



Center for Research, Evaluation and Technology  
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# An Evaluation of the Dallas Police Department's Interactive Community Policing Program - 1995-1999: Final Report



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# **The Dallas Police Department's Interactive Community Policing Program - 1995-1999:**

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## **Executive Summary**

### ***The Study***

The evaluation described in this report examined the implementation and impact of the Interactive Community Policing (ICP) program of the Dallas Police Department (DPD) from 1995 to 1999. In October 1995, at the request of the Dallas Police Department, and with funding provided by the National Institute of Justice, the Center for Research, Evaluation, and Technology at the University of Texas at Arlington initiated a longitudinal evaluation of Dallas Police Department's new Interactive Community Policing program. The project aimed to address three fundamental questions:

1. What activities encompass the ICP program in Dallas?
2. What barriers to implementation of the program were encountered in the implementation?
3. What were the effects of the ICP program?

Two major sources of data were four annual surveys of the citizens of Dallas and annual surveys of Dallas Police Officers. A total of 4325 Dallas residents completed telephone surveys, with 1367 completed in 1996, 1069 completed in 1997, 959 completed in 1998 and 930 completed in 1999

Written survey were annually administered to all ICP officers and to a randomly selected sample of officers ranked sergeant and below throughout the department. The officer surveys were administered in the summers of 1996 (n=607) and 1997 (n=594), and in the Fall of 1998 (n=698) and 1999 (n=518).

### ***Implementation Issues***

Using both quantitative and qualitative methodologies in this project six distinct barriers and possible solutions to implementation of community policing in the Dallas Police Department were identified. These barriers included:

**Issues concerning resources.** Specific funds were dedicated to the purchase of vehicles for the ICP program in 1996. Vehicles were equipped with cell phones. A computerized reporting system was developed to aggregate data from each division into department wide reports. Regarding the lack of ICP manpower to address the needs of the entire division, specific ICP areas were designated in each division in 1997 in an effort to concentrate ICP activity.

**Lack of acceptance by patrol.** To better educate patrol officers about the ICP program, four divisions initiated a program where patrol officers rode with ICP officers for anywhere from

one to ten days. This was designed to increase patrol awareness of ICP program capabilities and educate patrol about issues which could be effectively handled by ICP officers. Regarding patrol feelings that ICP solves few problems, ICP officers in three divisions have placed more effort in providing feedback to patrol regarding problems solved by ICP, as it is felt that patrol knows little about these problems solve. Finally, a 16 hour training program was conducted for approximately 400 officers to better inform them of the ICP program

**Citizen issues.** As ICP officers become more familiar with citizen issues, they have begun to focus their efforts in areas where citizens are able and willing to be involved. In one division, a high dosage neighborhood was eliminated due to lack of citizen participation, and a new neighborhood was located in an area where residents were more organized and active participants.

**Coordinating city services.** A new database was developed which is designed to track referrals made by citizens and by the police to other city services. Additionally, a team of representatives from various city departments was formed in each division and charged with streamlining the coordination of various city services. These teams, called Service Coordination Teams meet in an attempt to streamlining the impact and availability of city agencies. The city moved to a 311 system to separate true emergency, 911 calls, from non-emergency ones.

### ***Citizens Perceptions of Crime, Safety, and Perceptions of Police***

The results of four years of citizen surveys on their perception of social disorder, feelings of safety, fear of crime, and crime victimization found:

**Social Disorder.** The high ICP areas had a mixed set of results. Overall, in high ICP areas there were declines in seven of 18 neighborhood problems, increases in five and six remained substantially the same. On the other hand, in the low ICP areas there were declines in 13 of the 18 problems, small increases in only two and three remained virtually the same.

**Neighborhood Improvement.** In high ICP areas the belief that the neighborhood “has gotten worse” went up almost 5% in 1997 and another 3% in 1998, and leveled off in 1999 at 19.1%. In low ICP areas citizens’ belief that their neighborhoods “has gotten worse” declined slightly from 1996 to 1997 (14.0% to 13.8%) and again from 1998 to 1999 (11.8%to 11.0%).

**Neighborhood Satisfaction.** The percentage of citizens in high ICP areas who were very satisfied with their neighborhood increased from 33.5% in 1996 to 43.3% in 1999. Citizens in low ICP areas had a higher level of satisfaction than the high ICP areas and also showed increases over time, but at a much lower rate than the high ICP areas, going from 47.8% to 51.9% over the four years.

**Fear of Crime.** In high ICP areas there was overall reduction in fear of crime on all five of the fear questions, ranging from 11.2% fear of home vandalism to 3.9% for the general statement about being fearful. In the low ICP areas fear of crime was substantially lower than in the high ICP areas. However the trends over time were similar with results showing an overall reduction in fear. However, the citizens in low ICP areas had a larger reduction in general fear and a slight increase in their fear of home vandalism.

**Security Measures.** In the high ICP areas there was an overall decline in the use of security measures. Only in the use of Police Department identification stickers and engraving ID’s on valuables was there an increase. There was also a slight increase in the participation in neighborhood watch. In the more aggressive approaches to security, such as in the use of

weapons, burglar alarms or dogs, there was a decline in use. The low ICP areas had almost identical results with increased use of police identification, engraving of valuables and participation in neighborhood watch and declines or no change in the use of the other measures.

**Crime Victimization.** In comparing high ICP areas with low ICP areas, victimization was quite similar both in terms of trends over time and in order of magnitude. In high ICP areas crime victimization increased slightly in five of the eight crime areas, home burglary, auto theft, stolen property, physical threats, and physical attacks. In low ICP areas crime victimization also went up slightly on the same five crimes as the high ICP areas.

**Knowledge of the ICP Program.** Recognition of the ICP program remained relatively low. In both the high ICP and low ICP areas about one-fifth of the respondents had heard of the ICP program. While recognition was low it increased over time, from 16.7% in 1996 to 21.9% in 1999 in the high ICP areas and from 15.1% to 18.9% in the low ICP areas. Significant increases from 1996 to 1999 were observed in both high and low ICP areas on questions on whether there were community meetings in their neighborhoods and if they had attended them and also if they had seen or heard about cleanup campaigns in their neighborhood. These changes were especially noted in the high ICP areas.

**Perceptions of Police Activity.** In high ICP areas the kinds of activities observed most frequently were driving through the neighborhood, ticketing someone for traffic violations in the neighborhood, and walking on patrol in the nearest shopping area. Police were seldom seen patrolling the neighborhood on foot, patrolling in alleys and buildings, frisking, breaking up groups or arresting individuals, and chatting or engaging in friendly conversations with people in the neighborhood. In high ICP areas the percentage of citizens who saw officers engaging in police activities "frequently", increased in three of the seven areas from 1996 to 1999. Results in low ICP areas were very similar.

**Perceptions of Police Performance.** Citizens were asked to provide a letter grade for police performance. They were asked how polite the police were, how well they solved neighborhood problems, how good a job police were doing in stopping crime and the use of drugs in the community, how good their relationship was with members of the community, and a general question about how good a job police were doing overall. Converting the grades into a "grade point average" (GPA) it was found that the GPA ranged from 2.3 to 3.0 on a 4 point scale, a B- to B average. There was virtually no change over the four years and the differences between the high and low ICP areas were minor.

**Perceptions of Police Availability.** . Results regarding how available, how seriously the police would take their concern for a problem in their neighborhood, and how long they thought it would take them to respond, showed an increase from 1996 to 1997, followed by a leveling off and then a decline in 1999. This was found in both the high and low ICP areas. Relatively few felt that the police were never available, wouldn't take their concern seriously, or wouldn't respond to their call for help.

### ***Officer Perceptions of the ICP Program and Citizens***

The key findings from the four years of surveys of ICP and non-ICP officers concerning their perception of the ICP program and officer perceptions of citizens in relation to their involvement with the police are summarized below.

**Allocation of Department Resources.** Both ICP and non-ICP officers agreed that assisting people in emergencies, responding to calls for service, and helping settle family disputes, remain important functions for use of department resources. The groups differed on how they would allocate resources for working with citizens, other agencies and the importance of checking buildings. ICP officers felt resources were more important for coordinating with other agencies to improve the quality of life and for working with citizen groups, while Non-ICP officers felt resources would better be used to check buildings and residences.

**Likely Changes with the Implementation of ICP.** ICP officers felt the ICP program was likely to reduce crime, improve relationships with citizens, improve police presence, and improve citizen perceptions. While Non-ICP officers agree that community policing is likely to improve citizen perceptions and help with police relationships with the community, this group felt ICP would have little effect upon crime, responses to calls, relations with minorities or citizen complaints. They felt ICP would detract from the presence of officers on the street.

**Officer Responsibilities.** When asked about what types of responsibilities police officers should have, both ICP and Non-ICP officers agreed that assisting citizens and working with citizens to solve problems in their beats are important responsibilities of police officers. Officers also agreed that police are so focused on responding to calls for service that they will never find time to address other concerns. The officers felt disagreed upon the role police should play in solving non-crime problems, with a majority of ICP officers agreeing that this is important and a majority of Non-ICP officers feeling this should not be the responsibility of the police.

**Officer Decision-Making Autonomy.** ICP officers feel much more autonomy to make suggestions and provide input to supervisors than Non-ICP officers. While responses decreased over time, ICP officers continued to express much more agreement with these issues than Non-ICP officers. ICP officers also expressed having much more independence than Non-ICP officers, and ICP officers enjoyed their jobs more than Non-ICP officers with the exception of 1998 when Non-ICP officers responded more favorably to this question than ICP officers. Overall, ICP officers express more autonomy and decision-making ability than Non-ICP officers.

**Trust between Officers and Citizens.** Both ICP and Non-ICP officers feel that police and citizens will trust each other enough to work effectively together. ICP officers feel more strongly that citizens do respect the police. ICP officers also feel more positively than Non-ICP officers about police being open to the opinions of citizens and citizens being more open to the opinions of the police. Both groups feel that citizens do not understand the problems of the police although more Non-ICP officers feel this way than ICP officers. The most dramatic difference between the groups involves the officers' perceptions of the relationship between police and citizens in Dallas. ICP officers are much more likely to agree that the relationship between officers and citizens is very good, while most Non-ICP officers do not agree.

**Citizen Roles and Contributions.** Nearly all officers, both ICP and Non-ICP, feel that prevention of crime is a joint responsibility of the community and the police. Both groups also recognized the importance of citizen cooperation in solving crimes. Compared to Non-ICP officers, ICP officers saw citizens as more knowledgeable about what goes on in their neighborhoods, more able to prevent crimes, and more willing to attend crime watch meetings. ICP officers' opinions of the importance of citizen roles generally decreased over time, yet the ICP officers remained more positive than Non-ICP officers about citizen roles with the police.

## ***Effects of Community Policing on Citizen Evaluations of Police Performance***

Citizens living in low ICP neighborhoods graded police higher when considering issues of police visibility and knowing officers. Those from low ICP areas graded the police 1.6 times higher than those from high ICP areas if they had seen police driving or walking in their neighborhoods, giving traffic tickets or arresting individuals, patrolling alleys, or talking with neighbors than citizens in high ICP areas. Similarly, knowing officers led to grades 2.1 times higher among low ICP citizens compared to citizens from high ICP areas. Merely hearing about the ICP program had little effect on assessing the police from either area.

Both Hispanics and African Americans graded the police higher in high ICP neighborhoods than in low ICP neighborhoods. More specifically, Hispanics graded the police over three times higher in the high ICP neighborhoods than those in the low ICP areas. In fact, Hispanics in the high ICP neighborhoods graded police higher than did Caucasians or African Americans. Hispanics in low ICP neighborhoods graded police lower than Caucasians. Among African Americans, those living in high ICP neighborhoods graded police 2.5 times higher than those in low ICP neighborhoods, although Caucasians in both neighborhoods graded the police better than African Americans.

# Chapter I

## History and Chronology of Community Policing in Dallas

The evaluation described in this report examines the implementation and impact of the Interactive Community Policing (ICP) program of the Dallas Police Department (DPD). In October 1995, at the request of the Dallas Police Department, and with funding provided by the National Institute of Justice, the Center for Research, Evaluation, and Technology at The University of Texas at Arlington initiated a longitudinal evaluation of Dallas Police Department's new Interactive Community Policing program. The project aimed to address three fundamental questions:

1. What activities encompass the ICP program in Dallas?
2. What barriers to implementation of the program were encountered in the first two years of implementation?
3. What were the initial effects of the ICP program?

In 1998 the project was extended for two years and one additional question was evaluated:

4. What impact does ICP have upon the specific neighborhoods designated to receive higher intensity ICP services.

### ***Review of Related Literature on Community Policing***

Law enforcement in a society which values freedom, personal choice, and diversity is a complex and sometimes overwhelming task. Rapid social change in the United States has generated problems not previously encountered by law enforcement organizations. These events have led American police departments to rethink even basic strategies used to deliver

police services (Brown, 1989). Authors have attributed this state of flux to numerous causes: the dramatic increase in serious crime from the mid 60's to the mid 70's and the ensuing realization that traditional police techniques were ineffective.(Moore et al., 1988); police inability to maintain civil order during public protests of the 1960's (Trojanowicz and Bucqueroux, 1990); and, separation between the police force and citizens caused by motorized patrols and advances in communication technology. Regardless of the causes, policing is in a significant state of transition. (Trojanowicz and Bucqueroux, 1990; Kelling, 1993)

This change process initially led the realization that methods developed by police forces were largely based upon tradition and upon the experience and expertise of seasoned decision makers (Kelling, 1988). Empirical evidence regarding this “practice wisdom” was sought and initial studies yielded weak support for the effectiveness of the traditional crime fighting tactics employed by most departments: motorized patrol, rapid responses to citizen calls, and retrospective investigations (Kelling, 1986). In addition to the lack of empirical support, the traditional techniques were criticized as largely reactive rather than proactive (Moore et al., 1988).

The lack of empirical support generated for traditional tactics and the changing issues dealt with by police forces nationwide generated new ideas and spurred innovative ways to conceptualize problems and the role of police in addressing this problems. Over the last 15 years, the community policing movement has developed momentum as a promising response to many contemporary policing issues (DeWitt, 1992). Community policing has been described as “the most prominent of new approaches” for police work (Brown, 1989) and as the “new future for American law enforcement” (Russell and Moore, 1993). Goldstein

(1993) highlighted the current popularity of community policing, stating that “it is well on its way to becoming a common term in households across the United States” (p. 1). The popularity of community policing is also evidenced by the recent surge in literature focused upon various aspects of implementation (NIJ publications manual, 1993).

**Components of Community Policing.** Because of interest in various police approaches, the term “community policing” has become widely and, often incorrectly, used (Goldstein, 1993; Skolnick and Bayley, 1988). This lack of specificity has prompted some authors to call for specific definitions of exactly what constitutes true community policing. Manning (1984) dissects four levels of meaning in the concept of community policing. Skolnick and Bayley (1988) differentiate between operational features of community policing and elements needed to make the program successful. Brown (1989) differentiates between “programs” of community policing and “style” of community policing. Although acknowledging the need to explain what is meant when the term is used, Goldstein cautions against defining the concepts too specifically at this time, due to the risk of oversimplifying ideas and concepts which are only beginning to be explored, understood, and evaluated.

Community policing has grown to encompass much more than simply implementation of specific techniques. Community policing has evolved into a term used to describe a new philosophy of policing. This new way of viewing law enforcement is founded upon a view of crime control which relies upon a collaborative effort between the police and the public. (Trojanowicz and Bucqueroux, 1990). It is a philosophy which must completely infiltrate a department to be effective (Brown, 1989), and it leads to “an entirely different way of life” for police officers (Sparrow, 1988). Community policing embraces a fundamental change of perspective in policing because it challenges the traditional view of

the public as passive recipients of police services. Instead, it views citizens as the first line of defense against disorder and crime (Kelling, 1988). Police are called to stimulate and fortify the natural abilities within a community to produce orderly and safe neighborhoods.

Community policing argues that policing cannot be done effectively without the involvement of the citizens being policed.

**Community Policing Methods and Techniques.** While recognizing that needs and resources vary across communities, several common elements have emerged as integral to community policing. These common elements include: shared power, reorientation of patrol activities, decentralized command structure, problem-oriented policing strategies, and accountability measures. (Brown, 1989; NIJ, 1992; Skolnick and Bayley, 1988; Sparrow, 1988; Trojanowicz and Bucqueroux, 1990; Wycoff and Skogan, 1993;).

**Shared power.** Sharing power and decision-making responsibility with local citizens is an important element of effective community policing. Initiative by citizens to voluntarily take precautions against crime and disorder by organizing themselves is a centerpiece of community policing (Skolnick and Bayley, 1988). Neighborhood Watch programs originated in America are now implemented worldwide. These efforts by citizens to enact public surveillance, property marking, and home security improvements not only promote concrete techniques to resist crime, they also foster a sense of neighborhood and community which encourages collective responsibility for the safety of the neighborhood. Trojanowicz and Bucqueroux (1990) contend that shared power exceeds the idea of Neighborhood Watch programs and involves citizens sharing in the work of the police by volunteering at the local office, staffing summer athletic leagues, and providing input to local police strategizing.

When citizens' needs are viewed as important, there must be interaction between the citizens and the police so that these needs can be discussed and clarified.

**Reorientation of patrol activities.** Reorientation of patrol activities initially came as a response to questions regarding the effectiveness of traditional police strategies. In the past, community policing and "foot patrol" were sometimes confused as being synonymous because of research done on early community policing programs in Flint, Michigan, and Newark, New Jersey. Both programs involved officers on foot patrols to various degrees (Trojanowicz and Bucqueroux, 1990). As experimentation with community policing has continued, reorientation of patrol activities has expanded to include numerous tactics. The purpose of this reorientation is to provide officers opportunities to have frequent, informal contact with citizens on a regular basis for the purpose developing a relationship between the citizens and the officer (Brown, 1989). An important element in this process is the assignment of officers to specific geographical areas. This allows development of officer familiarity with residents, geography, culture, and "heartbeat" of a specific community.

**Decentralized command structure.** For an officer to effectively implement community policing principles, the officer must be empowered to make creative decisions in the field. This authority is dichotomous to the direction of many police forces where departmental regulations derail the creativity and decision-making skills needed by officers in the field. For community policing to work, lower level commanders must have the freedom to act according to their interpretation of the local issues (Skolnick and Bayley, 1988).

**Problem-oriented policing strategies.** Although problem-oriented policing is sometimes identified as community policing, it is more accurately understood as one component of a comprehensive community policing program (Skolnick and Bayley, 1988; Trojanowicz and Bucqueroux, 1990). Rather than reactively focus on crimes previously committed, problem-oriented approaches are proactive, emphasizing analysis of problems, design of solutions to the problems, implementation of the most feasible solution, and monitoring of solution results (Goldstein, 1979). These strategies are important to community policing as they provide an effective framework for approaching problems. Police resources are committed toward preventing future incidents, instead of being focused entirely upon trying to solve past events.

**Accountability measures.** The concept of accountability involves open and active efforts by the department to solicit public feedback on police operations. This implies a two-way communication with citizens regarding police operations and how these operations are carried out. This can be an intimidating task for a department to undertake, as it creates opportunities for criticism and questioning. However, unless police are willing to tolerate public feedback, the public will not be empowered to act and community policing becomes little more than public relations (Skolnick and Bayley, 1988).

**Implementation issues.** Barriers and constraints to implementing community policing are numerous. Implementation is particularly challenging because community policing is not a simple policy change that can be ordered, rather it is a new framework from which police work is approached. Some barriers to implementation which have been identified include: the conflicting values of the existing system; redistribution of power within the department posing a threat to those destined to lose power; the necessity of taking

new risks with the ensuing potential for embarrassing mistakes; and changes in the way resources are allocated. (Community Policing Consortium, 1994; Kelling and Bratton, 1993; Sparrow, 1988; Trojanowicz and Bucqueroux, 1990)

Specific suggestions for addressing these issues have been discussed on a theoretical level. Sparrow (1988) discusses ideas such as: recategorizing crime statistics according to their effect on the community; redesign of staff evaluations to take account of the contributions to the nature and quality of community life; routing prime promotion opportunities through community policing jobs, and contracting for annual surveys of the community. Kelling and Bratton (1993) discuss strategies such as linking professional rewards to changes, identifying early milestones of success, recognizing ability of managers to acknowledge failure and make adjustments, and the teaching of team-building skills to managers. The Community Policing Consortium (1994) emphasized the need for comprehensive training and for developing support among other community entities.

Although barriers and constraints are discussed on a theoretical level in the literature, detailed descriptions of these ideas being specifically implemented are sparse. For many of these concepts to be usefully implemented, operational definitions are required. Development of improved definitions would allow empirical support to be generated for these issues, a crucial need for the future development of community policing.

**Community Policing Outcomes.** Although the evolution of community policing is not complete (Brown, 1989), outcomes realized by departments using these ideas have been encouraging enough to spark interest in more detailed investigation of this approach. Several positive outcomes have been attributed to implementation of these methods. Citizen

perceptions of greater safety is one of the most frequently noted outcomes of community policing. Regardless of whether crime rates actually drop, citizens often report reduced feelings of fear in areas where community policing is implemented (Skolnick and Bayley, 1988; Trojanowicz and Bucqueroux, 1990; Wycoff and Skogan, 1993). This result has been cited as a positive outcome as it is seen as providing an improved quality of life for neighborhood residents. However, this finding has also generated criticism of community policing because of the risk that people are deluded into thinking they are safer, when actually they are at equal or even greater risk. As citizen involvement with the police increases, people learn more about the process of policing and their respect for police typically increases as well (Brown, 1989). A sincere effort to involve the public conveys police concern for the people they serve and a commitment to address their policing needs.

One important goal of community policing is to reduce crime. However, simply measuring crime rates can be problematic due to the numerous factors that influence crime (i.e. unemployment, poverty, age of population). In fact, reported crime may actually increase during the initial phases of implementing community policing programs, as citizens develop a greater trust level in the officers and begin reporting previously unreported crimes (Trojanowicz and Bucqueroux, 1990). Similarly, as officers familiarity with a community increases, they may also become more aware of neighborhood crime. Regardless of these disclaimers, community policing must demonstrate effectiveness in crime control. Although there are strong a priori reasons for believing that community policing will at least be as effective as previous techniques in preventing crime, police departments have found it difficult to empirically show a direct correlation between reduction in crime and implementation of community policing (Skolnick and Bayley, 1988; Wycoff and Skogan,

1993). Some programs have shown that a reduction in crime occurred after implementation of community policing (Jon and Quah, 1987; Moore et al. 1988; Trojanowicz and Bucqueroux, 1990), however spurious relationships with other community dynamics remain difficult to control.

Although initial implementation of community policing can be stressful for police officers, increased job satisfaction is a common factor cited by those who complete the transition. This increased satisfaction has been linked to the improved relationships between citizens and police, greater appreciation by citizens of police effort, a more hospitable perception of citizens by police, and greater feelings of empowerment on the part of the police (Brown, 1988; Skolnick and Bayley, 1988; Trojanowicz and Bucqueroux, 1990; Wycoff and Skogan, 1993)

As frequently noted, a majority of calls received by police departments involve non-emergency related events. Calls for assistance with abandoned cars, overgrown weeds, and abandoned houses consume a large portion of police effort. Traditional policing tends to view these calls as a hindrance, as they do not specifically involve “crime fighting”. Community policing views these calls as important because they address the disorder in neighborhoods, the importance of which has become symbolized by the “broken windows” metaphor of Wilson and Kelling (1982). Through the presence of a community police officer, citizens can be taught how to handle many of these situations themselves. Education regarding the function of other city departments (i.e. building code enforcement, street repair, etc.), can improve the efficiency of city functioning and empower citizens to resolve problems without police assistance.

Although information regarding the implementation and outcomes of community policing programs is beginning to accumulate, much of the research has experienced methodological limitations. Lack of operational definition and control of variables is of primary concern (Trojanowicz and Bucqueroux, 1990). Because of the exploratory nature of many previous studies, variables were often not defined specifically until the projects were well underway. The lack of randomization and control groups has also limited the ability of research to attribute specific outcomes to the impact of community policing implementation. Specific areas where future research is needed include developing means of documenting police efforts to conduct community policing, development of measures and appropriate methodologies for determination of outcomes, and identification of characteristics of police officers that are associated with ability to perform community policing activities (Wycoff and Skogan, 1993).

Specific studies previously conducted have begun laying the groundwork for empirical exploration of these issues. The Flint, Michigan study of foot patrol officers used various means of data collection but looked only at outcomes (Trojanowicz and Bucqueroux, 1990). Evaluation of the Newport News, VA program was focused primarily upon problem-oriented policing techniques rather than comprehensive implementation of community policing principles. The Community Foot Patrol Officer project in Baltimore, MD was focused primarily upon fear reduction. The Madison, WI study examined both process and outcome issues (Wycoff and Skogan, 1993), but implementation was conducted in a significantly more favorable environment than will be encountered in this project. Other projects, (Houston, TX; Newark, NJ; and Detroit, MI) have explored various aspects of community policing programs as well.

### ***Early Attempts at Community Policing in Dallas, Texas***

An earlier attempt in 1984 to introduce community policing concepts into the Dallas Police Department met with considerable resistance and was ultimately abandoned. However, in 1991 the Southeast Division operated the Neighborhood Liaison Unit with 14 officers housed in a building separate from the main station. The Neighborhood Liaison Unit aimed to establish relationships between officers and city government that would facilitate intervention in community problems. During the second phase of the Neighborhood Liaison Unit, officers worked with apartment managers and citizens to develop crime watches; they offered crime prevention classes in local public schools; and they helped get abandoned buildings condemned. When ICP was launched in the Southeast Division in July, 1994, 12 of the Neighborhood Liaison officers transferred to the ICP unit.

### ***Current Interactive Community Policing Initiative***

The next attempt to implement community policing began in June, 1994 under the leadership of Chief of Police Ben E. Click. Interactive Community Policing was to be introduced in the Northwest Division first and subsequently rolled out to the remaining five divisions sequentially. Interactive Community Policing included three main components: system wide training, neighborhood mobilization/organization, and extensive departmental restructuring.

### ***Changes to Initial Implementation Plan***

The initial implementation plan calling for ICP to be systematically introduced division by division on a staggered timetable was quickly altered. Governmental officials and citizens expressed concerns that their areas were neglected and that they too needed more

intensive police services. Consequently, the timetable for system wide implementation was accelerated and ICP operations were fully staffed in all divisions by October, 1995.

Changes in the implementation plan necessitated changes in the experimental design proposed for the evaluation. Because staggered starting dates for ICP implementation were eliminated, a multiple-baseline-design across-divisions comparison was no longer feasible. Instead, the research chose to make two comparisons: high ICP implementation areas compared to low ICP implementation areas and ICP officers compared to Non-ICP officers.

Until January 1997, high ICP areas were determined by identifying beats with the most frequent ICP activity. The areas were determined by analysis of monthly activity reports compiled by each ICP unit. Locations of ICP activities were determined from these reports and compiled to identify high activity beats. Areas of high activity were also observed during researchers' rides with ICP officers, and ICP sergeants were asked to identify areas that were receiving ICP activities. Because ICP activity was focused in, but not exclusive to these beats, all other beats were defined as low ICP areas.

### ***Subsequent ICP Restructuring***

In January 1997, ICP Operations were restructured in three Divisions: Northwest, Southwest, and Southeast. In each of the Divisions, four specific neighborhoods were designated to receive more intense ICP activities. ICP officers were assigned to the neighborhoods and directed to compile a comprehensive list of resources available within each neighborhood. Officers then invited "key stakeholders" to a "stakeholders meeting." Stakeholders' meetings were intended to develop citizen involvement in the community, to

facilitate communication between the ICP officers and the citizens, and to encourage citizen pursuit of economic development within the neighborhood.

In addition to arranging stakeholders' meetings, ICP officers in each division were asked to start a "linking team." Linking teams were made up of influential individuals who could mobilize resources at higher levels in the community and help stakeholders overcome barriers in their attempts to increase neighborhood safety, solve neighborhood problems, and promote economic development.

Six months later, in June, 1997, the remaining three Divisions adopted the same approach. Four neighborhoods were identified in each of these divisions, stakeholders identified, linking teams formed, and ICP activities intensified. Chief Click left the department in 1999 and his predecessor, Chief Terrell Bolton, has listed community policing as one of his priority agenda items. Chief Bolton has not yet announced any changes to the ICP program.

