

A Preliminary Evaluation of
The Des Moines Police Department's
Comprehensive Neighborhood Patrol Program
(Iowa Crime Commission Grant #702-76-04-7701-25-02)

45726

Prepared By
Central Iowa Area Crime Commission
In Compliance With
Grant Award Condition Number I

March 15, 1977

HISTORY OF PROJECT

The concept of utilizing neighborhood foot patrol units in the Model Cities and Woodland-Willkie areas of Des Moines was initially conceived in 1975 by residents of those two areas of the city. These areas immediately to the north and west of the central city have been viewed as the high-crime area within Des Moines, both in terms of reported crime and in requests for police services. Community residents elected to serve on the Model Cities and Woodland-Willkie Prime Service Area Neighborhood Priority Boards voted to include a neighborhood foot patrol project within their 1976 Community Development Comprehensive Plan.

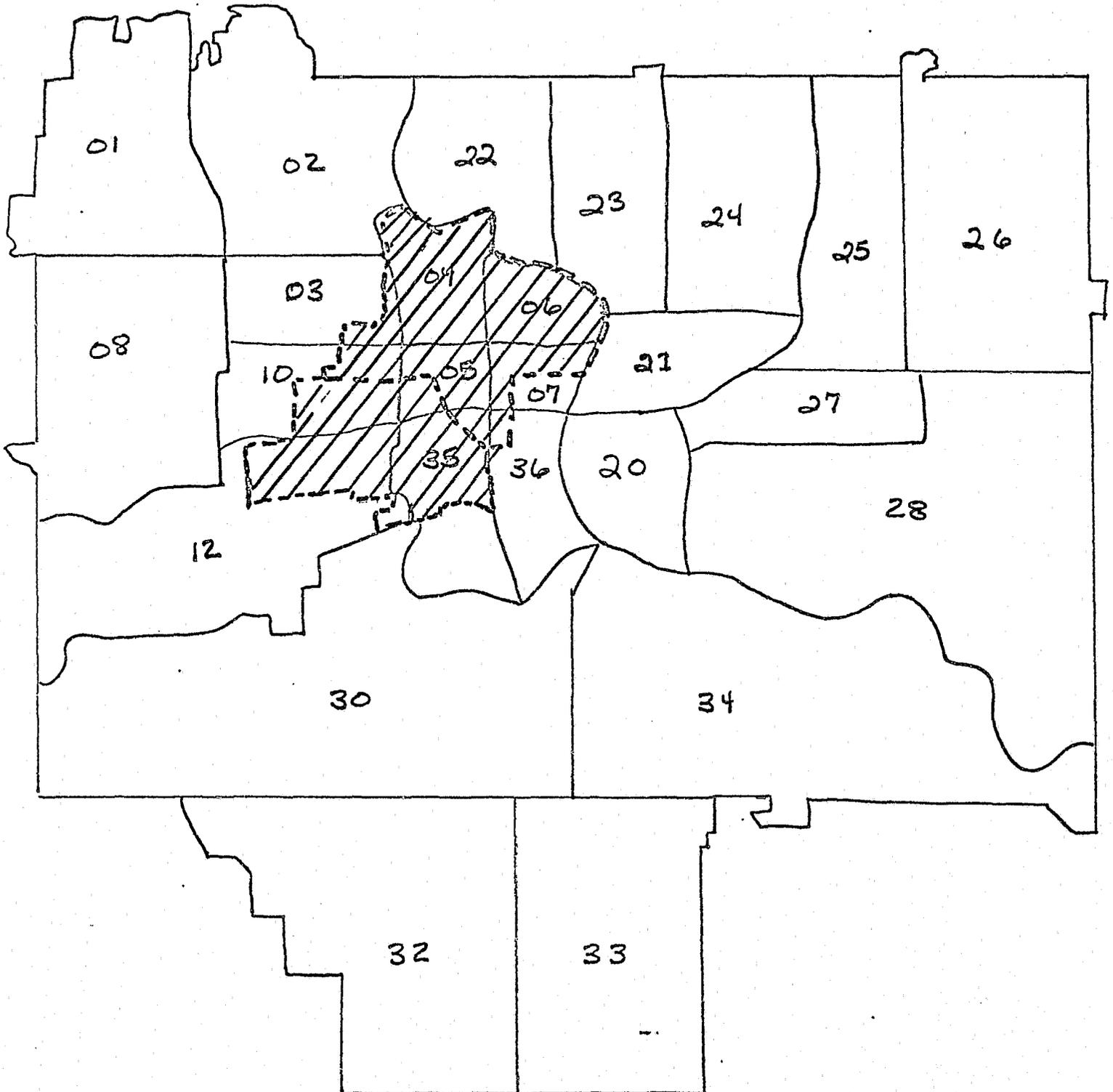
At that time, the Des Moines Police Department was asked to research the cost and feasibility of developing such a project. In the months following, neighborhood residents, Priority Board members, Community development program staff, and Police Department representatives met to attempt to develop a program acceptable to all of its authors. This was a lengthy process, often punctuated by disagreements on operation and control of the proposed units. A certain degree of mutual distrust surfaced in the desire by the Priority Boards to have "their own police," totally beyond the influence and control of the Des Moines Police Department, and the desire of the Des Moines Police Department to maintain complete control of the units within existing chains of command. While there was agreement on major areas of emphasis, specific details of operations were not delineated at the point of implementation. The project began with very flexible and loosely-defined operational objectives, evolving into the present operation largely as a result of the individual officers involved, as they responded to the needs of both the residents and the Department.

The project was approved by the City of Des Moines, the Crime Commission, and Neighborhood Development and began operation on May 16, 1976.

OPERATION

The current Neighborhood Foot Patrol operation provides a five-man team of one sergeant and four patrolmen within each of the prime service areas. The foot patrol boundaries conform with those of the prime service neighborhoods rather than existing patrol beats (see map following). All car patrol coverage within the beats including the neighborhoods has been maintained as have all support services. The Foot Patrol Units supplement rather than replace pre-project manpower coverage. The pre-project coverage included fifteen 2nd and 3rd watch patrol officers in the total area including Model Cities and Woodland-Willkie; hence, the 8 Foot Patrol officers (excluding sergeants) represented a 53% increase in available manpower. This allowed an increase in the police presence in the high-crime areas and the provision of police services which were not being provided on a regular basis.

Overlay Map of
MODEL CITIES and WOODLAND-WILLKIE
on Normal Patrol Beats



The Foot Patrol offices are housed in the same buildings as the neighborhood centers and tend to enhance the opportunities for community interaction as well as emphasize the cooperation between area residents and police. The units currently operate from 10:00 a.m. to 6:00 p.m., Monday through Friday and on alternate Saturdays. The hours, however, are flexible so that the units can respond to evolving needs of the neighborhoods.

Team members are assigned to the Special Operations Section of the Uniform Division. Two sergeants, accountable to the captain commanding Special Operations, are responsible for the daily administration of the project. The captain commanding this section is, in turn, responsible to the assistant chief commanding the Uniform Division.

Operational emphasis is placed upon alternatives to traditional police service with each officer emphasizing "foot patrol" enforcement within his assigned territory. Four-wheel drive vehicles are used for rapid transportation within the total project area with communication maintained through the use of portable radios, allowing for interaction with neighborhood residents while maintaining the officer's availability for response to citizen requests for service. Team sergeants work closely with neighborhood groups and service programs. The project sergeants serve as total authority within guidelines established by the Uniform Division Commander and enforced by the Special Operations Section Commander. During the hours of operation, an attempt is made to divert calls for service, whenever possible, to foot patrol officers. In addition, a number of calls come directly to the foot patrol office. Residents are instructed, however, to call Dispatch for emergencies, i.e. crime in progress, since the Dispatcher would notify both foot patrol and car patrol officers, and the squad car may be able to arrive sooner.

When not answering calls for service, the officers are engaged in tasks designed to enhance the relationship between officers and citizens. This covers a broad range of activities which has included but is not limited to: meeting with neighborhood groups and agencies to discuss problems and areas of mutual cooperation; stopping in business establishments to maintain contact, provide suggestions on security issues and discuss any problems which may have arisen; relaying crime prevention information to citizens and businesses, including property marking, target-hardening, robbery prevention and neighborhood watch techniques; providing special coverage for particularly vulnerable groups of citizens, i.e. of supermarkets on those days when the elderly cash Social Security checks; assisting residents in understanding and operating within the legal confines of the law; and checking with residents who have been victims of crime to see if any additional assistance is needed.

These activities are conducted by team officers with the sergeants involved to a lesser extent. It should be emphasized that the

sergeant's role is primarily of a supervisory and administrative nature. These individuals are responsible for the direction of policy within the project area. The officers themselves carry out the policies established by their sergeants and Uniform Division Commanders.

Representatives of the Des Moines Police Department meet on a regular basis with the Model Cities and Woodland-Willkie neighborhood boards and the Foot Patrol Task Force to continually refine and redefine the plan of operation for this program.

The team sergeants provide the necessary coordination between neighborhood residents and Police Department personnel. These supervisory positions serve as the focal point for initial interaction of the department and neighborhood hierarchy on project policy and team operations. It should be emphasized that this action is necessary since only the sergeants and not team officers have the authority to authorize changes in program operations. The sergeants, and often times the team officers themselves, attend Model Cities and Woodland-Willkie Neighborhood Priority Board meetings as well as meetings of other established citizen groups within the project area. These personnel are in a position to comment on both past and future program operations.

In those instances where neighborhood residents wish to voice displeasure over team operations or to offer suggestions for changes in procedure, such input is handled by the team sergeants working with affected citizen groups. If the issue were not resolved at this level, it would be elevated to the Special Operations Section Commander, and if not resolved at this level, it would go ultimately to the Uniform Division Commander. Emphasis is placed upon meeting neighborhood needs within the project area while maintaining the integrity and authority of total DMPD operations.

