

NATIONAL INFORMATION AND RESEARCH
CENTER ON WOMEN IN POLICING
Performance Evaluations
Information Packet

POLICE FOUNDATION

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ACQUISITIONS

NATIONAL INFORMATION AND RESEARCH CENTER
ON WOMEN IN POLICING

PERFORMANCE EVALUATIONS
INFORMATION PACKET

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The Police Foundation is an independent, nonprofit organization established by the Ford Foundation in 1970 and dedicated to supporting innovation and improvement in policing.

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Since its inception in 1970, the Police Foundation has had a major interest in studying and assisting the employment of women in policing. As this report notes, the Foundation has funded several studies and programs on the subject of women in policing. So a natural outgrowth of the Foundation's work is the establishment of the National Information and Research Center on Women in Policing.

Paralleling the Foundation's work in this area have been the efforts of several agencies of the United States Department of Justice. It is through the generous support of the Justice Department's Office of Justice Assistance, Research and Statistics that the Foundation is able to provide the center as a clearinghouse for information on women in law enforcement.

Great strides have been made on the part of women in policing--and vastly increased numbers of women are in policing--since 1970. Through such efforts as the Information and Research Center, even more progress can be expected.

Women play a very important part in the improvement and enhancement of the American police service. A lesson of the past decade is that women make effective contributions to realizing the role of the police--control of crime and the maintenance of order.

I urge everyone interested in the subject of women in policing to make full use of the Information and Research Center. We welcome your inquiries as well as your counsel.

Patrick V. Murphy

INTRODUCTION

The National Information and Research Center on Women in Policing (NIRC) was established in September 1979 in response to a growing need for a clearinghouse for information directly affecting women in law enforcement. Funded by the Office of Civil Rights Compliance of the Office of Justice Assistance, Research and Statistics, and administered by the Police Foundation, NIRC collects and disseminates information on women in policing as a professional service to individuals and to public and private organizations.

In addition, NIRC provides technical assistance to agencies involved in developing, assessing, or amending police personnel and affirmative action programs involving women.

The need for an organization such as NIRC became evident in the late 1970s, when the numbers of women in law enforcement in the United States increased rapidly as a result of Supreme Court rulings and congressional recognition that women should be hired and compensated equally with men.

In the early 1970s, the Police Foundation published three pioneering studies of women in law enforcement: Women in Policing (1972), Police-women on Patrol (1974), and Women in Policing: A Manual (1975). Since then, there have been monumental and positive changes in the hiring and deployment of women police officers. No longer are they subject to differential hiring criteria and inferior compensation, nor are they relegated solely to Women's or Juvenile Bureaus. Following the 1963 Equal Pay Act; the 1972 Revenue Sharing Act; the 1972 amendment to Title VII of the 1964 Civil Rights Act; the 1978 Pregnancy Discrimination Act;

and subsequent Equal Employment Opportunity Commission administrative orders, women are compensated and generally deployed throughout police department units without reference to their gender. Moreover, aided in part by litigation leading to consent decrees having national impact, women now constitute 3.2 percent of all United States law enforcement personnel, and rank as high as captain, inspector, and deputy chief in police departments across the country.

Outlining the results of these changes, the Police Foundation's most recent research in this area, Women in Policing: A Personnel Study, directed by Cynthia G. Sulton, focuses on five police departments that employ large numbers of women, and emphasizes the diversified rise of women police officers across the country. Interviews with police administrators, civil service executives, judicial officials, and men and women police officers in Washington, D.C.; Miami, Florida; Denver, Colorado; Houston, Texas; and Detroit, Michigan, strengthened the recognition of a national demand for varied information on women in policing, and the need for relevant analyses of the literature, legislation, and judicial decisions pertinent to women police officers.

To the end of satisfying this demand, it is the aim of NIRC to provide full and verified information and technical assistance in the area of women in policing.

