POLICE AS COMMUNITY ORGANIZERS: THE HOUSTON FIELD TEST

TECHNICAL REPORT

by

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with the assistance of
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Houston Community Organizing Response Team

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PREFACE

This technical report describes the Houston Police Department's Community Organizing Response Team (CORT) Program and the evaluation of it conducted by the Police Foundation. As the report describes, the program was developed by a team of Houston police officers. They worked out of the Department's Research and Planning Division, under the direction of the Division Head and the Chief of Police. Without their creativity and cooperation there would have been no program to evaluate. The following members of the Houston Police Department were actively involved in the planning and execution of the program.

Lee Brown, Chief of Police
John Bales, Assistant Chief
Frank Yorek, Deputy Chief
V. H. Berger, Captain
Cynthia Sulton, Director, Planning and Research Division
Robert Wasserman, Police Administrator

The Fear Reduction Task Force
Sergeant Steve Fowler

Officer Herb Armand	Officer Robin Kirk
Officer Phillip A. Brooks	Sergeant Timothy N. Oettmeier
Mara English, Urban Planner	Officer Donny R. Pardue
Officer Charles F. Epperson	Officer Alan Tomlinson
Officer Jeravine Jackson	Officer Russell Weaver

Community Organizing Response Team

Officer Herb Armand	Officer Donny R. Pardue
Mara English, Urban Planner	Officer Alan Tomlinson

Officer Ray Zaragoza

Staff members of the Police Foundation and research consultants were involved in the design and execution of the program evaluation, or gave advice to those who were. They included:

Sampson Annan, Director of Surveys
Gretchen Eckman, Houston Site Observer
Antony Pate, Newark Project Director
Mary Ann Wycoff, Houston Project Director

Research Consultants
David Bayley
Richard Berk
Paul Lavrakas
Albert J. Reiss, Jr.
Peter Rossi
Wesley G. Skogan
Jerome Skolnick

Bonnie Fisher worked at Northwestern University preparing and analyzing the data. Virginia Burke performed the arduous task of producing the final report.

The project was supported by the National Institute of Justice. The staff of the Institute provided continuous encouragement and advice. Those actively involved in this project included James K. Stewart, Director, and William Saulsbury, the original project monitor; and Larry Bennett and Gil Kerlikowske, who shared the monitor role as the project neared completion.

The entire project, including the evaluation, was conducted under the direction of Lawrence Sherman, then the Vice President for Research of the Police Foundation. Patrick V. Murphy, then the President of the Police Foundation, was active in establishing the Fear Reduction project and representing it to the policing community.

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INTRODUCTION

The approach to community organizing evaluated in this report was implemented by the Houston Police Department in 1983 and 1984 so that its effectiveness as a fear reduction technique could be tested. This strategy was one of several designed by the Houston and Newark Police Departments as part of the Fear Reduction Project which was funded by the National Institute of Justice and evaluated by the Police Foundation. That project, the various strategies and the methods of strategy design and implementation in both cities are described in Appendix A of this report.

The strategies were designed with the particular characteristics of the two cities in mind. Between 1970 and 1983 Houston had gained approximately 500,000 new residents and 44 percent of the respondents in the 1983 Police Foundation surveys reported having lived in their neighborhoods for two years or less. It was believed that under these conditions residents might be unlikely to experience a strong sense of community and might, in turn, be more vulnerable to fear of crime. The community organizing strategy was designed to help citizens develop a greater sense of neighborhood integration and involvement.

This report documents the way in which the strategy was implemented and the impact it appears to have had on levels of fear, perceptions of local problems, and satisfaction among Houston residents in one neighborhood.

THE COMMUNITY ORGANIZING RESPONSE TEAM

PROBLEM AND PLAN

The Houston Police Department's Fear Reduction Task Force hypothesized that one source of fear in a large, sprawling, rapidly growing city could be a sense of "anomie" which might have at least three components:

1. a lack of familiarity with one's neighbors,
2. a sense of physical, social and psychological distance from the police who, especially in a rapidly changing environment, may have an even greater responsibility for being the visible symbol of social control, and
3. a feeling of powerlessness caused by the sheer size of the city, with the subsequent physical distance from city hall and the involvement of local government with a vast array of problems, many of which do not bear directly on the neighborhood in which any particular individual lives.

In 1983, Houston had an estimated population of 1.8 million residents, which means the city had taken in from 400,000 to 500,000 new residents since the 1970 Census was conducted. In the four neighborhoods surveyed in 1983 for this study, an average of 44 percent of the respondents had lived in their neighborhoods for only two years or less. In this environment, it might be expected that many people were unacquainted with the people living around them.

It also seemed unlikely that residents would be acquainted with representatives of the Houston Police Department, whose 3357 members were distributed over an area of 565 square miles. Houston is a city in which almost all patrolling is done in cars which citizens may seldom see, and where the average person may very seldom talk with a police officer. In police systems which are based almost entirely on motorized patrol, police

interactions with residents and business persons tend to occur when police are giving tickets, responding to calls for service and dealing with criminal incidents. Low police visibility and lack of regular contact could leave citizens--especially those who might already be feeling estranged in a new or changing neighborhood--feeling that there was no one around to define and enforce social norms, and that their police neither knew nor cared about them. These feelings might in turn contribute to dissatisfaction with police services and the area as one in which to live, fear of crime, and other social problems.

Similarly, the burgeoning, complex demands on a physically distant city government might also cause citizens to feel relatively powerless to influence a governmental structure which may be as likely to deal with questions of international trade as with the matter of a broken street light on a neighborhood corner.

In short, the officers hypothesized that many Houston neighborhoods might be suffering from the lack of a sense of "community," and they proposed that the police, as an enduring organization in a changing city, might be able to serve as the catalyst for neighborhood organization. The task force proposed sending into the target neighborhood a small team of officers whose job it would be to become familiar with the area and the residents. They would attempt to identify residents who would be willing to host "neighbor meetings" in their homes for the purpose of getting better acquainted with each other and with local police officers. From among individuals at these meetings, the organizers would identify a smaller group of residents who would constitute a neighborhood task force which would meet once a month with their district police captain to discuss neighborhood problems and possible solutions. This smaller group would take over, from

the police who would initiate the project, the task of developing and maintaining a neighborhood organization.

As part of their effort, the police organizers would publish a monthly newsletter to be distributed in the neighborhood. The newsletter would contain general departmental news of interest to the community, safety and crime tips, and "feature stories" which would describe citizens and/or police working to prevent crimes or apprehend criminals. One section of the four page paper would focus on news directly relevant to the neighborhood, including items about the community organizing effort.

It was believed that the presence of the organizing officers in the neighborhood, the meetings they would arrange, the interaction among residents and between residents and police, the programs which would be developed by the neighborhood task force, and the newsletters had the potential to:

1. Reduce residents' fear of personal victimization in the area and related worries about crime and disorder in the area and reduce the associated tendency to engage in restrictive, defensive behaviors to avoid victimization;

2. Reduce residents' worry about property crime victimization in the area while increasing their tendency to take action to protect their property;

3. Reduce their perception of the seriousness of area crime and disorder problems;
4. Increase their level of satisfaction with their neighborhood as a place to live; and

5. Increase residents' satisfaction with the quality of police service they received.

It was hypothesized that the program would have similar positive effects on the area's business community.

Unlike more traditional police efforts to organize blocks or neighborhoods, this strategy was not necessarily intended to result in crime

prevention activities. The more general objective was to give residents a reason to get acquainted with each other and the police and to get involved together in some kind of effort directed toward improving their community. It was expected that the organizational activity would increase social integration (Arthur, 1975; Lewis and Salem, 1980) which, in turn, might lead to reductions in perceptions of crime as a neighborhood problem (Fowler, et al., 1982) and to reductions in fear of crime, a hypothesis which had been put forth by the Community Anti-Crime Program (Du Bow and Emmons, 1981).

The CORT staff did not set out to build this community spirit through anti-crime programs since they deliberately intended to let the nature of the organization's activities be determined by the local residents who it was expected would work to alleviate the neighborhood problems they would identify. It was believed, and the belief was supported by previous research, that the residents would be more committed to joining and maintaining the organization if they were involved in planning it (Brown, 1970; De Jong and Goolkasian, 1982) and if the group did not focus narrowly on only one issue, such as crime (McPherson and Silloway, 1981; Skogan, et al., 1982).

PLANNING CONSTRAINTS

Design of all the Fear Reduction strategies was constrained by several requirements, among them that: the strategy could be evaluated in a sound way; the strategy could be implemented and evaluated within a year; it could be implemented using existing department resources; and the strategy could be transferred easily to other police agencies.

The Evaluation Condition

The evaluation of the strategy would be based on a quasi-experimental design in which fear and other attitudes would be measured with surveys conducted in the program neighborhood prior to the implementation of the strategy and then again one year after the initial survey. Changes in attitudes in this neighborhood would be compared with those in a comparable neighborhood in which no new programs were developed during the year. Because the specific projects which might be undertaken by the neighborhood task force could not be identified until after the group was formed (and well after the pre-test survey), some program activities could not be specified in the initial survey.

Implementation and Evaluation Within a Year

Of the several Fear Reduction strategies designed and tested in Houston, the CORT strategy was the most difficult to accurately project on a timetable. No one knew how long it might take to identify several people in the neighborhood willing to hold neighbor meetings, how long after that it would take to organize the smaller task force, or how long after that it would take for the task force to design and implement some problem-solving activities in the neighborhood. Knowledge of other community organizing programs led Police Foundation advisors to believe that community organizing was difficult, at best, and that even successful organizing might not yield tangible results in the brief time available for the implementation of the program. The concept and the objectives of community organizing strategy were impressive; only the imposed timetable raised doubts about the feasibility of the program.

Existing Resources

There was no money available in the Department's budget for a new program, and the National Institute of Justice provided no program funds under the grant. However, virtually the only costs of the program were the salaries of the personnel involved. The newsletter was produced in-house, and the cost of its postage was teased from the Department's budget.

Easy Transferability

The basic details of the work to be done in this project would not be difficult to describe. Whatever psychological skills would be involved in motivating the citizenry might be more difficult to capture and communicate; however, it is likely that no one style or approach is uniquely correct and that this aspect of the program will, of necessity, be somewhat idiosyncratic in any repeated implementation of it.

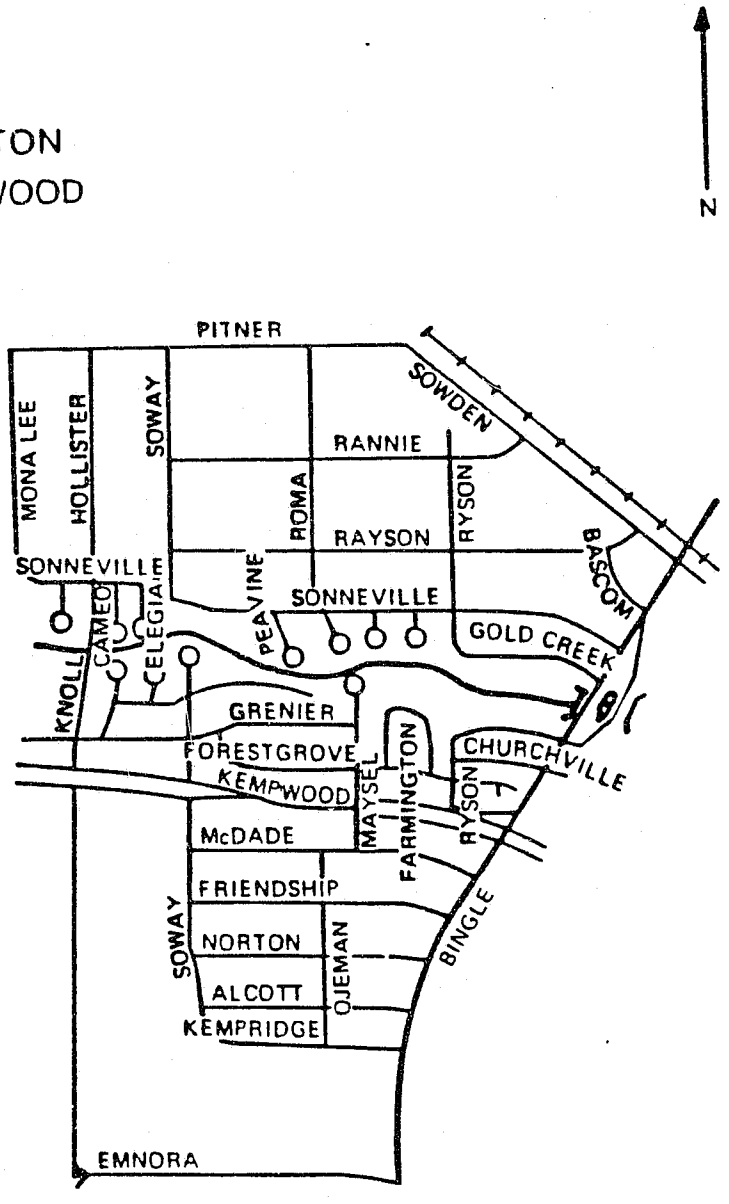
THE PROGRAM AREA

Langwood is a neighborhood, approximately one square mile in area (see Figure 1), located in northwest Houston, about 10 miles from the city center. According to the 1980 Census, the area contained at that time 4581 residents and 1528 housing units, 59 percent of which were occupied. (See Table 1, p. 25.) Fifty-eight percent of the residents were white, 21 percent were Hispanic, 18 percent were black and another 3 percent were Asians or Pacific Islanders.

The Police Foundation's 1983 pre-test evaluation survey found that 68 percent of the residents were married, 61 percent were between the ages of 25 and 49 years, 70 percent were college graduates, 71 percent worked full or part time and 77 percent earned over $15,000 a year.

FIGURE 1

HOUSTON
LANGWOOD



The physical area, itself, was divided from east to west by a bayou, across which there were no street passages except at the neighborhood boundaries. This physical barrier may have contributed to a sense that the area identified as Langwood might more appropriately be considered to be two neighborhoods.

The great majority of the housing stock appears in very good condition, consisting primarily of single-family, ranch-style brick homes surrounded by well-tended lawns. Homes appear to have been constructed in the late 1950s and 1960s. Few houses have obvious burglar bars on the windows or gates over the doors. Like many Houston neighborhoods, there are very few sidewalks in the residential parts of Langwood.

Langwood's housing would be described differently if the area were defined as including property just across the north bordering street of Pitner where several large apartment complexes stand only partially occupied. In 1983, some owners and managers were trying hard to rent space in buildings which were reportedly as much as 60 percent vacant. Once-high standards were lowered in some buildings, so that substantial deposits were no longer required and--in some cases--a month or more of free rent was offered as incentive. One manager acknowledged having at least one apartment occupied by a dozen male migrant workers. The tendency of some of these occupants to congregate out-of-doors at night to talk and perhaps drink together disturbed some other residents.

Within the Langwood area, 91 non-residential establishments were identified by 1983 survey. Among these were: 2 elementary schools, 1 church; 1 medical center; 1 day-care center; 3 gas stations; 5 restaurants or fast foot shops; 1 grocery store; 4 convenience food stores; 9 bars, liquor stores, or clubs; 7 gift or variety shops, 2 hair salons, and 2 real

estate offices. Most of these establishments were located on the perimeter streets of Knoll, Pitner, Sowden and Bingle. According to the survey, 18 percent of these places had been the sites of actual or attempted burglaries in the six months prior to the survey. Vandalism of some type had been committed at 28 percent of these establishments.

Twenty-four percent of the 1983 residential respondents had been the victims of actual or attempted robberies, pursesnatchings or pocketpickings during the previous six months, and 13 percent lived in households which had been burglarized during the same period.

All residential respondents were asked to rate a number of problems on a three point scale in which 1 = not a problem, 2 = somewhat a problem, and 3 = a big problem. In Langwood, burglary was assigned a 1.8 (slightly less than somewhat of a problem). The sale or use of drugs was scored 1.6, and public drinking and auto vandalism were each assigned 1.5. Auto theft, robbery-purse snatching and rape were all scored 1.4. Breaking windows, stranger assaults and gangs were 1.3, and graffiti was an almost non-existent concern at 1.2.

Among non-crime problems, the most serious one named was an insufficient number of recreation programs, scored at 2.0 (somewhat of a problem). People hanging out or the wrong kinds of people moving into the area were rated at 1.6. Abandoned cars, sex establishments, dirty streets and sidewalks, vacant lots filled with trash, and truancy were all scored at 1.4. Concern about the safety of children was low on the scale at 1.3.

It will be pointed out, later in this report, that all of the problems which the neighborhood task force would choose to address (abandoned cars and trash, the safety of children) were considered by the population to be less than "somewhat of a problem."

The survey found that Langwood residents were not accustomed to an especially high level of contact with the police in their area. In 1983, only 22 percent of the residents reported having seen a police officer in the area in the previous 24 hours; another 42 percent said they had not seen an officer within the past week.* Residents did not, however, have negative attitudes toward their police whose performance they rated between "fair" and "good" on a number of services, although in no case did the rating average between "good" and very good." As in other Houston areas which were surveyed, Langwood residents thought their police were not strict enough with traffic enforcement.

PROGRAM ORGANIZATION

The Community Organizing Response Team (CORT) strategy was planned by four members of the Fear Reduction Task Force in consultation with task force colleagues. Don Pardue, a patrol officer from the Northwest Patrol District, Officer Herb Armand and Alan Tomlinson from the Community Services Division and Mara English, a civilian urban planner from the Department's Planning and Research Division, did the background research and planning for the program. Officer Ray Zaragoza from the Northwest District joined them later in the implementation phase.

The CORT team met during the summer of 1983 with representatives of the Gulf Coast Community Services Association of Houston to discuss issues and strategies of community organizing and to make sure that agency had no

*This measure of the recency of seeing an officer is not treated in this study as a measure of police visibility in the area. It is a measure subject--like all attitude measures--to personnel differences among respondents and is used here as a measure of respondents' sense of police presence in their neighborhood.

immediate plans to do work in the Langwood area. Officers Tomlinson and Armand traveled to California where they met with community organizers working with police-related projects in Oakland and Contra Costa County. In Contra Costa they met Stephanie Mann whose handbook "Alternative to Fear" (Henke and Mann, 1975) and experience as a neighborhood organizer and consultant would provide substantial guidance for the Houston program. Dr. Reginald Wells, student and practitioner of community organizing in New York, spent time in Houston consulting with the CORT group. He helped them establish expectations about obstacles and what they could realistically hope to accomplish.*

The CORT staff decided that the strategy would proceed in three phases. In the first phase, the four task force members would learn as much as possible about the community through studying available data, talking with the officers who worked the area, meeting with local leaders such as school principals and ministers, and by conducting a survey of the neighborhood to determine the problems that concerned residents and to identify persons who would express a willingness to participate in the organizing effort. In the second phase, the Task Force officers and Captain Berger, commander of the Northwest station, would invite the persons identified in the first phase to host neighbor parties in their homes. In these small groups neighbors would become better acquainted with one another, would meet officers working in their area and would discuss problems of concern to them. After a number of

*The travel of task force members and of consultants was arranged by the Police Foundation and paid for by the Foundation grant from the National Institute of Justice.

these meetings, the CORT officers would initiate a third phase of the strategy by inviting persons identified at the neighborhood meetings to form a neighborhood task force which would meet monthly with the district captain to discuss local problems and identify ways for residents and police to deal with them.

From the beginning, the CORT members intended to serve as instigators and supporters of the neighborhood organization. The objective was to create a community structure which could function independently of the police who would organize it but which would continue to interact regularly with the commander of local patrol district.

During this consultation, research, and planning phase, the CORT staff worked out of the central Planning and Research office, under the immediate supervision of Sergeant Fowler of that division. Once the plan had been devised and the target area selected, there were relatively few arrangements which the CORT group had to make before beginning to implement the program. Mara English conducted research in the city's planning office on characteristics of the neighborhood, and the group worked together to design a questionnaire which they would use to poll the neighborhood. Once this was accomplished, Officer Pardue returned to regular duty at the district station and Officers Tomlinson and Armand and Ms. English began to divide their time between the Langwood neighborhood and the Planning and Research office, with the officers spending most of their time in the neighborhood and at the district station. There was no CORT office as such. Though officially still assigned to the Community Services Division, Officers Armand and Tomlinson worked closely with Captain Berger and his lieutenants

at the Northwest Station to introduce the program to officers there and to arrange for officer participation at neighborhood meetings. Insofar as the work of the CORT team was supervised at all, awareness of their activities was shared by supervisors in three different divisions, but the CORT staff worked in what might most accurately be described as a consultative relationship with the supervisors and managers in these divisions. The CORT group was largely self-directing.

While this freedom from supervision gave the group the flexibility to do what was initially an unstructured task requiring a high degree of creativity, it also left them without a support system. Whether it had been a supervisor or a consultant, they would have benefited from working with someone who was familiar with the frustrations of organizing work, who could have given them a more objective assessment of their progress when they grew frustrated, and could have guided them in methods of overcoming resistance.

PROGRAM DOCUMENTATION

The Police Foundation intended to document the way in which the community organizing strategy was carried out, so that (1) it would be possible to determine and describe the extent to which the program had been implemented as designed and (2) the actual operation of the program could be described in detail to any other agency which might wish to adopt the strategy. The second purpose is self-explanatory. The first is promoted by the need of the evaluators to be prepared to distinguish between the possible failure of an idea and the failure of the implementation of the

idea. Should the evaluation of the strategy fail to demonstrate a program impact, it would be important to know whether the lack of impact was due to the fact that the program was based on an ineffectual idea, or whether it was due to the failure of the implementing agency to put a potentially good idea into action as it was planned.

The Police Foundation's full-time observer for Houston, Gretchen Eckman, was with the CORT staff during most of their planning sessions. She observed the introduction of the program to the Northwest station officers, observed the CORT group conducting interviews in the Langwood neighborhood, attended four of the neighborhood meetings hosted in residences and five of the monthly meetings of the Langwood task force at the district station.

Her reports, and the observations of other Police Foundation personnel, lead us to conclude that the program was implemented and that the nature of it was essentially that which was planned and is described in this report.

PROGRAM IN ACTION

The CORT members believed that the success of the strategy would depend as much on the support of police personnel at the Northwest Station as on the support of area residents. Because the strategy involved community organizing, an activity not traditionally associated with police work, and appeared to originate in the Planning and Community Services Divisions, the team members anticipated that it would meet substantial resistance, or at least, apathy among patrol officers. (See Brown, 1970.) Therefore, the CORT members planned a careful program of selling themselves

and the strategy to the Northwest station before proceeding to introduce it to the community.

As with all the Fear Reduction strategies, the CORT program was presented to the district officers through a video film in which the overall program was discussed by the chief. The district's captain and members of the Fear Reduction Task Force were present to discuss the program in more detail and to answer questions. Discussion was led by Officer Pardue, the Fear Reduction task force member from the Northwest station. Officers were told that their part in the program would be to attend occasional neighborhood meetings and to help devise solutions to problems identified by residents which might require police response.

After this introduction, the CORT members began to conduct a survey among residents in the project area, and during the weeks when they were doing this, the two CORT officers from the Community Services Division spent a substantial amount of time riding with the Northwest officers and making themselves available to handle calls in the area. They took coffee and meal breaks and attended roll call with the Northwest officers until they felt they had overcome the stigma attached to assignments in divisions like Community Services. As early as the end of September they felt they had substantially overcome resistance to themselves and to the strategy. By the end of the year, at least ten patrol officers from the Northwest station were asking to be invited to the neighbor meetings.

The neighborhood survey served a number of functions: it identified issues of concern to residents, identified those people who might be willing to help create an organization, and it helped spread the news that the

police were doing something new in the area. It would eventually be used as a source of names and addresses to which a police-produced newsletter would be mailed during the course of the Fear Reduction program. By November, approximately 300 of the interviews had been conducted.

During the first week of October the first neighbor meeting was held. Two CORT officers met for 45 minutes with 12 residents in a resident's home to discuss the program, patrol procedures in the area, and problems in the neighborhood. A second neighbor meeting, with a different group, was held the following week and between October, 1983 and May, 1984 there would be 13 of these meetings in the project area.

By early November, the CORT group had identified several residents who seemed particularly interested in forming an organizational structure, and approximately 20 of these persons met that month with Captain Berger, CORT members, and some of the Northwest supervisors at the district station. This group agreed to meet monthly and to try to expand its membership by extending invitations to other neighbors.

During the first three meetings of the group, leadership was assumed by Captain Berger and the CORT team. However, residents understood that leadership was to become their responsibility and, at the January meeting, they elected officers and named chairpersons to head three committees which were to work on problems previously identified by the group. The committees included: the Helping Hands Committee which was to establish a network of participating "safe homes" at which children in need of adult assistance could stop on their way to and from school; the Neighborhood Beautification Committee, which was to organize a neighborhood clean-up day and get

abandoned cars towed away; and the Operation I.D. Committee, which was to publicize the fact that engraving tools were available for marking personal property to prevent its theft or aid in its recovery.

In addition to these programs, the task force agreed to establish a ride-along program in which representatives of various organizations in the neighborhood would be invited to ride with area patrol officers.

The CORT group considered the meeting held in March to be a milestone since they did nothing to arrange it other than invite the guest speaker; the neighborhood task force members handled the other details. By April, the Langwood task force had assumed full responsibility for the meeting and the CORT personnel had moved from instigation to support status.

By the May meeting of the task force, there were approximately 60 official members of the group, fifteen to twenty of whom met monthly with the Captain. The committees had moved from their planning to implementation phases.

The neighborhood clean-up day, held on May 12, had previously been publicized in a community newspaper. The City of Houston sent to the area three garbage trucks and a machine for lifting large items of debris. City drivers could not load trash; this was the task of the residents. Five truck loads (approximately 125 cubic yards) of trash, including debris from the hurricane of the previous summer, were loaded and removed. Four patrol officers were on duty to block intersections when necessary and direct traffic around the clean-up operation. CORT personnel and the Langwood Task Force members considered the operation a large success.

Also by May, the Helping Hands program had been established for children who attended one elementary school in the area and plans were being made to expand the program to a second school by the fall. Thirty houses were participating by May. By this time, the Operation I.D. program had been completed in the block in which the committee chairman lived and volunteers were being sought to carry the tools and window stickers to houses in their own blocks.

A total of 13 neighbor meetings had been held by the end of May. This was substantially fewer than the 30 meetings the CORT group had hoped to organize and, although they had worked to increase the number, they found it difficult to do so. One reason was the expected apathy and intertia on the part of many residents. A second was perhaps less easily anticipated but no easier to overcome. People who did not already know their neighbors were not always eager to invite them into their homes where valuable property and the means of access to it could be observed by strange and, perhaps untrustworthy, individuals. The CORT members found themselves faced with the irony of trying to initiate a strategy for building trust and cooperation which required some pre-existing level of trust, a problem which has been noted by students of community organization (Lewis and Salem, 1980).

These neighbor meetings were not supplanted by the monthly meetings of the Langwood Task Force but the responsibility for them was taken over by the task force. The latter agreed to meet monthly through the summer, with many of its members fearing that organizational momentum would be lost if a three month break was taken.

In addition to the neighbor meetings and the monthly meetings of the task force, there was an area-wide meeting held in February which was advertised to all Langwood residents as a drug education seminar. This was held at the district substation and was attended by about 25 persons.

Between November, 1983 and March, 1984 CORT staff prepared and mailed approximately 200 newsletters each month to persons in the Langwood area whose names and addresses had been collected during the initial CORT survey of the neighborhood.*

*A copy of the newsletter and an analysis of newsletter content is available in Appendix J of this report, and Pate et al. (1985) provide an evaluation of the effectiveness of the newsletter.

EVALUATION DESIGN AND METHODOLOGY*

THE DESIGN

As mentioned in the introduction in this report, the evaluation of the community organizing program was based on a quasi-experimental design in which citizen attitudes, reported experiences, and behaviors were measured using face-to-face interviews in the Houston neighborhoods in the summer of 1983 (pre-intervention) and again in the summer of 1984 (post-intervention). The community organizing strategy was begun in Langwood (the program area) approximately two weeks after the completion of the Wave 1 (pre-intervention) survey and had been in operation ten months when the Wave 2 (post-intervention) survey was begun. Shady Acres, the comparison area, was located approximately three miles from Langwood and was designated as the survey area in which no new police programs were to be implemented between the Wave 1 and Wave 2 surveys.

The following sections describe the groups which were surveyed, the levels of analysis and tests of program effects, the program and comparison areas, the survey procedures, and the variables used to determine program effect.

*The design and methodology are discussed in detail in the methodology report of the Fear Reduction Project. See Annan, et al., 1985.

THE SURVEYED GROUPS

Two different groups in the Langwood area were considered targets of the organizing strategy. Residents or household members constituted the largest group, and it was their attitudes which were considered critical to the future stability of the neighborhood. The organizing efforts would be directed primarily at the residents.

However, businesses and other non-residential establishments are also important to the viability of a community and it is the abandonment of commercial property which is often the first sign that a neighborhood is declining. These non-residential establishments were to be surveyed in an effort to determine whether the business community and other local organizations were being affected by the program.

PROGRAM AND COMPARISON AREAS

The Houston Police Department and the Police Foundation together identified five areas of the city, closely matched in terms of their size, demographic characteristics, land use, level of disorder and other characteristics to participate in the Houston Fear Reduction Program. To accomplish this, the Department began by obtaining from the City Planning Department a list of 51 areas of the city which previously had been identified as neighborhoods and for which demographic data had been compiled. Foundation and Department personnel agreed that the areas should be racially mixed, and of similar racial patterns, so that programs would not be tested among only one racial group--a condition which would be

unrepresentative of the city's population. Using this criterion, Foundation staff analyzed the neighborhood data and narrowed the list to approximately 20 neighborhoods which met the racial mix criterion and were similar in terms of other major demographic features. Department personnel then provided crime data for these areas.

Foundation staff visited each of the substations in Houston to ask the station captains and the crime analysts to describe the neighborhoods on the list which were in their district and also to identify any other areas which might be suitable for the study. They were asked to think of areas which were experiencing social disorder problems which might be reduced if addressed for a year with a special program. Officers from the districts took Foundation staff for tours of the neighborhoods and provided extensive information from their own patrol experience in the areas. Through this process, some neighborhoods were eliminated from the original list* and others were added. Demographic and crime data were collected for the latter, and all of the areas were again studied for comparability.

A final conference of district captains, district crime analysts, Police Department Research and Planning staff, and Police Foundation staff produced a list of nine areas which were considered sufficiently similar in terms of problems and demographic charcteristics to serve as "matched" areas for the program. The selection of five areas in four districts was based on

*In two cases because officers believed the racial mix had changed substantially since the 1980 Census and in another because a freeway which divided an area prevented it from being a "neighborhood."

considerations of distances among the areas and other programs being conducted within some of the districts.

From among the five areas, Langwood was selected* to be the area exposed to the orgainizing effort. Shady Acres was designated the comparison area in which no new police programs would be introduced. 1980 Census data for these two areas are presented in Table 1.

Langwood, the program area contained approximately 900 more residents in 1980 than did Shady Acres, the comparison area. The Langwood population had 4 percent fewer blacks, 5 percent fewer Hispanics and 6 percent more whites than did the Shady Acres population. The Langwood population contained 12 percent fewer senior citizens. Langwood had 29 percent fewer single family housing units than did the comparison area but only 2 percent fewer owner occupied units than the Census reported for Shady Acres. The biggest difference between the two areas was in the percentage of housing units which were occupied. Only 59 percent of the housing units in Langwood were occupied in 1980; 90 percent of the Shady Acres units were occupied.

Table 2 compares the two areas in terms of variables which were measured in the 1983 evaluation survey. According to these data, the racial differences were greater than in 1980, indicating an increase in the percentage of the Langwood (program area) population which was white. However, the disparity in terms of owner occupied residences appears to have increased; by 1983, 17 percent more people in Langwood than Shady Acres

*The selection was more arbitrary than random. This area was originally selected randomly to receive the storefront program. When no suitable property could be located for a storefront in Langwood, it was decided to exchange the locations of the two programs.