EVALUATION

The evaluation design and data collection instruments utilized for this report are included in Appendix I. It should be noted that this evaluation is intended only as an interim report. Because the foot patrol operation is greatly influenced by weather conditions, the one-month data collection period (January 6, 1977 to February 4, 1977) utilized in this report is intended to reflect the "winter operation" while a follow-up study during May of 1977 will more accurately reflect the "summer operation." The interaction with residents is much greater during the summer operation simply because of the increased outdoor activity of people during periods of warm weather. The 1976-77 winter in Des Moines began early and was much colder than usual, further inhibiting "on-the-street" action.

This evaluation is organized by goals and objectives. Each goal and objective will be stated, followed by a subjective analysis and then an analysis of the measurable objectives.

TIME PERIOD OF THE EVALUATION

The Foot Patrol Project began operation on May 16, 197⁶. Much of the preliminary contact and publicity work had taken place prior to actual implementation. While a great deal of operational data has been collected since the inception of the project, the intense data-gathering period for this evaluation was January 6 through February 4, 1977. One of the reasons for this data-gathering period was a concern that much of the operational data collected up to this point involved daily estimates of activity. It is unrealistic to expect officers, on a continuing basis, to take out a notebook and mark down each contact as it occurs on a foot patrol beat, particularly when he may be greeted by ten individuals within a span of three minutes. Therefore, during the intensive data-collection period, the officers were asked to keep a totally accurate count of all activity, along with more descriptive indications of what was involved in the encounters.

It should be understood that an operation such as a neighborhood foot patrol may function quite differently in the winter, when people are generally confined indoors, than in the summer when most of the action is out on the street. This evaluation, therefore, is more appropriately a description of the winter operation. A repeat of the data collection in May, 1977 will be more indicative of the summer program. It would also be hypothesized that if the program had not been initiated during the summer months, to allow that initial period of intense citizen contact, the extent of non-trip-related activity during this evaluation period would have been much lower.

DATA SOURCES AND UTILIZATION

1. Daily Work Sheets: The Daily Worksheets (see Appendix II) were redesigned for the Neighborhood Foot Patrol Project. All foot patrol officers completed the Neighborhood Patrol Daily Report (see Appendix III), which included additional items such as citizen-initiated trips, informal contacts and organized youth activities. Monthly operational data was taken directly from those reports.
2. Special Short-term Data Collection: The short-term data collection effort, providing supplementary information, involved a two-week (January 6 through January 20, 1977) and a 30-day (January 6 through February 4, 1977) time period. During those time periods, all foot patrol officers were asked to keep an accurate, ongoing tally of the following activities:

TWO-WEEK

Telephone/walk-in log by nature of contact (see Appendix IV)

Informal contacts tally

Contact/interaction with other agencies

Criminal information received and referred, or action on.

30-DAY

Business establishment checks (Appendix IV)

Public assists by type

Advise and counsel by nature

Contacts with informants

Trip-time statistics.

3. Part I Incidence

Because the computerized system did not provide baseline data on Part I crimes reported in the project area (the project areas differ from previously established beats), data had to be hand-tallied. The Des Moines Police Department Research and Development staff went through the computerized printouts showing crime by address and date, and marked the addresses which fell in the project area. This information was then tallied for June through August, 1975 and 1976 from the project area and the entire City of Des Moines. Work is continuing on expanding the information to June through December, 1975 and 1976; however, this work is very time-consuming. Since June of 1976, this information is produced routinely on a monthly basis by the computer, but baseline data has not been generated. The information which was tallied was not corrected for unfounded incidents.

4. Dispatch Analysis: This information is also generated by the computerized system by patrol beat, watch, etc. Information on the project area is estimated by comparing data for all of those beats that contain parts of the project area to other beats. This information is supplemented by trip times taken directly from the foot patrol officers' Daily Reports.
5. Car Patrol Operational Data: Information regarding activities of uniformed officers working beats that include the project area was taken from monthly summaries of daily activity reports completed by the individual officers assigned to those territories on the second and third watches (7:00 a.m.-11:00 p.m.).
6. Officer Survey: The officer survey was taken from an evaluation of a neighborhood patrol project in New York City. The survey, developed and administered by the Urban Institute of Washington, D.C. in February of 1973, was amended only by changing inappropriate terms for use in Des Moines. The survey was given to all eight foot patrolmen, the two foot patrol sergeants, three non-foot patrol sergeants, and 14 patrolmen working the second and third watches in beats overlapping with Foot Patrol. The surveys were completed the week of February 25, 1977.
7. Citizen Survey: The citizen survey was developed by the Central Iowa Area Crime Commission and administered by members of the Model Cities and Woodland-Willkie Neighborhood Priority Boards. There are a number of reasons why the survey, while included, should be viewed very cautiously.
 - A. The survey was developed independently and had never been pretested. There are a number of questions regarding the construction of the survey.
 - B. The survey was administered through the Neighborhood Priority Boards to assure anonymity for respondents. It is impossible to assure that the surveys were completed with the necessity neutrality on the part of the interviewers. One batch of questionnaires in particular contained very similar answers and appeared as though they might have been completed during a group meeting. Surveys were only completed and returned from one of the neighborhoods (Woodland-Willkie).
(Woodland-Willkie).
 - C. The survey was intended to serve as a pretest and post-test, with 50 citizens and 20 businessmen completing both a pre- and post-test in each neighborhood. The pre-test was given in early May, prior to program implementation, and the post-test was given in September and October, following four months of project operation. Unfortunately, there was not an adequate pre-test. Due to a tremendous

amount of publicity and excitement about foot patrol before the project actually began, many of the respondents made reference to foot patrol in the pre-test.

An indication that attitudes at the time of the pre-test were already very favorable is seen in the pre-test scores. The average score out of a total of 105 possible, was 93.44 for the sixteen businessmen who completed both a pre- and post-test and 80.77 for the thirty-nine private citizens. Past experience on surveys regarding citizen attitudes toward the police would tend to indicate that these scores are much higher than would have been expected had the phenomenon of foot patrol not already been evident.

GOAL ATTAINMENT

The major goal of the Neighborhood Foot Patrol Project is to increase the effectiveness of police work in the Model Cities and Woodland-Willkie neighborhoods through increasing police/citizen cooperation. The primary objectives of the project are: (1) to increase police efforts to gain cooperation and information from citizens to assist in preventing crime and apprehending offenders; (2) to provide more police services in the target neighborhoods; (3) to create positive attitudes toward the police in the foot patrol neighborhoods; (4) to educate the citizenry in the neighborhoods regarding crime prevention; (5) to improve job satisfaction of officers assigned to foot patrol.

A series of sub-objectives were identified in the evaluation design (see Appendix I) and will be discussed individually in terms of "Expectations" and "Results".

IA. UTILIZATION OF FOOT PATROL ACTIVITIES TO SECURE CITIZEN COOPERATION

EXPECTATIONS

It was expected that the foot patrol officers would have substantially more face-to-face contact with citizens than would car patrol officers, particularly in terms of contact not involving official police business. In order to assure that the foot patrol emphasis on face-to-face contact did not decrease the level of other police services, the foot patrol officers were provided in addition to, rather than as a replacement for, other car patrol units. While the Des Moines Police Department has experimented with area car plans, and the officers' names are posted on the outside of the patrol cars, there is little opportunity for citizens to communicate with or get to know patrolmen in a moving vehicle. Citizen contact was generally limited to suspects, victims and witnesses; all of these contacts being official in nature. It was expected that by increasing the opportunities for face-to-face contact, the following benefits would accrue:

1. Citizens would begin to see the foot patrol officers as individuals rather than just as a uniform and a role. Trust and personal respect for the officers could be built through the relationships developed.
2. The officers would begin to see the citizens as individuals and develop trust and respect for the citizens. Often, an officer's contacts are concentrated within the criminal element, painting a negative picture of people as a whole.
3. Simply because of the officer's accessibility, citizens may begin to relay valuable information to the foot

patrolman. Information which may not seem important enough to call into radio dispatch or to flag down a patrol car may be passed onto a Foot Patrol officer during an informal contact as he walks a beat. In addition, the officer may pursue a weak lead because he's passing that way anyway, something that a car patrol officer may not be able to pursue.

4. Through the mutual trust and respect which would develop, officers would provide more assistance to the neighborhoods, while the neighborhood residents would provide more assistance to the police officers.

RESULTS

Chart I depicts expected and actual foot patrol operations information. Of the nine pieces of information which could be measured, the objectives were met or surpassed in seven of these; the objective was not met in two cases.

Business Checks: A total of 264 business checks took place in the 30-day period. The stated goal had been to have at least 240 business checks during this time period. Specific records of contacts were kept by one of the units. Contacts were made at 72 places of business. The number of visits per place of business ranged from 1 to 9. The business checks are helpful in terms of, (1) encouraging businessmen to utilize target-hardening measures, (2) assisting businessmen who are victims of crimes such as shoplifting, employee theft and breaking and entering, and, (3) developing rapport with businessmen who may have access to information on criminal activity which can be of assistance to Foot Patrol officers.

As discussed in the section on data sources and utilization, the businessmen's survey (see Appendix I) must be viewed very cautiously and should not be accepted as a scientifically reliable indication of attitude change. Simply as a soft measure, however, for lack of any reliable data on attitudes, the pre- and post-tests of the sixteen businessmen who responded (out of 20 surveys distributed) in the Woodland-Willkie area were reviewed. Out of a total possible score of 105, the average pre-test score was 93.44 and the average post-test score was 99.75. The following issues were addressed by the survey:

1. visibility of police
2. willingness to report incidents to the police
3. accessibility to police
4. rapport with police
5. effectiveness of police services.

