HumRRO

Evaluation Of The Louisville Experimental Police District

Final Report, October 1973

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Comprehensive planning and in depth evaluation of results is a comparatively new concept in the field of law enforcement and crime prevention in most cities and this certainly does not exclude our City.

However, with the implementation of the idea behind the Experimental (Model) Police District every effort was made to introduce innovative ideas in law enforcement designed to reduce crime. A monthly and annual in depth evaluation report was compiled for the benefit of those charged with resolving these problems and for dissemination to the public at large through bulletins and the news media.

To attest to the success of these programs it is only necessary to compare the crime statistics in this community from 1969 through 1973. Each new concept in the reduction of crime and community participation was not always productive. Obviously, those that failed to produce results were discarded but sufficient benefits were derived from these programs to develop a new philosophy in law enforcement for the entire community we are charged with serving.

A. Wilson Edwards
Director of Safety

FOREWORD

The City of Louisville's Experimental Police District, a project
made possible by the Law Enforcement Assistance Administration
(Grant No. 72 DF 04 0046), was instituted in an effort to achieve
a reduction in crime through special programs in the areas of
(a) police training, (b) police procedures, and (c) police-community
relations. The work reported here consists of an evaluation of
this project as conducted by the Human Resources Research Organiza-
tion (HumRRO) under Contract No. S73-29 with the City of Louisville.
The report covers the operation of Louisville's Experimental Police
District from April 1971 through June 1973.

The evaluation was carried out under the direction of Mr. William
C. Osborn with the assistance of Mr. James H. Harris. Dr. Harold P.
Bishop and Mr. John D. Engel conceptualized and implemented the
evaluation and performed much of the early work on the project.
Mr. Eugene H. Drucker developed the survey questionnaire and Mr. Ronald
E. Kraemer assisted in the development of other data collection
instruments. Mr. Mitch Hendrix, earlier of the EPD research staff,
contributed substantially to the project during its formative stage.

Work on the project was facilitated by the cooperation of
CPT John J. Higgins, Commander of the Fifth (Experimental) Police
District and Police Director of the EPD project; Mr. William Reichart,
Civilian Associate Director of EPD; and COL Edgar Paul, Chief of
Police.

Readers interested in a more detailed account of the District's
programs and underlying rationale are referred to an earlier report:
Fifth (Experimental) Police District, Louisville Division of Police,
Annual Staff Report, July 1972.

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EXPERIMENTAL POLICE DISTRICT

THE EXPERIMENTAL DISTRICT

Louisville's Experimental Police District was created as a trial effort directed toward an improved system of crime prevention and control. Although it did not become fully operational until early 1971, its conceptual formation began the latter part of 1970 with a redivision of Louisville's four police districts into five, the fifth becoming the Experimental District. Located in central Louisville the Experimental District was laid out in an effort to reflect both the crime rate and the police-to-citizen ratio typical of the city at large. The District began actual policing operations with a staff of 100 men under the direction of a police captain and an associate civilian specialist in public administration and police affairs.

Goals

The basic goal of the Experimental Police District was to affect a reduction in crime through a united effort on the part of police and community. The working hypothesis was that if the degree and quality of police/community interaction could be improved, thus fostering an enhanced image of police and a spirit of mutually informed cooperation between citizens and police, then the incidence of crime would ultimately begin to abate.

Methods

To accomplish the goal, a variety of strategies or methods were planned by designers of the Experimental District. These fall into three major categories: special training of police officers, community relations, and organizational innovations.

In the way of special training, several programs were scheduled for purposes of sharpening the officers' technical capabilities as well as exercising their skills in crisis intervention and related interpersonal dynamics.

Improved community relations were to be pursued by a variety of means:

. A newsletter was to be published periodically and distributed throughout the district in an effort to keep the community abreast of EPD activities and police sponsored programs taking place within the community.

. Officers were to participate in meetings held by community action groups in order to listen to local problems, suggest solutions, and explain related police policies and practices.