Table 1

Demographic Data for Community Organizing Response Team Program and Comparison Areas

Area	Population							Housing Units			Occupied Units		
		Ethnicity				Age							
	Total	% Black	% Asian Pacific Islander	% White	% Spanish Origin	% Below 18	% 65 and above	Total	% Single Family	% Occupied	Persons Per Unit	Total	% Owner Occupied
Program Area (Langwood)	4581	18	3	58	21	33	3	2584	33	59	3.0	1528	37
Comparison Area (Shady Acres)	3690	22	-	52	26	26	15	1626	62	90	2.7	1460	39

Source: 1980 Census

TABLE 2

DEMOGRAPHIC CHARACTERISTICS OF PROGRAM AND COMPARISON RESPONDENTS
1983 RESIDENTIAL SURVEY

Characteristic	Program Area (Langwood)		Comparison Area (Shady Acres)	
	Percentage	Number	Percentage	Number
Totals:	(100)	(395)	(100)	(389)
Sex				
Males	51	201	52	204
Females	49	194	48	185
Race				
Black	14	55	20	76
White	77	303	55	212
Hispanic	9	36	24	95
Other	-	0	1	5
Housing				
Own	57	224	40	155
Rent	43	169	60	234
Education				
Not high school	21	83	46	176
High school graduate	79	310	54	209
Income				
Under $15,000	23	85	46	165
Over $15,000	77	284	54	190
Age				
15-24	12	48	16	62
25-49	61	241	50	193
50-98	26	103	34	130
Marital Status				
Single	32	126	47	185
Married*	68	269	53	204
Employment				
Work full or part time	71	280	66	134
Other	29	115	34	255
Length of Residence				
0-2 years	38	150	47	184
3-5 years	14	55	16	64
6-9 years	11	44	7	26
10+ years	37	146	30	115

*Includes "living with someone as partner."

Source: Wave 1 Area Surveys.

reported owning their homes. Langwood (program area) residents reported higher education and higher incomes than did Shady Acres (comparison area) residents. Langwood residents were somewhat more likely to work full time and more likely to be married than were people in Shady Acres.

SURVEY PROCEDURES

Area Listing and Household Selection. Once the program and comparison areas were selected, Police Foundation staff used updated 1980 Census block maps to compile sample frames for both the residential and non-residential samples. Area survey supervisors conducted an area listing, walking the streets and recording on Listing Sheets all addresses within the defined boundaries. After being put on computer-readable tape, these listings were divided into two sub-lists, one for residences and one for non-residential establishments such as businesses, churches, offices and other such places. Each address on both lists was assigned an identification number. Selection of sample addresses was accomplished by dividing the universe (the number of addresses listed) by the desired sample size to arrive at a sampling interval. Starting with a random number and selecting every Nth case (where N was equal to the sampling interval), this procedure was used to produce a random sample of addresses in the program and comparison areas.

Respondent Selection Within The Household. Once the sample of addresses was selected, the next step was the selection of a respondent within the

household. This selection was accomplished by listing all household members who were 19 years old or older and assigning them numbers, starting with the oldest male and listing through the youngest female. The interviewer then used a random selection table assigned to that household to determine who should be the respondent. No substitution was permitted for the selected respondent. (This is a standard "Kish-table" selection procedure.)

The plan for Wave 2 was to contact all sample addresses (including those at which no interview was conducted at Wave 1), and interview the respondents from Wave 1 when possible, thus creating a panel sample. A replacement respondent was selected at sample addresses where the Wave 1 respondent was no longer a resident of the household. These respondents, however, were excluded from the panel analysis, but were included in the pooled cross-sectional analysis. For an address at which no interview was completed during Wave 1, a respondent was selected on the initial contact, using the same selection table that was assigned to that address for Wave 1. Thus, for this evaluation, the completed panel sample is a subset of the Wave 1 and Wave 2 area samples, and is included with them when area-level analyses are reported.

Respondent Selection Within an Establishment. In each non-residential establishment, the goal was to inteview the owner or the manager of the establishment. In 12 percent of the cases, because the owner or manager was unavailable, the most knowledgeable staff member was selected as the actual respondent.

Supervisor/Interviewer Training. The interview operations for Wave 1 began with the recruitment of supervisors, who were given a two-day training session, followed by the recruitment and hiring process for interviewers. After general advertising for interviewers, several orientation sessions were held for screening and selection purposes. The selected interviewers were then invited to a three day training session, after passing a police record check to which they had agreed as part of the hiring process. The final hiring decisions were made after the training session by the Police Foundation's Survey Director and the Foundation's Houston field supervisor.

The interviewers' training was conducted by the Survey Director with the assistance of the Project Director, a trainer, and the site supervisor. Prior to the training sessions, an Interviewer Training Manual was sent to each interviewer. This manual was designed as a programmed learning text with questions which interviewers were to answer as they reviewed each section. The training agenda consisted of general introductory remarks (including background on the study and the Foundation role), general and specific instructions on procedures for respondent selection, a complete review of the questionnaire with special attention to the victimization series, a practice review session, and role-playing sessions.

Contacting Sampled Households and Non-Residential Establishments. About one week before interviewing began, an advance letter from the Mayor of Houston was mailed to the selected addresses. The letter, addressed to "resident" or "owner," informed the recipient of the main objectives of the

research in an effort to give credibility to the study and encourage cooperation with it.

Wave 1 interviewing began on May 29, 1983 and was completed for all project areas on September 8, 1984, after which the police department started the implementation of the programs. The post implementation survey (Wave 2) began on May 18, 1984 and continued in various project areas until July 20, 1984.

All interviewing was conducted in person. Following the initial face-to-face contact, telephone contacts were used occasionally to schedule an in-person interview with the selected respondent.

Call Back Procedures. Interviewers made a minimum of five attempts to complete an in-person interview. Each attempt was recorded on a Call Record Sheet. The attempts were made at different times of the day and different days of the week to maximize the chances of finding the respondent at home. About 40 percent of the interviews were completed on the first and second visits.

A Non-Interview Report (NIR) was completed for each selected address at which an interview could not be completed. The supervisor reviewed each NIR to decide whether or not the case should be reassigned to another interviewer. Most refusal cases were reassigned and interviewers were successful in converting nearly 40 percent of the initial refusals to completed interviews.

In-Field Editing. Completed questionnaires were returned to the supervisor on a daily basis. The supervisor and her clerical staff were

then responsible for the field editing of all completed questionnaires. This process enabled the supervisor to provide the interviewers with feedback concerning their performance and insure that they did not repeat the errors they previously had committed. It also permitted the identification of missing information which could be completed, before interview schedules were sent to the home office.

Validation. About thirty percent of the respondents were recontacted to verify that the interview was indeed completed with the selected respondent. The validation process also helped to provide feedback about the interviewers. Thirty percent of each interviewer's questionnaires were randomly chosen for validation. Validations were completed either by telephone or in-person.

If one of an interviewer's completed questionnaires could not be validated, the supervisor conducted a 100 percent validation of that interviewer's work. Cases that failed validation were either reassigned or dropped from the data base.

Towards the end of the field work period for Wave 1, when the interviewers' mode of payment was changed from an hourly basis to "per completed" basis, a 100 percent validation was conducted on all completed interviews. The validations were carried out from the home office by telephone. Cases in which the telephone number was no longer working and cases without telephone numbers were sent back to the field for in-person validation. The "per completed" mode of payment for interviewers was continued for the Wave 2 survey; after the supervisor had successfully

validated the initial five completed interviews for each interviewer, he or she continued to check 33 percent of the interviewer's work.

Response Rates. The final survey results are presented in Tables 3 and 4. As indicated, Wave 1 residential response rates of 76.5 percent and 74.7 percent were achieved in the program and comparison areas. Response rates of 7.17 percent and 78.1 percent, were achieved during Wave 2.

As Table 3 indicates, in the panel survey, 57.7 percent of the Wave 1 residential respondents were reinterviewed in the program area, and 47.0 percent were reinterviewed in the comparison area.* The panel response rate in the program area was 64.8 percent; it was 52.7 percent in the comparison area.

Table 4 indicates response rates of 79.6 percent in the program area and 81.2 percent in the comparison area for the Wave 1 non- residential surveys. During Wave 2, these response rates were 80.5 and 88.0 percent, respectively.

MEASUREMENT

Survey questionnaires were designed to collect information about exposure to the program as well as to measure the effects on each of the dimensions on which the program was hypothesized to have some impact. One version was created for residents; another shorter version was created for use with owners and managers of non-residential establishments. Copies of

*The high vacancy rates which contributed to the low panel response rates are discussed in the methodology report of the Fear Reduction Project. See Annan, et al., 1985.

TABLE 3

WAVE 1 RESIDENT SURVEY RESULTS
(Numbers in Parentheses are Percentages of Sample Size)

Area	Total Units	Sample Size1	Completed	Refusals	Vacant	Bad Address	Maximum Calls	Ineligible, Duplicates	Other2	Area Response Rate3
Program Area (Langwood)	1609	625	395 (63.2%)	43 (6.9%)	103 (16.5%)	6 (1.0%)	48 (7.7%)	0 (0.0%)	30 (4.8%)	76.5%
Comparison Area (Shady Acres)	1486	613	389 (63.5%)	64 (10.4%)	58 (9.5%)	0 (0.0%)	46 (7.5%)	34 (5.5%)	22 (3.6%)	74.7%

WAVE 2 RESIDENT SURVEY RESULTS
(Numbers in Parentheses are Percentages of Sample Size)

Area	Total Units	Sample Size 1	Completed	Refusals	Vacant	Bad Address	Maximum Calls	Ineligible, Duplicates	Other2	Area Response Rate3
Program Area (Langwood)	1609	625	360 (57.6%)	26 (4.2%)	143 (22.9%)	12 (1.9%)	57 (9.1%)	3 (0.5%)	24 (3.7%)	77.1%
Comparison Area (Shady Acres)	1486	613	403 (65.7%)	30 (4.9%)	79 (12.9%)	4 (0.7%)	42 (6.9%)	14 (2.3%)	41 (6.7%)	78.1%

PANEL RESIDENT SURVEY RESULTS
(Numbers in Parenthesis are Percentages of Sample Size)

Area	Sample Size 1	Completed, Same Address, Same Respondent	Completed, Same Address, Different Respondent	Refusals	Vacant	Bad Address	Maximum Calls	Ineligible, Duplicates	Other2	Panel Response Rate4
Program Area (Langwood)	395	228 (57.7%)	54 (13.7%)	12 (3.0%)	41 (10.4%)	0 (0.0%)	45 (11.4%)	2 (0.5%)	13 (3.3%)	64.8%
Comparison Area (Shady Acres)	389	183 (47.0%)	102 (26.2%)	21 (5.4%)	39 (10.0%)	0 (0.0%)	18 (4.6%)	3 (0.8%)	21 (5.4%)	52.7%

1. The sample size was based on the assumption that the survey operations would rpdouced completion rates of 66 percent for the panel sample and 55 percent for the post-test only sample.

2. "Other" includes the number of respondents who were in hospital, ill, on vacation, or had a language problem, plus completed interviews which were invalidated during quality control checks and those cases in which the pre-test and post-test interviews could not be matched.

3. "Area Response Rate" equals Number Completed + (Sample Size - (Number Vacant + Number Bad Address + Number Ineligible)).

4. "Panel Response Rate" equals Number Completed at same address with same Respondent + (Sample Size - (Number Vacant + Number Bad Address + Number Ineligible)).

TABLE 4

WAVE 1 NON-RESIDENTIAL SURVEY RESULTS
(Numbers in Parentheses are Percentages of Sample Size)

Area	Total Establishments	Sample Size	Completed	Refusals	Vacant	Maximum Calls	Ineligible, Duplicates	Other [1]	Area Response Rate [2]
Program Area (Langwood)	91	56	39 (69.6%)	5 (8.9%)	7 (12.5%)	0 (0.0%)	0 (0.0%)	5 (8.9%)	79.6%
Comparison Area (Shady Acres)	127	63	39 (61.9%)	4 (6.3%)	12 (19.0%)	4 (6.3%)	3 (4.8%)	1 (1.6%)	81.2%

WAVE 2 NON-RESIDENTIAL SURVEY RESULTS
(Numbers in Parentheses are Percentages of Sample Size)

Area	Total Establishments	Sample Size	Completed	Refusals	Vacant	Maximum Calls	Ineligible, Duplicates	Other [1]	Area Response Rate [2]
Program Area (Langwood)	91	56	33 (58.9%)	2 (3.6%)	14 (25.0%)	2 (3.6%)	1 (1.8%)	4 (7.4%)	80.5%
Comparison Area (Shady Acres)	127	60	44 (73.3%)	3 (5.0%)	10 (16.7%)	3 (5.0%)	0 (0.0%)	0 (0.0%)	88.0%

1. "Other" includes language problem and establishment temporarily closed.

2. "Area Response Rate" equals number completed ÷ (Sample Size - (Number Vacant + Number Bad Address + Number Ineligible)).

both instruments are included in a separate methodology report. Appendix B describes in detail the measures used in the residential survey and how they were created. Appendix C presents the same information about the measures used in the non-residential survey. A brief summary of the measures used is presented below.

o Recalled Program Exposure. Respondents were asked whether they knew about community meetings which were held to deal with local problems and whether an officer had come to the door to discuss neighorhood problems or exchange information. They also were asked to indicate when they had last seen or had contact with a police officer, whether they knew an officer in the area, or whether they knew of monthly police newsletters, and whether they had attended a meeting at which a police officer was present.

o Perceived Area Social Disorder Problems. To measure perceived social disorder problems, residential respondents were asked a series of questions about how much of a problem each of the following activities were:

- Groups hanging around on corners,
- People saying insulting things,
- Public drinking,
- People breaking windows,
- Writing or painting on walls,
- Gangs, and
- Sale or use of drugs in public.

The responses to each of these questions were combined to form one composite scale. A similar set of items was used among non-residential respondents.

o Fear of Personal Victimization in Area. A composite scale was created combining the responses of residential respondents to four questions which asked about:

- Perceived safety while in area alone,
- Whether there was a place in the area where the respondent was afraid to go,
- Worry about being robbed in the area,
- Worry about being assaulted in the area.

Similar items were combined among non-residential respondents.

o Perceived Concern About Crime Among Employees and Patrons. Responses to two questions were combined to form a measure of the concern expressed by the employees and patrons of the establishment:

- Frequency of hearing employees express concern about their personal security in the area, and
- Frequency of hearing patrons express concern about their personal safety in the area.

o Worry About Property Crime Victimization in Area. A scale combined responses of residential respondents to two items asking about the extent of worry about:

- Burglary, and
- Auto theft.

Among non-residential respondents the responses to items concerning worry about burglary and vandalism were combined.

o Perceived Area Personal Crime Problems. This scale combined responses to three questions which asked about the extent to which each of the following were perceived as problems in the area:

- People being attacked or beaten up by strangers in the area,
- People being robbed or having their money, purses or wallets taken, and
- Rape or other sexual attacks.

o Perceived Area Property Crime Problems. This scale combined responses to three questions which asked about the extent to which each of the following were perceived in the area:

- Burglary,
- Auto vandalism, and
- Auto theft.

o Victimization. Residents were asked whether they had been victims of various types of attempted and successful crimes during the six-month period prior to being interviewed. Because many individual types of victimization were relatively infrequent, respondents have been categorized for this analysis as to whether they were victims of:

--personal crimes, including actual and attempted robbery, pursesnatching and pocketpicking, actual and attempted or threatened assault, threats, and sexual assault;

--property crimes, including actual and attempted burglary, theft, mailbox and bicycle theft, as well as motor vehicle theft, vandalism of home and automobile.

Representatives of non-residential establishments were asked whether their establishment had been victimized by each of the following crimes during the six months prior to being interviewed:

- Robbery or attempted robbery,
- Burglary or attempted burglary, and
- Vandalism.

o Evaluations of Police Service and Aggressiveness. Two scales were created to measure respondents' evaluations of the police. The first scale, designed to indicate general attitudes toward police service, was composed of the responses to the following individual items:

- How good a job do the police in the area do at preventing crime,
- How good a job do the police in the area do in helping victims,
- How good a job do the police in the area do in keeping order on the street,
- How polite are police in the area in dealing with people,
- How helpful are police in the area in dealing with people, and
- How fair are police in the area in dealing with people.

The second measure, to serve as an indicator of perceived police aggressiveness, was created by combining the responses to questions concerning the extent to which each of the following were thought to be problems in the area.

- Police stopping too many people on the streets without good reason, and
- Police being too tough on people they stop.

o Defensive Behaviors to Avoid Personal Crime. To measure the extent to which respondents take restrictive, defensive precautions to protect themselves against crime, the answers to the following questions were combined:

- Whether the respondent goes out with someone else after dark in order to avoid crime,
- Whether the respondent avoids certain areas,
- Whether the respondent avoids certain types of people, and
- Whether the respondent avoids going out after dark.

These are used in this evaluation as behavioral measures of fear of crime.

o Household Crime Prevention Efforts. To measure the extent to which respondents had made efforts to prevent household crime, the responses to the following questions concerning whether the following household crime prevention efforts had been made:

- Install special locks,
- Install outdoor lights,
- Install timers,
- Install special windows or bars, and
- Is a neighbor asked to watch home when respondent is away for a day or two.

These are used in this evaluation as indicators of positive effects upon purposive crime prevention.

o Change in Business Environment. To measure the extent to which business conditions had changed in the recent past, the responses of non-residential representatives to the following two questions were combined:

- Change in the number of people who came in the establishment during the past year, and
- Change in the amount of business at the establishment during the past year.

o Satisfaction with Area. To ascertain the extent to which residential respondents were satisfied with the area, responses were combined for two items which explored:

- Their perception of the extent to which the area had become a better or worse place in the past year, and
- The extent to which they were satisfied with the area as a place to live.

The answers were combined for two questions asked of non-residential respondents:

- The extent to which the respondent was satisfied with the area as a place for the establishment, and
- The extent to which the area had become better or worse in the past year.

SUMMARY

The basic evaluation design compared measures of attitudes and reported behaviors collected before and ten months after the introduction of the program. These measures were obtained by conducting interviews with random samples of residents and representatives of non-residential establishments in both a program area and in a comparison area, similar to the program area in size and demographic characteristics, in which no new fear reduction activities were undertaken.

The surveys produced area response rates ranging from 75 to 78 percent. Attempts to conduct interviews with a set of respondents both before and after the program began produced panel response rates of approximately 65 and 53 percent, in the program and comparison areas respectively. Interviews were also conducted with owners, managers or employees of non-residential establishments. The response rates were consistently higher than 79 percent.

Survey questionnaires were designed to collect information about each of the following:

- Recalled Program Exposure
- Perceived Area Social Disorder Problems
- Fear of Personal Victimization in Area
- Worry About Property Crime Victimization in Area
- Perceived Area Personal Crime Problems
- Perceived Area Property Crime Problems
- Victimization
- Evaluations of Police Service and Aggressiveness
- Defensive Behaviors to Avoid Personal Crime
- Household Crime Prevention Efforts
- Satisfaction with Area.

ANALYSES AND RESULTS FOR RESIDENTIAL RESPONDENTS

THE RESIDENTIAL DATA

To determine program consequences for residents, the Wave 1 and Wave 2 survey data have been analyzed in two different ways. The first is a pooled cross-sectional analysis which utilizes all respondents in the pre- and post-intervention surveys. Because the respondents involved in the cross-sectional analysis were selected at both Wave 1 and Wave 2 by a statistically randomizing process, these data can be analyzed to provide our best estimate of the effects of the program on the neighborhood as a whole. In Langwood, the program area, the Wave 1 survey sample contained 395 respondents; the Wave 2 sample included 360 people. In Shady Acres, the comparison area, the Wave 1 sample was 389; the Wave 2 sample was 403.

The second analysis is of a panel subset which includes all of the respondents in the Wave 1 survey who could be located and reinterviewed at Wave 2. Respondent attrition between the Wave 1 and Wave 2 surveys (see Table 3) would have diminished the likelihood that the panel respondents would be representative of area residents as a whole. Representativeness is more nearly achieved in the cross-sectional analysis. Analysis of the panel data, however, provides our best estimate of the effects of the program on individuals.* In the program area, there were 228 panel respondents; in the comparison area there were 183.

* It should be noted that while the panel data are analyzed completely independently of the cross-sectional data, the panel constitutes 53 percent of the cross-sectional data set.

For the cross-sectional and the panel data sets, three types of analyses have been conducted:

1. comparisons of means with t-tests to measure the size and significance of Wave 1-Wave 2 differences in levels of program awareness within the program and comparison areas,

2. calculations, for descriptive purposes, of Wave 1-Wave 2 mean scores on outcome measures in the program and comparison areas, and

3. tests of program effects based on regression models. For both the cross-sectional and panel data sets, the data from both survey waves and both areas have been merged and analyzed as one set.

For the panel data only, two additional types of analysis have been conducted:

1. regression analysis to explore the possible impact of the program on people in the program area who report being aware of the program, and

2. regression analysis to explore possible program impact for demographic subgroups in the program and comparison areas.

The regression models used for the pooled cross-sectional analysis and for the various panel analyses will be discussed in subsequent sections of this chapter.

CROSS SECTIONAL ANALYSIS

Cross-Sectional Respondents: Characteristics

Table 5 provides information about the characteristics of the area level sample in the program and comparison areas for both pre- and post-intervention surveys. In the comparison area, there was a significant

TABLE 5

DEMOGRAPHIC CHARACTERISTICS OF WAVE 1 - WAVE 2 AREA SURVEY SAMPLES, PROGRAM AND COMPARISON AREAS

(All Respondents)

	Program Area (Langwood)		Comparison Area (Shady Acres)	
	Wave 1	Wave 2	Wave 1	Wave 2
Sex				
Males	51	49	52	50
Females	49	51	48	50
	(395)	(360)	(389)	(402)
	$p < .80$		$p < .70$	
Race				
Black	14	8	20	20
White	77	82	55	48
Hispanic	9	9	24	27
Other	-	1	1	6
	(394)	(360)	(388)	(403)
	$p < .02$		$p < .01$*	
Housing				
Own	57	66	40	35
Rent	43	34	60	65
	(393)	(360)	(388)	(399)
	$p < .02$		$p < .20$	
Education				
Not High School	21	23	46	50
High School Graduate	79	77	54	50
	(393)	(359)	(385)	(395)
	$p < .70$		$p < .30$	
Income				
Under $15,000	23	21	46	54
Over $15,000	77	79	54	46
	(369)	(340)	(355)	(360)
	$p < .70$		$p < .10$	
Age Category				
15-24	12	12	16	14
25-49	61	59	50	48
50-98	26	29	34	34
	(395)	(360)	(385)	(400)
	$p < .80$		$p < .90$	

-continued-

*Statistical significance is $p \leq .01$.
**Incudes "Living with someone as partners."

TABLE 5
(continued)

DEMOGRPAHIC CHARACTERISTICS OF WAVE 1 - WAVE 2 AREA SURVEY SAMPLES, PROGRAM AND COMPARISON AREAS

(All Respondents)

	Program Area (Langwood)		Comparison Area (Shady Acres)	
	Wave 1	Wave 2	Wave 1	Wave 2
Children at Home				
None	46	52	58	55
One	23	22	18	22
Two +	30	27	24	23
	(395)	(360)	(389)	(399)
	$p < .50$		$p < .05$	
Number of adults in household				
One	18	14	31	28
Two	67	70	49	50
Three +	15	16	20	21
	(395)	(359)	(389)	(402)
	$p < .50$		$p < .70$	
Marital Status				
Single	32	25	47	46
Married**	68	75	53	54
	(395)	(359)	(386)	(402)
	$p < .10$		$p < .95$	
Employment				
Work full-part	71	74	66	67
Other	29	26	34	33
	(395)	(360)	(387)	(402)
	$p < .50$		$p < .80$	
Length of Residence				
0--2 years	38	32	47	47
3-5 years	14	15	16	13
6-9 years	11	12	7	8
10 years +	37	41	30	31
	(395)	(360)	(389)	(401)
	$p < .50$		$p < .50$	

*Statistical significance is $p \leq .01$.
**Includes "Living with someone as partners."

($p \leq .01$)* decrease in the percentage of white respondents.

Cross-Sectional Respondents: Program Awareness

Table 6 reports responses to several questions which were asked to gauge the extent to which respondents recalled exposure to various aspects of the community organizing strategy. Tables 7-12 examine recalled exposure for demographic subgroups within the program area.

Knowledge of Monthly Police Newsletter. Wave 2 respondents were asked whether they had "...heard about a monthly newsletter published by the police specifically for residents in this area." Twenty-one percent of the program area residents and 4 percent of the comparison area residents said "yes." As indicated by Table 7, homeowners, and persons who had lived in the area for 10 or more years all were significantly more likely to recall the newsletter than were respondents in other categories of their subgroups.

Awareness of Community Meetings to Deal with Local Problems. In both survey waves respondents were asked whether there had "...been any community meetings held here in this area to try to deal with local problems." Table 6 reports that in the program area there was a significant, positive 15 percentage point increase in affirmative answers, while in the comparison area there was a significant 8 percentage point decrease in respondents who

*In this report, we use a one-tailed test of statistical significance of $p \leq .01$ for simple t-tests. For the regression analysis, where it is possible to control for covariates, the significance level employed is $\leq .05$ in both pooled and panel analyses.

TABLE 6

PERCENTAGE OF RESIDENTIAL RESPONDENTS RECALLING
ASPECTS OF THE PROGRAM, PROGRAM AND COMPARISON AREAS

(All Respondents)

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Type of Exposure		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Knew of monthly police newsletter	[N]	---	21 [358]			---	4 [400]		
Aware of community meetings to discuss local problems	[N]	13 [395]	28 [360]	+ 15	.001*	24 [389]	16 [403]	- 8	.01*
Had attended a meeting	[N]	5 [395]	11 [360]	+ 6	.01*	6 [389]	5 [403]	- 1	.80
Aware of clean-up campaign		---	34 [359]			---	23 [389]		
Had seen police officer									
more than a week ago		42	30	- 12		32	25	- 7	
within past week		35	38	+ 3	.001*	38	34	- 4	.01*
within past 24 hours		22	32	+ 10		30	41	+ 11	
	[N]	[395]	[360]			[389]	[403]		
Recalled police came to door	[N]	2 [395]	12 [358]	+ 10	.001*	3 [386]	3 [400]	+ 0	.95
Knew a police officer in area	[N]	8 [392]	13 [360]	+ 5	.10	7 [381]	8 [401]	+ 1	.90

*Statistical significance is $p < .01$.
Note: Chi-square tests of significance.

TABLE 7

PERCENTAGE OF DEMOGRAPHIC SUBGROUP RESPONDENTS
WHO WERE AWARE OF MONTHLY POLICE NEWSLETTER AND
SIGNIFICANCE OF SUBGROUP DIFFERENCE

(All Respondents, Program Area Only)

Sex			Housing		
Males	20	(178)	Own	27	(235)
Females	22	(180)	Rent	10	(123)
	p < .64			p < .01*	
Race			Age Category		
Black	4	(27)	15-24	11	(45)
White	23	(296)	25-49	20	(209)
Hispanic	17	(30)	50 plus	28	(104)
Other	p < .05			p < .05	
Income			Number of Adults in Household		
Under $15,000	14	(70)			
Over $15,000	23	(269)	One	21	(48)
	p < .17		Two	23	(252)
			Three +	10	(57)
				p < .10	
Education			Length of Residence		
Not high school	17	(83)	0-2 years	13	(117)
HS graduate	23	(274)	3-5 years	24	(51)
	p < .37		6-9 years	14	(44)
			10 years +	29	(146)
				p < .01*	

*Statistical significance is $p \leq .01$.
Note: Chi-square tests of significance.

recalled hearing of such meetings.* Table 8 indicates that homeowners, persons residing in households containing two adults, and people who have lived in the area for over two years were all more likely than other respondents in their subgroups to know about the meetings.

Attended a Meeting. In the program area there was a significant 6 percentage point increase from Wave 1 to Wave 2 in the number of respondents who reported having attended a community meeting (Table 6). Over the same period, there was an insignificant 1 percentage point decrease in the comparison area.

Aware of Clean-Up Campaign. When asked at Wave 2 whether they had "...seen or heard about a clean-up campaign to remove trash and clean up the area this Spring," 34 percent of the program area respondents and 23 percent of the comparison area respondents said they had heard of such a campaign (Table 6). Table 9 reports that among residents in the program area, home owners were significantly more likely than renters to report knowledge of the clean-up efforts.

Recent Sighting of Police Officers. Residents were asked at Wave 1 and Wave 2 about the last time they had seen a police officer in their area. In both areas respondents were significantly more likely at Wave 2 than Wave 1 to report having seen a police officer within the past 24 hours (Table 6). According to Table 10 there were no statistically significant differences

*The decrease in the comparison area which is replicated in the panel data is not readily explicable. The may actually have been, unknown to us, some community meeting in the comparison before--but not after--the Wave 1 survey.

TABLE 8

PERCENTAGE OF DEMOGRAPHIC SUBGROUP RESPONDENTS
WHO REPORTED AWARENESS OF COMMUNITY MEETINGS ABOUT LOCAL PROBLEMS AND
SIGNIFICANCE OF SUBGROUP DIFFERENCE

(All Wave 2 Respondents, Program Area Only)

Sex		
Males	25	(178)
Females	31	(182)
	$p < .25$	
Race		
Black	11	(28)
White	31	(291)
Hispanic	19	(31)
	$p < .03$	
Income		
Under $15,000	24	(70)
Over $15,000	30	(270)
	$p < .43$	
Education		
Not high school	20	(83)
HS graduate	30	(276)
	$p < .10$	
Housing		
Own	34	(236)
Rent	17	(124)
	$p < .01$*	
Age Category		
15-24	18	(45)
25-49	26	(211)
50 plus	38	(104)
	$p < .03$	
Number of Adults in Household		
One	28	(49)
Two	40	(53)
Three +	30	(44)
	$p < .01$*	
Length of Residence		
0-2 years	11	(117)
3-5 years	40	(53)
6-9 years	30	(44)
10 years +	38	(146)
	$p < .01$*	

*Statistical significance is $p \leq .01$.
Note: Chi-square tests of significance.

TABLE 9

PERCENTAGE OF DEMOGRAPHIC SUBGROUP RESPONDENTS
WHO REPORTED AWARENESS OF AREA CLEAN-UP CAMPAIGN AND
SIGNIFICANCE OF SUBGROUP DIFFERENCE

(All Wave 2 Respondents, Program Area Only)

Sex			Housing		
	Males	36 (178)		Own	39 (236)
	Females	33 (181)		Rent	24 (123)
		$p < .58$			$p < .01$*
Race			Age Category		
	Black	(missing data)		15-24	22 (45)
	White			25-49	35 (211)
	Hispanic			50 plus	38 (103)
		$p <$.			$p < .17$
Income			Number of Adults in Household		
	Under $15,000	28 (70)		One	25 (49)
	Over $15,000	38 (269)		Two	35 (253)
		$p < .21$		Three +	44 (56)
					$p < .14$
Education			Length of Residence		
	Not high school	27 (82)		0-2 years	27 (116)
	HS graduate	37 (276)		3-5 years	42 (53)
		$p < .34$		6-9 years	30 (44)
				10 years +	39 (146)
					$p < .11$

*Statistical significance is $p \leq .01$.
Note: Chi-square tests of significance.