While a slight increase was seen in each area, the increases were very small (under 5%) in all but police effectiveness (11.8%), rapport with police (6.4%) and police visibility (5.4%). In general, the pre-test scores were so high (many of the pre-tests

CHART I

EXPECTED AND ACTUAL FOOT PATROL PERFORMANCE

Activity	Objective Met or Surpassed	Expected Performance	Actual Performance 1-6-77 to 2-4-77			Average Monthly Activity Jul-Dec., '76	Total Activity July-Dec., 1976
			Total Activity	Activity per Day (22)	Activity per Man-Day (157)		
Business Checks	Yes	30 visits per officer (240 total)	264	12.0	1.7	52.8%	
Informal Contacts	Yes	200/officer (1600 total)	3,253	147.9	30.7	14.8%	2,354
Advice/Counsel	Yes	5/officer (40 total)	126	5.7	.8		111
Public Assists	Yes	15/officer (120 total)	272	12.4	1.7		314
Citizen Group Contacts, Org. Youth Activities, and School Presentations	No	4/officer (32 total)	10				23
Contacts with Informants	Yes	1/officer (8 total)	68	3.1	.4		
Citizen-initiated Trips	No	1 CIT for every 3 dispatch trip (1 to 4)	68	3.1	.4		109
Observed Trips	Yes	75/mo/unit (150 total)	372	16.9	2.4		217
Radio Dispatched Trips	Yes	75/mo/unit (150 total)	359	16.3	2.3		301

(continued on following page)

CHART I (continued)

Activity	Objective Met	Expectation	Results	
Time spent on dispatched calls (see Appendix II)	Yes	Expect Foot Patrol to spend 5 minutes more per contact than squads	June, 1976	Project area time/trip=39 minutes Patrol time/trip=29 minutes Difference=10 minutes
			July, 1976	Project area time/trip=47 minutes Patrol time/trip=28 minutes Difference=19 minutes
			January 6 to February 4, 1977	Foot Patrol Units average trip time = 37 minutes

*
12

TOTAL Man-days : Model Cities =85
(excluding sergeants): Woodland-Willie=72
TOTAL = 157

Businesses = 500
Population = 22,000
Homes = 8000

were already making reference to foot patrol) that there was not much possibility for a large increase. It is anticipated that the City of Des Moines Budget and Finance Office will be conducting more reliable businessmen interviews in the spring of 1977. It will not be possible, however, to provide a pre-test, or comparative base for the interviews.

Informal Contacts: During the 30-day study period, 3,253 informal contacts were logged, an average of 20.7 contacts per officer per shift. This was well above the stated goal of at least 1,600 such contacts and also exceeds the monthly average of 2,354 for July through December, 1976. These contacts are strictly rapport-building, social contacts with neighborhood residents, as any that develop into an advise and counsel, etc. would be logged as that type of contact. This type of contact is perhaps that which best differentiates the neighborhood foot patrol officer from other types of neighborhood patrol. While neighborhood patrol concepts attempt to assign specific officers to specific beats on an extended basis, the officer in a patrol car will have few non-official contacts with residents. The informal contacts, however, are often the contacts that begin to build a mutual trust and rapport to pave the way for future cooperation on official police business. The Model Cities unit kept track of informal contacts over a two-week period by the place where the contact occurred. Of the total contacts, 63% occurred in business establishments (customers, etc.), 23% on the street and the remaining 14% at schools, in apartment houses, at crime scenes, at social agencies, etc. *The increase in contacts over the average monthly contacts is a function of actual vs. estimated figures.*

Advise and Counsel: A total of 126 advise and counsel situations were logged in the 30-day period, well above the 40 instances predicted, and slightly above the 111 monthly average for July through December, 1976. Major areas of assistance included domestic disputes, landlord/tenant disputes, neighborhood disputes, dog problems, fighting and threats. The officers advised residents on legal recourse, filing of charges, other agencies and departments that may provide assistance, follow-up information on case status, etc.

Public Assists: There were a total of 272 public assists during the 30-day period, well above the 120 predicted, but fewer than the 314 average for July through December, 1976. Of the 272 incidents, 62% (168) were traffic related, such as starting cars, pushing cars, taking motorists to get help, etc. The remainder involved a wide variety of activities such as helping an elderly person with groceries, helping a resident catch her dog, giving a child who missed the school bus a ride home, helping a resident light a gas stove, helping a battered woman remove her belongings from her apartment, etc.

Citizen Group Contacts, Organized Youth Activities and School Presentations: It had been predicted that 32 of the above-type activities would take place during the 30-day data-collection period. Only 10 such instances took place as compared with an average of 23 per month for the 6-month period from July through

December, 1976. The fluctuation appears to be primarily a function of the time period, with January being a slow month for organized activities.

Contacts with Informants: During the 30-day data collection period, there were 68 contacts with informants, far beyond the 8 that were predicted. The increase in informant contacts is probably due to the enlarging information network which will generally increase as a result of extended positive contacts with residents.

Trips: There are two types of trips involved in general police work. "Dispatch trips" are those which are generated by the dispatcher, while an "observed trip" is one in which the patrol officer observes an incident or situation and responds to it without anyone calling it in to the police dispatch. During the month of January, 1977, on the first and second watches, excluding foot patrol, there was one observed trip for every 12 dispatch trips (4,710 dispatch; 380 observed). The Foot Patrol Unit recorded 372 observed trips during the 30-day data gathering period. This figure is much higher than the predicted level (150) or the 6-month average (217). It is also almost as high as the entire City of Des Moines first and second watches during January, and was higher than the number of dispatch trips for foot patrol during the same period (359).

A third type of trip is evident in the Foot Patrol operation. The "citizen-initiated trip" is defined as one in which assistance is requested directly by the resident, rather than going through dispatch. These trips include calls received at the Foot Patrol office which require that an officer be sent out. While residents are encouraged to call dispatch in any case of an emergency, it is expected that the "citizen-initiated trips" may represent calls that would not have been made if the resident had only the option of calling dispatch. It was predicted that there would be one citizen-initiated trip for every three dispatch trips. This objective was not met. There was one citizen-initiated trip for every four dispatch trips (68 to 359), which was lower than the monthly average of 109 citizen-initiated trips from July through December. It is possible that one reason for the decrease in citizen-initiated trips and increase in observed trips in the Model Cities area, where this change occurred, is that a recent personnel change could have resulted in a change in the definition and recording of trips. Two factors are relevant here, not only for the new officer, but for all Foot Patrol officers, both of which tend to decrease the tally of citizen-initiated trips. One factor is that if a citizen calls the Foot Patrol Office requesting assistance, and all of the Foot Patrol officers are out on the street, the sergeant contacts them through dispatch. That trip is then defined as a dispatch trip even though it was initiated by a direct call from a resident. The second factor is that when a Foot Patrolman is stopped on the street by a resident for assistance, that should be classified as a citizen-initiated trip, but is often tallied as an observed trip.

Time Spent on Dispatched Trips: It was anticipated that foot patrol officers, because of their additional flexibility and emphasis on citizen contact, would spend approximately 5 minutes more per trip with the citizen than the car patrol units. A dispatch analysis for the months of June and July, 1976, compared those beats including foot patrol with other Des Moines beats, and found a difference of 10 minutes per call in June and 19 minutes per call in July. Actual data from the data collection period (January 6 to February 4, 1977) showed foot patrol officers spending an average of 37 minutes per contact as compared with a total patrol average of approximately 28 minutes. The additional time is generally considered to be time providing further assistance to the victim, i.e. identifying other helping agencies and gathering information from the victim in a less hurried, stressful manner.

RECEIPT AND PROCESSING OF CRIMINAL INFORMATION

Records were kept for a two-week period of all criminal information received by foot patrol officers as a result of daily contact with citizens. A total of 39 such instances were recorded. During this same time period, 12 contacts were made with the Detective Unit to pass information on. Some of the information was held by Foot Patrol to further check it out prior to determining its value. Information was also referred to Vice (2), MANS (4), Intelligence (3), Youth Section (1), FBI (2), BCI (1), and other police departments (4).

Information received on three different occasions regarding three different offenses (robbery, aggravated burglary, shooting), all pointing to the same suspect, resulted in a search, seizure of evidence, conviction and 15-year prison sentence. A number of other burglaries were also cleared through this individual. Interviews with two members of the Detectives Unit indicated that information provided by the Foot Patrol Unit is generally very reliable. They also indicated that they have good rapport with the Unit and find all of the foot patrol officers very accessible and cooperative. One of the individuals indicated that the Foot Patrol Unit was an effective liaison between the detectives and neighborhood residents, and that the foot patrol officer could occasionally talk an unwilling witness, victim or informant into talking with and providing assistance to the detectives. He also said that the Foot Patrol Unit had been very helpful in locating individuals when the only information available was a nickname, car, etc. The Director of the Rape Crisis Center in Polk County also mentioned receiving assistance from the Foot Patrol Unit in attempting to locate a suspect through a description of the car.

A number of major cases have involved significant foot patrol input since the project began in May of 1976, with much of the input being provided through citizens who may not have called the information into the police department through dispatch.

The unit began receiving information from one individual regarding thefts of motorcycles, burglaries, larcenies of CB radios, stolen cars, etc. from what would appear to be a loose-knit theft and receiving and concealing operation. Several months were spent identifying and verifying information received, and it was shown that a multi-county ring was actually in operation. Officers from other departments had to be involved in the investigation due to the multi-jurisdiction problem. Eventually, arrests were made, and as a result, two of the offenders were sent to Fort Madison, one had charges dismissed due to alleged mental illness and several others left the central Iowa area, breaking up the ring.