This packet includes summaries of eight recognized performance evaluations of women officers on patrol. Six of these evaluations concern the patrol capability of women officers in Washington, D.C. (1974); St. Louis County, Missouri (1975); New York City (1977); Denver, Colorado (1977); Newton, Massachusetts (1977); and Philadelphia, Pennsylvania (1978). One of the summaries refers to an assessment of the relationship

between police officer height and selected aspects of performance. This particular evaluation, conducted in 1975 by The Urban Institute in cooperation with the International Association of Chiefs of Police (IACP) and the Police Foundation, examines related data provided by the Dade County (Florida) Police Department; the Dallas (Texas) Police Department; the Des Moines (Iowa) Police Department; and the Oakland (California) Police Department. This packet also includes a summary of a 1976 study of the performance capability of women traffic officers of the California Highway Patrol.

More detailed information about the performance evaluations contained in this packet is available by writing to the Information Coordinator, NIRC, Suite 400, 1909 K Street, N.W., Washington, D.C. 20006.

Roi Dianne Townsey, Ph.D.
Project Director

POLICEWOMEN ON PATROL: FINAL REPORT

Washington, D.C.

One of the most widely cited studies of policewomen on patrol is the 1972-1973 evaluation of policewomen in the Washington, D.C. Police Department.^{1/} The evaluation, sponsored by the Police Foundation and conducted by The Urban Institute, focused on three major questions:

1. Is it appropriate, from a performance viewpoint, to hire women for patrol assignments on the same basis as men?
2. What advantages or disadvantages arise from hiring women on an equal basis with men?
3. What effects would the use of a substantial number of policewomen have on the nature of police operations?

Study subjects were 86 policewomen and 86 policemen who had graduated from the same training academy class. The researchers employed a variety of performance measurements to compare the two patrol groups. Included were supervisory ratings, patrol observation, citizens' opinions, and arrest statistics.

Analysis of the performance measures support the premise that it is appropriate for departments to hire women for patrol assignments on the same basis as men. The officers evaluated performed in a very similar manner and achieved similar results when interacting with angry or violent citizens. Major differences in performance between policewomen and policemen made fewer arrests and issued fewer traffic citations. Further, policewomen were assigned to light duty assignments because of injury more often than were policemen.

The researchers concluded that there were a number of assets in employing policewomen. In that the community supported the idea of equal

^{1/} Peter Bloch and Deborah Anderson, Policewomen on Patrol: Final Report (Washington, D.C.: Police Foundation, 1974).

employment opportunity for women, the hiring of policewomen probably would enhance police-community relations. Also, the researchers note that, because "women are less likely to become involved in serious unbecoming conduct," they are not likely to damage community relations.^{2/} Another advantage gained by police departments that hire women officers is federal law compliance; namely, the Civil Rights Act of 1964, as amended in 1972. Further, because "women act less aggressively and they believe in less aggression," the researchers propose that the "presence of women may stimulate increased attention to ways of avoiding violence and cooling violent situations without the resort to the use of force."^{3/} The researchers discovered no area of patrol work that could be considered beyond the ability of policewomen.

Although attitudinal research in the area of policing is not plentiful, that which has been conducted supports, to varying degrees, the following conclusion: "At the core of the whole issue of women in law enforcement is the word 'attitudes'. Attitudes constitute the 'nitty-gritty' of this issue."^{4/}

The Urban Institute researchers polled citizens and police officers in Washington, D.C., concerning their attitudes about women on patrol. Citizens, regardless of sex or race, were found to be generally supportive of the idea of women on patrol; no differences were observed in the levels of respect and favorable attitudes of male and female officers toward citizens. Although patrolmen doubted women's patrol skills, policewomen felt that their patrol skills were as good as patrolmen's, in most cases.

^{2/}Ibid., p. 3.

^{3/}Ibid., p. 4.

^{4/}Peter Horne, Women in Law Enforcement (Springfield, Illinois: Charles C. Thomas, 1975), p. 41.

The researchers concluded that police officials as well as patrolmen agreed that women handled several types of violent situations less well than men. Although the women showed only a slight preference for patrolling with a male partner, men expressed a definite preference for patrolling with a male partner. Black officials and policemen were found to be somewhat less unfavorable toward policewomen than white officials and policemen. By the end of the year-long evaluation the male officers' attitudes toward women on patrol had changed only slightly.