TABLE 10

PERCENTAGE OF DEMOGRAPHIC SUBGROUP RESPONDENTS
WHO RECALLED SEEING AN OFFICER IN THE AREA IN THE PREVIOUS 24 HOURS AND
SIGNIFICANCE OF SUBGROUP DIFFERENCE

(All Wave 2 Respondents, Program Area Only)

Sex			Housing		
Males	31	(178)	Own	29	(236)
Females	31	(182)	Rent	38	(124)
	$p < .85$			$p < .12$	
Race			Age Category		
Black	46	(28)	15-24	33	(45)
White	32	(296)	25-49	33	(211)
Hispanic	22	(31)	50 plus	30	(104)
other	$p < .14$			$p < .82$	
Income			Number of Adults in Household		
Under $15,000	26	(70)	One	35	(49)
Over $15,000	35	(270)	Two	30	(253)
	$p < .19$		Three +	38	(57)
				$p < .78$	
Education			Length of Residence		
Not high school	25	(83)	0-2 years	27	(117)
HS graduate	34	(276)	3-5 years	40	(53)
	$p < .15$		6-9 years	36	(44)
			10 years +	32	(146)
				$p < .30$	

Note: Chi-square tests of significance.
Statistical significance is $p \leq .01$.

among demographic subgroups in their awareness of police presence.*

Recalled Police Had Come to the Door. At Wave 1 and Wave 2 residents were asked whether since the previous summer the police had "...come to your door to ask about problems in the neighborhood or to give you information about crime." In the program area there was a significant 10 percentage point increase in the number of affirmative responses and there was no change over time in the comparison area (Table 6). There were no significant differences among subgroups in recall of this aspect of the program. (Table 11).

Familiarity With Officers Working in the Area. As indicated in Table 6, there was an insignificant 5 percentage point increase in the number of people in the program area who said they knew any of the officers working in their area; there was only a 1 percentage point increase in the comparison area. According to Table 12 there were no significant differences among demographic subgroups in reported familiarity with local officers.

Cross-Sectional Respondents: Wave 1 and Wave 2 Mean Outcome Scores

Table 13 reports Wave 1 and Wave 2 mean scores for measures of fear of victimization, perceptions of area crime and disorder problems, citizen satisfaction with the area in which they live, attitudes toward the police, reported use of defensive behaviors to avoid personal victimization, and

*As indicated previously, "awareness of police presence" is not treated here as a surrogate measure of actual police presence. It is quite possible that improved attitudes toward the police or feelings of greater security, produced by other factors, may lead respondents to feel that they are experiencing greater police presence.

TABLE 11

PERCENTAGE OF DEMOGRAPHIC SUBGROUP RESPONDENTS
WHO RECALLED POLICE CAME TO THEIR DOOR AND
SIGNIFICANCE OF SUBGROUP DIFFERENCE

(All Wave 2 Respondents, Program Area Only)

Sex		
Males	8	(177)
Females	15	(181)
	$p < .06$	
Race		
Black	0	(28)
White	12	(294)
Hispanic	19	(31)
	$p < .06$)	
Income		
Under $15,000	10	(133)
Over $15,000	12	(285)
	$p < .97$	
Education		
Not high school	12	(82)
HS graduate	11	(275)
	$p < .14$	
Housing		
Own	14	(235)
Rent	6	(123)
	$p < .05$	
Age Category		
15-24	10	(44)
25-49	10	(211)
50 plus	16	(103)
	$p < .30$	
Number of Adults in Household		
One	6	(49)
Two	13	(252)
Three +	11	(56)
	$p < .41$	
Length of Residence		
0-2 years	9	(116)
3-5 years	9	(53)
6-9 years	7	(44)
10 years +	16	(145)
	$p < .18$	

Note: Chi-square tests of significance.
Statistical significance is $p \leq .01$.

TABLE 12

PERCENTAGE OF DEMOGRAPHIC SUBGROUP RESPONDENTS
WHO REPORTED KNOWING A POLICE OFFICER WHO WORKED IN THE AREA AND
SIGNIFICANCE OF SUBGROUP DIFFERENCE

(All Wave 2 Respondents, Program Area Only)

Sex			Housing		
Males	12	(178)	Own	15	(236)
Females	14	(182)	Rent	10	(124)
	$p < .82$			$p < .22$	
Race			Age Category		
Black	7	(28)	15-24	18	(45)
White	14	(296)	25-49	12	(211)
Hispanic	6	(31)	50 plus	12	(104)
	$p < .28$			$p < .60$	
Income			Number of Adults in Household		
Under $15,000	13	(70)			
Over $15,000	14	(270)	One	12	(49)
	$p < .99$		Two	12	(253)
			Three +	18	(57)
				$p < .55$	
Education			Length of Residence		
Not high school	8	(83)	0-2 years	8	(117)
HS graduate	14	(276)	3-5 years	9	(53)
	$p < .21$		6-9 years	11	(44)
			10 years +	18	(146)
				$p < .08$	

Note: Chi-square tests of significance.
Statistical significance is $p \leq .01$.

TABLE 13

DIFFERENCES IN WAVE 1-WAVE 2 OUTCOME SCORES FOR CROSS-SECTIONAL PANEL RESPONDENTS, PROGRAM AND COMPARISON AREAS

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Outcome Scale		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Fear of Personal Victimization in Area	(sd)	1.63	1.50	-.13	.001*	1.69	1.65	-.04	.25
	(sd)	(.56)	(.54)			(.56)	(.61)		
	[N]	[395]	[360]			[389]	[403]		
Perceived Area Personal Crime Problems	(sd)	1.35	1.20	-.15	.001*	1.44	1.38	-.06	.10
	(sd)	(.50)	(.40)			(.57)	(.55)		
	[N]	[383]	[357]			[372]	[394]		
Worry About Property Crime Victimization in Area	(sd)	2.00	1.85	-.15	.001*	1.92	1.85	-.07	.10
	(sd)	(.66)	(.64)			(.67)	(.72)		
	[N]	[394]	[360]			[387]	[401]		
Perceived Area Property Crime Problems	(sd)	1.57	1.40	-.17	.001*	1.60	1.55	-.05	.25
	(sd)	(.59)	(.51)			(.60)	(.59)		
	[N]	[391]	[360]			[380]	[397]		
Perceived Area Social Disorder Problems	(sd)	1.41	1.24	-.17	.001*	1.40	1.39	-.01	.40
	(sd)	(.45)	(.33)			(.46)	(.47)		
	[N]	[395]	[360]			[387]	[402]		

-continued-

*Statistical significance is $p \leq .01$.
Note: One-tailed t-tests of significance.

TABLE 13
(continued)

DIFFERENCES IN WAVE 1-WAVE 2 OUTCOME SCORES FOR CROSS-SECTIONAL PANEL RESPONDENTS
PROGRAM AND COMPARISON AREAS

Outcome Scale		Program Area (Langwood) Wave 1	Wave 2	Diff.	Sigf.	Comparison Area (Shady Acres) Wave 1	Wave 2	Diff.	Sigf.
Satisfaction with Area	(sd)	2.43	2.59	+.16	.001*	2.51	2.60	+.09	.025
	(sd)	(.63)	(.58)			(.61)	(.60)		
	[N]	[395]	[360]			[389]	[403]		
Evaluation of Police Service	(sd)	3.33	3.62	+.29	.001*	3.23	3.37	+.14	.005*
	(sd)	(.65)	(.58)			(.63)	(.71)		
	[N]	[385]	[355]			[372]	[388]		
Perceived Police Aggressiveness	(sd)	1.14	1.06	-.08	.001*	1.15	1.11	-.04	.10
	(sd)	(.38)	(.23)			(.40)	(.32)		
	[N]	[384]	[355]			[363]	[403]		
Defensive Behaviors to Avoid Personal Victimization	(sd)	.42	.42	.00	.50	.44	.47	+.03	.25
	(sd)	(.33)	(.35)			(.34)	(.35)		
	[N]	[395]	[360]			[387]	[403]		
Household Crime Prevention Efforts	(sd)	1.29	2.04	+.75	.001*	1.86	1.88	+.02	.50
	(sd)	(1.24)	(1.32)			(1.38)	(1.31)		
	[N]	[395]	[360]			[389]	[403]		

*Statistical significance is $p \leq .01$.
Note: One-tailed t-tests of significance.

reported victimization. The size and statistical significance of differences in Wave 1 and Wave 2 scale scores are reported for respondents in both the program area, Langwood, and the comparison area, Shady Acres. The scores are based on data for all residential respondents in both survey waves. Wave 1 and Wave 2 values for individual items within the scales are presented in Appendix D.

Although levels of significance are reported for these data, they do not represent tests of program effect. These data merely give us a picture of what was happening over time within the two areas. They also provide a basis for speculating about alternative explanations of findings of program effects to be presented in a later section.

Table 14 reports data for another outcome measure--Prevalence of Victimization. These figures represent the percentage of persons who recalled being victimized,* in their area, by:

--personal crimes, including: actual and attempted robbery, pursesnatching and pocketpicking, actual and attempted or threatened assault, threats, and sexual assault,

*This measure is different from the "crime rate" or even the "victimization rate." It does not take into account the extent to which persons were multiply victimized during these six-month periods. The survey questionnaire did ask victims "how many times" they were victimized by each type of incident, but those data are prone to recall error. The measures of victimization employed in Table 14 are necessarily insensitive to whether or not fewer people were victimized, but victimized more frequently. However, during a six-month recall period relatively few persons are multiply victimized by the same type of incident, so there will be few differences between the dichotomous measures employed in Table 14 and victimization rate accounts for individuals.

TABLE 14

PERCENTAGE OF RESPONDENTS REPORTING THEMSELVES TO HAVE BEEN VICTIMS BY TYPE OF CRIME, WAVE 1 - WAVE 2, PROGRAM AND COMPARISON AREAS

(Cross-Sectional Sample)

	Program Area (Langwood)				Comparison Area (Shady Acres)			
Type of Crime	Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Personal Crimes	24	21	- 3	.50	17	18	+ 1	.95
Property Crimes	28	26	- 2	.50	31	29	- 6	.80
Burglary	13	8	- 5	.05	16	10	- 6	.20
Motor vehicle crime	11	10	- 1	.50	10	13	+ 3	.10
Other theft	13	14	+ 1	.50	12	13	+ 1	.80
	[395]	[360]			[389]	[403]		

Note: Statistical significance is $p \leq .01$.
One-tailed t-tests of significance.

--property crimes, including: actual and attempted burglary, thefts from, in, and around the home, mailbox and bicycle theft, home and auto vandalism and motor vehicle theft.

Table 14 reports the frequency of victimization by these broad categories of crimes and also by selected types of incidents, including burglary, motor vehicle crime, and other types of thefts. Also reported is a test of the statistical significance of differences in victimization between the first and second waves of the surveys in each area. These data indicate no significant changes over time in either area in any type of victimization.

We see across all the other outcome measures (Table 13) many more statistically significant Wave 1-Wave 2 differences in the program than in the comparison area. The only significant difference in the comparison area was the increase on Evaluation of Police Services. Because this difference occurred in both areas (and in all the Houston test areas), it is likely that there was something happening all over Houston which contributed to this more positive attitude toward the police in all areas. During the project test period, the Houston Police Department appeared to be receiving more positive coverage from the local press than it had in previous years. Some of the stories were related to the Fear Reduction program itself and news of the program also focused national press attention on the Houston Police Department. Houston's new police chief, Lee Brown, was seen frequently on television during this period discussing various operational aspects of his community-oriented policing philosophy, and there were a number of programs or organizational changes implemented or tested during the program period, both the fact of which and the publicity of which may

have contributed to an increasingly positive public image of the Houston police. Again, while interesting in their own right, these data do not provide good evidence of program-based causality. This type of analysis does not control for many possible population differences between the two areas (and over time within each area), and does not tell us whether the changes in the program area are statistically significantly greater than those in the comparison area.

Cross-Sectional Respondents: Program Effects

The much stronger test of area or neighborhood-level effects is provided by a regression analysis in which potentially important outcome covariates can be controlled. Such an analysis was done on a data set which pooled the Wave 1 and Wave 2 data for both the program and comparison areas. The regression model which provides controls for survey wave, area of residence, and covariates is as follows:

$$Y = a + b*COVARIATES + b*WAVE + b*TREAT + b*INTER$$

Where:

Y = an outcome measure;
a = intercept
WAVE = pretest (coded 0) or posttest (coded 1) wave
TREAT = residence in comparison (coded 0) or program (coded 1) area;
INTER = interaction term coded 1 if respondent lives in the program area and it is a posttest interview, and a 0 otherwise;
COVARIATES = indicators modeling differences between residents of the program and comparison areas which potentially are related to the outcome measures (see below).

The covariates are critical. One of the major design flaws of an area-level quasi-experiment is that residents are not randomly assigned to treatment or comparison status, but rather opt (or are forced, in one fashion or another) into one of the areas. The factors which lie behind

their selection of, or assignment to, the program or comparison areas potentially are confounded with the treatment. Program and comparison areas can never be perfectly matched. The goal of the analysis, therefore, is to model the selection process in order to statistically "control" the factors which led them to one neighborhood or the other and which are related to the outcome measures.

The covariates used in this analysis include many of the known correlates of most of the outcome measures for the evaluation. They reflect the respondent's crime experiences and physical vulnerability, the anonymity of their immediate environment, cultural and ethnic differences in experiences with the police, and social supports. Many factors which affect fear and assessments of the police also are linked to residential choice, including income, education, race, household organization, and employment status. Most of the covariates listed here are "demographic" because it is important that they be conceptually and temporally antecedent to the program, and not be affected by it. This is especially critical in the pooled cross-sectional analysis, for half of the respondents were interviewed after the program took place. If factors were included among the covariates which could have been affected by the program (like recent experiences with the police or victimization), controlling for them would "take out" variance also associated with the treatment, and could lead to an underestimate of program effect. Note, however, that their exclusion contributes to the specification bias in the structural models of fear and assessments of the police which guided the selection of the covariates, for the examples given above are important determinants of both outcomes. This

problem is rectified in the analysis of panel data (reported in a later section of this chapter), where measures of victimization and assessments of the police taken before the onset of the program can be used as covariates.

Covariates Used in Pooled Cross-Sectional Analyses

Race-black	Origin-Hispanic	High school graduate
Age in years	Elderly-over 60	Income (dichotomy)
Gender-female	Married	Length of residence
Own home	Single family home	Work full-part time
Live alone	Household size	Single family head
Poor English	Apartment complex	Number of children

There were scattered missing data for most of the covariates. These were coded at median values or mid-ranges where appropriate. There were more missing data for income (8.5 percent), and those cases were coded midway between the low and high categories. Appendix K reports two analyses which compare results based on "complete cases" data sets and on those excluding missing-data cases. These analyses suggest there is no systematic bias introduced by this procedure.

In addition to identifying the structural model of the selection process, it is important to understand how its components were measured. Unlike the outcome measures, which have known estimated reliabilities, are single factored, and are well distributed, the covariates analyzed here were all measured using single indicators. However, because the interviews were conducted in-person, some covariates (such as sex, observed building type) probably are usually accurate. Others, like race, are conceptually thorny, but are at least respondent-identified categories, and most of the remainder ("working," "married") should be fairly reliably measured by the

questionnaire. Income level doubtless is the worst-measured of the covariates, but there are no reliability estimates for any of them.

Because they are intended to model the selection process and adjust for unmatched differences between the treatment and control areas, in this analysis the covariates were forced in before an assessment was made of the significance of other components of the model.

The WAVE measure controls for the main effects of wave of interview. It identifies interviews conducted before and after the onset of the program, and its inclusion should take out the simple, linear effects of history, maturation, and other general over-time changes in both program and comparison areas. It will not account for differences in the magnitude of general temporal shifts between the two areas, however.

The TREATment measure controls for the main effects of area of residence. This is an interesting factor in the model. If the covariates (which were entered first) adequately accounted for selection differences between the two areas which are related to the outcome measures, the regression coefficient for TREAT should approximate zero ("significance" is not the best criterion in this case); there should be no independent effect of area of residence. If the selection model were less adequate, the inclusion of TREAT will serve to take out further unmodeled (or ill-measured) differences between respondents from the two areas. However, as we shall see shortly, the problem of multicollinearity makes this a less desirable solution to the problem than is modeling differential area selection.

Treatment effect is estimated in this analysis by the size and significance of the unstandardized regression coefficient associated with the INTERaction indicator. INTER identifies interviews with (a) residents of the program area conducted (b) after the onset of the program.

One problem with this analysis model is that there inevitably will be a substantial amount of multicollinearity between the WAVE, TREAT, and INTER indicators. This makes it less likely that any significant program effects will be identified. However, because they perform important analytic functions, it clearly would be incorrect to leave out either of the main effect indicators--unless the coefficient associated with area of residence (TREAT) approximates zero because of adequate modeling of the selection process. Unfortunately, while the coefficients for area of residence frequently were insignificant in the multivariate analyses, they sometimes were significant and rarely were zero; thus, they were included in each analysis.

The before-and-after surveys are designed to draw representative sketches of area residents at two points in time. They may better reflect the community-wide effects of a program. However, the absence of a pretest forces us to rely upon covariates which were measured in the surveys to factor out non-program differences between treatment and control individuals, and important differences between residents of the program and comparison areas may not have been included or may have been badly measured.

Note that, after all of this, INTER will continue to be a biased estimator of program effect due to unaccounted-for treatment-by-history and treatment-by-maturation threats to validity, if present.

The results of the pooled analysis are presented in Table 15. The first column reports the sign and size of the regression coefficient associated with living in the program area and being interviewed after program implementation. This is the measure of program effect after the other variables in the model have been taken into account. The second column reports the level of statistical significance of the coefficient.

At the area-level, the community organizing program appears to be negatively and significantly ($p \leq .05$) associated with indicators of "Perceived Area Social Disorder Problems." Further, the program is positively and significantly associated with the scales, "Evaluations of Police Service" and "Perceived Police Aggressiveness."*

The organizing program appears to have had statistically significant, predicted effects on only three of the eight attitude measures of program impact. For the other two attitudes, the effects were in the predicted direction but were not significant. At the area level, the community organizing strategy does not appear to have had the effects of reducing fear or of reducing perceptions of area crime problems. Nor did the program

*We are not certain how to interpret this unpredicted finding about perceived police aggressiveness. The variable was included to assess the possible unintended, adverse effects of the program which seem indicated here by a significant, positive coefficient. However, as the data in Table 13 demonstrate, there was no increase in the level of perceived police aggressiveness between Wave 1 and Wave 2 in either the program or comparison areas. Indeed, there were decreases in the scores for this variable in both areas. However, when the effects of area differences are taken into account by the regression analysis, the reduction apparently is greater in the comparison area. In addition, when this variable which, in this analysis was run as a logged variable, was re-run in its unlogged state in the panel data, the positive coefficient became a negative one. There is reason, then, to believe that this apparent undesirable consequence of the program is not real.

TABLE 15

PROGRAM EFFECTS FOR CROSS-SECTIONAL SAMPLE RESPONDENTS:
REGRESSON COEFFICIENTS AND LEVELS OF SIGNIFICANCE

Outcome Scale	Regression Coefficient (b)	Level of Significance
Fear of Personal Victimization in Area	-.06	.26
Perceived Area Personal Crime Problems	-.06	.25
Worry About Area Property Crime Problems	-.07	.32
Perceived Area Property Crime Problems	-.08	.15
Perceived Area Social Disorder Problems	-.12	.01*
Satisfaction with Area	+.05	.38
Evaluations of Police Service	+.15	.02*
Perceived Police Aggressiveness (logged)	.04	.03*
Defensive Behaviors to Avoid Victimization	-.02	.44
Household Crime Prevention Efforts	-.04	.72
Property Crime Victimization	.01	.87
Personal Crime Victimization	-.05	.19
(N)	(1546)	

*Statistically significant at $p \leq .05$.

increase residents' satisfaction with their neighborhood. It did not increase the likelihood that residents would take steps to make their homes less vulnerable to crime, nor did it affect victimization.

Alternative Explanation of Program Effects Detected in Regression Analysis.

It is possible that the three significant outcomes were chance events which would not be replicated in multiple measures of this program's impact. This alternative explanation cannot be tested with available data. However, the fact that two of the findings are replicated in the panel analysis (next section) increases our confidence in them.

Additionally, there is the possibility that some other event or activity occurred in Langwood which caused the effects which might otherwise be attributed to the organizing program. To monitor this possibility, an evaluation observer made regular contact with police personnel in both the program and comparison areas to determine whether any new police operations were introduced into either area during the period of the test. In addition, she monitored the media for stories about the area. There is little doubt that any direct effects of the community organizing strategy probably were enhanced by media coverage of it. A neighborhood paper produced two articles on the clean-up campaign during the test period, but other than this coverage, the observer was unable to detect any other event or activity which might be expected to account for the effects measured in the program area.

Finally, alternative explanations may lurk in uncontrolled differences between the program and comparison areas and between the people who live in them. Those are confounded with potential program effects because there was

no random allocation of persons into treatment or control status to equate them on other factors. That is, we cannot be sure that outcome differences between people in the program and control areas, or even changes in the outcomes for two areas over the course of a year, were due to the program, or to those other factors. Regression-based, quasi-experimental analyses attempt to compensate for this by "controlling" statistically for those other differences between people. This is typically done using multiple regression, entering a measure of program exposure along with other control variables to predict outcome scores. The more credible the claim that (a) all relevant differences between people in the two areas other than program exposure have been identified, that (b) those differences have been perfectly measured, and (c) that linear regression (or any other statistical model) perfectly captures their relationship to the outcome measure, the more credible the quasi-experiment.

We make no such claims here. In the absence of firm data on a-c above, the best substitute is a pre-test outcome score. A pretest score for an outcome variable should capture most of the measurable sources of variation in the post-test outcome variable which are not attributable to the program. To make use of these pretest scores, we must now turn to the analysis of the data from the panel samples.

PANEL ANALYSIS

Panel Respondents: Characteristics

In the program area there were 228 respondents in the panel sample; there were 181 in the comparison area.

The second and fourth columns of Table 16 provide descriptive data about the characteristics of the panel respondents in both the program and comparison areas. The first and third columns provide the same information for the first wave of the cross-sectional respondents. As tends to be the case in panel studies, the persons who were relocated for Wave 2 were more likely to be homeowners, to have lived in the area a longer time, and to be older than the larger sample interviewed at Wave 1.

Panel Respondents: Program Awareness

Table 17 reports the extent to which panel respondents recalled elements of the contact program. In Langwood, the program area, there was a statistically significant ($p \leq .01$) twenty-two percentage point, Wave 1-Wave 2 difference (an increase from 15 to 37 percent) in the number of respondents who reported knowing about community meetings. There was a significant, ten percentage point, positive difference (an increase from 2 to 12 percent) in the number of Langwood respondents who recalled that an officer had come to their door to ask about problems or provide information. In the comparison area, there was a significant decrease in the percentage of respndents who reported knowing about meetings and no difference over time in the percentage who said an officer had come to their door. In both areas there were similar increases over time in the percentage of respondents who reported having seen an officer in the area in the previous 24 hours.

Panel Respondents: Wave 1 and Wave 2 Mean Outcome Scores

Table 18 presents for the panel respondents in each area the mean outcome scores for both waves of the survey. Within the program area there

TABLE 16

COMPARISON OF CROSS-SECTIONAL SAMPLE AND PANEL SAMPLE CHARACTERISTICS, PROGRAM AND COMPARISON AREAS, WAVE 1

	Program Area (Langwood)		Comparison Area (Shady Acres)	
	Cross-Sectional	Panel	Cross-Sectional	Panel
Sex				
Males	51	51	52	47
Females	49	49	48	53
	(395)	(228)	(389)	(181)
	$p < .95$		$p < .30$	
Race				
Black	14	8	20	24
White	77	85	55	55
Hispanic	9	7	24	20
Other	-	0	1	1
	(393)	(222)	(388)	(181)
	$p < .20$		$p < .70$	
Housing				
Own	57	72	40	54
Rent	43	28	60	46
	(393)	(228)	(388)	(181)
	$p < .001$*		$p < .01$*	
Education				
Not High School	21	23	46	55
High School Graduate	79	77	54	45
	(393)	(228)	(385)	(179)
	$p < .70$		$p < .05$	
Income				
Under $15,000	23	22	46	47
Over $15,000	77	78	54	52
	(369)	(219)	(355)	(163)
	$p < .80$		$p < .90$	
Age Category				
15-24	12	9	16	8
25-49	61	55	50	45
50-98	26	36	34	47
	(395)	(228)	(385)	(180)
	$p < .05$		$p < .01$*	

-continued-

*Statistical significance is $p \leq .01$.
Note: Chi-square tests of significance.
Both columns for each area drawn from Wave 1 data.

TABLE 16
(continued)

COMPARISON OF CROSS-SECTIONAL SAMPLE AND PANEL SAMPLE CHARACTERISTICS, PROGRAM AND COMPARISON AREAS, WAVE 1

	Program Area (Langwood)		Comparison Area (Shady Acres)	
	Cross-Sectional	Panel	Cross-Sectional	Panel
Children at Home				
None	46	51	58	60
One	53	49	42	40
	(395)	(228)	(389)	(181)
	$p < .70$		$p < .70$	
Number of adults in household				
One	18	15	31	28
Two	67	67	49	52
Three +	15	18	19	20
	(395)	(228)	(389)	(181)
	$p < .70$		$p < .80$	
Marital Status				
Single	32	29	47	46
Married**	68	71	53	54
	(395)	(228)	(386)	(181)
	$p < .70$		$p < .20$	
Employment				
Work full-part	71	71	66	60
Other	29	29	34	40
	(395)	(360)	(387)	(402)
	$p < .98$		$p < .30$	
Length of Residence				
0--2 years	38	26	47	31
3-5 years	14	14	16	17
6-9 years	11	13	7	8
10 years +	37	48	30	44
	(395)	(228)	(389)	(181)
	$p < .02$		$p < .01$*	

*Statistical significance is $p \leq .01$.
Note: Chi-square tests of significance.
Both columns for each area are drawn from Wave 1 data.

TABLE 17

PERCENTAGE OF PANEL RESPONDENTS RECALLING ASPECTS OF THE PROGRAM, PROGRAM AND COMPARISON AREAS

(All Panel Respondents)

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Type of Exposure		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Aware of community meetings about local problems		15	37	+22	.001*	40	24	-16	.001*
	[N]		[195]				[152]		
Recalled police came to door to ask about problems or give information		2	12	+10	.001*	3	2	-1	.40
	[N]		[226]				[179]		
Aware of community clean-up campaign		---	34			---	25		
	[N]		[227]				[177]		
Had seen police officer									
More than 1 week ago		44	30	-14		33	22	-11	
within past week		34	37	+ 3	.001*	39	34	- 5	.001*
within past 24 hours		22	33	+11		29	44	+15	
	[N]		[228]				[181]		

*Statistical significance is $p \leq .01$.
Note: T-tests of significance for paired measures.

TABLE 18

DIFFERENCES IN WAVE 1-WAVE 2 OUTCOME SCORES FOR PANEL RESPONDENTS, PROGRAM AND COMPARISON AREAS

		Program Area (Langwood)				Comparison Area (Shady Acres)			
		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Outcome Scale									
Fear of Personal Victimization in Area	(sd)	1.61 (.53)	1.52 (.54)	-.09	.001*	1.70 (.56)	1.65 (.58)	-.05	.12
	[N]	[228]				[181]			
Perceived Area Personal Crime Problems	(sd)	1.33 (.50)	1.20 (.38)	-.13	.001*	1.40 (.55)	1.33 (.51)	-.07	.07
	[N]	[228]				[169]			
Worry About Property Crime Victimization in Area	(sd)	2.00 (.64)	1.84 (.63)	-.16	.001*	1.92 (.66)	1.87 (.69)	-.05	.19
	[N]	[228]				[179]			
Perceived Area Property Crime Problems	(sd)	1.55 (.56)	1.42 (.52)	-.13	.001*	1.56 (.56)	1.50 (.57)	-.06	.13
	[N]	[228]				[171]			
Perceived Area Social Disorder Problems	(sd)	1.37 (.42)	1.25 (.34)	-.12	.001*	1.38 (.47)	1.38 (.45)	.00	.50
	[N]	[228]				[179]			

continued

*Statistically significant at $p \leq .01$.
One-tailed significance t-tests.

TABLE 18
(continued)

DIFFERENCES IN WAVE 1-WAVE 2 OUTCOME SCORES FOR PANEL RESPONDENTS,
PROGRAM AND COMPARISON AREAS

		Program Area (Langwood)				Comparison Area (Shady Acres)			
		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Outcome Scale									
Satisfaction with Area	(sd)	2.47 (.58)	2.58 (.54)	+.11	.005*	2.48 (.62)	2.54 (.58)	+.06	.14
	[N]	[228]				[181]			
Evaluations of Police Service	(sd)	3.40 (.65)	3.65 (.60)	+.25	.001*	3.29 (.69)	3.40 (.70)	+.11	.25
	[N]	[307]				[168]			
Perceived Police Aggressiveness	(sd)	1.11 (.34)	1.06 (.23)	-.05	.02	1.15 (.40)	1.11 (.33)	-.04	.15
	[N]	[228]				[161]			
Defensive Behaviors to Avoid Personal Victimization	(sd)	.40 (.34)	.41 (.36)	+.01	.38	.42 (.34)	.48 (.35)	+.06	.04
	[N]	[228]				[179]			

*Statistically significant at $p \leq .01$.
One-tailed significance t-tests.

were significant differences on 7 out of 9 outcome measures over time; there were no significant Wave 1-Wave 2 differences in the comparison area. As with the cross-sectional sample, these data are presented for their descriptive utility and are not to be taken as tests of program effect.

Panel Respondents: Program Effects

The preceding pooled, cross-sectional analysis of consequences for the neighborhood was based on two relatively independent surveys (about a 53 percent overlap) of the program and control areas, taken before and after the intervention. Those surveys were designed to be representative of the residents of the areas at those two points in time, and are our best description of the impact of the program on the neighborhood. Stronger tests of program effects can be made using data collected from the same individuals (a panel) at two points in time. These data permit tests of the effects of factors which may not be captured in the covariates used in the cross-sectional analysis but which might be represented by the pre-test scores for the outcome variables. Panel analysis can thus provide a more reliable test of the program impact, at least for the panel of individuals involved in the analysis.

Such data exist in the Fear Reduction surveys, since an effort was made to reinterview at Wave 2 each of the persons who was a respondent in Wave 1. For Langwood the resulting "panel" consists of 58 percent (N = 228) of the individuals who participated in the Wave 1 survey. For Shady Acres 46 percent (N = 181) of the Wave 1 sample were reinterviewed for the panel. The effects of the contact program on these panel members have been examined

using a quasi-experimental form of analysis. It involves a regression-based model of analysis of covariance described below.

POSTTEST = a + b*PRETEST + b*TREAT + b*COVARIATES

Where:

POSTTEST = scale scores for an outcome measure;
a = intercept
PRETEST = scale scores for a pretest measure;
TREAT = residence in comparison (coded 0) or program (coded 1) area;
COVARIATES = indicators modeling differences between residents of the program and comparison areas which potentially are related to the outcome measures.

Treatment effect is estimated by the significance levels associated with the b's for TREATment area of residence. The COVARIATES (see page 62) control for a number of known correlates of the outcome measures which also may be related to area of residence. The PRETEST is a very important control for unmeasured covariates, and is the primary rationale for collecting panel data. The panel design also enables us to include as covariates pre-test measures of direct victimization (total, personal, and burglary) and vicarious victimization (knowing area crime victims), factors which in the cross-sectional analysis had to be excluded because they were potentially confounded with program effects.

The panel data provide important measures repeated over time among the same set of respondents. They present stronger evidence of true individual-level change. That change may or may not be related to the intervention--that is a research design issue. The change also may not be "true," but rather a reflection of measurement instability, a point we soon will discuss in greater detail.

Table 19 presents the results of the panel analysis. In this analysis we find living in the program (treatment) area to be positively and significantly ($p \leq .05$) associated with:

Evaluations of Police Service, and

negatively and significantly associated with:

Perceived Area Personal Crime Problems,

Perceived Area Property Crime Problems, and

Perceived Area Social Disorder.

