in your community will	4.7	58.9	33.3	3.1	0

COLUMBIA				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	47.7	52.3	0	0
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	29.6	59.2	10.4	.8

COLUMBIA				
DURING THE DAY				
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	29.5	65.9	4.7	0
DURING THE NIGHT				
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	8.3	54.5	34.7	2.5

COLUMBIA		
	Yes	No
	%	%
Is there anywhere around your home--that is, within a mile--where you would be afraid to walk alone at night because of crime?	86.9	13.1
Would you be afraid for other family members to walk alone at night because of crime?	93.8	6.3
Are there neighborhood places where you used to go at night, but are now afraid to go because of the threat of crime?	51.6	48.4

COLUMBIA					
	Very well	Well	Undecided	Poorly	Very poorly
	%	%	%	%	%
In general, how well do you think the police do their job?	22.2	53.2	20.6	4.0	0
In general, how well do you think the police did their job in this case (these cases)?	26.6	28.1	28.1	12.5	4.7

COLUMBIA		
Which of the following actions have you taken to protect yourself or your property?		
	Yes	No
	%	%
Installed special locks	63.9	36.1
Installed a burglar alarm	31.4	68.6
Joined a neighborhood watch program	21.0	79.0
Marked valuable items	32.5	67.5
Installed bars on windows or doors	15.8	84.2
Purchased a gun	17.6	82.4
Acquired a dog	22.9	77.1
Talked to a police officer	65.8	34.2
Attended community meetings	28.6	71.4
Other	15.5	84.5

COLUMBIA				
	Greatly improved	Improved	Not changed	Become worse
	%	%	%	%
If you are aware of community oriented policing, do you believe that the community has:	10.4	56.3	29.2	4.2

COLUMBIA		
	Male	Female
	%	%
Sex:	58.7	41.3

COLUMBIA					
	Single	Married	Separated	Divorced	Widowed
	%	%	%	%	%
Marital Status:	29.8	56.5	1.6	11.3	.8

COLUMBIA						
	White	Black	Oriental	Hispanic	Native American	Other
	%	%	%	%	%	%
Race or ethnic background	90.9	2.5	4.1	1.7	.8	0

COLUMBIA				
	Less than one year	1-5 years	6-10 years	More than 10 years
	%	%	%	%
Length of residence in this community:	6.5	21.0	18.5	54.0

COLUMBIA			
	Liberal	Moderate	Conservative
	%	%	%
Politically, do you consider yourself to be:	19.3	54.4	26.3

COLUMBIA			
	I do not know any of them	I know a few of them	I know most of them
	%	%	%
To what extent do you know your neighbors?	.8	26.6	72.6

Grandview Police Department

Special Operations Division

Program Background

Grandview, a suburb of Kansas City with a population of approximately 25,000, is located in the southwest portion of Jackson County. Grandview is bordered on three sides by Kansas City, and by Cass County on the south. Due to its close proximity to Kansas City, Grandview has experienced higher rates of reported crime than other cities of comparable size. While other suburbs have increased in population, Grandview has remained stable. It is also a changing community, and some "white flight" has occurred. Because of these factors, the concern has developed that Grandview will be perceived as a deteriorating area.

Grandview's community oriented policing program began in 1991 as a supplementary program to the department's Special Operations Detail (SOD). The S.O.D. was created to respond to Part I crimes during peak times. The community oriented policing program was designed to supplement the S.O.D. officers through foot patrol in business districts, neighborhoods, apartment complexes, and by developing interest in community meetings. The program was to be built on a foundation of citizen and neighborhood groups already in place.

Foot patrol officers were paid overtime to walk beats four hours a day, six days a week. The major area of concern was Briarwood Apartments, a deteriorating apartment complex, and Greenfield Village, a townhome project. In both areas property

values have declined. Owners have thus been forced to rent their property, thereby creating a loss of community. In addition, the construction of residences in Greenfield Village with privacy fences, carports and garages, made it difficult for motorized patrol officers to observe the area. The areas targeted were thought to be appropriate for foot patrol officers engaged in community oriented policing.

Program Goals and Objectives

The program designers sought to use Narcotic Control Assistance Program (NCAP) funds to expand on a variety of services already provided. To achieve an overall goal of providing services to the community, the following objectives were set:

1. Continue the DARE program in Grandview schools.
2. Strengthen the neighborhood watch groups to enhance police-community interaction to solve problems.
3. Target specific crimes by assigning foot patrols in major apartment and townhome projects.
4. Conduct business and home inspections on request and recommend measures for increased security.
5. Train officers to present educational programs on a variety of topics to enhance citizen safety.
6. Continue monthly community meetings to give citizens an opportunity to communicate specific needs for their neighborhoods.
7. Encourage apartment managers to improve tenant screening.

8. Evaluate crime reports to establish patterns, and coordinate proactive measures for the prevention of specific crimes.

Program Description and Implementation

The following elements were components of the Grandview Police Department community based policing program:

(1) foot patrols; (2) the development of landlord association meetings; (3) the enhancement of neighborhood watch programs; (4) presentations at community meetings; (5) operation H.E.A.T.; (6) the citizens' academy; (7) a citywide police letter; (8) community events; and (9) enhancement of the D.A.R.E. program. **Foot Patrols**

Under the coordination of the project manager, officers were assigned to patrols in high incident/high crime areas and business districts. Each officer completed a daily report of their activities and contacts. Such assignments were funded through the grant provided by the Missouri Department of Public Safety.

Landlord Association

Through the direct efforts of the police department, a landlord association was established, a group with approximately 100 members. A department representative attended association meetings once a month. At this meeting the officer answered questions, provided crime prevention information, and informed them of criminal activities in the Grandview area. For a fee, landlords were able to obtain criminal history checks of prospective renters. This practice was designed to improve the quality of renters moving into the community.

Neighborhood Watch Groups

Neighborhood Watch groups had existed in Grandview for some time, but had lost momentum due to a lack of participation by the department, and the movement of key leaders out of the various neighborhoods. Within the COPS program, officers were able to stimulate interest in the neighborhoods, which resulted in an increase in the number of active neighborhood watch groups from two to ten. As part of this effort, officers were made available to conduct individualized home security inspections.

Community Meeting Presentations

A number of community social clubs and school organizations had been made aware of the focus on community policing and had requested police personnel to attend their meetings as guest lecturers. For example, the officers have attempted to educate the public, particularly the elderly, about such issues as bank fraud and other scams. This program was instrumental in strengthening the base of support for the program.

Operation H.E.A.T.

Auto thefts had increased substantially in the Kansas City metropolitan area over the previous four years. In Grandview, the auto theft rate doubled during this period. Operation H.E.A.T. was designed to help reduce the auto theft problem.

After completing an application, waiver of liability form, and vehicle registration card, owners are given a yellow H.E.A.T. sticker to be placed on their rear windshield. Officers who locate vehicles displaying the sticker being operated between the hours of

1:00 a.m. and 5:00 a.m. automatically conduct a check to determine if an authorized individual is operating the vehicle. Through H.E.A.T. and crime prevention presentations, the annual increases in the auto theft rate have slowed, and during the first four months of 1993 a decrease of 8.6 percent was reported.

Citizens Academy for Community Policing

Perhaps the most unique component of the Grandview program is the Citizens Academy for Community Policing. In the latter part of 1992, a group of officers developed the idea for this program. Its purpose was to familiarize civilians with police experience and procedures. Chief Beckers appointed a steering committee to develop a curriculum and establish standards for citizens interested in attending the academy.

The steering committee developed an eight week program, consisting of two and one half hour sessions, held on Tuesday evenings. The curriculum consisted of patrol procedures, accident investigation, driving under the influence arrests, building searches, crime scene investigations, SHOOT, DON'T SHOOT, D.A.R.E., gang activities and drug enforcement. Grandview police officers interested in teaching in the academy were encouraged to submit applications in which they outlined their interests and expertise. The instructors selected submitted lesson plans to the steering committee for approval.

After the academy was developed, it was announced in the local newspaper. To be eligible to attend the Academy, citizens must meet a number of requirements; for example, they must be twenty-one

years of age and either reside or have a business in Grandview. Twenty participants were selected from a large group of applicants. They were provided with manuals, handouts and supporting materials. Academy graduation was timed to coincide with a city council meeting to further emphasize the importance of this project. The Citizens Academy for Community Policing was perceived to be highly successful, so much so that two more academies were scheduled for later in 1993.

Newsletter

In the spring of 1992, a citywide newsletter was distributed at the Grandview City Hall. The newsletter proved to be an effective means to make community residents aware of department projects and activities. The newsletter also included information on crime rates and crime prevention tips. Since program designers were particularly interested in assisting the elderly, newsletters were taken to nursing homes and senior citizen residential housing in Grandview.

Community Events

Under this program, Grandview officers have placed special emphasis on having displays and personnel available for community festivals. The largest of these is Harry's Hay Days, a mid-May three day festival. The department staffed a 30 feet X 30 feet display tent at this festival and featured such items as D.A.R.E. vehicles, a new patrol vehicle, motorcycles, crime prevention displays and literature. The booth was manned by four officers who

spoke with citizens about the department and answered their questions.

Probably the best public relations portion of this event was having youngsters sit on a police motorcycle and have a Polaroid photo taken. Over 1,200 youths took advantage of this opportunity. There were even a number of grandmothers who participated and who wanted to send the photo to their grandchildren.

D.A.R.E.

The Grandview D.A.R.E. is based on the traditional model, with modifications designed to merge the program with the community-based policing program. The police department obtained funding from the Department of Public Safety and the Jackson County Anti-Drug Sales Tax to hire two officers and purchase a vehicle. A local bank was enlisted to establish an account to support the D.A.R.E. program. After six months, enough money was raised to purchase a sporty Dodge Daytona which is used by D.A.R.E. officers to drive to schools and at special events to attract attention, particularly of youngsters.

Evaluation

Factors Facilitating Program Implementation

The respondents interviewed indicated that the people involved at all levels made it work. Furthermore, a popular captain has been running the program, and some experienced officers bought into the concept.

Factors Impeding Program Implementation

The major factor involved the difficulties in changing, breaking old established traditions, and "taking a chance". Some officers were opposed to the concept and believed it would not work. At the present, however, respondents estimated that about 60% to 70% of the officers are involved in the program.

Recommendations

The respondents interviewed recommended obtaining community support and input in implementing such a program. They emphasized that the chief must be supportive and allow some latitude, and must not feel threatened. Committed officers are also important, although they did not believe that all officers needed to be involved, as some will not like it or have the right type of personality, and yet might still have an important area of expertise to contribute. They believed that community policing could work well in smaller cities, but were uncertain as to whether it could be successful in large inner city areas.

Survey Results

Grandview residents were interviewed or asked to fill out a questionnaire by trained graduate assistants, in order to determine citizen perceptions of crime and the police in their community. The graduate assistants targeted the areas of Briarwood Apartments, Greenfield Village, and a strip mall. One hundred and eleven citizens were surveyed, with a refusal rate of less than approximately 15%.

The respondents were 33.3% male and 65.8% female, and most were white (90.9% with, 2.5% black, and 4.1% Oriental). The majority were married (51.8%), and most typically had at least a high school degree (39.6%). About 55% had some education beyond high school. Only 10.8% had lived in Grandview for less than one year, and one-quarter had lived there more than ten years. Most of the respondents indicated that they knew a few or most of their neighbors (59.5 and 22.5%, respectively). Twenty-one percent indicated that they had been the victim of a crime in the last year. In terms of political orientation, 31.4% described themselves as liberal, 43.8% as moderate, and 24.6% as conservative.

The results indicated that most of the residents thought that crime in the United States was a serious problem, but that crime in their community was a slight to moderate problem, with only 10.8% believing that it was a serious problem in Grandview itself. Most thought that crime would increase in the United States (78.4%), but 42.2% thought it would increase in their community. Nearly 95% felt safe in the community during the day, with that percentage dropping to 50% at night. Again, 95% felt safe at home during the day, but that percentage dropped to 75% at night.

In general, most of the respondents had a positive view of the police. When asked how the police officers did their job, only 8.6% indicated that they performed poorly. An additional 8% were undecided, while over 82% indicated that they performed well or very well. For the most part, many respondents did indicate that

they had taken crime prevention steps. They had installed special locks (89.2%), and marked valuable items (75%). Over one-half had joined a neighborhood watch program and/or attended community meetings. Nearly 80% had talked to a police officer. Of those aware of the COPS program (82.9%), nearly 88% believed the community had been greatly improved or improved, and none believed that matters had become worse.