### ***System Wide Training***

#### **Early Training Efforts**

Prior to the introduction of ICP in Dallas, several officers attended conferences and workshops on community policing to prepare them to develop the ICP officer's Handbook and policies and procedures for ICP officers, supervisors, and administrators. The Handbook included information about local social service agencies, descriptions of the duties and responsibilities of ICP officers, guidelines for equipment use and maintenance, and future ICP efforts. The Handbook also described the roles of major city departments such as fire, health and human services, housing, public works and sanitation.

The officers also prepared a training manual that was used in a 32-hour training class for ICP officers and supervisors in August 1994. The workshop included background information about interactive community policing and examples of successful community policing efforts around the country. Additional topics included the relationship between beat officers and ICP officers, problem solving methods, and how to make effective presentations to community groups. The training materials also emphasized the importance of changing focus from measuring success by counting numbers of events to looking at the quality of the service provided. Approximately 20 officers participated in the first training.

Before Divisions were fully staffed with ICP officers, some ICP Sergeants were paired with new ICP officers to present two-hour information meetings to officers during beat meetings. Approximately half of the 1,700 officers in the department attended. Similar meetings were held for storefront officers and non-sworn crime prevention specialists. The majority of ICP officers received their training on-the-job, often by accompanying more experienced ICP officers on duty, and by discussions during weekly staff meetings.

In the spring of 1995, the Police Academy added one day of ICP training required for all new recruits. In December 1995, 36 ICP officers from three Divisions received training in a problem solving model called SARA—Scan, Analyze, Respond, and Alternatives. The model is used in other police departments that practice community policing.

### Current Training Efforts

During the Police Academy, all new recruits complete one day of required training in ICP. Most other ICP officers receive at least three days of ICP training. Other training opportunities depend on what is available in each Division. For example, an experimental

program was started in one division where new recruits serve one week of their eight week field training sessions with experienced ICP field training officers. Another division offers 24-hours of specialized training in ICP to all interested officers. Programs were initiated in four divisions which permitted patrol officers to accompany ICP officers for one to ten days of on-the-job training. While the format and intensity of training varies by Division, the core content remains relatively constant. Content includes ICP philosophy, the SARA problem solving model, department and city resources, and a review of various ICP activities such as graffiti paint outs, job fairs, and neighborhood crime watches. As a step towards implementing system wide training, during the past 12 months, 400 officers including, lieutenants, sergeants, and field training officers, participated in two days of ICP training at the police academy.

### ***Major Interactive Community Policing Activities***

ICP officer activities generally fall into six categories: code enforcement, drug enforcement, gang abatement, school activities, neighborhood clean up, and community meetings. Code enforcement activities include closing unlicensed liquor stores, condemning vacant buildings, and requiring landlords to maintain property. Gang abatement activities include graffiti paint-outs, identifying and arresting known gang members, and involving the Dallas Police Department Gang Unit in undercover raids. Drug enforcement included gathering information from community members regarding drug sales, identifying and arresting drug dealers, and closing locations where drug sales occur. School activities include organizing school-based athletics, serving on school advisory boards, visiting classrooms, and participating in school assemblies. Clean up activities involve helping citizens organize neighborhood clean ups to gather trash, remove weeds and debris, restore

dilapidated buildings, paint houses, and remove abandoned vehicles. The final major category of ICP officer activity is participating in community meetings, with neighborhood associations, at school board meetings or with community stakeholders. Each Division exercises considerable autonomy in deciding the activities ICP officers complete and the officers themselves have significant say in their assignments and in how they complete them.

## Chapter II

# Methodology

### **Overview**

In this report five data collection methods were used to measure the 45 indicators identified by the project. Outcome indicators were divided into two general categories: police outcomes and citizen outcomes. Police outcomes were measured using three methodologies: direct observation, police officer surveys, police activity logs, Citizen outcomes were measured using three methodologies: citizen interviews, attending neighborhood watch meetings, and telephone survey.

To investigate Dallas' ICP program, this project utilized a longitudinal, time series research design. Data collection occurred over a period of 48 months, allowing examination of changes over time. The project started only 18 months after the ICP program was announced by DPD, and ICP units in two divisions had been fully staffed for less than three months when data collection began. Being involved in these early phases of ICP implementation allowed researchers an opportunity to identify implementation issues that accompanied early program development. Barriers to the implementation of the program as well as strategies to overcome these barriers were explored in the project.

This involvement in early phases of the program also provided the unique opportunity to involve comparison groups in the research design. Because only twelve ICP officers were assigned to each division, these officers focused their activities within specific areas of each division. Researchers identified neighborhoods as either "high ICP" or "low ICP"

neighborhoods depending upon the level of ICP activity in the area . Citizen outcomes were then compared between the high and low ICP neighborhoods.

## **Description of data collection methods**

### ***Direct observation of police***

Direct observation of police officers was used to collect data for ICP officer outcomes related to distribution of on-duty time, preferred on-duty activities, attitudes toward community policing, and barriers to ICP implementation. Observation of ICP officer activity was conducted by researchers who rode with ICP officers in each DPD's six divisions. Rides began in January 1996 and continued through May of 1996. Rides were again conducted from October through December, 1997. Over 300 hours of rides were conducted during the project.

For direct observation, researchers were assigned to specific divisions and conducted rides with most ICP officers in each division. Officer activities were recorded on the "Ride-along activity form". In addition to observing officer activities, researchers were also trained to record comments made by citizens and officers regarding the ICP program, and barriers to implementation of ICP. Information was recorded on the "Ride-along report cover sheet" which was attached to the front of the activity reports at the end of each observation period.

In addition to providing an opportunity for observation of ICP officer activities, riding with officers facilitated researcher familiarity with the demographics, dynamics, and crime issues of the specific neighborhoods being targeted by ICP officers.

Researchers were able to develop a sense of how well-organized neighborhoods had become, what types of problems were being faced by different neighborhoods, what type of relationships officers had with residents, and how responsive residents were to DPD officers. Although these data were difficult to capture in quantitative form, these experiences helped shape the questions used in citizen focus groups and in observation of citizen meetings.

### ***Police Officer Survey***

Written survey were annually administered to all ICP officers and to a randomly selected sample of officers ranked sergeant and below throughout the department. Random sampling was accomplished by selecting participants by badge numbers. Surveys were distributed to selected officers by supervising officers and respondents were given the option of either returning surveys immediately in a sealed envelope, or returning them by mail in an enclosed self-addressed stamped return envelope. The instrument collected information about:

1. Attitudes toward community policing
2. Attitudes toward own safety
3. Attitudes toward citizens
4. Preferred on-duty activities
5. Hours of ICP training
6. Satisfaction with ICP training
7. Decision-making shifted to patrol officers
8. Philosophical shifts toward ICP
9. Barriers to ICP implementation

10. Benefits of ICP
11. Ways to overcome implementation barriers
12. Perceived effects of ICP

Some questions for the survey were taken from instruments used in previous studies of community policing programs (Chicago Alternative Policing Strategy, 1995; Police Foundation, 1988). Other questions were developed specifically for this project. Surveys were administered in the summers of 1996 (n=607) and 1997 (n=594), and in the Fall of 1998 (n=698) and 1999 (n=518).

### ***Police Activity Logs***

ICP units completed monthly reports to document the activities of ICP officers. Copies of completed reports from January 1995 through April 1999 for each division were analyzed to identify areas of high ICP activity in each division and to track resources allocated to the ICP program.

### ***Neighborhood Meetings***

Researchers also attended citizen meetings held in high dosage ICP neighborhoods. Initially these meetings consisted primarily of Neighborhood Crime Watch groups. However, when ICP incorporated basic “Weed and Seed” ideas, ICP officers attempted to form “stakeholders” groups in each neighborhood receiving more intense ICP services. Stakeholder groups were initially designed to consist of various neighborhood representatives who had access to resources needed to address various neighborhood concerns. The purpose of these groups was to identify neighborhood concerns and develop strategies for addressing them. In forming the groups, officers

sometimes found it difficult to recruit members willing to participate, and pre-existing groups, typically preexisting neighborhood crime watch groups, were identified as the stakeholders group for the ICP area.

The purpose of attending citizen groups was to monitor the interaction between citizens and police, and the process of how neighborhood problems were identified and solved. These issues were recorded on the Citizen Meeting Recording form which is included in Appendix A. Researchers attended 42 neighborhood crime watch or stakeholders meetings between March 1996 and May of 1997. Researchers were trained to track the process by which neighborhood problems were identified and how solutions or strategies to address the problems were developed. Researchers classified problems into different categories and tracked dynamics such as who proposed the problem, who proposed the solution, what discussion occurred, and how implementation of the solution was to happen. Demographic information such as number of citizens attending, number of officers attending, presence of an agenda, and length of the group was collected. An interrater reliability of .81 was achieved between 5 raters.

### ***Citizen Telephone Survey***

A citywide telephone survey was conducted to collect citizen outcome data regarding citizen perceptions of safety, attitudes toward police, familiarity with specific officers, perceptions of police availability, neighborhood problems, victimization, neighborhood satisfaction/support, and police availability. Questions from instruments used in previous studies were used in the instrument (Chicago, 1994; Joliet, 1995; Pelfrey

et al., 1993; 1996 Minnesota crime survey). Additional questions developed specifically for this project were used as well.

Respondents for the survey were sampled using random telephone numbers purchased from a commercial survey sampling company. The numbers for all the first two survey samples were selected by use of the random digit dialing method (RDD), and numbers for the third survey were selected from listed numbers. Eligible participants were residents of Dallas over the age of 18 years. The telephone surveys were conducted in 1996 (March to May), 1997 (April to June), 1998 (May to September) and 1999 (August to October). A total of 4325 Dallas residents completed telephone surveys, with 1367 completed in 1996, 1069 completed in 1997, 959 completed in 1998 and 930 completed in 1999. Response rates for the surveys were 33.4% in 1996, 40.3% in 1997, 37.1% in 1998 and 40.1% in 1999.

To identify citizens living in high ICP neighborhoods, respondents were asked to identify the intersection nearest their home. These intersections were later plotted to a beat map of the city to determine the beat number of the respondent. Identifying the beat in which the respondent lived allowed researchers to make comparisons between residents living in neighborhoods receiving a high dose of ICP services with those citizens living in other Dallas neighborhoods. Table 2.1 presents a demographic description of the two samples.

### ***Citizen Interviews***

Citizen interviews were conducted by researchers in three neighborhoods receiving ICP services. Researchers went door-to-door in the neighborhood in teams of

two. Adult household members were asked to respond to several questions similar to those asked in the telephone survey. Information about safety of the neighborhood, police performance, improvement in neighborhood problems, and relationships with police officers was collected. Citizens were given an opportunity to provide both quantitative and qualitative responses to these inquiries.

**Table 2.1 – Demographic description of the two citizen telephone samples**

Characteristics	1996	1997	1998	1999
Number	1367	1069	959	930
Age (median)	40	44	47	45
Race				
Asian	1.4	1.0	1.1	.9
African-American	22.5	32.6	24.9	25.1
White	59.6	47.8	61.1	58.4
Hispanic	14.2	16.6	10.4	12.8
Native-American	1.1	.7	.9	.9
Other	1.2	1.3	1.6	2.0
Gender				
Male	40.6	39.0	38.6	38.1
Female	59.4	61.0	61.4	61.9
Education (median)	13	13	13	13
Employment				
Full-time	58.6	48.5	54.5	49.7
Part-time	10.5	9.5	8.9	9.1
Unemployed	3.2	3.2	2.0	1.6
Retired	15.0	24.0	23.9	21.0
In-school	3.5	4.6	4.1	3.6
Homemaker	5.7	6.0	6.5	10.6
Marital Status				
Married	44.5	44.9	48.0	47.6
Divorced	13.5	12.5	13.7	13.4
Separated	3.1	2.9	1.8	2.9
Widowed	7.0	12.9	11.2	9.0
Never married	28.1	25.0	22.1	22.3
Living with partner	3.7	1.8	3.1	4.8
Number of adults in household (mean)	1.96	2.05	1.94	1.96
Number of children under 17 in household	.81	.78	.62	.68



## Chapter III

### **Citizen Perceptions of Crime and Safety**

This chapter presents the results of the analysis of data that examined the effects of the ICP program on the community. It examines changes in citizen's perception of social disorder, feelings of safety and fear of crime, and crime victimization. The data was obtained from the four telephone surveys of random samples of Dallas citizens of residents in high ICP and low ICP areas in Dallas from 1996 to 1999.

#### ***Perceptions of Social Disorder***

Citizens of Dallas were surveyed on several areas concerning perceptions of social disorder in their neighborhoods, and their feelings about their neighborhood as a place to live. Tables 3.1 to 3.4 present the results, examining four years of data from 1996 to 1999 for both high ICP areas and low ICP areas.

#### Neighborhood Problems

Respondents were asked about eighteen problems that plague neighborhoods. Tables 3.1 and 3.2 present results for respondents in high ICP and low ICP areas.

From 1996 to 1999 the neighborhood problems that ranked the highest did not change perceptibly. The three most frequently mentioned problems in both high and low ICP areas were home burglary, vandalizing of automobiles, and auto theft. Percentages of citizens who cited these as problems ranged from 36 to 57 percent in high ICP areas and 34 to 52 percent in low ICP areas. In 1998 the percentage of people identifying neighborhood problems declined but the rank structure remained consistent with the other years.

Looking again at high ICP areas, while there was an increase in perceptions of shootings and gang violence, and abandoned cars and houses from 1996 to 1997, perceptions of these problems decreased substantially by 1999. In 1999 high ICP neighborhoods showed the most dramatic percentage drops in shootings and gang violence, groups of people hanging out on street corners, and youth disruptions. The low ICP areas showed the most substantial decreases with groups of people hanging out on street corners, drug dealing and people being attacked or robbed.

With respect to the least problematic neighborhood problems, both areas cited similar problems. Liquor stores attracting troublemakers, selling liquor to minors, and abandoned houses and autos were most frequently mentioned. These were mentioned by about 10 to 29 percent of the respondents. Rapes and other sexual attacks were also cited as one of the least problematic areas in both high and low ICP. Other than the anomalous 1998 data the percentages remained quite steady across the four years of surveying

Generally, the low ICP areas experienced an overall decline in neighborhood problems. In the low ICP areas there were declines in 13 of the 18 problems, small increases in only two and three remained virtually the same. On the other hand, the high ICP areas had a mixed set of results. Overall, from 1996 to 1999, in high ICP areas there were declines in seven of the 18 problems, increases in five and six remained substantially the same. Since one of the key differences between high and low ICP is the level of disorder these differences are perhaps understandable.

**Table 3.1 – Changes in Perceptions of Social disorder in High ICP Areas 1996-1999**

		% perceiving a problem			
<b>Are any of the following problems in your neighborhood?</b>		<b>1996</b> N=136	<b>1997</b> N=334	<b>1998</b> N=243	<b>1999</b> N=256
1.	Vacant lots filled with trash and junk	32.9	29.0	32.0	32.2
2.	Abandoned cars in the streets and alleys.	22.6	20.3	19.6	24.1
3.	Abandoned houses or other empty buildings in this area.	24.0	21.8	25.0	27.2
4.	Graffiti, that is, writing or painting on walls or buildings.	38.0	35.7	31.0	29.4
5.	Public drinking.	37.7	36.1	32.4	34.0
6.	Truancy; that is, kids not being in school when they should be.	33.2	30.6	27.1	34.3
7.	Disruption around schools; that is, youth hanging around making noise, vandalizing, or starting fights.	26.2	25.5	18.0	22.1
8.	Groups of people hanging out on corners or in the streets	41.6	34.1	33.7	38.2
9.	Drug dealing on the streets.	33.5	28.4	29.2	34.2
10.	Cars being vandalized – things like windows or radio aeriels being broken.	46.2	54.6	41.8	46.0
11.	Cars being stolen.	47.6	52.0	36.9	52.0
12.	People breaking in or sneaking into homes to steal things.	55.7	57.2	37.6	50.8
13.	People being attacked or robbed.	35.1	42.9	26.2	41.4
14.	Parents who don't take proper care of their children.	40.9	38.0	32.1	40.4
15.	People selling alcohol to minors.	21.3	23.0	9.8	24.3
16.	Liquor stores attracting troublemakers.	20.8	24.1	15.1	24.4
17.	Shootings and violence by gangs.	35.6	34.2	26.0	30.4
18.	Rape or other sexual attacks	26.4	29.3	16.3	22.8

**Table 3.2 – Changes in Perceptions of Social disorder in Low ICP Areas 1996-1999**

<b>Are any of the following problems in your neighborhood?</b>	% perceiving a problem			
	<b>1996</b> N=474	<b>1997</b> N=426	<b>1998</b> N=656	<b>1999</b> N=674
1. Vacant lots filled with trash and junk	36.7	28.3	20.3	24.3
2. Abandoned cars in the streets and alleys.	25.6	19.3	16.5	18.7
3. Abandoned houses or other empty buildings in this area.	31.9	20.4	14.7	16.7
4. Graffiti, that is, writing or painting on walls or buildings.	37.8	35.6	25.5	26.5
5. Public drinking.	38.5	33.0	22.2	25.9
6. Truancy; that is, kids not being in school when they should be.	30.2	30.1	22.2	28.4
7. Disruption around schools; that is, youth hanging around making noise, vandalizing, or starting fights.	27.5	24.9	20.8	22.3
8. Groups of people hanging out on corners or in the streets	45.9	37.0	24.6	28.8
9. Drug dealing on the streets.	36.8	30.7	19.5	20.5
10. Cars being vandalized – things like windows or radio aerials being broken.	45.7	46.1	38.1	47.1
11. Cars being stolen.	46.9	45.4	34.7	41.5
12. People breaking in or sneaking into homes to steal things.	47.7	47.4	45.1	51.9
13. People being attacked or robbed.	33.5	32.7	21.0	30.5
14. Parents who don't take proper care of their children.	35.3	34.2	23.7	34.6
15. People selling alcohol to minors.	18.3	18.6	11.5	17.3
16. Liquor stores attracting troublemakers.	21.8	20.2	10.7	17.4
17. Shootings and violence by gangs.	39.3	33.3	23.0	22.8
18. Rape or other sexual attacks	19.4	22.9	13.6	20.0

### Neighborhood Improvement

Table 3.3 analyzes the responses to a question probing whether the citizen's neighborhood has improved, stayed the same, or gotten worse in the past year. Over the four years of surveying slightly more than half of the citizens in high ICP areas and three-fifths to two thirds of the citizens in the low ICP areas felt that their neighborhood did not change. Over the four years more of the citizens in high ICP areas felt that their neighborhood improved than did citizens in low ICP areas. However, substantially more people in high ICP areas felt that their neighborhoods had declined. Viewed in terms of the effects of ICP the results clearly are mixed.

Though citizens in high ICP neighborhoods in general felt that their neighborhood was a better place to live, the results showed a decline from 1996 to 1999 (35.1% to 29.1%). Those in low ICP areas also declined from 25.3 percent to 21.2 percent. Whereas there was virtually no change in high ICP areas in all three years with the belief that their neighborhood “stayed about the same” (52.1% in 1996, 55.7% in 1997, 52.4% in 1998 and 51.8% in 1999), the belief that the neighborhood “has gotten worse” went up almost 5% in 1997 and another 3% in 1998, and leveled off in 1999 at 19.1%.

**Table 3.3 – Neighborhood Improvement Comparison (in percent), 1996-1999**

	High ICP				Low ICP			
	1996 N=188	1997 N=377	1998 N=246	1999 N=256	1996 N=712	1997 N=622	1998 N=670	1999 N=674
Better place to live	35.1	26.8	27.2	29.1	25.3	28.3	24.1	21.2
Stayed about the same	52.1	55.7	52.4	51.8	60.7	57.9	63.1	67.8
Gotten worse	12.8	17.5	20.3	19.1	14.0	13.8	11.8	11.0

In low ICP areas citizens’ belief that their neighborhoods “stayed about the same” changed little, but responses that their neighborhood “has gotten worse” slightly declined from 1996 to 1997 (14.0% to 13.8%) and again from 1998 to 1999 (11.8% to 11.0%).

### Neighborhood Satisfaction

Citizens were asked how satisfied they were with their neighborhood as a place to live. Generally, people in the low ICP areas expressed greater satisfaction with their neighborhood. This can be explained in part to the fact that the high ICP areas were targeted because of special crime problems. The more important comparison is likely the change over time within the two groupings.

Table 3.4 presents the results for both high ICP and low ICP areas for 1996 through 1999. The percentage of citizens in high ICP areas who were very satisfied

increased from 33.5% in 1996 to 43.3% in 1999. Those who were dissatisfied remained relatively constant over this time period. Citizens in low ICP areas also showed increased satisfaction, but at a much lower rate, going from 47.8% to 51.9% over the four years.

On this measure the data seem to show that there is an association between ICP and impact on neighborhood satisfaction. Certainly, it would be impossible to attribute causality, but the relationship seems real.

**Table 3.4 – Satisfaction with Neighborhood, 1996-1999**

	High ICP(%)				Low ICP(%)			
	1996 N=188	1997 N=381	1998 N=246	1999 N=256	1996 N=719	1997 N=642	1998 N=675	1999 N=674
Very satisfied	33.5	31.0	40.2	43.3	47.8	43.8	50.1	51.9
Somewhat satisfied	49.5	43.6	36.6	36.2	36.7	41.1	34.7	34.2
Somewhat dissatisfied	12.8	16.3	16.3	14.6	10.7	11.1	10.4	10.7
Very dissatisfied	4.3	9.2	6.9	5.9	4.7	14.0	4.9	3.1

### ***Perceptions of Fear and Safety***

#### **Citizens Fear of Crime**

Citizens were asked a series of five questions about whether they feel afraid or worry about being a victim of crime. Tables 3.5, 3.6 and 3.7 present the results for the high ICP areas and the low ICP areas. Questions asked if respondents were afraid or feared doing things they like in their neighborhood, being robbed or assaulted, their homes being broken into, and in general being a victim of crime. Available responses were “never” (1), rarely (2), somewhat often (3), or very often (4).

**High ICP.** Examining the high ICP areas at first glance it appears, with the respect to citizen fear of crime, that no substantial change occurred. For example if we

look at the fifth question, “In general, how often are you fearful of being a victim of a violent crime?” the means over four years were 2.21, 2.03, 2.11, and 2.05 on a 1-4 scale.

**Table 3.5 – Changes in Citizen Fear of Crime in High ICP Areas 1996-1999**

	1996 (N=186)					1997 (N=360)				
	Very often	Some what often	Rarely	Never	Mean	Very often	Some what often	Rarely	Never	Mean
1. How often does worry about crime prevent you from doing things you would like to do in your neighborhood?	14.8	23.3	30.7	30.7	2.21	18.5	16.8	21.2	42.9	2.10
2. When you leave your home or apt., how often do you think about being robbed or physically assaulted?	16.4	25.4	32.3	25.9	2.32	17.1	16.8	21.1	44.9	2.06
3. When you leave your home how often do you think about it being broken into or vandalized while you're away?	18.7	24.1	34.2	23.0	2.39	17.8	16.5	24.3	41.4	2.11
4. When you're in your home how often do you feel afraid or being attacked or assaulted?	7.0	12.4	37.6	43.0	1.83	8.4	11.6	23.0	57.0	1.78
5. In general, how often are you fearful of being the victim of a violent crime?	14.4	18.2	41.2	26.2	2.21	13.2	17.8	28.6	40.4	2.03
	1998 (N=243)					1999 (N=249)				
	Very often	Some what often	Rarely	Never	Mean	Very often	Some what often	Rarely	Never	Mean
1. How often does worry about crime prevent you from doing things you would like to do in your neighborhood?	10.2	22.5	36.1	31.1	2.12	10.4	21.7	29.7	38.2	2.04
2. When you leave your home or apt., how often do you think about being robbed or physically assaulted?	17.6	17.6	32.0	32.8	2.20	18.0	17.6	23.8	40.6	2.13
3. When you leave your home how often do you think about it being broken into or vandalized while you're away?	17.6	23.0	32.4	27.0	2.31	18.8	17.6	32.0	31.6	2.23
4. When you're in your home how often do you feel afraid or being attacked or assaulted?	5.3	11.1	35.2	48.4	1.73	5.1	9.8	28.6	56.5	1.64
5. In general, how often are you fearful of being the victim of a violent crime?	9.9	20.2	41.5	28.4	2.11	10.2	19.7	34.6	35.4	2.05

However, we do see some interesting findings when we look at the percentage change in those who respond “very often” to the five questions. On the above question, those who stated very often declined from 14.4% to 13.2% to 9.9% to 10.2% over the four years. The decline from 14.4% to 10.2% represents a 29% decline from 1996 to 1999. There was a similar decline with respect to responses to the question on, “how often does worry about crime prevent you from doing things you like to do in your neighborhood?”

Another way of viewing this data is to examine the changes in the proportions of the sample that expressed little fear of crime. Just using the 1996 and 1999 data there was overall reduction in fear of crime on all five of the questions, ranging from 11.2% fear of home vandalism to 3.9% for the general statement about being fearful.

**Table 3.6 – Changes in Citizen Responding Rarely or Never to Fear of Crime in High ICP Areas 1996 and 1999**

	% responding rarely or never		Change	% improvement
	1996	1999		
1. How often does worry about crime prevent you from doing things you would like to do in your neighborhood?	61.4%	67.9%	6.50%	10.6% home vandalism
2. When you leave your home or apt., how often do you think about being robbed or physically assaulted?	58.2%	64.4%	6.20%	10.7%
3. When you leave your home how often do you think about it being broken into or vandalized while you're away?	57.2%	63.6%	6.40%	11.2%
4. When you're in your home how often do you feel afraid or being attacked or assaulted?	80.6%	85.1%	4.50%	5.6%
5. In general, how often are you fearful of being the victim of a violent crime?	67.4%	70.0%	2.60%	3.9%

**Low ICP.** Results in tables 3.7a and 3.7b show that in the low ICP areas fear of crime was substantially lower than in the high ICP areas. However the trends over time were similar. On the general fear question the mean declined (meaning less fear) from 2.13 to 2.06 to 1.94 to 1.93. Table 3.8 examines the shift from 1996 to 1999 in terms of reduction in fear. Similar to the high ICP areas there was an overall reduction in fear. However, the citizens in low ICP areas had a larger reduction in general fear and a slight increase in their fear of home vandalism. Interestingly, although citizens in low ICP areas were less fearful, citizens in high ICP areas showed a greater reduction in fear for three areas (worry preventing activities, think about being robbed outside the home, and worry about house being vandalized.)

**Table 3.7a – Changes in Citizen Fear of Crime in Low ICP Areas 1996-1997**

	1996 (N=682)					1997 (N=595)				
	Very often	Some what often	Rarely	Never	Mean	Very often	Some what often	Rarely	Never	Mean
1. How often does worry about crime prevent you from doing things you would like to do in your neighborhood?	9.2	18.7	36.5	35.6	2.01	12.1	15.2	32.3	40.4	1.99
2. When you leave your home or apt., how often do you think about being robbed or physically assaulted?	13.6	20.5	36.3	29.6	2.18	13.2	15.1	33.0	38.6	2.03
3. When you leave your home how often do you think about it being broken into or vandalized while you're away?	14.1	22.0	36.7	27.2	2.23	13.7	18.8	34.6	33.0	2.13
4. When you're in your home how often do you feel afraid or being attacked or assaulted?	4.8	11.2	38.3	45.8	1.75	6.6	9.2	34.1	50.1	1.72
5. In general, how often are you fearful of being the victim of a violent crime?	9.9	23.4	36.6	30.0	2.13	10.0	20.1	36.3	33.7	2.06

**Table 3.7b – Changes in Citizen Fear of Crime in Low ICP Areas 1998-1999**

	1998 (N=665)					1999 (N=651)				
	Very often	Some what often	Rarely	Never	Mean	Very often	Some what often	Rarely	Never	Mean
1. How often does worry about crime prevent you from doing things you would like to do in your neighborhood?	7.5	15.5	36.1	41.0	1.89	5.4	16.5	30.1	48.0	1.79
2. When you leave your home or apt., how often do you think about being robbed or physically assaulted?	11.8	13.1	32.5	42.5	1.94	9.6	18.7	29.5	42.2	1.96
3. When you leave your home how often do you think about it being broken into or vandalized while you're away?	13.4	19.6	34.9	32.1	2.14	13.0	23.7	31.5	31.8	2.18
4. When you're in your home how often do you feel afraid or being attacked or assaulted?	4.5	7.8	30.9	56.8	1.60	2.4	18.4	28.8	60.4	1.53
5. In general, how often are you fearful of being the victim of a violent crime?	7.8	14.5	41.3	36.5	1.94	5.2	18.6	40.3	35.8	1.93

**Table 3.8 – Changes in Citizen Responding Rarely or Never to Fear of Crime in Low ICP Areas 1996 and 1999**

	% responding rarely or never		Change	% improvement
	1996	1999		
1. How often does worry about crime prevent you from doing things you would like to do in your neighborhood?	72.10%	78.10%	6.00%	8.32%
2. When you leave your home or apt., how often do you think about being robbed or physically assaulted?	65.90%	71.70%	5.80%	8.80%
3. When you leave your home how often do you think about it being broken into or vandalized while you're away?	63.90%	63.30%	-0.60%	-0.94%
4. When you're in your home how often do you feel afraid or being attacked or assaulted?	84.10%	89.20%	5.10%	6.06%
5. In general, how often are you fearful of being the victim of a violent crime?	66.60%	76.10%	9.50%	14.26%

### Use of security measures

As an additional indication of citizen's perception of safety a series of questions were asked about the types of security measures and actions that citizens used to make themselves feel safer. These included such things as placing burglar alarms, extra door locks, acquiring weapons, adding security lights, and a number of other things. Results of this analysis appear in Table 3.9.