POLICE OFFICER HEIGHT AND SELECTED
ASPECTS OF PERFORMANCE

The Police Foundation and the International Association of Chiefs of Police (IACP), in cooperation with The Urban Institute, conducted a study to determine if there was a correlation between the height and performance of police officers.^{1/} Although there was a scarcity of performance/height data in the study departments (Dade County, Florida; Dallas, Texas; Des Moines, Iowa; and Oakland, California), the researchers were able to examine the relationship between an officer's height and seniority and each of the following variables: education; civil service score; police academy score; felony arrests; issuance of moving traffic citations; non-felony arrests; department commendations and complaints; sustained citizen complaints; days of paid sick leave; injury leave and light duty; assaults; and auto accidents. Data on the type of activity in which an officer-assault occurred, as well as weapons used and assailants, were also analyzed.

In order to abbreviate research demands on the participating departments, data were divided into two phases. Phase One data related to: 1) the height of officers assigned to patrol; and 2) the height of officers most recently assaulted. Phase Two data, allowing thorough analysis of reasons for performance differences resulting from height, were collected only if Phase One differences were statistically significant. Only one study department, Des Moines, Iowa, did not provide both phases of data (because Phase One analysis rendered no statistically significant correlation between an officer's height and assaults). The remaining departments

^{1/}Thomas W. White and Peter B. Bloch, Police Officer Height and Selected Aspects of Performance (Washington, D.C.: Police Foundation, 1975).

provided Phase Two data which showed no "important difference in the performance of tall and short officers with similar seniority and assignments."^{2/} Oakland Police Department data indicate that shorter officers are more likely to have less seniority and more negative encounters with citizens. However, the researchers determined that lack of additional data prevents a clear estimate of the relationship among the variables of height, seniority, and officer performance. The variable of officer experience was controlled in the analysis of data from two departments (Nassau County and Dallas). Findings show that height differences generally have no statistically significant effect on police officer performance.

No statistically significant correlation between height and officer assaults, or auto accidents, or department complaints/commendation, or duty injuries were found in analysis of either department's data.

^{2/}Ibid., p. 6.

EVALUATION OF POLICEWOMEN ON PATROL
IN A SUBURBAN POLICE DEPARTMENT

St. Louis County, Missouri

This evaluation presents study findings of the effectiveness of women police officers in the St. Louis (Missouri) County Police Department.^{1/} The purpose of the study was to extend previous study findings of the effectiveness of women officers within the city setting to the suburban setting. To do so, the patrol performance of 16 female and 16 male St. Louis County police officers was evaluated. Performance data were collected through personal interview; citizen interviews; attitude surveys; performance ratings; and objective police records.

For the most part, study findings were very similar to those of the Washington, D.C.,^{2/} and New York City^{3/} studies. The St. Louis County women police officers were found to perform patrol duties equally with men. However, the study determined that "(w)omen's policing style seem(ed) to differ significantly from that of men." Findings showed that women officers performed less aggressively; made fewer arrests; and involved themselves in "preventive" activity less often than male officers. They issued more traffic citations than men, but were perceived by citizens to be more sensitive to human needs than male officers.

^{1/}Lewis J. Sherman, "Evaluation of Policewomen on Patrol in a Suburban Police Department," Journal of Police Science Administration, V. 3, N. 4, December 1975.

^{2/}Peter Bloch and Deborah Anderson, Policewomen on Patrol: Final Report (Washington, D.C.: Police Foundation, 1974).

^{3/}Joyce Sichel, et al., Women on Patrol: A Pilot Study of Police Performance in New York City (New York: Vera Institute of Justice, 1977).