In another instance, information led to a search in which a number of appliances stolen from a business inventory were recovered and arrests were made before the business even knew the merchandise had been stolen. Information received led to the identification and arrest of two suspects responsible for several house prowls and an armed robbery. Information also resulted in the location and arrest of a female suspect in a stabbing incident. Information was received and developed, and resulted in the arrest of suspects involved in shoplifting and fraud in West Des Moines; a suspect involved in breaking and entering of two local businesses; two suspects for receiving and concealing stolen goods taken from local residences; and suspects involved in forgery.

Information was received and supplied to the FBI in reference to suspects later arrested for bank robbery and shooting a federal officer. The same suspects were later charged with another bank robbery in Des Moines. A letter of appreciation was received from the FBI for Foot Patrol assistance.

Information was received which led to the location and arrest of a murder suspect wanted in North Carolina and a suspect wanted for attempted murder and other crimes.

Information was received and developed which led to a search and arrest of several suspects involved in drug trafficking, and a large amount of drugs was recovered.

FOOT PATROL BUSINESS CARDS

Foot Patrol officers have been using business cards for the last six months, and it appears that they are of high value in cases where the victim wants to know the progress of a case or wishes to remember an officer's name and how to get in touch with him. Many calls have resulted from these cards, and it causes the citizens to get better acquainted with the officers on a first-name basis. Cards are given out with all literature and at activities where officers speak. They are also used to get acquainted with area residents and usually provide a reason for introduction and a lasting impression. The cards are also used to give to victims, and their case number and the phone number of the Detective Unit can be included on the cards.

CALLS TO THE FOOT PATROL OFFICES

Both Foot Patrol Units were asked to keep a telephone log for the two-week period from January 6 to January 20, 1977. This data has to be viewed in light of the fact that there are many times that no one is around to answer the phone (i.e. any time all of the officers are out at Model Cities, and after hours at both offices). The following breakdown of calls was found.

TOTAL CALLS = 335

<u>Type of Call</u>	<u>Number</u>	<u>Percent</u>
Help requests requiring trip	24	7.2
*Advise & Counsel requests	15	4.5
*Requests for specific officer (no trip)	45	13.4
Administrative/business calls	63	18.8
*Giving criminal information	22	6.6
*Giving non-criminal information	27	8.1
*Negotiating an arrest by warrant	6	1.8
Reports of crimes in progress	4	1.2
*Saying "hello"	41	12.2
Wanting up-dates on cases	11	3.3
Personal (i.e. family)	47	14.0
Requests for information	8	2.4
Other (e.g. Thank you; asking that house be watched while gone; needing housing; needing job; requests for speakers; wanting information from Court Services; Court Services RE mutual clients; calls for someone else in the office; attorney needing information; asking for empty coffee cans; wanting miscellaneous information.)	22	6.6

Those items with an asterisk were expected to be more prevalent in Foot Patrol than through dispatch. It was discovered that the only records kept on the Des Moines Police Department dispatch are of trips. All calls are taped; hence, the tapes are available.

However, it would take a great deal of manpower to listen to the tapes to determine what kinds of non-trip-related calls come in. It is quite safe to assume, however, that while these calls made up 47% of the calls to the Foot Patrol offices, they would not make up anywhere near that proportion of calls coming into police dispatch.

The lack of written records on dispatch also made it impossible to determine how many dispatch trips were actually citizen-initiated trips (requests for a specific Foot Patrol officer which were handled through dispatch because that officer was out of the office). This is one reason why the goal of one citizen-initiated trip for every three dispatch trips was not met on record, since all of those requests handled through dispatch were counted as dispatch trips.

One of the Foot Patrol offices also kept a two-week, walk-in log. During that time, a total of 70 residents (29 youth), 23 officers, 1 officer's wife, 15 other agency personnel, and one citizen group representative visited the office.

<u>Reason for Visit</u>	<u>Citizens</u>	<u>Other Officers</u>	<u>Agency Personnel</u>	<u>TOTAL</u>
Social/Say "Hi"	47	0	7	54
Discuss mutual clients/ Information exchange	0	23	5	28
Providing information	10	0	1	11
Asking advice/assistance	7	0	0	7
Property ID	1	0	0	1
Ongoing youth relationship	3	0	0	3
Interrogation	1	0	0	1
Bring in stolen property	1	0	0	1
Grant business	0	0	2	2
TOTAL	<u>70</u>	<u>23</u>	<u>15</u>	<u>108</u>

The degree of information sharing, contact with other agencies, and even citizen contact is partially a function of being housed in the same building as the neighborhood staff, Department of Court Services, and a number of other community programs.

CITIZEN/OFFICER ATTITUDES

Foot Patrol officers interviewed throughout this study have consistently stressed that the degree of rapport developed between themselves and the neighborhood residents has been a two-way process. A number of the officers had worked the area on car patrol prior to joining Foot Patrol. Their involvement with the residents was largely limited to dealing with the criminal element in an area that had a much higher rate of crime than most. They tended to characterize the entire neighborhood by those contacts and to view

the residents as very hostile to police. The Foot Patrol officers have indicated that as a result of developing closer relationships with the residents, finding acceptance and support among the residents and having many non-stress, non-official contacts with them, the officers' attitudes have changed radically. The officers also feel that as their attitudes have changed, their styles of dealing with residents have changed; that they now show a great deal of respect and concern for the citizens, not because it is their job, but because it is how they really feel. This same phenomenon has taken place among the residents who generally relate to the Foot Patrol officers as trustworthy, caring individuals. Foot Patrol officers have indicated that even their relationship with the criminals has significantly improved (see section on arrest procedures).

The officer survey (see Appendix I) provides a further indication of increased police/citizen rapport. Of particular interest here are the CITIZEN HOSTILITY, CITIZEN SUPPORT and PERCEPTION OF CHANGE indexes.

In the scoring of the surveys, the higher index scores always indicate a greater degree of the particular characteristic being judged as "good." For example, a higher index score on CITIZEN HOSTILITY shows less perceived hostility among citizens. In every area, the Foot Patrol officers (10) scored higher than the other patrol officers (16). The following table shows differences in the three variables.

	<u>Foot Patrol</u>	<u>Uniformed Patrol</u>
CITIZEN HOSTILITY	86.91	71.43
CITIZEN SUPPORT	130.17	118.00
PERCEPTION OF CHANGE	<u>151.25</u>	<u>112.00</u>
Total	368.33	301.43

As can be seen, there is a significant difference in attitudes and perceptions of citizens between foot patrol and uniformed patrol officers. The difference would also imply that the citizens are, in fact, more supportive, etc., as they relate to the foot patrol officers.

Of interest are the written comments of the officers regarding ways to improve the Department. While six of the Foot Patrol officers specifically mentioned increased contact with citizens on a non-official, police-work basis as a positive aspect of their work, six of the car patrol officers complained about non-official contacts (public assists, etc.) as a specific negative aspect. No Foot Patrol officers suggested decreasing unofficial contacts while only three car patrol officers mentioned those contacts as a positive aspect.

IB. MAKE ARRESTS AND CLEAR WARRANTS THROUGH CITIZEN ASSISTANCE
AND OFFICER KNOWLEDGE OF THE AREA

EXPECTATIONS

It was expected that through familiarity with the neighborhoods and residents, the foot patrol officers would be able to clear warrants more easily than Uniformed Patrol. It was also expected that use of foot patrol officers could decrease incidents of violence or resistance in arrests.

RESULTS

Because of the familiarity that the officers have gained with the residents of the area, knowledge and identification is made easier when the need to arrest arises. Officers have made steps to become familiar with apartment house managers and have been successful in locating many persons that were wanted as witnesses, suspects and family of victims because of this knowledge. One prime example was the list of names that the officers were able to compile shortly after a devastating apartment house fire on February 9, 1977. The officers of the Woodland-Willkie Foot Patrol were able to make identification of residents to determine for other authorities that they were out and safe from first-hand knowledge of who many of the residents were. This was a great help in determining if other persons were inside the burnt-out building and unaccounted for.

Officers of the Foot Patrol are able to contact people who, in other circumstances, would not give information to other officers because they do not know them. This has led to quick arrests of people wanted for crimes in the area.

Because the officers are on foot most of the day, they know the alleys and hiding places in the area and have used this on several occasions to find children, fleeing suspects and stashes of stolen property and drugs.

Familiarity with persons in the area has led wanted persons or persons wanted for questioning to trust that the officers are going to do what they say. Many times, the officers are able to talk the wanted person (in misdemeanor cases only) into giving himself up or turning himself in at a time convenient for the wanted person, and this is often done over the telephone by contact with the person and/or his family.

Many times, citizens provide information regarding the location of a wanted person because that citizen knows and trusts the officer, and appears to have a desire to help out under these conditions.

Arrests for the month of January are included on Table II. Table II also provides a further breakdown of arrests in the Woodland-Willkie area by warrant, on-sight and following-investigation arrests, indicating instances of negotiation and resistance. Since the Foot Patrol program began, there have been only four instances of physical resistance to arrest--two felony cases and two misdemeanor cases. The methods by which the Foot Patrol officers approach the arrest situation, and the fact that in most cases they know the suspect from prior contact has allowed this excellent record of violence-free arrests.

Officers allow the wanted person to make arrangements for his arrest (misdemeanors) rather than to charge in and embarrass the individual by arresting him at work, etc. This has promoted cooperation throughout the community and there is no indication that the misdemeanor offenders are taking advantage of this courtesy extended by the officers. In no known incident has there been a failure to appear after such contact.