The results indicate somewhat less fear of crime than is typical, but residents appear to have taken more proactive crime prevention steps. The survey suggests that police visibility and the visibility of the program are very high. The department has apparently done a very good job of publicizing and selling the program to the public.

GRANDVIEW				
	Not a problem at all	A slight problem	A moderate problem	A serious problem
	%	%	%	%
To what extent do you think that crime is a problem in the United States?	.9	.9	9.0	89.2
To what extent do you think that crime is a problem in the community where you live?	6.3	36.0	46.8	10.8

GRANDVIEW					
	Greatly increase	Increase	Stay the same	Decrease	Greatly decrease
	%	%	%	%	%
In the future, do you think crime will	7.2	78.4	9.9	4.5	0
In the future, do you think crime in your community will	.9	42.2	45.0	11.9	0

GRANDVIEW				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	74.8	18.9	5.4	.9
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	19.8	32.4	39.6	8.1

GRANDVIEW				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	72.3	22.8	4.0	1.0
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	29.7	43.6	20.8	5.9

GRANDVIEW		
	Yes	No
	%	%
Is there anywhere around your home--that is, within a mile--where you would be afraid to walk alone at night because of crime?	63.1	36.9
Would you be afraid for other family members to walk alone at night because of crime?	71.7	28.3
Are there neighborhood places where you used to go at night, but are now afraid to go because of the threat of crime?	34.7	65.3

GRANDVIEW					
	Very well	Well	Undecided	Poorly	Very poorly
	%	%	%	%	%
In general, how well do you think the police do their job?	37.3	51.8	6.4	3.6	.9
In general, how well do you think the police did their job in this case (these cases)?	34.8	47.8	8.7	4.3	4.3

GRANDVIEW		
Which of the following actions have you taken to protect yourself or your property?		
	Yes	No
	%	%
Installed special locks	89.2	10.8
Installed a burglar alarm	37.8	62.2
Joined a neighborhood watch program	57.3	42.7
Marked valuable items	75.5	24.5
Installed bars on windows or doors	17.3	82.7
Purchased a gun	12.0	88.0
Acquired a dog	20.9	79.1
Talked to a police officer	79.3	20.7
Attended community meetings	51.4	48.6
Other	1.8	98.2

GRANDVIEW				
	Greatly improved	Improved	Not changed	Become worse
	%	%	%	%
If you are aware of community oriented policing, do you believe that the community has:	28.6	59.3	12.1	0

GRANDVIEW		
	Male	Female
	%	%
Sex:	33.3	65.8

GRANDVIEW					
	Single	Married	Separated	Divorced	Widowed
	%	%	%	%	%
Marital Status:	23.6	51.8	.9	12.7	10.9

GRANDVIEW						
	White	Black	Oriental	Hispanic	Native American	Other
	%	%	%	%	%	%
Race or ethnic background	66.4	32.7	.9	0	0	0

GRANDVIEW				
	Less than one year	1-5 years	6-10 years	More than 10 years
	%	%	%	%
Length of residence in this community:	10.8	43.2	21.6	24.3

GRANDVIEW			
	Liberal	Moderate	Conservative
	%	%	%
Politically, do you consider your- self to be:	31.4	43.8	24.8

GRANDVIEW			
	I do not know any of them	I know a few of them	I know most of them
	%	%	%
To what extent do you know your neighbors?	18.0	59.5	22.5

**Jackson County Prosecutor's Office
Drug Abatement Response Team**

Program Background

The Drug Abatement Response Team (DART), located in the Jackson County Prosecutor's Office, is a program aimed at reducing drug house activity in the Kansas City Police Department's Central Patrol Division. This area contains approximately 104,000 of the city's 426,000 residents. While the area has approximately one quarter of the city's population, a disproportionate number of violent crimes, including murder, rape and robbery, occur there. It is generally believed that the rate of violent crime is closely tied to the availability of drugs. Kansas City Police estimated at the time the DART Program was implemented that approximately 65% of estimated 305 drug houses operating in the city were in the Central Patrol Division.

The DART program is part of a federal Weed and Seed Program. The Weed and Seed Program consists of several programs combined under a community oriented policing program. DART is also tied to the Neighborhood Prosecutor Program, in which prosecutors handle all cases originating in a specific geographic area. Agencies involved in the DART Program included the Kansas City Fire inspector, an Assistant Prosecuting Attorney, a Housing Codes Inspector, an Investigator, a community liaison, and the Kansas City Police Department's Street Narcotics Unit.

The program has been in progress for two years, and has been funded by a Missouri Department of Public Safety grant and from the Anti-Drug Sales Tax. Two neighborhoods, the Longfellow and Ivanhoe

areas, were initially targeted. At the time of the evaluation, DART had been expanded to all of the Jackson County area.

Program Goals and Objectives

The purpose of the DART Program was to reduce the number of drug houses in the area by finding legal means to close the houses, either by having the houses restored to building code standards, or by having the buildings razed if they could not be restored. The primary goal was thus to use the expertise and legal authority of different government agencies to shut down drug houses. Drug houses were identified using a number of sources from the community, as well as from community agencies. The primary focus has been on private owners of rental property, as there are already procedures governing public housing HUD developments.

Program Implementation

DART procedures were established with the implementation of the program. The DART process begins when information is provided to the community liaison, who evaluates the source. If the information appears credible, it is forwarded to the investigator. The investigator then opens a file, but does not place the case on an active status. Several record checks are conducted, including an address check to determine the current occupants. The investigator then runs a criminal record check of the occupants, the owner, and any reported vehicle license plates. Record checks are also ran through the Dragnet system, and requests are made to the Street Narcotics Unit on reports of search warrants served.

The investigator and the community liaison then determine if the information justifies intervention by the DART team. In the event that a search warrant is served on the house, and if the owner is involved in the drug activity, the prosecuting attorney decides whether a forfeiture is feasible. If a warrant is served, but the owner is not involved, the attorney sends a notice letter to the owner. The owner is then contacted and advised of the consequences of continued drug activity. If eviction of the occupants is appropriate, the program attorney assists the landlord, as a liaison throughout the court process. Participants in the program indicated that the length of time involved in an eviction had been reduced from approximately two months to less than a month.

The DART Team seeks to obtain voluntary compliance from landlords. They provide assistance to owners whose tenants are involved in drug activity. Owners are sent a copy of the statutes concerning criminal and civil nuisance and forfeiture. Paralegals are available to explain the laws. If there have been drug buys, search warrants, or arrests, the owners are informed. They are advised that they can file evictions for nonpayment of rent. If there are not grounds for eviction, the owner is advised to take a stance, and make the tenant aware that criminal acts will result in eviction, and even develop a contract to that effect (such a contract has not yet been taken to court).

DART personnel also give tips on preventing future problems. They instruct owners on screening tenants (i.e., they can do credit

checks and checks for criminal convictions). DART team members can also advise owners about leases, which should define visitors and residents, and include clauses about illegal acts. Owners may also give the police permission to enter their buildings and search for trespassers.

DART team members also give them information and suggestions concerning security, lighting, doors, parking, picture IDs for residents, and changing locks after an eviction. Owners are informed that police officers will conduct security surveys and put property owners in contact with other agencies which will help pay for more secure doors and windows. In one instance, in an effort to deter drug trafficking occurring in front of the building, DART team members assisted an owner by suggesting that they have the phone company move an outside pay phone into the building, and arrange for zoning to be changed so that parking was only available on one side of the street.

If no search warrant can be served on the house, DART team members developed a plan of action to resolve the problem. Typically, a first step has been to develop information and evidence of drug trafficking activities through drug buy attempts by the Street Narcotics Unit. In addition, fire and housing inspections could be conducted. Such safety inspections often provided a number of options for the team. If drugs were visible to inspectors, their observations were used to support the issuance of a search warrant. If appropriate, the inspector's observations were passed on to Street Narcotics Unit members to assist them in

making a buy. Information obtained by inspectors also provided information about occupants of the house.

If drugs were not visible, then inspectors could take a "zero tolerance" approach to fire and housing code violations.

For rental property, there are regulations that must be followed. For example, the utilities must be turned on where there are occupants, and there must be heat, cooking facilities, and hot water. In Kansas City it is a misdemeanor to disconnect a fire detector; when an inspector observes such a violation, the tenants can be arrested and required to post a bond. Upon conviction, offenders may be fined up to \$500.00. Inspectors could also make landlords aware of damage to the property, which could be used to force the eviction of the occupants. If the residences are deficient, they may be declared unfit for occupancy, and the owners have the option of making repairs, or else the residents could be evicted and relocated elsewhere. This process pulls together a variety of existing resources. The inspectors, the prosecutor's office, utility personnel, and the police must all be involved.

After the owner had been notified of a problem, the house was monitored to determine if the problem had been solved. If housing codes are used, the owner has thirty days to start repairs. If the building is placed on the dangerous buildings list, the owner can be cited and fined, and condemnation procedures can begin immediately. If the owner is involved in the criminal activity, additional information can be gathered to support a forfeiture, or

to have the building closed as a nuisance, and the owner can have a criminal case filed against him/her.

The citizens of the neighborhoods have participated actively in these efforts. In some instances, individuals have targeted buildings, and watch activities and take pictures to provide evidence. Neighborhood associations make the majority of complaints which initiate the process. These associations have also started to buy property and clean it up. DART personnel, the police, and probationers doing community service have also participated in neighborhood clean-ups.

The Broadway Inn Hotel provides an example of how the DART Program functions. The Broadway Inn had originally been a hotel; however, it had allegedly been converted into apartments. In actuality the conversion had occurred in name only. Members of the Street Narcotics Units had purchased drugs in the building. At that time the manager and owner were advised that drug trafficking was occurring in the building. This notification was not followed by any action by the owner, and the manager subsequently left Kansas City. DART then arranged for a codes inspection to be conducted on the premises. A team, consisting of a Neighborhood and Community service inspector, a health inspector, a fire inspector and police officers, conducted a detailed inspection. This inspection resulted in the identification of several code violations. Codes for rental property in Kansas City require that all rental units have electricity, water and gas or at least some provision for cooking and hot water in the unit. In the case of

the Broadway Inn, the units were nothing more the hotel rooms; as such, they had toilets and sinks but no bathing or cooking facilities. The building was posted and the occupants were ordered to vacate. A local organization, Project Neighborhood, found shelter for those persons who did not have a place to go. The closing of the Broadway Inn demonstrated the will to curb drug sales and obtain compliance with city housing codes.

Factors Impeding the Program

The major difficulty was in originally persuading the agencies to work together, "selling" the program to them, and then in educating the community. There has been some concern for the safety of the inspectors. Finally, some displacement takes place; as drug activity is moved from one location, it shows up elsewhere.

Factors facilitating the Program

Agencies and community members wanted to combat drug activity. A number of activists have pressured the government to take action, and this additional pressure, coupled with the successes of the program, has provided support to the efforts of the DART team.

Recommendations

In order to effectively develop a program of this nature, it is necessary to develop creative ways to pull existing resources together. It is necessary to be familiar with the available resources, the causes of the problems, and the characteristics of the properties to be targeted.

Evaluation

Internal Evaluation

Participants evaluate the program by compiling monthly statistics on:

1. Number of notice letters sent to owners
2. Number of evictions completed
3. Number of fire and housing inspections completed
4. Number of properties posted and vacated after inspections
5. Number of properties ordered boarded and vacated by inspections
6. Potential nuisance cases filed
7. Number of properties investigated through reports from police and community residents
8. Number of drug houses forfeited through the courts
9. Number of forfeitures on drug houses filed response to the program

At the time of the evaluation, the following statistics had been compiled.

DART STATISTICS as of August, 1993

Notice Letters	462
Evictions Completed	147
Fire and Housing Inspections	226
Properties Posted/Vacated	165
Forfeitures	30
Properties	1
Properties	7

**Joplin Police Department
Joplin Citizens on Preventive Patrol**

Program Description

The city of Joplin is located in the southwest corner of Missouri. Joplin has a population of approximately 40,000 and a daytime population of 100,000. Although there has been population growth, the number of police officers has been reduced from 85 to 61 over the past few years, primarily as the result of a city government reorganization. To compensate for this problem, the program developed in Joplin uses volunteer citizens on preventive patrol.

The Sentinel Program is a voluntary program comprised of citizens with valid Missouri driver's licenses, eighteen years of age or older, who are not employed in a sworn enforcement occupation and who do not have criminal records. The Joplin Police Department sought to turn many of the duties traditionally handled by commissioned personnel over to civilian Sentinels, estimating that 50% of their calls for service did not require a police officer. The Sentinels were Joplin's solution to the problem that police officers cannot be everywhere at once. This program was designed to enable citizens to help one another, as well as to assist the police department, by actively working together to reduce crime.