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. Officers were to be made available to discuss with interested
citizen and business groups a variety of topics pertaining
to police practice and methods of crime prevention.

. Police sponsored youth programs were forecast including
scouting, athletics, and other recreational/educational
programs.

. A "Ride With an Officer" program was conceived in an effort to
allow young adults -- chiefly college students -- to
experience routine police activities firsthand by actually
riding with officers on patrol.

In the area of operational methods, the following principal
innovations were planned:

. A concept of team policing was to be implemented in which
member officers of equal rank would be given full respon-
sibility for law enforcement within a specific sector of
the District; among other benefits, it was expected that
the team concept would encourage a close and continuing
contact with community residents.

. Motor scooters were to be introduced as patrol vehicles in
order to achieve greater mobility and closer contact with
community residents.

. Mobile vans were to be used as satellite centers or substations
dispersed throughout the district for the purpose of handling
complaints and delivering services on a local basis.

. A Felony Squad was to be formed and deployed at times and
locations for which the probability of crime was forecast as
being particularly high.

Evaluation

For purposes of program evaluation the goals and methods of the
Experimental District were translated respectively into long and short
term objectives, the accomplishment of which could be periodically
assessed and reported. The basic goals or long term objectives are
listed in Table 1 along with associated measures for evaluation. In a
similar fashion, short term objectives and evaluative measures -- repre-
senting a restatement of methods of EPD program implementation -- are
shown in Table 2.

Progress achieved toward these objectives during the period April
1971 through June 1973 is covered in the remaining section of this
report. Achievement of short term objectives will be addressed first,
and the assessment of long term impact presented second.

Table 1

Long Term Objectives and Evaluative Procedures

Objective	Evaluative Procedure
Decrease in the number of reported crimes.	Comparison in police statistics.
Decrease in the number of citizen complaints against police officers.	Comparison in police statistics.
Increase in the ratio of the number of arrests to the number of reported crimes.	Comparison in police statistics.
Decrease in the number of unreported crimes.	Comparison of responses of community residents to a questionnaire survey.
Improved public image of the police.	Comparison of responses of community residents to an attitude questionnaire.

Table 2

Short Term Objectives and Evaluative Procedures

Objective	Evaluative Procedure
Increase the participant police officers' technical knowledge and knowledge of group dynamics through special training.	Scores obtained on end-of-course proficiency tests.
Involve officers in community organizations.	Amount of time spent with community organizations.
Involve officers in development of community organizations to meet needs identified through police/community interaction.	Number of groups recommended and formed.
Increase number of district residents involved in community organizations.	Number of residents actively involved in community organizations.
Involvement of district residents in selected in-service training phases.	Number of residents attending.
Employ off-duty officers as instructors in adult education and training classes conducted in the district.	Amount of time spent conducting classes.
Employ off-duty officers as program aides in youth projects.	Amount of time spent in youth activities.
Disseminate results of police/community activity and other local news in weekly news bulletins organized and published by off-duty officers and citizens of the district.	Number of editions of bulletins published.
Implement organizational innovations, including team policing, motor scooter patrol, and satellite stations.	Type and extent of innovations attempted.

TRAINING

A primary short term objective of the EPD program was to increase participant police officers' technical skills and knowledge of group dynamics through special training. The training program developed by EPD personnel to accomplish this objective consisted of two separate but interrelated instructional units. The first unit was called Technical Training and dealt exclusively with law and acceptable police procedures. The second was termed Behavioral Training and dealt exclusively with group dynamics. As follow-on to the technical training unit, in-service type training modules were developed as necessary to augment the original program of technical training. The development of such in-service training modules was based on the training needs and desires of the police officers within the EPD as determined by the police and civilian directors of the program. In-service training developed in response to needs of the EPD police officers included modules on search and seizure, the Black community, drugs and drug abuse, homicide investigation, orientation to satellite stations, crisis intervention, first aid, typing and camera training.