An example of violence being avoided in an arrest pertains to a subject wanted on a warrant for rape. The suspect and his family were known to both foot patrol and car patrol officers on the basis of numerous previous encounters with various younger members of the family. The family had a reputation among officers for being extremely uncooperative and negative toward police. The Foot Patrol officers had had several contacts with the family, including arrest situations, and had received some abuse from the family at the outset of the program. However, relations were improved to the extent that a reasonable working relationship was developed. Upon being notified of the rape warrant, two of the Foot Patrol officers made contact with the suspect's mother and requested that she talk to the suspect about turning himself in voluntarily. She stated that her son was not there at the time, but that she would call upon his arrival. The officers returned to the Foot Patrol office and were called twenty minutes later by the suspect's mother to notify them of her son's arrival. The officers then returned to the residence and took the suspect into custody without difficulty. Since the family had been approached by both car patrol and Foot Patrol officers, their decision to contact the Foot Patrol seems to demonstrate their confidence in the program.

Table II also shows the ratio of Foot Patrol arrests on warrant per officer for the month of January, 1977 versus Des Moines Police Department arrests on warrant (LENCIR hits) per uniform/detective officer for the same month. The ratio is much higher for Foot Patrol (1.20 vs. .44).

Table II
FOOT PATROL ARRESTS
January, 1977

<u>Charge</u>	<u>On-sight</u>	<u>Warrant</u>	<u>Total</u>
HOMICIDE	0	2	2
ROBBERY	0	1	1
BREAKING & ENTERING	4	1	5
AGGRAVATED ASSAULT	1	1	2
LARCENY OF MOTOR VEHICLE	1	0	1
OMVUI	0	2	2
OTHER	<u>1</u>	<u>3</u>	<u>4</u>
Total Felony	7	10	17
INTOXICATION	3	0	3
ASSAULT & BATTERY	3	1	4
LARCENY/UNDER \$20	2	0	2
TRAFFIC	0	8	8
OTHER	<u>2</u>	<u>3</u>	<u>5</u>
Total Misdemeanor	10	12	22

Arrests on Warrant = $\frac{12}{10}$ = 1.20
Officers (Foot Patrol)

Arrests on Warrant (LENCIR hits) = $\frac{111}{253}$ = .44
DMPD Uniform/Detective

WOODLAND-WILLKIE ARRESTS
January, 1977

<u>Arrest</u>	<u>On Warrant</u>		<u>On-sight</u>		<u>Invest</u>		<u>Total</u>	
	<u>Felony</u>	<u>Misd.</u>	<u>Felony</u>	<u>Misd.</u>	<u>Felony</u>	<u>Misd.</u>	<u>Felony</u>	<u>Misd.</u>
TOTAL ARRESTS	3	3	1	3	1	6	5	12
AFTER NEGOTIATION	1			2		3	2	3
ON-SIGHT ARREST	1	3	1	1	1	3	3	7
ON-SIGHT RESISTED	1				1		2	0
ARRESTS/NO CREDIT, TURNED SELF IN AT PD (not counted above)	3	3					3	3

IC. TO DECREASE THE INCIDENCE OF CRIME IN THE FOOT PATROL NEIGHBORHOODS

EXPECTATIONS

While the major emphasis of the Neighborhood Foot Patrol Project was not a decrease in reported crime, it is necessary to at least review crime patterns. It was indicated that any difference in area crime, showing a greater decrease or less of an increase than the remainder of the city (difference of at least 5%) would be considered success.

Chart III depicts reported crime from June through August of 1975 (pre-project) and June through August, 1976 (post-project). Further baseline data will be developed; however, it is not available at this time. The data does indicate greater decreases in crime in the project area than in the remainder of the city except in the area of larceny, which, due to the nature of larceny, would be expected to increase as people become more confident in their police and are more willing to report crime. The largest decrease was in robbery which would not be expected to be an unreported crime.

Another hypothesis which has been proposed regarding the impact of foot patrol on crime, is that the community sanction of citizen involvement with foot patrol could deter some criminals, who may suspect that neighbors and other witnesses would actively assist the police, from committing crimes in those neighborhoods.

Unexpected impacts of foot patrol include the following:

1. The complex which houses the Model Cities' Foot Patrol Unit was experiencing glass breakage of about \$600.00 per month prior to the project (vandalism). No damage has occurred since the Foot Patrol Office has been housed there, even though the officers do not work night hours (see Appendix V).
2. A service station next to the Woodland-Willkie Foot Patrol Office had been robbed many times prior to the Foot Patrol Project. That service station has not been robbed in the last eight months.
3. There has been no reported vandalism in the Woodland Cémentary (major problem prior to the project) since the Foot Patrol Project began.

II. TO PROVIDE MORE POLICE SERVICES TO THE TARGET NEIGHBORHOODS



Chart III

REPORTED CRIME

June-August, 1975 vs. June-August, 1976

Part I Crime*	June, July, August, 1975		June, July, August, 1976		Change	
	Model Cities/ Woodland-Willkie	Remainder/ Des Moines	Model Cities/ Woodland-Willkie	Remainder/ Des Moines	Model Cities/ Woodland-Willkie	Remainder/ Des Moines
TOTAL PART I	1,010	4,111	1,010	4,257	0	+ 3.6%
HOMICIDE	2	6	2	0	0	Decrease
RAPE	14	10	6	13	-57%	+ 30.0%
ROBBERY	84	119	33	67	-61%	- 44.0%
AGGRAVATED ASSAULT	73	106	68	212	- 7%	+100.0%
BURGLARY	234	513	215	564	- 8%	+ 9.9%
LARCENY	533	3,013	628	3,109	+18%	+ 3.2%
MOTOR VEHICLE THEFT	70	344	58	292	-17%	- 17.0%

*This information was taken from computer printouts of reported crime by date, time and address. The data does not include corrections for unfounded reports, reclassifications of crime, etc.

IIA. TO PROVIDE SPECIALIZED SERVICES GEARED TO THE SPECIFIC PROBLEMS OF THE NEIGHBORHOODS

EXPECTATIONS

It was anticipated that due to the flexibility and community focus of the Neighborhood Foot Patrol, the officers would be able to develop specialized responses to special neighborhood problems.

RESULTS

Examples of specialized services offered to neighborhood residents are shown below.

1. In the Woodland-Willkie area, each crime victim who is a neighborhood resident is contacted within two days of the incident to see if any further assistance of any type is needed, even if the Foot Patrol officer was not involved in the preliminary contact.
Victim Assistance
2. On the day of the month that ADC and Social Security checks are cashed, particularly by elderly persons walking to the stores, special efforts are made to have a Foot Patrolman around those locations during the check-cashing time, i.e. at Hinky Dinky at 19th and Carpenter and at Dahl's at 35th and Ingersoll.
Prevention
3. Special efforts are occasionally used in the area of Drake University because of the high incidence of house prowls. Officers from time to time patrol in plain clothes and walk the alleys looking for house prowls, since there is an indication that the point of entry is nearly always at the rear of the house in that area. Also, the sergeant and other officers swing into that area during the day to give the appearance of increased police presence.
*Concert Operation
C. P. Patrol
Analysis*
4. On one occasion, arrangements were made to set up a vehicle with CB equipment in an effort to catch suspects believed to be prowling cars in the area. They were arrested that night by Patrol before the operation could get underway past the first day.
Special Operation
5. Approximately eight locations throughout the area have been used or offered to officers for the purpose of surveillance.
Intelligence
6. During periods of expected bad weather, officers are instructed to begin intensive efforts to impound all abandoned cars so that snow removal will be made easier.
Community Service
7. At school-closing time each day, officers, when able, are around the area school because of the number of reported child molests, and information on several suspects has been forwarded to the detectives.
*Prevention
Intell*

Community Service

8. Abandoned buildings are checked periodically, and owners, if known, are notified when entry can be made so that they can board them up.

Prevention

9. Constant efforts to locate and dismantle abandoned refrigerators have proven valuable. No charges have been necessary to get rid of the problem. Citizens now help by calling in the location of these hazards.

*Prevention
Citizen Awareness*

10. Literature is given to businesses on an available basis and nearly all of the local businesses have been contacted with literature at least once every two months.

*Victim Profile
Crime Analysis*

11. The Foot Patrol Unit became aware of several group homes in the area which are responsible for the care and custody of physically and mentally handicapped persons. Believing these individuals to be frequently victimized by the criminal element, the officer made contact through the Parks and Recreation Special Population Program and distributed business cards to the homes. They began receiving direct calls for assistance and in one instance were called to investigate the theft of \$40 in cash which apparently occurred while the owner was ill with an epileptic seizure. Suspects consisted of the eleven other residents of the home, some of whom were away at work at the time of the initial trip and not available for interrogation.

*Community Connections
Division*

Interviews were held and suspects reduced to two, one of whom was not available. A return trip was made when the suspect returned home. He was interviewed, confessed the theft and the money was recovered and returned to the owner. A decision to defer prosecution was made which was acceptable to the operators of the home, the victim and the investigating officer. This decision was based mainly on the cooperation of the suspect and the projected difficulting in prosecution due to suspect and victim retardation.

In this instance, follow-up investigation by the Detective Bureau was unnecessary as the case was initiated, investigated and disposed of by neighborhood Patrol officers who were able to take some additional time in offering more personalized service.

J.I.B. TO SERVE AS A BUFFER BETWEEN THE RESIDENTS AND OTHER AGENCIES

EXPECTATIONS

Through their familiarity with the neighborhoods and the residents, it was expected that the Foot Patrol officers could assist both, as a liasion, in meeting mutual needs.

RESULTS

The following are examples of the interagency and resident cooperation which has developed through Foot Patrol.