Program Goals

Program planners established four goals for the Sentinel program:

1. To provide an enriched program of police services, without additional costs to citizens.
2. To enhance the delivery of services by the Joplin Police Department. The Joplin Police sought to use Sentinels in a way which would free officers to engage in more crime fighting activities.
3. To provide a supplemental work force to support the officers of the Joplin Police Department.
4. To provide the volunteers with a meaningful opportunity to serve the Joplin Police Department.

Program Implementation

After the decision was made to create the Sentinel program, the program designers began to consider options for staffing the program. They decided to recruit approximately 28 to 30 volunteers and two coordinators from a group of 200 individuals who had already participated in citizens' academies, which had been conducted during the tenure of the previous chief. In these academies, private citizens were exposed to a number of aspects of patrol work. It was believed that these individuals were a good pool of potential Sentinels for the program, particularly since many of them had been selected for academy training because they were community leaders.

Once selected, volunteers were required to participate in 82 hours of training, including: (1) motorist assists, (2) business security checks, (3) surveillance, (4) found property, (5) observed offenses, (6) traffic accident investigations, (7)

traffic direction, (8) handicapped parking enforcement, (9) vacation home checks, (10) dispatching, (11) report writing, (12) littering cases and (13) clerical work. In addition to preventive patrol responsibilities, (in marked police vehicles), their tasks were to include staking out high crime areas, crime prevention lectures, Neighborhood Watch, Operation Identification, and responding to other non-threatening calls for service. The first training took place beginning in October, 1991.

Once training had been completed, Sentinels were assigned to one of three types of duties: desk assignments, patrol, or a combination of desk and patrol duties. Desk personnel are on duty during day and evening shifts, and handle reception duties and answer the phone. Patrol personnel are normally assigned to work from 5:00 p.m. to 10:00 p.m. on most evenings. Patrol sentinels drive a marked car and have access to the radio. Sentinels wear a red shirt and blue trousers, and they carry a flashlight and a portable radio. They maintain daily activity sheets indicating the number and types of calls and number of hours worked. During the current year (1993-1994), about twenty-eight volunteers are on the roster and assigned to a schedule.

In practice, patrol sentinels have not been given the range of duties which was originally envisioned when the program was designed. For example, there was to be a substation which would be manned by Sentinels who would take reports. A new administration, however, has narrowed the focus of the program.

Sentinels are now primarily involved in traffic control, vacation house checks and "adding extra eyes" to support the patrol officers who are working at that time. They also handle some traffic control, lockouts, motor assists for stalled vehicles, delivery of messages, and provide rides home.

Both Sentinels and officers are fully aware that Sentinels are not authorized to take any enforcement action. They are to make observations and keep suspects under surveillance if appropriate, and they may also serve as witnesses in later prosecutions. For example, a civilian coordinator of the Sentinel program described how Sentinels had seen armed robbery suspect shortly after the robbery had occurred and reported it to central dispatch. Patrol officers responded and the suspect was apprehended.

Evaluation

Factors Impeding the Implementation of the Program

The program coordinator, a commissioned Joplin Police officer, noted that after the decision was made to develop the Sentinel program he could not find information on other similar programs, because there were few in existence. He therefore began to develop the concept under the direction of the Chief. The coordinator wrote a training manual which detailed the duties of the Sentinels. This process, of course, took considerable time and effort.

Initially, there was also some question about insurance coverage. Since Sentinels are not sent on calls which are

thought to be dangerous, the expectation is that they are not at risk. In the event that a Sentinel is injured, it has been determined that they would be covered by the city insurance.

Respondents noted that a problem with the implementation of the program which persists today is confusion between Sentinels and police officers about what the duties of the Sentinels are. A change in administration, with a change in philosophy, has added to this confusion. For example, Sentinels are expected to direct traffic, but not enforce traffic ordinances. Although the Sentinel car is equipped with a light bar, they are not expected to make traffic stops. Some Sentinels observed traffic violations, but were not authorized to take any action. They could note the tag number and identify the driver and then have a ticket issued on their observations. However, this process is cumbersome, and has been avoided in practice.

Sentinels have also noted that there can be public confusion about their role. For example, if police are dispatched to a call for service Sentinels are told to stay away unless their assistance is requested. Their concern is that citizens expect a police response, and if a police car, i.e., the Sentinel car, does not stop, then the citizen is likely to be upset and expect an explanation.

Factors Facilitating the Implementation the Program

Respondents indicated that the primary factor facilitating the implementation of the program was the "attitude" of the Sentinels themselves. They understood their roles as support

personnel to the Joplin police officers and they wanted to help their community. Interviewees also noted the support of the command staff of the police department and the community as an asset. Finally, the 82 hour training program was also considered a major factor in the implementation of the program, because participants viewed the training as relevant.

Recommendations

The respondents believed that they had a viable type of program if it was supported by the administration. Their first recommendation in developing and implementing a Sentinel program was to obtain the support of the command staff of the department involved and then proceed slowly to ensure participation of all affected personnel. There could be apprehension on the part of the sworn police officers, and the program might need to be "sold" to them. As such, good public relations are essential. They emphasized that such a program needed the right personnel, leadership, and departmental attitude.

Personnel are particularly important to the project. Potential volunteers should be carefully screened and trained before being allowed to participate in the program. They indicated that individuals who actually want to be police officers should not be selected as volunteers. Program participants must be subject to the same discipline as regular police officers. Leadership within the program is also important. It was recommended that civilian coordinators should be stable members of the community with ties to as many

constituencies as possible, and were particularly important as liaisons between the volunteers and the police department.

Survey Results

Joplin residents were interviewed or asked to fill out a questionnaire by trained graduate assistants, in order to determine citizen perceptions of crime and the police in their community. The graduate assistants targeted the areas of the mall and specific neighborhoods, since these were areas which had received the services of the COPS (sentinel) program. One hundred and one citizens were surveyed, with a refusal rate of less than approximately 5%. The survey was conducted in the fall of 1993.

The respondents were 41.4% male and 58.6% female, and most were white (94%, with 4% black and 4% Oriental). They most typically were married (56%) or single (23%). Only 3% had less than a high school education, while 38% had a high school degree and the rest had education beyond high school. Only 6.1% had lived in Joplin for less than one year, and 35.7% had lived there more than ten years. Most of the respondents indicated that they knew a few or most of their neighbors (57 and 37%, respectively). Nearly thirty percent (28.1%) indicated that they had been the victim of a crime in the last year. In terms of political orientation, 15.2% described themselves as liberal, 42.4% as moderate, and 42.4% as conservative. As such they were the most conservative group surveyed in the project.

The results indicated that most of the residents (86.1%) thought that crime in the United States was a serious problem, and that crime in their community was a slight (25.7%), moderate (60.4%) or serious (11.9%) problem. Most thought that crime would increase in the United States (81.2%), and 63.4% thought it would greatly increase or increase in their community. Over 97% felt very safe or safe in the community during the day, with that percentage dropping to around 60% at night. Again, most (98%) felt safe at home during the day, and that percentage dropped to 84% at night (felt safer than most of the other communities).

In general, most of the respondents had a somewhat positive view of the police. When asked how the police officers did their job, 7% indicated that they performed poorly. An additional 31% were undecided, while 62% indicated that they performed well or very well. For the most part, many respondents did not indicate that they had taken crime prevention steps. They had installed special locks (62.5%) and marked valuable items (38.1%). Over one-quarter had joined a neighborhood watch program. Slightly over 1/3 had talked to a police officer. Of those aware of the Sentinel program (29.9%), 78.8% believed the community had been greatly improved or improved, and the remaining 21.2% believed that it had not changed.

It should be noted that most of the respondents were not aware of program. As such, it is difficult to make statements about the public's perceptions of the effectiveness of the program.

JOPLIN				
	Not a problem at all	A slight problem	A moderate problem	A serious problem
	%	%	%	%
To what extent do you think that crime is a problem in the United States?	0	0	13.9	86.1
To what extent do you think that crime is a problem in the community where you live?	2.0	25.7	60.4	11.9

JOPLIN					
	Greatly increase	Increase	Stay the same	Decrease	Greatly decrease
	%	%	%	%	%
In the future, do you think crime will	28.7	52.5	16.8	2.0	0
In the future, do you think crime in your community will	10.9	52.5	33.7	3.0	0

JOPLIN				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	34.7	62.4	3.0	0
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	3.0	57.0	28.0	12.0

JOPLIN				
	Not a problem at all	A slight problem	A moderate problem	A serious problem
	%	%	%	%
To what extent do you think that crime is a problem in the United States?	0	0	13.9	86.1
To what extent do you think that crime is a problem in the community where you live?	2.0	25.7	60.4	11.9

JOPLIN					
	Greatly increase	Increase	Stay the same	Decrease	Greatly decrease
	%	%	%	%	%
In the future, do you think crime will	28.7	52.5	16.8	2.0	0
In the future, do you think crime in your community will	10.9	52.5	33.7	3.0	0

JOPLIN				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	34.7	62.4	3.0	0
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	3.0	57.0	28.0	12.0

JOPLIN				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	50.5	47.5	2.0	0
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	16.8	67.3	14.9	1.0

JOPLIN		
	Yes	No
	%	%
Is there anywhere around your home--that is, within a mile--where you would be afraid to walk alone at night because of crime?	54.5	45.5
Would you be afraid for other family members to walk alone at night because of crime?	80.2	19.8
Are there neighborhood places where you used to go at night, but are now afraid to go because of the threat of crime?	41.6	58.4

JOPLIN					
	Very well	Well	Undecided	Poorly	Very poorly
	%	%	%	%	%
In general, how well do you think the police do their job?	11.0	51.0	31.0	6.0	1.0
In general, how well do you think the police did their job in this case (these cases)?	19.4	19.4	29.0	25.8	6.5

JOPLIN		
Which of the following actions have you taken to protect yourself or your property?		
	Yes	No
	%	%
Installed special locks	62.5	37.5
Installed a burglar alarm	20.0	80.0
Joined a neighborhood watch program	26.3	73.7
Marked valuable items	38.1	61.9
Installed bars on windows or doors	5.3	94.7
Purchased a gun	14.7	85.3
Acquired a dog	33.0	67.0
Talked to a police officer	36.5	63.5
Attended community meetings	14.6	85.4
Other	7.7	92.3

JOPLIN				
	Greatly improved	Improved	Not changed	Become worse
	%	%	%	%
If you are aware of community oriented policing, do you believe that the community has:	18.2	60.6	21.2	0

JOPLIN		
	Male	Female
	%	%
Sex:	41.4	58.6

JOPLIN					
	Single	Married	Separated	Divorced	Widowed
	%	%	%	%	%
Marital Status:	23.0	56.0	2.0	10.0	9.0

JOPLIN						
	White	Black	Oriental	Hispanic	Native American	Other
	%	%	%	%	%	%
Race or ethnic background	94.0	4.0	2.0	0	0	0

JOPLIN				
	Less than one year	1-5 years	6-10 years	More than 10 years
	%	%	%	%
Length of residence in this community:	6.1	36.7	21.4	35.7

JOPLIN			
	Liberal	Moderate	Conservative
	%	%	%
Politically, do you consider yourself to be:	15.2	42.4	42.4

**Kansas City Police Department
Housing Project Problem Oriented Policing**

Program Background

Housing project problem oriented policing was aimed largely at providing a continuous police presence in housing projects in the Central Patrol Division of Kansas City. The Central Patrol Division is one of five police precincts in Kansas City. This division has the smallest population (59,000) and is the smallest geographic area (13.5 miles) of the five areas in the city. The central area covers the downtown area and a large area of primarily low income housing, including eight of the city's eleven public housing projects.

In the early Spring of 1991, the Central Patrol Division of the Kansas City, Missouri Police Department was contacted by the Kansas City Housing Authority, which operates several developments within the Division. The Housing Authority related a concern about an apparent rise in crime on their properties as a result of increasing drug trafficking and associated violence. In reviewing the crime statistics for the preceding calendar year, it was noted that while every other category of reported crime was nearly average for the division as a whole, the homicide rate for the Housing Authority properties was double that of the division as a whole. Housing Authority officials also reported that there was a readily apparent escalating atmosphere of apprehension and fear among the residents of each development. There was speculation that crime report statistics might not accurately reflect the conditions on these properties,

due to reluctance on the residents' part to call the police for fear of retaliation.

Having no permanent security force, the Housing Authority contracted for private security sporadically as grant funds were located. Little effect was noted and the private security guards were poorly received by the residents. Lacking training, private guards were unable to deal with drug dealers and street gangs. Instead, they frequently tried to document resident lease violations, or other similar violations, to generate paperwork to justify their service. They were viewed by the residents as a negative extension of property management.