The broad goals of this training were (a) to review the technical aspects of law and police procedures with participating police officers in the Experimental Police District, and (b) to expose these officers to the social and psychological aspects involved in everyday police work. Therefore, the typical academic approach to training was avoided as much as possible in favor of a more practical and realistic job oriented approach. An effort was made to replace passive listening and written exercises in each of the classroom presentations.

Since the goal of the training was to increase the proficiency of officers in the performance of their duties, evaluation would ideally be based on measures of job performance which would require behaviorally oriented statements of training objectives along with performance oriented criterion tests. Such a thorough approach was not possible however, as both time and money were insufficient to support an evaluation of that scope. So, for purposes here it was necessary to limit measures of training effectiveness to tests of knowledge acquired by the trainees, or in some instances to opinions of the training as reported by participants. A synopsis of training given during the course of the project and of the results of this training follows.[1]

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[1]For a detailed summary of the training results, the reader is referred to Appendix B in "Fifth (Experimental) Police District, Louisville Division of Police, Annual Staff Report," July 1972.

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Technical Training

Designed as an in-depth re-education class for all officers assigned to the Experimental District, this 48-hour training program primarily addressed relevant legal principles and matters of departmental policy. The training was conducted in January 1971 for the original complement of officers and again in April 1972 for officers who had transferred into the EPD during the year.

To evaluate the effectiveness of the technical training sessions, 100 multiple-choice test questions were prepared, reviewed for relevance to training content, and a representative sample of 20 test questions selected for administration to officers who had completed technical training.[2]

Test results were analyzed for both the original group of trainees and the more recently trained group of officers new to the EPD. The emphasis here was not on evaluating individual trainees, but on their collective performance as indicative of strengths and weaknesses in the training program. It was found that training was weakest in the area of Points of Law where relatively few men learned to discriminate between attempts to commit a felony which were misdemeanors and those that were not. In the area of Rights and Courts, most men knew the guiding principles of the Supreme Court, the constitutional amendment covering search and seizure, and the source of ultimate control of police actions; but training was apparently weaker on topics pertaining to the derivation of the "due process" clause and the precise conditions under which confessions are to be legally obtained. Training appeared to be strongest in Police Procedures, although weaknesses were noted in techniques of search, methods of rapid investigation, and crime laboratory needs.

Behavioral Training[3]

In an effort to provide the policemen with knowledge and skills necessary to interact effectively with the community, a week-long (48 hours in all) series of sessions were given covering a variety of subject matter in the social science field. College professors, other professionals, and knowledgeable community representatives conducted the sessions which featured: Urban Problems, Crowds and Groups, Reactions to Authority, Alcoholism, Black Culture, Juvenile Delinquency, Interpersonal Communication, Community Groups, Crisis Intervention, and Community Centers.

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[2]As the first administration of Technical Training occurred before the evaluation program began, the original group of trainees were given the test approximately two months after training.

[3]Together with the Technical Training, Behavioral Training comprised the core program of training for personnel; all sessions were videotaped for later presentation to officers new to the District.

Forty-five test questions and three case situations were prepared for use in evaluating results of Behavioral Training. These were based on implied training objectives that had been carefully derived after-the-fact from instructional content. An objective criterion for scoring answers to a test question was determined by first identifying the essential elements of information being measured by the question, and then determining the minimum number of these elements considered necessary as a passing score or standard.

Performance on the behavioral training test was analyzed for an initial group of officers trained in March 1971 and for a second group trained in April 1972. Neither group did particularly well, at least when measured against the absolute standards that had been established for test scoring. Performance averaged approximately 30% to 50% on a majority of topics covered, although it reached a high average of 70% in the area of Community Centers and Referrals. The weakest area was Juvenile Delinquency in which relatively few men could recall acknowledged characteristics of delinquent behavior or describe an acceptable procedure for handling a congregation of teenagers on the street who were noisy but had committed no illegal act. On the average the more recently trained group of officers tended to perform slightly better on the test of Behavioral Training than did the original group, but this was probably attributable to the latter's long delay between training and testing.[4]

As an additional check on the instruction all men were asked to rate various aspects of the Behavioral Training Program. The officers tended to view favorably both the topics and methods of instruction, with over 95% of them judging "the training program as a whole" to be fair to very good. Important exceptions to this trend were seen in the ratings given by the second trainee group to lectures and guest speakers presented on film; over 50% of the officers rated these film presentations as poor to very poor. This particular dissatisfaction very likely accounted for the fact that only 18% of the second group of trainees rated the overall "method of conducting training" as very good, whereas 48% of the original group gave a "very good" rating to this aspect of the program.