1. On many occasions, Foot Patrol officers have assisted the County Attorney's Office in either locating witnesses or providing transportation to the Courthouse. The Polk County Witness Coordinator has indicated that the Units are of great assistance in this endeavor. The Foot Patrol officers also assist their own and other departments in locating wanted persons and persons for whom subpoenas have been issued.
2. On at least five occasions, officers have assisted Social Services in child welfare cases and provided information and physical assistance in helping the parents and/or the social workers.
3. One officer, through his own efforts, was able to arrange for the demolition of a building that had been burned out at 24th and School that was becoming a hazard to the children in the area and was a concern of parents. This took approximately three weeks to negotiate with the proper agencies.
4. Officers work closely with fire inspection teams, City Health Department workers, Humane (dog catcher) Officers, city exterminators, recreation workers and other agencies providing service to the people in the area. This is done as a service to help the citizens get into contact with the proper agencies and also gains the confidence of the citizens.
5. During the fire operation on February 9, 1977, Foot Patrol officers set up a command post at the office at 939 Harding Road. Officers identified residents of the fire and located relatives, assisted with; death notifications, a clothing drive, distribution of clothing and food, obtaining temporary housing and other assistance to the fire victims. This was done with close cooperation with Red Cross, 4-Wheel Disaster Team, CB operators, the State Fire Marshall's Office, Woodland-Willkie Neighborhood staff and other volunteers with the Foot Patrol coordinating the relief efforts (see Appendix VI).

interagency cooperation

11

Community relations

Community resources used

Avoid to Aging

Problems Solving

Inter CS Agencies cooperation

*PCR
Police
Image
Burdick*

- 6. One officer has been closely involved in assisting a local church minister in finding assistance for several elderly persons in the area as to housing repair, welfare, utilities and other related problems.
- 7. Officers talk to residents and officials in solving problems such as abandoned vehicles on private property where tramps are often living, installing lighting in hazardous areas, repairing sidewalks, removing abandoned iceboxes and demolition of buildings that have been burned out and abandoned. They are also working closely with the manager of Woodland Cemetery in solving the problems of damage to stones and other city property with great success in reducing the amount and incident of damage.
- 8. The Foot Patrol Unit works very closely with the Department of Court Services, particularly since the Model Cities Unit is housed in the same building with Court Services Probation. The Court services staff who were interviewed expressed very positive reactions to foot patrol. They indicated that by knowing specific individuals within each system, they could cut through a great deal of red tape. They indicated that Foot Patrol officers were willing to assist when the probation officer had to pick up a particularly volatile client; that Foot Patrol officers kept them informed of clients for whom there was a warrant issued, and help resolve problems clients may have with the police. Court Services, on the other hand, would assist Foot Patrol in locating clients, would encourage clients to cooperate with Foot Patrol, and would pass on some important pieces of criminal information to Foot Patrol officers.
- 9. A great deal of information sharing takes place within the law enforcement units, particularly with Third Watch patrol officers.
- 10. Officers of the Woodland-Willkie Foot Patrol have made regular contact with the clients and staff of the two half-way houses in the area and the ADAPT Center at 1609 Woodland (juvenile residential drug treatment program) where regular visits are doing some good. There was much hostility and misunderstanding on the part of the citizens about ADAPT being in their area, and resentment on the part of the ADAPT staff because of the citizen effort to force ADAPT out of the area. Officers participate with the clients in discussion groups and in the game room, and have developed a good rapport with both staff and clients. Sergeant Brown has been invited to become a member of a committee to lessen tensions and develop more understanding between ADAPT and the citizens.

IIC. TO INCREASE POLICE SERVICES IN THE NEIGHBORHOODS

EXPECTATIONS

By adding Foot Patrol in the Model Cities and Woodland-Willkie areas, it was expected that total police services in the area would increase.

RESULTS

Chart IV depicts law enforcement activity in the target area in January 1977 vs. January, 1976. In general, both total activity and activity per man shift was increased in the target area. It should also be noted that the activity per man shift is generally higher for Foot Patrol than car patrol even though the Foot Patrol officers are also involved in a number of other more public relations types of activities. It should also be noted that in most instances of arrest, the suspect is transported to headquarters in a black and white; hence, Patrol would also be counting that arrest, accounting for the higher arrest ratio. Appendix VII shows Foot Patrol activity since the beginning of the program.

III. TO EDUCATE THE NEIGHBORHOOD RESIDENTS REGARDING CRIME PREVENTION

EXPECTATIONS

Recognizing that crime prevention is a difficult area in which to motivate residents of any community, it was predicted that 90% of the businesses in the area would receive crime prevention literature, while 20% of the businesses (100) would be involved in informal security discussions or business checks. It was also estimated that 25% (125) of the businesses would be involved in formal security checks. This prediction may have been unrealistic, since most businessmen cannot or will not take the time out to participate in such a process.

It was also expected that approximately 60 residential security checks, involving operation identification, would be completed, and that residents would also receive target-hardening literature.

RESULTS

During the first nine months of the program, 261 formal commercial security checks were recorded. It is suspected, however, due to confusion on terminology, that most of these were actually informal business checks. Formal security checks are defined as those visits where the specific intent is to review a number of target-hardening techniques and/or physical security issues. While there is no indication that this total does not involve more than one visit to a specific

Chart IV

ACTIVITY PER MAN SHIFT
(Foot Patrol vs. Car Patrol)
January, 1977

Activity	Pre-project Activity January, '76*	Total Activity January, 1977 Foot Patrol/Cars*	January '77 Car Patrol **	January '77 Foot Patrol (Jan 6-Feb 5)
TOTAL TRIPS	4.23 (1286)	4.87 (1852)	4.63 (1033)	5.22 (819)
..Radio Dispatch	4.23 (1286)	3.66 (1392)	4.63 (1033)	2.29 (359)
..Observed	0 (0)	.98 (372)	0 (0)	2.37 (372)
..Citizen Initiated	0 (0)	.18 (68)	0 (0)	.43 (68)
F.I.R.	.35 (106)	.35 (132)	.34 (76)	.36 (56)
INCIDENTS INVESTIGATED	1.37 (417)	2.06 (781)	1.22 (271)	3.25 (510)
ACCIDENTS INVESTIGATED	.43 (130)	.53 (201)	.72 (161)	.25 (40)
RECOVERED MOTOR VEHICLE	.05 (15)	.02 (9)	.02 (4)	.03 (5)
IMPOUNDED MOTOR VEHICLE	.16 (49)	.14 (53)	.14 (32)	.13 (21)
FELONY ARRESTS	.15 (46)	.14 (53)	.17 (39)	.09 (14)
Total Man Days	304	380	223	157

Entries include: Per man shift and (total number)

*Using patrol beats 04, 05, 06, 07, 10, 12, 35 which includes project area
**Beats 04, 05, 06, 07, 10, 12, 13 - excludes Foot Patrol activity

business, if each visit were to a different business, this would represent 52% coverage of all businesses (approximately 500). The officers kept track of informal business checks only during the intensive data-gathering period (January 6-February 4, 1977). During that one month, however, 264 such visits were made, far surpassing the goal of 400 total during the project period.

A total of 90 residences (out of 8,000 total) were involved in residential security checks including operation ID. This surpassed the goal of 60. The Foot Patrol officers are currently assisting in the city-wide emphasis on "block watches."

It is expected that over 90% of the homes and businesses received target-hardening literature during the project period. Inserts have been included on a regular basis in the Woodland-Willkie Newsletter, Model Cities Newsletter, Iowa Afro Citizens News and The Bystander newspapers. These publications have provided extensive public relations for the Foot Patrol, and also include materials the Foot Patrol Unit supplies on target hardening. In addition, officers provide written literature to many businessmen and residents while patrolling.

At least 19 businesses are known to have implemented changes resulting in improved premises security. These improvements include: additional lighting at the rear of the store, better locks, rearrangement of merchandise and store layout to provide a better view of customers and enclosed counter displays for valuable merchandise.

Each day in rollcall, officers are given the names and location of every crime victim in their beat, and are further instructed to make contact during the next two days with the victim to determine if the victim needs further assistance and suggest any preventive measures for the future. This is done not to interfere with any detective investigation, but to offer further service. It does result in additional information regarding the crime quite often, which is passed on to detectives in charge of the case.

The problems involved in efforts to motivate citizens to utilize target-hardening measures are well known through any crime prevention program. This program has not provided any magic solutions to the lack of action.

V. IMPROVE JOB SATISFACTION OF OFFICERS WORKING FOOT PATROL

EXPECTATIONS

It was expected that foot patrol officers would express greater job satisfaction in terms of sense of accomplishment,

relationship with supervisors and satisfaction with hours, pay, etc. than uniformed patrol. It was also expected that foot patrol would have a better record regarding time lost due to illness or injury.

RESULTS

The Officer Interview (see Chart V) showed a significant difference between uniformed officers in general patrol and foot patrol officers in job satisfaction. The average index score for foot patrol was 146.0, compared to an average score of 85.31 for the other officers. Appendix I includes the interview form, scoring key, scoring summary and written comments of respondents. The foot patrol written comments were also much more favorable than general patrol.

On the issue of sick leave, however, using a measure of man-days lost due to sickness or injury divided by total men, and averaged for three months, the quotient is 1.708 for foot patrol and only .592 for the department as a whole. This, however, seems to be due to some non-job-related injuries which have plagued the foot patrol program. These injuries have much more impact when counted against a small unit.