It was determined that few of the victims or the suspects of the violent crimes occurring on Housing Authority properties were actually residents. Similarly, few of the drug dealers and virtually none of the drug buyers were residents. When the individual property management offices closed in the afternoon, the unsupervised properties attracted drugs and violence. Few residents had telephones to call the police, and most of the residents who did were afraid to call.

The unanimous choice for a solution to the situation was an evening hours foot beat by a squad of uniformed officers. The theory was that saturation of the properties with police officers during the peak drug sales and high activity hours would render the sites unattractive to those trespassing individuals responsible for the violence. It was decided that only Central Patrol Division personnel would be involved in the operation,

which would have to be on an overtime basis due to a department-wide manpower shortage. It was hoped that the foot patrol would be better received by the residents if they were familiar with the officers through routine daily contact.

Lacking the financial resources for even a trial program, due to budgetary problems, an attempt was made by Central Patrol to locate grant funding. A grant was obtained from the State of Missouri in the amount of \$45,000. The Police Department supplied 25% matching funds, (\$15,000), and the program began on August 1, 1991. The program originally was to run from August 1, 1991 to July 31, 1992.

Program Goals

Before the program was undertaken, two primary objectives were established:

1. To reduce the homicide level in public housing to a figure proportionate to its population, when compared to the division as a whole, and
2. To reduce the level of fear experienced by both tenants and employees of the Housing Authority of Kansas City.

Program Implementation

The police department established foot patrol in the Housing Authority Kansas City (HAKC) properties. Officers were employed off-duty and received overtime pay. They walked beats in the projects from 7:00 p.m. to 1:00 a.m. on Thursday, Friday, and Saturday nights during the first twenty-six weeks of the program. The officers were not subject to other calls for service.

When the program was implemented, a team of five officers supervised by a sergeant were assigned to the housing projects between 7:00 p.m. to 1:00 a.m.. The team was supported by a transport vehicle. At that point in time, officers were encountering considerable amounts of hostility from residents. Formerly, Kansas City officers entered the housing projects primarily when responding to calls for service. When a call originating in the projects would come in, dispatchers assigned three cars to respond; two officers would handle the call while the third officer would protect the other patrol cars from vandalism.

Tensions were so high at the time the foot patrol beats began that the officers travelled as a group in the projects, which was necessary for their own safety. Officers in this group began calling themselves the "flying wedge" in reference to a football formation. Early in the program officers conducted a number of investigative detentions or stop and frisks. At first it was quite common for officers to seize four or five guns a week, and attempted assaults were frequent.

The squads consisted of five officers and one sergeant. The equipment (cars, radios, etc.) of the day shift downtown foot beat was utilized. Scheduling and timekeeping was coordinated by the day shift supervisor of the patrol sector in which most of the properties were located. That supervisor also served as the conduit for relaying information between the foot beat and property managers. Information from the managers about suspected

drug dealers or drug houses was immediately available so that the foot beat sergeant could most productively select which properties to patrol. Similarly, information from the foot beat about drug seizures was given to the Housing Authority eviction officer for processing. It was recognized that the Housing Authority and the Police Department operated on different agendas, but a considerable effort went into presenting a united front on the issue of the residents' safety.

To sell the program to the residents, and to measure the effectiveness of the program, the first three days of the foot beat were used to conduct a survey of approximately 10% of each developments households. The same survey was done at the end of the program. The results are included in this report.

Much of the first two weeks of the foot beat was devoted to securing the confidence and cooperation of the residents. NFL football cards were passed out to the young children and time was spent visiting with residents of the grounds, asking for input on what specific problems their individual developments had that required police attention. Since the officers spoke with numerous people, several residents felt secure enough to identify suspicious units and individuals without thinking they would be targeted as "snitches."

The first month's results were impressive. Not counting the survey nights, twelve days were worked in August, netting nearly a gun a night (11 guns), 7.9 grams of marijuana, and 33.5 grams of crack cocaine. In addition, two cars were seized under

Federal Seizure Laws. The foot beat, utilizing unorthodox methods, attempted to "appear from thin air", walking up on drug transactions and other illegal activities. Sometimes a single car was all that was available for six officers and their equipment. They would park at a distance from the target property and converge from several angles surrounding any activity. Virtually all the late hour traffic was non-residents.

The project was also designed to improve relations between police and the project managers. The Housing Authority of Kansas City managers and tenant association members were identified and personally contacted by the appropriate sector sergeant. The day shift supervisors were to serve as police contacts with managers, and would then direct information to foot beat officers and Investigations Bureau personnel. It was hoped that by increasing and improving contacts with managers and tenants, police could gather information from tenants on a timely basis. Enforcement action was then to be tied to eviction proceedings against tenants who were causing problems. Information obtained from tenants was also routed to the Central Division's crime analyst and the Dragnet (Data Research and Analysis for Geographic Narcotics Enforcement Targets) Program.

In addition, supervisors and police officers also escorted maintenance personnel on inspections of housing project units when HAKC personnel felt that they might be in some danger if they attempted to inspect a unit. The units inspected were ones which had been previously identified as illegally occupied,

occupied only for drug sales, or occupied by unauthorized individuals. These activities were again designed to improve relations and increase communication with project managers.

As noted above, many of the troublemakers were from outside the projects. They would come in to sell or buy drugs or to live in an apartment without paying rent. Many affluent teens would come to the projects in search of "adventure" and or drugs. In the process they sometimes became the victims of assaults and robberies, as well as vandalism to their cars. As the foot patrol officers began to make arrests and conduct field interrogations, the teens from other parts of the Kansas City area and the outside drug dealers began to stay away and drug dealers began to move into apartments and hallways in the buildings. Moving the drug dealing from the street to buildings set the stage for another phase of the program.

The officers decided to create what became known as a trespass list. Officers identified trespassers and then contacted the manager to confirm that they did not live in that complex. If they were seen again they were warned that they would be arrested if they did not leave. If they were stopped again they were, in fact, arrested. In order to prevent abuses of the trespass list, a current copy of trespassers is kept by the municipal court liaison officer to ensure that only people whose names appear on the list and have been warned are prosecuted.

To implement an aggressive policy of arrests, the officers had to work with managers in the housing authority projects. To make an arrest, a representative of the housing authority had to travel to the court with the officers to sign a complaint, which was a cumbersome process. As a result, a contract was prepared in which Kansas City officers became agents of the Housing authority, which gave them the authority to make an arrest for trespassing. This program of arresting trespassers received strong support from the prosecuting attorney's office, and municipal judges began fining and/or jailing repeat offenders. As a result, open air drug dealing and shootings declined in the housing projects.

The program was operated through the first of December, 1991, when it was suspended to obtain an accounting update on the amount of remaining funds. Enough funds remained for a final month of the program and it was decided to reinstate it April 1, 1992.

As a consequence of the program's operation, an ongoing liaison was established between the Police Department and the Housing Authority in an attempt to design safer public housing. On May 1, 1992 the Department of Housing and Urban Development assumed control of the Kansas City Housing Authority, as it was a financially troubled agency. The pilot Foot beat Program was evaluated by the Regional Director, William Brown. Recognizing the value of the program, Mr. Brown initiated funding to expand it to a seven days a week operation. The officers had discovered

that problems of drug dealing and disorder had been displaced to Sunday through Wednesday, so it was determined that foot patrol should be conducted seven nights a week.

It should be noted that HUD has had considerable problems in Kansas City. At one point, there were three directors in eight months. Considerable corruption and abuse of power allegedly took place. Currently, a federal magistrate is administering the housing projects.

Factors Impeding Implementation of the Program

The most significant immediate impediment to the implementation of the program was the lack of trust between residents of the housing authority and the police. To address this problem, officers needed to demonstrate to residents that the police were serious about helping them to solve their problems. The trespass list, the flying wedge, and a consistent police presence all helped to establish some trust.

Perhaps the factor which most impeded the implementation of the program was the instability of the Kansas City Housing Authority management. The lack of consistency among upper and mid-level management made communication and planning almost impossible. Relationships between the housing authority and residents were also strained.

Additionally, the large number of special projects underway within the Kansas City Police Department presented a problem. For example, officers who were walking patrol in the housing projects had to use the training academy radio frequency to

communicate with each other and with central dispatch. Any additional program will place more demands on already limited resources.

Factors Facilitating the Implementation of the Program

A primary factor in the implementation of the foot patrol program was the enthusiasm of the officers who participated. Initially, the officers were interested in the program because of overtime pay; however, as the officers became involved in problem solving and were allowed to develop solutions, enthusiasm increased. Supervisors noted that stress normally associated with long hours, (four hours overtime beyond the regular eight hour shift), was not apparent among participating officers. One respondent stated that enthusiasm developed as the department "let the officers think for themselves and solve problems for themselves." Another respondent noted that officers began reading newspapers and watching the news to learn more about the community.

Department support from command level personnel aided in the facilitation of the program. Department support was provided in the form of portable radios, vehicles to transport prisoners, gasoline, and physical facilities for foot patrol officers. Significant support also appeared from senior command staff and mid-managers who had "more than an open door policy." That is, they were willing to try a new program.

A distinctive characteristic of the Kansas City program was the extent to which program designers and participants sought to

take advantage of operations which were already in use in the department. Information was quickly sent to the crime analysts and members of the Dragnet (Data Research and Analysis for Geographic Narcotics Enforcement Targets) Program.

Initially, no training was provided to the foot patrol officers. After the program was begun, training on problem solving, which was part of the Weed and Seed program also underway in Kansas City, was given to officers in the housing projects.

Recommendations

Respondents noted several considerations which should be addressed before implementing community oriented policing. The first was to involve a cross section of agency personnel drawn from all levels of the organization. Agency administrators must be willing to share the power to make decisions within the organization. A community oriented policing program cannot succeed without the support of the agency command staff.

Personnel must receive training in two critical areas. First, the department must define what the concept of COP will mean within the agency. Second, personnel must be trained in the problem solving process. Additionally, they noted that successful implementation of the program will require the involvement of the area residents.

Evaluation

Captain John Hamilton of the Kansas City Police Department completed an internal evaluation of the project. His evaluation created an excellent basis of comparison for later studies.

Initial surveys

When the program began, one-hundred two addresses within the seven developments were randomly selected and a survey constructed at the Central Patrol Division was administered to one adult resident at each address. The survey was intended to capture the feelings and perceptions of the residents regarding crime and fear of crime in the developments. The first survey was administered in August, 1991 and the follow-up survey was administered in May, 1992.

From a review of the survey results, it appears that the foot patrol did have some positive effect on the residents' feelings about safety and police effect on crime in the developments. In the survey the respondents are asked, "How concerned are you about you or your family's safety in your neighborhood?" and the results of the survey indicate some shifting of perceptions between survey dates. The options for response to the question are "very concerned," "somewhat concerned," "not concerned," or "don't know or not applicable." In the first survey, 79.4% answered "very concerned" compared to 75.4% on the second survey; 13.8% answered "somewhat concerned" on the first survey compared to 14.8% on the second survey; 5.9% answered "not concerned" compared to 7.8% on the second survey;

.9% answered "don't know or not applicable" on the first survey compared to 2% on the second survey. It appears that some who answered "very concerned" on the first survey modified slightly their answers on the second survey, but the shift in responses does not appear to be great enough to infer a causal connection.

The second major question asked was "What effect are the police having on crime in your complex?" The possible answers for this question were "great effect," "some effect," "no effect," or "don't know or not applicable." The results for this question were "great effect"--34.3% first survey, 24.% second survey; "some effect" 44.1% first survey, 56.9% second survey; "no effect"--18.6% first survey, 2.9% second survey, and "don't know or not applicable" 3% first survey, 15.7% second survey. The percentage shift from the first survey to the second survey appears to indicate that the police are having some effect or that the residents appear to be unsure of the effect. Assessing the "don't know" category in a positive light, a possible explanation is that many in the "no effect" category have softened their viewpoint and are now unsure of the effect. There does appear to be a significant increase in "some effect" category, but it is difficult to explain the significant decrease in the "great effect" category. Overall, it appears that residents do feel that the police are having an effect on crime in the developments.

While no specific qualitative data is included in this report, officers reported many occasions where residents provided

positive comments on the foot patrol and expressed a desire for it to continue. Anecdotally, many of the officers noted that at the beginning of the program, mothers and children in the complexes were seldom seen outdoors. By the fall of 1993, however, on warm days it was typical to observe groups of resident mothers watching their children play outside.