Technical and Behavioral Training programs were continued for personnel who transferred into the EPD after April 1972 and were presented in videotape form so as to be consistent with training given to the original personnel of the EPD. Changes in the presentations deemed necessary as a result of a thorough analysis of the test data from the first two sessions of trainees were incorporated into the videotapes. The sporadic influx of new personnel into the EPD after April 1972 precluded group formal training sessions. Moreover, because of a shortage of training staff no test or evaluation data was collected on new personnel.

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[4]The original group of trainees were tested nearly six weeks after training (see note 2).

In-Service Training

To supplement the core program of Technical and Behavioral Training several shorter programs were given both to new personnel and as refresher-type training for the original nucleus of men. These were categorized as In-Service Training and are briefly summarized below.

Search and Seizure. A three-hour session designed to increase the patrolman's understanding of current legal rulings on civil rights was presented initially in May 1972 by a knowledgeable commanding officer and the police legal advisor. The training covered (a) legal considerations involved in preparing affidavits and in obtaining search warrants, and (b) procedures of proper and effective search and seizure. A knowledge test consisting of four questions was given about four weeks following training. Although the training received favorable comments from the participants, it was found that they did not retain much of what had been presented. Recall of conditions and procedures for obtaining a warrant and for conducting a search was generally poor, with an average of over 40% of the men being unable to report any of the essential elements asked for on the test.

Black Community. In September 1971, recognized leaders from a Black residential sector of the District presented a three-hour training program on the life styles, experiences, and views of the Black community with special emphasis on their relevance to the police officer. A majority of the 72 officers who participated in the session found it worthwhile, though several thought more training was needed.

Drugs and Drug Abuse. A three-hour training program on illegal drugs was prepared and delivered in September 1971 by a local college professor who is an authority on drugs and drug abuse. The training consisted of (a) a lecture on the historical, medical, and psychosocial aspects of certain drugs, (b) a lecture and demonstration by a qualified police officer on proper use of the Drug Identification Kit, and (c) a question and answer period involving two former heroin addicts and the officer trainees. Pre and post training tests of drug information and of attitudes toward drug abuse were given the 76 officers who participated in the program. Although no significant overall improvement was found in either dimension of the evaluation, there was a slight gain in knowledge about drugs, and a trend toward greater acceptance of drug abuse treatment programs -- particularly for the young drug abuser.

Homicide Investigation. Two experienced homicide detectives from the Louisville Division of Police developed and presented a six-hour training program in the three-hour segments covering procedures for conducting and reporting homicide investigations. To evaluate the program, a two part test was given before training and again one month after the initial training had been completed. Test results indicated that the officers knew approximately 60% of the material when training began and about 72% a month later, a twelve point increase that amounts to a 20%

gain in knowledge. Also, officer opinions of the training were highly favorable with 65% indicating that they had acquired information that would be very useful to them on the job.

Crisis Intervention Training. Crisis intervention techniques which were introduced during Behavioral Interaction Training were given additional treatment beginning January 1972 through a series of small group training sessions. Professional actors dramatized a series of 13 skits portraying mock crisis situations during which officers were to intervene by using techniques they had learned earlier in the classroom. The sessions were videotaped and later played back for critique and discussion by all officers. No formal evaluation of this training was conducted.

Emergency First Aid. Beginning March 1972 two representatives of the local Red Cross presented a three-hour training session directed at procedures for oxygen administration, emergency child delivery, and other critical first aid skills. Results of a very brief evaluation questionnaire given at the end of training indicated unanimous endorsement of the program by the 81 officers who voluntarily attended. All believed they had acquired information and skills that would benefit them on the job.