In the high ICP areas there was an overall decline in the use of security measures between 1996 and 1999. Only in the use of Police Department identification stickers and engraving ID's on valuables was there an increase. There was also a slight increase in the participation in neighborhood watch. In the more aggressive approaches to security, such as in the use of weapons, burglar alarms or dogs, there was a decline in use though not a large decline. The decline in the use of these measures can be interpreted as indicating a greater sense of security.

The low ICP areas had almost identical results with increased use of police identification, engraving of valuables and participation in neighborhood watch and declines or no change in the use of the other measures. These similarities between the low and high ICP areas suggest that the declines were not related to ICP activity rather a general decline in fear.

**Table 3.9 – Use of Security Measures by Citizens to Make them Feel Safer, 1996-1999 (in percent)**

	High ICP			
	1996 N=177	1997 N=363	1998 N=229	1999 N=247
1. Burglar Alarms	39.3	34.4	42.8	36.1
2. Extra Door Locks	70.9	75.1	68.6	59.0
3. Window Guards	39.8	47.9	33.1	39.6
4. Weapons (guns, knives, baseball bats, etc.)	32.6	41.1	36.2	32.0
5. Police Department Identification Stickers	21.9	39.9	27.4	27.1
6. Dogs (for protection not just pets)	26.8	30.8	28.3	24.3
7. Outside security lights	62.3	65.7	67.8	60.9
8. Asked friends to stay over	12.9	13.2	12.7	10.6
9. Stayed home more often	38.4	50.3	28.7	36.1
10. Engraved ID on valuables	28.5	43.1	31.2	32.5
11. Taken self-defense course	17.2	14.6	11.1	11.8
12. Participated in neighborhood watch	33.7	43.7	31.2	34.1
13. Received order for protection or harassment order	2.2	6.5	2.5	1.6

	Low ICP			
	1996 N=665	1997 N=581	1998 N=642	1999 N=646
1. Burglar Alarms	43.3	40.6	46.6	43.0
2. Extra Door Locks	65.0	74.7	62.4	59.0
3. Window Guards	39.0	41.2	31.0	34.8
4. Weapons (guns, knives, baseball bats, etc.)	37.8	42.6	38.6	30.5
5. Police Department Identification Stickers	21.4	34.7	28.6	26.2
6. Dogs (for protection not just pets)	30.8	36.4	30.6	27.3
7. Outside security lights	62.0	70.6	71.6	64.9
8. Asked friends to stay over	15.4	16.1	10.4	10.3
9. Stayed home more often	32.3	41.0	22.7	26.6
10. Engraved ID on valuables	29.1	41.5	34.7	31.8
11. Taken self-defense course	16.8	16.1	14.3	13.1
12. Participated in neighborhood watch	31.7	38.8	39.9	38.8
13. Received order for protection or harassment order	2.0	3.0	2.3	2.1

In the non-ICP areas findings were similar from 1996 to 1997. Similarly from 1997 to 1998 the use of burglar alarms and outside security lights increased while all other measures declined, with the exception of a slight increase in participation in neighborhood watch meetings. Statistically significant differences were found in comparing measures across all three years with the use of extra door locks, installation of window guards, police identification stickers, protective dogs, outside security lights, asking friends to stay over, staying home more often, engraving IDs on valuables, and

participating in neighborhood watch groups. All but two of these measures increased substantially in 1997 and then decreased in 1998. Installing outside security lights and participating in neighborhood watch groups increased in 1997 and 1998.

High and low ICP neighborhoods showed minimal differences in seven of the thirteen questions. Substantial differences were found in placing burglar alarms, extra door locks, window guards in homes, using police department identification stickers, staying home more often, and receiving orders for protection or harassment. More citizens in high ICP areas used these security measures, with the exception of burglar alarms.

### ***Crime victimization***

The final area on citizen perception of crime concerned crime victimization. Citizens were asked questions about whether they had been victims of eight different kinds of crimes or criminal activities. The results of this analysis for both high and low ICP areas are presented in Table 3.10.

Results indicate that from 1996 to 1999 in high ICP areas crime victimization increased slightly in five of the eight crime areas. This included increases in home burglary, auto theft, stolen property, physical threats, and physical attacks. Most of the changes were small although there were several areas where there were some notable increases over the four years; auto theft increased from 13.3% to 22% and physical attacks and fights, 3.2% to 7.4%

In low ICP areas from 1996 to 1999 crime victimization also went up slightly on the same five crimes as the high ICP areas with increases in home burglary, auto theft, stolen property, physical threats, and physical attacks. The greatest increases were auto

theft, 10.2% to 18.2% and other theft, 11.6% to 16.3%. There were declines in several areas, most notably, home vandalism and robbery.

In comparing high ICP areas with low ICP areas, victimization was quite similar both in terms of trends over time and in order of magnitude. From these reports it is not clear that the presence of ICP impacted crime victimization at all.

**Table 3.10 – Changes in citizen Crime Victimization in High ICP and Low ICP Areas 1996-1999 (in percent)**

	High ICP			
	1996 <i>N</i> =159	1997 <i>N</i> =337	1998 <i>N</i> =236	1999 <i>N</i> =253
1. During the past year has anyone broken into your home or garage to steal something?	9.6	11.6	12.0	11.3
2. In the past year has anyone damaged or vandalized your home, for example, by writing on the walls, or breaking windows?	6.9	8.7	7.0	7.0
3. Did anyone steal your vehicle or try to, during the past year?	13.3	12.6	17.8	22.0
4. Except for motor vehicles, have you had anything stolen that you left outside your home?	16.6	19.3	18.4	15.3
5. During the past year has anyone stolen something directly from you by force or after threatening you with harm?	1.6	2.1	.8	2.7
6. (Other than that), has anyone physically attacked you or actually been violent with you in an argument or fight?	3.2	4.2	4.2	7.4
7. In the past year has anyone threatened or tried to hurt you even though they did not actually hurt you?	7.5	5.6	3.8	9.8
8. Has anyone sexually attacked you or tried to?	2.7	1.1	1.7	1.2

	Low ICP			
	1996 N=630	1997 N=576	1998 N=666	1999 N=672
1. During the past year has anyone broken into your home or garage to steal something?	8.3	10.5	9.3	11.9
2. In the past year has anyone damaged or vandalized your home, for example, by writing on the walls, or breaking windows?	8.5	7.5	7.3	5.5
3. Did anyone steal your vehicle or try to, during the past year?	10.2	9.8	13.9	18.2
4. Except for motor vehicles, have you had anything stolen that you left outside your home?	11.6	16.7	13.0	16.3
5. During the past year has anyone stolen something directly from you by force or after threatening you with harm?	3.4	2.7	2.4	2.2
6. (Other than that), has anyone physically attacked you or actually been violent with you in an argument or fight?	3.8	4.0	2.8	4.7
7. In the past year has anyone threatened or tried to hurt you even though they did not actually hurt you?	5.6	5.2	5.2	7.4
8. Has anyone sexually attacked you or tried to?	.7	.5	.6	.9

Multivariate General Linear Model run with statistical differences at the .05 level.

### **Summary**

This chapter presented results of four years of citizen surveys on their perception of social disorder, feelings of safety, fear of crime, and crime victimization.

**Social Disorder.** The high ICP areas had a mixed set of results. Overall, in high ICP areas there were declines in seven of the 18 problems, increases in five and six remained substantially the same. On the other hand, in the low ICP areas there were declines in 13 of the 18 problems, small increases in only two and three remained virtually the same.

**Neighborhood Improvement.** In high ICP areas the belief that the neighborhood “has gotten worse” went up almost 5% in 1997 and another 3% in 1998, and leveled off in 1999 at 19.1%. In low ICP areas citizens’ belief that their neighborhoods “has gotten

worse” declined slightly from 1996 to 1997 (14.0% to 13.8%) and again from 1998 to 1999 (11.8% to 11.0%).

**Neighborhood Satisfaction.** The percentage of citizens in high ICP areas who were very satisfied with their neighborhood increased from 33.5% in 1996 to 43.3% in 1999. Citizens in low ICP areas had a higher level of satisfaction than the high ICP areas and also showed increases over time, but at a much lower rate than the high ICP areas, going from 47.8% to 51.9% over the four years.

**Fear of Crime.** In high ICP areas there was overall reduction in fear of crime on all five of the fear questions, ranging from 11.2% fear of home vandalism to 3.9% for the general statement about being fearful. In the low ICP areas fear of crime was substantially lower than in the high ICP areas. However the trends over time were similar with results showing an overall reduction in fear. However, the citizens in low ICP areas had a larger reduction in general fear and a slight increase in their fear of home vandalism.

**Security Measures.** In the high ICP areas there was an overall decline in the use of security measures. Only in the use of Police Department identification stickers and engraving ID’s on valuables was there an increase. There was also a slight increase in the participation in neighborhood watch. In the more aggressive approaches to security, such as in the use of weapons, burglar alarms or dogs, there was a decline in use. The low ICP areas had almost identical results with increased use of police identification, engraving of valuables and participation in neighborhood watch and declines or no change in the use of the other measures.

**Crime Victimization.** In comparing high ICP areas with low ICP areas, victimization was quite similar both in terms of trends over time and in order of magnitude. In high ICP areas crime victimization increased slightly in five of the eight crime areas, home burglary, auto theft, stolen property, physical threats, and physical attacks. In low ICP areas crime victimization also went up slightly on the same five crimes as the high ICP areas.

In sum, results in the high ICP areas were mixed. There was increased neighborhood satisfaction, reduced fear of crime, decreased use of aggressive security measures. But, on the other hand, there was an increased perception of neighborhood disorder, an increased feeling that the neighborhood had gotten worse, and an increase in crime victimization. High ICP areas also come up short when compared with low ICP areas. In contrast to persons in high ICP areas, persons in low ICP areas experienced less neighborhood disorder than persons in high ICP areas, a decreased feeling that their neighborhood had “gotten worse,” an increase in neighborhood satisfaction, and a reduction in fear of crime. We have pointed out that it is probably an unfair comparison because the high ICP areas were purposely selected for their problems, the low ICP areas do provide a useful point of reference.



## Chapter IV

### Citizen Perceptions of Police and the ICP Program

This chapter presents the results of the analysis of data that examined the effects of the ICP program on the community. In particular it focuses on changes in knowledge of the ICP program, and perceptions of the police. The data was obtained from the four telephone surveys of random samples of Dallas citizens.

#### ***Knowledge of the ICP program***

In an attempt to determine the extent to which a citizens have become familiar with Dallas' community policing program respondents were asked a series of questions about the ICP and other community and neighborhood programs of activities. Table 4.1 presents these results for both high ICP and low ICP areas from 1996 to 1999.

Perhaps the most important question in this area was whether citizens even knew what the ICP program was. Table 4.1 indicates that recognition of the program remained relatively low. In both the high ICP and low ICP areas about one-fifth of the respondents had heard of the ICP program. While recognition was low it increased over time, from 16.7% in 1996 to 21.9% in 1999 in the high ICP areas and from 15.1% to 18.9% in the low ICP areas.

Curiously, citizens in the low ICP areas were more likely to know an ICP officer than citizens in the high ICP areas. In 1997 only 8.4% of those in high ICP areas knew an ICP officer, whereas 11.8% of those in low ICP areas knew an ICP officer. Interestingly, although there were small increases in knowledge of ICP officers in both areas from 1996 to 1997, in 1998 citizens in the high ICP areas who knew ICP officers dropped over 5% from 1997 (from 8.4% to

2.8%), while knowing ICP officers continued to increase in low ICP areas from 1997 to 1998 by over 4% (from 11.8% to 16.3%).

Since knowledge of ICP officers as distinguished from other officers may be difficult, respondents were asked if they knew any police officers that worked in their neighborhood. In 1996, 28.6% of the citizens in high ICP areas indicated that they knew police officers who worked in their neighborhood as compared to 19.4% of the citizens in the low ICP areas, by 1999 this percentage had leveled off at 26.8% in the high ICP areas but had risen to 33.9% in the low ICP areas.

**Table 4.1 – Comparison of Citizen Familiarity with ICP Program – 1996-1999**

	High ICP					Low ICP				
	1996	1997	1998	1999	sig	1996	1997	1998	1999	sig
1. Have you heard about the ICP Program?	16.7	18.5	18.6	21.9	ns	15.1	18.0	17.9	18.9	ns
2. Do you know any ICP officers who work in your neighborhood?	6.7	8.4	2.8	*	*	10.9	11.8	16.3	*	*
3. Do you know any police officers that work in your neighborhood?	28.6	17.2	26.0	26.8	ns	19.4	21.0	26.8	33.9	.028
4. During the past year, have there been any community meetings held in your neighborhood?	42.9	37.2	34.2	38.8	.000	45.0	43.6	44.7	47.2	.000
5. Were you able to attend any of the meetings?	23.2	38.8	42.4	43.6	.000	33.7	36.5	45.2	40.7	.000
6. During the past year have you seen or heard about any cleanup campaigns to remove trash and clean up your neighborhood?	26.1	32.5	20.7	31.6	.003	26.6	29.2	21.7	25.4	.011

Analysis of variance with statistical significance at the .05 level. \*sample size too small to run analysis

Several questions asked of respondents to determine whether they felt that there were new kinds of community oriented activities occurring in their neighborhoods. They were asked

whether community meetings had been held in their neighborhoods and if they had attended them, or whether they had seen or heard about any cleanup campaigns to remove trash in their neighborhoods.

Significant changes from 1996 to 1999 were observed in both high and low ICP areas on all three questions. About 40% of the citizens in the high ICP areas and 45% in low ICP areas indicated that there had been community meetings held in their neighborhoods. Of those who had heard about community meetings in their neighborhood there was a substantial increase in both low and high ICP areas in the number of citizens who attended them in each year. Interestingly, in high ICP areas in 1996 only 23.2% of respondents were able to attend community meetings compared to 33.7% of those in low ICP areas, but by 1999 attendance to meetings in high ICP areas almost doubled (43.6%) while attendance of meetings in low ICP areas increased only 11.5% (45.2%) in 1998 and dropped to 40.7% in 1999. In a follow-up question concerning the utility of community meetings in finding solutions to neighborhood problems, those who had attended community meetings were asked how useful the meetings were. Almost all citizens stated that these meetings were either somewhat useful or very useful. In high ICP areas those who found these meetings to be very useful increased from 55.9% in 1996 to 63.9% in 1997, but dropped back to 55.2% in 1999. While 51.4% of respondents in the low ICP areas found meetings very useful in 1996, another 7% found them very useful in 1997 (58.4%). This increased to 67.1% in 1999.

A question that examined community policing activities directly concerned whether citizens had seen or heard about cleanup campaigns to remove trash in their neighborhoods. There was a 5.1% increase (from 26.1% to 31.6%) in the number of the citizens in the high ICP

areas from 1996 to 1999 who had seen or heard about such activities. In the low ICP areas the numbers stayed relatively flat over the four year period.

### ***Perceptions of Police***

#### Perception of police activity

One of the goals of community policing is to improve the relationship between citizens and the police. The expectation is that the implementation of a community policing program will make citizens feel more comfortable working with the police to solve community problems. Consequently, the visibility of police officers in neighborhoods should be an indication that the community policing program is in place and working. Citizens were asked six different questions concerning how frequently they saw police officers doing a variety of police activities. These included driving through the neighborhood, walking or standing on patrol in the neighborhood, ticketing someone for traffic violations in the neighborhood, patrolling in alleys and buildings, frisking, and breaking up groups or arresting individuals, chatting or engaging in friendly conversations with people in the neighborhood. Results for these data are presented in Tables 4.2 and 4.3.

Citizen perceptions of police activities can be examined two ways. First, which activities are most commonly perceived, and second, how did this change over the four years of the study. In high ICP areas the kinds of activities observed most frequently were driving through the neighborhood (49.2% in 1999), ticketing someone for traffic violations in the neighborhood (39.4% in 1999), and walking on patrol in the nearest shopping area (36.5% in 1999). Police were seldom seen patrolling the neighborhood on foot (13.1%), patrolling in alleys and buildings, frisking, breaking up groups or arresting individuals (7.5%) and chatting or engaging in friendly conversations with people in the neighborhood (10.1%).

In high ICP areas the percentage of citizens who saw officers engaging in police activities "frequently", increased in three of the seven areas from 1996 to 1999. A small decrease from 10.8% to 6.7% was observed in responses to seeing a police officer walking or standing on patrol in the neighborhood. On several activities the increase in the number of citizens who saw the police engaging in these activities frequently was a substantial. For example, the number of citizens who saw police officers pulling someone over for a traffic ticket went from 25.4% to 39.4%. The percent who frequently saw a police officer walking on patrol in the nearest shopping area went from 25.4% to 36.5% from 1996 to 1999. On the other police activities the perceptions did not change much over time.

The results in low ICP areas of the number of citizens who saw officers engaging in police activities "frequently" were very similar to those found in the high ICP areas. The rank order was the same but in all seven police visibility areas the low ICP areas were less than the high ICP areas.

Over time the changes closely matched the high ICP areas but to a lesser degree. For example, the number of citizens who saw police officers pulling someone over for a traffic ticket went from 22.9% to 29.2%, in contrast with the high ICP areas which went from 25.4% to 39.4%.

**Table 4.2 – Changes in perceptions of Police Activity in High ICP areas, 1996-1999**

Have you seen...	High ICP Areas												Sig
	Frequently				Once in awhile				Not at all				
	1996	1997	1998	1999	1996	1997	1998	1999	1996	1997	1998	1999	
1. A police car driving through your neighborhood?	54.3	56.5	53.6	49.2	38.0	30.4	36.7	37.7	7.6	13.0	9.7	13.1	ns
2. A police officer walking or standing on patrol in the neighborhood?	10.8	7.0	3.8	6.7	18.9	14.9	13.9	13.4	70.3	78.0	82.4	79.9	.ns
3. A police officer walking on patrol in the nearest shopping area?	25.4	28.3	20.3	36.5	31.6	34.4	27.8	19.3	42.9	37.2	51.9	44.3	.000
4. A police officer pull someone over for a traffic ticket in your neighborhood?	25.4	38.2	26.6	39.4	40.9	30.5	38.0	31.1	33.7	31.3	35.4	29.5	.004
5. A police officer patrolling in the alley or checking garages or in the back of buildings?	11.1	12.9	9.3	13.3	21.1	18.0	15.2	19.3	67.8	69.1	75.5	67.5	ns
6. A police officer searching or frisking anyone here in your neighborhood, breaking up groups or arresting anyone?	8.3	13.8	5.5	7.5	25.4	19.5	23.2	23.0	66.3	66.7	71.3	69.4	.017
7. A police officer chatting or having a friendly conversation with people in the neighborhood?	11.9	13.8	10.1	*	28.6	19.5	21.5	*	59.5	66.7	68.4	*	.017

Chi-Square Test run with significant difference at the .05 level. \*missing data from year=99

**Table 4.3 – Changes in perceptions of Police Activity in Low ICP areas, 1996-1999**

Have you seen...	Low ICP Areas												Sig
	Frequently				Once in awhile				Not at all				
	1996	1997	1998	1999	1996	1997	1998	1999	1996	1997	1998	1999	
1. A police car driving through your neighborhood?	44.6	50.3	40.5	43.9	41.1	35.7	42.5	38.8	14.3	14.0	17.0	17.4	.021
2. A police officer walking or standing on patrol in the neighborhood?	7.4	7.7	2.7	6.4	12.2	15.3	10.8	7.9	80.4	72.0	86.5	85.8	.000
3. A police officer walking on patrol in the nearest shopping area?	25.0	27.7	20.8	29.3	34.0	34.0	29.3	27.0	41.0	38.3	49.9	43.8	.000
4. A police officer pull someone over for a traffic ticket in your neighborhood?	22.9	38.9	18.6	29.2	40.1	32.6	39.4	37.2	37.1	28.5	42.0	33.6	.000
5. A police officer patrolling in the alley or checking garages or in the back of buildings?	8.7	12.3	6.1	9.5	18.3	20.5	15.9	19.6	72.9	67.2	77.9	70.9	.001
6. A police officer searching or frisking anyone here in your neighborhood, breaking up groups or arresting anyone?	4.1	11.9	2.1	5.1	20.5	21.8	14.7	11.5	75.4	66.3	83.2	83.4	.000
7. A police officer chatting or having a friendly conversation with people in the neighborhood?	8.9	17.4	8.7	*	28.5	26.0	23.2	*	62.6	56.6	68.1	*	.000

Chi-Square Test run with significant difference at the .05 level. \*missing data from year=99

**Table 4.4 – Changes in Citizen Assessment of how well Police are doing in Dallas – High ICP areas, 1996-1999**

	High ICP Area																			
	A				B				C				D				F			
	96	97	98	99	96	97	98	99	96	97	98	99	96	97	98	99	96	97	98	99
1. On average, how polite are the Dallas police when dealing with people?	22.5	36.8	38.5	26.3	41.0	35.0	35.9	44.5	23.6	19.0	17.3	21.2	8.4	4.7	4.8	3.4	4.5	4.5	3.5	4.7
2. How good a job are the police doing in terms of solving neighborhood problems?	20.6	23.7	27.7	21.0	33.5	37.7	38.1	36.6	34.7	23.4	21.6	29.0	8.8	7.8	8.7	6.3	2.4	7.5	3.9	7.1
3. How good a job are the police doing in terms of stopping crime and drugs in the community?	18.3	25.9	24.9	20.6	29.7	33.5	38.4	34.5	28.0	20.8	23.6	22.4	12.0	7.3	7.9	10.3	12.0	12.5	5.2	12.1
4. How good a job are the police doing in terms of developing working relationships with the community?	14.1	21.9	21.6	18.3	31.3	33.3	37.7	28.9	27.0	26.7	26.4	36.2	14.1	10.8	9.1	8.3	13.5	7.3	5.2	8.3
5. How good a job are the police doing having more frequent contact with Dallas residents?	12.7	17.6	20.8	11.8	29.7	31.1	33.8	30.0	32.9	29.8	31.2	36.4	13.3	12.8	8.2	11.4	11.4	8.7	6.1	10.5
6. In your opinion, how good a job are the police doing overall?	18.3	22.3	26.8	18.8	42.8	44.4	45.9	44.4	31.1	23.2	21.2	28.8	4.4	6.8	4.3	5.2	3.3	3.4	1.7	2.8

**Table 4.5 – Changes in Citizen Assessment of how well Police are doing in Dallas – Low ICP areas, 1996-1999**

	Low ICP Area																			
	A				B				C				D				F			
	96	97	98	99	96	97	98	99	96	97	98	99	96	97	98	99	96	97	98	99
1. On average, how polite are the Dallas police when dealing with people?	33.6	32.7	40.2	33.1	39.6	39.1	36.4	40.0	21.3	20.7	17.2	20.2	3.6	4.6	3.0	4.6	1.9	3.0	3.3	2.2
2. How good a job are the police doing in terms of solving neighborhood problems?	22.9	21.3	30.8	23.2	42.0	36.8	41.3	41.9	23.7	30.7	20.7	24.6	7.3	6.5	3.5	6.1	4.1	4.7	3.7	4.2
3. How good a job are the police doing in terms of stopping crime and drugs in the community?	20.7	22.1	27.0	21.9	35.5	31.1	37.4	34.2	28.1	30.9	23.7	27.6	8.2	9.0	5.7	9.2	7.5	7.0	6.2	7.0
4. How good a job are the police doing in terms of developing working relationships with the community?	21.3	19.7	24.7	20.2	33.3	33.8	38.0	37.0	31.0	28.7	26.3	29.9	9.2	10.9	5.9	7.9	5.2	7.0	5.0	5.0
5. How good a job are the police doing having more frequent contact with Dallas residents?	17.1	17.6	24.3	14.1	32.5	30.5	24.3	29.6	32.9	32.0	28.3	36.6	11.4	13.3	6.6	13.2	6.1	6.5	5.5	6.5
6. In your opinion, how good a job are the police doing overall?	20.4	25.1	26.6	20.1	46.7	40.2	49.1	48.3	25.9	26.4	19.3	24.5	4.8	4.8	2.2	4.8	2.1	3.5	2.8	2.3

### Perception of police performance

Citizens were asked a series of questions on how good the Dallas police were doing their jobs. These questions probe such matters as how good a job police were doing in stopping crime and the use of drugs in the community, as well as questions concerning the relationship that police had with members of the community. Also included was a general question about how good a job police were doing overall. Table 4.4 and 4.5 present these results. The response categories were in the form of letter grades ranging from A to F

The tables indicate that differences exist between the high ICP areas and the low ICP areas, although variations were not great. Changes from 1996 to 1999 comparing high and low areas were most apparent, however slight, on questions related to politeness, solving neighborhood problems, developing working relationships within the community, and having more frequent contact with residents. The number of citizens who gave “A” grades to police continued to increase in high ICP areas for each year, dropping off in 1999. In low ICP areas less citizens gave “A” grades in 1997 concerning politeness, solving neighborhood problems, and developing working relationships with the community than they did in 1996. However, from 1997 to 1998 the number of citizens in low ICP areas who gave “A” grades to police increased in all areas, but dropped off again in 1999

To get a better grasp of the changes over the four year period the grades were reconfigured as “grade point averages” (GPA) and only the 1996 and 1999 years were utilized. Table 4.6 presents this simplified result.

Clearly what is observed in these results are that there was virtually no change from 1996 as compared to 1999 in either the high or low ICP areas. Additionally there was very little difference between the two areas either. The means, ranging between 2.32 and 2.97, represent a

B- to B grade range. Perhaps most tellingly, the lowest averages were for the question, “How good a job are the police doing having more frequent contact with Dallas residents?”

**Table 4.6 – Mean GPA ratings on Citizen Assessment of Police in Dallas 1996 and 1999**

	High ICP		Low ICP	
	1996	1999	1996	1999
1. On average, how polite are the Dallas police when dealing with people?	2.80	2.84	2.96	2.97
2. How good a job are the police doing in terms of solving neighborhood problems?	2.70	2.58	2.66	2.74
3. How good a job are the police doing in terms of stopping crime and drugs in the community?	2.37	2.41	2.48	2.55
4. How good a job are the police doing in terms of developing working relationships with the community?	2.34	2.41	2.50	2.59
5. How good a job are the police doing having more frequent contact with Dallas residents?	2.27	2.21	2.40	2.32
6. In your opinion, how good a job are the police doing overall?	2.73	2.71	2.75	2.79

#### Perception of police availability

Citizens were asked a number of questions on police availability police were in their neighborhood when they were needed. This is presented in table 4.7. Results regarding how seriously the police would take their concern for a problem in their neighborhood showed that the percentage of those who thought the police would take their concern very seriously increased from 1996 to 1997, leveled off and then declined in 1999. This was found in both the high and low ICP areas. Relatively few felt that the police wouldn’t take their concern seriously.

When asked how long they thought the police would take to respond to a call for a problem in their neighborhood there was an almost 14% increase among citizens in high ICP areas from 1996 to 1997 who thought that the police would respond within a day and about a ten% increase for citizens in the low ICP areas. However, the number of citizens from both

areas believing that the police would respond within a day decreased from 1997 to 1998 by 5.3% in high ICP areas and 3.6% in low ICP areas. This decreased again by an even greater amount, approximately 10%, from 1998 to 1999 in both areas.

When question as to how available police were in their neighborhood when needed, majorities stated that they were “often available,” but similar to the previous questions there was an increase in 1997 and 1998 but a decline in 1999. Relatively few stated that the police were never available.