One of the original established goals of the program was to reduce the homicide level to a figure proportionate to its population when compared to the Division as a whole. It seemed unlikely to the researchers that this would be an attainable goal. In this area the program did not achieve its goal. In 1990 there were five homicides in the developments and the homicides accounted for .9% of all crime reported for the entire year. The foot beat program was operational in August, September, October and November in 1991 and April and May in 1992. During these six months there were 5 homicides and 278 reported crimes, making homicide 2.1% of the total crime. In the Central Patrol Division, for the same six months, there were 7,871 total offenses with 26, or .3% being homicides.

Survey results (current external evaluation)

Kansas City residents were interviewed or asked to fill out a questionnaire by trained graduate assistants, in order to determine citizen perceptions of crime and the police in their community. The graduate assistants targeted the housing projects of Riverview, Show-Tow, and Guinotte, since these were projects which had received the services of the COPS program.

One hundred and fifteen citizens were surveyed, with a refusal rate of less than 40%. The refusal rate was largely due to the lack of communication with the Oriental residents. The survey was conducted in the summer, August of 1993.

The respondents were 34.8% male and 65.2% female, and most were black (71.3%, with 6.1% white, and 18.3% Oriental). They most typically were single (46.1%), and many had a high school degree (44.9%). About 43%, it should be noted, had less than a high school education. Only 10.4% had lived in Kansas City for less than one year, and 20% had lived there more than ten years, with the majority falling in between. Most of the respondents indicated that they knew a few or most of their neighbors (48.7 and 40%, respectively). Twenty percent indicated that they had been the victim of a crime in the last year. In terms of political orientation, 47.3% described themselves as liberal, 34.1% as moderate, and 18.7% as conservative.

The results indicated that most of the residents (91.3%) thought that crime in the United States was a serious problem, and that crime in their community was a slight (25%) or moderate (35.1%) or serious (36.8%) problem. Most thought that crime would increase in the United States (66.9%), and nearly 40% thought it would greatly increase or increase in their community. Nearly 93% felt safe in the community during the day, with that percentage dropping around 30% at night. Again, most (95%) felt safe at home during the day, but that percentage dropped to 63% at night.

In general, most of the respondents had a somewhat positive view of the police. When asked how the police officers did their job, 16.6% indicated that they performed poorly. An additional 12.3% were undecided, while over 71% indicated that they performed well or very well. For the most part, many respondents did not indicate that they had taken crime prevention steps. They had installed special locks (59.62%). Over one-quarter had joined a neighborhood watch program and half had attended community meetings. Over 75% had talked to a police officer. Of those aware of the COPS program (81.4%), 90.1% believed the community had been greatly improved or improved, and none believed that matters had become worse.

Overall, considering the problems faced by the residents in these areas, these results were positive. A substantially high percentage were aware of the program, and a very high percentage felt that improvements had been made. Although the questions on this survey were different than those done by the department and thus not directly comparable, it would appear that citizen perceptions of police performance have improved as a result of the program.

Conclusion

Overall, the program appears to be worth the effort. While the goal of reducing homicides was not met, the interaction between police officers and residents has paid dividends. The fact that police officers were not in automobiles and were not subject to being called outside of the development properties led

to more face-to-face contact with residents. The residents seem to have developed more appreciation for the police officers and what they face in their duties and the officers have become acquainted with the residents as people.

Through HUD funding to the Housing Authority of Kansas City, the foot beat program will continue. The program will expand to seven days per week and retain the same duty hours. Expansion to seven days per week should eliminate the problem of criminal activity flourishing during the days when foot beat officers are not present in the development. The management of the Housing Authority has begun to evict those problem tenants who have been ignored or overlooked in the past and such eviction action will augment the effect that the foot patrol is having.

KANSAS CITY				
	Not a problem at all	A slight problem	A moderate problem	A serious problem
	%	%	%	%
To what extent do you think that crime is a problem in the United States?	1.7	.9	6.1	91.3
To what extent do you think that crime is a problem in the community where you live?	2.6	25.4	35.1	36.8

KANSAS CITY					
	Greatly increase	Increase	Stay the same	Decrease	Greatly decrease
	%	%	%	%	%
In the future, do you think crime will	7.8	59.1	23.5	8.7	.9
In the future, do you think crime in your community will	1.8	37.7	44.7	15.8	0

KANSAS CITY				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	60.5	32.5	6.1	.9
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	8.8	24.6	31.6	35.1

KANSAS CITY				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	65.8	29.8	1.8	2.6
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	30.7	33.3	24.6	11.4

KANSAS CITY		
	Yes	No
	%	%
Is there anywhere around your home--that is, within a mile--where you would be afraid to walk alone at night because of crime?	77.2	22.8
Would you be afraid for other family members to walk alone at night because of crime?	84.1	15.9
Are there neighborhood places where you used to go at night, but are now afraid to go because of the threat of crime?	38.5	61.5

KANSAS CITY					
	Very well	Well	Undecided	Poorly	Very poorly
	%	%	%	%	%
In general, how well do you think the police do their job?	21.9	49.1	12.3	14.0	2.6
In general, how well do you think the police did their job in this case (these cases)?	15.8	26.3	15.8	15.8	26.3

KANSAS CITY		
Which of the following actions have you taken to protect yourself or your property?		
	Yes	No
	%	%
Installed special locks	59.6	40.4
Installed a burglar alarm	4.4	95.6
Joined a neighborhood watch program	26.3	73.7
Marked valuable items	42.5	57.5
Installed bars on windows or doors	8.0	92.0
Purchased a gun	8.8	91.2
Acquired a dog	4.4	95.6
Talked to a police officer	75.2	24.8
Attended community meetings	54.9	45.1
Other	0	100.0

KANSAS CITY				
	Greatly improved	Improved	Not changed	Become worse
	%	%	%	%
If you are aware of community oriented policing, do you believe that the community has:	34.1	56.0	9.9	0

KANSAS CITY		
	Male	Female
	%	%
Sex:	34.8	65.2

KANSAS CITY					
	Single	Married	Separated	Divorced	Widowed
	%	%	%	%	%
Marital Status:	46.1	22.6	11.3	9.6	10.4

KANSAS CITY						
	White	Black	Oriental	Hispanic	Native American	Other
	%	%	%	%	%	%
Race or ethnic background	6.1	71.3	18.3	1.7	1.7	.9

KANSAS CITY				
	Less than one year	1-5 years	6-10 years	More than 10 years
	%	%	%	%
Length of residence in this community:	10.4	40.0	29.6	294.00

KANSAS CITY			
	Liberal	Moderate	Conservative
	%	%	%
Politically, do you consider your- self to be:	47.3	34.1	18.7

KANSAS CITY			
	I do not know any of them	I know a few of them	I know most of them
	%	%	%
To what extent do you know your neighbors?	11.3	48.7	40.0

**Kirkwood Police Department
Community Oriented Neighborhood Policing**

Program Background

Kirkwood is a suburb of St. Louis with a population of approximately 27,000. The Kirkwood community oriented neighborhood policing was begun in August, 1992, as a result of the annexation of Meacham Park, a previously unincorporated area of St. Louis County. Meacham Park is a largely black community consisting of 347 single family detached homes but only approximately 10 businesses or churches. Meacham Park was added to Kirkwood's Fifth District, which also includes the southwest Oakland area and the Ohlman neighborhood.

Program Goals

Program designers established the following goals for the program:

1. To increase patrol presence and enforcement aimed at reducing drug violations and violent crime.
2. To enhance feelings of community and assumption of ownership among residents of Meacham Park.
3. To facilitate the annexation and delivery of police services to Meacham Park.
4. To reduce fear of crime.

Program Implementation

After officers were selected for the program, they began a training process by riding with St. Louis County officers to become more familiar with the area. Officers also attended training sessions on community policing, and meetings were held within the

department to discuss the concept. The approach that evolved included both enforcement of criminal laws and prevention of criminal activities.

In the early stages of the program, it became apparent to the project director that an immediate priority was to increase patrol presence and reduce drug violations and crime. Open drug sales were common, and the local residents of Meacham Park did not expect a continuous police presence. Prior to the annexation, a St. Louis County patrol officer had been assigned to patrol Meacham Park forty hours a week. The officer could set his hours and usually worked an evening shift from 4 p.m. to midnight. The remainder of the time, county officers entered the area only when responding to calls for service. Under the new program, officers were assigned to Meacham Park twenty-four hours a day, and two officers were assigned to patrol the area on the evening watch.

Enforcement efforts were primarily directed at liquor violations, curfew violations, gambling (i.e., crap games), and loud music, particularly "boomboxes" (Kirkwood has a city ordinance which prohibits persons from playing music which can be heard more than 50 feet away). Enforcement activities involved warnings followed by citations and, in some cases, making arrests. The officers gave offending parties the opportunity to voluntarily comply with lawful requests, and most violators took advantage of the warning.

The Kirkwood Police Department also sought to build on well-established crime prevention programs. Five police officers,

under the overall supervision of a captain, were central to this aspect of the program. Officers were expected to use problem solving techniques to deal with an array of less serious problems, such as trash, to more serious problems, such as alcohol and drug abuse. They based their activities on such crime prevention programs as Neighborhood Watch, security surveys, Operation Identification, crime victim counseling, and recreational programs for children.

The purpose of the prevention component of this program was to keep problems from becoming serious. Prevention included a number of activities. Officers built on an existing community crime prevention program which was already in place. They sought to expand the neighborhood watch program into Meacham Park, and attended public meetings to inform residents about city ordinances and the need for community involvement. Officers also sought to work with existing community groups, such as the churches and a local homeowners association.

Many of the activities were designed to enhance feelings of community membership on the part of Meacham Park Residents and facilitate the delivery of police services. For example, officers were encouraged to welcome residents of Meacham Park to Kirkwood in informal contacts and conversations. Officers were allowed to carry a basketball in the trunk of the patrol car and to play basketball with youths in order for both groups to get to know one another. On a more formal level, meetings were held in which community residents and police discussed annexation and the need

for police services. In addition, officers worked with the housing authority to raze abandoned buildings which were hangouts for teenagers and arrange for abandoned autos to be removed. Kirkwood Police also organized a Graffiti Paint Day, in which more than 120 participants repainted facilities in three county parks.

The City of Kirkwood also paid \$20,000 for a major trash pickup, which was successful, although officers report that trash is again beginning to accumulate. The recurrence of the problem is probably due in part to the fact that individuals have dumped trash in Meacham Park for a number of years. In one innovative example of problem solving, a patrol officer observed a pickup truck hauling a load of branches which had recently been trimmed. The officer assumed that the driver had plans to dump the limbs illegally somewhere in the area. Since it was not possible to watch the pickup for the entire day, the officer tied a ribbon on a limb. Later the abandoned limbs were found, and the officer was able to identify them from the ribbon. As a result, the driver was prosecuted and fined for illegal trash dumping.

Preventive measures also involved working with other government agencies, including the St. Louis County Housing Authority. The Housing Authority was able use its legal authority to evict the residents of five drug houses in Meacham Park. Officers also worked with the Kirkwood Housing Code Officer to enforce housing codes, and with the St. Louis County Parks and Recreation Department to help clean up area parks and playgrounds. The officers were also encouraged to participate in community

events, such as Meacham Park Homecoming, where officers rode in a parade and McGruff the crime dog was present.

Evaluation

Factors Facilitating Program Implementation

Members of the Kirkwood Police Department identified several factors which facilitated the implementation of the program. Respondents felt that the support of the Chief of Police and command staff was essential in helping the program succeed. They also noted the importance of cooperation among the various agencies and within the police department itself. Kirkwood was building on an institutional culture which has emphasized service and prevention for a number of years; the implementation of community oriented policing was not a major divergence from existing practice. The training on crime prevention and problem solving were also important for the officers in the program. Finally, support of community residents and organizations, particularly churches, was essential to the success of the program.

Factors Impeding Program Implementation

A number of factors impacted on the implementation of the program. One of the first encountered was the amount of crime in Meacham Park and the number of calls for service. As indicated earlier, officers became aware of a number of law violations, which resulted in a decision to warn, cite or arrest violators for the crimes observed. Figures provided by the Kirkwood officers show that the annexation of Meacham Park had resulted in an increase in arrests and calls for service.

Respondents also reported difficulty in coordinating services provided by different government entities. For example, St. Louis County continues to provide services in Meacham Park, including streets and parks. Efforts to have a pothole filled or a trash pickup is sometimes more difficult because various agencies are unsure of their responsibilities.

Program participants also experienced what they referred to as "fragmented community leadership." They were not always certain which persons represented the community. This difficulty has been resolved, in part, by working closely with Meacham Park churches, which are the most stable institutions in the area.