Among panel respondents the program appears, then, to have had statistically significant, hypothesized effects on four out of eight attitudinal measures of impact.

Alternative Explanations of Program Effects Detected in Regression Analysis. Since the analysis for panel effects involved the same respondents at two points in time, the findings of impact are not subject to the question of whether there were differences in the characteristics of the Wave 1 and Wave 2 samples. There is, however, the possibility that differences may have developed over time within either the Langwood or Shady Acres panel (or in both); that is, people in either area may have experienced personal changes which would affect their responses to fear inducing or reducing stimuli. If, for example, more people in the Langwood panel married (or divorced) and became employed (or unemployed) during the year than was the case in Shady Acres, the Langwood panel might register lower fear levels in the Wave 2 survey for reasons independent of the contact strategy. Table 20 compares two potentially changeable characteristics (i.e. marital status and employment status) of the panel

TABLE 19

PROGRAM EFFECTS FOR PANEL SAMPLE RESPONDENTS:
REGRESSON COEFFICIENTS AND LEVELS OF SIGNIFICANCE

Outcome Scale	Regression Coefficient (b)	Level of Significance
Fear of Personal Victimization in Area	-.09	.11
Perceived Area Personal Crime Problems	-.14	.01*
Worry About Area Property Crime Victimization	-.12	.08
Perceived Area Property Crime Problems	-.15	.01*
Perceived Area Social Disorder Problems	-.13	.01*
Satisfaction with Area	+.07	.28
Evaluations of Police Service	+.26	.01*
Perceived Police Aggressiveness (logged)**	+.02	.23
Defensive Behaviors to Avoid Victimization	+.02	.56
Household Crime Prevention Efforts	-.14	.30
Property Crime Victimization	-.07	.13
Personal Crime Victimization	+.03	.47
(N)	(409)	

*Statistically significant at $p \leq .05$.

**When reanalyzed in the unlogged state, this variable registered a small negative coefficient.

TABLE 20

POTENTIAL "TRUE" CHANGES IN PANEL COMPOSITION
BETWEEN WAVE 1 AND WAVE 2

	Program Area (Langwood)		Comparison Area (Shady Acres)	
Panel Characteristics	Wave 1	Wave 2	Wave 1	Wave 2
Marital Status				
Single	26	25	46	45
Married	74	75	54	55
	[228]	[228]	[181]	[181]
	$p < .30$		$p < .52$	
Employment Status				
Not working	29	25	40	36
Working full or Part time	71	75	60	64
	[228]	[228]	[181]	[181]
	$p < .08$		$p < .30$	

Note: Two-tailed paired sample t-test.

respondents in both areas at Wave 1 and Wave 2. There were no significant changes within either the Langwood or Shady Acres panels between Wave 1 and Wave 2.

Another possible explanation is that there were unmeasured personal differences in respondents that varied systematically by area and these differences are related to the tendency to experience or express fear. The pre-intervention, Wave 1 test scores were the principal means of controlling statistically for measurable sources of variation. However, differences between residents of the program areas not captured by the pretest or the other covariates examined here remain threats to the inference that the program "worked."

Additionally, there is a technical issue--that of a differential reliability of measurement--which can affect the otherwise straightforward nature of this type of analysis. Both the pretest and posttest measures of outcomes are fallible indicators of the true levels of fear, etc., of our survey respondents. This has two implications. One is that the statistical tests conducted above using multiple regression probably underestimate the true relationship between the pretest and posttest scores which we controlled for--it would have been stronger, and we would have "taken out" more variation in the posttest score with the pretest score, if the measures were better. Second, if the pretest and posttest scores for an outcome are prone to different levels of error, then using the pretest to "adjust" the posttest for "how people stood before the program began" can produce biased results.

Nothing can be done about the first problem, for all indicators of hypothetical constraints are errorful. Two things can be done to deal with the second problem. The first is to examine whether or not there is differential reliability of measurement in the two waves of measures of outcomes and the second is to statistically adjust estimates of the pretest/posttest relationship for those reliabilities. In practical effect, this latter step only changes the results if the pretest and posttest reliabilities for a measure are substantially different. Appendix B presents a tabulation of the scale reliabilities for each outcome measure, for both the pre- and post-intervention surveys, for each area. It suggests that the reliabilities of the scales were approximately the same for both pretest and posttest measures, alleviating in large part our second concern.

Finally, another alternative explanation is that some event or other activity impacted Langwood during the year of the organizing strategy test in such a way as to affect the outcomes which were measured. Apparent program effects might be due, then, to another program or condition rather than due to the organizing strategy. There are no hard data which can be used to test this hypothesis.

However, this possibility was closely monitored by the evaluation observer and, as noted previously, she was able to identify no other event, program or condition, through interviews or through monitoring media coverage, which could have been expected to cause the reported outcomes in Langwood. However, there remains the possibility that something occurred which eluded documentation.

Generalizability of Panel Findings

The significant regression coefficents reported in Table 19 provide evidence that the organizing strategy had desirable impacts on perceptions of area personal and property crime problems and disorder problems, and on evaluations of the police.

To what extent are these findings generalizable--either to the Langwood area as a whole or to areas beyond Langwood? The first answer depends on the extent to which the characteristics of the panel sample match those of the larger populations. As we already have seen in Table 16, attrition* caused the panel samples in both areas to differ in some respects from the area-wide samples. In Langwood panel respondents were significantly more likely than cross-sectional respondents to be homeowners. Insofar as this difference might be expected to affect outcome scores, the tendency in the program area would be to lower the scores for fear of personal victimization, and for perceptions of crime and disorder problems. (See Appendix E for Wave 1 outcome scores for demographic subgroups). In Shady Acres, the comparison area, the differences between panel and area samples which are significant involve the percentage of respondents who own their homes, age distribution, and the length of residence. All of these differences indicate that, in Shady Acres, the panel subgroup should be more fearful of personal victimization than the area sample but less inclined to see crime and disorder problems as serious. However, despite the

*As a result of attrition, panel surveys inevitably are biased against (a) persons who move out of the area and are lost, (b) recent in-movers who could not have participated in the first wave of the survey, and (c) those who refuse to be reinterviewed.

demographic differences, Table 21 demonstrates that the panels and area samples at Wave 1 were not substantially different in either area in terms of scores on outcome measures.

Despite their Wave 1 similarity, the area and panel analyses pointed to somewhat different effects of the organizing strategy; and there was one more significant effect for the pooled than for the panel analysis. We cannot determine whether these differences are due to the fact that the two data sets were subjected to different types of analyses, are due to the differential receptivity to the program on the part of respondents in the two types of samples, or are due to the effects of panel respondents having been interviewed twice in a year rather than only once (the case for the cross-sectional respondents).*

Extending the panel findings to other groups can be done only with caution. The ability to do so would depend on the other groups being similar to the panel and on their living in an area comparable to Langwood, for that is the context in which effects were found. Similarly, the area-level findings are only generalizable to the extent that other neighborhoods are much like Langwood as it was in 1983 and 1984. This is the reason attention was given in the beginning of this report to the nature of the Langwood area. As a final comment on generalization, the obvious

*Although it appears not to be the case in this evaluation, (See Tables 15 and 19), it could be possible for an outcome to have the same size regression coefficient in both the pooled and panel analyses but to show different levels of significance as a result of different sample sizes. The same size coefficient would be less likely to be significant in the panel than in the pooled analysis.

TABLE 21

COMPARISON OF AREA AND PANEL OUTCOME SCORES
WAVE 1 AND WAVE 2,
PROGRAM AND COMPARISON AREAS

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Outcome Scale	Sample	Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Fear of Personal Victimization in Area	Area	1.63	1.50	-.13	.001*	1.69	1.65	-.04	.25
	Panel	1.61	1.52	-.09	.001*	1.70	1.65	-.05	.12
Perceived Area Personal Crime Problems	Area	1.35	1.20	-.15	.001*	1.44	1.38	-.06	.10
	Panel	1.33	1.20	-.13	.001*	1.40	1.33	-.07	.07
Worry About Property Crime Victimization in Area	Area	2.00	1.85	-.15	.001*	1.92	1.85	-.07	.10
	Panel	2.00	1.84	-.16	.001*	1.92	1.87	-.05	.19
Perceived Area Property Crime Problems	Area	1.57	1.40	-.17	.001*	1.60	1.55	-.05	.25
	Panel	1.55	1.42	-.13	.001*	1.56	1.50	-.06	.13

-continued-

*Stastistical significance is $p < .01$.
Note: One-tailed t-tests of significance.

TABLE 21
(continued)

COMPARISON OF AREA AND PANEL OUTCOME SCORES
WAVE 1 AND WAVE 2,
PROGRAM AND COMPARISON AREAS

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Outcome Scale	Sample	Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Perceived Area Social Disorder Problems	Area	1.41	1.24	-.17	.001*	1.40	1.39	-.01	.40
	Panel	1.37	1.25	-.12	.001*	1.38	1.38	-.00	.50
Satisfaction With Area	Area	2.43	2.59	+.16	.001*	2.51	2.60	+.09	.025
	Panel	2.47	2.58	+.11	.005*	2.48	2.54	+.06	.14
Evaluation of Police Service	Area	3.33	3.62	+.29	.001*	3.23	3.37	+.24	.005*
	Panel	3.40	3.65	+.25	.001*	3.29	3.40	+.11	.25
Police Aggressiveness	Area	1.14	1.06	-.08	.001*	1.15	1.11	-.04	.10
	Panel	1.11	1.06	-.05	.02	1.15	1.11	-.04	.15
Defensive Behaviors to Avoid Personal Victimization	Area	.42	.42	.00	.50	.44	.47	+.03	.25
	Panel	.40	.41	+.01	.38	.42	.48	-.06	.04

*Statistical significance is $p \leq .01$.
Note: One-tailed t-tests of significance.

should perhaps be stated: these findings can, at best, be projected to implementations of community organizing strategies which are at least as good as the Houston implementation which was caried out by a small group of skilled, concientious, motivated department employees.

Program Effects for Individuals Who Recall Aspects of the Program

While the program was intended to have an area-wide effect on the population, it is interesting to consider the effect the program may have had on those respondents in the program area (Langwood) who recalled various aspects of the program. Respondents were asked whether they:

--were aware of community meetings for the purpose of dealing with local problems,

--recalled whether police came to the door to ask about problems or provide information,

--were aware of community clean-up campaign, and

--when they had last seen a police officer in the area.

Table 17 reported the responses of panel members in each of the two neighborhoods to these items. In Langwood substantially and significantly more respondents at Wave 2, as compared to Wave 1, reported that they knew of community meetings and that an officer had come to their door.

In both neighborhoods there was a significant increase in the percentage of respondents who reported having seen a police officer in their area within the previous 24 hours.

Such responses can be taken as surrogate measures of exposure to the organizing program. The variable "recalled/not recall" can be used in the same type of regression analysis performed for all panel respondents, to

take a more focused look at the impact of the program on individuals.

One difficulty with this analysis is that it confounds measurement error with program involvement. That is, we cannot be sure that people's "yes" or "no" responses to program exposure measures truly reflect their contact with the program (they might forget, exaggerate, etc.). If this error is random, it will bias coefficients measuring the effect of the program downward, tending toward Type I error.

A different threat is that this recall error may be related to program contact; that is, people who were involved in some way with the program may be giving us a true "yes" response more often, while those who were not might be giving us "yes" or "no"responses for a variety of other reasons. This will bias the findings toward Type I error.

Alternatively (or, in addition), recall may be related to impact; that is, people who are affected by the program may be more likely to truly recall contact, while those whose lives were untouched by the program might forget such a contact more easily. This would bias the evaluation in the direction of finding a program effect, a Type II error.

In our experience, the second and third problems are more likely to be important than the first (that caused by random error). Thus, the correlational analysis could be biased in either direction, and should, therefore, be viewed as suggestive rather than definitive.

Table 22 reports, for the program area panel respondents, the relationship between the recalled exposure to the program and each of the outcome measures. The coefficient is a partial r, resulting from the control for sixteen factors.* The preceding discussion argues that significant coefficients are only weak evidence of program effect and should be interpreted very cautiously.

Effects for those who report awareness of community meetings. Respondents who report that they knew about the meetings are significantly more likely to have high scores on Evaluations of Police Service and significantly more likely to report having implemented Household Crime Prevention Measures.

Effects for those who recall that an officer came to their door. These people also respond with significantly higher scores on Evaluation of Police Service.

Effects for those who recall the clean-up campaign. There were no significant relationships between the recall of the clean-up activities and any of the outcome measures.

Effects for those who recall the recent sighting of a police officer. Respondents in the program area who recall having seen a police officer within the previous 24 hours have significantly lower scores on Worry About

*Including indicators of age, race, sex, income, education, length of residence, marital status, household organization and size, renter status, building size, victimization, knowledge of local crime victims, and the pretest.

TABLE 22

RELATIONSHIP BETWEEN SELF-REPORTED PROGRAM EXPOSURE AND OUTCOME MEASURES
(Panel Respondents in Program Area Only)

	Aware of Community Meetings About Local Problems			Recalled Officer Came to Door			Aware of Clean-Up Campaign			Recent Sighting of Officer		
Outcome Scale	r*	Sigf.	(N)	r*	Sigf.	[N]	r*	Sigf.	[N]	r*	Sigf.	[N]
Fear of Personal Victimization in Area	+.08	.29	[204]	+.10	.14	[208]	-.09	.21	[ ]	-.10	.13	[228]
Perceived Area Personal Crime Problems	-.03	.65	[202]	-.07	.32	[226]	.00	.97	[ ]	+.09	.21	[226]
Worry About Personal Victimization in Area	-.10	.18	[204]	-.09	.20	[228]	.00	.99	[ ]	-.18	.01**	[228]
Perceived Area Property Crime Problems	-.01	.92	[204]	-.03	.66	[228]	+.01	.90	[ ]	-.08	.22	[228]
Perceived Area Social Disorder Problems	+.09	.21	[204]	+.02	.74	[228]	+.01	.90	[ ]	-.08	.23	[228]
Satisfaction with Area	+.09	.22	[204]	+.11	.13	[228]	+.12	.07	[ ]	+.09	.19	[228]
Evaluation of Police Service	+.17	.02**	[200]	+.16	.02**	[224]	+.04	.60	[ ]	+.16	.03**	[224]
Police Aggressiveness	+.04	.57	[201]	+.08	.23	[225]	-.03	.72	[ ]	-.04	.62	[225]
Defensive Behaviors to Avoid Personal Victimization	-.05	.52	[204]	+.01	.83	[228]	-.08	.26	[ ]	+.05	.50	[228]
Household Crime Prevention Efforts	+.15	.04**	[204]	+.08	.27	[228]	+.08	.25	[ ]	+.09	.18	[228]

[1]Variable scored as 0 (neither called or visited), 1 (called or visited), 2 (called and visited).
[2]Variable scored as 0 (no), 1 (yes).
[3]Variable scored as 0 (no), 1 (yes).
[4]Variable scored as 0 (not seen in past week), 1 (seen in past week), 2 (seen in past 24 hours).

*r is partial correlation, controlling for indicators of age, race, sex, income, education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pre-test.

**Statistical significance is $p \leq .05$.

Personal Victimization and significantly higher scores on Evaluation of Police Service than do respondents who do not recall the recent sighting of an officer.

All of the measures of exposure were related to higher scores on Evaluation of Police Service, but it was only the recent sighting of an officer which had a desirable relationship with one of the measures of fear. While this analysis does not test the effects of police presence (or the effects of other recalled elements of the program), it does offer evidence which may argue for an actual test of the effects of police presence in a city like Houston.

Program Effects for Panel Members in Subgroups

Thus far we have examined the impact of the program for the area and panel samples as a whole. However, it is possible that a program like this could have special impact upon selected subgroups of the population, while having none--or different--consequences for others in the area. For example, this type of police operation might reduce the fear of people who generally are vulnerable to victimization and fear, or have had past experiences with crime, but not other groups. These are hypotheses about "treatment-covariate interaction." Such hypotheses imply that program contact (treatment) had special impact (an interaction effect) upon subgroups defined by particular factors (covariates).

The possibility of such special impacts can be tested by including interaction measures in multiple regression analysis. Table 23 presents a summary of such analyses for these subgroups:

TABLE 23

PROGRAM EFFECTS FOR PANEL RESPONDENTS IN DEMOGRAPHIC SUBGROUPS

(All Panel Respondents)

	Blacks		Hispanics		Female		Victims		Age		Live Alone		High School Grads		Renters	
Outcome Scale	Sign	Sigf.	Sign	Sigf.	Sign	Sigf.	Sign	Sigf.	Sign	Sigf.	Sign	Sigf.	Sign	Sigf.	Sign	Sigf.
Fear of Personal Victimization in Area	+	.06	-	.40	+	.08	+	.98	+	.57	+	.59	-	.38	+	.17
Perceived Area Personal Crime Problems	+	.09	-	.31	+	.60	+	.83	-	.06	+	.34	-	.42	+	.01*
Worry About Property Crime Victimization in Area	+	.04*	-	.22	-	.80	+	.90	-	.02*	-	.51	+	.19	+	.19
Perceived Area Property Crime Problems	+	.04*	-	.51	-	.20	+	.94	-	.29	+	.54	+	.88	+	.30
Perceived Area Social Disorder Problems	+	.01*	-	.03	+	.46	+	.50	+	.97	+	.53	+	.89	+	.11
Satisfaction with Area	-	.01*	+	.76	-	.14	-	.05*	+	.50	-	.15	+	.43	-	.01*
Evaluations of Police Service	-	.18	+	.22	-	.53	+	.12	-	.09	-	.18	-	.79	-	.97
Police Aggressiveness	+	.06	-	.01*	-	.82	-	.68	+	.57	+	.10	-	.73	+	.78
Defensive Behaviors to Avoid Personal Crime	+	.34	+	.19	+	.43	+	.59	+	.86	+	.30	-	.99	+	.08
Household Crime Prevention Efforts	+	.87	-	.25	+	.79	+	.23	+	.35	-	.78	-	.08	-	.74
Total Victimization	+	.34	-	.07	+	.75	---		+	.98	+	.44	-	.78	+	.37
Personal Victimization	-	.37	-	.28	+	.30	---		+	.61	+	.93	-	.62	+	.20
Property Victimization	+	.15	-	.45	-	.63	---		-	.92	+	.21	-	.53	+	.70

*Statistical significance is $p \leq .05$.

Notes: "N" approximately 410 for all analyses.
Victimization is a dichotomy--victim or non-victim.
Regression analysis includes pretest, area of residence, subgroup membership, and an area-subgroup interaction term. This table reports the sign associated with the interaction term and its significance.

- age (the impact of the program upon older people),
- sex (the impact of the program upon females),
- victimization (the impact of the program upon victims identified by the Wave 1 survey)
- single family home (the impact of the program upon persons living in detached, one unit houses),
- ethnicity (the impact of the program upon Hispanics and Asians),
- race (the impact of the program upon blacks),
- renter (the impact of the program upon persons living in rented housing).

For each subgroup, the table indicates the direction of the effect of being in that group and living in the treatment area; in addition, the statistical significance of each effect is shown. The measures of effect take into account the pretest score for each outcome listed at the heads of the columns, residence in the program or comparison area (the measure of the program exposure), and the simple linear effect of being a group member. (Coefficients associated with those factors are not presented here, both to reduce the complexity of the table, and because they have little interpretive value). People who score high on the interaction measures described here were (a) in the group, and (b) in the program area. (Construction of the scales is discussed in Appendix B. The regression analyses on which Table 23 is based do suggest that the community organizing program had different effects on various population subgroups in the Langwood neighborhood.

Effects for racial groups. Judging from the data in Table 23, the program would appear to have had undesired effects on blacks. There was a significant, positive relationship between being a black in the Langwood area and Worry About Property Victimization in the Area, Perceived Area Property Crime Problems and Perceived Area Social Disorder Problems. There

was also a significant negative relationship between being black and Satisfaction with the Area. These relationships are in the direction opposite that of the hypothesized effects of the program. The relationships between being a black in the area and Fear of Personal Victimization, Perceived Area Personal Crime Problems, and Perceived Police Aggressiveness --although not significant--are also in the wrong direction.

None of the other demographic groups appears to be so consistently and significantly affected in any adverse way by the community organizing strategy. However, before considering the ways in which the program might have produced this apparent adverse impact on blacks, we should consider whether appearances reflect reality. It is possible that the existence of a positive coefficent, where a negative one might have been hypothesized, only means that the subgroup in question had a less negative slope than the subgroup with which it was being compared in the treatment covariate interaction analysis. Whether this was the case can be determined by examining Table 24 which presents Wave 1 and Wave 2 outcome scores for racial subgroups.

What we find there are some complex phenomena, none of which indicates a significant negative program impact on blacks. In the case of Worry About Property Crime Victimization in the area, blacks receive a positive coefficient both because their change over time is less negative (in the sense of the desired downward slope) than that of whites with whom they are compared statistically, and also because the blacks in the program area have a less negative slope than do blacks in the comparison area with whom they are also compared by this analysis. Indeed, on each of the variables

TABLE 24

ANALYSIS OF PROGRAM OUTCOMES BY RACE
COMPARISON OF WAVE 1 AND WAVE 2 MEANS, PROGRAM AND COMPARISON AREAS

(Panel Respondents Only)

	Program Area (Langwood)					Comparison Area (Shady Acres)				
	Wave 1	Wave 2	Diff.	Sigf.	[N]	Wave 1	Wave 2	Diff.	Sigf.	[N]
Worry About Property Crime Victimization in Area										
Blacks	2.13	2.00	-.13	.25	[19]	1.88	1.74	-.14	.26	[43]
Whites	1.98	1.83	-.15	.01*	[192]	1.94	1.90	-.04	.28	[99]
Hispanics	2.12	1.79	-.33	.03	[17]	1.89	1.88	-.01	.46	[37]
Perceived Area Property Crime Problems										
Blacks	1.63	1.53	-.10	.27		1.53	1.41	-.12	.14	
Whites	1.54	1.42	-.12	.01*		1.62	1.54	-.08	.11	
Hispanics	1.54	1.31	-.23	.08		1.42	1.48	+.04	.31	
Perceived Area Social Disorder Problems										
Blacks	1.65	1.54	-.11	.16		1.34	1.29	-.05	.25	
Whites	1.33	1.22	-.11	.01*		1.39	1.38	-.01	.46	
Hispanics	1.44	1.26	-.18	.08		1.38	1.49	+.11	.11	
Satisfaction with Area										
Blacks	2.34	2.32	-.02	.44		2.63	2.70	+.07	.27	
Whites	2.45	2.60	+.15	.01*		2.42	2.50	+.08	.13	
Hispanics	2.62	2.62	.00	.99		2.43	2.43	.00	.99	

*Statistical significance is $p \leq .01$.
Note: One-tailed paired t-tests of significance.

considered in Table 24--with the exception of Perceived Area Social Disorder Problems)--blacks in the program area experience fewer beneficial changes over time than do blacks in the comparison area. Comparison area blacks not only show more improvement than program area blacks, but they also show more improvement than other racial groups in the comparison area. We have no idea what, if anything, was happening in the comparison area to give blacks there the sense of improved conditions but in the treatment covariate interaction analysis the improved scores of comparison blacks diminish the value of measured improvement for the program area blacks. Additionally, on Worry About Property Crime Victimization and Perceived Area Property Crime Problems, blacks in the program area did not improve as much as whites and Hispanics. On Satisfaction with the Area, their score does deteriorate slightly while that of whites improves. In general, however, it can be said that while the program apparently did not benefit blacks as much as it apparently benefited whites and Hispanics, it did not have a negative impact on blacks.

One reason why the program may have had less impact on blacks is suggested by the data in Table 25 which looks at the differential awareness of various program elements on the part of blacks, whites and Hispanics. Relative to the other two groups, blacks were less likely to say they had known about the community meetings and less likely to say the police had come to their door to get or provide information.* They were, however,

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*These differences are not statistically significant at .01, but certainly it is substantively significant that no black respondents recalled that an officer had come to their door. The lack of statistical significance may be a result of the small number of non-whites in the sample.

TABLE 25

RELATIONSHIP BETWEEN SELF-REPORTED PROGRAM EXPOSURE AND MEMBERSHIP IN DEMOGRAPHIC SUBGROUP

(All Wave 2 Respondents in Program Area Only)

	Aware of Community Meetings About Local Problems		Recalled Police Came to Door		Aware of Community Clean-Up Campaign		Saw Officer in Past 24 Hours	
Demographic Subgroup	%	[N]	%	[N]	%	[N]	%	[N]
Race								
Black	11	[28]	0	[28]	(data not run)		46	[28]
White	31	[296]	12	[294]			32	[296]
Hispanic	19	[31]	19	[31]			22	[31]
	$p < .03$		$p < .06$				$p < .14$	
Housing								
Own	34	[236]	14	[235]	39	[236]	29	[236]
Rent	17	[124]	6	[123]	24	[123]	38	[124]
	$p < .01$*		$p < .05$		$p < .01$*		$p < .12$	

*Statistical significance is $p \leq .01$.
Note: Chi-square tests of significance.

more likely (although not significantly) to report having seen a police officer in the area in the previous 24 hours. It is possible that awareness of police presence without knowing why the police were in the area caused blacks to assume police were present because of increased crime or other problems in the neighborhood.

Why blacks did not know of the organizing program is another question. For one thing, as indicated in Table 26, blacks were more likely than the other two groups to live in rented housing; in fact, 100 percent of the blacks interviewed in Langwood said they rented their homes. Given the way the organizing was done, it was perhaps less likely that renters of any race would be drawn into the program, a likelihood which the additional data in Table 25 appear to substantiate. Renters were significantly less likely than owners to know about the community meetings and less likely to know about the clean up campaign. By asking residents to identify formal and informal leaders in the neighborhood who might be relied upon to assist with the program, officers were more likely--simply as a result of the method they used--to establish contacts with longer term homeowners who in turn contacted their homeowning neighbors. Renters may have been more likely to be overlooked in this process.* An organizing strategy with the goal of making all area residents feel an integral part of the community probably would have to devise special approaches to be used with renters.

*This problem has been observed by other students of community organizing (Fowler, et al., 1982; Lewis and Salem, 1980).

TABLE 26

RELATIONSHIP BETWEEN RACIAL GROUP AND
RENTER STATUS IN THE PROGRAM AREA

(All Program Area Respondents)

	Percent Who Report Renting Their Homes	[N]
Group		
Blacks	100	[55]
Whites	30	[302]
Hispanics	65	[34]

SUMMARY

Table 27 summarizes the findings of program effects for both the cross-sectional (area) sample and the panel sample. Two outcomes were found in both samples--the lower scores on "Perceived Area Social Disorder Problems" and the higher scores on "Evaluations of Police Service." The cross-sectional respondents perceived the police as being more aggressive, perhaps as a result of seeing the increased police activity in the area. Two additional outcomes were found for only the panel sample which recorded diminished perceptions of area personal crime problems and area property crime problems. For neither sample were there indications that respondents were less fearful of personal victimization or less worried about property crime victimization as a consequence of the organizing strategy.

Persons in the program area who recalled exposure to any particular aspect of the program were likely to have significantly higher scores on Evaluation of Police Service than respondents who did not recall exposure. People who knew specifically about the community meetings tended to report having taken significantly more Household Crime Prevention Measures. Only those persons who recalled having seen an officer in the area in the previous 24 hours had significantly lower scores on an indicator of fear--Worry About Personal Victimization in Area.

Blacks did not share in program benefits to the same extent as did whites and Hispanics. They and renters (and all blacks living in Langwood were renters) were also less likely to know about specific elements of the program.

TABLE 27

SUMMARY OF SIGNIFICANT PROGRAM EFFECTS
BY SAMPLE

Outcome Scale	Desirable Program Effect Measured in: Cross-Sectional Sample	Panel Sample
Fear of Personal Victimization in Area		
Perceived Area Personal Crime Problems		X
Worry About Area Property Crime Victimization		
Perceived Area Property Crime Problems		X
Perceived Area Social Disorder Problems	X	X
Satisfaction with Area		
Evaluations of Police Service	X	X
Perceived Police Aggressiveness	X	
Defensive Behaviors to Avoid Victimization		
Household Crime Prevention Efforts		
Property Crime Victimization		
Personal Crime Victimization		

ANALYSIS AND RESULTS FOR NON-RESIDENTIAL RESPONDENTS

It was expected that the CORT officers would visit non-residential establishments to discuss with owners and managers the organizational strategy and that awareness of the program in the area would have similar effects on the non-residential as on the residential establishments. Further, if residents felt more secure in their neighborhood because of the program, they might be more inclined to shop in the area with the result that respondents in business establishments might report an improvement in business conditions.

In Langwood, 91 non-residential establishments were listed on sampling sheets prior to the Wave 1 survey; at the same time, 127 such establishments were listed in Shady Acres, the comparison area. Of these, 39 were surveyed in Langwood at Wave 1, and 33 were surveyed at Wave 2. In Shady Acres, 39 were surveyed at Wave 1 and 44, at Wave 2. Table 28 classifies the types of establishments surveyed in each area, at each wave. (A complete listing of the establishments surveyed in both areas at Wave 2 is provided in Appendix L.)

Wave 1 and Wave 2 response rates in Langwood were 80 and 81 percent, respectively and in Shady Acres were 81 and 88 percent. (Table 4.)

Table 29 reports the differences over time on outcome scales for non-residential respondents in Langwood and Shady Acres. The construction of the non-residential scales is described in Appendix C. The scores on the individual items making up each scale are presented in Appendix I. The

TABLE 28

TYPES OF NON-RESIDENTIAL ESTABLISHMENTS SURVEYED IN PROGRAM AND COMPARISON AREAS AT WAVES ONE AND TWO*

	Program Area (Langwood)		Comparison Area (Shady Acres)	
Establishments which are:	Wave 1 (%)	Wave 2 (%)	Wave 1 (%)	Wave 2 (%)
Agricultural	0	0	3	0
Construction	8	6	13	14
Financial	5	6	0	2
Governmental	0	0	0	2
Manufacturing	13	9	10	9
Public Organizations	3	3	0	5
Retail	44	49	33	23
Services	23	15	23	30
Transportation	0	0	0	0
Wholesale	5	12	15	16
[N]	[39]	[33]	[39]	[44]

*See Appendix L for a more detailed listing of non-residential establishments in the program and comparison area samples at Wave 2.

TABLE 29

NON-RESIDENTIAL SURVEY RESULTS:

DIFFERENCES IN WAVE 1 - WAVE 2 OUTCOME SCORES, PROGRAM AND COMPARISON AREAS

(All Respondents)

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Outcome Scale		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Fear of Personal Victimization in Area	(sd)	2.31	2.01	-.30	.025	2.45	2.12	-.33	.025
	(.63)	(.61)				(.63)	(.65)		
	[N]	[39]	[33]			[39]	[44]		
Worry About Property Crime Victimization in Area	(sd)	2.08	1.85	-.23	.10	2.22	2.00	-.22	.25
	(.65)	(.71)				(.65)	(.65)		
	[N]	[39]	[33]			[39]	[44]		
Perceived Area Property Crime Problems	(sd)	1.76	1.52	-.24	.25	1.95	1.75	-.20	.25
	(.82)	(.68)				(.82)	(.84)		
	[N]	[38]	[31]			[39]	[44]		
Perceived Area Social Disorder Problems	(sd)	1.42	1.28	-.14	.10	1.33	1.42	-.09	.25
	(.46)	(.26)				(.35)	(.39)		
	[N]	[38]	[33]			[39]	[44]		

-continued-

*Statistical significance is $p \leq .01$.
Note: One-tailed significance t-tests for small samples.