ANCILLARY ISSUES DISCUSSION

Role of Neighborhood Organizations: It is generally believed that the existence of the organizational structures developed through the Community Development Program in the Model Cities and Woodland-Willkie areas contributed significantly to the success of the Neighborhood Foot Patrol Program. These neighborhoods have traditionally been viewed as suspicious of the Police Department. In fact, their request for the Foot Patrol Units appeared to be partially motivated by a desire to create an alternative to the Police Department. The fact that the project concept originated within the neighborhoods, rather than within the Police Department was probably a major factor in its acceptance by the residents. The Neighborhood Priority Boards had a great deal of input into the development of the units' roles, responsibilities and procedures through many meetings with the Police Department Research and Development Section. Once the Units were developed, the Foot Patrol officers, particularly through the sergeants, continued meeting with the Neighborhood Boards, and were housed in the same buildings as the Neighborhood staffs. The housing decision proved to be an extremely helpful one, as it encouraged constant Foot Patrol/Neighborhood staff communication and placed the Foot Patrol officers in those locations that the residents already identified as locally controlled and concerned about the good of the residents. The location was doubly helpful in the Model Cities neighborhood, since the building that housed

Chart IV

OFFICER INTERVIEW SCORING SUMMARY

Index Category	Foot Patrol		Average
	Patrolmen	Sergeants	
Citizen Hostility	85.75	91.55	86.91
Citizen Support	127.56	140.63	130.17
Distance of Average RPM Dispatch	90.22	103.00	92.78
Extrinsic Job Satisfaction	147.50	140.00	146.00
Perception of Change	158.68	121.50	151.25
Community-Crime-Control Attitude	131.00	135.00	131.80

Index Category	Regular Uniformed Patrol		Average
	Patrolmen	Sergeants	
Citizen Hostility	71.35	71.79	71.43
Citizen Support	118.24	116.95	118.00
Distance of Average RPM Dispatch	85.10	88.42	85.73
Extrinsic Job Satisfaction	80.00	105.00	85.31
Perception of Change	113.38	106.00	112.00
Community-Crime-Control Attitude	131.92	129.33	131.43

Explanation of Index Scores

CITIZEN HOSTILITY: Higher score shows less perceived hostility on the part of citizens.

CITIZEN SUPPORT: Higher score shows more perceived support.

DISTANCE/AVERAGE RPM DISPATCH: Higher score shows fewer trips out of territory and less distance.

JOB SATISFACTION: Higher score = more satisfied

PERCEPTION OF CHANGE: Higher score = things changing for the better re: citizen assistance, job, etc.

COMMUNITY-CRIME-CONTROL ATTITUDE: Higher scores show more acceptance of police methods other than traditional patrol, etc., i.e. Foot Patrol.

the community staff and Foot Patrol also houses a number of local service programs and the local correctional program.

Because of the excitement generated in the neighborhoods prior to project implementation (this was perhaps the first major police project generated by groups outside the department), the initial reception of the project was excellent. The project had received so much publicity from local groups, neighborhood bulletins, etc. that some people actually thought the program was in operation before it started. The neighborhood organizations have been of great value in encouraging community acceptance of and assistance to the Foot Patrol Units. They also help to keep the Foot Patrolmen apprised of community attitudes, problems, etc.

It is likely that the neighborhood foot patrol concept would not function in the same manner if it were implemented in a community without a strong community organization.

Role of Permanent Unit as Opposed to Tactical or Rotating Unit:

Other neighborhood patrol or foot patrol programs reviewed differed significantly from the Neighborhood Foot Patrol in the use of a permanent unit in Des Moines. The assignment of officers on a full-time basis to the Des Moines Foot Patrol Unit allows the officers to develop rapport with the citizens and a familiarity with the neighborhood. This knowledge of the community and relationship with its residents makes it more likely that the foot patrolman will notice or be told of unusual occurrences. The neighborhood car patrol concept cannot offer the same degree of citizen cooperation because the officers are less accessible to residents. The tactical unit or foot patrol through rotation or overtime officers may provide a greater concentration of very visible officers, but will lack the citizen cooperation which can be developed through an ongoing relationship with a permanent, full-time unit. The use of the foot patrol as a supplement rather than replacement for other law enforcement efforts, while more costly, provides a much more effective unit. The availability of car units allows the community to retain short response times for emergency calls, and prevents the foot patrolmen from being totally consumed by calls for service. A 30-day dispatch analysis in one of the neighborhoods (Woodland-Willkie) showed that of a total of 182 radio-dispatched trips, 71% were within the boundaries of the neighborhood, another 17% were within four blocks of the boundaries, and only 12% were dispatched more than four blocks beyond the boundaries. Obviously, one key to the success of a neighborhood foot patrol program is the sensitivity of the dispatchers to trip assignment and to the caller.

This is a particularly critical area since many residents are uneasy calling dispatch, and dispatch is the first contact point with the Des Moines Police Department for most citizens.

Timing of the Implementation: The timing of the start of the project is very important to the eventual success of the neighborhood foot patrol. While the winter program, as reflected in this assessment, was very active, this was only possible because the summer program preceded it. The program was initiated May 16, and utilized daytime hours of 11:00 a.m. to 7:00 p.m. Those were the hours when most of the residents could be found at home, in their yards, etc. The officers were able to make contact with school children, businessmen and citizens for an extended period throughout the summer and fall before the cold weather set in, forcing residents into their homes and off the street. It is believed that the program could not have been successfully initiated during the winter months.

Single Patrol vs. Walking in Pairs: The Foot Patrol officers feel that there is no solid reason for them to patrol in pairs except for specific situations such as particular arrests, etc. They feel that they know the people well enough that the element of danger is lessened and that most citizens would offer their assistance if they got into trouble. Should any officer get into trouble resulting in injury, they feel that this could happen under any other condition as a policeman and is not indicative of foot patrol methods.

The display of too much force (walking in pairs) could be viewed by the citizens as indicating a distrust of the residents. It could also decrease the communication with residents, as the officers might be more inclined to converse with each other, and the citizens might be less inclined to talk with the officers. The officer walking alone provides the impression of low-key confidence and friendliness. The utilization of one-man beats has been an effective way in which to demonstrate to the citizens the Department's sincerity in setting up the program, particularly since some residents expressed surprise upon learning that the officers would be walking alone.

There have been questions regarding hours of patrol, with particularly some businessmen indicating a need for night patrol (i.e. 8:00 p.m. to 2:00 a.m.). If a major aspect of foot patrol, however, is the rapport and communication with residents, it would not be as beneficial to have officers walking the streets when most of the residents are in their homes asleep. It is also unlikely that residents would welcome officers knocking on their doors late at night to see how things are going. While some special crime control efforts would logically take place at night, it would seem that foot patrol can be most effective during daytime and early evening hours.

Advantages of Foot Patrol on Domestic: While most domestics will occur at night, there are a number of neighborhood, landlord/tenant, and family domestics that come to the attention of the Foot Patrol units. The Foot Patrol officers know most of the people involved, hence can better judge the seriousness of the situation. The people are more receptive to suggestions in resolving the problem because of the confidence the officer has gained through day-to-day contact. The citizens know that the officer is in the

area each day and that they will be talking to the same officers the next day if the situation is not resolved. The officer is also willing and able to devote extra time to the situation because he knows he will be handling it again if it is not resolved.

Foot Patrol Value as Information Network: There are a number of factors that make the Foot Patrol Unit a valuable source of criminal information. The major issue is that many citizens who may hear or observe something which is of unknown value to the police, will not call radio dispatch with that information. They may well pass that information onto the foot patrol officer, however, during a casual contact. Since there is substantial social contact with the officers, citizens can pass on information during a social or informal contact without others knowing that the information is being relayed. In many cases, a single piece of information passed on through dispatch would be meaningless, and the source would be unknown in terms of reliability. The Foot Patrol, however, can serve as an information funnel by assessing and piecing together bits of information. The officer also has more opportunity to follow-up leads within the neighborhoods since they are on foot and are probably going to go by the residence anyway.

The communication and cooperation between Foot Patrol and the other Des Moines Police Department units has increased continually over the life of the program, partially due to the realization by other units that Foot Patrol does have access to valuable information and has developed a good relationship with neighborhood residents.

Size of Territory: The size of the current territories makes it very difficult for existing Foot Patrol officers to cover the area adequately. The average territory size for one officer is 55 square blocks. The areas should be no more than 20 square blocks for optimum coverage. Because of expense (this would require doubling the manpower), however, it is unlikely that this step could be taken. Consideration should be given to diverting manpower resources from car patrol to foot patrol in this area to the extent that normal levels of service are not disrupted.

Training Component: The Foot Patrol program included an ongoing training component which was particularly helpful in the beginning of the program. The training was actually designed as a group experience to handle morale problems and negative experiences of the Foot Patrol Unit. Fortunately, there have been no problems of this type, even at the beginning of the program; however, the availability of this resource has been a positive factor.

SUMMARY/RECOMMENDATIONS

Summary

The Neighborhood Foot Patrol Project has been successful in meeting that vast majority of goals set for the project.

In the Foot Patrol efforts to increase face-to-face contacts with residents, seven of the nine measurable objectives were met or surpassed. The Foot Patrol Unit has served as a valuable resource for criminal information and location of suspects and witnesses. The Unit has been utilized as a liaison between the police and other agencies or groups, and as a liaison between the citizens and other agencies.

A number of special police services have been provided through Foot Patrol in response to specialized citizen needs.

Increased police/citizen rapport, while impossible to objectively measure, has been evidenced by: citizen-initiated contact and socializing with officers (70 citizen visits to the Foot Patrol office at Model Cities in two weeks--47 of those visits were of a social nature--29 youth); no complaints registered with Internal Affairs from citizens on Foot Patrol officers since the project began (only one complaint, however, was registered against any of the twelve 2nd and 3rd watch officers covering the same area); assistance of citizens in providing information regarding crimes, suspects, and wanted persons; the Officer Survey showing significantly higher perceptions of citizen support and significantly lower perceptions of citizen hostility among Foot Patrol officers than Uniformed Squad Patrol Officers; and a businessmen and citizen survey, which while dubious in reliability or validity, tended to show an increase in police/citizen rapport.