**Table 4.7 – Police Availability for Neighborhood Problems, 1996-1999**

	High ICP				Low ICP			
	1996	1997	1998	1999	1996	1997	1998	1999
<b>1. If you called the police with a problem in your neighborhood, how seriously do you think they would take your concern?</b>								
Very seriously	59.6	65.6	64.8	52.9	56.4	64.3	69.2	52.6
Somewhat seriously	29.2	24.0	26.2	36.0	35.6	25.0	25.5	38.4
Not seriously	11.1	10.4	9.0	11.2	8.0	10.7	5.3	9.0
<b>2. If you needed a police officer to help you with a neighborhood problem, how long do you think it would take them to respond?</b>								
Within a day	76.7	90.3	85.0	73.5	79.8	89.0	85.4	75.5
Within a week	15.3	5.3	9.9	19.7	13.0	8.8	11.4	18.4
Within a month	2.3	2.1	2.6	4.7	2.2	1.1	2.0	3.7
Longer than a month	0.0	.3	0.0	.9	1.4	.4	0.0	1.0
They wouldn't respond	5.7	2.1	2.6	1.3	3.7	.7	1.1	1.4
<b>3. How available are the police in the neighborhood when needed?</b>								
Often available	56.0	60.2	65.7	56.8	61.9	58.4	72.2	57.8
Sometimes available	26.8	25.5	24.9	28.4	24.9	28.3	20.2	26.1
Rarely available	11.3	9.8	6.9	8.7	10.4	9.2	6.2	11.5
Never available	6.0	4.5	2.6	6.1	2.9	4.0	1.4	4.7

## **Summary**

This chapter presented the results of four years of surveys of Dallas citizens, in both high and low ICP areas on their perception of police and of the ICP program. More specifically, it examined knowledge of the ICP program, and perceptions of police activities, performance, and availability

**Knowledge of the ICP Program.** Recognition of the ICP program remained relatively low. In both the high ICP and low ICP areas about one-fifth of the respondents had heard of the ICP program. While recognition was low it increased over time, from 16.7% in 1996 to 21.9% in 1999 in the high ICP areas and from 15.1% to 18.9% in the low ICP areas. Significant increases from 1996 to 1999 were observed in both high and low ICP areas on questions on whether there were community meetings in their neighborhoods and if they had attended them and also if they had seen or heard about cleanup campaigns in their neighborhood. These changes were especially noted in the high ICP areas.

**Perceptions of Police Activity.** In high ICP areas the kinds of activities observed most frequently were driving through the neighborhood, ticketing someone for traffic violations in the neighborhood, and walking on patrol in the nearest shopping area. Police were seldom seen patrolling the neighborhood on foot, patrolling in alleys and buildings, frisking, breaking up groups or arresting individuals, and chatting or engaging in friendly conversations with people in the neighborhood. In high ICP areas the percentage of citizens who saw officers engaging in police activities "frequently", increased in three of the seven areas from 1996 to 1999. Results in low ICP areas were very similar.

**Perceptions of Police Performance.** Citizens were asked to provide a letter grade for police performance. They were asked how polite the police were, how well they solved

neighborhood problems, how good a job police were doing in stopping crime and the use of drugs in the community, how good their relationship was with members of the community, and a general question about how good a job police were doing overall. Converting the grades into a “grade point average” (GPA) it was found that the GPA ranged from 2.3 to 3.0 on a 4 point scale, a B- to B average. There was virtually no change over the four years and the differences between the high and low ICP areas were minor.

**Perceptions of Police Availability.** . Results regarding how available, how seriously the police would take their concern for a problem in their neighborhood, and how long they thought it would take them to respond, showed an increase from 1996 to 1997, followed by a leveling off and then a decline in 1999. This was found in both the high and low ICP areas. Relatively few felt that the police were never available, wouldn’t take their concern seriously, or wouldn’t respond to their call for help.

## Chapter V

### Officer Perceptions of the ICP Program and Citizens

This chapter presents results of data analysis for officer perceptions of the ICP program and officer perception of citizens in relation to their involvement with the police. In each of four years, 1996 through 1999, all ICP officers, including bicycle and storefront officers as well as the 72 special ICP officers, and a random sample of Non-ICP officers were asked to complete an anonymous written survey. The survey contained 144 items in 1996 and 1997, and was shortened to 99 items in 1998 and 1999. Response rates to the survey were 81.9% for ICP officers (n= ) and 61.3% for Non-ICP officers (n= ) in 1996, 87.5% for ICP officers (n=112) and 58.7% for Non-ICP officers (n=471) in 1997, 80.8% for ICP officers (n=108) and 56.3% for Non-ICP officers (n=512) in 1998, in 1999 64.6% for ICP officers (n=77) and 62.9% for Non-ICP officers (n=441).

#### ***Allocation of Department Resources***

ICP and Non-ICP officers were asked to indicate how the Dallas Police Department's resources should be committed to various activities. A Likert scale was used with response choices of , none[1], small amount[2], moderate amount[3], or large amount [4]. Responses were averaged and items were rank ordered, with the results presented in Table 7.1. In all four years, ICP and Non-ICP officers agreed on the top two activities: "Assisting persons in emergencies," and, "Responding to calls for service." "Helping settle family disputes," was also consistently ranked highly by both groups, ranking third each year for both groups with the exception of 1998 and 1999 when ICP officers ranked it fourth. ICP officers ranked "checking buildings" as the lowest priority item all three years, while Non-ICP officers

consistently gave low rankings to “understanding problems of minorities,” (10<sup>th</sup>, 10<sup>th</sup>, 9<sup>th</sup> and 7<sup>th</sup>) and “working with citizen groups to resolve local problems.” (8<sup>th</sup>, 8<sup>th</sup>, 10<sup>th</sup> and 9<sup>th</sup>.)

The ICP group had one noticeable change over the four year period. These officers’ ranking of “coordinating with other agencies to improve the quality of life in this city” decreased from 4<sup>th</sup> to 6<sup>th</sup> to 9<sup>th</sup> with a final slight increase to 7<sup>th</sup> over the study period. For the first three years, officers continued to feel less strongly about DPD allocating resources to this activity. The ranking rose in 1999 but stayed below the ranking found in the first two years of the study.

The most noticeable difference with the non-ICP officers during the study period were the responses to “explaining crime prevention techniques to citizens,” and “checking buildings and residences.” Explaining crime prevention dropped to 7<sup>th</sup> in 1998 and 6<sup>th</sup> in 1999, from 4<sup>th</sup> in 1996 and 1997, and “checking buildings and residences” rose to 4<sup>th</sup> in 1998 and 1999, up from 9<sup>th</sup> and 7<sup>th</sup> in respective years.

The groups differed most in their feelings about understanding problems of minorities, working with citizen groups to resolve local problems, and checking buildings and residences. ICP officers generally ranked understanding problems with minorities and working with citizen groups higher than Non-ICP officers, while Non-ICP officers ranked checking buildings and residences more highly than ICP officers.

**Table 5.1 - Rank ordering by ICP and Non-ICP officers of how police department resources should be committed in 1996 and 1997.**

	1996		1997		1998		1999	
	Non ICP	ICP						
Assisting persons in emergencies.	2	1	2	1	2	1	2	2
Responding to calls for service.	1	2	1	2	1	2	1	1
Helping settle family disputes.	3	3	3	3	3	4	3	4
Coordinating with other agencies to improve the quality of life in this city.	8*	4	7	6	8	9	10	7
Understanding problems of minorities.	10	5	10	9	9	7*	7	9
Working with citizen groups to resolve local problems.	8*	6	8	4*	10	7*	9	6
Researching and solving problems.	5	7*	5	4*	5	5	5	3
Explaining crime prevention techniques to citizens.	4	7*	4	7	7	6	6	5
Getting to know juveniles.	6	9	6	8	6	3	8	8
Checking buildings and residences.	7	10	9	10	4	10	4	10

\*Percentages were identical.

After the first year of the study officers were asked if resources for ICP should be expanded, remain the same or be reduced. Table 5.2 presents the results for 1997 through 1999.

The data show that ICP officers overwhelmingly felt that the program should be either expanded or kept the same (over 90%). On the other hand, non-ICP officers had an increasingly and consistently negative attitude about the program. The number advocating a reduction grew from 43.2% to 57.5% over three years.

**Table 5.2 Should ICP be Expanded, Kept the Same, or Reduced**

	Expanded		Kept the Same		Reduced	
	ICP	Non ICP	ICP	Non ICP	ICP	Non ICP
1997	45.1	19.3	45.1	37.5	9.8	43.2
1998	43.0	13.9	43.9	29.7	13.2	52.4
1999	41.3	11.1	50.7	31.3	8.0	57.5

***Likely Changes with the Implementation of ICP***

Officers were asked to indicate from a list of 17 items whether they believed the item would be less likely to occur, more likely to occur, or to show no change with the implementation of Interactive Community Policing. The answer marked by the highest percentage of officers is shown in Table 5.3 for 1996, Table 5.4 for 1997, Table 5.5 for 1998 and Table 56 for 1999. In all four years, there were clear and consistent differences between the perceptions of the ICP officers and the Non-ICP officers.

For crime issues, ICP officers in 1996, 1997, 1998 and 1999 felt that the ICP program would reduce crime rates and allow for more effective use of crime information. They felt there would be no change in the number of arrests made. Non-ICP officers felt there would be no change in either the crime rates or the effective use of crime information. In 1996, 1997, and 1999 Non-ICP officers felt that arrests would actually be less likely to occur.

In relationships with citizens, ICP and Non-ICP officers both felt that ICP would lead to better police community relations and greater solution of neighborhood problems. In 1996 and 1997, ICP officers felt ICP would lead to fewer citizen complaints about police, but in 1998 and 1999 they responded that ICP would not change the number of these complaints. Non-ICP perceived no change in the number of citizen complaints in each of the three years. In regards to better police relations with minorities, ICP officers changed from more likely in

1996 to no change in 1997, back to more likely in 1998 and 1999. Non-ICP officers consistently reported no change for all four years. Each year, ICP officers reported ICP would likely lead to more willingness of citizens to cooperate with police while Non-ICP responded that no change would occur.

The most dramatic difference between ICP and Non-ICP officers was noted in responses related to police presence. In all four years, ICP officers reported that ICP would lead to better responses to calls for police services, increased presence of officers on the street, and greater officer discretion. In 1996 and 1997 years, Non-ICP officers responded that better responses to calls and officer presence on the streets would be less likely to occur with ICP. This changed to “no change” in 1998 and 1999. Non-ICP officers felt there would be no change in officer discretion.

Finally, in regards to citizen expectations, both ICP and Non-ICP officers felt that the ICP program would lead to greater citizen demand on police resources and greater burden on the police to solve all problems. These findings were consistent for all four years of the study.

**Table 5.3 - Officer perceptions of which activities would be more or less likely to occur with the implementation of ICP in 1996.**

	<b>ICP Officers</b>	<b>Non-ICP Officers</b>
	More or less likely to occur	
<b><i>Crime</i></b>		
More effective use of crime information.	More	No change
Reduction in crime rate.	More	No change
More arrests.	No change	Less
<b><i>Relationships with citizens</i></b>		
Better police community relations.	More	More
Greater solution of neighborhood problems.	More	More
Better police relations with minorities.	More	No change
Fewer citizen complaints about police.	More	No change
Greater willingness of citizens to cooperate with police.	More	No change
Blurred boundaries between police and citizen authority.	No change	No change
<b><i>Police presence</i></b>		
Increased presence of officers on street.	More	No change
Better responses to calls for police services.	More	No change
Expanded police capability.	More	No change
Greater officer discretion.	More	No change
More balanced deployment of officers.	No change	Less
<b><i>Citizen expectations</i></b>		
Greater citizen demand on police resources.	More	More
More unreasonable demands on police by community.	More	More
Greater burdens on police to solve all problems.	More	More

**Table 5.4 - Officer perceptions of which activities would be more or less likely to occur with the implementation of ICP in 1997.**

	<b>ICP Officers</b>	<b>Non-ICP Officers</b>
	More or less likely to occur	
<b>Crime</b>		
More effective use of crime information.	More	No change
Reduction in crime rate.	More	No change
More arrests.	No change	Less
<b>Relationships with citizens</b>		
Better police community relations.	More	More
Greater solution of neighborhood problems.	More	More
Better police relations with minorities.	<u>No change</u>	No change
Fewer citizen complaints about police.	More	No change
Greater willingness of citizens to cooperate with police.	More	No change
Blurred boundaries between police and citizen authority.	No change	No change
<b>Police presence</b>		
Better responses to calls for police services.	More	<u>Less</u>
Increased presence of officers on street.	More	<u>Less</u>
Expanded police capability.	More	No change
Greater officer discretion.	More	No change
More balanced deployment of officers.	No change	Less
<b>Citizen expectations</b>		
Greater citizen demand on police resources.	More	More
More unreasonable demands on police by community.	More	More
Greater burdens on police to solve all problems.	More	More

\*Changes from 1996 Officer Survey are underlined.

**Table 5.5 - Officer perceptions of which activities would be more or less likely to occur with the implementation of ICP in 1998.**

	<b>ICP Officers</b>	<b>Non-ICP Officers</b>
	More or less likely to occur	
<b>Crime</b>		
More effective use of crime information.	More	No change
Reduction in crime rate.	More	No change
More arrests.	No change	<u>No change</u>
<b>Relationships with citizens</b>		
Better police community relations.	More	More
Greater solution of neighborhood problems.	More	More
Better police relations with minorities.	<u>More</u>	No change
Fewer citizen complaints about police.	<u>No change</u>	No change
Greater willingness of citizens to cooperate with police.	More	No change
Blurred boundaries between police and citizen authority.	N/A	N/A
<b>Police presence</b>		
Better responses to calls for police services.	More	Less
Increased presence of officers on street.	More	Less
Expanded police capability.	N/A	N/A
Greater officer discretion.	More	No change
More balanced deployment of officers.	N/A	N/A
<b>Citizen expectations</b>		
Greater citizen demand on police resources.	More	More
More unreasonable demands on police by community.	N/A	N/A
Greater burdens on police to solve all problems.	More	More

\*Changes from 1997 Officer Survey are underlined.

**Table 5.6 - Officer perceptions of which activities would be more or less likely to occur with the implementation of ICP in 1999.**

	<b>ICP Officers</b>	<b>Non-ICP Officers</b>
	More or less likely to occur	
<b>Crime</b>		
More effective use of crime information.	More	No change
Reduction in crime rate.	More	No change
More arrests.	More	No change
<b>Relationships with citizens</b>		
Better police community relations.	More	More
Greater solution of neighborhood problems.	More	More
Better police relations with minorities.	More	No change
Fewer citizen complaints about police.	More	No change
Greater willingness of citizens to cooperate with police.	More	No change
<b>Police presence</b>		
Better responses to calls for police services.	More	<u>No Change</u>
Increased presence of officers on street.	More	Less
Greater officer discretion.	More	No change
<b>Citizen expectations</b>		
Greater citizen demand on police resources.	More	More
Greater burdens on police to solve all problems.	More	More

\*Changes from 1998 Officer Survey are underlined.

### ***Officer Responsibilities***

Understanding how police officers view the responsibilities of their job can provide important insight as to the effectiveness of community policing implementation. Community police officers should view their responsibilities differently than officers involved in more traditional policing. To assess officer perceptions of policing responsibilities, officers were asked six questions that addressed these perceptions. Their responses can be seen in Table 5.7.

In 1996, most ICP (94.7%) and Non-ICP officers (91.2%) indicated that assisting citizens was as important as enforcing the law. These numbers remained stable in 1997 and dropped somewhat in 1998 (80.4% for ICP and 74.4% for Non-ICP officers) and 1999 (77.9% for ICP and 68.4% for Non-ICP.) Similarly, a majority of both groups in 1996 (100% for ICP, 96.2% for Non-ICP) reported that police officers should work with citizens to try to solve problems in their beat. These numbers remained constant in 1997 but dropped in 1998 to 90.2% for ICP and 77.8% for Non-ICP. Interestingly, ICP officers rated this work lower in 1999 (88.3%) but Non-ICP officers rated it 94.4% in 1999.

There were substantial differences between the two groups. For ICP officers, 85.1% indicated they agreed or strongly agreed that officers should solve non-crime problems, compared with 49.3% of Non-ICP Officers. These differences persisted into 1997. In 1998, only 48.6% of ICP officers agreed with this statement while only 24.8% of Non-ICP officers were in agreement with this statement. The difference between the groups increased again in 1999 to 85.7% for ICP and 29.4% for Non-ICP officers.

In 1996, 5.5% of ICP officers and 15.1 % of Non-ICP officers agreed that crime in their beat is the only problem about which police should be concerned. However, in 1997, the percentage of ICP officers increased to 14.3% while Non-ICP officers increased only

slightly to 17.7%. These values changed little in 1998 for both groups and in 1999 the values were 9.2% for ICP and 15.2% for Non-ICP.

More than half (55.1%) of the ICP officers and more than two-thirds (68.7%) of the Non-ICP officers indicated that police were so focused on calls for service they would never have time to address other concerns. In 1997, the percentage decreased slightly (66.8%) for Non-ICP officers and again decreased in 1998 to 57.5%. The 1997 ICP officer responses increased substantially to 73.9% but decreased in 1998 to 52.7%. The responses in 1999 were similar to 1998 with 56.5% for ICP and 58.3% for Non-ICP officers.

Finally, in 1996 the majority of both ICP (89.6%) and Non-ICP (81.4%) officers believed that lowering citizen's fear of crime should be just as high a priority as cutting the crime rate. However, in 1997, the differences between the two groups increased, with Non-ICP officers decreasing to 78.8% and ICP officers increasing to 96.3%. An even more drastic change occurred in 1998 with the ICP percentage dropping to 58.4% and Non-ICP percentage dropping to 45.1%. This trend continued into 1999 with 65.8% of ICP officers and 50.8% of Non-ICP officers agreeing.

**Table 5.7 - Percentage of ICP and Non-ICP officers reporting agree or strongly agree with types of officer responsibilities in 1996, 1997, 1998 and 1999.**

<b>Types of Responsibilities</b>		<b>1996</b>	<b>1997</b>	<b>1998</b>	<b>1999</b>
Assisting citizens can be as important as enforcing the law.	ICP	94.7	93.1	80.4	77.9
	Non-ICP	91.2	91.4	74.4	68.4
Police officers should work with citizens to try and solve problems in their beat.	ICP	100	96.6	90.2	88.3
	Non-ICP	96.2	98.3	77.8	94.4
Police should try to solve non-crime problems in their beat.	ICP	85.1	86.7	48.6	85.7
	Non-ICP	49.3	55.0	24.8	29.4
Crime in their beat is the only problem that police officers should be concerned about.	ICP	5.5	14.3	13.3	9.2
	Non-ICP	15.1	17.7	17.5	15.2
Police are so focused on calls for service they will never find the time to address other concerns.	ICP	55.1	73.9	52.7	56.5
	Non-ICP	68.7	66.8	57.5	58.3
Lowering citizens' fear of crime should be just as high a priority as cutting the crime rate.	ICP	89.6	96.3	58.4	65.8
	Non-ICP	81.4	78.8	45.1	50.8

### ***Officer Decision-Making Autonomy***

A basic premise of Interactive Community Policing in Dallas is that ICP officers have greater decision making autonomy than do Non-ICP officers. Because officers are expected to identify and solve problems within designated neighborhoods, this autonomy is needed to allow ICP officers the ability to accomplish this task. Several survey questions explored this premise and are reported in Table 5.8. For each of the five relevant questions in 1996, ICP officers indicated greater autonomy and influence over various aspects of their job. More ICP officers than Non-IPC officers found it easier to communicate with management; that they had influence over what went on in their job; that their supervisor frequently asked for their opinion; that they had independence and freedom in how they did their work, and that they enjoyed nearly all the things they did on their job.

Again in the 1997 survey, more ICP officers than Non-ICP officers indicated much greater autonomy and influence over various aspects of their jobs although the differences were less pronounced. Also, in 1997, the percentage of Non-ICP officers indicating they are “enjoying nearly all the things I do on my job” increased to 88.0% from 82.9% in 1996, while ICP officer responses to the same question dropped from 92.2% to 82.8%. In 1998, the trend for ICP to feel more autonomous continued, but fewer officers from either group were in agreement with these items. ICP officer responses dropped from 11.7% to 26.3% while Non-ICP responses dropped from 13.0% to 21.4%. ICP officers in 1998 were slightly higher than Non-ICP in agreeing with “I enjoy nearly all the things I do on my job,” yet their responses decreased from 92.2% in 1996 to 69.8% in 1998. Non-ICP officers demonstrated less of a drop, going from 82.9% in 1996 to 66.6% in 1998.

These trends continued in 1999 with ICP officers agreeing almost twice as often than Non-ICP officers that they could communicate with management (52.0% for ICP, 29.0% for Non-ICP), and that their supervisor sought their opinion (59.8% for ICP, 32.6% for Non-ICP.) ICP also felt their job gave them more independence (77.9% for ICP, 56.9% for Non-ICP.) In a move back to the patterns of 1996, and 1997, a greater percentage of ICP officers than Non-ICP officers responded that they enjoyed nearly all things they do on their job (72.7% for ICP, 64.4% for Non-ICP.)

**Table 5.8 – Percentage of ICP and Non-ICP officers agreeing or strongly agreeing with decision-making autonomy items in 1996, 1997, 1998, and 1999.**

		1996	1997	1998	1999
If I have a suggestion for improving my job, it is easy for me to communicate to management.	ICP	82.0	47.8	74.1	52.0
	Non-ICP	34.5	22.7	37.2	29.0
In general, I have say and influence over what goes on in my job.	ICP	82.2	74.1	N/A	N/A
	Non-ICP	41.4	46.3		
My supervisor frequently seeks my opinion when a problem comes up involving my job.	ICP	79.5	50.5	64.0	59.8
	Non-ICP	38.9	30.5	43.5	32.6
My job gives me considerable opportunity for independence in how I do the work.	ICP	96.4	81.4	93.1	77.9
	Non-ICP	77.3	64.0	79.5	56.9
I enjoy nearly all the things I do on my job.	ICP	92.2	69.8	82.8	72.7
	Non-ICP	82.9	66.6	88.0	64.4

### ***Trust between Officers and Citizens***

ICP and Non-ICP officers were asked seven questions regarding trust between police and citizens. A five point Likert scale was used, and responses ranged from strongly agree to strongly disagree. Responses of strongly agree and agree were combined and results comparing responses of ICP officers and Non-ICP officers are reported in Table 5.9. In 1996, for all seven items, ICP officers reported higher levels of trust between officers and citizens than did Non-ICP officers. For ICP officers, 9.6% indicated that police would never trust citizens enough to work together effectively while 13.8% of Non-ICP officers felt the same. Twelve percent of ICP officers and 18.5% of Non-ICP officers reported that citizens would never trust police enough to work together effectively. Both groups of officers (17% for ICP, 22.9% for Non-ICP) reported that police officers had reason to be distrustful of most citizens

These trends continued in 1997 with the exception of police being open to the opinions of citizens where ICP responses decreased 25.5 percentage points to 33.3% while

Non-ICP responses decreased only 4 points to 40.3%. ICP officers agreement with citizens not understanding the problems of the police increased to 84.0% in 1997 while Non-ICP responses decreased to 82.5%. For 1998, both ICP and Non-ICP officer responses continued earlier trends in regards to police trusting citizens to work together, citizens trusting police to work together, and most people respecting the police.

Some differences were noted in 1999. Although the vast majority of both ICP officers and Non-ICP officers agree that police can trust citizens, for the first time, a higher percentage of ICP officers than Non-ICP officers, felt police could not trust citizens enough to work together (14.3% for ICP, 12.8% for Non-ICP.) A similar response was noted to the question regarding citizens trusting police enough to work together. Overall, the large majority of officers strongly agreed this could happen, but for the first year, a greater percentage of ICP officers than Non-ICP officers felt that this would not happen (15.6% for ICP, 12.6% for Non-ICP.)

In general, both groups of officers reported that citizens were more open to the opinions of the police than the police were open to the opinions of citizens, however Non-ICP officers scored both equally in 1999. Regarding police being open to the opinions of citizens, ICP officers fluctuated in their responses from 58.8% in 1996, 33.3% in 1997, 47.8% in 1998, and 42.9% in 1999. Non-ICP officers were more stable with a gradually declining trend from 44.3% in 1996 to 37.5% in 1999. ICP officers also varied in their responses to citizens being open to the opinions of the police, ranging from a low of 47.8% in 1998 to a high of 81.8% in 1997. Non-ICP officers also fluctuated from a low of 37.5% in 1999 to a high of 58.0% in 1997. In each of the four years, ICP officers were more likely than Non-ICP officers to agree that citizens were open to police opinions.

A majority of both groups of officers in both years indicated that citizens do not understand the problems of police in the city. This number increased from 78.7% to 84% between 1996 and 1997 for ICP officers, but dropped to 55.8% in 1998 and 53.9% in 1999. In each of the four years, ICP officers responded more favorably than Non-ICP officers about the relationship between police and the citizens of Dallas. In 1996, 75.0% of ICP officers agreed that the relationship between the police and citizens of Dallas was very good while 50.3% of Non-ICP officers agreed with this statement. In 1997, 71.4% of ICP officers agreed with this statement while 58.3% of Non-ICP officers agreed. In 1998, 46.1% of ICP officers agreed while 38.4% of Non-ICP officers agreed. Finally, in 1999, ICP officers again felt more positively than Non-ICP about the relationship between the police and citizens, (54.5% for ICP, 31.9% for Non-ICP.)

**Table 5.9 - Percentage of ICP and Non-ICP officers agreeing or strongly agreeing with statements about trust between police and citizens in 1996, 1997, 1998 and 1999.**

		1996	1997	1998	1999
Police will never trust citizens enough to work together effectively.	ICP	9.6	7.7	7.1	14.3
	Non-ICP	13.8	12.8	14.1	12.8
Citizens will never trust police enough to work together effectively.	ICP	12.0	15.4	4.4	15.6
	Non-ICP	18.5	19.8	14.7	12.6
Most people do not respect the police.	ICP	26.1	11.1	23.0	14.3
	Non-ICP	32.4	28.3	24.2	26.5
The relationship between the police and the people of the city is very good.	ICP	75.0	71.4	46.1	54.5
	Non-ICP	50.3	58.3	38.4	31.9
Police are quite open to the opinions of the citizens.	ICP	58.8	33.3	47.8	42.9
	Non-ICP	44.3	40.3	37.7	37.5
Citizens are quite open to the opinions of the police.	ICP	68.3	81.8	47.8	58.4
	Non-ICP	53.2	58.0	44.5	37.5
Citizens do not understand the problems of the police in this city.	ICP	78.7	84.0	55.8	53.9
	Non-ICP	87.4	82.5	68.6	67.4

### ***Citizen Roles and Contributions***

ICP officers and Non-ICP officers were asked several questions about roles citizens can play and what contributions citizens can make to community safety. As shown in Table 5.10, in both 1996 and 1997, nearly all ICP officers and Non-ICP officers saw prevention of crime as a joint responsibility between the police and the community and both groups recognized the importance of citizen cooperation in solving crimes. This question was dropped from the 1998 and 1999 surveys because of the almost total agreement between groups for the first two years of the study.

The groups also were in strong agreement about the importance of citizen cooperation in solving crimes. Responses between the groups varied by less than two percentage points in every year except 1999 when 9.7 percentage points separated the groups (ICP 76.6%, Non-ICP 66.9%.)

For the four years studied, ICP officers generally saw citizens as more knowledgeable about what goes on in their neighborhoods, more able to prevent crimes, and more willing to attend crime watch meetings than Non-ICP officers saw them. Interestingly, agreement about citizen involvement decreased for both groups over the course of the four year period.

In 1999, ICP officers were in less agreement with all questions than they were in 1996, with some responses dropping over 25 percentage points. Although the majority of ICP officers continued to identify the importance of citizen cooperation in solving crimes and the knowledge of citizens about neighborhood problems, in 1998 only 32.8% of ICP officers felt citizens would be able to prevent crimes before they occur and in 1999 only 42.9% agreed. Responses to the question about citizens knowing more about their neighborhood than police, dropped to 55.9% for ICP and 45.9% in Non-ICP in 1999. This pattern continued in

response to citizens preventing crimes before they occur with only 42.9% of ICP and 34.9% of Non-ICP agreeing with this statement in 1999.