Typing and Camera Training. Two additional programs offered on a voluntary basis to officers in the District were typing classes and training in use of the camera as an investigative tool. In spite of the initial demand for this training by officers who saw the relevance of these skills to their job, both programs were discontinued after a few sessions because of poor attendance.

Roll Call Training. Early in February 1972 the Experimental District instituted a program of training that is routinely given twice a week during roll call. These training sessions consist of a 15-minute film strip presentation on any one of a wide range of topics pertaining to police procedures and related technical subjects. Topics are selected by EPD administrators and scheduled according to particular problems or special events of current relevance to District activities. No formal evaluation of this training is presently being conducted.

Comment on EPD Training

It is evident that administrators in the Experimental District have gone to considerable effort in planning and delivering a comprehensive program of training for police officers in the District. On the other hand, by standards of trainee test performance (where tests were used) the training did not always produce the changes in behavior that were the objective of instruction. Group success in Behavioral and Technical Training can be termed no better than fair. Where tests were used to evaluate results of In-Service Training, performance ranged from poor to good.

Interpretation of test results should perhaps be tempered with the realization that performance was largely measured by verbal means rather than by application of learning to job performance. There were indications that men who were unable to verbalize a particular response could recognize important behavioral implications related to that response. For example, although few men could characterize a "crisis" in writing, most of them could recognize inappropriate behavior in crisis intervention. Similarly, very few men could list the qualities necessary to elicit public approval, but most of them realized why police are sometimes resented and were able to recognize possible effects of their own behavior on the reactions of other people. Thus it is likely that the men's proficiency in performance of their duties is greater than would be indicated by the test scores alone.

There was also an indication that some men were less than satisfied with the overall method of conducting Behavioral Interaction Training. It is unclear whether these men were being objectively critical of training methods or were merely voicing a general discomfort with the subject matter; if the former, a change in methods will probably correct the difficulty, if the latter, a potentially serious problem exists. An innovative program such as Behavioral Interaction Training will usually be viewed negatively by participants because it is a different and difficult area to master, and in general, a less appealing topic than the more straightforward technical topics on which police are traditionally trained. This makes it _most_ important that such training be given continuing and unqualified support by the leaders in EPD.

This matter of command emphasis and support applies to all training being conducted in the EPD. Once that is achieved attention may be turned to directing training toward specific behavioral outcomes that can realistically be achieved in the time available. That is, specific behaviors or performances should be stated as objectives for any given instructional program, and then through the use of performance tests the men should be held accountable for meeting these objectives. This is the only way to insure training results, and as men are being paid for time spent in training this would seem to be a reasonable requirement.

It would perhaps be beneficial to the police department as a whole if the Technical and Behavioral Training programs developed and video-taped during the early stages of the EPD program were presented in their entirety to all recruits as an integral part of their training program. Care must be taken to insure that all changes deemed necessary by a thorough analysis of the test data collected from the first sessions of training are incorporated into the videotapes. Additionally, evaluative tests on the Technical and Behavioral Training should be continued and test results thoroughly analyzed for each recruit class; and, training evaluation questionnaires should be filled out by all students to enable training administrators to incorporate necessary changes to the program.

COMMUNITY RELATIONS

An important factor in the prevention, control, and reporting of crime is the degree of support that police receive from the public and the extent to which police are responsive to local citizen needs. In an effort to promote an understanding and acceptance of the policeman's role in the community, the EPD initiated a program of public relations which involved a variety of special services being provided to the community. The community service/communications program was conducted largely during off-duty hours and on a voluntary basis by officers who typically received over-time pay for their participation. Participation involved a wide range of activities including: publishing a periodic community bulletin on the EPD program, organizing and supervising youth activities, participating in community action meetings, speaking to citizen and business groups on crime prevention and police practices, serving as security volunteers, allowing young adults to accompany officers on patrol, and conducting a variety of classes in special skills. The program actively began in March 1971, with records being kept of time spent by officers in each type of activity. Data pertaining to the number of people reached through the program is considerably less precise.