WOMEN TRAFFIC OFFICER PROJECT: FINAL REPORT

California Highway Patrol

In response to legislation and court decisions forbidding the arbitrary exclusion of women from police patrol, a number of municipal law enforcement agencies conducted studies to determine if gender was a bona fide occupational qualification (BFOQ) for police officers. However, in the early 1970s no state highway patrol or police agency had explored the feasibility of employing women as state highway patrol officers. Being aware of the debate over women in policing, the California State Legislature issued Senate Bill 1859 which required the California Highway Patrol to conduct a two-year study of patrol officer performance. The purpose of the study was to determine the feasibility of employing women as state traffic officers.^{1/} The research sample consisted of 41 female and 42 male graduates of the California Highway Patrol Academy, who were assigned to highway patrol commands throughout the state. To evaluate the performance of the officers, researchers identified 16 "critical tasks" of the highway patrol function and monitored each officer's level of performance. The "critical tasks," monitored by field evaluators, were making high-risk and felony vehicle stops; effectively using firearms; taking charge at accident scenes; lifting and carrying prisoners or victims in varying terrain; preparing written reports; administering first aid; communicating well verbally; and recognizing the symptoms of "under the influence" drivers.

^{1/}Women Traffic Officer Project: Final Report (Sacramento, California: Department of California Highway Patrol, 1976).

Overall, the public received both men and women favorably and patrol supervisors found both groups to perform the "critical task" acceptably. However, in addition to using more sick leave and experiencing more difficulty than men in making arrests of physically combative persons, women were found to have a slightly higher attrition rate. In summary, the researchers concluded that it is feasible to employ women as state traffic officers. However, findings show that the cost of recruiting, training, and maintaining women as state patrol officers is higher than that required for men patrol officers. The data collected were insufficient to resolve the issue of whether women are capable of handling situations demanding great physical strength. Study conclusions showed that academy grades were highly correlated with men's and women's performance in the field. Further, some selection procedures and background characteristics were found to be highly correlated with men's and women's performance not only in the academy, but in the field as well. This is particularly true of scores achieved on the pre-employment written examination, the Qualifications Appraisal Panel interview scores, and the number of college hours attained.

WOMEN ON PATROL: A PILOT STUDY OF
POLICE PERFORMANCE IN NEW YORK CITY

In 1974, New York City Police Commissioner Michael Codd requested that the police department personnel bureau assess the patrol performance of women police officers against that of male officers and develop police guidelines to help the department increase the effectiveness of women patrol officers. The personnel bureau collaborated with the Vera Institute of Justice to design and execute an appropriate research scheme.^{1/} The primary method of research was direct observation of the patrol performance of 41 female and 41 male New York City police officers, selected on the basis of their patrol experience and the type of precinct to which they were assigned. For evaluation purposes, five key elements of patrol duty in which the presence of women raised the most questions were identified: 1) "style" of patrol; 2) gaining and keeping control; 3) activity level; 4) special skills; and 5) physical capacities. These five elements of policing were observed during 3,625 hours of patrol and 2,400 police-civilian encounters.

Study results indicate that women generally are as effective as men on patrol, and the women's "style" of patrol is virtually identical to that of men. Although study results indicate that all 82 subject officers made use of the same control techniques, women made fewer arrests and were less likely to undertake demanding physical activity. Civilians rated the women officers as being "...more competent, pleasant and respectful..." than male patrol officers.^{2/} The research also showed

^{1/}Joyce Sichel, et al., Women on Patrol: A Pilot Study of Police Performance in New York City (New York: Vera Institute of Justice, 1977).

^{2/}Ibid., p. xi.

that women officers were as restrained in using force and displaying their weapons as were male officers.

Researchers gave the NYPD several specific suggestions for enhancing its effective use of women patrol officers, among them was instituting training for all officers that would encourage the development of a "style of patrol" complementary to an officer's individual patrol-encounter strengths and weaknesses. Recommendations included teaching male officers on patrol, as well as male supervisors, to be more aware not only of the capabilities of female patrol officers, but of their needs as well.

POLICEWOMAN EFFECTIVENESS

Denver, Colorado

In 1975, the Denver Civil Service Commission entered into a consent decree which focused primarily upon the hiring, retention, and promotion of women in the Denver Police Department. The Hogue v. Bach consent decree required that the Denver Civil Service Commission conduct a study to ascertain whether women police officers in Denver were capable of performing well in varied areas of police work. Bartlett and Rosenblum, psychometrists contracted to conduct the evaluation, focused on two major aspects of policing: patrol and traffic.^{1/} In emphasizing these two police functions, the researchers aimed at pinpointing areas of policing in which women officers performed differently from male officers. The researchers also sought to determine if discovered differences detrimentally affected the delivery of police service.