TABLE 29
(continued)

NON-RESIDENTIAL SURVEY RESULTS:

DIFFERENCES IN WAVE 1 - WAVE 2 OUTCOME SCORES, PROGRAM AND COMPARISON AREAS

(All Respondents)

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Outcome Scale		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Employee and Patron Concern About Crime		2.47	1.85	-.62	.01*	2.27	1.94	-.33	.05
	(sd)	(.95)	(1.11)			(.90)	(.85)		
	[N]	[39]	[33]			[39]	[44]		
Business Conditions		1.91	2.02	+.11	.40	2.06	2.16	+.10	.25
	(sd)	(.73)	(.69)			(.64)	(.62)		
	[N]	[39]	[32]			[39]	[43]		
Satisfaction With Area		2.50	2.47	-.03	.50	2.70	2.81	+.11	.25
	(sd)	(.56)	(.74)			(.57)	(.57)		
	[N]	[39]	[33]			[39]	[44]		
Evaluation of Police Service		3.21	4.48	+.27	.001*	3.46	3.85	-.39	.10
	(sd)	(.77)	(.91)			(.64)	(1.02)		
	[N]	[39]	[33]			[38]	[44]		
Police Aggressiveness		1.11	1.03	-.08	.25	1.00	1.14	+.14	.10
	(sd)	(.39)	(.19)			(.00)	(.52)		
	[N]	[38]	[29]			[35]	[42]		

-continued-

*Statistical significance is $p \leq .01$.
Note: One-tailed significance t-tests for small samples.

TABLE 29
(continued)

NON-RESIDENTIAL SURVEY RESULTS:

DIFFERENCES IN WAVE 1 - WAVE 2 OUTCOME SCORES, PROGRAM AND COMPARISON AREAS

(All Respondents)

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Outcome Scale		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Robbery or Attempted Robbery	[N]	18 [39]	3 [33]	-15	.20	8 [39]	7 [44]	-1	.90
Burglary or Attempted Burglary	[N]	28 [39]	21 [33]	-7	.70	44 [39]	50 [44]	+6	.70
Vandalism	[N]	21 [39]	18 [33]	-3	.98	15 [39]	20 [44]	+5	.70

*Statistical significance is $p \leq .01$.
Note: One-tailed significance t-tests for small samples.

analysis involves a comparison of mean scores over time, within areas, for both the program and comparison areas.

There were two outcomes for which there where significant differences over time for non-residential respondents in the program area. At Wave 2, respondents were substantially and significantly less likely to say they believed their employees and patrons were concerned about crime. They were also substantially and significantly more likely at Wave 2 to evaluate the police positively. There were no significant differences over time in the comparison area.

There were no significant differences on any of the variables which measure reported victimization.

The rather small impact on the non-residential respondents may be due, in part, to the lower level of program awareness among these individuals (Table 30). In the program area increases in awareness about community meetings and officers stopping to talk were not significant, and non-residential respondents were not more likely, over time, to report having seen an officer in the previous 24 hours.

The limited program impact on outcome measures for non-residential respondents should, perhaps, not be surprising. There was never any reason to believe fear of crime had reached such levels in any of the Houston research areas that it created problems for area businesses. There was no reason to believe that residents were <u>not</u> going to their local stores because they were afraid to use the streets or because they were afraid a crime might be committed while they were in the business. Indeed, the research areas were not selected because respondents were known to be highly

TABLE 30

PROGRAM EXPOSURE:
PERCENTAGE OF NON-RESIDENTIAL RESPONDENTS RECALLING ASPECTS OF THE PROGRAM,
PROGRAM AND COMPARISON AREAS

(All Respondents)

		Program Area (Langwood)				Comparison Area (Shady Acres)			
Type of Exposure		Wave 1	Wave 2	Diff.	Sigf.	Wave 1	Wave 2	Diff.	Sigf.
Aware of Community Meetings About Local Problems	[N]	3 [35]	14 [29]	+11	.20	24 [34]	24 [42]	+0	.90
Recalled Police Came By To Talk	[N]	10 [38]	27 [33]	+17	.20	13 [38]	9 [44]	-4	.90
Have Seen Police Officer in the Area:									
more than 1 week ago		31	21	-10		13	23	+10	
within past week		28	36	+8	.70	44	25	-19	.20
within past 24 hours		41	42	+1		44	52	+ 7	
	[N]	[39]	[33]			[39]	[44]		

Note: Chi-square significance tests for small samples.
Statistical significance is $p \leq .01$.

fearful; the areas were matched on demographic characteristics and not because fear of victimization was especially high in any of them. Even so, businesses might have noticed a greater improvement in business conditions related to the decreased fear among Langwood residents if the businesses were dependent on pedestrian traffic. However, in Langwood, the businesses were not embedded in the residential neighborhoods as they are in some areas of the city; instead, they are on the busy perimeter streets which might not appeal to walkers. In any Houston neighborhood, the overwhelming dependency of Houstonians on the automobile for even short trips may make businesses less vulnerable to the fear levels of their patrons (except for those who are fearful of having their cars stolen or vandalized).

SUMMARY

There were two significant differences between Wave 1-Wave 2 outcome scores for non-residential respondents in the program area. At Wave 2 they were considerably and significantly less likely to say they believed their employees and patrons were concerned about crime in the area, and they had significantly higher scores on Evaluations of Police Service. There were no significant differences in the comparison area.

CONCLUSIONS

This evaluation of the Community Organizing Response Team strategy which was conducted in Houston in 1983 and 1984 has found no evidence that the program affected residents' levels of fear of victimization or worry about property crime. There were, however, some other desirable outcomes. The program apparently was able to reduce the extent to which residents believed social disorder to be a neighborhood problem and to increase their levels of evaluation of police service. Additionally, for respondents who were interviewed both before and after the program, the program appears to have reduced the extent to which they perceived personal and property crimes to be big neighborhood problems.

Area-level pooled cross-sectional analyses found that living in the program area and being interviewed after program implementation were negatively and significantly associated with:

- o the perception that area social disorder is a big problem, and

were positively and significantly associated with:

- o evaluations of the police.

The panel analyses which were based on interviews with respondents who were the same at both waves of the survey provided a more reliable test of program effects, since it was possible to use pre-intervention scale scores to control statistically for other factors which might be related to measured changes. These analyses found for the entire group of individuals in the panel, statistically significant negative relationships between residence in the program area and scale scores which measured:

- o the perception that area personal crime is a big problem,

- o the perception that area property crime is a big problem, and
- o the perception that area social disorder is a big problem.

There was a statistically significant positive relationship between program area residence and the scale score which measured:

- o evaluations of police service.

Among panel respondents in the program area who recalled aspects of the organizing strategy, those who reported knowing about the community meetings were significantly more likely than other respondents to have higher scores on Evaluation of Police Service and on Household Crime Prevention Measures. Those who said an officer had come to their door to discuss problems in the neighborhood or get information had significantly higher scores on Evaluation of Police Service than those who did not recall such contact. Among respondents who said they knew of the clean-up campaign, there were no indications of program impact. Respondents who said they had seen a police officer in the area within the previous 24 hours had significantly lower scores on Worry About Personal Victimization in Area and significantly higher scores on Evaluation of Police Service.

Blacks in the panel sample appear to have shared in program benefits but to a lesser degree than whites and Hispanics. No black respondents recalled that an officer had come to their door. All blacks living in Langwood rent their homes, and renters, also, were significantly less likely to be aware of the program. Special efforts to reach renters may have to be included in community organizing programs. Reliance on established community leaders is likely to overlook renters who may not have lived in the area long enough to be well-integrated.

Non-residential respondents, in the program area were substantially and significantly less likely at Wave 2 to report that their employees and patrons were concerned about crime. They were substantially and significantly more likely to have higher Wave 2 scores on Evaluation of Police Service.

RECOMMENDATIONS

Given the conclusions reached in this report, we would recommend that other departments which perceive a need to help citizens feel more positive toward the police and better about crime and disorder problems in their neighborhoods consider implementing a community organizing strategy. Based on our familiarity with the Houston program, we offer the following observations on implementation issues.

1. Community organizing was in this case, and perhaps usually will be, difficult for police departments to do.* The CORT staff did succeed in organizing a group of neighbors to represent the Langwood neighborhood in monthly meetings with the district captain, but it took three individuals working almost full time for approximately four months to plan and implement the strategy to the point of holding the first neighborhood meeting. This is a high concentration of personnel on the problems of an area which constitutes only 1/535 of the territory of the city of Houston. Few departments would be able to focus this concentration of resources on many areas of their city. Further, the district captain and lieutenants would not have time to meet regularly with the 60 Langwood-type groups which could potentially be organized in their district. To hold monthly meetings with all of them would require two meetings every night of the month.

2. Community organizing was a frustrating undertaking. It sometimes seemed to the people implementing this strategy that progress was made with

*There is evidence that it is difficult for anyone to do (Yin, et al. 1977; Bickman and Lavrakas, 1976; Girard, et al., 1976; Heller, et al., 1975).

two steps forward and one step back and, on some days, two steps back. It took considerable effort to locate and contact individuals in the neighborhood who might be willing to host meetings in their homes. After the initial contact the CORT staff would often find, when they recontacted the individual to set a specific time for the meeting, that enthusiasm had waned. People had become too busy or had decided they really didn't know their neighbors well enough to invite many of them in for such a meeting. In some cases, it was felt by the CORT group that individuals had second thoughts about inviting into their homes only casual acquaintances who would be able to observe possessions and means of access to them.

The CORT group consisted of three patrol officers and a civilian urban planner from the police department who worked on this project with very little traditional supervision. While their freedom gave them the flexibility needed to do what was initially an unstructured task, it also left them without a support system. People who do this kind of work need a "cheerleader," because they are breaking new ground and have little means of their own for judging whether they are making substantial progress. They need to work under the supportive supervision of someone who is well familiar with the frustrations of organizing work and who can guide them in methods for overcoming resistance. Despite the lack of such support, it should be re-emphasized that the group succeeded most laudably; however, they were drained by the task and would have had very little enthusiasm for immediately starting another program like that in Langwood.

3. <u>There probably are conditions under which the organizing effort might be easier and less frustrating for police</u>. In addition to the

potential benefit of supervision, there are other conditions which might facilitate the effort.

Familiarity with the area: The officers who organized in Langwood went into the area knowing none of the residents and very little about the neighborhood. Much of the resource drain can be attributed to the time they spent designing and administering the survey and meeting people in the area. The two officers from Community Services also perceived, correctly in our opinion, that they could not be an effective link between the area residents and the officers who normally patrolled in the area unless they themselves were integrated into the patrol district. As a result, they spent much of a month responding to calls in the project area and riding with officers who patrolled there. As they rode, they explained what they were trying to do and sought to gain the confidence of officers who might otherwise have tended to dismiss them as members of the "empty holster crowd" from downtown. In this way they also were able to identify officers who they felt could work effectively in the neighborhood meetings. To the credit of the CORT team, several officers became eager to participate in the program. All of this could have been short-circuited if the officers doing the organizing were officers who were regularly assigned to the district and who already were familiar with the target area and its residents. The CORT staff thought that organizing efforts might be aided by a system of beat integrity in which officers would work almost exclusively in one area over an extended period of time.

Use of existing neighborhood organizations: If a neighborhood already had any existing organizations, officers could go to these to seek help in doing the organizing work (De Jong and Goolkasian, 1982). Langwood was selected, in part, because it had no such organizations; in order to test the effectiveness of the strategy, it was important to implement it in an area where there were no pre-existing or competing programs. However, this put the team in the position of having to start from scratch to identify people who might serve as community leaders. This will always be necessary in neighborhoods that have no pre-existing organizations; but, in many areas where police might have reason to want to strengthen the neighborhood structure, there will be some structure already in place, either in the neighborhood or close by, that could be called into action. This is not to argue that, in these areas, police should leave all of the work to the other organization. It was clear that there were benefits to be derived by both the police and the community from the police having to make the effort to become familiar with the neighborhood. However, such familiarity might be gained without the police having to do all of the initial work to identify local leaders.

Having a problem as the organizing focus: Langwood was not a neighborhood in which residents perceived themselves as beset by serious problems. In the 1983 evaluation pre-test survey, area respondents rated no crime or disorder as being more than "somewhat" of a problem; there simply were no big issues there. That's a grand condition if you are a resident, but a difficult condition to deal with if you are an aspiring community

organizer. You need an issue. The CORT group was in the position of having to motivate people to organize and then help them find issues which would justify their organization and monthly meetings. A good beginning can be made with an effort like the clean-up campaign, but that is a hard act to follow without a real issue.

Having a physical focus for the strategy. The CORT team didn't have an organizational home in the neighborhood where they were trying to work; they didn't have a desk, a telephone, or anyone who could be assigned to answer a phone should it ring. And there was no regular meeting space, except the captain's office. If neighborhood activists had a convenient means of finding or contacing their organizer-officer, the relationship might be easier to maintain. A regular meeting space in the neighborhood would also remove from citizens the burden of organizing meetings in their homes. Houston's Northline Police Community Station staff began a community organizing effort without calling it that, and as only a small part of their broader program; but it seems to us that the presence of the station and the easy access it provides neighborhood residents to their police officers gives that program a better chance of enduring over time than the Langwood program may have. In addition, the Northline officers can regularly use the informal organization of neighbors to augment other programs which begin at the local station. This gives the neighborhood group an ongoing reason to remain involved and active even without a specific problem focus. (See Wycoff and Skogan, 1985.)

4. "Permanently" organized community groups may not be the only appropriate goal of this kind of strategy. There is an extensive literature which indicates that Neighborhood Watch and other similar groups are hard to maintain over time for some of the reasons already discussed here. Turnover of residents is another major problem. However, rather than struggle to maintain a group that gets bored with itself for lack of objectives, it might be reasonable to organize a neighborhood around a specific problem and then allow the group to become dormant, or evolve into whatever structure it tends toward, without guidance from the police, after the problem has been successfully addressed. Having once done the organizing, local officers would maintain on file the names, addresses and telephone numbers of people who had been involved so they could be re-contacted whenever their help was needed. Having once been brought together with the police in this way, residents might have the reciprocal sense that they could comfortably contact their officers if there was a problem they wanted to discuss. If there were no persistent problems that residents regularly wanted to address, the names collected during the initial contacts might be used to organize a meeting, perhaps every six months, in which residents could come together for an evening of conversation with their police officers who could give them the police perspective on local developments. New residents could be invited to meet their local officers, and all residents could discuss neighborhood concerns with the officers.

5. Organizers should design an organizing strategy (or strategies) which would reach all groups of residents. In interviewing residents to

identify informal community leaders the CORT team identified, and relied on, white property owners to the unintended exclusion of minority residents and renters. By relying on leaders of already established neighborhood groups, the officers in the Northline Community Station got the same result. Both programs failed initially to reach blacks and renters. If the organized structure is to serve the purpose of integrating various elements of the neighborhood and easing non-threatening neighborhood change, then a conscious effort must be made to involve representatives of all neighborhood groups. If this is not made a goal of the organizing structure, the group which the police help create may itself become a further barrier to community integration. Those who feel themselves outside this circle may come to feel that the police primarily are the police of the people represented in the organization and not of all the residents.

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POLICE AS COMMUNITY ORGANIZERS:
THE HOUSTON FIELD TEST

APPENDICES

APPENDIX A

THE FEAR REDUCTION PROGRAM

THE FEAR REDUCTION PROGRAM

The program described in this report was one of several strategies tested as part of a Fear Reduction Program which was carried out in Houston, Texas, and Newark, New Jersey, in 1983 and 1984. The police departments in these two cities were invited to design and implement strategies to reduce fear of crime. The Police Foundation with funding provided by the National Institute of Justice (NIJ) provided technical assistance to the departments during the planning phase of the program and conducted rigorous evaluations of the strategies which were developed. NIJ also supported a dissemination program, in which the National Conference of Mayors, the Police Executive Research Forum, the National Organization of Black Law Enforcement Executives, and the National Sheriffs' Association sent representatives to observe the strategies in action and report on them to their members. The questions they asked and the written observations they shared with the Houston and Newark departments provided constructive criticism of the program implementation process.

Program Objectives. The overall goal of the program was to find new ways to help citizens gain a realistic picture of the crime problems facing their neighborhoods, reduce excessive fear of crime, encourage greater positive police-citizen cooperation in crime prevention, spark increased awareness among people of the steps which they could take to reduce crime, and help restore their confidence in the police and faith in the future of their communities.

In each city a number of different strategies were developed which addressed these issues. Previous research has found crime to be only one of the causes of fear and declining community morale, so those strategies addressed a broad spectrum of issues. Some focused upon reducing physical disorder, including trash and litter, abandoned buildings, graffiti, and deterioration. Others targeted social disorder, including loitering, harassment, disorderly street behavior, and violations of rules of conudct on mass transit. A number were designed to increase the two-way flow of information between citizens and the police. From the police side this included developing new mechanisms to gather information about community problems often of a seemingly "nonpolice" nature, assisting citizens in organizing to address such problems, and testing new mechanisms to "spread the word" about community programs and the things that individual citizens could do to prevent crime.

Site Selection. Houston and Newark were selected as examples of two different types of American cities. Houston is a relatively young city, with low population density and a developing municipal infrastructure, while Newark is a mature city with high population density and no significant growth. Because they are so different, some of the strategies they developed for the Fear Reduction Project were unique, but most addressed the same underlying problems and many were surprisingly similar. The two cities were also selected because of the capacity of their police departments to design and manage a complex experimental program.

Within each city, "matched" neighborhoods were selected to serve as testing grounds for the strategies. Because Newark has a predominantly black population, five physically similar areas with a homogeneous racial composition were selected. The heterogeneous nature of Houston called for the selection of neighborhoods with a population mix more closely resembling that of the city as a whole. In both cities the selected areas were approximately one square mile in size, and physically separated from each other. Site selection was guided by the 1980 Census, observations of numerous potential sites, and extensive discussions with police crime analysts and district commanders in the cities.

The Task Force Planning Process. In both cities, the program planning process had to design programs which met two constraints: they could be carried out within a one-year time limit imposed by the National Institute of Justice, and they could be supported entirely by the departments--there was no special funding available for these projects.

The planning processes themselves took different forms in the two cities. In Houston, one patrol officer from each of the four participating police districts was assigned full time for two months to a planning Task Force, which was headed by a sergeant from the Planning and Research Division. A civilian member of the Planning and Research Division also served on the Task Force. During the planning period the group met regularly with staff members of the Police Foundation to discuss past research related to the project. They also read studies of the fear of crime, and visited other cities to examine projects which appeared relevant

to fear reduction. By April, 1983, the group had formulated a set of strategies which they believed could be implemented effectively in Houston and had the potential to reduce citizen fear.

Then, during April and May the plan was reviewed and approved by Houston's Chief of Police, the department's Director of Planning and Research, by a panel of consultants assembled by the Police Foundation, and by the Director of the National Institute of Justice.

In Newark, the Task Force included several members of the police department as well as representatives of the Mayor's office, the Board of Education, the New Jersey Administrative Office of the Courts, the Essex County Courts, the Newark Municipal Courts, the Essex County Probation Department and the Graduate School of Criminal Justice of Rutgers University. The group met once or twice a week for a month to discuss the general problems of fear, then broke into several committees to consider specific program possibilities. In April, 1983 the committees submitted lists of proposed programs to the entire task force for approval. These programs were reviewed by the panel of consultants, assembled by the Police Foundation and by the Director of the National Institute of Justice.

Technical Assistance by the Police Foundation. The Police Foundation provided the departments with technical assistance throughout the planning stages of the Fear Reduction Project. Its staff assisted the departments in locating potentially relevant projects operating in other cities, accumulated research on fear and its causes, arranged for members of the Task Forces to visit other departments, and identified consultants who

assisted the departments in program planning and implementation. This activity was supported by the National Institute of Justice.

Strategies Developed by the Task Force. In Houston, strategies were developed to foster a sense that Houston police officers were available to the public and cared about individual and neighborhood problems. Some of the strategies also were intended to encourage citizen involvement with the police and to increase participation in community affairs. The strategies included community organizing, door-to-door police visits, a police-community newsletter, recontacts with crime victims, and a police-community storefront office.

The Newark strategies were directed at the exchange of information and the reduction of social and physical disorder. The police strategies included door-to-door visits, newsletters, police-community storefronts, and the intensified enforcement and order maintenance. In association with the Board of Education, recreational alternatives to street-corner loitering were to be provided. With the cooperation of the courts system, juveniles were to be given community work sentences to clean up deteriorated areas; with the assistance of the municipal government, abandoned or deteriorated buildings were to be demolished and delivery of city services intensified.

Implementation of the Strategies. Responsibility for implementing the strategies in Houston was given to the planning Task Force, which then consisted of a sergeant, four patrol officers, and a civilian member of the department. Each of the patrol officers was directly responsible for the

execution of one of the strategies. They were joined by three additional officers; two from the Community Services Division were assigned to work on the community organizing strategy, and another was assigned to work on the door-to-door contact effort. During the implementation period, two more officers were assigned to the victim recontact program and another to the community organizing strategy.

During the nine-to-twelve month period that the strategies were operational, the original Task Force members assumed total responsibility for implementation. They conducted much of the operational work themselves and coordinated the few other officers from each patrol district who were involved in program implementation. When implementation problems required swift and unique solutions (a condition common during the start up period), the Task Force officers worked directly with the district captains and/or with the sergeant from Planning and Research who headed the Task Force. This sergeant would, in turn, take direct action or work with the Director of Planning and Research or with one of the Deputy Chiefs over the patrol districts and/or with the Assistant Chief in charge of Operations. The amount of responsibility placed on the task force members had some of the disadvantages which can exist when the traditional chain of command is circumvented, but it had the advantage that Task Force members felt ownership of, and pride in, the program they had designed.

In Newark, responsibility for implementing each program component was assigned to one or more officers, who in turn were monitored by the program coordinator and his assistant. Those officers working in particular patrol divisions--those in the community police center and those making door-to-

door contacts--reported formally to the division Captain and informally to the program coordinator, who, at the beginning of the program was still a Lieutenant. This somewhat ambiguous reporting structure created some delays, lack of coordination and misunderstanding during the early months of program implementation; these problems were largely overcome with the cooperative efforts of the parties involved. Officers who implemented the other programs reported directly to the program coordinator, a system which worked effectively throughout the program.

The Overall Evaluation Design. All of the strategies tested in Houston and Newark were to be evaluated as rigorously as possible. Two of them--the victim recontact program in Houston and police-community newsletters in both cities--were evaluated using true experiments, in which randomly selected groups of citizens were either contacted by the program or assigned to a noncontacted control group. The other strategies, including the one reported here, were area-wide in focus, and were evaluated using pre- and post-program area surveys. Surveys were also conducted in a comparison area, in which no new programs were implemented, in each city.

APPENDIX B

SCALING THE RESIDENTIAL SURVEY DATA

SCALING THE RESIDENTIAL SURVEY DATA

This report describes how analytic scales were developed for the Fear Reduction Project Evaluation's panel sample surveys. These scales measure the central outcomes of interest in this project: perceptions and fear of crime, evaluations of the quality of police service, assessments of neighborhood problems, residential satisfaction, and crime related behaviors. Each measure is a composite of responses to two or more items which were included in the surveys to tap those dimensions. Such multiple-item scales yield more reliable, general, stable measurements of peoples attitudes and experiences than do responses to single survey questions.

CRITERIA

In each case the goal was to arrive at scales with the following properties:

1. Responses to each item should be consistent (all positively correlated). This was established by examining their intercorrelations, after some items were rescaled for directionality of scoring. A summary measure of the overall consistency of responses to a set of items is Cronbach's Alpha, which is an estimate of their joint reliability in producing a scale score for an individual.
2. Item responses should be homogeneous, or single-factored (indicating they all measure "the same thing"). This was established by a principle components factor analysis of the items hypothesized to represent a single dimension. The items were judged homogeneous when

they all loaded only on the first factor (their "principle component").

3. The items should share a substantial proportion of their variance with the hypothesized underlying dimension (perhaps precluding them from being significantly responsive to other conditions or events). This was demonstrated in two ways. Good items were those which evidenced a high correlation with others in the set. This was measured by their item-to-total correlation ("corrected" by excluding them from that particular total). Items were judged useful when, in a principal components factor analysys, the factor on which they fell accounted for a high proportion of their total variance (they had a high "communality").
4. The items on their face should seem related to a problem which is an object of one or more of the demonstration programs (suggesting they could be responsive to those interventions). Things which "scale together" based upon their naturally occurring covariation are not necessarily all useful, if they all should not be affected by the program of interest. The substantive utility of individual items cannot be statistically demonstrated; it is, rather, an argument.

The statistical analyses described above were done using SPSS-X. That system's RELIABILITY procedure generated inter-item correlations, calculated item-to-total correlations, and estimated a reliability coefficient (Cronbach's Alpha) for each set of item responses. FACTOR was used to extract the principal component from sets of items hypothesized to be unidimensional.

The scales were first developed using a random subset of the large Wave 1 survey data set. Then, all conclusions were confirmed and the scaling information presented below was calculated using the entire sample. The final scaling procedures then were duplicated separately for a number of subgroups, to examine whether or not things "went together" in the same fashion among those respondents. The scales were developed using unweighted data.

FEAR OF PERSONAL CRIME

Eight items were included in the survey to represent this general construct. Analysis of the first wave of the data indicated one should be dropped, and that the remaining set was two-factored.

The original items asked about the extent to which stranger assault, rape, and robbery were problems in the area, how worried the respondents were about being robbed, attacked, or being at home when someone broke in ("home invasion"), how safe they felt out alone in the area at night, and if there was a place nearby where they were afraid to walk.

An examination of correlations among these items indicated that worry about home invasion was only moderately correlated with the others, and excluding it from the group would improve the reliability of the resulting scale.

Excluding this item but using all of the others would yield an additive scale with a reliability of .78. However, a factor analysis of the remaining set suggested they were not unidimensional. Rather, three items asking about "how big a problem" specific personal crimes were <u>in the area</u> tapped a different dimension than those asking people how afraid they were and how worried they were about <u>personally</u> being victimized by the same types of crime. These

respondents seem to distinguish between personal risks and their general assessments of area problems. The two clusters of items loaded very distinctly on their unique factors, with high loadings.

Based upon this analysis, the following items were combined to form the "Fear of Personal Victimization in Area" measure:

Q34: How safe would you feel being outside alone in this area at night? (very safe to very unsafe)[1]

Q35: Is there any place in this areas where you would be afraid to go alone either during the day or at night? (yes or no).

Q43: [How worried are you that] someone will try to rob you or steal something from you while you are outside in this area? (very worried to not worried at all)

Q44: [How worried are you that] someone will try to attack you or beat you up while you are outside in this area? (very worried to not worried at all)

These items were added together to form a scale with a reliability of .72. The average item-total correlation of its components was .54, and the first factor explained 56 percent of the total variation in response to the items. Responses to Q35 were dichotomous, and as a result the item had only about two-thirds of the variance of Q43 and Q44, and one-half that of Q34. If such disparities are extreme, the items making up a simple additive scale will have a differential impact upon its apparent content. However, in this case there was no meaningful difference between the simple additive alpha and the alpha for a standardized scale score which equated the variances of its component parts. As a result, a simple additive scale score will be employed. A high score on this scale indicates respondents are fearful.

1. A few people who responded to Q34 that they "never go out" were rescored as "very unsafe" (see below).

The remaining items were combined to form the "Perceived Area Personal Crime Problems" scale:

[...please tell me whether you think it is a big problem, some problem, or no problem here in this area?]

Q114: People being attacked or beaten up by strangers?

Q117: People being robbed or having their money, purses or wallets taken?

Q121: Rape or other sexual assaults?

Because responses to these items all were measured on the same three-position set of response categories, the scale scores were generated by simply adding them together. As they had about the same mean and standard deviation (the rape question was somewhat lower on both), the items all contribute about equally to the total score for each individual. The factor lying behind these items accounted for 65 percent of their total variance. The reliability of the scale is .73. A high score on this issue indicates that these personal crimes were seen as "big problems in the area."

WORRY AND PERCEPTIONS ABOUT PROPERTY CRIME VICTIMIZATION IN AREA

There were five candidate items in this cluster. Three asked "how big a problem" burglary, auto theft, and auto vandalism were in the area, and two "how worried" respondents were about being victimized by burglary and auto theft or vandalism. Other research on concern about victimization or assessments of risk (see Baumer and Rosenbaum, 1981) indicates the distinction between personal and property crimes is a fundamental one, and that perceptions of the two are best gauged separately. (Auto vandalism was experimentally included among a set

of "disorder" items which included other vandalism activities, but empirically it belongs in this cluster of more serious crimes; (see below).

Although all five items clustered together, the following items were combined to for the "Worry About Property Crime Victimization in Area" scales:

Q45: [How worried are you that] someone will try to break into your home while no one is there? (Not worried at all to very worried)

Q47: [How worried are you that] someone will try to steal or damage your car in this area? (Not worried at all to very worried)

These two items were combined to form a scale. They were intercorrelated .43 and formed an additive scale with an Alpha of .60. Because the items employed similar three-category responses and they had about the same means and standard deviations, they were scaled by adding them together. A high score on this scale identifies respondents who are very worried about property crime.

The remaining three items were combined to form another scale, "Perceived Area Property Crime Problems" which, although highly correlated with the previously discussed "Worry about Property Crime" scale, omits, for theoreticial reasons, all emotive references such as "worry" or "fear." The average correlation among these items is .53; the Alpha was .77. The items were:

[...please tell me whether you think is a big problem, some problem, or no problem here in this area.]

Q68: People breaking in or sneaking into homes to steal things?

Q70: Cars being vandalized--things like windows or radio aerials being broken?

Q71: Cars being stolen?

PERCEIVED AREA SOCIAL DISORDER PROBLEMS

This is a concept introduced by Hunter (1978) (as "incivility"), and elaborated by Lewis and Salem (1981) and Skogan and Maxfield (1981). Many of its measures were first developed by Fowler and Mangione (1974). It has great currency in the research literature on the fear of crime. Recently, Wilson and Kelling (1982) have expanded its theoretical significance by linking disorders explicitly to the generation of other serious crimes, and lent it some controversy by recommending that disorders become the direct object of aggressive, neighborhood-based policing. The level of disorder has been shown to have direct consequences for aggregate levels of fear, community cohesion, and residential stability, in urban residential neighborhgoods and public housing projects (Skogan, 1983).

Seven candidate items were analyzed as part of the scale development process. They all focused upon deviant behaviors of varying illegality and seriousness, most of which take place in public locations. They were:

[...please tell me whether you think it is a big problem, some problem, or no problem at all.]

Q18: Groups of people hanging around on corners or in streets.

Q20: People saying insulting things or bothering people as they walk down the street?

Q24: People drinking in public places like on corners or in streets?

Q66: People breaking windows of buildings?

Q67: Graffiti, that is writing or painting on walls or windows?

Q113: Gangs?

Q120: Sale or use of drugs in public places?

Responses to these eight items were all positively intercorrelated (mean r=.40), and they had roughly similar means and variances. A scale "Perceived Area Social Disorder Problems," was formed by adding together responses to them. The principal component factor for these items explained 48 percent of their total variance. This scale has a reliability of .85. A high score on this scale points to areas in which these are seen as "big problems."

An additional six items included in the survey could have been included in a disorder scale. They were:

Q23: Truancy, that is, kids not being in school when they should be?

Q72: The wrong kind of people moving into the neighborhood?

Q119: Pornographic movie theaters or bookshops, massage parlors, topless bars?

Q116: Prostitutes?

Q19: Beggars or panhandlers?

Q115: Children being bothered on their way to and from school?

Responses to the these items were consistent with the others, but were excluded from the scale because they probed problems which were not explict foci of any program.

SATISFACTION WITH AREA

Satisfaction with the area was probed by two questions:

Q5: In general, since July of 1982, would you say this area has become a better place to live, gotten worse, or stayed about the same? (better, worse, or about the same)

Q14: On the whole, how do you feel about this area as a place to live? Are you... (very satisfied to very dissatisfied?)