Community service and communication activities performed by officers in the EPD are summarized below.

Community Bulletin

In an effort to keep citizens abreast of the programs, problems and activities of the Experimental District, officers prepared and distributed periodic bulletins throughout the community. This project began sporadically in mid-1971 and soon evolved to a point where two monthly editions were being published and circulated in selected areas of the District. One edition deals with problems and programs of particular relevance to citizens in a high-crime/low-income sector of the District, while the other is tailored more to the interests of middle-income citizens. Preparation of these bulletins has typically been accomplished by one officer in the District who is assisted by a colleague in duplicating several thousand copies for distribution from strategic business locations. A total of 40 man hours or an average of 13 hours per month were devoted to publication and dissemination of these community bulletins. Perhaps the major indication of success of this communication medium has been seen in the many citizen telephone requests for information or assistance prompted by something read in one of the bulletins.

Crime Prevention Program

The major goal of this program was to contact all businesses in the EPD in an effort to point out security measures which might be undertaken to make the business and their operation more secure. Of course, good

public relations is an additional result of this program. Thus far, the EPD has contacted over 200 businesses. An outline of the program is as follows:

- Business Security. To assist businesses in the EPD to identify crime related problem areas and make recommendations to reduce inventory loss and protect employees from personal risk; problem areas included:. (a) employee pilferage and shoplifting, (b) money transportation and storage, (c) hold-up alarms, (d) intrusion alarms, (e) lighting, and (f) locks.

- Crimes Against Persons. To contact various persons who have reported criminal attacks and advise them of protective devices and behaviors to reduce the possibility of a similar attack in the future.

- Home Security. To identify any weakness in home security and make recommendations regarding: (a) locks, (b) lighting (interior and exterior), and (c) alarm systems.

- Lectures. To give crime prevention lectures to citizen groups and to instruct various police groups in the principles of crime prevention; included were: (a) churches, social clubs, neighborhood groups, (b) business establishments, (c) police In-Service, and (d) police recruits.

- Consultations. This activity is undertaken with the permission, or upon the direction of the Chief of Police. The objective is to consult with outside agencies on matters relating to crime prevention ordinances, lighting problems and other crime related problems in areas outside the EPD.

Youth Activities

To achieve an active association with youth in the District, as well as to assist the community in providing healthy and productive activities for their young people, EPD officers organized athletic and scouting programs. The largest of these in terms of both officer and youth participation was a summer baseball league which involved upward of 150 boys, age seven to fifteen. Well over 400 hours of coaching were provided by police officers. In addition, about 60 boys took part in an EPD organized basketball program, and an undetermined number participated in a District boxing program held on the grounds of the EPD Headquarters. An on-going youth activity is the EPD Explorer Scout Post which meets weekly and has involved approximately 160 boys and girls over the past two years.

Early in 1972 a social club was established for young people in a low-income area of the District. The club is located in a church where recreational and social activities are organized by the 25 to 45 teenaged members under the guidance and supervision of EPD officers.

A somewhat different type of program offered through the EPD is termed, "Ride with an Officer." Young adults, principally college students, are invited to accompany officers in patrol cars so that they may become more familiar with the routine duties, responsibilities and problems of the typical police officer. It is estimated that nearly 200 students have participated.

The "I Am Somebody Program" is a unique endeavor to improve the self-image and responsibility of 9 to 12 year old boys. The program is conducted by police officers with the cooperation of a local church which supplies the facilities and all of the equipment. Citizenship training and community awareness activities are carried out along with a BB gun marksmanship program. This mix of activities was designed to (a) provide these boys with a meaningful relationship with an adult, (b) foster personal pride and self confidence through an opportunity for individual achievement, and (c) contribute to development of the total person. The program is also intended to enhance the image of the police and, ultimately, to help reduce the incidence of delinquency.