**Table 5.10 - Percentage of ICP and Non-ICP officer agreeing or strongly agreeing with statements about citizen roles and contributions to community safety.**

		1996	1997	1998	1999
		Percentage agreeing or strongly agreeing			
Prevention of crime is a joint responsibility of the community and the police.	ICP	100	100	N/A	N/A
	Non-ICP	98.3	98.7		
Without citizen cooperation, the majority of crimes would never be solved.	ICP	92.3	93.1	71.7	76.6
	Non-ICP	92.2	91.6	71.7	66.9
Citizens know more about what goes on in their area than the officers who patrol there do.	ICP	80.9	79.2	55.7	55.9
	Non-ICP	70.8	70.2	49.6	45.9
Citizens will be able to prevent crimes before they occur.	ICP	65.1	77.3	32.8	42.9
	Non-ICP	53.8	56.3	38.1	34.9
Citizens will be able to analyze local problems and find underlying patterns that connect them.	ICP	55.3	68.0	N/A	N/A
	Non-ICP	51.7	45.7		
Citizens will be able to prioritize among a broad range of local problems.	ICP	59.5	69.6	N/A	N/A
	Non-ICP	51.5	42.2		
Citizens are so focused on crime that they will never find the time to address other concerns.	ICP	12.2	17.4	N/A	N/A
	Non-ICP	13.6	13.6		
Citizens cannot be expected to continually attend crime watch meetings.	ICP	21.7	25.0	17.7	15.6
	Non-ICP	40.6	42.6	36.8	30.9

### **Summary**

This chapter presented the results of four years of surveys of ICP and non-ICP officers concerning their perception of the ICP program and officer perceptions of citizens in relation to their involvement with the police.

**Allocation of Department Resources.** Both ICP and non-ICP officers agreed that assisting people in emergencies, responding to calls for service, and helping settle family disputes, remain important functions for use of department resources. The groups differed on

how they would allocate resources for working with citizens, other agencies and the importance of checking buildings. ICP officers felt resources were more important for coordinating with other agencies to improve the quality of life and for working with citizen groups, while Non-ICP officers felt resources would better be used to check buildings and residences.

**Likely Changes with the Implementation of ICP.** ICP officers felt the ICP program was likely to reduce crime, improve relationships with citizens, improve police presence, and improve citizen perceptions. While Non-ICP officers agree that community policing is likely to improve citizen perceptions and help with police relationships with the community, this group felt ICP would have little effect upon crime, responses to calls, relations with minorities or citizen complaints. They felt ICP would detract from the presence of officers on the street.

**Officer Responsibilities.** When asked about what types of responsibilities police officers should have, both ICP and Non-ICP officers agreed that assisting citizens and working with citizens to solve problems in their beats are important responsibilities of police officers. Officers also agreed that police are so focused on responding to calls for service that they will never find time to address other concerns. The officers felt disagreed upon the role police should play in solving non-crime problems, with a majority of ICP officers agreeing that this is important and a majority of Non-ICP officers feeling this should not be the responsibility of the police.

**Officer Decision-Making Autonomy.** ICP officers feel much more autonomy to make suggestions and provide input to supervisors than Non-ICP officers. While responses decreased over time, ICP officers continued to express much more agreement with these

issues than Non-ICP officers. ICP officers also expressed having much more independence than Non-ICP officers, and ICP officers enjoyed their jobs more than Non-ICP officers with the exception of 1998 when Non-ICP officers responded more favorably to this question than ICP officers. Overall, ICP officers express more autonomy and decision-making ability than Non-ICP officers.

**Trust between Officers and Citizens.** Both ICP and Non-ICP officers feel that police and citizens will trust each other enough to work effectively together. ICP officers feel more strongly that citizens do respect the police. ICP officers also feel more positively than Non-ICP officers about police being open to the opinions of citizens and citizens being more open to the opinions of the police. Both groups feel that citizens do not understand the problems of the police although more Non-ICP officers feel this way than ICP officers. The most dramatic difference between the groups involves the officers' perceptions of the relationship between police and citizens in Dallas. ICP officers are much more likely to agree that the relationship between officers and citizens is very good, while most Non-ICP officers do not agree.

**Citizen Roles and Contributions.** Nearly all officers, both ICP and Non-ICP, feel that prevention of crime is a joint responsibility of the community and the police. The importance of citizen cooperation in solving crimes was also recognized by both groups. Compared to Non-ICP officers, ICP officers saw citizens as more knowledgeable about what goes on in their neighborhoods, more able to prevent crimes, and more willing to attend crime watch meetings. ICP officers' opinions of the importance of citizen roles generally decreased over time, yet the ICP officers remained more positive than Non-ICP officers about citizen roles with the police.

## Chapter VI

### Barriers and Solutions to ICP Implementation

Support for community policing ideas and techniques continues to gather momentum throughout the country. Over 80% of police departments in the United States have started some type of community policing program, and community policing has recently been identified as the number one research and evaluation priority by both Police Chiefs and Sheriffs (McEwen, 1995). Given the paradigmatic nature of changes suggested by community policing models, significant barriers to implementation of these programs would be expected. Although anecdotal reports of different barriers have been reported, Silverman (1995) describes empirical exploration of these issues as “quite scanty.” This chapter presents results of the first two years implementation of the Dallas Police Department’s Interactive Community Policing program. The study identified and described barriers to implementation of the program, and discussed DPD efforts to circumvent these barriers.

#### ***Review of the Literature***

Resistance to change is a natural tendency of systems, therefore implementing change in organizations is a difficult task (Van Gigch, 1994). When change involves replacing or modifying basic values which guide daily organizational behaviors and decisions, resistance to change increases. Overcoming this organizational “inertia” so new ideas and behavior can be instilled is a challenging task for managers (Sparrow, 1988).

Understanding barriers to change can help managers anticipate or even circumvent situations that block the change process. Knowing specific problems that have emerged in similar situations is invaluable information for effective planners. Unfortunately, empirical

exploration of barriers encountered during the implementation of community policing programs is significantly lacking (Silverman, 1995). Although scientific evidence is scant, anecdotal information regarding barriers to ICP implementation can be found in case studies of specific cities. These reports provide some insight to implementation problems experienced by specific police departments.

One issue cited by new programs is a lack of clear definition regarding what the program involves and what outcomes it is attempting to produce (Silverman, 1995; Barrett, 1996; Kratcoski & Noonan, 1995; Babcock, 1996). Because the techniques and strategies used in community policing are relatively new, programs sometimes are implemented with a vague program description, or an ambiguous definition of the issues to be addressed by the program. Both produce confusion about the role of officers (Kratcoski & Noonan, 1995; Babcock, 1996), an inability to determine success of the program (Silverman, 1995), and an unclear role of the unit with other departmental functions (Babcock, 1996).

Although most descriptions of community policing indicate the values and ideas of the program must penetrate an entire department to truly be effective, these programs are often started as special units within a department. Designating a special unit for implementation has met with resistance from other officers in the department (Kelling & Bratton, 1993). These officers tend to see the program as having elite status and as being managers' favorites, thus hindering relationships between the special unit and other elements the department.

Citizen resistance has also been a common barrier encountered by community policing programs. Grinc (1994) reported trouble establishing a solid relationship with citizens as a barrier in eight different cities. Skogan et.al.(1997) recently described the

Chicago police as encountering similar difficulties. These issues are attributed to various factors including lack of trust between the community and the police, citizen fear of retaliation for collaborating with the police, and lack of citizen acceptance for community policing approaches (in particular, slower response time to non-emergency calls). (Babcock, 1996).

Other reports have identified factors such as lack of resources, lack of officer training, lack of upper management commitment, officer burnout, difficulty involving other public agencies, and negative media attention as barriers to implementation of community policing programs.

### ***Methodology***

A variety of strategies were employed to identify and describe barriers encountered by the DPD in implementing the ICP program. Initially, ride-alongs were conducted with ICP officers and these officers were questioned about the barriers they had personally encountered in the process of implementing the program. These responses were recorded as part of the ride-along reports completed by researchers at the conclusion of each ride. Data collection began in January 1996 and approximately 300 hours of rides were conducted.

Officer focus groups were also used to identify barriers to implementation. Two waves of focus groups were conducted with ICP officers (July/Aug 1996 and May 1997) and with non-ICP officers (Nov/Dec 1996 and Aug/Sept 1997). Groups were conducted in all six patrol divisions which comprise the DPD.

A third method of identifying officer perceptions of implementation barriers was an anonymous, written survey completed by DPD officers. The officer survey instrument

included an open-ended question asking respondents to identify three barriers to ICP implementation. A total of 881 responses were received from the 607 officers who completed wave one of the survey and 736 responses from 507 officers in wave two. Therefore, each survey evoked approximately 1.45 responses per officer. Coding categories were developed and responses were coded by two raters. The interrater reliability was 83% for this question.

### ***Barriers***

Using the three methods described, six barriers to ICP implementation in Dallas were identified. Both ICP and Non-ICP officers consistently identified four of these barriers. Additionally, each group identified one barrier not widely discussed by the other group. The four barriers identified by both groups included: issues with resources, a lack of acceptance of the ICP program by patrol officers, issues with ICP management, and citizen issues. Non-ICP officers perceived quality of ICP personnel, and ICP officers identified lack of coordination with other city departments, as additional barriers.

#### **Resource Issues**

Both ICP and Non-ICP officers regularly mentioned issues with resources as hindering ICP implementation. This was the barrier most frequently identified in wave one of the Officer Survey (see Table 6.1) and was also mentioned in eleven of the twelve wave one officer focus groups. Although lack of resources was a commonly identified barrier, the specific resources identified were different for ICP and Non-ICP officers.

For Non-ICP officers, the primary resource issues involved the demand imposed by escalating call loads. Many of these officers felt that DPD could not afford the “luxury” of

pulling seventy-two officers off the streets in order to work more closely with the community. This is reflected in statements such as “ICP just takes officers off the street”, “if we had enough officers to handle calls it would be OK to have ICP”, “we have to cover the same areas with less people

**Table 6.1 - Comparison of ICP and Non-ICP Officer responses to Officer Survey regarding barriers to ICP implementation-Wave 1**

<b>Barriers</b>	<b>ICP Officer (n=99)</b>	<b>Non-ICP Officer (n=782)</b>	
Issues with Resources	34.3%	41.9%	
Lack of Acceptance of ICP	33.3%	22.8%	p< .05
Issues with Management	17.2%	13.3%	
Issues with Citizens	7.1%	11.1%	
ICP Personnel	4.0%	9.8%	
Problems with City Services	4.0%	1.0%	p< .05

because of ICP”, and “the biggest thing that gripes me is that we have lost manpower that won’t be replaced.” Several officers expressed doubt that ICP would ever be fully implemented, feeling the high call load will prevent department-wide beat responsibility.

Several statements were made, often by more experienced officers, regarding the function of patrol becoming “call-answerers” due to the increases in number of 911 calls received by the department in recent years. Patrol officers described this as being a sharp contrast to the work of patrol 6-8 years ago when the call load allowed officers time each day to spend in their assigned beats. In four of the wave one focus groups, patrol officers expressed a desire to be in closer contact with the public, stating that answering calls all day prevented them from being as involved with the community as they prefer. These dynamics also seem to contribute to a second implementation barrier, lack of patrol acceptance of ICP. Which will be explored further in the next section.

For ICP officers, resource issues noted during the ride-along phase of data collection involved inadequate number of vehicles, vehicles being unavailable due to lengthy repair processes, and having to share vehicles with patrol. Despite this being an issue during initial rides these equipment issues were rarely mentioned in the ICP officer focus groups conducted five months later. In the focus groups, officers in five of six divisions indicated they were now provided with adequate concrete resources such as vehicles, phones, and radios. A need for more cars and radios was identified in one division and two divisions reported a need for more computers.

For ICP officers, the resource most lacking was *time*. Statements such as “it is difficult for 12 officers to meet the needs of the entire division”, and “there is never enough time to do everything”, illustrate this barrier. Officers expressed having to deal with time-consuming problems, and felt the size of ICP units limited implementation. Difficulty adjusting to the ICP style of policing was also noted on occasion. Some officers expressed the need for more time to return phone calls, attend meetings and organize activities.

## Lack of Acceptance by Patrol

During initial phases of ICP implementation, it was not uncommon for DPD patrol officers to express poor regard for the ICP program. This lack of acceptance was communicated to ICP units and throughout the department. Officers in four of the six wave one ICP officer focus groups described the generally negative attitude of patrol officers toward the ICP program as presenting a barrier to implementation. Comments made by the officers point to two distinct aspects of this barrier. First, the attitudes of patrol have impacted the morale of ICP officers. ICP officers expressed feeling unsupported and criticized by patrol, and felt patrol did not know of the accomplishments made by ICP. Officers indicated a need to be “thick-skinned” when dealing with patrol, that an “us against them” attitude exists with patrol, and that they were “sick” of ICP being laughed at by patrol. One unit had posted a newspaper article describing a successful project completed by ICP, and patrol had written sarcastic comments on the article. Officers regarded this as a joke but felt frustrated because “non-ICP officers feel that ICP doesn’t do as much work as they do, but ICP feels that our work is not recognized.” One sergeant indicated that he stopped sending ICP representatives to division meetings because he was so tired of the comments about “ice cream patrol” and “social work”.

These issues were also observed during ride-alongs with ICP officers. Manifestations included patrol teasing ICP about not doing “real” police work, frivolous requests for ICP involvement (i.e. “fix cracks in sidewalks”), and jealousy over ICP officers’ schedules. One officer reported being “clicked out” by patrol officers who would click the “send” buttons on their radios when ICP was talking, thus disrupting the ICP officers’ communication. This was not noted to be a widespread practice among divisions.

The second barrier related to patrol involves ICP officers' perceptions that the ideas and philosophy of ICP will be extremely difficult to incorporate throughout the department. A goal of the DPD is department-wide implementation of ICP. Officers were often skeptical of the feasibility of this goal due to the resistance they have encountered from patrol. One officer said that she had trained rookies in ICP techniques and recruits who had been in the academy for only a few weeks proposed better ideas for solving problems than officers who had been with the department for many years. She attributed this to patrol's approach of resolving the immediate call as quickly as possible, then moving on to the next call, and to general cynicism about the public typically held by patrol officers. Other comments reflecting this idea include, "Patrol would never attend community meetings", "patrol does not want to be accountable to citizens", "patrol wouldn't want to do what we do", and "patrol is afraid of having to have more contact with citizens".

Negative feelings about the ICP program were noted among patrol officers, with these perceptions centering upon three issues: ICP having a favored status, ICP not being effective in solving problems, and skepticism about the longevity of the program.

Many patrol officers expressed resentment at the privileges they perceived being available to ICP officers, describing these officers as having "special status" or as "chief's boys". Benefits more commonly reserved for senior officers such as day shifts, weekends off, new patrol cars and equipment, phones in cars, and flexible schedules, are seen as available to ICP officers, regardless of their seniority with the department. In one group, an officer stated that he had worked patrol for "over 26 years" before getting weekends off, while an ICP officer with 5 years experience was already working a Monday through Friday schedule.

A second dynamic hindering patrol acceptance of the program is skepticism for the future of the program. Patrol officers expressed feeling ICP was started solely for the purpose of receiving federal funding, that the program would end as soon as Chief Click leaves, and that the program is nothing really new, just a new name for previous practices such as beat responsibility and the Neighborhood Liaison Program. Officers indicated that new programs constantly come and go, and that it would be popular only as long as it was “politically correct” within the department.

Finally, patrol officers doubted the effectiveness of community policing strategies to impact crime. Responses such as “ICP won’t reduce crime, patrol will”, “I’ve seen no results of ICP”, and “ICP is great sounding stuff that is ineffective” indicate a lack of acceptance of the basic tenants of community policing ideology. This feeling, however, was not unanimous among patrol officers, as other officers recognized the benefits of ICP. Statements such as “ICP can reduce the number of 911 calls”, “there are certain areas where ICP can do some good”, “the concept is great if you have the manpower”, and “the concept of ICP has to work with every officer-it is part of normal police work”, indicate support for community policing ideas does exist within the ranks of patrol. One patrol officer recounted doing patrol six years ago when the call load allowed him to spend much more time in his beat. Citizens reported that knowing him had significantly improved their feelings of security in the neighborhood and he felt ICP could continue making this impact.

### ICP Management

Both groups identified issues with management of the ICP program. For ICP officers, management issues were discussed in five of the six wave one focus groups. These issues

primarily involved the perception that ICP lacked a clear mission statement or job description clarifying areas of responsibility. As a result, ICP officers felt the focus of ICP activities changed frequently, and they were given “menial” tasks that no one else wanted to do. Officers in one division expressed frustration about doing things that were not “police work”, such as attending Job Fairs, controlling traffic at the funeral of a celebrity, and attending too many community meetings instead of solving neighborhood problems. Officers in one group expressed a need for more support from administration when citizens complained or had unrealistic expectations of ICP officers. Other ICP officer concerns included the feeling that work was sometimes assigned without coming through proper channels, dissatisfaction with the amount of support ICP was receiving from the upper levels of DPD management, and the slow nature of decision-making in the regular chain of command.

Patrol officers also expressed concerns about two issues regarding management of the ICP program: lack of communication between ICP and patrol, and lack of ICP officer supervision. Comments regarding the lack of communication between ICP and patrol were made in four of the six Non-ICP Officer wave one focus groups. Statements reflecting this idea include, “I put in two requests (for ICP services) and never heard anything”, “we wouldn’t know if there were positive results because we have no feedback”, “we fill out a blue card and usually hear no response”, and “at first ICP was accessible but now there is no communication, they do their own thing”. Patrol officers expressed the desire to share information with ICP officers and felt that they had not been receiving feedback on the issues referred to ICP. One officer said he turned in a blue card about graffiti. ICP went to the property owner, told him to paint over it and told him the best paint to use. The referring officer said that he could have done this, he was hoping ICP would try to find a solution to

the problem. Another officer showed the copy of an ICP response to a blue card he had submitted about burglaries in a neighborhood. This response proposed a solution of increased patrol and requested that the referring officer patrol the neighborhood more frequently during his shift. This officer indicated he does not fill out blue cards anymore because it doesn't help, and in this case, it added to his workload by giving him an area to do more patrolling.

Comments about the type of supervision given to ICP officers were also made in four of these focus groups. Comments such as “they are responsible to nobody”, “the officers can do whatever they want and there is no response from management to the officers who aren't pulling their load”, “the officers should be supervised better to make sure they are working”, “the leadership is lacking”, “they never work the hours that crime is happening”, and “they haven't accomplished any goals, nobody holds them accountable for anything”, reflect the feels that supervision of ICP officers is lacking. Officers seemed concerned that without the familiar measures of accountability (i.e. tracking number of calls, number of arrests, number of citations), officers do little actual work.

### Citizen issues

ICP officer perceptions of citizens were generally positive. Officers typically felt their increased involvement with citizens had proven effective. Specific benefits identified as resulting from increased citizen contact included improved relationships with neighborhood residents, a better understanding by citizens of how the police department operates, police receiving more accurate information regarding neighborhood crime, citizens providing resources to officers (bicycles, computers), a more in-depth understanding of community

resources by officers, and improved collaboration with citizens in solving neighborhood problems. Comments reflecting these results include:

- ◆ “People feel positive towards us. We have time to solve their problems so people are more happy to see us. We can sit in a chair and talk for a few minutes.”
- ◆ “Citizens are glad we are there as a presence, not enforcement.”
- ◆ “People like the concept of putting a name to their call. Unlike with patrol, they get 1:1 contact with us.”
- ◆ “Since joining ICP my attitude toward citizens had changed dramatically. On patrol I thought everyone was a bad guy because that’s who I worked with all day. Since working ICP I have met some great citizens.”
- ◆ “I worked patrol for 9 years. My first day with ICP I was literally overwhelmed with the positive citizen response we got.”
- ◆ “ICP helps officers feel better about their jobs because we really are helping people.”

Despite the generally positive perceptions of citizens, some citizen barriers to implementation were noted. Concerns about citizens having unrealistic expectations of ICP officers, citizens becoming dependent upon ICP officers to solve even small problems, and citizens seeing officers as their “personal police force” were voiced by officers both during rides and on the Officer Survey. Some citizens and citizen groups were described as being demanding of ICP services, and officers sometimes felt “bossed around” by these citizens. One officer described being paged several times a day by one citizen and another officer described being asked to pour beer for a Neighborhood Crime Watch picnic, and residents being offended when he declined.

Other officers discussed problems working with citizens who chronically complain. Despite numerous efforts to work with some of these citizens, officers were sometimes unable to find ways to appease them. Officers in one division had been trying to console an elderly woman who frequently called her city council person about problems such as people putting their trash out too far from the curb, children playing in the street, and loud noise.

The officers felt she was antagonizing her neighbors yet since this woman knew the city ordinances and her complaints were made to a city council person, ICP was continually asked to respond. Several officers had tried to develop relationships with this resident but had been unsuccessful in improving her relationships with neighbors.

A second issue with citizens involved the lack of citizen participation in some areas. In one instance, an assistant chief and several officers worked one Saturday to help clean trash and debris from a neighborhood recreation center. Although the event had been announced, no residents of the neighborhood assisted. Other issues with citizens include lack of citizen trust of the police, excessive demands by citizens, citizens feeling that ICP was their “personal police force”, and lack of citizen understanding about the role of police.

#### Issues with ICP personnel

Non-ICP officers frequently mentioned issues with ICP personnel. They expressed feelings that ICP officers were not doing any work and that they were largely unsupervised, was expressed, although few concrete examples of this problem were given. The most common statement was simply “they don’t do anything”. Charges of laziness, inexperience, ineffectiveness, and lack of motivation were suggested by officers in five of the six wave one Non-ICP Officer focus groups. Comments reflecting these feelings include “ICP has become a resting place for guys who don’t want to work, they get weekends and holidays off”, “they aren’t making an impact so they have no respect-we’d support them if they did”, “they should be targeting special problems but they just sit in their cars and do nothing”, and “they came to help us once but they didn’t know what they were doing because they were inexperienced”.

Although less frequent than the critical comments, positive comments about these officers were also made in three of the groups. Some of the officers had noticed benefits of the ICP program. Supportive comments included “there is one ICP officer who improved drug problems in some areas and has helped with a chronic 911 caller”, “there are some ICP officers who are good”, “sometimes they will answer some calls to help us”, “I think they do a good job”. Other officers commented upon the general tendency of patrol officers to be resistant to any type of change or new program, and that the negative comments made about ICP were similar to comments made by patrol about other new DPD programs as well.

#### Problems with city services

ICP officers identified problems accessing and coordinating city services. This barrier was specifically mentioned in all six of the ICP Officer focus groups and it involved the difficulties officers experienced when attempting to utilize other city services. Typical examples of these problems included referrals to Code Enforcement which went unanswered, jealousy and “politics” among departments which hindered coordination of city services, and difficulty negotiating the “maze” of city departments. Officers expressed frustration in the availability of other city services, and felt this had hindered their ability to solve certain neighborhood problems. One officer reported that a large collaborative operation to improve a problematic apartment complex had recently been canceled at the last minute because other city services did not show up. Another officer tried to get help from code enforcement to cite vacant houses, but had been unsuccessful.

Although problems with city services were described, indications of improved collaboration with these departments were noted in several groups. Two ICP officers felt

they had developed relationships which helped “cut through the red tape”, and another mentioned encountering individuals who had been very helpful with specific projects. Officers generally felt that projects that had involved other city services had been very successful, and the power of other departments to resolve problems (i.e. close drug houses, close problematic businesses), was recognized. Although positive comments were made, examples of satisfactory involvement with other city services were significantly less frequent than statements expressing problems.

One division had participated in a pilot project where employees from code enforcement, fire inspection, and health were housed at the station, and worked closely with ICP. The program was described as being very successful in closing drug houses, problematic bars, and other buildings. In fact, the sergeant reported that during one month of the project, the code employee nearly wrote more citations than the rest of the entire code department. The sergeant reported that they were told this program ended because the code enforcement and fire inspection offices could no longer fund these positions, however he felt it was more for “political” reasons stemming from the appearance that DPD had control over a code officer. Another division sent two ICP officers to code enforcement training so officers could learn to write code citations. Although these officers did write some citations for code violations after this training, they found learning the city codes was difficult due to the complexity of city code. Adding this duty to ICP responsibilities also imposed additional time constraints upon the ICP officers.

### ***Overcoming Barriers***

Although barriers to ICP implementation were encountered, resistance to the program was anticipated during planning stages, and feedback mechanisms were put in place by ICP management to provide identification of barriers. These mechanisms included: regular meetings between upper management and ICP sergeants, visits by Assistant Chiefs to divisions, communication between Assistant Chiefs and ICP officers, upper management review of monthly ICP activity reports, a day-long ICP officer retreat with upper and middle management, and solicitation of feedback from non-ICP personnel, particularly patrol officers. Once barriers were identified, management often developed or promoted strategies to specifically address the obstacles identified. A discussion follows of the strategies used to address identified obstacles and outcomes of these strategies.

### **Resource Issues**

ICP officer concerns about lack of vehicles, radios, and cellular phones, were identified by management in early stages of implementation. By January of 1996, Chief Click allocated at least five patrol vehicles to each division, which were specifically designated for ICP use. Most of these vehicles were also equipped with cellular phones. ICP officers reported few concerns with equipment shortages after initial months of ICP implementation, other than the need for computers. In the wave two groups, the need for computers was more pronounced. A department-wide database of ICP activities was being compiled and the chief's office had increased demand for electronic entry of ICP officer activities.

### Lack of Acceptance by Patrol

The skeptical attitude of patrol officers was identified early in the project by ICP management, and several interventions were initiated. To help patrol officers better understand the impact of the ICP program, a ride-along program was initiated in which individual patrol officers spent one to five days working with ICP officers. This was designed to give patrol first-hand experiences with ICP work and to obtain feedback from patrol as to what the ICP unit could do to facilitate the coordination of ICP work with patrol functions. Within six months, most patrol officers of first and second watch had participated in this project.

Formal ICP training at the academy began in February 1997 and occurred every two weeks through May 1997. During this period, approximately 400 officers participated in the 16-hour training program. Officers targeted for this training included storefront officers, bike patrol, crime watch officers, field-training officers, patrol sergeants, and lieutenants. The training was designed to answer questions about the ICP program, respond to questions about the program, and teach basic ICP problem-solving strategies. The goal of this program was to help non-ICP officers better understand the roles, responsibilities, and capabilities of ICP officers.

Finally, Chief Click and his Assistant Chiefs, frequently mention community policing in both public meetings and departmental functions. The message projected is that community policing is an important component of DPD services, and that the program is designed to be long-term in Dallas.

By mid 1997, patrol officer attitudes toward ICP were still problematic. Non-ICP officers identified lack of acceptance of ICP officers as a barrier in 26.1% of their responses,

a slight increase over the 22.8% of responses noted in wave 1 (see Table 6.2). However, evidence that the ICP program had gained more acceptance from non-ICP officers was present. In the officer survey, the number of ICP officer responses citing lack of patrol acceptance as a barrier decreased 2.9%. These findings were supported by information gained during the ICP officer focus groups.

**Table 6.2 - Comparison of ICP and Non-ICP Officer responses to Officer Survey regarding barriers to ICP implementation- Wave 2**

<b>Barriers</b>	<b>ICP Officer (n=92)</b>	<b>Non-ICP Officer (n=644)</b>	
Issues with Resources	21.7%	31.7%	
Lack of Acceptance of ICP	30.4%	26.1%	p< .05
Issues with Management	25.0%	20.3%	
Issues with Citizens	9.8%	8.9%	
ICP Personnel	5.4%	9.5%	
Problems with City Services	4.4%	1.6%	p< .05

In wave two ICP officer focus groups, officers in four divisions reported improved relationships with patrol. Officers in these divisions indicated that although some of the more senior patrol officers continued their negativity about ICP, more patrol officers had

begun to see the benefits of the program. The following responses illustrate ICP officer perceptions of improved relationships with patrol.

- ◆ “Patrol has started to recognize what we are doing. The training school helped.”
- ◆ “Our policy is ‘whatever patrol deems a problem we fix.’ We don’t worry about definitions of job responsibility. If they report a problem, we do what we can.”
- ◆ “We have learned to ask patrol what they need help with. They want us to do what we do so they don’t have to do the stuff we do.”
- ◆ “We are more accepted by patrol, it is less negative. There have been 7 training sessions and most on patrol have heard about us and our assignment.”
- ◆ “Relationships evolve with quality work. Some patrol officers will never like ICP but we have built a good rapport at our station.”

Two divisions have had difficulty gaining acceptance of patrol. One division attributed this largely to the message about ICP from top management, who told patrol officers that they would be disciplined for making negative comments about ICP. Patrol officers resented this message and it increased their negativity about ICP. The second division did not attribute the lack of acceptance to any specific event, they did feel patrol was understaffed in the division which led to generally poor morale overall among patrol officers. Comments from these divisions included:

- ◆ “We still don’t get the support we need from patrol. They don’t like the ‘community’ part of community policing.”
- ◆ If patrol supervisors cannot say positive things about us, why would patrol officers feel positively? There is no support from the sergeants.”