Responses to these two questions were correlated .36, and had similar variances. Added together they formed a scale, "Satisfaction with Area," with a reliability of .50, good for a two-item measure. A high score on this scale identifies respondents who think their area is a good place to live, and has been getting better.

EVALUATIONS OF POLICE SERVICE AND AGGRESSIVENESS

A number of questions in the survey elicited evaluations of police service. Some items focused upon recent, specific police-citizen encounters which were identified in the survey, while others were "generic" and referenced more global opinions. Ten generic items were included in the questionnaire, and they revealed two distinct clusters of opinion: one referring to proactive, aggressive police action, and the other to the quality of services provided citizens and anticipated police demeanor in police-citizen encounters. A question referring to the strictness of traffic law enforcement was inconsistently correlated with most of the items, and had a low (about .10) correlation with the other measures of police aggressiveness; it was excluded completely.

Two general items consistently factored together, evidencing response patterns which differed from others focusing upon the police. Added together, they form a "Police Aggressiveness" measure. They are:

> [...please tell me whether you think it is a big problem, some problem, or no problem here in this area.]
>
> Q21: Police stopping too many people on the streets without good reason in this area?
>
> Q26: Police being too tough on people they stop?

These two items were correlated +.50, and when factor analyzed with the remaining set (see below) formed a significant second factor with loadings of .83 and .86, respectively. They had about the same mean and standard deviation, so they were scaled by adding them together. The scale has a reliability of .66, good for a two-item measure. A high score on this scale identifies people who think these are "big problems."

The remaining items also formed a distinct factor, and make up a second additive measure, "Evaluation of Police Service." They are:

Q50: How good a job do you think [police] are doing to prevent crime? (very good to very poor job)

Q51: How good a job do you think the police in this area are doing in helping people out after they have been victims of crime? (very good to very poor job)

Q52: How good a job are the police in this area doing in keeping order on the streets and sidewalks? (very good to very poor job)

Q57: In general, how polite are the police in this area when dealing with people? (very polite to very impolite)

Q58: In general, how helpful are the police in this area when dealing with people around here? (very helpful to not helpful at all)

Q59: In general, how fair are the police in this area in dealing with people around here? (very fair to very unfair)

The simple additive combination of these items has a reliability of .86, and they were correlated an average of .56. They were single factored, and their principal factor explained 60 percent of the total variation in the items. There was some variation in the response format for these items, but differences in the variances in the items were not great enough to preclude adding them together in simple fashion to form a scale. A high score on this measure points to a favorable evaluation of the police.

PERCEIVED AREA PHYSICAL DETERIORATION PROBLEMS

Itmes in this cluster refer to the prevalance of problems with trash, abandoned buildings, and dirty streets and sidewalks. These are interesting because their frequency presumably reflects the balance of two opposing forces: the pace at which people or businesses create these problems and the efficiency

with which the city deals with them. Identical conditions can result from differing mixes of either activity.

The questions were:

[...please tell me whether you think it is a big problem, some problem, or no problem here in this area?]

Q15: The first one is dirty streets and sidewalks in this area?

Q22: Abandoned houses or other empty buildings in this area?

Q65: Vacant lots filled with trash and junk?

Responses to these questions were moderately intercorrelated (an average of .36), but single-factored. That factor explained 57 percent of the variance in the items. They had similar means and standard deviations as well as sharing a response format, so they were scaled by adding them together. This measure has a reliability of .63. A high score on this scale indicates that physical deterioration is thought to be a problem in the area.

A related survey item (Q69) asking about problems with abandoned cars would scale with these, but that problem was not a target of the clean-up program in Newark.

CRIME PREVENTION EFFORTS

There are a series of anti-crime actions taken by city residents which might be relevant for this evaluation. Four questions in the surveys probed the extent to which respondents took <u>defensive behaviors to protect themselves</u> from personal victimization in public locations. They were asked:

The next questions are about some things people might do when they go out after dark. Now think about the last time you went out in this area after dark.

Q80: Did you go with someone else to avoid crime? (yes or no)

Q81: The last time you went out after dark in this area, did you stay away from certain streets or areas to avoid crime? (yes or no)

Q82: When you last went out after dark in this area, did you stay away from certain types of people to avoid crime? (yes or no)

Q86: In general, how often do you avoid going out after dark in this area because of crime? (never go out to never avoid)

In survey questions like these, a few respondents inevitably respond that they "never go out." With the exception of the disabled this is highly unlikely, and people who answer in this way frequently are fearful and score as high "avoiders" on the other measures. For analytic purposes it proves useful (see Skogan and Maxfield, 1981) to count them along with the others. The "message" they are communicating seems to be that "it's a dangerous place out there," so we have classed them as "precaution takers" and assigned them "yes" responses to these items.

Responses to these four items were very consistent. They were correlated an average of .41, and formed a simple additive scale "Defensive Behaviors" with a reliability of .74. The last item, Q86, was rescored so that its four response categories ranged in value betwen zero and one, like the others. The items then all had similar means and standard deviations. The resulting scale is a simple additive combination of the four.

A second set of behaviors measured in the survey referred to household crime prevention efforts. Several elements of the program were designed to increase the frequency with which people take such measures. Questions in the survey which tapped these activities included:

The next few questions are about things that some people might do for protection from crime.

Q74: Have any special locks been installed in this home for security reasons? (yes or no)

Q75: Have any special outdoor lights been installed here to make it easier to see what's going on outside your home? (yes or no)

Q76: Are there any timers for turning your lights on and off at night? (yes or no)

Q77: Have any valuables here been marked with your name or some number? (yes or no)

Q78: Have special windows or bars been installed for protection? (yes or no)

Q85: 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 or no)

Responses to these questions all were positively intercorrelated. The correlations often were low, however, probably due to the extremely skewed marginal distributions of many of them. For example, less than 20 percent reported having timers, marking their properly, and installing special security windows or bars. Nonparametric measures of association between these items--which are not affected by their skewed marginals--were more robust. Correlations between reports of the more normally distributed activities (39 percent have special locks, 30 percent outdoor lights, and 64 percent have neighbors watch their homes) were somewhat higher, averaging .20-.30. If added together, responses to these items would form a scale with a low reliability.

Also, a factor analysis of the entire set indicated they were not single-factored. Responses to Q75 and Q76, two questions about lighting, "went together" separately. So, in this evaluation analysis we simply added together the number of "yes" responses to the entire set of items, as a count of actions taken and, where relevant, analyzed the adoption of these measures separately.

DISTRIBUTION OF SCALE SCORES

Because they were to be used in multivariate regression analyses, it was important that the distribution of the scale scores described above meet the assumptions of regression. Also, one assumption in ANCOVA (carried out in this project using multiple regression) is that the relationship between pre- and post-test scores is linear, and this is also better determined if the scores themselves are fairly normally distributed. So, scale scores for both waves of each survey were examined for non-normality. Only one score for the Wave 1 panel survey was heavily skewed, (that for "Police Aggressiveness"), and it was logged for use in statistical analysis.

THE REPRODUCEABILITY OF SCALES AMONG SUBPOPULATIONS

Tables 1-3 summarize the reliability for the scales discussed above and present them for a variety of subgroups and area samples used in the evaluation. Table 1 presents the findings separately for Houston and Newark. Table 2 presents scale reliabilities for the major racial and ethnic groups surveyed in Houston--blacks, whites, and Hispanics. (In Newark, only largely black

neighborhoods were involved in the Fear Reduction Project.) Table 3 breaks the data down separately for the ten neighborhoods surveyed.

While the reliabilities presented here fluctuate from place-to-place and group-to-group, the generalizability of the scales used in the evaluation is evident. There is no evidence that special measures must be tailored for any particular group or area; rather, the various reports and analyses based upon these data can employ the same measures throughout.

A NOTE ON CALCULATING SCALE SCORES

There is a scattered amount of missing data for all of these items. There were substantially more missing data for questions dealing with the police than for generic questions about neighborhood conditions, probably reflecting many people's true ignorance of police affairs. Because a number of these scales summarize responses to several questions, if one missing element for a scale led to the complete exclusion of a respondent, the number of cases available for analysis would drop quite substantially. Because these items are single-factored and internally consistent, a better strategy is to let responses to components of a scale which <u>are</u> present "stand in" for occasional missing data. This was accomplished by basing each individual's calculated score on the sum of valid responses, standardized by the number of valid responses (scores = sum of response value/number of valid responses). Neither excluding respondents because of nonresponse nor fabricating data for them in the form of imputed values (such as means or "hot deck" values) is likely to be a superior strategy, in light of our scaling approach to measurement (cf. Kalton, 1983).

Table 1

Wave 1 Scale Reliabilities

All Respondents

Houston - Race Totals

Scale	Black	White	Hispanic
Fear of Personal Victimization in Area	.71	.71	.64
Perceived Area Personal Crime Problems	.76	.82	.79
Worry About Property Crime Victimization in Area	.63	.60	.69
Perceived Area Property Crime Problems	.79	.76	.79
Perceived Area Social Disorder Problems	.81	.82	.84
Satisfaction with Area	.51	.44	.39
Police Aggressiveness	.69	.60	.68
Evaluation of Police Service	.83	.84	.78
Perceived Area Physical Deterioration Problems	.60	.63	.61
Defensive Behaviors to Avoid Personal Crime	.69	.71	.66
(Cases)	(578)	(1091)	(443)

Table 2

Wave 1 Scale Reliabilities

All Respondents

City Totals

Scale	Total	Houston	Newark
Fear of Personal Victimization in Area	.72	.70	.74
Perceived Area Personal Crime Problems	.73	.80	.67
Worry About Property Crime Victimization in Area	?	?	?
Perceived Area Property Crime Problems	?	?	?
Perceived Area Social Disorder Problems	.84	.83	.77
Satisfaction with Area	.50		
Police Aggressiveness	.66	.68	.64
Evaluation of Police Service	.86	.83	.84
Perceived Area Physical Deterioration Problems	.63	.62	.52
Defensive Behaviors to Avoid Personal Crime	.73	.69	.77
(Cases)	(4134)	(2178)	(1956)

Table 3

Wave 1 Scale Reliabilities

All Respondents

Area Totals

Scale	North line	Lang-wood	Wood Bayou	Golf Crest	Shady Acres	S-1	S-2	S-4	W-1	N-2
Fear of Personal Victimization in Area	.71	.69	.71	.68	.70	.74	.75	.74	.73	.72
Perceived Area Personal Crime Problems	.79	.80	.78	.83	.74	.68	.66	.57	.66	.72
Worry About Property Crime Victimization in Area	.65	.65	.56	.52	.67	.60	.69	.59	.63	.48
Perceived Area Property Crime Problems	.81	.78	.80	.71	.76	.77	.76	.72	.72	.74
Perceived Area Social Disorder Problems	.81	.81	.83	.84	.85	.73	.77	.77	.80	.74
Satisfaction with Area	.45	.48	.51	.42	.42			.44	.45	.45
Police Aggressiveness	.74	.66	.70	.65	.61	.71	.62	.71	.52	.60
Evaluation of Police Service	.86	.79	.83	.84	.80	.85	.82	.82	.85	.84
Perceived Area Physical Deterioration Problems	.67	.58	.62	.59	.57	.64	.52	.36	.56	.39
Defensive Behaviors to Avoid Personal Crime	.70	.67	.68	.71	.65	.73	.75	.78	.80	.76
(Cases)	(398)	(378)	(506)	(526)	(370)	(398)	(340)	(441)	(402)	(375)

APPENDIX C

SCALING THE NON-RESIDENTIAL SURVEY DATA

SCALING THE NONRESIDENTIAL SURVEY DATA

This appendix describes how analytic scales were developed for the Fear Reduction Project Evaluation's nonresidential sample surveys. These scales measure the central outcomes of interest in this project: perceptions and fear of crime, evaluations of the quality of police service, assessments of neighborhood problems, and satisfaction with business conditions in the area. As in other components of this evaluation, outcomes were measured by a composite of responses to two or more items which were included in the surveys to tap those dimensions. The item combination which was finally used to represent each outcome was determined by examining responses to the first, pre-test, surveys conducted in all areas of Houston and Newark. Scaling decisions were then verified on the post-test surveys. The pre-intervention survey with 414 business establishments was used to determine the empirical relationship between responses to survey items. They were intercorrelated and factor analyzed, and the results of those analyses informed our final scaling decisions. However, the scales also were formed based upon past research, to maintain consistency with other surveys conducted as part of the Fear Reduction evaluation, and to maintain their conceptual unity. Always, the programmatic relevance of each item played an important role in determining whether or not it would be included in the final scales.

FEAR OF PERSONAL VICTIMIZATION IN AREA

A number of items were included in the survey to represent this general construct. After examining the pre-intervention data, three measures of various forms of fear of crime were developed. The following items were combined to form a measure of "Fear of Personal Victimization in Area:

Q26: How safe would you feel while working here alone during the day? (very safe to very unsafe)

Q27: How about while working here after dark? How safe would you feel if you were to work here after dark? (very safe to very unsafe)

Q28: How safe would you feel being outside alone in this area after dark? (very safe or very unsafe)

Q42: How worried are you that someone will try to rob you or steal something from you here in this establishment? (very worried or not very worried at all)

Q43: What about outside of this establishment? How worried are you that someone will try to rob you or steal something from you somewhere else in this area? (very worried or not very worried at all)

These items were added together to form a scale with a reliability of .84. The average item-total correlation of its components was .51, and the first factor explained 61 percent of the total variation in response to the items. There was no meaningful difference between the additive alpha and the alpha for a standardized scale score which equated the variances of its component parts (also .84). Therefore, a simple additive scale was employed. A high score on the measure indicates respondents were fearful of personal victimization in and around their establishments.

Two other items were combined to form a measure of the "Perceived Concern About Crime" expressed by employees and patrons of the establishments, as reported by our respondents. They were:

Q29: In the last month, how frequently have you heard employees express concern about their personal security in this area? (very frequently to never?)

Q30: In the last month, how frequently have you heard people who come here express concern about their personal security in this area? (very frequently to never)

Responses to these items all were measured on the same four-position set of response categories. As they had about the same mean and standard deviation, the items contribute about equally to the total score for each individual. The correlation between responses to the two items was .54, and the reliability of the resulting scale was .70. These items factored separately from the previous measure of personal fear.

Two survey questions were posed to measure "Worry About Property Crime in the Area;" they asked "how worried" respondents were about being victimized by burglary and vandalism. Other research on concern about victimization or assessments of risk (see Baumer and Rosenbaum, 1981) indicates the distinction between personal and property crimes is a fundamental one, and that perceptions of the two are best gauged separately.

Q44: [How worried are you that] someone will try to break into this place to steal something? (not worried at all to very worried)

Q45: [How worried are you that] someone will try to vandalize this place? (Not worried at all to very worried)

These two items were combined to form a multiple item scale; they were substantially intercorrelated (.72) and formed an additive scale with an Alpha of .84. A high score on this measure identifies respondents who are worried about area burglary and vandalism. Another question asked, "How big a problem"

burglary of business was in the area. Responses to this item are analyzed separately.

PERCEIVED AREA SOCIAL DISORDER PROBLEMS

Six candidate items for this cluster were analyzed as part of the scale development process. They all focused upon deviant behaviors of varying illegality and seriousness, most of which takes place in public locations. They were:

[...please tell me whether you think it is a big problem, some problem, or no problem at all.]

Q15: People saying insulting things or bothering people as they walk down the street?

Q18: People drinking in public places, like on corners or in streets?

Q19: People breaking windows of buildings?

Q16: Graffiti, that is, writing or painting on walls or windows?

Q14: Gangs?

Q25: Sale or use of drugs in public places?

Responses to these items were all positively intercorrelated (mean r=.39). They had roughly similar means and variances, so the scale was formed by adding together responses to them. The principal component factor for these items explained 50 percent of their total variance. This scale has a reliability of .80. A high score on this measure points to areas in which these are seen as "big problems."

In addition, several items included in the survey could have been included in a disorder scale. They were:

Q17: Truancy, that is, kids no being in school when they should be?

Q24: Prostitutes?

Q13: Beggars or panhandlers?

Responses to these items were consistent with the others, but were excluded from the scale because they probed problems which were not the explicit focus of any of the Fear Reduction programs.

Two items were combined to form a measure of "Perceived Area Physical Deterioration Problems." They were:

Q20: [How big a problem here in this area?] Abandoned stores or other empty buildings? (No problem to big problem)

Q23: [How big a problem here in this area?] Dirty streets and sidewalks? (no problem to big problem)

Responses to these two items were correlated .44, and combined they formed an additive scale with a reliability of .61, good for a two-item measure. A high score on this measure identifies respondents who thought that these forms of physical decay were "big problems" in their area.

SATISFACTION WITH AREA

Two measures of satisfaction with neighborhood conditions were developed. The first probed general satisfaction with the area:

Q7: On the whole, how do you feel about this area as a place for this establishment? Are you (very satisfied to very dissatisfied)

Q8: Since July of 1982, would you say this area has generally become a better place to be located, gotten worse, or stayed about the same?

Responses to these two questions were correlated .34, and had similar variances. Added together they formed a scale with a reliability of .48, only marginally acceptable. A high score on this measure identifies respondents who think their area is a good place to work, and has been getting to be a better place to be located.

A second measure points directly to perceived changes in the business environment in the recent past. Respondents were asked if, "since July of 1982" (the onset of the program):

Q9: ...has the number of people who come here increased, decreased, or stayed about the same?

Q12: What about the amount of business done here? Compared to last year, has that increased, decreased, or stayed about the same?

Responses to these items were correlated .58, and formed an additive scale with a reliability of .73, very high for a 2-item scale. These two items factored separately from the previous set measuring general perceptions of the area.

EVALUATION OF POLICE SERVICE

A number of questions in the survey gathered evaluations of police service. Some items focused upon recent, specific encounters between the police and those interviewed in the nonresidential survey, while others were "generic" and referenced more global opinions. Six generic items were included in the questionnaire, and they revealed one distinct cluster of opinion concerning the quality of services provided citizens and anticipated police demeanor in police-citizen encounters.

Q46: How good a job are the police in this area doing to prevent crime to businesses and other establishments? (very good to very poor job)

Q47: How good a job do you think the police are doing in helping busineses and other establishments out after they have been victims of crime? (very good to very poor job)

Q50: How good a job are the police in this area doing in keeping order on the streets and sidewalks? (very good to very poor job)

Q53: In general, how polite are the police in this area when dealing with people in businesses and other establishments? (very polite to very impolite)

Q54: In general, how helpful are the police in this area when dealing with people in business and other establishments? (very helpful to not helpful at all)

Q55: In general, how fair are the police in this area in dealing with people in business and other establishments? (very fair to very unfair)

The simple additive combination of these items has a reliability of .89, and they were correlated an average of .57. They were single factored. There was some variation in the wording of the response format for these items, but differences in the variances in the items were not great enough to preclude adding them together in simple fashion. A high score on this measure points to a favorable evaluation of the police.

THE REPRODUCEABILITY OF SCALES AMONG AREAS

Table 1 summarizes the reliabilities for the scales discussed above, and presents them for the area samples used in the evaluation. The non-residential survey samples for individual areas were quite small, so the reliabilities presented there fluctuate from place-to-place. However, the generalizability of the scales used in the evaluation is evident. The only notable exception is the general area satisfaction measure for the Langwood area in Houston, and the

two items which go into it will be analyzed separately for that area. There is no evidence in Table 1 that other special measures must be tailored for any particular area; rather, the various reports and analyses based upon this data can employ the same measures throughout.

A NOTE ON CALCULATING SCALE SCORES

There is a scattered amount of missing data for all of these items. There were substantially more missing data for questions dealing with the police than for generic questions about neighborhood conditions, probably reflecting many people's true ignorance of police affairs. Because a number of these scales summarize responses to several questions, if one missing element for a scale led to the complete exclusion of a respondent, the number of cases available for analysis would drop quite substantially. Because these items are single-factored and internally consistent, a better strategy is to let responses to components of a scale which <u>are</u> present "stand in" for occasional missing data. This was accomplished by basing each individual's calculated score on the sum of valid responses, standardized by the number of valid responses (score = sum of responses values/number of valid responses). Neither excluding respondents, because of nonresponse nor fabricating data for them in the form of imputed values (such as means or "hot deck" values) is likely to be a superior strategy, in light of our scaling approach to measurement (cf, Kalton, 1983).

SCALE RELIABILITY SUMMARY

Non-Residential Survey

Scale	All Areas		South 1		West 1		South 4		Northline		Langwood		Golfcrest		Shady Acres	
	Wave 1	Wave 2	Wave 1	Wave 2	Wave 1	Wave 2	Wave 1	Wave 2	Wave 1	Wave 2	Wave 1	Wave 2	Wave 1	Wave 2	Wave 1	Wave 2
Fear of Personal Victimization in Area	.84	.84	.83	.79	.80	.85	.86	.90	.81	.82	.80	.74	.84	.87	.85	.86
Evaluation of Police Service	.89	.86	.90	.86	.88	.87	.92	.91	.86	.89	.84	.80	.87	.84	.63	.86
Perceived Social Disorder Problems	.80	.79	.64	.78	.71	.79	.74	.65	.76	.55	.81	.51	.85	.83	.65	.71
Business Change	.73	.78	.61	.82	.68	.65	.33	.85	.80	.77	.76	.76	.82	.83	.54	.62
Satisfaction With Area	.48	.54	.57	.43	.69	.31	.67	.72	.54	.57	.00	.68	.44	.53	.35	.44
Worry About Property Crime	.84	.80	.97	.93	.88	.72	.92	.78	.76	.84	.86	.94	.84	.66	.90	.77
Employee-Patrol Concern	.70	.81	.82	.99	.66	.57	.84	.82	.68	.78	.54	.82	.67	.79	.56	.40
(N)*	(414)	(283)	(34)	(47)	(26)	(28)	(35)	(32)	(44)	(41)	(37)	(27)	(67)	(66)	(39)	(42)

* Ns vary slightly from scale to scale; figure here is for fear scale

APPENDIX D

RESIDENTIAL AREA-ANALYSIS RESULTS

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Fear of Personal Victimization in Area

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	1.63	1.50	1.69	1.65
(sd)	(.56)	(.54)	(.56)	(.61)
[N]	[395]	[360]	[389]	[403]
Sigf.	$p < .001$		$p < .25$	
Q34 Unsafe Alone*				
Mean	2.45	2.27	2.79	2.68
(sd)	(1.00)	(1.03)	(1.04)	(1.12)
[N]	[393]	[359]	[387]	[396]
Sigf.	$p < .01$		$p < .10$	
Q35 Place Fear to Go				
Mean	.55	.56	.54	.60
(sd)	(.50)	(.50)	(.50)	(.49)
[N]	[380]	[356]	[376]	[394]
Sigf.	$p < .40$		$p < .05$	
Q43 Worry robbery				
Mean	1.80	1.68	1.78	1.73
(sd)	(.73)	(.72)	(.72)	(.79)
[N]	[393]	[360]	[385]	[401]
Sigf.	$p < .025$		$p < .25$	
Q44 Worry assault				
Mean	1.65	1.50	1.59	1.59
(sd)	(.71)	(.68)	(.71)	(.74)
[N]	[394]	[360]	[384]	[399]
Sigf.	$p < .005$		$p < .75$	

Note: One-tailed t-tests of significance

*Rescored so high score indicates fear

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Perceived Area Personal Crime Problems

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	1.35	1.20	1.44	1.38
(sd)	(.50)	(.40)	(.57)	(.55)
[N]	[383]	[257]	[372]	[394]
Sigf.	$p < .001$		$p < .10$	
Q114 Stranger Assault a big problem				
Mean	1.30	1.19	1.48	1.39
(sd)	(.54)	(.47)	(.70)	(.66)
[N]	[362]	[347]	[352]	[373]
Sigf.	$p < .005$		$p = < .05$	
Q117 Robbery a big problem				
Mean	1.38	1.21	1.54	1.48
(sd)	(.60)	(.47)	(.71)	(.72)
[N]	[356]	[346]	[353]	[377]
Sigf.	$p < .001$		$p < .25$	
Q121 Rape a big problem				
Mean	1.35	1.20	1.23	1.22
(sd)	(.62)	(.52)	(.54)	(.54)
[N]	[345)	[342]	[333]	[361]
Sigf.	$p <.001$		$p < .50$	

Note: One-tailed t-tests of significance

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Worry About Property Crime Victimization in Area

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	2.00	1.85	1.92	1.85
(sd)	(.66)	(.64)	(.67)	(.72)
[N]	[394]	[360]	[387]	[401]
Sigf.	$p < .001$		$p < .10$	
Q45 Burglary worry				
Mean	2.16	2.04	2.09	1.94
(sd)	(.74)	(.77)	(.76)	(.82)
[N]	[391]	[360]	[387]	[399]
Sigf.	$p < .025$		$p < .005$	
Q47 Auto theft worry				
Mean	1.83	1.65	1.76	1.75
(sd)	(.79)	(.72)	(.78)	(.82)
[N]	[393]	[356]	[364]	[355]
Sigf.	$p < .001$		$p < .50$	

Note: One-tailed t-tests of significance

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Perceived Area Property Crime Problems

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	1.57	1.40	1.60	1.55
(sd)	(.59)	(.51)	(.60)	(.59)
[N]	[391]	[360]	[380]	[397]
Sigf.	$p < .001$		$p < .25$	
Q68 Burglary problem				
Mean	1.77	1.56	1.82	1.71
(sd)	(.74)	(.69)	(.78)	(.76)
[N]	[364]	[348]	[361]	[384]
Sigf.	$p < .001$		$p < .05$	
Q70 Auto vandalism problem				
Mean	1.49	1.36	1.48	1.47
(sd)	(.67)	(.62)	(.69)	(.71)
[N]	[376]	[353]	[364]	[381]
Sigf.	$p < .005$		$p < .50$	
Q71 Auto theft problem				
Mean	1.41	1.24	1.48	1.44
(sd)	(.65)	(.53)	(.72)	(.72)
[N]	[363]	[343]	[356]	[380]
Sigf.	$p < .001$		$p < .25$	

Note: One-tailed t-tests of significance

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Perceived Area Social Disorder Problems

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	1.41	1.24	1.40	1.39
(sd)	(.45)	(.33)	(.46)	(.47)
[N]	[395]	[360]	[387]	[402]
Sigf.	$p < .001$		$p < .40$	
Q18 Groups hanging around on corners				
Mean	1.67	1.43	1.63	1.57
(sd)	(.83)	(.69)	(.80)	(.77)
[N]	[384]	[358]	[374]	[388]
Sigf.	$p < .001$		$p < .25$	
Q20 People saying insulting things				
Mean	1.26	1.13	1.27	1.25
(sd)	(.57)	(.41)	(.59)	(.60)
[N]	[383]	[356]	[375]	[385]
Sigf.	$p < .001$		$p < .40$	
Q24 Drinking in public place				
Mean	1.57	1.33	1.53	1.52
(sd)	(.76)	(.61)	(.73)	(.77)
[N]	[386]	[352]	[375]	[386]
Sigf.	$p < .001$		$p < .50$	
Q66 Breaking Windows				
Mean	1.29	1.22	1.39	1.41
(sd)	(.59)	(.50)	(.64)	(.68)
[N]	[384]	[356]	[363]	[388]
Sigf.	$p < .05$		$p < .40$	

-continued-

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Perceived Area Social Disorder Problems
(continued)

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Q67 Graffiti				
Mean	1.24	1.17	1.29	1.33
(sd)	(.53)	(.43)	(.57)	(.62)
[N]	[388]	[356]	[370]	[385]
Sigf.	$p < .025$		$p < .25$	
Q118 Gangs				
Mean	1.27	1.12	1.29	1.21
(sd)	(.59)	(.36)	(.58)	(.50)
[N]	[350]	[341]	[355]	[380]
Sigf.	$p < .001$		$p < .025$	
Q120 Sale or use of drugs in public places				
Mean	1.62	1.27	1.48	1.39
(sd)	(.78)	(.65)	(.75)	(.69)
[N]	[333]	[319]	[321]	[353]
Sigf.	$p < .001$		$p < .10$	

Note: One-tailed t-tests of significance

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Satisfaction With Area

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	2.43	2.59	2.51	2.60
(sd)	(.63)	(.58)	(.61)	(.60)
[N]	[395]	[360]	[389]	[403]
Sigf.	$p < .001$		$p < .025$	
Q5 Area getting better				
Mean	1.76	2.01	1.82	1.94
(sd)	(.56)	(.58)	(.60)	(.60)
[N]	[371]	[350]	[371]	[382]
Sigf.	$p < .001$		$p = < .005$	
Q14 Satisfied with the area				
Mean	3.02	3.13	3.14	3.22
(sd)	(.87)	(.80)	(.81)	(.77)
[N]	[395]	[359]	[385]	[398]
Sigf.	$p < .05$		$p < .10$	

Note: One-tailed t-tests of significance

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Evaluations of Police Service

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	3.33	3.62	3.23	3.37
(sd)	(.65)	(.58)	(.63)	(.71)
[N]	[385]	[355]	[372]	[388]
Sigf.	$p < .001$		$p < .005$	
Q50 Good job at preventing crime				
Mean	3.40	3.86	3.29	3.56
(sd)	(.98)	(.87)	(.96)	(1.01)
[N]	[360]	[337]	[348]	[365]
Sigf.	$p < .001$		$p = < .001$	
Q51 Good job of helping victims				
Mean	3.24	3.68	3.14	3.36
(sd)	(1.02)	(.96)	(1.05)	(1.14)
[N]	[288]	[257]	[288]	[282]
Sigf.	$p < .001$		$p < .01$	
Q52 Good job keeping order on street				
Mean	3.43	3.97	3.46	3.63
(sd)	(.94)	(.80)	(.88)	(.97)
[N]	[350)	[335]	[341]	[350]
Sigf.	$p <.001$		$p < .01$	

-continued-

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Evaluations of Police Service
(continued)

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Q57 Polite in dealing with people				
Mean	3.37	3.43	3.20	3.27
(sd)	(.73)	(.68)	(.78)	(.79)
[N]	[303]	[299]	[312]	[311]
Sigf.	$p < .25$		$p < .25$	
Q58 Helpful in dealing with people				
Mean	3.17	3.39	3.12	3.22
(sd)	(.72)	(.61)	(.74)	(.73)
[N]	[288]	[296]	[306]	[325]
Sigf.	$p < .001$		$p = < .05$	
Q59 Fair in dealing with people				
Mean	3.37	3.32	3.16	3.22
(sd)	(.63)	(.61)	(.64)	(.65)
[N]	[306]	[306]	[289]	[314]
Sigf.	$p < .25$		$p < .25$	

Note: One-tailed t-tests of significance

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Police Aggressiveness

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	1.14	1.06	1.15	1.11
(sd)	(.38)	(.23)	(.40)	(.32)
[N]	[384]	[355]	[363]	[375]
Sigf.	$p < .001$		$p < .10$	
Q21 Stop too many without good reason				
Mean	1.11	1.04	1.10	1.09
(sd)	(.39)	(.22)	(.37)	(.34)
[N]	[375]	[348]	[340]	[359]
Sigf.	$p < .005$		$p = < .40$	
Q26 Too tough on people they stop				
Mean	1.16	1.08	1.23	1.14
(sd)	(.46)	(.34)	(.56)	(.44)
[N]	[328]	[329]	[293]	[337]
Sigf.	$p < .01$		$p < .025$	

Note: One-tailed t-tests of significance

D-9

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Defensive Behaviors to Avoid Personal Victimization