Participants also expressed concern over how residents of Meacham Park might react when the program did not meet their expectations. The officers had the perception that residents had high, perhaps unrealistically high, expectations of what the police could accomplish in Meacham Park. Respondents indicated that citizens had expressed frustration over what they perceived as a lack of action against drug dealers by the police. For example, citizens would report what they thought was drug activity and then would anticipate an arrest to follow immediately. Police have responded by explaining to citizens the legal requirements which must be met in order to build a case which could be successfully prosecuted.

In the same vein, officers expressed frustration over the length of time it took to make changes in the community. Progress in changing the community seemed to be slow and uncertain.

Respondents expressed concern that participants may lose interest as problems prove more intractable than expected.

Survey Results

Meacham Park residents were interviewed or asked to fill out a questionnaire by trained graduate assistants, in order to determine citizen perceptions of crime and the police in their community. The graduate assistants targeted the area of Meacham Park, since this was the area which had received the services of the COPS program. Sixty-seven citizens were surveyed, with a refusal rate of less than approximately 25%. The survey was conducted in the summer of 1993.

The respondents were 37.3% male and 62.7% female, and most were black (95.5%, with 4.5% white). They most typically were single (54.5%), and had a higher percentage of widowed than in other groups surveyed (21.2%). Some had a high school degree (42.6%), with most having less education. About 44%, it can be noted, had less than a high school education. Only 1.5% had lived in Meacham Park for less than one year, and 59.1% had lived there more than ten years. Most of the respondents indicated that they knew a few or most of their neighbors (38.7 and 55.2%, respectively). Less than twenty percent (17.9%) indicated that they had been the victim of a crime in the last year. In terms of political orientation, 28.8% described themselves as liberal, 26.9% as moderate, and 44.2% as conservative.

The results indicated that most of the residents (80.6%) thought that crime in the United States was a serious problem, and

that crime in their community was a slight (31.3%) or moderate (20.9%) or serious (44.8%) problem. Most thought that crime would increase in the United States (62.6%), and 27.3% thought it would greatly increase or increase in their community. In this sample, a majority thought that crime in their community would stay the same or decrease (33.3 and 39.4%, respectively). Over 94% felt very safe or safe in the community during the day, with that percentage dropping around 58% at night. Again, most (93.8%) felt safe at home during the day, and that percentage dropped to 80% at night.

In general, most of the respondents had a somewhat positive view of the police. When asked how the police officers did their job, 12.1% indicated that they performed poorly. An additional 10.6% were undecided, while over 77% indicated that they performed well or very well. For the most part, many respondents did not indicate that they had taken crime prevention steps. They had installed special locks and marked valuable items (64.2%). Over one-quarter had joined a neighborhood watch program and half had attended community meetings. Over half had talked to a police officer. Of those aware of the COPS program (91%), 78.3% believed that community had been greatly improved or improved, 16.7% believed that it had not changed, and only 5% that it had become worse.

There was a high awareness of the COPS program in Meacham Park, and the results suggested that the program had been well received. Fear of crime was actually somewhat less than is

typical, and views of the police were generally positive. Given the demographics of the area, these results are impressive.

MEACHAM PARK				
	Not a problem at all	A slight problem	A moderate problem	A serious problem
	%	%	%	%
To what extent do you think that crime is a problem in the United States?	0	4.5	14.9	80.6
To what extent do you think that crime is a problem in the community where you live?	3.0	31.3	20.9	44.8

MEACHAM PARK					
	Greatly increase	Increase	Stay the same	Decrease	Greatly decrease
	%	%	%	%	%
In the future, do you think crime will	11.9	50.7	26.9	10.4	0
In the future, do you think crime in your community will	7.6	19.7	33.3	39.4	0

MEACHAM PARK				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	46.3	47.8	3.0	3.0
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	9.0	49.3	29.9	11.9

MEACHAM PARK				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	52.3	41.5	4.6	1.5
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	29.2	50.8	15.4	4.6

MEACHAM PARK		
	Yes	No
	%	%
Is there anywhere around your home--that is, within a mile--where you would be afraid to walk alone at night because of crime?	59.7	40.3
Would you be afraid for other family members to walk alone at night because of crime?	73.4	26.6
Are there neighborhood places where you used to go at night, but are now afraid to go because of the threat of crime?	42.2	57.8

MEACHAM PARK					
	Very well	Well	Undecided	Poorly	Very poorly
	%	%	%	%	%
In general, how well do you think the police do their job?	22.7	54.5	10.6	4.5	7.6
In general, how well do you think the police did their job in this case (these cases)?	9.1	54.5	27.3	9.1	0

MEACHAM PARK		
Which of the following actions have you taken to protect yourself or your property?		
	Yes	No
	%	%
Installed special locks	64.2	35.8
Installed a burglar alarm	12.1	87.9
Joined a neighborhood watch program	28.8	71.2
Marked valuable items	64.2	35.8
Installed bars on windows or doors	6.1	93.9
Purchased a gun	20.0	80.0
Acquired a dog	73.1	26.9
Talked to a police officer		
Attended community meetings		
Other		

MEACHAM PARK				
	Greatly improved	Improved	Not changed	Become worse
	%	%	%	%
If you are aware of community oriented policing, do you believe that the community has:	20.0	58.3	16.7	5.0

MEACHAM PARK		
	Male	Female
	%	%
Sex:	37.3	62.7

MEACHAM PARK					
	Single	Married	Separated	Divorced	Widowed
	%	%	%	%	%
Marital Status:	54.5	10.6	1.5	12.1	21.2

MEACHAM PARK						
	White	Black	Oriental	Hispanic	Native American	Other
	%	%	%	%	%	%
Race or ethnic background	4.5	95.5	0	0	0	0

MEACHAM PARK				
	Less than one year	1-5 years	6-10 years	More than 10 years
	%	%	%	%
Length of residence in this community:	1.5	15.2	24.2	59.1

MEACHAM PARK			
	Liberal	Moderate	Conservative
	%	%	%
Politically, do you consider your- self to be:	28.8	26.9	44.2

MEACHAM PARK			
	I do not know any of them	I know a few of them	I know most of them
	%	%	%
To what extent do you know your neighbors?	6.0	38.8	55.2

**Springfield Police Department
Community Oriented Policing**

Program Description

Springfield has 204 sworn personnel in a city with a population of approximately 200,000 residents. The City of Springfield has experienced an increase in crime, particularly crimes against persons. This increase in reported crime has been accompanied by an increase in the number of calls for service. Department managers believed that community oriented policing would best address the public safety needs of the community. Their overall aim was to reduce both the crime rate and the number of calls for service, to target job satisfaction, and to improve the quality of service delivery.

Goals and Objectives

The Community Oriented Policing Program in Springfield was guided by the following five goals:

1. **Partnerships:** The department would create a partnership with the community to define each crime related problem, and after determining its cause, implement solutions.
2. **Problem-Solving:** Officers were encouraged to identify and analyze crime and public order problems to develop methods and solutions for permanent resolution of problems. Community Oriented Policing training would enable officers to identify and analyze criminal disruptive patterns. This problem-solving approach was designed to reduce the incidence and fear of crime, and to develop creative solutions to problems.

3. **Empowerment:** This program was to attempt to create a sense of joint ownership for reciprocal behaviors, skills, and attitudes, which would allow members of "communities" and officers to express their concerns.

Input from the community was to be sought in order to define and prioritize problem areas, designing strategies to eliminate or reduce problem areas, and implementing problem reducing strategies. This "synergistic" effect was designed to create enough power to overcome the effects of the "detractors" in the community--for example, disorderly juveniles, drug dealers and street crime. Increased citizen involvement was expected to eventually result in a decrease in calls for service.

4. **Accountability:** A form of mutual checks and balances was developed which placed shared responsibility for solving problems on citizens, police, governmental, civic, and social agencies. Each partner in the program was to be held responsible, or accountable, for clearly defined tasks.

5. **Service Orientation:** This goal was expressed in the concept that the "public" is the "customer" and the Springfield Police Department is the "service provider". The role of the "service provider" was re-emphasized to departmental personnel. The Department planned to proactively enforce the law.

Program Implementation

Program developers wanted to aim their efforts at particular problem areas, and used three factors for selecting areas: (1) a definable community, in terms of community geographical

differences; (2) community demand for additional police services; and (3) a community organization to work with. They then targeted a number of areas, and defined the problems of each with community members.

Substations were set up in the City of Springfield in areas which have experienced an increase in violent crimes. These targeted areas initially were: (1) Downtown; (2) West Side; (3) Grant Beach; and (4) Battlefield Mall. The stations were manned by police officers, cadets, and reserves. Their primary functions were to make citizen contacts within the neighborhood, take telephone calls and walk-in police reports, and provide citizen assistance. The officers and the citizens would then determine solutions to problems together. In order to better form this partnership, the officers were trained in interpersonal communication and minority cultural skills, with college and university assistance. In order to publicize their efforts, a newsletter, written by police to their constituents, was developed.

Each area presented different problems, and differing solutions needed to be developed. Grant Beach, for example, is an older deteriorating area which includes both businesses and residences. The problems identified by the community included intoxication, transients, fights, robberies, thefts and parking. The officers met with the business owners. They participated in remodeling, painting, and razing of condemned buildings. They worked with bar owners to decrease liquor violations. Respondents

indicated that there was a positive community response, and calls for service and crime reports increased.

The areas near Southwest Missouri State University (SWMSU), a transient commuter area with 65 businesses, presented different problems. Concerns on the part of citizens included theft, vandalism and noise disturbance. The Springfield police proposed enhanced policing for the university. They proposed and implemented guidelines for fraternities and other student gatherings to reduce these problems. In one neighborhood bordering the university, problems included parking, cruising in the park, and noise disturbance. An officer was assigned to this area part-time, and working with citizens they cleaned up the park area and persuaded disorderly individuals to leave and go elsewhere.

Battlefield Mall had a completely different set of problems, with 150 businesses and 60.4 million customers a year. The problems the business owners identified included delay in police response time, the congregation of youths at the mall, and some racial problems. A substation was placed at the mall to decrease these problems.

At the present time, a COPS officer is anchored to a squad, (with nine officers to a squad). Efforts have been made to carefully select these officers. As problems are handled, the plan in Springfield is to move COPS officers into new areas to identify other problems and propose solutions, working area by area.

Evaluation

Factors Impeding Program Implementation

There was internal resistance to the program initially. Officers felt that assigning individuals to the COPS program meant that shift people would have even more calls, and response time would be increased. The reaction at first was cynicism, attributed by respondents to morale problems and animosity toward the former chief of police. However, no one attempted to sabotage the program.

Factors Facilitating Program Implementation

One of the primary factors which facilitated the implementation of community policing in Springfield was the support of the midlevel command personnel of the department. It is interesting to note that when this program was developed, Springfield did not have a regular chief of police. A search was underway to fill the position, but at the time the grant was awarded and implemented a new chief had not yet been appointed. Normally this would have been a serious obstacle to the program implementation, since support from the chief is almost universally seen as necessary for a program of this type to succeed. In this case, upper and midlevel managers implemented the program, although they moved more slowly than might have been the case if a chief had been in office. One respondent stated that the command staff "had" to make the program succeed. When asked why they felt such a sense of urgency about making community policing succeed he answered

"it's all we have left," indicating a belief that traditional approaches to delivering police service had not been successful.

Another factor which facilitated the implementation of this program was training in total quality management. While a discussion of total quality management exceeds the scope of this report, it is necessary to note that TQM is based on the concept that management exists only to improve the quality of services delivered or the product produced. In this case, the service is policing and the customers are the public. The police must listen to the public, and to the extent that if what the public wants is legal, the police should provide that service to them.

Recommendations

Respondents emphasized that COPS officers should not be an elite group, but part of the team, but also it should be perceived as a good job. They suggested that senior officers were needed to "sell" the program to the other officers. Selection of the officers is critical; COPS officers should have experience, and neither rookies nor "burnouts" should be part of the program.

Respondents also noted that in their program they planned to resolve problems in an area and then move on to other areas. In the process, they would be shifting resources, and they expressed the concern that this shift must be done tactfully, so that community residents are not alienated.

Survey Results

Springfield residents were interviewed or asked to fill out a questionnaire by trained graduate assistants, in order to determine

citizen perceptions of crime and the police in their community. The graduate assistants targeted the two areas with sub-stations-- Battlefield Mall and Grant Beach, a neighborhood that was directly involved, since these were areas which had received the services of the COPS program. One hundred and thirty citizens were surveyed, with a refusal rate of less than approximately 5%. The survey was conducted in the fall of 1993.