A noticeable difference was present between the wave one and wave two Non-ICP officer focus group responses regarding patrol officers’ attitudes towards ICP officers. Positive comments regarding either ICP officers or the ICP program itself were rare in the first wave. Patrol officers were typically resentful and angry about the ICP program, feeling these officers had received special status. They felt ICP units had been formed by pulling call-answering officers off the streets, resulting in higher call-loads for patrol. Positive

comments about ICP were made in only one of the six wave one Non-ICP officer focus groups.

When asked a similar question during wave two, positive responses outnumbered both neutral and negative responses. Although criticisms were still leveled at the ICP program, a clear shift towards more acceptance of the ICP program by patrol officers was indicated in four of six divisions. Patrol officers in these four divisions were able to identify specific circumstances in which ICP had been helpful to them, and were able to articulate the role of ICP officers within the overall functioning of the division. Examples of positive comments regarding ICP included:

- ◆ “I don’t know how anyone can say ICP is a waste of money. I’m all for it. They are doing something I can’t do as a patrol officer.”
- ◆ “ICP has paved the way to handle city problems. They have connections and it’s less work for us.”
- ◆ “What they do is an important part of police work. They interact with the public and are good for PR and social problems.”
- ◆ “ICP is a good use of resources, they deal with problems we don’t have time for on patrol.”

In the remaining two divisions, negative or neutral comments about ICP were again predominant. Officers continued to question the need for ICP and seemed to feel that ICP was not a wise use of resources. Examples of these comments include:

- ◆ “ICP strips the department of manpower we need on the street.”
- ◆ “There is not enough work in this division to keep 12 ICP officers busy.”
- ◆ “ICP leaves a bad taste in my mouth.”
- ◆ “ICP adds too much specialization-as patrol officers we should be doing what they are doing.”

Non-ICP officers were also asked if they had experienced any positive effects of ICP. In wave one, officers in only one group were able to identify positive effects. In wave two, officers in each of the six groups identified at least one positive effect of ICP. Problems

identified by these officers as being successfully addressed by ICP included; graffiti abatement, trash clean-up, illegal dumping, chronic callers, gathering information about neighborhood problems, towing abandoned vehicles, code enforcement issues, and dealing with disgruntled residents. Specific comments regarding the positive effects of ICP included, "I've noticed some changes in their work with code enforcement. They took citizen pressure off of me," "One team really helped me a lot by gathering criminal history information on people in a neighborhood I work a lot. I call it my "hook book" and I use it all the time," "They are good about getting trash cleaned up."

Not all officers felt ICP had been helpful. Comments from officers feeling ICP had no significant effects included "I haven't seen any benefits to ICP," and "I know a church with graffiti. ICP keeps getting it painted but it continues to get graffiti. The problem is not gone."

Non-ICP officers were also asked to describe the involvement they had had with ICP in the past year. Officers in four divisions had participated in the ride-along program with patrol officers, and at least one officer in each of the six groups had attended one of the eight hour training sessions regarding ICP. Interestingly, officers who had ridden with ICP had more positive comments about the program than other officers. In the other four groups more positive about the ICP program, officers in three of the groups had ridden with ICP officers.

### ICP Management

Management of the ICP program was assigned to Assistant Chief Greg Holiday in June, 1996. During the next twelve months, Chief Holliday initiated several strategies addressing some of the ICP management issues identified earlier.

To more clearly focus and define the role of ICP, four geographical areas of concentrated ICP activities were defined in each division. The areas in three divisions (NW, SW, and SE) were identified in January, 1997 and areas in the remaining three divisions (NE, C, NC) were started in June, 1997. This process enabled ICP officers to concentrate much of their activity within these specific neighborhoods. Emphasizing specific neighborhoods for ICP work was designed to give officers enough time to solve problems and work with citizen groups in these areas, rather than having to spread themselves out through the entire division.

To address communication issues between patrol and ICP, a more concerted effort has been made by some ICP officers to both document and report activities they perform. In the words of Chief Holliday "We essentially have a public relations issue here. ICP officers are solving a tremendous number of problems, but no one outside the unit knows it." Recently ICP officers in several divisions have become more aware of benefits gained by providing feedback to officers who had referred problems to the ICP units. To facilitate the flow of information regarding ICP activities several ICP officers have made efforts to personally provide feedback to referring officers about actions taken in response to their request for services. This process has improved patrol officers' knowledge of the outcomes of ICP work and has helped them understand ways the ICP program is useful to them. This has also been rewarding to ICP officers as they have gotten a positive response from some of these officers who begin to recognize positive effects of the ICP program.

In August and September, 1996, Chief Holliday traveled to three divisions to discuss the targeted areas of ICP activities. These visits allowed ICP officers to have direct contact with Chief Holliday and to provide input regarding daily activities. In May, 1997, a retreat was conducted for all ICP officers. The retreat was attended by Chief Click, four Assistant

Chiefs, several captains and lieutenants, and most of the ICP officers. The purpose of the retreat was to bolster ICP morale by highlighting the positive effects of the program and to reiterate the importance of the program to the future of DPD. The retreat was also used to try and facilitate communication with code enforcement, as a representative from this office met with officers for an hour.

Issues with ICP management showed a marked increase in wave two responses. Management issues identified by ICP officers increased from 17.2% to 25% and from 13.3% to 20.3% for Non-ICP officers. For ICP officers, management issues involved concerns about two issues: adaptation of Weed and Seed practices and support from command staff. Responses concerning adaptation of the Weed and Seed program were mixed. Some officers felt the process of identifying specific geographical areas had been helpful in focusing ICP activities and more clearly defining the role of ICP officers.

However, other officers described the Weed and Seed responsibilities simply being added to their previous work resulting in an increased workload. Still other officers indicated that nothing was changed by the Weed and Seed program other than the creation of significantly more paperwork. Patrol officers even commented on the volume of paperwork required of ICP officers, feeling ICP “has to do a lot more documentation than we do”. Finally, officers had concerns about expectations that they be responsible for bringing economic development to these neighborhoods. Officers indicated they were trained to enforce the law but they were not trained to promote economic development in neighborhoods. As stated by one officer, “I’ve been trained to do the ‘weeding’ but I can’t be responsible for ‘seeding’”.

Concerns about command staff were mentioned infrequently in the focus groups, but were noted by one third of ICP officers responding to the officer survey. Examples of management issues mentioned included: “the department needs to do more to educate other officers about what ICP does”, “Command has unreasonable expectations of what we can do”, “There is a lack of communication between ICP and patrol”, “ICP officers need for more education”, and “There is a lack of standard operating procedures for ICP”.

Non-ICP officers also expressed concerns about how the ICP program is managed. Issues involving program management cited by patrol included: poor communication between ICP and patrol, lack of clarity in the job description of ICP, the need for ICP to have more access to citizens in the Weed and Seed areas by working more evenings and weekends, and the need for ICP officers to be better trained in problem solving.

### Citizen Issues

ICP officers remained positive about citizen involvement in the wave two focus groups, echoing comments similar to those in wave one regarding the benefits of working closely with citizens. Despite these benefits, ICP officer responses were tempered by feelings that citizens may have become over-involved in some areas, becoming too demanding and dependent upon the police. Officers discussed how some citizens had come to view ICP as their “personal police force” and felt that citizens themselves, without involving the police could easily have resolved some of the problems referred. Descriptions of citizens frequently making direct calls to ICP officers, expecting them to respond immediately to the concerns of the caller, were mentioned in several groups. Some officers were finding it necessary to

clearly define their roles as ICP officers with the citizens, to help these citizens develop realistic expectations of the ICP program. Comments reflecting these issues are as follows:

- ◆ “Some citizens think they own their own private police officer. They don’t want to deal with anyone else. They are too demanding.”
- ◆ “You have to be careful what you do for some people. They come to rely on you to do things they should do for themselves. Then they get mad if you draw the line.”
- ◆ “Some citizens resist doing things for themselves. There was an apartment complex with a parking problem. We went over and wrote tickets and called DOT so she could get ‘NO PARKING’ signs. The city sent her a petition and she never sent it back.”
- ◆ “Citizens seem much more demanding recently. We were even asked to guard an Easter egg hunt!”

Other concerns were voiced about unrealistic departmental expectations regarding ICP officers responds to citizen complaints. Officers in four of the six groups mentioned incidents of citizens calling police chiefs in order to put pressure on ICP to do things in the neighborhood. This was a source of frustration as officers felt the department expected them to respond to any citizen complaint, regardless of the nature of the call. Officers felt the need to clarify their roles and responsibilities with citizens, and felt unsupported by upper management in achieving this clarity. This situation led officers to feel that they were dealing with the citizens who were most verbal, or who complained the most, rather than dealing with the most pressing problems in their areas. Examples of these comments are as follows:

- ◆ “Citizens know where the power is and the Chief says ‘we’ll be there’; without even asking us.”
- ◆ “There was a branch on someone’s roof. We don’t deal with personal property issues but when someone called the Chief, we had to go remove it. Citizens want us to use the power of the uniform for their personal stuff. Command needs to know when to say “Stop calling for those kind of issues.”
- ◆ “Its bad when an officer can’t work a more pressing problem because citizens won’t be patient and wait. They call the chief and complain that they want ‘their’ officer to come out.”

- ◆ “Community groups tell me about problems and I start working on them but the group calls downtown to and I get a call from crisis management about problems I’m already working on.”

Although ICP officers were concerned about how some citizens were responding to the ICP program, their overall feelings towards citizen involvement was more positive than negative. As indicated by one officer “But, lots of positive things are happening. Citizens seem to be participating more and the information we get from them is almost 100% accurate, especially about drugs and prostitution. When we first started we didn’t have their confidence but it is a lot different now. We are in touch with our areas.” As summarized by one experienced ICP officer, “there are problems with citizens but overall the contacts are much more positive than negative.”

Patrol officers were overwhelmingly in favor of the police working closely with the public. Comments such as “Citizens are our eyes and ears and we need them to work more effectively,” and “I get more information from the street than I get from the station,” are typical of the positive feelings patrol officers expressed regarding working with citizens. Patrol officers were frustrated by the lack of time available to spend on their beats, due to the high call-loads. Many of the older officers recounted their earlier years on the department when they had an assigned beat and were able to “work” that beat. Officers recounted stories of feeling responsible for that beat and taking crime on the beat as a personal challenge to do something to stop the problem. Patrol officers felt that they were not able to develop relationships with citizens now because they were constantly answering calls and were pressured to limit the amount of time spent on each call. They also indicated that the call load often created a need for them to answer calls at all points in the division, sometimes many miles away.

### Issues with ICP personnel

Issues with ICP personnel have improved largely as a result of the actions taken to improve relationships with patrol. Many of the concerns voiced by patrol officers involved the schedule worked by ICP officers and the less quantitative methods used to evaluate the performance of ICP. According to some managers, these comments by patrol are not unique to ICP, as these officers are often initially resistant to any new program. In spite of the natural tendency of patrol to resist new DPD programs, patrol's increased awareness of ICP activities has increased the support for ICP among patrol. Several patrol officers commented about certain ICP officers being helpful in the areas they work and that ICP has made an impact in solving some ongoing problems. During the week of working with ICP, patrol officers frequently commented that they had gained a new appreciation for ICP work. They often stated that they were glad DPD had an ICP program, recognizing it as good public relations and as a good strategy for solving long-term problems. Several stated that they were glad *not* to be in ICP, as dealing with citizens on an ongoing basis was harder than doing regular patrol. As stated by one ICP officer "there is still much room for improvement, but it (patrol acceptance of ICP) has gotten a lot better than a year ago."

### Problems with city services

ICP management has implemented several approaches to addressing this barrier. A computerized database of ICP activities was developed for three divisions in September, 1996. This database allowed improved tracking of referrals made to other city departments. This tracking system was designed to provide feedback to the city manager regarding the response times of other city departments to services requested by ICP. This effort will be

supplemented by implementation of a 311 call system designed to separate emergency calls from calls for other city services. Although its effectiveness is untested, the 311 system is designed to reduce police time spent on problems best addressed by other city services, and to track the response records of these departments.

Attempts to increase and improve communication with code enforcement have also been established. An official from code enforcement spoke with all of the ICP officers at an ICP retreat held in March, 1997 and answered questions about the process of accessing code services. Some ICP officers have also received training writing code violation citations. Finally, in their contact with citizens, ICP officers have attempted to provide education regarding what types of problems are addressed by various other city departments. This is done in an effort to change public thinking that the police should be called about any neighborhood problem, and to route calls to the appropriate channels rather than just through the 911 system.

### ***Summary***

The methodology employed in the project was able to clearly identify six distinct barriers arising during implementation of community policing in the Dallas Police Department. These barriers include: issues with resources, lack of program acceptance by patrol officers, issues with ICP management, issues with citizens, issues with ICP personnel, and problems with city services. The methodology employed was designed to identify barriers at two times: during initial stages of ICP implementation and again sixteen months later. Barriers from the perspective of both ICP and Non-ICP officers are described. Departmental solutions to these barriers were also outlined.

Results indicate that progress toward overcoming initial barriers to implementation of the ICP program has been made. ICP officers have largely been provided with concrete resources necessary to perform their responsibilities, and progress toward department-wide acceptance of the ICP program is being made. Coordination with other city services and issues with specific ICP officers were shown to have improved. ICP officers have identified problematic situations with citizens who continue to cause frustration, and issues with management of the ICP program persist in the eyes of both ICP and Non-ICP officers.



## **Chapter VII**

# **Citizen Evaluations of Police Performance: The Effects of Community Policing**

### ***Introduction***

While much research has studied community police programs, little has looked at public perceptions of the police based on whether or not community police officers are assigned to their neighborhoods. This chapter examines factors related to the assessment of police and compares citizens' responses based on whether or not community police officers are assigned to their neighborhoods.

The argument has been made that community policing is a philosophy permeating each unit of law enforcement agencies and practiced by both traditional officers and officers assigned to community police programs. Community police officers are those assigned to community policing programs that are given specific strategies evolved from the philosophy as the means to accomplish established community policing goals. As community policing programs continue to grow, the demand has increased for clarification of the ideas and practices associated with a formalized model of police work. According to Trojanowicz and Bucqueroux (1998) "community policing is a philosophy and an organizational strategy that promotes a new partnership between people and their police. It is based upon a premise that both the police and the community must work together as equal partners to identify, prioritize, and solve contemporary problems such as crime, drugs, fear of crime, social and physical disorder, and overall decay in the neighborhood, with the goal of improving the overall quality of life in the area " (p. 6). Kusow, Wilson, and Martin (1997) discuss three fundamental assumptions about community policing including: (1) the effectiveness of controlling crime is improved with

greater citizen contact and collaboration; (2) policing must be tied to community priorities and needs; and (3) considering community needs will enhance citizens perceptions of the police.

Past research has primarily focused on citizen assessment of police from two perspectives: individual demographics and the contextual nature of citizen/police interaction. Regarding age, in most cases the older the individual the better the perception of police (Reisig & Correia, 1997). A multitude of past research has shown that that minorities have a less favorable opinion of police officers (Grinc, 1994; Preiss & Ehrlich, 1966). However, Reisig and Correia (1997) reported on more recent studies showing that ethnicity impacts police assessment depending on the context of interactions with police: types of police behavior; prior experience with police; and perceived neighborhood crime and disorder. Kusow, Wilson, and Martin (1997) looked at residential location and satisfaction with police (without consideration of community police officers). Based on a mail survey of over 2,000 respondents, they found that “where one lives affects one’s overall attitudes toward the police” (p. 563) finding white suburbanites more satisfied with police performance than whites or blacks living in the city.

The past research available on community policing programs show mixed results regarding the success of such programs and the effect of the programs on citizen assessment of police. A study by Peak, Bradshaw, and Glensor (1992) found that community policing programs have a positive effect on minorities and their perceptions of the police. Radelet and Carter (1994) suggested favorable results of such programs after examining community policing experiments in numerous states. They reported that preliminary research indicates that programs responding to community needs increase citizen satisfaction and confidence in police (Radelet & Carter). They continued stating “by getting close to the community and establishing a dialogue

with citizens, the public develops a different – and more accurate – measure by which to gauge an officer’s competence and by which to determine their satisfaction with police service” (p. 74).

Liou and Savage (1996) reported on the positive effect of community policing with citizens’ perceptions of police performance showing vast improvements in public perception of police after the inception of community policing, although this was reflected for high crime areas only. Kessler and Duncan (1996) examined the impact of community policing in four Houston neighborhoods finding positive impacts in some neighborhoods and not in others. They believe until community policing efforts are documented more thoroughly and cases continue to accumulate about program successes and failures, allowing for meta-analysis, the determination of what makes community policing efforts work in some situations and not in others is difficult to ascertain.

Past studies of how community policing activities have impacted citizen perceptions of the police have not distinguished between different types of community policing activities. For example, if citizen perceptions of the police improve, these studies are not able to specifically identify what was done by community police officers to influence this improvement. It is hoped that this chapter is an important contribution to the evaluation of community police programs in addressing these issues. Through use of structural equation modeling (SEM), we examine how specific community policing activities, namely higher visibility and relationships with citizens, impact public ratings of police performance. In order to better understand the impact of these activities, the SEM model is used to control for other variables found to also impact public perceptions of the police. These variables include social disorder, victimization, age, income, and race.

### **Sample**

Respondents for this analysis were the total from the first three survey. The telephone surveys were conducted in 1996 (March to May), 1997 (April to June), and 1998 (May to September). A total of 3395 Dallas residents completed telephone surveys, with 1367 completed in wave one, 1069 completed in wave two, and 959 completed in wave three.

### **Latent Variables**

**Visibility.** Visibility was measured with a seven-item composite looking at specific situations in which citizens may have observed police within the past month. The internal consistency reliability estimate of the measure was:  $\alpha = .75$ . A high score indicates increased police visibility.

**Disorder.** Feelings related to neighborhood and/or social disorder were assessed with a brief four-item composite taken from a larger pool of eighteen indicators. A maximum likelihood exploratory factor analysis with varimax rotation yielded three factors. The four-item factor labeled “disorder” showed a mean correlation of .4461. Items included were concerned with vacant lots, abandoned homes and cars, and graffiti.

To examine the construct validity of the scale, a confirmatory factor analysis was conducted using the AMOS program (SPSS, 1999) and data from this sample of 3347 Dallas citizens. All hypothesized factor loadings were statistically significant according to the t-values provided by the AMOS program. The fit of the model to the data was:  $\chi^2 = 13.015$  ( $p < .001$ ) with two degrees of freedom. The Comparative Fit Index (CFI) was also examined as an alternative measure of goodness-of-fit computed at 1.000 indicating that the predicted matrix adequately describes the observed matrix. The total scale has an alpha of .87. Internal consistency for the four items showed an alpha of .76. A high score reflects more disorder.

**Property and personal crime.** Items relating to property and personal crime came from an eight-item scale examining citizen victimization that may have happened within the past year. A maximum likelihood exploratory factor analysis with varimax rotation was once again conducted with the most theoretically meaningful results providing a four-item, two-factor solution. The total scale contained two dimensions corresponding to victimization as related to either property crime or personal crime. Property crime items included home invasion or vandalism. Personal crime items included physical assault or threatened physical assault. Higher scores indicate victimization.

**Assessment.** Assessment of police was measured with a five-item questionnaire examining citizens' grading of the police regarding politeness, solving neighborhood problems, stopping crime and drugs, developing working relationships, and having frequent contact with Dallas residents. Respondents evaluated the police on these items by giving them a letter grade: "A" for Very Good, "B" for Good, "C" for Fair or Average, "D" for Poor, and "F" for Very Poor. Construct validity was examined with this scale by conducting a confirmatory factor analysis. The fit of the model to the data was:  $\chi^2 = 403.524$  ( $p < .001$ ) with five degrees of freedom. Goodness-of-fit measures were examined indicating adequacy of fit. The CFI was again examined along with the Tucker-Lewis Index with scores both above .95 (.989 and .967, respectively). The internal consistency reliability estimate was:  $\alpha = .91$ . High scores indicate high grades.

### ***Observed Variables***

**Heard of ICP.** This variable was measured by asking respondents whether or not they had heard about the Interactive Community Policing program with the Dallas Police Department (0 = no; 1 = yes).

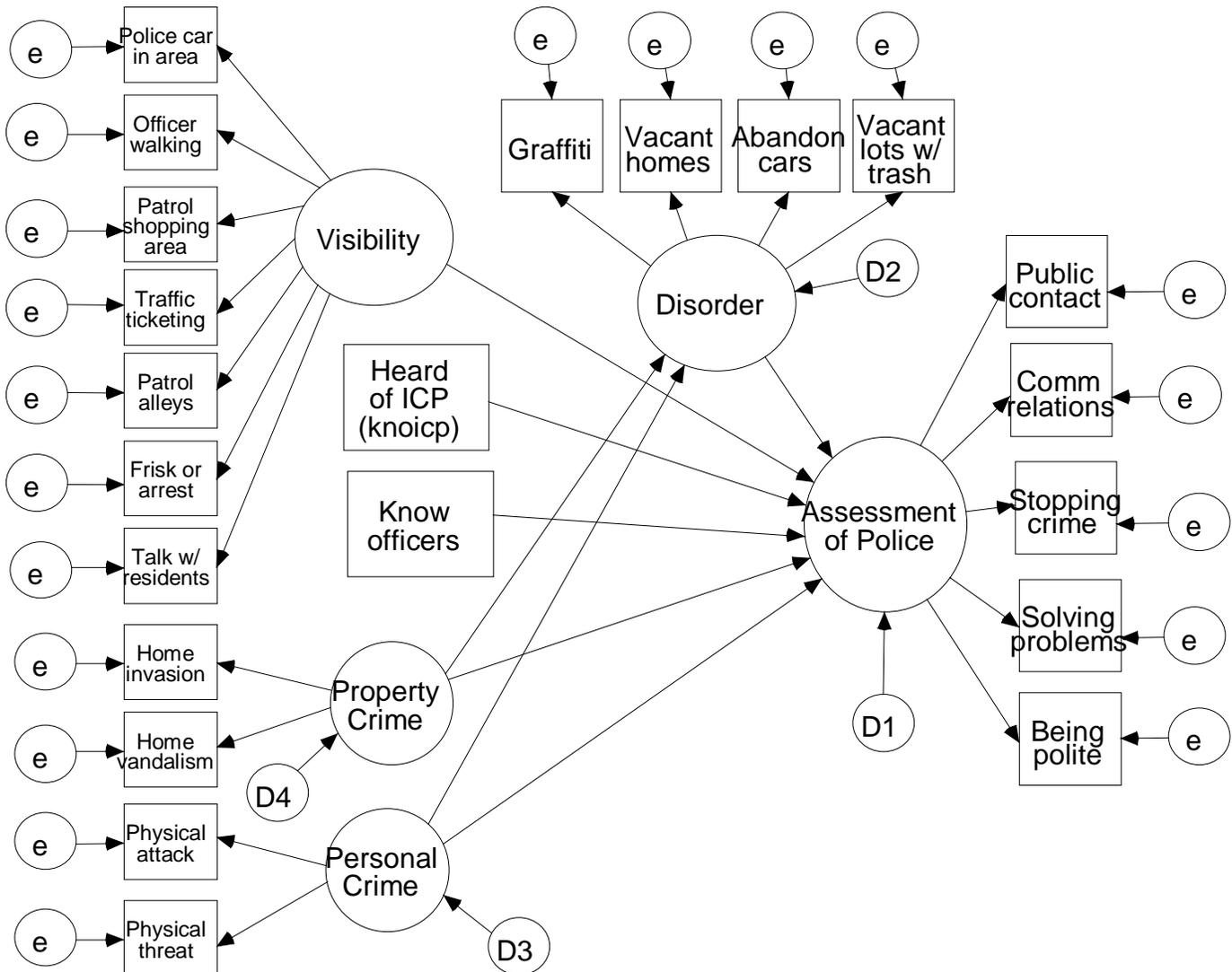
**Know officers.** Respondents were asked if they knew any police officers or Interactive Community Police officers working in their neighborhoods (0 = no; 1 = yes).

**Demographic control variables.** The relationships among visibility, disorder, property and personal crime, heard of ICP, and know officers on assessment were examined after controlling for the effects of age, race, and employment. Race and employment were both dummy coded to allow for analysis. Race had three categories (African-American, Hispanic, and Caucasian) coded into two vectors with Caucasians serving as the reference group. African-Americans and Hispanics composed 27.3% and 14.4% of the sample, respectively, while Caucasians composed 58.3%. Employment also had three categories (unemployed, working part-time, and working full-time). Those working full-time (56.2%) served as the reference group, compared to part-time workers (9.9%) and unemployed respondents (33.9%). The control variables have been excluded in the model in order to simplify the presentation of this conceptual scheme. However, these indicators were included when the model was actually estimated.

## **Results**

Structural equation modeling was used to evaluate the model depicted in Figure 7.1. This technique was chosen as it is able to take into account the effects of random measurement error when the observed and latent variables are estimated. Within the context of the present study, the sample was partitioned into two groups: citizens living in low ICP neighborhoods (N = 2051) and citizens living in high ICP neighborhoods (N=818). High ICP neighborhoods were those areas in the city of Dallas that had higher incidents of gang activities, graffiti, and drugs and prostitution than other neighborhoods. ICP officers were assigned to four designated high ICP neighborhoods within each of the three departmental divisions: Northwest, Southwest, and Southeast. ICP officer activities

**Figure 7.1 – Structural Equation Model of the Evaluation of Police Performance**



The sample size for the high ICP model was  $N = 818$ . Goodness-of-fit measures produced an acceptable fit with the NFI at .944 and the TLI at .949. Accordingly, both models adequately reproduce the correlation matrix from the observed indicators.

Considering the control variables in the low ICP area, age, race and employment status impacted a citizen's assessment of the police. More specifically, as age increased so did assessment of police although the standardized path coefficient was weak ( $\beta = .054$ ;  $p < .05$ ).

While part-time workers did not significantly impact police assessment ( $\beta = -.026$ ; non-

significant), unemployed citizens provided a more positive assessment than full-time workers ( $\beta = .076$ ;  $p < .01$ ), although again the path coefficient was weak. Considering race within the low ICP model, African-American and Hispanic citizens were more likely to provide a negative assessment of police as compared to Caucasians. Furthermore, the standardized estimate for African-Americans ( $\beta = -.152$ ;  $p < .001$ ) on police assessment was stronger than that of Hispanics ( $\beta = -.055$ ;  $p < .05$ ). Within the high ICP model, age showed a much stronger impact on assessment ( $\beta = .221$ ,  $p < .001$ ), while employment status was not significantly different among part-time or unemployed workers and full-time workers. Examining race in this model showed that African Americans again were more likely to provide a negative assessment of police compared to Caucasians ( $\beta = -.093$ ,  $p < .05$ ), while Hispanics did not differ from Caucasians in their assessment ( $\beta = .040$ ; non-significant).

**Table 7.1 - Standardized and unstandardized path coefficients on assessment of Dallas police from citizens in low and high ICP neighborhoods**

Independent Variables	Standardized Path Coefficients				Unstandardized Path Coefficients			
	Disorder	Assessment of Police	Disorder	Assessment of Police	Disorder	Assessment of Police	Disorder	Assessment of Police
	Low ICP Neighborhoods <sup>a</sup> (N=2051)		High ICP Neighborhoods <sup>b</sup> (N=818)		Low ICP Neighborhoods		High ICP Neighborhoods	
Age	-.023	.054	-.036	.221	-.897	2.267*	-.836	5.725***
Race: African American	.194	-.152	.156	-.093	7.538***	-6.228***	3.847***	-2.538*
Race: Hispanic	.169	-.055	.136	.040	6.610***	-2.257*	3.383**	1.099
Working Part-time		-.026		.023		-1.103		.634
Unemployed		.076		.069		3.203**		1.906
Visibility		.174		.183		6.792***		4.173***
Heard of ICP		.030		.035		1.258		.973
Know Officers		.185		.129		3.998***		1.865
Property Crime	.219	-.166	.250	-.090	5.556***	-4.536***	3.307**	-1.624
Personal Crime	.196	-.093	.109	-.136	4.612***	-2.743**	1.842	-2.374*
Disorder		-.087		-.178		-2.895**		-3.869***

\*= $p < .05$ ; \*\*= $p < .01$ ; \*\*\*= $p < .001$

<sup>a</sup> The fit of the model to the data was:  $\chi^2 = 1413.340$  (313 df). All goodness of fit indices were .97 or above.