The Foot Patrol Units, while providing many additional services, have shown equal or greater measurable activity per man-shift in standard police business than the patrol squad unit. One possible reason for this may be that Foot Patrol engages in relatively little preventive patrol; rather, they concentrate on direct service. The project seems to demonstrate that a Foot Patrol Unit can increase specialized services without neglecting calls for service, and without making the service more costly.

The Foot Patrol Unit has also assisted in community crime prevention; however, it has met with no particular success. However, additional resources are now being channeled into crime prevention and may show more of an impact.

From the Officer Interviews, it would appear that job satisfaction is significantly greater for Foot Patrol officers than for other Uniformed Patrol Officers.

Unfortunately, it has not been possible to include within this evaluation, the tremendous amount of enthusiasm expressed by residents and officers in discussing Foot Patrol.

RECOMMENDATIONS

Program Flexibility: It appears that one of the major strengths of the Foot Patrol program is the flexibility and room for growth built into the program. The residents and officers involved have invested a great deal of themselves into the program, and have been given significant latitude in finding ways of meeting the needs of the neighborhoods. The success of the program in turn is very rewarding to the individuals involved, and tends to maintain the level of enthusiasm and personal investment. Many programs which are very successful in the beginning tend to lose much of the initial enthusiasm and effectiveness as the programs become institutionalized and are given less latitude to respond to changing needs. While there is no indication that this will happen to the Neighborhood Foot Patrol program, it is certainly a pitfall which all of the parties should be aware of and strive to avoid.

Intra-departmental Communication and Cooperation: During the initial stages of the project, there were some communication problems with other departments within the Des Moines Police Department. It appeared at that time that the addition of a specific detective to the Foot Patrol Unit may be of assistance to the program. At this time, however, the working relationships have been improved and ironed out to the extent that it would appear that adding a specific liaison to the Foot Patrol Unit would not be necessary. Relationships are particularly strong at this point with the 3rd Watch patrol officers covering the same area and with some of the detectives. This is an area, however, that should constantly be assessed to encourage good communication within the Department.

Expansion: The current Foot Patrol program has been successful and should be continued in the Model Cities and Woodland-Willkie neighborhoods. Further study should be done to determine if the Foot Patrol project has decreased the need (in numbers) for squad units assigned to the area. If the workload can be handled with fewer car patrol officers, then it should be determined whether additional resources could be diverted into Foot Patrol up to a maximum of six officers per neighborhood.

The city should be very cautious, however, in expanding Foot Patrol to other neighborhoods because of the expense. While the concept could be very effective in other neighborhoods like Woodland-Willie and Model Cities, the city should expand only if the additional expenses can be absorbed by local funds. Otherwise, expansion could risk even the existing program as funds are depleted.

As an interim step, however, the City should explore whether some of the positive aspects of Foot Patrol operations could be incorporated into the Uniformed Patrol operations. This could be studied not only in terms of both program effectiveness and officer satisfaction.



MEMORANDUM

To: Susan Sleeper From: Marcia Cohan

Subject: Critique on the Evaluation of "Comprehensive Neighborhood Patrol Program" (No. 702-76-04-7701-25-G...)
Date: May 12, 1977

Based on the supportive data and information provided in the evaluation of the Comprehensive Neighborhood Foot Patrol Project, it appears as though the project was successful in attaining its primary goal, to increase the effectiveness of police work in the Model Cities and Woodland-Wilkie neighborhoods through increasing police/citizen cooperation.

In terms of its format, the evaluation which was conducted by the Central Iowa Area Crime Commission, specifically addressed each one of the objectives as stated in the grant. These include: 1) to increase police efforts in gaining cooperation and information from citizens to assist in preventing crime and apprehending offenders, 2) to provide more police services in target neighborhoods, 3) to create positive attitudes toward police in foot patrol neighborhoods, 4) to educate the neighborhood citizens regarding crime prevention, and 5) to improve job satisfaction of officers assigned to foot patrol. Following submission of the grant to the SPA, an evaluation design was jointly developed by the SPA and CIACC staff.

DATA COLLECTION

The evaluation was based on data that was intensively collected for a one-month period, January 6 to February 4, 1977, and it represented a "total accuracy count" of all Foot Patrol activities during this time. Difficulty arises, however, whenever data is collected for a limited period of time as an assessment of the progress of any program cannot be determined over time. Moreover, data collected during the other months of the project only represented estimates of Foot Patrol's daily activities; thus, it would be of limited utility in measuring the success of the program since the data itself would be unreliable.

A subsequent evaluation is to be performed and based on the same type of data collected at the beginning of 1977; this analysis will compare that data with that which is collected later in the year (May, 1977). This will allow for a comparison of the program in operation over time and hopefully, determine the progress being made toward reaching the program's objectives.

Even though an evaluation based on data taken from two different time periods is of greater utility, it still is not without problems. Some performance measures may reflect data that is contingent upon extraneous variables rather than improvement in the program itself. For example, the number of contacts between citizens and foot patrol officers is one measure of performance but it may vary between the two months of recorded data as a result of such things as weather conditions. In other words, data collected for the period of May may reflect increases in outdoor activity if compared to that collected during the month of January. This would

possibly be due to more neighborhood residents being on the street as a result of warm weather in May rather than improvement in the project itself. Therefore, to assume that community cooperation, an important objective in the program, had improved as a result of increased interaction between the citizens and foot patrol officers would not be valid in itself if not taking into account variables affecting this increase.

The following comments are based on data collected in the first evaluation:

1. Citizen Survey

The Citizen Survey seemed to be of limited value as a pre-test measure because it did not accurately reflect the attitudes of citizens toward the Foot Patrol Project. I would concur with the evaluation which stated that "a comparison of pre and post-test scores was not valid due to the phenomenon of Foot Patrol already known by citizens of the target areas prior to the program's incorporation." (Note: page 8 of the evaluation should indicate that 93.44 represented the score from the pre-test alone rather than the pre and post-test.)

2. Results Section

The Results Section of the evaluation included a good narrative explanation based on the Chart depicted on pages 11 and 12. However, information to be contained in this chart is missing and needs to be supplied for further interpretation of the data. For example, the average monthly activity and total activity for the period of July through December of 1976 for Business Checks and Contacts with Informants is not available. In addition, some type of explanation of data contained in the "Activity per Man-Day" column needs to be included as it is unclear as to the purpose of giving this data.

3. Business Checks

The Business Checks section was not found to be a valid measure due to the experimental design, i.e. data regarding citizens' attitudes was not reliable. In fact, if one assumed that the Business Checks data was valid as a pre-test and an accurate assessment of attitudes, there would be no justification for developing a Foot Patrol Project since there was little difference between the pre-test score (93.44) and that of the post-test (99.75). Moreover, it would have been better not to include any analysis of the five issues addressed in the survey (page 10) since the basic hypothesis that assumes this measure is valid is not accurate.

4. Informal Contact

Data based on Informal Contacts may be of limited value as it is easy to invalidate data for the very brief period of time during which such data was collected. The data, consisting of informal contacts made by Foot Patrol officers, was tabulated only for a two-week period. Moreover, since this data was supplied by the officers themselves, the tally sheets may not be an accurate assessment of their activities but rather an over-representation of their contacts.

5. Public Assists

Public Assists is definitely a good measure in determining success of this program but should be divided between the percent of officer-initiated versus citizen-initiated responses. A reliable assessment of program effectiveness

would be to determine if citizen-initiated contacts/assists increased over time.

OTHER COMMENTS REGARDING THE PROGRAM'S EFFECTIVENESS

The program appears to be effective in not only meeting most of its objectives, as stated in the evaluation itself, but also in accomplishing a number of other things as well. First, it appears to be an effective liaison strategy between detectives and neighborhood residents. One such example included the ability of Foot Patrol officers to locate a suspect with only limited information, e.g. his nickname or automobile. Secondly, it was instrumental in breaking up a multi-county crime ring as a result of receiving information on previous burglaries and larcenies. A letter of appreciation was received for Foot Patrol assistance from the F.B.I. for providing information about suspects who were later arrested for a bank robbery and the shooting of a federal officer. Third, not only did the citizens' attitudes improve toward the officers in the Foot Patrol program but also the reverse occurred, i.e. the officers' attitudes improved toward the residents of the target area as a result of their dealings with them in non-stressful as well as stressful situations. And last, since the Foot Patrol program was initiated, there have been only four instances of physical resistance encountered in making arrests; in addition, the number of incidents of violence in making arrests was also decreased.

RECOMMENDATIONS REGARDING FUTURE EVALUATIONS OF THE PROGRAM

1. The following recommendations are suggested for any future evaluation of the Foot Patrol Project:
 1. Expansion of baseline data for the period of June to December, 1976, as intended by the first evaluation.
 2. Deletion of the Citizen Survey as a pre-test for measuring attitudes of citizens as it was not found to be a valid measure.
 3. Should any type of citizen survey be conducted in the future, steps should be taken to assure anonymity of those responding to the survey.
 4. Deletion of the analysis of the five sections contained in the Business Checks Survey as the data was not found to be reliable.
2. Other suggestions regarding evaluation format include:
 1. Including a table of contents or outline for the purpose of accommodating the reader in making quick referral to specific sections of the evaluation.
 2. Numbering of all pages included in both the evaluation and appendices.
 3. Arranging materials in the appendices in the order in which they are addressed in the narrative.



END