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	.42	.42	.44	.47
(sd)	(.33)	(.35)	(.34)	(.35)
[N]	[395]	[360]	[387]	[403]
Sigf.	$p < .50$		$p < .25$	
Q80 Go with escort*				
Mean	.37	.39	.41	.43
(sd)	(.48)	(.49)	(.49)	(.49)
[N]	[395]	[359]	[385]	[402]
Sigf.	$p < .40$		$p < .40$	
Q81 Avoid certain areas*				
Mean	.43	.42	.43	.49
(sd)	(.50)	(.49)	(.50)	(.50)
[N]	[395]	[360]	[387]	[399]
Sigf.	$p < .40$		$p < .05$	
Q82 Avoid types of people				
Mean	.57	.55	.53	.58
(sd)	(.50)	(.50)	(.50)	(.49)
[N]	[394]	[360]	[385]	[400]
Sigf.	$p < .40$		$p < .10$	
Q86 Avoid going out after dark				
Mean	1.78	1.92	1.97	2.13
(sd)	(.87)	(1.04)	(.87)	(1.20)
[N]	[391]	[360]	[384]	[402]
Sigf.	$p < .025$		$p < .025$	

Note: One-tailed t-tests of significance
*Rescored so high score indicates taking precaution

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

All Respondents

Household Crime Prevention Efforts

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	1.29	2.04	1.86	1.88
(sd)	(1.24)	(1.32)	(1.38)	(1.31)
[N]	[395]	[360]	[389]	[403]
Sigf.	p < .001		p < .50	
Q74 Special locks				
Mean	.39	.39	.34	.31
(sd)	(.49)	(.49)	(.47)	(.46)
[N]	[360]	[360]	[383]	[402]
Sigf.	p < .50		p < .25	
Q75 Outdoor lights				
Mean	.36	.36	.38	.41
(sd)	(.48)	(.48)	(.49)	(.49)
[N]	[360]	[360]	[383]	[402]
Sigf.	p < .50		p < .25	
Q76 Timers for lights				
Mean	.18	.18	.20	.22
(sd)	(.38)	(.38)	(.40)	(.42)
[N]	[360]	[360]	[382]	[396]
Sigf.	p < .50		p < .25	
Q77 Valuables marked				
Mean	.28	.28	.20	.20
(sd)	(.45)	(.45)	(.40)	(.40)
[N]	[359]	[359]	[383]	[379]
Sigf.	p < .50		p < .50	
Q78 Windows or bars				
Mean	.06	.06	.09	.10
(sd)	(.23)	(.23)	(.29)	(.30)
[N]	[360]	[360]	[384]	[399]
Sigf.	p < .50		p < .40	
Q85 Ask Neighbors watch home				
Mean	.74	.78	.69	.64
(sd)	(.44)	(.42)	(.46)	(.48)
[N]	[391]	[358]	[376]	[401]
Sigf.	p < .40		p < .10	

Note: One-tailed t-tests of significance of proportions

Community Organizing Response Team

Victimization by Crimes in the Area

All Respondents

Percent Victimized in Past Six Months	Langwood Program Area Wave 1	Wave 2	Shady Acres Comparison Area Wave 1	Wave 2
All Incidents				
Percent Victims	42	38	39	40
Sigf.	$p < .30$		$p < .50$	
Personal Crimes (1)				
Percent Victims	24	21	17	18
Sigf.	$p < .50$		$p < .95$	
Property Crimes (2)				
Percent Victims	28	26	31	29
Sigf.	$p < .50$		$p < .80$	
Included Above:				
Burglary: (3)				
Percent Victims	13	8	16	10
Sigf.	$p < .05$		$p < .20$	
Motor Vehicle Crime: (4)				
Percent Victims	11	10	10	13
Sigf.	$p < .50$		$p < .10$	
Other Theft: (5)				
Percent Victim	13	14	12	13
Sigf.	$p < .50$		$p < .80$	
Number of Cases	(395)	(360)	(389)	(403)

Chi-square tests of significance

Note: 1 includes V13-V19
2 includes V1-V6, V8-V10, V12
3 includes V1 and V2
4 includes V8-V10
5 includes V3-V5, V12

APPENDIX E

WAVE 1 SCORES ON OUTCOME VARIABLES BY DEMOGRAPHIC GROUPS

TABLE E-1

"FEAR OF PERSONAL VICTIMIZATION IN AREA"
AT WAVE 1, BY DEMOGRAPHIC GROUPS,
PROGRAM AND COMPARISON AREAS

(All Respondents)

Demographic Group		Program Area (Langwood) Wave 1	Comparison Area (Shady Acres) Wave 1
Sex	Male	1.47	1.54
	Female	1.79	1.85
Race	Black	1.68	1.56
	White	1.59	1.71
	Hispanic	1.89	1.73
	American Indian	2.75	2.50
Housing	Owner	1.59	1.78
	Renter	1.68	1.62
Education	Not High School	1.68	1.79
	High School Graduate	1.61	1.61
Income	Under $15,000 Income	1.76	1.75
	Over $15,000 Income	1.57	1.64
Age	15-24 years	1.73	1.59
	25-49 years	1.60	1.66
	50-98 years	1.64	1.77
Children	No Children at Home	1.60	1.68
	One or More Children at Home	1.65	1.69
No. Adults	One Adult in Household	1.60	1.68
	Two Adults	1.64	1.68
	Three or More Adults	1.58	1.72
Marital Status	Single	1.61	1.54
	Married	1.63	1.69
Employed	Work Full-Part Time	1.65	1.78
	Other	1.59	1.60
Tenure	Resident 0-2 years	1.66	1.63
	3-5 years	1.55	1.66
	6-9 years	1.56	1.72
	10+ years	1.64	1.79

TABLE E-2

"PERCEIVED AREA PERSONAL CRIME PROBLEMS"
AT WAVE 1, BY DEMOGRAPHIC GROUPS,
PROGRAM AND COMPARISON AREAS

(All Respondents)

	Demographic Group	Program Area (Langwood) Wave 1	Comparison Area (Shady Acres) Wave 1
Sex	Male	1.25	1.37
	Female	1.46	1.52
Race	Black	1.42	1.41
	White	1.33	1.48
	Hispanic	1.49	1.37
	American Indian	1.67	2.00
Housing	Owner	1.29	1.38
	Renter	1.43	1.49
Education	Not High School	1.30	1.39
	High School Graduate	1.37	1.48
Income	Under $15,000 Income	1.40	1.42
	Over $15,000 Income	1.35	1.46
Age	15-24 years	1.54	1.51
	25-49 years	1.35	1.46
	50-98 years	1.29	1.40
Children	No Children at Home	1.28	1.45
	One or More Children at Home	1.42	1.44
No. Adults	One Adult in Household	1.29	1.45
	Two Adults	1.36	1.47
	Three or More Adults	1.37	1.38
Marital Status	Single	1.40	1.57
	Married	1.35	1.37
Employed	Work Full-Part Time	1.38	1.42
	Other	1.32	1.32
Tenure	Resident 0-2 years	1.45	1.47
	3-5 years	1.25	1.43
	6-9 years	1.24	1.72
	10+ years	1.32	1.35

TABLE E-3

"WORRY ABOUT PROPERTY CRIME VICTIMIZATION IN AREA"
AT WAVE 1, BY DEMOGRAPHIC GROUPS,
PROGRAM AND COMPARISON AREAS

(All Respondents)

	Demographic Group	Program Area (Langwood) Wave 1	Comparison Area (Shady Acres) Wave 1
Sex	Male	1.97	1.88
	Female	2.03	1.99
Race	Black	2.14	1.84
	White	1.96	2.00
	Hispanic	2.16	1.85
	American Indian	2.50	3.00
Housing	Owner	1.97	2.00
	Renter	2.03	1.88
Education	Not High School	1.98	1.93
	High School Graduate	2.00	1.94
Income	Under $15,000 Income	1.97	1.91
	Over $15,000 Income	2.01	1.97
Age	15-24 years	2.00	1.94
	25-49 years	2.04	1.93
	50-98 years	1.91	1.93
Children	No Children at Home	2.00	1.94
	One or More Children at Home	2.01	1.91
No. Adults	One Adult in Household	1.95	1.89
	Two Adults	2.02	2.01
	Three or More Adults	1.98	1.81
Marital Status	Single	2.01	1.94
	Married	1.99	1.93
Employed	Work Full-Part Time	2.02	2.03
	Other	1.95	1.77
Tenure	Resident 0-2 years	2.07	1.86
	3-5 years	1.84	1.95
	6-9 years	1.96	2.08
	10+ years	1.99	2.01

TABLE E-4

"PERCEIVED AREA PROPERTY CRIME PROBLEMS"
AT WAVE 1, BY DEMOGRAPHIC GROUPS,
PROGRAM AND COMPARISON AREAS

(All Respondents)

Demographic Group		Program Area (Langwood) Wave 1	Comparison Area (Shady Acres) Wave 1
Sex	Male	1.52	1.58
	Female	1.61	1.62
Race	Black	1.66	1.62
	White	1.56	1.64
	Hispanic	1.47	1.49
	American Indian	2.33	2.00
Housing	Owner	1.51	1.60
	Renter	1.65	1.60
Education	Not High School	1.50	1.54
	High School Graduate	1.59	1.64
Income	Under $15,000 Income	1.59	1.55
	Over $15,000 Income	1.58	1.66
Age	15-24 years	1.66	1.57
	25-49 years	1.59	1.64
	50-98 years	1.46	1.56
Children	No Children at Home	1.53	1.61
	One or More Children at Home	1.60	1.58
No. Adults	One Adult in Household	1.61	1.59
	Two Adults	1.55	1.65
	Three or More Adults	1.62	1.54
Marital Status	Single	1.60	1.63
	Married	1.55	1.57
Employed	Work Full-Part Time	1.59	1.65
	Other	1.49	1.44
Tenure	Resident 0-2 years	1.61	1.57
	3-5 years	1.55	1.63
	6-9 years	1.60	1.88
	10+ years	1.52	1.56

TABLE E-5

"PERCEIVED AREA SOCIAL DISORDER PROBLEMS"
AT WAVE 1, BY DEMOGRAPHIC GROUPS,
PROGRAM AND COMPARISON AREAS

(All Respondents)

Demographic Group		Program Area (Langwood) Wave 1	Comparison Area (Shady Acres) Wave 1
Sex	Male	1.34	1.36
	Female	1.48	1.45
Race	Black	1.62	1.41
	White	1.36	1.41
	Hispanic	1.56	1.40
	American Indian	1.83	1.33
Housing	Owner	1.28	1.37
	Renter	1.58	1.43
Education	Not High School	1.37	1.38
	High School Graduate	1.42	1.42
Income	Under $15,000 Income	1.54	1.40
	Over $15,000 Income	1.39	1.45
Age	15-24 years	1.56	1.52
	25-49 years	1.45	1.44
	50-98 years	1.25	1.31
Children	No Children at Home	1.30	1.38
	One or More Children at Home	1.51	1.45
No. Adults	One Adult in Household	1.43	1.33
	Two Adults	1.42	1.45
	Three or More Adults	1.37	1.43
Marital Status	Single	1.47	1.41
	Married	1.38	1.41
Employed	Work Full-Part Time	1.44	1.48
	Other	1.31	1.30
Tenure	Resident 0-2 years	1.55	1.47
	3-5 years	1.43	1.37
	6-9 years	1.39	1.52
	10+ years	1.27	1.31

TABLE E-6

"SATISFACTION WITH AREA"
AT WAVE 1, BY DEMOGRAPHIC GROUPS,
PROGRAM AND COMPARISON AREAS

(All Respondents)

Demographic Group		Program Area (Langwood) Wave 1	Comparison Area (Shady Acres) Wave 1
Sex	Male	2.51	2.50
	Female	2.35	2.52
Race	Black	2.26	2.57
	White	2.44	2.45
	Hispanic	2.59	2.59
	American Indian	2.50	1.50
Housing	Owner	2.41	2.37
	Renter	2.48	2.59
Education	Not High School	2.56	2.53
	High School Graduate	2.40	2.48
Income	Under $15,000 Income	2.45	2.56
	Over $15,000 Income	2.42	2.43
Age	15-24 years	2.33	2.58
	25-49 years	2.47	2.53
	50-98 years	2.40	2.43
Children	No Children at Home	2.42	2.50
	One or More Children at Home	2.44	2.51
No. Adults	One Adult in Household	2.41	2.54
	Two Adults	2.46	2.45
	Three or More Adults	2.34	2.60
Marital Status	Single	2.38	2.53
	Married	2.46	2.49
Employed	Work Full-Part Time	2.43	2.41
	Other	2.52	2.56
Tenure	Resident 0-2 years	2.52	2.64
	3-5 years	2.40	2.46
	6-9 years	2.38	2.31
	10+ years	2.36	2.36

TABLE E-7

"EVALUATIONS OF POLICE"
AT WAVE 1, BY DEMOGRAPHIC GROUPS,
PROGRAM AND COMPARISON AREAS

(All Respondents)

	Demographic Group	Program Area (Langwood) Wave 1	Comparison Area (Shady Acres) Wave 1
Sex	Male	3.36	3.14
	Female	3.29	3.34
Race	Black	2.97	3.39
	White	3.41	3.25
	Hispanic	3.23	3.07
	American Indian	1.50	1.33
Housing	Owner	3.46	3.30
	Renter	3.16	3.19
Education	Not High School	3.50	3.28
	High School Graduate	3.28	3.18
Income	Under $15,000 Income	3.31	3.26
	Over $15,000 Income	3.32	3.16
Age	15-24 years	3.05	3.06
	25-49 years	3.28	3.15
	50-98 years	3.57	3.43
Children	No Children at Home	3.39	3.31
	One or More Children at Home	3.27	3.11
No. Adults	One Adult in Household	3.29	3.29
	Two Adults	3.34	3.22
	Three or More Adults	3.33	3.18
Marital Status	Single	3.25	3.22
	Married	3.36	3.24
Employed	Work Full-Part Time	3.31	3.13
	Other	3.43	3.39
Tenure	Resident 0-2 years	3.13	3.16
	3-5 years	3.31	3.20
	6-9 years	3.43	3.07
	10+ years	3.51	3.40

TABLE E-8

"PERCEIVED POLICE AGGRESSIVENESS"

AT WAVE 1, BY DEMOGRAPHIC GROUPS, PROGRAM AND COMPARISON AREAS

(All Respondents)

	Demographic Group	Program Area (Langwood) Wave 1	Comparison Area (Shady Acres) Wave 1
Sex	Male	.22	.23
	Female	.22	.23
Race	Black	.37	.27
	White	.19	.22
	Hispanic	.24	.23
	American Indian	.15	.15
Housing	Owner	.17	.22
	Renter	.28	.24
Education	Not High School	.19	.23
	High School Graduate	.23	.23
Income	Under $15,000 Income	.26	.25
	Over $15,000 Income	.21	.22
Age	15-24 years	.30	.26
	25-49 years	.23	.24
	50-98 years	.17	.20
Children	No Children at Home	.21	.22
	One or More Children at Home	.23	.24
No. Adults	One Adult in Household	.26	.22
	Two Adults	.21	.23
	Three or More Adults	.21	.25
Marital Status	Single	.27	.23
	Married	.20	.23
Employed	Work Full-Part Time	.21	.23
	Other	.19	.22
Tenure	Resident 0-2 years	.27	.24
	3-5 years	.20	.22
	6-9 years	.23	.25
	10+ years	.17	.20

APPENDIX F

PANEL ANALYSIS RESULTS

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Panel Respondents Only

Scale Score	Langwood Program Area Wave 1	Langwood Program Area Wave 2	Shady Acres Comparison Area Wave 1	Shady Acres Comparison Area Wave 2
Fear of Personal Victimization in Area				
Mean	1.61	1.52	1.70	1.65
(sd)	(.53)	(.54)	(.56)	(.58)
[N]	[228]		[181]	
Sigf.	$p < .001$		$p < .12$	
Perceived Area Personal Crime Problems				
Mean	1.33	1.20	1.40	1.33
(sd)	(.50)	(.38)	(.55)	(.51)
[N]	[220]		[169]	
Sigf.	$p < .001$		$p < .07$	
Perceived Area Property Crime Problems				
Mean	1.55	1.42	1.56	1.50
(sd)	(.56)	(.52)	(.56)	(.57)
[N]	[225]		[171]	
Sigf.	$p < .001$		$p < .13$	
Worry About Property Crime Victimization in Area				
Mean	2.00	1.84	1.92	1.87
(sd)	(.64)	(.63)	(.66)	(.69)
[N]	[228]		[179]	
Sigf.	$p < .001$		$p < .19$	

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Community Organizing Response Team

Wave One - Wave Two Outcome Measures
(continued)

Panel Respondents Only

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Focus on Property Crime				
Mean	.58	.52	.52	.45
(sd)	(1.23)	(1.30)	(1.22)	(1.05)
[N]	[225]		[146]	
Sigf.	$p < .27$		$p < .32$	
Evaluation of Police Service				
Mean	3.40	3.65	3.29	3.40
(sd)	(.65)	(.60)	(.69)	(.70)
[N]	[220]		[168]	
Sigf.	$p < .001$		$p < .25$	
Police Aggressiveness				
Mean	1.11	1.06	1.15	1.11
(sd)	(.34)	(.25)	(.40)	(.33)
[N]	[220]		[161]	
Sigf.	$p < .02$		$p = < .15$	
Satisfaction with Area				
Mean	2.47	2.58	2.48	2.54
(sd)	(.58)	(.54)	(.62)	(.58)
[N]	[228]		[181]	
Sigf.	$p < .005$		$p < .14$	

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Community Organizing Response Team

Wave One - Wave Two Outcome Measures
(continued)

Panel Respondents Only

Scale Score	Langwood Program Area Wave 1	Langwood Program Area Wave 2	Shady Acres Comparison Area Wave 1	Shady Acres Comparison Area Wave 2
Perceived Area Social Disorder Problems				
Mean	1.37	1.25	1.38	1.38
(sd)	(.42)	(.34)	(.47)	(.45)
[N]	[228]		[179]	
Sigf.	$p < .001$		$p\ 8\ .50$	
Defensive Behaviors to Avoid Personal Crime				
Mean	.40	.41	.42	.48
(sd)	(.34)	(.36)	(.34)	(.35)
[N]	[228]		[179]	
Sigf.	$p < .38$		$p\ 8\ .04$	
Household Crime Prevention Efforts				
Mean	1.26	2.07	1.27	1.98
(sd)	(1.27)	(1.36)	(.14)	(1.37)
[N]	[228]		[181]	
Sigf.	$p < .001$		$p < .001$	

T-tests for significance of paired measures. N is the number of pairs, or the number of panel respondents.

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Panel Respondents Only

Percent Victimized	Langwood Program Area Wave 1	Wave 2	Shady Acres Comparison Area Wave 1	Wave 2
All Types				
Percent Victims	39	39	36	41
[N]	[228]		[181]	
Sigf.	$p < .42$		$p < .16$	
Personal Crimes				
Percent Victims	23	24	17	20
[N]	[228]		[181]	
Sigf.	$p < .44$		$p < .14$	
Household Crimes				
Percent Victims	25	26	27	28
[N]	[228]		[181]	
Sigf.	$p < .45$		$p < .40$	

T-tests for significance of proportions for paired measures. N is the number of pairs, or the number of panel respondents.

Community Organizing Response Team

Relation Between Residence in Treatment or Control Areas
and Post-Intervention Outcome Measures
Controlling for the Pre-Test and Other Explanatory Factors*

Explanatory Factors	Outcome Measures: Fear of Personal Victimization in Area		Outcome Measures: Perceived Area Personal Crime Problems	
	Beta	(Sigf.)	Beta	(Sigf.)
live in target area	-.08	(.09)	-.15	(.005)
pretest scale score	.39	(.001)	.21	(.001)
R^2_{adj} =	.30		.19	
[N]	[406]		[388]	

Note: All independent variables were measured using the pre-intervention survey only.

*Includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relation Between Residence in Treatment or Control Areas
and Post-Intervention Outcome Measures
Controlling for the Pre-Test and Other Explanatory Factors*

Explanatory Factors	Outcome Measures: Perceived Area Property Crime Problems		Outcome Measures: Worry About Property Crime Victimization in Area	
	Beta	(Sigf.)	Beta	(Sigf.)
live in target area	-.13	(.01)	-.09	(.08)
pretest scale score	.26	(.001)	.30	(.001)
R^2_{adj} =	.20		.22	
[N]	[394]		[404]	

Note: All independent variables were measured using the pre-intervention survey only.

*Includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relation Between Residence in Treatment or Control Areas
and Post-Intervention Outcome Measures
Controlling for the Pre-Test and Other Explanatory Factors*

Explanatory Factors	Outcome Measures: Satisfaction With Area		Outcome Measures: Perceived Area Social Disorder Problems	
	Beta	(Sigf.)	Beta	(Sigf.)
live in target area	.05	(.28)	-.05	(.002)
pretest scale score	.29	(.001)	.48	(.001)
R^2_{adj} =	.11		.30	
[N]	[406]		[404]	

Note: All independent variables were measured using the pre-intervention survey only.

*Includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relation Between Residence in Treatment or Control Areas
and Post-Intervention Outcome Measures
Controlling for the Pre-Test and Other Explanatory Factors*

Explanatory Factors	Outcome Measures: Evaluations of Police Service		Outcome Measures: Police Aggressiveness(Log)	
	Beta	(Sigf.)	Beta	(Sigf.)
live in target area	.18	(.001+)	.07	(.22)
pretest scale score	.37	(.001+)	.16	(.002)
R^2_{adj} =	.19		.14	
[N]	[388]		[380]	

Note: All independent variables were measured using the pre-intervention survey only.

*Includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relation Between Residence in Treatment or Control Areas
and Post-Intervention Outcome Measures
Controlling for the Pre-Test and Other Explanatory Factors*

Explanatory Factors	Outcome Measures: Defensive Behaviors To Avoid Personal Crime		Household Crime Prevention Efforts	
	Beta	(Sigf.)	Beta	(Sigf.)
live in target area	.03	(.56)	-.06	(.23)
pretest scale score	.29	(.001+)	.42	(.001+)
R^2_{adj} =	.25		.26	
[N]	[405]		[405]	

Note: All independent variables were measured using the pre-intervention survey only.

*includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relation Between Residence in Treatment or Control Areas
and Post-Intervention Outcome Measures
Controlling for the Pre-Test and Other Explanatory Factors*

Explanatory Factors	Outcome Measures: Total Victimization Beta	(Sigf.)	Personal Victimization Beta	(Sigf.)
live in target area	-.08	(.14)	.04	(.45)
pretest scale score	.31	(.001+)	.30	(.001+)
R^2_{adj} =	.13		.15	
[N]	[405]		[405]	

Note: All independent variables were measured using the pre-intervention survey only.

*includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relation Between Residence in Treatment or Control Areas
and Post-Intervention Outcome Measures
Controlling for the Pre-Test and Other Explanatory Factors*

Explanatory Factors	Outcome Measures: Property Victimization	
	Beta	(Sigf.)
live in target area	-.08	(.14)
pretest scale score	.25	(.001+)
R^2_{adj} =	.09	
[N]	[405]	

Note: All independent variables were measured using the pre-intervention survey only.

*includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relationship Between Program Area of Residence
and Reports of Victimization

Panel Respondents Only

Type of Victimization	Correlation (and significance) with Program Area Residence: No Controls r	(sigf)	Control for Pretest r	(sigf)	Control for Pretest and Thirteen Other Factors* r	(sigf)	[N]
All types:	-.02	(.67)	-.03	(.54)	-.07	(.14)	[405]
Personal Victimization	.03	(.49)	.01	(.99)	.04	(.45)	[404]
Property Victimization	-.03	(.53)	-.03	(.58)	-.07	(.14)	[405]

Notes:
- Correlation is Pearson's r;
- Victimization measure is a dichotomy
- "Pretest" is victimization during 6 months prior to Wave 1 study
- All correlations are for the same subset of respondents with complete data on all measures
- All control factors measured using Wave 1 survey

*includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, knowledge of local crime victims, and the pretest.

APPENDIX G

RECALLED PROGRAM EXPOSURE

Community Organizing Response Team

Relationship Between Self-Reported Program Exposure and Outcome Measures

Q30: Have there been Community Meetings?

Panel Respondents in Program Area Only

Correlation (and significance level) between recall exposure measure and outcome scores controlling for other factors

Scale Score Outcome	Simple correlation only		Partial correlation controlling for pretest		Partial correlation controlling for sixteen factors**		[N]
	r	(sigf)	r	(sigf)	r	(sigf)	
Fear of Area Personal Victimization	.05	(.45)	.11	(.12)	.08	(.29)	[204]
Perceived Area Personal Crime Problems	-.02	(.73)	-.02	(.73)	-.03	(.65)	[202]
Worry About Area Property Crime Victimization	-.05	(.51)	-.04	(.55)	-.10	(.18)	[204]
Perceived Area Property Crime Problems	.00	(.99)	-.01	(.94)	-.01	(.92)	[204]
Satisfaction With Area	.12	(.08)	.16	(.02)	.09	(.22)	[204]
Perceived Area Social Disorder Problems	.05	(.52)	.07	(.29)	.09	(.21)	[204]
Evaluations of Police Service	.21	(.003)	.16	(.02)	.17	(.02)	[200]
Police Aggressiveness (Log)	.09	(.20)	.06	(.41)	.04	(.57)	[201]
Defensive Behaviors to Avoid Personal Crime	-.09	(.22)	-.08	(.23)	-.05	(.52)	[204]
Household Crime Prevention Measures	.19	(.01)	.19	(.01)	.15	(.04)	[204]

**includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relationship Between Self-Reported Program Exposure and Outcome Measures

Q100: Did Officer Come To Your Door?

Panel Respondents in Program Area Only

Correlation (and significance level) between recall exposure measure and outcome scores controlling for other factors

Scale Score Outcome	Simple correlation only		Partial correlation controlling for pretest		Partial correlation controlling for sixteen factors**		[N]
	r	(sigf)	r	(sigf)	r	(sigf)	
Fear of Area Personal Victimization	.05	(.42)	.13	(.05)	.10	(.14)	[228]
Perceived Area Personal Crime Problems	-.10	(.15)	-.08	(.25)	-.07	(.32)	[226]
Worry About Area Property Crime Victimization	-.13	(.05)	-.06	(.37)	-.09	(.20)	[228]
Perceived Area Property Crime Problems	-.09	(.18)	-.01	(.88)	-.03	(.66)	[228]
Satisfaction With Area	.13	(.05)	.14	(.03)	.11	(.13)	[228]
Perceived Area Social Disorder Problems	-.05	(.42)	.02	(.74)	.02	(.74)	[228]
Evaluations of Police Service	.18	(.01)	.16	(.02)	.16	(.02)	[224]
Police Aggressiveness (Log)	.08	(.22)	.07	(.32)	.08	(.23)	[225]
Defensive Behaviors to Avoid Personal Crime	.01	(.92)	-.02	(.71)	.01	(.83)	[228]
Household Crime Prevention Measures	.10	(.14)	.10	(.14)	.08	(.27)	[228]

**includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relationship Between Self-Reported Program Exposure and Outcome Measures

Q60-61: Saw Police in Past 24 Hours?

Panel Respondents in Program Area Only

Correlation (and significance level) between recall exposure measure and outcome scores controlling for other factors

Scale Score Outcome	Simple correlation only		Partial correlation controlling for pretest		Partial correlation controlling for sixteen factors**		[N]
	r	(sigf)	r	(sigf)	r	(sigf)	
Fear of Area Personal Victimization	-.15	(.02)	-.12	(.08)	-.10	(.13)	[228]
Perceived Area Personal Crime Problems	.11	(.10)	.07	(.30)	.09	(.21)	[226]
Worry About Area Property Crime Victimization	-.15	(.02)	-.15	(.02)	-.18	(.01)	[228]
Perceived Area Property Crime Problems	-.05	(.45)	-.07	(.32)	-.08	(.22)	[228]
Satisfaction With Area	.10	(.13)	.09	(.16)	.09	(.19)	[228]
Perceived Area Social Disorder Problems	-.06	(.36)	-.08	(.22)	-.08	(.23)	[228]
Evaluations of Police Service	.19	(.01)	.15	(.03)	.16	(.03)	[224]
Police Aggressiveness (Log)	-.06	(.35)	-.09	(.18)	-.04	(.62)	[225]
Defensive Behaviors to Avoid Personal Crime	-.00	(.97)	-.00	(.95)	.05	(.50)	[228]
Household Crime Prevention Measures	.06	(.37)	.04	(.58)	.09	(.18)	[228]

**includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relationship Between Self-Reported Program Exposure and Outcome Measures

Q63: Know Police Officer in Area by Name?

Panel Respondents in Program Area Only

Correlation (and significance level) between recall exposure measure and outcome scores controlling for other factors

Scale Score Outcome	Simple correlation only		Partial correlation controlling for pretest		Partial correlation controlling for sixteen factors**		[N]
	r	(sigf)	r	(sigf)	r	(sigf)	
Fear of Area Personal Victimization	-.00	(.99)	.01	(.86)	-.04	(.60)	[228]
Perceived Area Personal Crime Problems	-.04	(.55)	-.07	(.28)	-.06	(.35)	[226]
Worry About Area Property Crime Victimization	-.05	(.41)	-.04	(.59)	-.09	(.22)	[228]
Perceived Area Property Crime Problems	-.03	(.62)	-.04	(.55)	-.06	(.35)	[228]
Satisfaction With Area	.12	(.07)	.14	(.04)	.08	(.22)	[228]
Perceived Area Social Disorder Problems	.03	(.62)	.04	(.53)	.06	(.36)	[228]
Evaluations of Police Service	.15	(.02)	.11	(.11)	.12	(.08)	[224]
Police Aggressiveness (Log)	.09	(.18)	.09	(.20)	.10	(.13)	[225]
Defensive Behaviors to Avoid Personal Crime	-.03	(.66)	-.05	(.49)	.00	(.99)	[228]
Household Crime Prevention Measures	.10	(.12)	.09	(.15)	.05	(.47)	[228]

**includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

Community Organizing Response Team

Relationship Between Self-Reported Program Exposure and Outcome Measures

Q42: Have Seen Crime Prevention Brochures, Pamphlets?

Panel Respondents in Program Area Only

Correlation (and significance level) between recall exposure measure and outcome scores controlling for other factors

Scale Score Outcome	Simple correlation only		Partial correlation controlling for pretest		Partial correlation controlling for sixteen factors**		[N]
	r	(sigf)	r	(sigf)	r	(sigf)	
Fear of Area Personal Victimization	.03	(.66)	.03	(.96)	-.01	(.92)	[226]
Perceived Area Personal Crime Problems	-.05	(.48)	-.03	(.66)	-.05	(.48)	[224]
Worry About Area Property Crime Victimization	.03	(.65)	.02	(.81)	-.03	(.66)	[226]
Perceived Area Property Crime Problems	-.03	(.67)	-.04	(.50)	-.09	(.20)	[226]
Satisfaction With Area	.03	(.62)	.04	(.56)	.02	(.78)	[226]
Perceived Area Social Disorder Problems	.08	(.26)	.06	(.37)	.05	(.47)	[226]
Evaluations of Police Service	.11	(.09)	.08	(.22)	.14	(.06)	[222]
Police Aggressiveness (Log)	-.03	(.59)	-.05	(.46)	.02	(.83)	[223]
Defensive Behaviors to Avoid Personal Crime	-.00	(.98)	.01	(.98)	-.01	(.90)	[226]
Household Crime Prevention Measures	.10	(.12)	.10	(.14)	.14	(.04)	[226]

**includes indications of age, race, sex, income education, length of residence, marital status, household organization and size, renter status, building size, personal victimization, knowledge of local crime victims, and the pretest.