The study subjects were 27 women assigned to the patrol and traffic divisions in Denver, and the control group was 27 male officers, similarly assigned. Four observers rated these officers in terms of performance on 56 variables. Study results presented no significant differences in performance between men and women in the vast majority of the variables monitored. However, nine variable comparisons produced significant differences at the .05 level. The major differences concerned: a) citizen complaints (men had significantly more); b) shooting ability (men had significantly better shooting records); and c) attitudes toward citizens (women were found to exhibit more attitude variation

^{1/}Harold Bartlett and Arthur Rosenblum, Policewoman Effectiveness (Denver, Colorado: Civil Service Commission and the Denver Police Department, 1977).

towards citizens). Results also showed that women took more sick days than men, and issued significantly fewer instructions to their male partners. Interestingly, the researchers determined that the "...physical limitations of women (did not) seem to imply limitations on the ability to arrest suspects."^{2/} In summary, the Denver study concluded that women were "equally effective as males in all observed facets of police work."^{3/}

2/Ibid., p. 19.

3/Ibid., p. 20.

EVALUATION OF WOMEN IN POLICING PROGRAM:
NEWTON, MASSACHUSETTS

Approach Associates evaluated the duty performance of women in the Newton, Massachusetts, Police Department.^{1/} The Massachusetts Committee on Criminal Justice contracted the researchers to 1) determine if women police officers were treated equally with men in the Newton Police Department; 2) determine if the performance of women officers was on par with the performance of men officers; 3) determine if women had been integrated into the Newton Police Department; and 4) determine the response of the community to women on patrol. To meet these objectives, researchers observed 12 female and 25 male officers on patrol and scrutinized performance and workload data (sick time, complaints, commendations, and supervisors' ratings) noting performance differences in their police activities. Data analysis showed great discrepancy between the negative views of male officers concerning the performance of women, and the study results which showed little difference "between the kinds and amounts of activity accomplished by male and female officers."^{2/} In fact, some performance data showed that women performed better than men in certain areas. A major finding of the study relates to the negative attitudes of men toward women in policing. Researchers concluded that these attitudes rested to a great extent upon "a general ethos or usage of policing as a male preserve" rather than the actual performance of females.^{3/}

1/Carol Kizziah and Dr. Mark Morris, Evaluation of Women in Policing Program: Newton, Massachusetts (Oakland, California: Approach Associates, 1977).

2/Ibid., p. 2.

3/Ibid.

THE STUDY OF POLICE WOMEN COMPETENCY IN THE
PERFORMANCE OF SECTOR POLICE WORK
IN THE CITY OF PHILADELPHIA

In response to a court order, Philadelphia, Pennsylvania, contracted Bartell Associates, Inc., to conduct a study of sector patrol work. Researchers sought to determine if there were essential differences in the performance of male and female officers that could be attributed to gender.^{1/} The research, which focused on difficult aspects of sector patrol in high crime areas, involved 100 male and 100 female recruit officers. The 200 recruit officers were trained at the Philadelphia Police Academy and were assigned to tasks in the same police districts. Researchers identified 17 general aspects of sector patrol duty and observed and evaluated the subject officers' performance of each task.

Study results showed that, physically, men were stronger and more agile than women, but research attempts to relate strength to patrol performance were unsuccessful. Data analyzed also showed that men made significantly more physical arrests than women, and that women required arrest assistance more often than men. Although there was no substantial difference in the number of assaults experienced by either group of recruits, women were assaulted more often when making arrests. Researchers also determined that women experienced more motor vehicle accidents and incurred more injuries as a result of negligence in the care and operation of police vehicles. Study results showed women had significantly more sustained disciplinary infractions. Overall, study results indicate that, with respect to a large portion of sector police work, women performed as ably as men.

^{1/}The Study of Police Women Competency in the Performance of Sector Police Work in the City of Philadelphia (State College, Pa.: Bartell Associates, Inc., 1978).

END