NYPUM

National Youth Project Using Mini-Bikes (NYPUM) is a delinquency prevention program using small group outreach methodology. The program involves junior high age youth of which 75% are referrals from various community services agencies (schools, MSSD, Juvenile Court, Department of Child Welfare, Wesley House, etc.). The program is run by the YMCA in the Jackson-Wesley area of Louisville. The Experimental District assists in the program by providing their skill and expertise in the field of motorcycle riding and safety and instructing the youth in these skills. The primary benefits of the police involvement are the relationships developed between the youths and the officers. By viewing the officers as teachers and by relating to them in other than an official role, these young men and women will hopefully acquire a new view of the policeman as a helping individual. In turn, the officers can relate to the youngsters as young men and women in need of understanding and guidance, rather than perhaps seeing them merely as labels.

Community Organizations

A vitally important aspect of the EPD's community relations effort was the participation of officers in meetings of various citizen action groups. Periodic meetings of at least four major community organizations were attended regularly by officers who offer information and supportive services in solving problems and implementing action programs planned by the citizen groups in an effort to improve the quality of life within

their locales. Somewhere between 100 and 150 people monthly encountered EPD officers on this basis. Judging from data available for final three quarters of 1971, officers have devoted an average of about 14 man hours per month to these community meetings. This figure increased to approximately 20 man hours per month during 1972.

In addition, it should be mentioned that a core of four officers and the Associate Director of EPD worked closely with District residents in the formative stages of many of these citizen groups. This team was particularly instrumental in the recent formation of an area action group interested in an organized means of presenting complaints and suggestions to city government.

Lectures and Special Classes

Another service that was offered to further police exchange with community residents was in the form of special classes and public speaking engagements. Instructional topics offered in this program have been extremely varied, ranging from classes on leathercraft and self-defense to lectures on dangerous drugs and the policemen's job. Audiences have been equally diverse with probably several thousand children and adults being reached through this medium.

Other Special Services

Several other special services have been offered by the EPD, all of which have intended either directly or indirectly to foster improved crime prevention and control. One example is a check-cashing service provided for elderly citizens residing in one of the District's housing projects. Using Louisville Police Officer Association funds, EPD officers twice a month cash social security checks to relieve these people of the risk of going out to cash them. Another service sponsored by the Experimental District and carried out through community groups is an "Identification for Prevention of Burglary" program in which residents can mark valuable items of personal property using electric engraving pencils furnished through the EPD.

In yet another program, a system was created for immediate referral of imminent personal or interpersonal problems encountered by officers in the District. Early in 1971, with cooperation of the Crisis Center and the West Central Louisville Mental Health Center, EPD personnel established an around-the-clock clearing center through which officers could make emergency and non-emergency referrals to appropriate social treatment agencies in the city. Unfortunately, no figures are available on the number of people served or amount or quality of service rendered.

Comment on the Community Relations Program

Although the Experimental District has launched a well conceptualized and diverse program of activities in pursuit of improved community

service, precise evaluative judgments are difficult to make from available data.

From the latter part of March 1971 through the end of the year a total of 1,329 man-hours were reported as spent in community relations endeavors. During 1972, a total of 2996 man-hours were reported as devoted to these endeavors. Summarized in Table 3 is the distribution of time for three major categories of activity: Youth Activities (athletics, scouting, and other youth programs), Community Communications (public speaking, community meetings, the Community Bulletin), and Special Services (special skills classes, security volunteer, etc.) for 1971 and 1972. Three points are worthy of mention here. One is that during both years over 70% of the total time was devoted to youth activities, a majority of which was given to summer coaching; a second is that although records are available for only the last nine months of 1971, the increase in man-hours over a comparable period in 1972 is approximately 96%; the third is the apparent decline toward the year's end in total number of man hours.