APPENDIX H

DIFFERENTIAL IMPACT RESULTS

Community Organizing Response Team

Regression Analysis of Treatment--Covariate Interaction For Subgroups

	Blacks		Hispanics		Female		Victims		Age		Live Alone		High School Grads		Renters	
Wave 2 Outcome	Sign	Sigf	Sign	Sigf	Sign	Sigf	Sign	Sigf	Sign	Sigf	Sign	Sigf	Sign	Sigf	Sign	Sigf
Fear of Area Personal Victimization	+	.06	-	.40	+	.08	+	.98	+	.57	+	.59	-	.38	+	.17
Perceived Area Personal Crime Problems	+	.09	-	.31	+	.60	+	.83	-	.06	+	.34	-	.42	+	.01
Worry About Area Property Crime Victimization	+	.04	-	.22	-	.80	+	.90	-	.02	-	.51	+	.19	+	.19
Perceived Area Property Crime Problems	+	.04	-	.51	-	.20	+	.94	-	.29	+	.54	+	.88	+	.30
Perceived Area Social Disorder Problems	+	.01	-	.03	+	.46	+	.50	+	.97	+	.53	+	.89	+	.11
Satisfaction With Area	-	.01	+	.76	-	.14	-	.05	+	.50	-	.15	+	.43	-	.01
Evaluations of Police Service	-	.18	+	.22	-	.53	+	.12	-	.09	-	.18	-	.79	-	.97
Police Aggressiveness	+	.06	-	.01	-	.82	-	.68	+	.57	+	.10	-	.73	+	.78
Defensive Behaviors to Avoid Personal Crime	+	.34	+	.19	+	.43	+	.59	+	.86	+	.30	-	.99	+	.08
Household Crime Prevention Measures	+	.87	-	.25	+	.79	+	.23	+	.35	-	.78	-	.08	-	.74
Total Victimization*	+	.34	-	.07	+	.75	--	--	+	.98	+	.44	-	.78	+	.37
Personal Victimization*	-	.37	-	.28	+	.30	--	--	+	.61	+	.93	-	.62	+	.20
Property Victimization*	+	.15	-	.45	-	.63	--	--	-	.92	+	.21	-	.53	+	.70

Note: "N" approximately 410 for all analyses

*Dichotomy--victim or non-victim

Regression analysis includes pretest, area of residence, subgroup membership, and an area-subgroup interaction term. This table reports the sign associated with the interaction term and its significance.

APPENDIX I

NON-RESIDENTIAL RESULTS

I-1

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Survey

Fear of Personal Victimization in Area

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	2.31	2.01	2.45	2.12
(sd)	(.63)	(.61)	(.63)	(.65)
[N]	[39]	[33]	[39]	[44]
Sigf.	$p < .025$		$p < .025$	
Q26 Fear working during the day				
Mean	1.85	1.69	1.79	1.41
(sd)	(.81)	(.82)	(.77)	(.54)
[N]	[39]	[32]	[39]	[44]
Sigf.	$p < .25$		$p < .01$	
Q27 Fear Working at night				
Mean	2.87	2.48	2.92	2.44
(sd)	(.98)	(1.15)	(.90)	(.98)
[N]	[39]	[31]	[39]	[43]
Sigf.	$p < .10$		$p < .025$	
Q28 Fear outside after dark				
Mean	2.92	2.59	3.18	3.00
(sd)	(.98)	(1.04)	(.94)	(1.01)
[N]	[37]	[32]	[39]	[42]
Sigf.	$p < .10$		$p < .25$	
Q42 Worry about robbery in establishment				
Mean	2.00	1.78	2.18	1.86
(sd)	(.61)	(.66)	(.68)	(.76)
[N]	[39]	[32]	[39]	[44]
Sigf.	$p < .10$		$p < .05$	
Q43 Worry about robbery outside in area				
Mean	2.00	1.58	2.15	2.00
(sd)	(.61)	(.62)	(.67)	(.68)
[N]	[39]	[31]	[39]	[44]
	$p < .005$		$p < .25$	

Note: One-tailed significance t-tests for small samples

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Survey

Worry About Property Crime Victimization in Area

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	2.08	1.85	2.22	2.00
(sd)	(.65)	(.71)	(.65)	(.65)
[N]	[39]	[33]	[39]	[44]
Sigf.	$p < .10$		$p <$	
Q44 Worry about burglary of establishment				
Mean	2.15	1.88	2.28	2.14
(sd)	(.71)	(.71)	(.65)	(.73)
[N]	[39]	[32]	[39]	[44]
Sigf.	$p < .10$		$p < .25$	
Q45 Worry about vandalism of establishment				
Mean	2.00	1.82	2.15	1.86
(sd)	(.69)	(.77)	(.71)	(.70)
[N]	[39]	[33]	[39]	[44]
Sigf.	$p < .25$		$p < .05$	

Note: One-tailed significance t-tests for small samples

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Survey

Perceived Area Property Crime Problems

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Q21 Burglary of establishments a problem				
Mean	1.76	1.52	1.95	1.75
(sd)	(.82)	(.68)	(.82)	(.84)
[N]	[38]	[31]	[39]	[44]
Sigf.	$p < .25$		$p < .25$	

Note: One-tailed significance t-tests for small samples

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Survey

Employee and Patrons Concern About Crime

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	2.47	1.85	2.27	1.94
(sd)	(.95)	(1.11)	(.90)	(.85)
[N]	[39]	[33]	[39]	[44]
Sigf.	$p < .01$		$p < .05$	
Q29 Frequency employees express concern				
Mean	2.46	1.63	2.32	1.79
(sd)	(1.07)	(1.01)	(1.04)	(.95)
[N]	[35]	[27]	[38]	[42]
Sigf.	$p < .005$		$p < .025$	
Q30 Frequency patrons express concern				
Mean	2.44	1.84	2.36	2.05
(sd)	(1.11)	(1.16)	(1.03)	(1.07)
[N]	[36]	[31]	[39]	[43]
Sigf.	$p < .025$		$p < .10$	

Note: One-tailed significance t-tests for small samples

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Establishments

Perceived Area Social Disorder Problems

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	1.42	1.28	1.33	1.42
(sd)	(.46)	(.26)	(.35)	(.39)
[N]	[38]	[33]	[39]	[44]
Sigf.	$p < .10$		$p < .25$	
Q15 People saying insulting things				
Mean	1.39	1.16	1.29	1.37
(sd)	(.64)	(.37)	(.56)	(.66)
[N]	[38]	[31]	[38]	[41]
Sigf.	$p < .05$		$p < .40$	
Q18 Drinking in public place				
Mean	1.82	1.59	1.60	1.89
(sd)	(.77)	(.76)	(.79)	(.75)
[N]	[38]	[32]	[38]	[44]
Sigf.	$p < .25$		$p < .10$	
Q19 Breaking Windows				
Mean	1.68	1.44	1.58	1.43
(sd)	(.84)	(.67)	(.73)	(.62)
[N]	[38]	[32]	[36]	[44]
Sigf.	$p < .25$		$p < .25$	

-continued-

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Establishments

Perceived Area Social Disorder Problems
(continued)

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Q16 Graffiti				
Mean	1.18	1.12	1.23	1.27
(sd)	(.51)	(.34)	(.54)	(.50)
[N]	[38]	[32]	[39]	[44]
Sigf.	$p < .40$		$p < .40$	
Q14 Gangs				
Mean	1.16	1.19	1.10	1.18
(sd)	(.43)	(.40)	(.31)	(.45)
[N]	[38]	[32]	[38]	[44]
Sigf.	$p < .40$		$p < .25$	
Q25 Sale or use of drugs in public places				
Mean	1.25	1.15	1.22	1.31
(sd)	(.55)	(.46)	(.48)	(.66)
[N]	[36]	[26]	[37]	[39]
Sigf.	$p < .25$		$p < .40$	

Note: One-tailed significance t-tests for small samples

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Survey

General Satisfaction with the Area

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	2.50	2.47	2.70	2.81
(sd)	(.56)	(.74)	(.57)	(.57)
[N]	[39]	[33]	[39]	[44]
Sigf.	$p < .50$		$p < .25$	
Q7 Satisfaction with area				
Mean	3.03	2.94	3.36	3.48
(sd)	(.78)	(.91)	(.90)	(.79)
[N]	[39]	[32]	[39]	[44]
Sigf.	$p < .40$		$p < .40$	
Q8 Area getting better in last year				
Mean	1.86	2.03	2.05	2.14
(sd)	(.68)	(.75)	(.51)	(.63)
[N]	[36]	[31]	[39]	[44]
Sigf.	$p < .25$		$p < .25$	

Note: One-tailed significance t-tests for small samples

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Survey

Changes in Business Conditions

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	1.91	2.02	2.06	2.16
(sd)	(.73)	(.69)	(.64)	(.62)
[N]	[39]	[32]	[39]	[43]
Sigf.	$p < .40$		$p < .25$	
Q9 Number of people coming is increasing				
Mean	1.87	1.87	2.18	2.09
(sd)	(.77)	(.62)	(.64)	(.72)
[N]	[39]	[31]	[39]	[43]
Sigf.	$p < .50$		$p < .40$	
Q12 Amounts of business done here increasing				
Mean	1.92	2.13	1.95	2.23
(sd)	(.85)	(.88)	(.89)	(.75)
[N]	[38]	[31]	[38]	[43]
Sigf.	$p < .25$		$p < .10$	

Note: One-tailed significance t-tests for small samples

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Establishments

Evaluations of Police Service

	Langwood Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Scale Score				
Mean	3.21	4.48	3.46	3.85
(sd)	(.77)	(.91)	(.64)	(1.02)
[N]	[39]	[33]	[38]	[44]
Sigf.	$p < .001$		$p < .10$	
Q46 Good job at preventing crime to business/ establishments				
Mean	3.08	3.73	3.60	3.22
(sd)	(1.06)	(.91)	(.95)	(1.29)
[N]	[37]	[30]	[38]	[41]
Sigf.	$p < .01$		$p = < .10$	
Q47 Good job of helping business/ establishment victims				
Mean	2.79	3.50	3.19	3.05
(sd)	(1.09)	(1.02)	(1.09)	(1.28)
[N]	[34]	[24]	[36]	[40]
Sigf.	$p < .01$		$p < .40$	
Q50 Good job keeping order on street				
Mean	3.31	4.00	3.49	3.48
(sd)	(.99)	(.94)	(.96)	(1.01)
[N]	[35]	[26]	[37]	[40]
Sigf.	$p < .005$		$p < .50$	

Police Community Stations

Wave One - Wave Two Outcome Measures

Non-Residential Establishments

Evaluations of Police Service
(continued)

	Northline Program Area		Shady Acres Comparison Area	
	Wave 1	Wave 2	Wave 1	Wave 2
Q53 Polite in dealing with establishments				
Mean	3.61	3.61	3.62	3.40
(sd)	(.64)	(.57)	(.49)	(.73)
[N]	[36]	[28]	[34]	[42]
Sigf.	$p < .50$		$p < .10$	
Q54 Helpful in dealing with establishments				
Mean	3.14	3.58	3.54	2.92
(sd)	(.90)	(.50)	(.51)	(.84)
[N]	[36]	[26]	[33]	[39]
Sigf.	$p < .025$		$p = < .001$	
Q55 Fair in dealing with establishments				
Mean	3.46	3.39	3.54	3.25
(sd)	(.85)	(.57)	(.51)	(.65)
[N]	[35]	[28]	[33]	[36]
Sigf.	$p < .40$		$p < .025$	

Note: One-tailed significance t-tests for small samples

Community Organizing Response Team

Wave One - Wave Two Outcome Measures

Non-Residential Establishments

Police Aggressiveness

		Langwood Program Area		Shady Acres Comparison Area	
		Wave 1	Wave 2	Wave 1	Wave 2
Q22	Stop too many without good reason				
	Mean	1.11	1.03	1.00	1.14
	(sd)	(.39)	(.19)	(.00)	(.52)
	[N]	[38]	[29]	[35]	[42]
	Sigf.	p < .25		p = < .10	

Community Organizing Response Team

Victimization by Crimes in the Area

Non-Residential Establishments

Percent Victims in Past Six Months	Langwood Program Area Wave 1	Langwood Program Area Wave 2	Shady Acres Comparison Area Wave 1	Shady Acres Comparison Area Wave 2
Robbery or Attempted Robbery				
No	82	97	92	93
Yes	18	3	8	7
[N]	[39]	[33]	[39]	[44]
	$p < .20$		$p < 90$	
Burglary or Attempted Burglary				
No	72	79	56	50
Yes	28	21	44	50
[N]	[39]	[33]	[39]	[44]
	$p < .70$		$p < 70$	
Vandalism				
No	79	82	85	80
Yes	21	18	15	20
[N]	[39]	[33]	[39]	[44]
	$p < .98$		$p < 70$	

Note: Chi Square tests of significance for small samples

APPENDIX J

THE NEWSLETTER: DESCRIPTION AND SAMPLE COPY

NEWSLETTER DESCRIPTION

Size and Format. The newsletter included four pages, exclusive of crime statistics, which were printed on a single 11" by 14" sheet, which was folded to produce four 7" x 11" pages. There were two columns per page, and a variety of spatial arrangements were used for stories which might occupy one-third or more of a single column or take two columns on the top or bottom half of a page.

The title, "Community Policing Exchange," had a subheading, "Published by the Houston Police Officers Serving your Neighborhood." Print was black on off-white stock. A variety of type sizes and styles were used for story headings. Stories were separated horizontally by lines. The final appearance was a clean attractive one that tried to draw the reader's attention to items the Task Force wanted to emphasize.

Production. The Task Force worked as a group to identify general items of itnerest, sometimes finding them in newsletters from other cities, and writing others from local source materials. Officers Herb Armand, Epperson, Jackson, Kirk and Tomlinson would write the items about their patrol neighborhoods, and these were then edited into a consistent style by Sergeant Fowler, Officer Alan Tomlinson and Ms. Mara English.

Publication Dates. The original timetable for the evaluation of the newsletter called for the first newsletter to be published in June, 1983, with the evaluation coming in January, 1984, after the distribution of six issues. The stasrt-up for the newsletter took much longer than initially scheduled, with the first newsletter being mailed in mid-November, followed by issues in December, Janaury, February and March.

Table 1

Percentage Distribution of Houston Newsletter Content
(Based on Column Inches)

Type of Content	Percent of Content	
Good News (Successful Prevention)	8%	
Crime Prevention Advice		
Personal Crime	8%	
Property Crime	21%	29%
Personal and Property Crime	0%	
Departmental Information		
Related to Fear Reduction	12%	
Not Related to Fear Reduction	16%	21%
Advice or Information		
Related to Crime	16%	
Not Related to Crime	12%	24%
Safety advice	12%	
Encouraging people to get involved	1%	
Offering police services to citizens	0%	
Greetings	4%	
Total*	99%*	

*Does not equal 100% because of rounding.

Table 2

Recorded Crime Presented in Houston Newsletters

Issue	1	2	3	4	5
Date	Nov 1983	Dec 1983	Jan 1984	Feb 1984	March 1984
Period Covered (days)	August (31)	Sept-Oct (61)	Nov-Dec (61)	Jan-Feb 6 (37)	Feb 7-23 (16)
Personal Crimes	5	15	16	1	2
Property Crimes	20	24	29	29	7
Auto Theft	0	4	21	30	15
Total	25	43	66	60	24

COPY OF NEWSLETTER

Community Policing Exchange

PUBLISHED BY THE HOUSTON POLICE OFFICERS SERVING YOUR NEIGHBORHOOD

H.P.D. reaches out with Community Newsletter

Welcome to the first edition of the Houston Police Department's **COMMUNITY POLICING EXCHANGE.** Please take the time to read the information assembled in this newletter. It's for your benefit. This information has been gathered by police officers working in your neighborhood who want to keep you informed about crime activity occurring in your neighborhood, crime prevention tips, and neighborhood news.

The purpose for providing this type information is to give a clearer understanding of what is going on in your neighborhood. We hope that this information will assist you and your neighbors in deciding if you should become more actively involved in looking out for each other's well being. Remember by ourselves, police can only react to crime, we need an involved citizenry to prevent it.

A community that employs crime prevention techniques, is alert to suspicious behavior and circumstances, and reports this information to the police, will be a far safer place to live than one that does not. Alert and responsive citizens, who are willing to become involved, can maximize the efficiency and effectiveness of the police in preventing crime and apprehending criminals.

Living with success

The most effective action against crime is citizen action. The police, by themselves, can only have limited success in dealing with neighborhood problems that contribute to fear.

We are often unaware of the success stories that happen every day when citizens confront problems in their neighborhoods. Through this newsletter, we will tell you of these successes.

Take a young man living in the Golfcrest neighborhood. He noticed suspicious activity in a nearby backyard and strange comings and goings to the nearby house. He suspected that drug dealing was going on and notified his local beat officer. After investigation, it was found that drugs were being manufactured. Arrests were made and the problem eliminated.

This is but one of the success stories from neighborhoods all over the city. Citizen action can make a difference. Tell us about your success story so we can let others know what has happened. Call our special number or drop us a line. Sergeant Steve Fowler, 221-0711 or Community Policing Exchange, 33 Artesian Street, Houston, Texas 77002. We'll write about these in each issue.

Community Comments

Lee P. Brown, Chief of Police

Policing the community involves selection of options for action in a variety of complex urban situations. The police must select options for action, based on an understanding of community priorities. It is equally important for the police to clearly state those values and beliefs which lay the foundation for priority-setting.

Values are those standards and beliefs which guide the operation of the Police Department. The values set forth the philosophy of policing in Houston and the committments made by the Department to high standards of policing. For values to be meaningful they must be widely circulated so that all members of the community are aware of them. Department values must incorporate and reflect citizen's expectations, desires, and preferences. The community's contributions in expressing their values are subsequently manifested in the Department's administrative policies.

For the Houston Police Department, several values need to be carefully reflected throughout its operations. These values are as follows:

- Police must involve the community in all aspects of policing which directly impacts the quality of community life.
- The Police Department believes that it has a responsibility to react to criminal behavior in a way that emphasizes prevention and that is marked by vigorous law enforcement.
- The Police Department believes that it must deliver its services in a manner that preserves and advances democratic values.
- The Department is committed to delivering police services in a manner which will best reinforce the strengths of the city's neighborhoods.
- The Department is committed to allowing public input in the development of its policies which directly impacts neighborhood life.
- The Department is committed to understanding neighborhood crime problems from the community's perspective and collaborate with the community by developing strategies that deal with neighborhood crime.

Bicycle safety tips

Nearly half the entire population of the United States rides bicycles, whether for recreation, transportation, or keeping in shape. There are as many adult bike riders as children. Obeying traffic laws and safety rules will make bicycling safer, more enjoyable, and will prevent accidents.

- Always ride in the same direction as other traffic. Stay close to the right edge of the roadway, except when passing or making a left turn. Be careful when passing a standing vehicle or one proceeding in the same direction.

- Whenever a usable path for bicycles has been provided, bicycles must use the path and not the roadway.

- Bicycles should not be used to carry more persons at one time than the number for which it is designed and equipped, except that an adult may carry a child securely attached to his person in a backpack or sling.

- Use caution at intersections and railroad crossings.

- Keep at least one hand on the handlebars at all times. If you plan to carry books, packages, or other items, you should add a front or rear carrier to your bicycle. If you carry items, you must drive with both hands on the handlebars.

- A bike flag and a rearview mirror are added safety precautions.

- When operating a bicycle, you must never attach yourself or your bicycle to any vehicle on the roadway.

- You must always stop before reaching a school bus that has stopped to load or unload passengers.

- Weaving from one lane to another is both illegal and dangerous.

- Don't make a U-turn without first looking carefully to see if it is safe to do so. On some streets U-turns are not permitted.

- You must never drive at a speed faster than that which is reasonable and safe. Use hand signals.

- Wear light-colored clothing or apply reflective tape to your clothing or the bicycle handlebars, frame or fenders. It will help you to be seen and may keep you from getting hit. Some riders use arm and leg lights.

- Watch for people getting into and out of parked cars, and for cars pulling into traffic from a curb or driveway.

Parents should be aware of the responsibilities that they must assume when their children ride bicycles. These responsibilities range all the way from selection of a proper bicycle for the child to seeing that the child learns and obeys all the traffic laws.

Be alert to suspicious circumstances

Anything that seems even slightly out of place for your area, or for the time of day, may mean criminal activity. In your neighborhood or business complex, you are the expert. You know if there is someone in the area that doesn't belong.

Some of the most obvious things to watch for and report:

- A stranger entering your neighbor's house when it is unoccupied may be a burglar.

- A scream heard anywhere may mean robbery or rape.

- Offers of merchandise at ridiculously low prices could mean stolen property.

- Anyone removing accessories, license plates, or gasoline from a vehicle should be reported.

- Anyone peering into parked cars may be looking for a car to steal or for valuables left displayed in the car.

- The sound of breaking glass or loud explosive noises could mean an accident, housebreaking, or vandalizing.

- Persons loitering around schools, parks, secluded areas, or in the neighborhoods could be sex offenders.

- A person running, especially if carrying something of value, could be leaving the scene of a crime.

- The abandoned vehicle parked on your block may be a stolen car.

- Persons being forced into vehicles, especially if juveniles or female, may mean a possible kidnapping.

- Apparent business tranactions conducted from a vehicle, especially around schools or parks, with juveniles involved, could mean possible drug sales.

H.P.D. community program implemented

Northwest - Langwood II area...

In Northwest Houston, the Langwood II Area has been chosen as the area for a Pilot Program within the Police Department. This program, known as the Community Organizing Response Team (C.O.R.T.), provides for the police to work with the neighborhood in organizing around specific crime-related as well as "quality of life" issues.

In recent weeks, officers from the Northwest Police Substation have been conducting a survey in your area in hopes of finding specific neighborhood problems perceived by the residents of Langwood II. These officers have also set up a series of small "block meetings" in which a resident of the Langwood II area will play host to 4 or 5 of his or her neighbors and an officer from the Northwest Substation. At this meeting the concerned citizen will be able to discuss, with the officer, some of the problems and events the police department has handled in the neighborhood.

A task force, comprised of 10-14 residents, will be formed as a result of these block meetings. This task force will meet once a month with Captain Vernon Berger, Commander of Northwest Substation, to discuss the problems found in the Langwood II area.

Officers working out of the Northwest Substation as C.O.R.T. members are Officers Herb Armand, Donny Pardue, Alan Tomilinson, and Ray Zaragoza.

Any person living in the Langwood II area who is interested in the C.O.R.T. Program, or would like more information, please contact one of the C.O.R.T. members at the Northwest Police Substation. The telephone number is 462-6600.

Protecting a precious resource

The child trusts him. He buys the child candy, takes the child to movies, gives the child his time when no one else will. He is the child's special friend.

The child does not want to lose his friend. The child will do anything to keep him. Besides, he is a grown-up who knows what is right and what is wrong.

Child pornographers can destroy precious moments of childhood. When a camera is held by a pornographer, the child will be haunted by the experience for the remainder of his life.

According to the Texas Department of Human Resources, studies show that a majority of those who are sexually abused as children will become child molesters as adults. The wreckage of the life of a sexually abused child is devastating and society pays the price.

Anyone from a stranger to a close friend or family member can be a sexual abuser of children. The Crime Stoppers Advisory Council for the month of November is concentrating its efforts on the prevention and apprehension of child pornographers in Texas.

Parents, family members and friends are encouraged to become informed on ways to prevent children from becoming involved with the child pornographers and sexual abusers, and learn to recognize the symptoms of a child under a pornographer's influence.

Persons with information on child pornographers are asked to call their local Crime Stoppers program or the toll-free Texas Crime Stopper's hotline at 1-800-252-TIPS anytime, day or night.

Improving your neighborhood

The main purpose of City and governmental agencies is to serve the citizens. Those who work in agencies are willing and well prepared to help. A valuable resource to those who are working toward neighborhood improvement is the information and assistance that these bodies can provide.

Listed below are some of the City departments that are most directly involved in neighborhood - related activities. You will notice that some of these departments also provide speakers on topics of neighborhood interest.

The **Neighborhood Revitalization Division** of the City Planning Department assists neighborhood groups in efforts to improve their neighborhoods. The Division provides data and information to groups; develops information sharing workshops; maintains a resource file of persons, agencies, and programs available to assist groups; and helps groups to develop comprehensive plans and strategies for improving their neighborhoods.

The **Mayor's Citizen's Assistance Office** located in City Hall, distributes a booklet listing City services and information about each service. This information makes it easier for you to request these services by phone. The Mayor's Citizen's Assistance Office refers requests for service to the proper City division or department for you. The Mayor's Citizen's Assistance Office, after referring your complaint to the appropriate City department, will contact you later to let you know what action has been taken. It also arranges for speakers for community groups.

The Community Services Division of the **Police Department** provides speakers to talk on subjects related to police-community matters.

The Public Education Section of the **Fire Department** offers a program that includes films, slides, lectures, and demonstrations on life and fire safety. The Special Services Section offers fire safety and home inspections upon request.

The **Public Works Department** provides for and maintains roads, drainage, sewer disposal and water for the City of Houston as some of its duties. Additional functions include the overseeing of all construction on City properties and the Street Repair Division maintains city streets and cleans and recuts roadside ditches and mows street rights-of-way. Repairs for sewer lines are handled by the Water Quality Section.

The **Traffic and Transportation Department** installs and maintains traffic signals, traffic signs and street signs throughout the City. Blind intersections, signs and signals in need of maintenance and requests for new traffic controls should be reported to them.

The resources listed are just sampling of the resources available to neighborhood groups. In your search for assistance you are certain to uncover other resources as you go along. Special thanks to the Neighborhood Revitalization Division of City Planning Department for providing this information.

Citizens fight back

The key to minimizing crime in any community is citizen involvement. A community that employs crime prevention techniques, is alert to suspicious behavior and circumstances, and reports this information to the police, will be a far safer place to live than one that doesn't. Alert and responsive citizens, who are willing to become involved, can maximize the efficiency and effectiveness of the police in preventing crime and apprehending offenders.

In July of 1983, officers received a call to an apartment complex in your area. The complainant stated to the officers that he heard his front patio door open, looked out of his window, and saw an unknown person stealing property off his patio. The suspect then proceeded to another apartment and was attempting to commit the same offense. The complainant at this time stopped the suspect, preventing him from taking any property belonging to his neighbor. The involvement of a concerned citizen prevented a neighbor from becoming a victim and losing his personal belongings.

The Police Department recognizes that there are other incidents where a citizen has performed an act which was a deterrent to crime. If you know of any instances where the act of a citizen's involvement deterred a criminal act, please contact us and the article will be published in this Newsletter. We are asking for your assistance and support in acquiring this information for these success stories. Our office is located at 33 Artesian, Planning and Research Division, telephone number 221-0711, c/o Sergeant Steve Fowler.

Crime prevention tips

After reviewing the crime reports for your area, we were able to determine which crime prevention tips would be most helpful to you as residents and business owners. A number of thefts occurring in your area involve "Pigeon Dropping." This type of theft is often performed by a "Con Artist," a smooth-talking criminal whose aim is to separate you from your money through trickery and deceit. The Pigeon Drop is an old and well-known confidence game, perpetrated mainly on elderly, trusting and unsuspecting citizens. They may stop you on the street, call you on the phone, or ring your door bell. They may pretend to be repairmen, building inspectors, bank examiners or any other identity. There are many different kinds of confidence games; they can occur at any time of the year and can be avoided if the intended victim (pigeon) recognizes the confidence game and refused to participate.

- Beware of friendly strangers offering goods or services at low rates.
- Be suspicious of telephone calls from persons claiming to be bank officials who ask you to withdraw money from your account for any reason. Legitimate banks communicate in writing on business transactions.

Protect your car

A million cars were stolen in the United States last year. Millions more were burglarized or vandalized. Before you become one of the statistics, learn how to fight back.

According to the FBI, most cars are stolen by "amateurs."–And they are stolen because they are easy to steal!

Your first defense against auto theft is to lock your car and protect your keys. Did you know that most cars are stolen because they were left unlocked or the keys were still in the ignition?

Although you can't make your car impossible to steal (a professional thief can get it if he really wants it), you can make it tough.

Take these tips:

- Store spare keys in your wallet, not in the car.
- Replace standard door lock buttons with the slim, tapered kind.
- In the driveway, park your car with the front toward the street, so anyone tampering with the engine can be seen more easily.

OFFICE OF THE CHIEF OF POLICE
61 RIESNER STREET
HOUSTON, TEXAS 77002

APPENDIX K

MISSING DATA ANALYSIS

TABLE K

A Comparison of Including All Cases Versus
Excluding Missing Value Cases

b (and sigf.) For Area-Treatment Interaction

	Signs of Crime				Citizen Contact Patrol			
	All Cases		Exclude Missing Value		All Cases		Exclude Missing Value	
	b	Sigf.	b	Sigf.	b	Sigf.	b	Sigf.
Fear of Personal Victimization in Area	.03	.61	-.01	.91	-.12	.02	-.12	.03
Perceived Area Personal Crime Problems	.15	.01+	.12	.05	-.14	.01	-.14	.01
Worry About Property Crime Victimization in Area	-.11	.08	-.12	.09	-.11	.10	-.11	.10
Perceived Area Property Crime Problems	-.04	.47	-.04	.51	-.21	.01+	-.21	.01
Perceived Area Social Disorder Problems	-.06	.22	-.05	.35	-.15	.01+	-.14	.01
Satisfaction with Area	-.17	.01+	-.20	.01+	.13	.02	.11	.05
Evaluation of Police Service	.00	.96	.01	.87	.09	.13	.06	.32
Police Aggressiveness	-.06	.92	-.04	.09	-.04	.04	-.03	.13
Perceived Area Physical Deterioration Problems	.06	.27	.04	.51	-.09	-.08	-.10	.06
Defensive Behaviors to Avoid Personal Crime	-.02	.48	-.04	.20	-.03	.32	-.04	.26
Household Crime Prevention Measures	.52	.01+	.45	.01+	-.19	.10	-.29	.02
Total Victimization	.08	.08	.07	.19	-.15	.01+	-.15	.01+
Property Victimization	.04	.35	.05	.32	-.15	.01+	-.16	.01+
Personal Victimization	.08	.04	.07	.10	-.06	.08	-.06	.11
[N]	[1711]		[1457]		[1893]		[1718]	

Note: Controls for 18 covariates; panel analysis also controls for pretest and pre-intervention victimization. Missing data coded to medians and mid-range values.

APPENDIX L

NON-RESIDENTIAL ESTABLISHMENTS IN THE PROGRAM AND COMPARISON AREAS

APPENDIX L-1

NON-RESIDENTIAL ESTABLISHMENTS IN THE PROGRAM AREA, WAVE 2

The 33 establishments in the non-residential sample in the program area included the following:

Type of Establishment	Number
Bakery	1
Bar/lounge	2
Beauty/barber shop	2
Construction contractor	1
Day care center	1
Drilling company	1
Florist	1
Furniture rental	1
Grocery store, convenience	3
Heating/air conditioning retailer	1
Heating/air conditioning wholesaler	1
Insurance contractor	1
Liquor store	1
Machine shop	3
Manufacturer	2
Medical clinic	1
Oil tools	1
Real estate office	1
Restaurant, fast food	2
Seafood market	1
Service station	2
Shoe store	1
Sign shop	1
Trophy shop	1

NON-RESIDENTIAL ESTABLISHMENTS IN THE COMPARISON AREA, WAVE 2

The 44 establishments in the non-residential sample in the program area included the following:

Type of Establishment	Number
Automotive equipment warehouse	1
Automobile/truck repair	5
Carpet cleaners	1
Church	1
Computing service	1
Construction contracting	4
Electrical contracting	1
Engravers/printers	2
Florist	1
Furniture sales	1
Graphic arts equipment	1
Grocery store	1
Heating and air conditioning sales and service	1
Industrial field services	1
Janitorial service	1
Landscape architect	1
Laundry self-service	2
Lubrication equipment	1
Machine shop	1
Mobile home sales	1
Plumbing contractors	2
Property Management	1
Retail sales (general household merchandise)	1
Restaurant	1
Saw sharpening	1
Service station	2
Sheet metal construction	1
Steel storage equipment	1
Tool and die	1
Truck rental	1
Union office	1
Used car sales	1