The respondents were 33.1% male and 66.9% female, and most were white (94.5%, with 3.9% black and .8% Oriental). They most typically were married (45.3%) or single (40.6%). About 9.4% had less than a high school education, while 38.6% had a high school degree and the rest had education beyond high school. Eighteen percent had lived in Springfield for less than one year, 35.9% between one and five years, and 32% had lived there more than ten years. Most of the respondents indicated that they knew a few or most of their neighbors (56.3 and 28.9%, respectively). Nearly thirty percent (28.1%) indicated that they had been the victim of a crime in the last year. In terms of political orientation, 14.9% described themselves as liberal, 51.2% as moderate, and 33.9% as conservative.

The results indicated that most of the residents (86%) thought that crime in the United States was a serious problem, and that crime in their community was a slight (30%) or moderate (46.9%) or serious (18.5%) problem. Most thought that crime would increase in the United States (82.2%), and 79.1% thought it would greatly increase or increase in their community. Over 94% felt very safe

or safe in the community during the day, with that percentage dropping to around 55% at night. Again, most (over 98%) felt safe at home during the day, and that percentage dropped to 79% at night.

In general, most of the respondents had a somewhat positive view of the police. When asked how the police officers did their job, 7.2% indicated that they performed poorly or very poorly. An additional 27.9% were undecided, while 65.1% indicated that they performed well or very well. For the most part, many respondents did not indicate that they had taken crime prevention steps. They had installed special locks (45.1%) and marked valuable items (33.1%). Over one-quarter had joined a neighborhood watch program. Slightly over 40% had talked to a police officer. Of those aware of the COPS program (45.7%), 75.9% believed the community had been greatly improved or improved, and the remaining 24.1% believed that it had not changed.

In general, the responses of those surveyed indicated citizen satisfaction and a positive view of the police. Nearly half of those surveyed were aware of the program, and most believed that the community had improved as a result.

SPRINGFIELD				
	Not a problem at all	A slight problem	A moderate problem	A serious problem
	%	%	%	%
To what extent do you think that crime is a problem in the United States?	0	0	14.0	86.0
To what extent do you think that crime is a problem in the community where you live?	4.6	30.0	46.9	18.5

SPRINGFIELD					
	Greatly increase	Increase	Stay the same	Decrease	Greatly decrease
	%	%	%	%	%
In the future, do you think crime will	23.3	58.9	14.7	2.3	.8
In the future, do you think crime in your community will	18.6	60.5	17.8	1.6	1.6

SPRINGFIELD				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	40.0	54.6	4.6	.8
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	6.3	49.2	25.0	19.5

SPRINGFIELD				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	54.7	43.8	1.6	0
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	23.2	56.0	15.2	5.6

SPRINGFIELD		
	Yes	No
	%	%
Is there anywhere around your home--that is, within a mile--where you would be afraid to walk alone at night because of crime?	58.1	41.9
Would you be afraid for other family members to walk alone at night because of crime?	82.2	17.8
Are there neighborhood places where you used to go at night, but are now afraid to go because of the threat of crime?	39.8	60.2

SPRINGFIELD					
	Very well	Well	Undecided	Poorly	Very poorly
	%	%	%	%	%
In general, how well do you think the police do their job?	17.5	47.6	27.8	4.0	3.2
In general, how well do you think the police did their job in this case (these cases)?	4.3	39.1	39.1	13.0	4.3

SPRINGFIELD		
Which of the following actions have you taken to protect yourself or your property?		
	Yes	No
	%	%
Installed special locks	45.1	54.9
Installed a burglar alarm	5.0	95.0
Joined a neighborhood watch program	26.2	73.8
Marked valuable items	33.1	66.9
Installed bars on windows or doors	5.8	94.2
Purchased a gun	20.8	79.2
Acquired a dog	33.3	66.7
Talked to a police officer	41.7	58.3
Attended community meetings	18.3	81.7
Other	11.3	88.7

SPRINGFIELD				
	Greatly improved	Improved	Not changed	Become worse
	%	%	%	%
If you are aware of community oriented policing, do you believe that the community has:	32.8	43.1	24.1	0

SPRINGFIELD		
	Male	Female
	%	%
Sex:	33.1	66.9

SPRINGFIELD					
	Single	Married	Separated	Divorced	Widowed
	%	%	%	%	%
Marital Status:	40.6	45.3	3.9	6.3	3.9

SPRINGFIELD						
	White	Black	Oriental	Hispanic	Native American	Other
	%	%	%	%	%	%
Race or ethnic background	94.5	3.9	.8	.8	0	0

SPRINGFIELD				
	Less than one year	1-5 years	6-10 years	More than 10 years
	%	%	%	%
Length of residence in this community:	18.0	35.9	14.1	32.0

SPRINGFIELD			
	Liberal	Moderate	Conservative
	%	%	%
Politically, do you consider yourself to be:	14.9	51.2	33.9

SPRINGFIELD			
	I do not know any of them	I know a few of them	I know most of them
	%	%	%
To what extent do you know your neighbors?	14.8	56.3	28.9

**St. Louis Police Department
Community Oriented Policing
Police School Assistance Grant**

Program Description

The Police School Assistance Program was designed to complement a department-wide community oriented policing program implemented in the St. Louis Police Department. In this program, fourteen police officers were assigned to selected schools to provide concentrated police services in and around those public schools. Each officer was to work as a member of a team of professionals, including a public health official and a school official. The overriding goal of this project was to create a more secure and safe environment in an area described as a "school beat."

Project designers envisioned a team approach which would involve the efforts of a number of individuals, including a teen age health consultant from the Department of Public Health, police officers from the juvenile division, the "We Are Responsible" (W.A.R.) program (a drug education program), and the Gang Unit. Also included in the team were representatives from school security and administrators.

Originally, a number of schools were involved in the program, including the major high schools and middle schools and one elementary school. At the time of the evaluation, however, the program was restricted to two officers assigned to the two middle schools of Langston and Stowe, because the funding was at an end. The program had continued in these two schools because

the district captain believed that the program had merit. These schools are in an area which have all the traditional problems common to inner city areas. The neighborhoods have a number of rival gangs, and the children are bussed in and out of these neighborhoods for school.

Goals and Objectives

Project designers set several goals for the program. The primary goal of the project was to create and maintain an environment in public schools which was conducive to learning. Specifically the following goals were set:

1. To identify school-related problems that jeopardize the safety and security of students and residents of the neighborhood, through collaboration with public health officials and school officials.
2. To target intervention strategies to those problems that are of mutual concern to the police, school, and public health officials.
3. To encourage students to resolve conflict in non-violent ways.
4. To reduce both the frequency and severity of incidents associated with assaultive and disorderly conduct in and around the schools.
5. To identify students whose conduct or social environment indicates a high risk for serious delinquent behavior if not corrected.
6. To improve the feelings of security among the students,

the teachers, and the neighbors of the schools.

Police officers assigned to the school program were to function much like other officers in the larger St. Louis Police Department Community Oriented Policing program; however, their specific efforts would focus on problems in and around the targeted schools. Officers were to develop long term solutions to problems which had been identified. Specifically they were to:

1. Meet regularly with counselors, school officials, and students to identify areas of concern to those groups.
2. Provide emergency police response to incidents of violence and crime.
3. Coordinate activities of other police officers, including district officers and officers involved in school programs.
4. Develop innovative programs to address conflict in schools.
5. Address neighborhood problems, particularly those associated with the schools.

Program Implementation

The school assistance program was initially to be staffed by paying overtime to any officer who was interested in participating. Early in the program it was determined that this arrangement would not provide a consistent police presence in the schools. It was therefore decided that fourteen officers would be assigned to the program fulltime, and overtime would be paid

to patrol officers to relieve school officers from regular beat assignments.

The officers were to try to provide a safe environment for the school and neighborhood, deter gang activity, and maintain high visibility. When the program began, the officers introduced themselves to the staff, and then went room to room, explaining their purpose to the students. Respondents indicated that it took about three weeks to establish rapport with faculty and students. There were also a number of meetings initially involving police officers and public health personnel. Police personnel participating in the program were encouraged to view violence as a public health problem which required proactive and preventive responses.

The problems which were identified often involved dealing with alcohol and other drugs in and around schools. The most frequently cited problem involved drug usage and drinking near the schools by both students and other people in the area. In addition, fights were a common problem, particularly after school.

Officers found that many of the problems were not restricted to the school property. The decision was made to expand the area to be covered by the school assistance program to a three block area contiguous to the school. School assistance officers were encouraged to patrol the area around the schools on a bicycle, and later school officers were dispatched to calls in the three block area. By having officers handle calls outside the schools,

the school assistance program was further integrated into the larger Community Oriented Problem Solving Program in the St. Louis Police Department.

The officers engaged in a number of activities designed to provide a safe environment for the school and neighborhood, and to deter gang activity. For example, they enforced school rules concerning drug/gang paraphernalia. They would conduct random locker checks for weapons with the principal, and soon students began to tell them where the weapons were. These students also began to provide them with information that made it more difficult for older youths to recruit gang members. The officers would also conduct perimeter checks of the school and communicate with bus drivers. If a child was being followed by gang members, for example, they would inform the driver so that he could try to deter such activity.

Additionally, the officers chased drug traffickers out of the school zone, and assisted in closing down vacant buildings. They made themselves available to the people in the neighborhood and the store owners. They took a number of steps to discourage drug trafficking in the schools. For example, they forbade pagers on school property, and arranged matters with the telephone company so that a person could only call out on the payphones.

The officers in the program have also targeted school attendance as a problem. If a child is absent for three days, they call the parents and check on them. If they cannot contact

a parent, they make a home visit. If the parents are uncooperative, they can summon the parent to court. Citywide, there are programs for truancy and curfew. If an officer finds a truant, he/she is taken to a truancy center, and the parent is called to pick up the child, thus inconveniencing the parent. After two offenses on the part of the child, the parent goes to court. As a result of these efforts, attendance and grades have improved considerably.

The officers working at Langston and Stowe reported that they became more involved in the students' lives than they had anticipated. The students came to them if they had problems. The principals have sometimes asked them for assistance with angry parents. They also have become involved in a number of off-duty activities with the youths. For example, they took problem children from the two schools and combined them into a baseball team. This team has played against a variety of other teams, and they even played at Busch Stadium. The officers have also taken groups to other activities, such as skating.

Evaluation

Factors Impeding Program Implementation

One of the initial problems encountered was confusion about the role of the School Assistance Program officers. Officers were expected to take a problem solving approach to dealing with the problems encountered in schools. School officials, particularly principals, tended to view officers as armed guards who were responsible for maintaining order in the school. This

confusion led to a situation in which school officers had "two masters" each with different expectations.

Another problem encountered was that officers brought an enforcement perspective to the school, which sometimes conflicted with school officials' attitudes, because school officials tended to handle problems informally. Officers participating in the program expressed confusion about how they were to perform in their roles as problem solvers and police officers. Like most major police departments, St. Louis has extensive policies and procedures which guide the actions of individual officers. Officers are accustomed to receiving "marching orders" which outline their duties. Many of the officers were uncomfortable, at least initially, with the informal ways of handling different situations.

Another factor impacting on the program was a continuing emphasis, particularly among higher level management personnel, on responding to calls for service. Many officers believed that any call from citizens should receive the attention of a uniformed officer.

Factors Facilitating the Program

Several factors were identified as facilitating implementation of the program. Among the most important was the total support of the Chief of Police for Community Oriented Problem Solving, which was the larger of the two programs, with the School Assistance Program as one component. Without the support of the Chief of Police, the program would have had little

chance of success.

Another factor aiding in the development of the program was the existence of a strong working relationship between units of the police department and the school system. This was particularly true of the relationship of the juvenile section of the department and the schools.

Furthermore, officers participating in the program were an asset. Individually and collectively, officers exhibited a great deal of initiative and enthusiasm in developing solutions to the problems they had identified.

Recommendations

In order to be successful, there must be good communication among the children, the staff, the police, and the community. Respondents indicated a need for more and stronger support from social services, and suggested that training in counseling techniques were useful for this type of program. They recommended asking the constituents for suggestions and having them define the problems that they felt were important. Finally, they indicated that they believed that the middle schools were probably the best target age for this type of intervention.

Survey Results

Students at Langston and Stowe Middle Schools were asked to fill out questionnaires by trained graduate assistants, in order to determine their perceptions of crime and the police in their community. One hundred and thirty two students were surveyed, with a refusal rate of less than approximately 1%. The survey

was conducted in the fall of 1993.

The respondents were 42.7% male and 57.3% female, and most were black (93.1%, with 2.3% white). They most typically were single (98.5%). They were all in sixth (11.8%), seventh (39.4%) or eighth (47.2%) grade. Nearly twenty-three percent had lived in their neighborhood for less than one year, and 32.8% had lived there more than ten years. Most of the respondents indicated that they knew a few or most of their neighbors (27.5 and 64.9%, respectively). Forty percent (a high percentage) indicated that they had been the victim of a crime in the last year.