<sup>b</sup> The fit of the model to the data was:  $\chi^2 = 1257.441$  (313 df). All goodness of fit indices were .94 or above.

Looking at the substantive findings within the low ICP model, the results in Table 6.1 reveal that visibility, knowing officers, and disorder impacted citizen assessment of the police. Interestingly, knowing about the ICP program did not significantly impact assessment of police ( $\beta = .030$ ; not significant), although knowing an officer working in one's neighborhood is associated with a significant increase in police assessment ( $\beta = .185$ ;  $p < .001$ ). Visibility of police within high ICP neighborhoods exerted a significant impact on assessment ( $\beta = .174$ ;  $p < .001$ ). That is, citizens who saw police driving or walking in their neighborhoods, ticketing for traffic violations, making arrests, or patrolling alleys gave a better evaluation of the police. Disorder also influenced a citizen's assessment of police although the relationship was not strong ( $\beta = -.087$ ;  $p < .01$ ); the more disorder the lower the grade. Within the high ICP model, visibility, personal crime, and disorder affected citizens' assessment of police. Again, knowing about the ICP program did not significantly impact assessment within the high ICP areas ( $\beta = .035$ ; not significant). Interestingly, knowing officers also did not significantly impact police evaluation ( $\beta = .129$ ; non-significant) in these neighborhoods. Visibility again showed a significant influence on police assessment ( $\beta = .183$ ;  $p < .001$ ), as did disorder ( $\beta = .178$ ;  $p < .001$ ).

The relationships among property and personal crime on neighborhood disorder were also examined after controlling for the effects of race and age. Within the low ICP neighborhoods, race showed a significant impact on disorder with both African-Americans and Hispanics rating disorder as a bigger problem in their neighborhoods than Caucasians ( $\beta = .194$ ;  $p < .001$   $\beta = .169$ ;  $p < .001$ , respectively). Results were similar in the high ICP areas for African-Americans ( $\beta = .156$ ;  $p < .001$ ) and Hispanics ( $\beta = .136$ ;  $p < .001$ ). Age did not significantly impact ratings of disorder in either area.

Both property crime, such as home invasion and home vandalization, and personal crime, such as physical assault or threatened physical assault, produced a significant effect on neighborhood disorder as well as police assessment within low IPC neighborhoods. It is interesting to note, however, that property crime had a stronger effect on both disorder ( $\beta = .219$ ;  $p < .001$ ) and police assessment ( $\beta = -.166$ ;  $p < .001$ ) than that of personal crime on disorder ( $\beta = .196$ ;  $p < .001$ ) and assessment ( $\beta = -.093$ ;  $p < .01$ ). That is, being a victim of a property crime in a low ICP neighborhood had a stronger effect on the ratings of neighborhood disorder, although slightly, and evaluation of police than being a victim of a personal crime. The squared multiple correlation for neighborhood disorder was 15.5 percent. Within high ICP areas, being a victim of property crime influenced the likelihood of a citizen rating neighborhood disorder as a big problem ( $\beta = .250$ ;  $p < .01$ ), while being a victim of personal crime did not significantly influence ratings of disorder ( $\beta = .109$ ; non-significant). Interestingly, being a victim of property crime had a weak effect on assessment of police ( $\beta = -.090$ ; non-significant), while being a victim of a personal crime had a stronger effect on assessment ( $-.136$ ;  $p < .05$ ) for citizens living in high ICP neighborhoods. The squared multiple correlation for neighborhood disorder in high ICP neighborhoods was 12.5 percent.

Overall, the variables in the low ICP neighborhood model depicted in Figure 1 explain 16.3 percent of the variance in the assessment of police measure and 22.0 percent of the variance in the high ICP neighborhood model.

### ***Discussion***

The purpose of this chapter was to examine community policing activities and determine whether they have an impact on evaluating the police. Two models were evaluated: citizens' assessment of police in low ICP areas and citizens assessment in high ICP areas. While both

models showed relatively low overall explained variance, comparisons between the two models revealed a number of interesting findings. Citizens' evaluation of the police deviated between the two models mainly with the variables of race, property crime, police visibility, and knowing officers.

Both Hispanics and African Americans graded the police higher in high ICP neighborhoods than in low ICP neighborhoods. More specifically, Hispanics graded the police over three times higher in the high ICP neighborhoods than those in the low ICP areas. In fact, Hispanics in the high ICP neighborhoods graded police higher than did Caucasians or African Americans. Hispanics in low ICP neighborhoods graded police lower than Caucasians. One possible speculation for this may be that Spanish-speaking officers were hired specifically to work in those high ICP neighborhoods with a high Hispanic population leading to better communication between officers and citizens. This coincides with the research of Peak, Bradshaw, and Glensor (1992), although more research is needed to verify this finding. Among African Americans, those living in high ICP neighborhoods graded police 2.5 times higher than those in low ICP neighborhoods, although Caucasians in both neighborhoods graded the police better than African Americans.

Property crime had a much greater impact on police assessment in low ICP areas. Citizens in low ICP neighborhoods whose homes had either been broken into or vandalized graded the police almost three times worse than those in high ICP neighborhoods with the same property crimes. However, grading was similar in both neighborhoods when considering personal crime issues such as physical threats or attacks. Those in low ICP areas graded the police only slightly lower than citizens in high ICP neighborhoods.

Interestingly, citizens living in low ICP neighborhoods graded police higher when considering issues of police visibility and knowing officers. Those from low ICP areas graded the police 1.6 times higher than those from high ICP areas if they had seen police driving or walking in their neighborhoods, giving traffic tickets or arresting individuals, patrolling alleys, or talking with neighbors than citizens in high ICP areas. Similarly, knowing officers led to grades 2.1 times higher among low ICP citizens compared to citizens from high ICP areas. Merely hearing about the ICP program had little effect on assessing the police from either area.

In conclusion, the results of this study have shown visibility, personal crime, and social disorder to have the most impact on citizen assessment of police in those areas in which community police officers are assigned. Continued research is necessary before the impact of community policing can be assessed with any validity. Peak and Glensor (1996) suggest that “community policing is evolutionary and occurs as a result of refining past practices, implementing new strategies and accepting small wins in lieu of major victories” (p. 19).

## Study Measures

### **Visibility – Response to the following questions include Frequently, Once in Awhile, or Not at All.**

During the past month how often have you seen...

- sp81: a police car driving through your neighborhood?
- sp82: a police officer walking or standing on patrol in the neighborhood?
- sp83: a police officer walking on patrol in the nearest shopping area?
- sp84: a police officer pull someone over for a traffic ticket in your neighborhood?
- sp85: a police officer patrolling in the alley or checking garages or in the back of buildings?
- sp86: a police officer searching or frisking anyone here in your neighborhood breaking up groups or arresting anyone?
- sp87: a police officer chatting or having a friendly conversation with people in the neighborhood?

### **Disorder – Response to the following neighborhood problems includes Big Problem, Somewhat of a Problem, or No Problem.**

- np1valot: Vacant lots filled with trash and junk.
- np2abcar: Abandoned cars in the streets and alleys.
- np3abhse: Abandoned houses or other empty buildings in this area.
- np4grfti: Graffiti, that is, writing or painting on walls or buildings.

### **Property Crime – Response to the following property and personal crime questions includes yes or no.**

- vict32: During the past year has anyone broken into your home or garage to steal something?
- vict35: In the past year has anyone damaged or vandalized your home, for example, by writing on the walls, or breaking windows?

### **Personal Crime**

- vict44: Has anyone physically attacked you or actually been violent with you in an argument or fight?
- vict45: Has anyone threatened or tried to hurt you even though they did not actually hurt you?

### **Assess – Response for the following questions includes evaluation of police by giving them a letter grade: “A” for Very Good, “B” for Good, “C” for Fair or Average, “D” for Poor, and “F” for Very Poor.**

- grade88: On average, how polite are the Dallas police when dealing with people?
- grade90: How good a job are the police doing in terms of solving neighborhood problems?
- grade91: How good a job are the police doing in terms of stopping crime and drugs in the community?
- grade92: How good a job are the police doing in terms of developing working relationships with the community?
- grade93: How good a job are the police doing in terms of having more frequent contact with Dallas residents?

## Chapter VIII

### **Fear of Crime from the Perspective of Citizens Living in High and Low Crime Areas: A Qualitative Study**

During the 1960s, an emergence of the youth counter culture and antiwar and Civil Rights movements brought about a broadening gap between police and citizens. Law enforcement agencies were acknowledged by the public as being fraught with corruption, having reputations for excessive and unneeded force. The public distrusted the police and lost confidence in their capability to protect. It was during this time that police organizations began to rethink their policies and practice to adapt to a changing environment (Zhao & Thurman, 1997). Departments began looking at ways to encourage a more positive alliance between police and citizens and to address issues such as officer attitudes and behaviors, minority relations, and community expectations.

In the early 1980s, community policing emerged as a concept geared to reunite the police with the community (Peak & Glensor, 1996). The purpose behind community policing was to emphasize problem solving techniques in order-maintenance and peacekeeping functions (Kratcoski & Dukes, 1995). This concept required that officers take a more in-depth look beyond just handling criminal incidents to address the underlying conditions of neighborhood decay (Peak & Glensor). Kratcoski, Dukes, and Gustavson (1995) recognize one goal of community policing to include reducing citizen's fear of crime, thus improving quality of life. The recent surge of community policing programs across the country is indicative of the importance of police interaction within communities.

The aim of this qualitative study is to explore the relationship between citizens and community police officers, known as Interactive Community Police (ICP) Officers. This study,

specifically examines citizen's fear of crime (through perceptions of feelings of safety) in high and low crime areas. Literature available on this topic has not explicitly addressed apparent differences regarding fear of crime and perceptions of safety in high and low crime areas. Nor has research looked specifically at the differences of police interaction with citizens living in high or low crime risk neighborhoods.

Our goal is to compare fear of crime in high crime areas with fear of crime in low crime areas as related to citizens' perceptions of safety, and to explore the relationship of individuals who are living in these areas with officers. The research questions are: how do we explain differences in perceptions of feeling safe among citizens who live in high and low crime areas and receive community policing? and how do we explain differences in relationships with ICP and/or patrol officers among citizens who live in high and low crime areas?

### ***Research Procedures***

**Description of Setting and Participants.** A sample of 29 individuals was selected from four neighborhood crime watch groups located in southwest Dallas, Texas. Neighborhood crime watch (NCW) groups began during the late 1960s to promote greater involvement of citizens in the prevention of crime (Bennett, 1990). The underlying assumption is that community members can generate or strengthen informal social control by taking direct action to alleviate crime and other problems in their neighborhoods (Bennett). Purposeful selection of NCW groups was based on the following criteria: (1) setting - participants belonged to NCW groups; (2) homogeneity - participants were selected to ensure representation across race and gender within high and low crime risk areas for use in controlled comparisons; and (3) heterogeneity - high and low crime risk areas were chosen to ensure range of variation. The crime watch leaders were

contacted over the phone and permission was granted to conduct a focus group at each group's meeting site.

**Data Collection.** Focus group interviews were selected as the data collection technique. This technique was chosen as it encourages participants to “speak freely and completely about behaviors, attitudes, and opinions they possess” (Berg, 1998, p. 100). Additionally, one-shot collection was necessary, and the focus group interviews allowed a greater number of participants interviewed in a short period of time. Interviews were conducted over a two month period. Focus groups ranged in size from three to twelve members in attendance. A total of eight NCW members were interviewed in high crime areas, with the remaining 21 NCW members from low crime areas. While NCW membership was greater in the lower crime area, all groups had satisfactory participation during interviews.

Focus groups were the only tool of data collection. Triangulation of other techniques is beneficial in validating responses, but was not obtainable for this project. Use of other techniques for purposes of verification can impact the validity of the findings and should always be considered. Since other tools were not used in this study, verification of data took the form of peer review in which interviews were read upon write-up by the project coordinator allowing questions regarding methods, meanings, and interpretations of responses. Additionally, two project staff attended each focus group producing interrater reliability. Furthermore, most focus group interviews were audio taped and then stored in a locked office for subsequent review, if necessary. The use of these measures helped to ameliorate the effects of researcher bias increasing the trustworthiness of the study.

The interview opened with an explanation of our reason for attendance and a statement regarding participant confidentiality. If any police officers were in attendance they were given

an explanation of our purpose and then asked to leave to allow participants to be more open in their comments regarding police. The interview consisted of asking NCW members ten open-ended questions about three particular issues: (1) perceptions of neighborhood safety; (2) perceptions of police and familiarity with specific officers; and (3) the nature of police contacts and perception of police and/or neighborhood mobilization. Prompting by the interviewer for further elaboration and for full member participation was used when necessary to allow response saturation for each issue. A summary of major points was then given by the interviewer, and a final question allowing follow-up comments completed the interview.

Grounded theory methods were used to analyze the data (Glaser & Strauss, 1967). The constant comparative method of analysis and its coding procedures were used (Creswell, 1998). Open coding provided categorical development, axial and selective coding helped to interconnect the categories and build a “story” in which theoretical propositions then emerged. Included in this were the following steps: (1) forming initial categories of information including (a) perceptions of safety including fear of crime and perceptions neighborhood crime problems, and (b) perceived relationship with police; (2) identifying central categories about the phenomenon; (3) comparing these themes across high and low crime areas; and (4) presenting conditional propositions. NUD\*IST (non-numerical unstructured data indexing, searching, and theorizing; Richards & Richards, 1994), a theory-building computer program, was used to search for themes, cross themes, and to develop a visual picture of the categories.

### ***Perceptions of Safety***

Citizens responded to questions regarding feelings of safety in varied ways. This question asked about feelings of safety in their neighborhoods compared to one year ago. The respondents who stated they felt less safe were more expressive in their answers.

*I don't think we'd be here (at this meeting) if we felt safe. I don't feel safe! I really don't! Nothing's happened to me...but I try to be aware.*

*I think things are less safe than six months ago due to all the gun shots and drug trafficking. We have more drugs over here now than we ever did.*

*I would not even drive down the street at 11pm because of not feeling safe. The only time I feel safe driving around at night is when the weather is bad as it keeps them (drug dealers) inside.*

Other members stated they felt safer or somewhat safe, but only one comment was made about feeling very safe.

*As far as I'm concerned I feel very safe. The crime rate is low, it has dropped. (low crime area respondent)*

Some citizens were fearful of drug traffickers, retaliation, juvenile delinquency, and gang problems.

*Gangs are recruiting heavily. We need the federal prosecutor to go after and arrest them. We have the laws to do it....Two weeks ago a gangster stole a car, and in the process hit and killed a child!*

Other issues mentioned included dilapidated houses, damaged or non-existent street lights, and needed traffic signals.

*There is an old house that has been moved into the neighborhood that is run down. It should have never been moved in!*

*So far we are classified as having a very low crime rate, but we want to continue to stay alert. Our neighborhood isn't attacked by what other neighborhoods have, but everything does affect everything. At the present time I feel safe but there are things we could improve on....We need to put more lights up. We go to the shopping center and should put our presents in the trunk. We need to stay aware.*

Overall, citizens in high crime areas feared drug dealers and users and gang activity, while those in low crime areas mentioned teenagers hanging out and the need for more street lights.

While citizens in low crime areas often have similar perceptions of safety and feelings of fear as those in high crime areas, the issues causing their fearfulness are often unrelated to criminal activity. Reducing crime is often viewed as the key ingredient in reducing fear of crime. However, recent research has shown that other significant factors independent of criminal activity relate to this issue. Conditions such as unregulated, uncivil, or rowdy behaviors observed on neighborhood streets, degeneration of physical structures, and diminished maintenance of both public and private properties affect perceptions of fear (Norris & Kaniasty, 1992; Perkins & Taylor, 1996). An example of this was seen in one respondent who appeared to be very fearful, yet lived in a low crime area and had not been victimized.

*I don't think we'd be here (at this meeting) if we felt safe. I don't feel safe! I really don't! Nothing's happened to me...but I try to be aware.*

Perkins and Taylor (1996), in research on fear of crime and community disorder, report that resident's perceptions of disorder and fear of crime depends on level of physical and social disorder. They report on research suggesting "that observed (physical) disorder might influence neighborhood fear only for neighborhoods whose future was uncertain; in extremely stable neighborhoods, and in extremely disadvantaged locales, disorder will not influence fear (Taylor, Shumaker, & Gottfredson, cited in Perkins & Taylor, 1996). In the former case, residents are buffered by their secure future; in the latter case, given other extant problems, impacts of observed incivilities become diminished through a process analogous to cognitive adaptation" (Perkins & Taylor, p. 66)

This could be seen in the differences of concerns in high and low crime areas; the former area with criminal activity, and the latter with physical decay.

*(I) feel less safe in the last six months because of increase in the drug houses, gangs, and prostitutes. (high crime area respondent)*

*They are watching us cause some of them know we are with the crime watch. The drug houses are getting worse and people just walking up and down the street all hours of the night. (high crime area respondent)*

*The drugs get worse in the summer time. As things move on to the night and it gets later things get worse with all the drinking and drugs. (high crime area respondent)*

*Watch the litterers and arrest them! (low crime area respondent)*

*Get rid of the 18-wheelers. We need more code enforcement! (low crime area respondent)*

*We don't have left hand signals as much for our protecting. Now we have to take a chance turning on certain street corners. (low crime area respondent)*

While some high crime area respondents mentioned concerns about physical decay and some low crime area respondents had concerns about criminal activity, the overwhelming majority of citizens made statements similar to the issues stated above depending on their area's crime risk.

### ***Perceived Relationship with Police***

Responses were mixed in this category. One group, in a high crime area, had only positive comments about ICP and patrol officers. The remaining three groups were mixed in their responses. A break down of group responses showed 63% and 20% positive comments for the two low crime area groups, and 55% positive comments from the remaining high crime group. Some positive responses included:

*Officers are great people.*

*I had a good experience with the police...I accidentally dialed 911 and even though I told the dispatcher it was a mistake a policeman still came to see if everything was OK. I appreciated that.*

*They'll do whatever they can to help me and our neighborhood.*

*We talk with people who don't interface with their officers....Their attitude is completely different. We invite them (the police) to meetings, give them award certificates. We raised money to buy them bikes. We go to bat for them when they need equipment.*

Negative comments were more forceful and acerbic.

*We are very supportive of the police but we see them sitting around all the time.*

*When I call (the police) nothing happens.*

*(participant described finding a family member's stolen truck with bullet holes in it) The police took four hours to respond, then asked "Do you want us to call a tow truck?"!*

*I only see police when there is a crime in the area!*

*We asked 15 times for a street light!*

Negative comments were not only against officers, but many comments were made against the police department.

*The police officers are good, but the further up the ladder you go is not good.*

*I have a strong liaison with the beat (ICP) officers. I know them by name. (with sarcasm) We are doing the best we can with headquarters though.*

*If you say you need more police officers the Deputy Chief says that you don't need more. There is a distinct problem between the officers on the street and those higher up. They don't have the same outlook. Those higher up are out of touch with the citizens.*

*It's a neighborhood joke that the gangs got their idea of turf from the police department!*

A few themes emerged while exploring the differences between high and low crime area responses regarding their relationship with ICP or patrol officers. NCW groups in high crime areas felt the police were aware of crime problems affecting their communities. They reported knowing who their ICP officers were and going to them with concerns.

*ICP officers understand we're trying to help.*

*We've gotten to know who's on when and how well we'll be able to get responded to get things done.*

*The ICP officers turn all the information on the drug houses and drug dealers to the narcotics department that, in turn, runs an investigation before they take the house down or make arrests.*

*Some officers give us their beeper number, some don't.*

*One of the things that makes a difference is when neighborhood police get personally involved. For example, there is an elderly lady on Bishop who had some guys do work for her in exchange for an apartment. They conned her, and the neighborhood police officer got people organized to help her. He's gone way beyond what's expected.*

Comments from low crime areas showed less knowledge about the ICP program and less interaction with police.

*(with sarcasm) Are we supposed to know them by name? I have never seen them!*

*What's community policing?*

*We didn't have (ICP) officers at our crime meetings. We have them now. I checked to get them out here this year and she (one of the ICP officers) is out here this year. That was one of the problems - no officer. We don't see officers, though, unless there's a crime.*

*When my kids see a police car they run and hide because they only see police when people have done something bad.*

*Response to the question "Do the officers who work in your area listen to your thoughts and concerns about your neighborhood?" NO!*

*We hardly ever see patrol cars. I never see any on my street. We have never had routine patrol, never.  
There is no police visibility.*

Another interesting area in which distinction between the different groups emerged was in the amount of citizen pro-activity towards solving community problems. High crime areas reported more citizen action than low crime areas.

*Today I called the school district about graffiti on a building. Graffiti is one of our bigger problems; last year it was auto thefts...that's what generated the parade...we had to release our anger. This year there's no need. We're having a more positive parade this year. (high crime area respondent)*

*We will be having the parade with National Night Out. We'll also have informational booths and dinner. Also, five neighborhoods have banded together to address concerns. We're starting to do fundraising to implement the Bishop-Davis Urban Design study which includes crime prevention through urban design. (high crime area respondent)*

*Personally, I am working with the school...James Elementary...with the attendance officer. I helped file 40 cases on parents and sent 300 warning letters (regarding truancy). (high crime area respondent)*

*(story shared about local youth who broke into a school in the neighborhood with friends casing \$14,000 damage) The neighborhood leaders agreed and advocated for supervising him and his community service, which he did with his parents and people from the neighborhood, for six Sundays cleaning the alleys. The kid is doing well now...his two friends went to TYC (Texas Youth Commission). (high crime area respondent)*

*After the robbery, I called and we did get extra patrol. (low crime area respondent)*

*One of the greatest things is to make people who live in our area become part of the neighborhood watch group. We come to the meetings regardless of trouble or not trouble! (low crime area respondent)*

*It's up to the residents of the neighborhood to develop and participate in our neighborhood watch. We need to become more cohesive in working together.*

As can be seen from the statements above, citizens in high crime areas took a more active role in community organization. They organized information booths, sent truancy letters out to parents, and started fundraising efforts among other activities. Low crime area residents were active in calling police for more patrol and attending NCW meetings, but did not report on actively organizing events to solve community problems. One reason for this may be that the problems residents of low crime areas reported were not related as often to the life-threatening issues seen with criminal activity; drugs, gangs, guns. Their concerns were geared more around neighborhood physical decay; litter, street lights, turn-signals, etc. Living in the hazardous conditions in high crime areas could very well push one into becoming actively involved in better the neighborhood - his or her life might depend on it!

## **Summary**

The main interest of these comparisons is to draw attention to a number of essential elements often ignored in current research. First, in areas of lower criminal activity, citizens

reported perceptions of feeling unsafe, but reported physical decay over criminal activity as the cause of their fear. Second, while high crime areas were focused on the seriousness of criminal activity and these citizens also reported feeling unsafe, residents were actively involved in bettering their neighborhoods and reported positive relationships with the police. Furthermore, low crime area residents were less active in bettering their neighborhoods and reported less positive relationships with police.

Regarding fear of crime and perceptions of safety, much research has shown that reducing crime is not the only issue involved in reducing fearfulness. Norris and Kaniasty (1992), reporting on previous research, found that fear of crime has actually increased in neighborhoods in which crime was reduced. They also report that precautionary behavior is not necessarily effective in reducing perceptions of fear. Additionally, they report that fearfulness may increase for citizens involved in community efforts to combat crime because citizens are more aware of crime and have more contact with police and police reports, thus resensitizing them to the disorder around them. The above-mentioned research is consistent with the findings in this study. The majority of citizens who participated in this study indicated fear of crime regardless of their area's crime rate.

Radelet and Carter (1994) report on research analyzing attitudes toward law enforcement officers and found persons with limited contact to police as having the most favorable attitude towards them. This is contrary to findings in this study. However, the above research did not involve community policing. Liou and Savage (1996) report on the positive effect of community policing with citizens' perceptions of police performance. Their research has shown vast improvements in public perception of police after the inception of community policing. This was reflected in this study for high crime areas only. Residents in low crime areas reported less

satisfaction with police. One explanation for this may be that although both high and low crime areas receive community policing services, officers are more likely to concentrate their time and efforts within the high crime areas, leaving less time for low crime areas. This was apparent in responses from citizens in low crime areas reporting low visibility of officers in their neighborhoods, less knowledge of community policing, and less contact with Interactive Community Police officers.

The results of this study have shown that while it is important to continue efforts at reducing criminal activity, concentration should also focus on problems such neighborhood physical decay. Correspondingly, neighborhood physical decay, as well as neighborhood criminal activity, is a factor in perceptions regarding personal safety and fear of crime. Additionally, high crime areas with community policing programs encourage police-citizen partnerships. It appears from this study that residents in high crime areas are more willing to become active participants in solving community problems than residents in low crime areas. Furthermore, residents in low crime areas are more reliant upon police services in community problem solving efforts.

In conclusion, continued research is needed in this area to understand the issues involved in combating neighborhood problems. Additionally, such research can aid in the development of community policing programs which aim toward improving the alliance between citizens and police.

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## Appendices

**Citizen Phone Survey  
1996**

“HI! I am working on a research project studying crime in Dallas. I would like a few minutes of your time to ask you some questions about this important issue. Your answers are strictly anonymous and at no time will I ask you your name.

- Do you live in Dallas?      Yes      No

If not a Dallas resident, end the survey by stating: **“Thank you for your time”**

- How long have you lived in Dallas? \_\_\_\_\_

If less than 6 months, end the survey by stating: **“Thank you for your time”**

- Are you age 18 or over?      Yes      No

If under 18 state: **“Can you please ask someone who is 18 or over to come to the phone.”**

If no one is 18 or over, end the survey by stating: **“Thank you for your time”**

NEIGHBORHOOD PROBLEMS (Social Disorder)

I am going to read a list of things that you may think are problems in your neighborhood. After I read each one, please tell me whether you think it is a Big problem, Somewhat of a problem, or No problem in your neighborhood. The first is . . .

	Big Prob	Some Prob	No Prob	Don't Know
1. Vacant lots filled with trash and junk? Do you think this is a Big problem, Somewhat of a problem, or No problem in your neighborhood?	3	2	1	9
2. Abandoned cars in the streets and alleys?	3	2	1	9
3. Abandoned houses or other empty buildings in this area?	3	2	1	9
4. Graffiti, that is , writing or painting on walls or buildings?	3	2	1	9
5. Public drinking?	3	2	1	9
6. Truancy; that is, kids not being in school when they should be?	3	2	1	9
7. Disruption around schools; that is, youth hanging around making noise, vandalizing, or starting fights?	3	2	1	9
8. Groups of people hanging out on corners or in the streets?	3	2	1	9
9. Drug dealing on the streets?	3	2	1	9
10. Cars being vandalized -- things like windows or radio aerials being broken?	3	2	1	9
11. Cars being stolen?	3	2	1	9
12. People breaking in or sneaking into homes to steal things?	3	2	1	9
13. People being attacked or robbed?	3	2	1	9
14. Parents who don't take proper care of their children?	3	2	1	9
15. People selling alcohol to minors?	3	2	1	9
16. Liquor stores attracting troublemakers.	3	2	1	9
17. Shootings and violence by gangs?	3	2	1	9
18. Rape or other sexual attacks?	3	2	1	9

NEIGHBORHOOD SATISFACTION/SUPPORT

19. In general, in the past year would you say your neighborhood has become a better place to live, stayed about the same, or gotten worse?

BETTER	3
SAME	2
WORSE	1
UNCERTAIN	9

20. Do you really feel a part of your neighborhood, or do you think of it more as just a place to live?

FEEL PART OF NEIGHBORHOOD.....	2
JUST A PLACE TO LIVE	1
UNCERTAIN	9

21. On the whole, how do you feel about your neighborhood as a place to live? Are you very satisfied, somewhat satisfied, somewhat dissatisfied, or very dissatisfied?

VERY SATISFIED	4
SOMEWHAT SATISFIED	3
SOMEWHAT DISSATISFIED.....	2
VERY DISSATISFIED	1
UNCERTAIN	9

22. Please think about the last time when no one was home for at least a day or two. Did you ask a neighbor to watch your home?

YES	1
NO	0
UNCERTAIN	9

23. In the past year, have any of your neighbors asked you to watch their home?

YES	1
NO	0
UNCERTAIN	9

24. During the past year have you seen or heard about any cleanup campaigns to remove trash and clean up your neighborhood?