The results indicated that most of the residents (93.2%) thought that crime in the United States was a serious problem, and that crime in their community was a slight (38.2%) or moderate (24.4%) or serious (30.5%) problem. Most thought that crime would increase in the United States, and 43.9% thought it would greatly increase or increase in their community. Over 71% felt very safe or safe in the community during the day, with that percentage dropping around 39% at night. Again, most (93.2%) felt safe at home during the day, and that percentage dropped to 83% at night.

In general, most of the respondents had a somewhat positive view of the police. When asked how the police officers did their job, 11.1% indicated that they performed poorly. An additional 27% were undecided, while over 50% indicated that they performed well or very well. For the most part, many respondents did not indicate that they had taken crime prevention steps. Over 40%

had talked to a police officer. Of those aware of the School Assistance Program (91%), 57.5% believed that community had been greatly improved or improved, 32.9% believed that it had not changed, and 9.6% that it had become worse.

The students' views of the police were relatively positive. Although not nearly as positive as the other samples in this study, it must be remembered that individuals in this age range, particularly young black males, tend to have negative perceptions of the police. As such, the high awareness of the school assistance program, as well as the fact that over half the students thought that the community had greatly improved or improved, reflects favorably on the program.

ST. LOUIS				
	Not a problem at all	A slight problem	A moderate problem	A serious problem
	%	%	%	%
To what extent do you think that crime is a problem in the United States?	.8	.8	5.3	93.2
To what extent do you think that crime is a problem in the community where you live?	6.9	38.2	24.4	30.5

ST. LOUIS					
	Greatly increase	Increase	Stay the same	Decrease	Greatly decrease
	%	%	%	%	%
In the future, do you think crime will	21.4	35.9	19.8	16.0	6.9
In the future, do you think crime in your community will	9.1	34.8	29.5	21.2	5.3

ST. LOUIS				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	17.6	53.4	22.9	6.1
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your community?	6.2	32.6	31.0	30.2

ST. LOUIS				
	DURING THE DAY			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	50.8	42.4	6.1	.8
	DURING THE NIGHT			
	Very safe	Safe	Unsafe	Very unsafe
	%	%	%	%
In general, how safe do you feel in your home?	44.6	38.5	13.1	3.8

ST. LOUIS		
	Yes	No
	%	%
Is there anywhere around your home--that is, within a mile--where you would be afraid to walk alone at night because of crime?	59.5	40.5
Would you be afraid for other family members to walk alone at night because of crime?	93.2	6.8
Are there neighborhood places where you used to go at night, but are now afraid to go because of the threat of crime?	41.7	58.3

ST. LOUIS					
	Very well	Well	Undecided	Poorly	Very poorly
	%	%	%	%	%
In general, how well do you think the police do their job?	10.6	34.8	14.4	20.5	19.7
In general, how well do you think the police did their job in this case (these cases)?	12.7	38.1	27.0	11.1	11.1

ST. LOUIS		
Which of the following actions have you taken to protect yourself or your property?		
	Yes	No
	%	%
Installed special locks	61.4	38.6
Installed a burglar alarm	37.8	62.2
Joined a neighborhood watch program	17.3	82.7
Marked valuable items	27.6	72.4
Installed bars on windows or doors	37.8	62.2
Purchased a gun	43.3	56.7
Acquired a dog	36.2	63.8
Talked to a police officer	40.2	59.8
Attended community meetings	17.3	82.7
Other	22.0	78.0

ST. LOUIS				
	Greatly improved	Improved	Not changed	Become worse
	%	%	%	%
If you are aware of community oriented policing, do you believe that the community has:	11.0	46.6	32.9	9.6

ST. LOUIS		
	Male	Female
	%	%
Sex:	42.7	57.3

ST. LOUIS					
	Single	Married	Separated	Divorced	Widowed
	%	%	%	%	%
Marital Status:	98.5	1.5	0	0	0

ST. LOUIS						
	White	Black	Oriental	Hispanic	Native American	Other
	%	%	%	%	%	%
Race or ethnic background	2.3	93.1	.8	.8	3.1	0

ST. LOUIS				
	Less than one year	1-5 years	6-10 years	More than 10 years
	%	%	%	%
Length of residence in this community:	22.7	35.9	8.6	32.8

ST. LOUIS			
	Liberal	Moderate	Conservative
	%	%	%
Politically, do you consider your- self to be:	71.8	18.2	10.0

ST. LOUIS			
	I do not know any of them	I know a few of them	I know most of them
	%	%	%
To what extent do you know your neighbors?	7.6	27.5	64.9

APPENDIX A

Number of Offenses Known to the Police, Cities, and Towns, 10,000 and over in Population, 1991.

City	Population	Crime Index Total	Modified Crime Index Total	Murder & Non-negligent manslaughter	Forcible Rape	Robbery	Aggravated Assault	Burglary	Larceny Theft	Motor Vehicle Theft	Arson
Columbia	69,653	4,662	4,702	5	34	83	313	786	3,291	150	40
Grandview	25,166	1,633	1,637	2	10	60	51	314	1,001	195	4
Joplin	41,287	3,973	4,011	1	13	44	85	661	3,011	158	38
Kansas City	438,188	57,834	58,374	135	477	4,955	6,846	13,008	22,527	9,886	540
Kirkwood	27,509	802	804	0	3	9	20	154	583	33	2
Springfield	141,617	11,905	12,000	4	54	151	426	2,560	8,275	435	95
St. Louis	399,858	64,103	64,970	260	342	5,294	8,180	13,396	27,381	9,250	867

Number of Offenses Known to the Police, Cities, and Towns, 10,000 and over in Population, 1992.

City	Population	Crime Index Total	Modified Crime Index Total	Murder & Non-negligent manslaughter	Forcible Rape	Robbery	Aggravated Assault	Burglary	Larceny Theft	Motor Vehicle Theft	Arson
Columbia	70,125	4,893	4,931	3	31	137	301	667	3,585	169	38
Grandview	25,336	1,098	1,106	1	8	59	55	288	491	196	8
Joplin	41,567	3,964	3,994	6	13	48	107	761	2,865	164	30
Kansas City	441,168	55,033	55,541	150	564	4,494	7,386	12,551	21,846	8,042	508
Kirkwood	27,695	704	707	1	5	16	23	122	498	39	3
Springfield	142,578	10,916	11,020	8	61	165	415	1,961	7,842	464	104
St. Louis	402,573	59,579	60,514	231	349	4,936	7,731	12,303	25,600	8,429	935

COMPARISON OF CRIME RATES BETWEEN 1991-1992

VIOLENT CRIME TOTALS AND PERCENTAGE CHANGE				NON-VIOLENT OFFENSES TOTAL AND PERCENTAGE CHANGE			
CITY	1991	1992	% CHANGE	CITY	1991	1992	% CHANGE
Columbia	435	472	+8.5	COLUMBIA	4,267	4,459	+4.5
Grandview	123	123	0	GRANDVIEW	1,514	983	-35.07
Joplin	143	174	+21.7	JOPLIN	3,868	3,820	-1.24
Kansas City	12,413	12,594	+1.5	KANSAS CITY	45,961	42,947	-6.6
Kirkwood	32	45	+40.6	KIRKWOOD	772	662	-14.2
Springfield	635	649	+2.2	SPRINGFIELD	11,365	10,371	-8.7
St. Louis	14,076	13,247	-5.88	ST. LOUIS	50,894	47,267	-7.13

APPENDIX B

CITIZEN SURVEY

1. To what extent do you think that crime is a problem in the United States?

- | | |
|-------------------------|-----------------------|
| 1. NOT A PROBLEM AT ALL | 3. A MODERATE PROBLEM |
| 2. A SLIGHT PROBLEM | 4. A SERIOUS PROBLEM |

2. In the future, do you think crime will

1. GREATLY INCREASE
2. INCREASE
3. STAY THE SAME
4. DECREASE
5. GREATLY DECREASE

3. To what extent do you think crime is a problem in the community where you live?

- | | |
|-------------------------|-----------------------|
| 1. NOT A PROBLEM AT ALL | 3. A MODERATE PROBLEM |
| 2. A SLIGHT PROBLEM | 4. A SERIOUS PROBLEM |

4. In the future, do you think crime in your community will

1. GREATLY INCREASE
2. INCREASE
3. STAY THE SAME
4. DECREASE
5. GREATLY DECREASE

5. In general, how safe do you feel in your community:

- | <u>DURING THE DAY</u> | <u>DURING THE NIGHT</u> |
|-----------------------|-------------------------|
| 1. VERY SAFE | 1. VERY SAFE |
| 2. SAFE | 2. SAFE |
| 3. UNSAFE | 3. UNSAFE |
| 4. VERY UNSAFE | 4. VERY UNSAFE |

6. In general, how safe do you feel in your home?

- | <u>DURING THE DAY</u> | <u>DURING THE NIGHT</u> |
|-----------------------|-------------------------|
| 1. VERY SAFE | 1. VERY SAFE |
| 2. SAFE | 2. SAFE |
| 3. UNSAFE | 3. UNSAFE |
| 4. VERY UNSAFE | 4. VERY UNSAFE |

7. Is there anywhere around your home--that is, within a mile--where you would be afraid to walk alone at night because of crime? 1. YES 2. NO

8. Would you be afraid for other family members to walk alone at night because of crime? 1. YES 2. NO

9. Are there neighborhood places where you used to go at night, but are now afraid to go because of the threat of crime? 1. YES 2. NO
10. In general, how well do you think the police do their job?
1. VERY WELL 2. WELL 3. UNDECIDED
4. POORLY 5. VERY POORLY
11. In the last 12 months, has anyone in your household been a victim of crime?
1. YES 2. NO--IF NO, SKIP TO Question 14
- 12A. How many times have you or a member of your household been the victim of a crime? _____
- 12B. Did you report the crime(s)?
1. YES, each time
2. YES, most of the time
3. YES, some of the time
4. NO
13. In general, how well do you think the police did their job in this case (these cases)
1. VERY WELL 2. WELL 3. UNDECIDED
4. POORLY 5. VERY POORLY
14. Which of the following actions have you taken to protect yourself or your property? (For each action, please circle the number of your answer).
- | | | |
|-------------------------------------|--------|-------|
| Installed special locks | 1. YES | 2. NO |
| Installed a burglar alarm | 1. YES | 2. NO |
| Joined a neighborhood watch program | 1. YES | 2. NO |
| Marked valuable items | 1. YES | 2. NO |
| Installed bars on windows or doors | 1. YES | 2. NO |
| Purchased a gun | 1. YES | 2. NO |
| Acquired a dog | 1. YES | 2. NO |
| Talked to a police officer | 1. YES | 2. NO |
| Attended community meetings | 1. YES | 2. NO |
| Other _____ | 1. YES | 2. NO |
15. Are you aware of the community oriented policing program in your community? 1. YES 2. NO (if you answer NO, skip the next question)

16. If you are aware of community oriented policing, do you believe that the community has:

- | | |
|---------------------|-----------------|
| 1. GREATLY IMPROVED | 2. IMPROVED |
| 3. NOT CHANGED | 4. BECOME WORSE |

Finally, we need some information on your personal characteristics.

17. AGE _____ 18. SEX: MALE FEMALE

19. HIGHEST GRADE OR DEGREE COMPLETED: _____

20. OCCUPATION: _____

21. MARITAL STATUS:
SINGLE MARRIED SEPARATED DIVORCED WIDOWED

22. RACE OR ETHNIC BACKGROUND:

WHITE BLACK ORIENTAL HISPANIC NATIVE AMERICAN

OTHER _____

23. LENGTH OF RESIDENCE IN THIS COMMUNITY:

- | | |
|---------------------|-----------------------|
| 1. LESS THAN 1 YEAR | 3. 6-10 YEARS |
| 2. 1-5 YEARS | 4. MORE THAN 10 YEARS |

24. Politically, do you consider yourself to be:

1. LIBERAL 2. MODERATE 3. CONSERVATIVE

25. To what extent do you know your neighbors?

1. I DO NOT KNOW ANY OF THEM
2. I KNOW A FEW OF THEM
3. I KNOW MOST OF THEM

APPENDIX C

Questions on Community Oriented Policing

1. What goals were set for your program?
2. Describe how the project was actually implemented in your agency.
3. What factors impeded the implementation and functioning of your program?
4. What factors facilitated the implementation and functioning of your program?
5. How was the program staffed?
6. What training was provided to police officers to help them to identify and solve problems?
7. What recommendations would you make to other police administrators who were considering implementing community policing in their cities?

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