YES	1
-----	---

NO	0
UNCERTAIN	9

**FEAR OF CRIME**

25. How safe would you feel being alone outside in your neighborhood at night.

VERY SAFE	4
SOMEWHAT SAFE	3
SOMEWHAT UNSAFE	2
VERY UNSAFE	1
DON'T GO OUT AT NIGHT .....	8
UNCERTAIN	9

26. Is there any particular place in your neighborhood where you would be afraid to go alone either during the day or after dark?

YES	1
NO	0
UNCERTAIN	9

The responses for the next 5 questions are Very often, Somewhat often, Rarely, or Never at all.

	Very Often	Somewhat Often	Rarely	Never	D/K
27. How often does worry about crime prevent you from doing things you would like to do in your neighborhood? Is it Very Often, Somewhat often, Rarely, or Never at all?	4	3	2	1	9
28. When you leave your home or apt. how often do you think about being robbed or physically assaulted?	4	3	2	1	9
29. When you leave your home how often do you think about it being broken into or vandalized while you're away?	4	3	2	1	9
30. When you're in your home how often do you feel afraid of being attacked or assaulted?	4	3	2	1	9
31. In general, how often are you fearful of being the victim of a violent crime?	4	3	2	1	9

Next, I would like to ask you about some things which may have happened to you or other members of your household during the past year. As I read each one please think carefully and tell me if it happened to you or your family during the past year.

Questions in Columns 2 & 3 for YES response only	2. Was this reported to the police?			3. Did this happen in your neighborhood					
	Yes	No	Unc	Yes	No	Unc	No	Yes	Unc
32. During the past year has anyone broken into your home or garage to steal something?	1	0	9	1	0	9			
33. Have you had anything taken from inside your home by someone, like a visitor, during the past year?	1	0	9	1	0	9			
34. To the best of your knowledge, has anything of value been stolen from your mailbox during the past year or has someone tried to?	1	0	9	1	0	9			
35. In the past year has anyone damaged or vandalized your home, for example, by writing on the walls, or breaking windows?	1	0	9	1	0	9			
36. Have you or anyone in this household owned a car, motorcycle, or truck during the past year?	1	0	9						
<b>*IF "NO" GO TO Q 40*</b>									
37. Did anyone steal that vehicle or try to, during the past year?	1	0	9	1	0	9	1	0	9
38. Other than that, did anyone take anything from your vehicle or try to steal parts of it?	1	0	9	1	0	9	1	0	9
39. (Other than that), did anyone deliberately damage your vehicle or vandalize it?	1	0	9	1	0	9	1	0	9
40. Except for motor vehicles, have you had anything stolen that you left outside your home?	1	0	9	1	0	9	1	0	9

Questions in Columns 2 & 3 for YES response only	2. Was this reported to the police?			3. Did this happen in your neighborhood					
	Yes	No	Unc	Yes	No	Unc	Yes	No	Unc
41. During the past year has anyone stolen something directly from you by force or after threatening you with harm?	1	0	9	1	0	9	1	0	9
42. In the past year has anyone stolen something directly from you, <u>without</u> using force or threatening you?	1	0	9	1	0	9	1	0	9
43. (Other than that), has anyone tried to steal something from you forcefully even though they did not get it?	1	0	9	1	0	9	1	0	9
44. (Other than that), has anyone physically attacked you or actually been violent with you in an argument or fight?	1	0	9	1	0	9	1	0	9
45. In the past year has anyone threatened or tried to hurt you even though they did not actually hurt you?	1	0	9	1	0	9	1	0	9
46. Has anyone sexually attacked you or tried to?	1	0	9	1	0	9	1	0	9
47. During the past year have you been a victim of any crime not just mentioned?	1	0	9	1	0	9	1	0	9

47a. Could you tell us what the crime was? \_\_\_\_\_

**GO TO Q 48 IF RESPONDENT EXPERIENCED A CRIME BUT DID NOT REPORT IT (ANY “NO” IN COLUMN 2)**

**GO TO Q 49 IF RESPONDENT REPORTED ALL CRIMES OR WAS NOT A VICTIM (ALL BLANK OR “YES” IN COLUMN 2)**

**Ask only to respondents who experienced a crime during the past year but did not report it (anyone who has a “NO” response in Column 2 for questions 32-47.)**

**48. What were the reasons for not reporting incidents to the police?** (Check all that apply- -if they ask about more than one incident, tell them to consider only the most recent incident) .

Describe answer (Code it after survey is completed) \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

	YES	NO	D/K
a. Too embarrassing	1	0	9
b. Afraid of the offender	1	0	9
c. Dealt with it another way	1	0	9
d. Not important enough-minor offense	1	0	9
e. Felt sorry for the offender	1	0	9
f. Crime due to my own carelessness	1	0	9
g. Did not want to get involved	1	0	9
h. Didn't want police in my life	1	0	9
i. Police couldn't do anything	1	0	9
j. Didn't trust police	1	0	9
k. No confidence in the justice system	1	0	9
l. Other, please specify _____			

**SECURITY MEASURES**

**Which of the following, if any, have you placed in your home or apartment to make you feel safer from crime?**

	<b>YES</b>	<b>NO</b>	<b>D/K</b>
49. Burglar alarms	1	0	9
50. Extra door locks	1	0	9
51. Window guards	1	0	9
52. Weapons (Guns, knives, baseball bats, etc.)	1	0	9
53. Police department identification stickers	1	0	9
54. Dogs (for protection not just pets)	1	0	9
55. Outside security lights	1	0	9
56. Other	1	0	9

**Which of the following items do you carry to protect yourself when you leave your home?**

	<b>YES</b>	<b>NO</b>	<b>D/K</b>
57. Gun	1	0	9
58. Knife	1	0	9
59. Mace	1	0	9
60. Tear gas	1	0	9
61. Whistle	1	0	9
62. Other	1	0	9

**Which, if any, of the following have you done to make you feel safer from crime?**

	<b>YES</b>	<b>NO</b>	<b>D/K</b>
63. Asked friends to stay over	1	0	9
64. Stayed home more often	1	0	9
65. Engraved ID on valuables	1	0	9
66. Taken self-defense course	1	0	9
67. Participated in neighborhood watch	1	0	9
68. Received order for protection or harassment order	1	0	9
69. Other	1	0	9
70. None	1	0	9

**FAMILIARITY WITH ICP**

We have a few questions about a new program that has been announced by the Dallas Police Department. It is called Interactive Community Policing or ICP. It calls for more cooperation between the police and the residents of Dallas.

71. Have you heard about this new program?

YES .....1

NO.....0 [Go to Q 77 ON NEXT PAGE]

UNCERTAIN .....9 [Go to Q 77 ON NEXT PAGE]

72. How did you hear about it?

Major Newspapers 1

Neighborhood newspaper 2

Heard on TV/Radio 3

Heard from someone 4

Printed information (not Newspapers).....5

Uncertain 9

73. Do you know any ICP officers who work in your neighborhood.

YES .....1

NO.....0 [GO TO Q 75]

UNCERTAIN .....9 [GO TO Q 75]

74. Do you know his or her name(s)?

YES 1

NO 0

UNCERTAIN 9

74a If YES, write name(s): \_\_\_\_\_.

75. Do you know any police officers other than ICP officers who work in your neighborhood?

YES 1 [GO TO 79]

NO 0 [GO TO 79]

UNCERTAIN .....9 [GO TO 79]

76. Do you know his or her name(s)?

YES 1 [GO TO Q 79]

NO 0 [GO TO Q 79]

UNCERTAIN.....9 [GO TO Q 79]

76a. If YES, write name: \_\_\_\_\_.

77. Do you know any police officers who work in your neighborhood.

YES	1
NO	0
UNCERTAIN	9

78. Do you know his or her name?

YES	1
NO	0
UNCERTAIN	9

If YES, write name: \_\_\_\_\_.

79. Are police officers in your neighborhood doing anything new to cooperate with the community?

YES	1
NO	0 [Go to Q 81]
UNCERTAIN	9 [Go to Q 81]

80. What are some examples of what the officers have been doing?

Record the examples:

---

---

---

Here are a few specific situations in which you might have seen the police in the past month. During the past month how often have you seen . . .

	<u>Frequently</u>	<u>Once in awhile</u>	<u>Not at all</u>	<u>D/K</u>
81. A police car driving through your neighborhood?	2	1	0	9
82. A police officer walking or standing on patrol in the neighborhood?	2	1	0	9
83. A police officer walking on patrol in the nearest shopping area?	2	1	0	9
84. A police officer pull someone over for a traffic ticket in your neighborhood?	2	1	0	9
85. A police officer patrolling in the alley or checking garages or in the back of buildings?	2	1	0	9
86. A police officer searching or frisking anyone here in your neighborhood breaking up groups or arresting anyone?	2	1	0	9
87. A police officer chatting or having a friendly conversation with people in the neighborhood?	2	1	0	9

Now I'd like to get your opinion about how good a job the police are doing in Dallas. For each question, I'd like you to evaluate the police by giving them a letter grade as if you were in school -- "A" for Very Good, "B" for Good, "C" for Fair or Average, "D" for Poor, and "F" for Very Poor.

	<u>A</u>	<u>B</u>	<u>C</u>	<u>D</u>	<u>F</u>	<u>D/K</u>
88. On average, how polite are the Dallas police when dealing with people? What letter grade would you give them for politeness? A, B, C, D, or F	4	3	2	1	0	9
89. How fair are the Dallas police when dealing with people? Again, please grade them with an A, B, C, D, or F.	4	3	2	1	0	9
90. How good a job are the police doing in terms of solving neighborhood problems	4	3	2	1	0	9
91. How good a job are the police doing in terms of stopping crime and drugs in the community?	4	3	2	1	0	9
92. How good a job are the police doing in terms of developing working relationships with the community?	4	3	2	1	0	9
93. How good a job are the police doing in terms of having more frequent contact with Dallas residents?	4	3	2	1	0	9

94. In your opinion, how good a job are the police doing overall?

4 3 2 1 0 9

PERCEPTIONS OF POLICE AVAILABILITY

95. How available are the police in your neighborhood when you need them?

OFTEN AVAILABLE	4
SOMETIMES AVAILABLE	3
RARELY AVAILABLE	2
NEVER AVAILABLE	1
UNCERTAIN	9

96. If you called the police with a problem in your neighborhood, how seriously do you think they would take your concern?

VERY SERIOUSLY	3
SOMEWHAT SERIOUSLY	2
NOT SERIOUSLY	1
UNCERTAIN	9

97. If you needed a police officer to help you with a neighborhood problem, how long do you think it would take them to respond?

WITHIN A DAY	5
WITHIN A WEEK	4
WITHIN A MONTH	3
LONGER THAN A MONTH	2
THEY WOULDN'T RESPOND.....	1
UNCERTAIN	9

98. Have you ever needed a police officer in your neighborhood and not been able to get one?

YES	1
NO	0
UNCERTAIN	9

99. Have you ever thought about calling the police about a problem in your neighborhood but decided not to?

YES	1
NO	0
UNCERTAIN	9

99a. IF "YES" Why did you decide not to? \_\_\_\_\_

**REPORTING CRIMES**

Now I would like to ask you about any contacts you may have had with the Dallas police in the last month. Have you .

..

	YES	NO	D/K
100. Reported a crime to the police within the last month?	1	0	9
101. Reported a suspicious person or noises you thought might be connected to a crime?	1	0	9
102. Have you contacted the police about any other neighborhood concerns or problems?	1	0	9
103. (Other than that) have you contacted the police to ask for advice or information	1	0	9
104. Have you contacted the police to give <u>them</u> any information	1	0	9

**COMMUNITY MEETINGS**

105. During the past year, have there been any community meetings held in your neighborhood?

YES	1
NO	0 [Skip to Question 108]
UNCERTAIN	9 [Skip to Question 108]

106. Were you able to attend any of the meetings?

YES	1
NO	0
UNCERTAIN	9

107. How useful do you think these meetings were for finding solutions to neighborhood problems?

VERY USEFUL	3
SOMEWHAT USEFUL	2
NOT VERY USEFUL	1
UNCERTAIN	9



115. What is your ZIP Code? \_\_\_\_\_

116. Last week, were you working full-time, part-time, going to school, keeping house, retired, or something else?

Working full time .....	1
Working part-time .....	2
With job but vacation/sick/etc.....	3
Unemployed/laid off .....	4
Retired .....	5
In School & not working .....	6
Keeping house .....	7
Other.....	8
Refused.....	88

117. Are you presently . . .

Married .....	1
Divorced.....	2
Separated .....	3
Widowed.....	4
Never been married.....	5
Co-habiting/living with partner .....	6
Refused.....	88

118. Including yourself, how many adults 18 years or older, live in your household most of the time?

\_\_\_\_\_ # of adults in Household

119. How many children 17 years of age or younger live in your household?

\_\_\_\_\_ # of children

120. Was your total household income for all sources before taxes for 1995 . . .

More than \$10,000.....no .....	0	[skip to END OF SURVEY]
More than \$20,000.....no .....	1	[skip to END OF SURVEY]
More than \$30,000 .....	2	[skip to END OF SURVEY]
More than \$40,000.....no .....	3	[skip to END OF SURVEY]
More than \$60,000.....no .....	4	[skip to END OF SURVEY]
More than \$100,000.....no .....	5	[skip to END OF SURVEY]
More than \$100,000.....yes.....	6	[skip to END OF SURVEY]
Refused.....	8	[GO TO Q 121]
Uncertain.....	9	[GO TO Q 121]

121. If refused or uncertain income would you just indicate if it was under \$20,000 or over \$20,000?

Under \$20,000.....	0
Over \$20,000 .....	1
Refused.....	88
Uncertain.....	99

**END OF SURVEY “Thank you, that completes the survey.”**

---

122. Gender:            Male    0                    Female    1

123. Phone Number of Respondent \_\_\_\_\_

# Confidential Survey

# Officer Survey

Sponsored by

The National Institute of Justice

and

The University of Texas at Arlington

1. Do not put your name on this survey. Your answers must remain **CONFIDENTIAL**.
2. Please read each question carefully.
3. Circle the number that corresponds with your best answer to the question.
4. Select only one answer per question.
5. Seal your completed survey in the envelope and mail. Thank you again for your help.

1997

Instructions: The following questions ask you to **describe your job assignment**. Circle the response that **best** describes the extent to which you agree or disagree that the items correctly describe your job assignment.

	<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Neutral</u>	<u>Agree</u>	<u>Strongly Agree</u>
1. I enjoy nearly all the things I do on my job.	1	2	3	4	5
2. If I have a suggestion for improving my job in some way, it is easy for me to communicate my ideas to management.	1	2	3	4	5
3. My job gives me considerable opportunity for independence and freedom in how I do the work.	1	2	3	4	5
4. My present job assignment requires me to work closely with other people.	1	2	3	4	5
5. My supervisors or co-workers let me know how well I am doing on the job.	1	2	3	4	5
6. In general, I have say and influence over what goes on in my job.	1	2	3	4	5
7. My supervisor frequently seeks my opinion when a problem comes up involving my job environment.	1	2	3	4	5
8. Lowering citizens' fear of crime should be just as high a priority for this department as cutting the crime rate.	1	2	3	4	5
9. Assisting citizens can be as important as enforcing the law.	1	2	3	4	5
10. Citizens know more about what goes on in their area than the officers who patrol there.	1	2	3	4	5
11. The prevention of crime is the joint responsibility of the community and the police.	1	2	3	4	5
12. Most people have no idea how difficult a police officer's job is.	1	2	3	4	5
13. Without citizen cooperation, the majority of crimes would never be solved.	1	2	3	4	5
14. Police officers should avoid too much contact with citizens.	1	2	3	4	5
15. Police officers have reason to be distrustful of most citizens.	1	2	3	4	5

Listed below are a number of questions specifically related to police and citizens working together in INTERACTIVE COMMUNITY POLICING PROJECTS to solve neighborhood problems. Circle the number that best corresponds to your agreement with each statement.

	<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Neutral</u>	<u>Agree</u>	<u>Strongly Agree</u>
16. Police are quite open to the opinions of the citizens.	1	2	3	4	5
17. Police will never trust citizens enough to work together effectively.	1	2	3	4	5
18. Police will be able to prevent crimes before they occur.	1	2	3	4	5
19. Police will be able to analyze local problems and find underlying patterns that connect them.	1	2	3	4	5
20. The department is unrealistic about expecting citizens to help solve neighborhood problems.	1	2	3	4	5
21. Police are so focused on calls for service in the community that they will never find the time to address other concerns.	1	2	3	4	5
22. Citizens are quite open to the opinions of police.	1	2	3	4	5
23. Citizens will never trust police enough to work together effectively.	1	2	3	4	5
24. Citizens will be able to prevent crimes before they occur.	1	2	3	4	5
25. Citizens will be able to analyze local problems and find underlying patterns that connect them.	1	2	3	4	5
26. Citizens will be able to prioritize among a broad range of local problems.	1	2	3	4	5
27. Citizens are so focused on crime and violence in the community that they will never find the time to address other concerns.	1	2	3	4	5
28. Citizens cannot be expected to continually attend crime watch meetings.	1	2	3	4	5
29. Police know better than citizens which police services are required in an area.	1	2	3	4	5
30. All laws should be enforced at all times; otherwise, people lose respect for the law.	1	2	3	4	5

		<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Neutral</u>	<u>Agree</u>	<u>Strongly Agree</u>
31.	Most people do not respect the police.	1	2	3	4	5
32.	The relationship between the police and the people of this city is very good.	1	2	3	4	5
33.	Police officers should make frequent informal contacts with the people in their beat.	1	2	3	4	5
34.	Citizens do not understand the problems of the police in this city.	1	2	3	4	5
35.	Police officers should try to solve non-crime problems in their beat.	1	2	3	4	5
36.	An Interactive Community Policing officer can learn more about neighborhood problems than can a non-Interactive Community Policing officer.	1	2	3	4	5
37.	Crime in their beat is the only problem that police officers should be concerned about.	1	2	3	4	5
38.	In general, Interactive Community Policing officers are in less danger than patrol officers.	1	2	3	4	5
39.	Police officers should work with citizens to try and solve problems in their beat.	1	2	3	4	5
40.	How much of the Department's resources should be committed to the activities listed below?					
		<u>None</u>	<u>Small Amount</u>	<u>Moderate Amount</u>	<u>Large Amount</u>	
a.	Marketing police service to the public.	1	2	3	4	
b.	Assisting persons in emergencies.	1	2	3	4	
c.	Helping settle family disputes.	1	2	3	4	
d.	Getting to know juveniles.	1	2	3	4	
e.	Understanding problems of minority groups.	1	2	3	4	
f.	Explaining crime prevention techniques to citizens.	1	2	3	4	
g.	Handling special events.	1	2	3	4	

h.	Responding to calls for service.	1	2	3	4
		<u>None</u>	<u>Small Amount</u>	<u>Moderate Amount</u>	<u>Large Amount</u>
i.	Checking buildings and residences.	1	2	3	4
j.	Researching and solving problems.	1	2	3	4
k.	Coordinating with other agencies to improve the quality of life in this city.	1	2	3	4
l.	Working with citizen groups to resolve local problems.	1	2	3	4

41. What is your current assignment? (Check one)

- 1 Patrol (Call answerer)
- 2 Interactive Community Policing
- 3 Detective
- 4 Bike Officer
- 5 Storefront Officer / NAC
- 6 Other: Please Specify \_\_\_\_\_

42. In an average "40 hour" week, how many hours ON THE JOB do you spend:

	Number of <u>Hours</u>
a. On bike patrol.	_____
b. In a squad car.	_____
c. Inside the station or an office.	_____
d. Attending meetings with the public present.	_____
e. Talking to citizens one-to-one.	_____
f. Filling out paperwork.	_____
g. Speak or teach in public schools.	_____
h. Talking with business owners/managers.	_____
i. Contacting other city or state agencies to get them involved with a problem.	_____

j. Other: Please describe: \_\_\_\_\_

## Training for Community Policing

Some officers have received training about community policing - its philosophy, practices, and so forth. We would like to hear about your experience with training.

Since 1991, what types of training about **community policing** have you received?

Type of Training	Attended?	Number of Hours	Quality of Training
Police Academy as a Rookie Officer	<input type="checkbox"/> Yes <input type="checkbox"/> No	_____ Hour(s) in Training	<input type="checkbox"/> Excellent <input type="checkbox"/> Good <input type="checkbox"/> Poor
On the job training	<input type="checkbox"/> Yes <input type="checkbox"/> No	_____ Hour(s) in Training	<input type="checkbox"/> Excellent <input type="checkbox"/> Good <input type="checkbox"/> Poor
Continuing Education at the Academy	<input type="checkbox"/> Yes <input type="checkbox"/> No	_____ Hour(s) in Training	<input type="checkbox"/> Excellent <input type="checkbox"/> Good <input type="checkbox"/> Poor
Division or Unit Meeting	<input type="checkbox"/> Yes <input type="checkbox"/> No	_____ Hour(s) in Training	<input type="checkbox"/> Excellent <input type="checkbox"/> Good <input type="checkbox"/> Poor
National or State Conference	<input type="checkbox"/> Yes <input type="checkbox"/> No	_____ Hour(s) in Training	<input type="checkbox"/> Excellent <input type="checkbox"/> Good <input type="checkbox"/> Poor
Ride-Alongs with ICP Officers	<input type="checkbox"/> Yes <input type="checkbox"/> No	_____ Hour(s) in Training	<input type="checkbox"/> Excellent <input type="checkbox"/> Good <input type="checkbox"/> Poor
Other - Please Specify: _____ _____	<input type="checkbox"/> Yes <input type="checkbox"/> No	_____ Hour(s) in Training	<input type="checkbox"/> Excellent <input type="checkbox"/> Good <input type="checkbox"/> Poor

As a result of the training you have received, what do you consider to be the most important aspects of community policing? \_\_\_\_\_

\_\_\_\_\_

\_\_\_\_\_

How has your knowledge and opinion about community policing changed in the last three years?

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43. How familiar are you with the concepts of Interactive Community Policing (ICP)?

- 1 Not at All Familiar
- 2 A Little or Somewhat Familiar
- 3 Moderately Familiar
- 4 Very Familiar

44. Think about the problems that you respond to: How frequently does information about these problems come from the following?

	<u>Never</u>	<u>Some- times</u>	<u>Often</u>	<u>Almost Always</u>
a. Citizen complaint.	1	2	3	4
b. Community meeting.	1	2	3	4
c. Community survey.	1	2	3	4
d. Departmental data.	1	2	3	4
e. Personal observation.	1	2	3	4
f. Supervisor.	1	2	3	4
g. City Council person.	1	2	3	4
h. Other officers.	1	2	3	4
i. Other city department/agency.	1	2	3	4

45. How qualified do you feel to do each of the following?

	<u>Very Unqualified</u>	<u>Unqualified</u>	<u>Qualified</u>	<u>Very Qualified</u>
a. Identify community problems.	1	2	3	4
b. Use the Interactive Community Policing model to analyze the problems.	1	2	3	4
c. Develop solutions to community problems.	1	2	3	4
d. Evaluate solutions to see how well they work.	1	2	3	4

- |  |   |   |   |   |
|--|---|---|---|---|
| e. Work with beat residents to solve problems in the neighborhood. | 1 | 2 | 3 | 4 |
|--|---|---|---|---|

46. The Interactive Community Policing program should be (Please circle your answer):
- 1 Expanded
  - 2 Kept the Same
  - 3 Reduced
47. Have you participated in an Interactive Community Policing orientation in the last 18 months?
- 1 Yes
  - 2 No
  - 3 Uncertain
48. How do you feel about your personal safety when you are on the job:
- 1 Very Safe
  - 2 Safe
  - 3 Unsafe
  - 4 Very Unsafe
49. How long have you been a member of the DPD? \_\_\_\_\_ Years and \_\_\_\_\_ Months
50. How long have you been in your current assignment? \_\_\_\_\_ Years and \_\_\_\_\_ Months
51. Are you presently working in the Interactive Community Policing program?
- 1 Yes
  - 2 No
52. If you were making the choice today, how likely is it you would choose to work, (or continue to work), in Interactive Community Policing?
- 1 Very unlikely
  - 2 Somewhat unlikely
  - 3 Somewhat likely
  - 4 Very likely

53. Rate the items below on whether you believe they will be more or less likely to occur with implementation of Interactive Community Policing.

	<u>Less Likely</u>	<u>No Change</u>	<u>More Likely</u>
a. More arrests.	1	2	3
b. Better police/community relations.	1	2	3
c. Better responses to calls for police service.	1	2	3
d. Increased presence of officers on street.	1	2	3



	<u>Less Likely</u>	<u>No Change</u>	<u>More Likely</u>
e. More effective use of crime information.	1	2	3
f. Greater solution of neighborhood problems.	1	2	3
g. Expanded police capability.	1	2	3
h. Reduction in crime rate.	1	2	3
i. More balanced deployment of officers.	1	2	3
j. Greater officer discretion.	1	2	3
k. Fewer citizen complaints about police.	1	2	3
l. Greater citizen demand on police resources.	1	2	3
m. Blurred boundaries between police and citizen authority.	1	2	3
n. More unreasonable demands on police by community groups.	1	2	3
o. Greater willingness of citizens to cooperate with police.	1	2	3
p. Better police relations with minorities.	1	2	3
q. Greater burdens on police to solve all community problems.	1	2	3

54. How often do you give serious consideration to leaving the Department?

- 1 Never
- 2 Occasionally
- 3 Often
- 4 Very Often

55. What is your gender?

- 1 Male
- 2 Female

56. During a typical work day, how frequently do you interact with citizens other than calls for service? By “interact” we mean something more than a passing “hello.” An interaction could be a conversation with a store owner, talking with a citizen requesting directions, etc. Please estimate the percentage of time when “interactions” take place during an average tour of duty.

- \_\_\_ 100% of the time or more than 9 hours a day
- \_\_\_ 80% of the time or more than 7 hours a day
- \_\_\_ 60% of the time or more than 5 hours a day
- \_\_\_ 40% of the time or more than 3 hours a day
- \_\_\_ 20% of the time or more than 1 hours a day
- \_\_\_ 0% of the time or less than 1 hour a day

57. How much of the Department’s resources should be committed to the activities listed below? Please circle the response which best describes your opinion.

	Activity List	None	Small Amount	Moderate Amount	Large Amount	Very Large Amount
a.	Traffic enforcement.	1	2	3	4	5
b.	Patrolling in squad cars.	1	2	3	4	5
c.	Investigating crimes.	1	2	3	4	5
d.	Youth gangs.	1	2	3	4	5
e.	Drug and alcohol trafficking.	1	2	3	4	5
f.	Crime prevention.	1	2	3	4	5

58. What shift or time of day do you work?

- 1 First Watch
- 2 Second Watch
- 3 Third Watch
- 4 Other - Please Specify: \_\_\_\_\_

59. What is your ethnic background?

- 1 Black/African-American
- 2 Hispanic/Mexican-American
- 3 White/Caucasian
- 4 Other (Specify) : \_\_\_\_\_

60. What is your age? \_\_\_\_\_
61. How many years have you spent in law enforcement? \_\_\_\_\_
62. What is your current marital status?
- 1 Married
  - 2 Living with someone as a couple
  - 3 Married, but separated
  - 4 Single
  - 5 Widowed
  - 6 Divorced
  - 7 Other: \_\_\_\_\_
63. What is your present rank?
- 1 Police officer
  - 2 Senior Corporal
  - 3 Detective
  - 4 Sergeant
  - 5 Other: \_\_\_\_\_
64. What is the highest level of formal education you have completed?
- 1 High school graduate or GED
  - 2 Some technical school, but did not graduate
  - 3 Technical school graduate
  - 4 Some college, but did not graduate
  - 5 Junior college graduate
  - 6 College graduate
  - 7 Some graduate courses/did not complete degree
  - 8 Graduate degree
65. Please circle the letter(s) indicating your Division:
- |    |                    |
|----|--------------------|
| CB | (Central Business) |
| NC | (North Central)    |
| NE | (Northeast)        |
| SE | (Southeast)        |
| SW | (Southwest)        |
| NW | (Northwest)        |
| C  | (Central)          |

66. Take a few moments to respond to the following questions:

A. What are the three (3) best **benefits** of the Interactive Community Policing program?

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

B. What are three (3) **barriers** blocking the Interactive Community Policing program in Dallas?

1. \_\_\_\_\_
2. \_\_\_\_\_
3. \_\_\_\_\_

C. How can the above barriers be removed?

1. \_\_\_\_\_  
\_\_\_\_\_
2. \_\_\_\_\_  
\_\_\_\_\_
3. \_\_\_\_\_  
\_\_\_\_\_
4. \_\_\_\_\_  
\_\_\_\_\_