It is, of course, risky to comment on either the adequacy of total time spent or its allocation over the various categories of community service, as both supposedly reflect community need and are subject to the constraints of season and personnel. There is, for example, little objective basis for judging the relative benefit to be derived from an hour spent coaching a neighborhood baseball team as opposed to an hour's speech to a PTA group. To the extent that the resulting distribution of community service effort reflects the relative density of community need, it could well be assumed that time spent by EPD officers has been optimally allocated. On the other hand, it is reasonable to suggest that if relatively more effort were invested in work with community organizations and in providing additional special services, even if it is necessary to cut back in areas such as the youth athletic program, a greater return might be forthcoming in the form of improved crime control.

It is similarly difficult to assess the total level of effort given over the course of the program thus far. Presumably the level of EPD-Community activities should have shown a gradual increase as the District Program evolved. Instead we see some evidence of a decline toward the end of 1971 and then an increase in spring of 1972 followed by a similar decline toward the year's end. A suspicion that this may be a definite trend is supported by increasing reports of difficulty in getting officers to volunteer for these community relations activities. Moreover, judging from the figures it seems that the burden in this area has been carried by a relatively few officers in the District. Apparently the value of community relations efforts needs to be strongly reaffirmed by leaders in the Experimental Program.

Table 3

Man-Hours of Community Activity Spent by EPD Officers
During 1971 and 1972

Eight-Week Period	Youth Activities 1971	Youth Activities 1972	Community Communications 1971	Community Communications 1972	Special Services 1971	Special Services 1972	Total 1971	Total 1972
Jan 1 – Feb 25	**	99	**	72	**	21	**	192
Feb 26 – Apr 21	57	682	51	116	0	98	108	896
Apr 22 – Jun 16	303	681	11	32	0	90	314	803
Jun 17 – Aug 11	307	291	33	36	21	27	361	354
Aug 12 – Oct 6	151	113	60	25	6	20	217	158
Oct 7 – Dec 1	82	277	87	20	89	132	258	429
Dec 2 – Dec 31	49	128	22	21	0	15	71	164
Total	949	2271	264	322	116	403	1329	2996

**The program actively began in March 1971.

INNOVATIONS IN POLICE METHODS

An area in which the Experimental District was to improve on conventional police practices was that of administrative and operational methods. These innovations included four major efforts: development and implementation of a system of team policing, employment of motor scooters as patrol vehicles, the use of mobile satellite stations, and the formation and deployment of a special Felony Squad.

Team Policing

The concept of team policing is predicated on the assumed superiority of small well-trained teams of officers who would operate in a familiar geographical sector and who are capable of performing a wide range of law enforcement activities normally allocated to separate squads or investigative specialists. Teams normally consist of 5 to 7 officers of approximately equal rank who are given substantially more authority and responsibility than normal for the prevention and control of crime in their particular sector of operation. The additional autonomy is intended to enhance the motivation and sense of accomplishment of the team members. In general, this system of policing is designed to bring a better trained, more widely specialized and better motivated officer in closer contact with the citizens he serves.

As a developmental objective of the EPD, team policing has not been realized. After considerable delay in obtaining equipment necessary to support the system it appeared ready to go toward the latter part of 1971. Preparations were made for officers to receive special training in techniques of team policing, but by the year's end the project apparently came to a standstill. Although there is no clear-cut explanation of this failure, it appears that the difficulty lay in the lack of a unified administrative view as to the purpose and importance of implementing team policing.

Motor Scooter Patrol

Soon after mid-year EPD officers began patrolling commercial areas of the District on motor scooters. The purpose of this innovation was to provide a relatively inexpensive yet mobile vehicle that would present the patrolman in a highly visible manner to the public.

The motor scooter patrol received favorable coverage in local news media and reportedly was well received by District residents. In the opinion of some of the patrolmen it has also proved to be an especially effective means of controlling certain types of crime.

Satellite Police Stations

A third type of administrative strategy planned for the EPD entailed the deployment of office trailers throughout the District as satellite police stations. As in the two previously mentioned efforts, the objective here was to improve the delivery of police services by bringing the policeman closer to the people. Stations were to operate principally as a locus for handling complaints, providing information, and referring citizen problems to appropriate action agencies for immediate assistance. Because the satellite stations are mobile trailers they can be relocated easily to accommodate changing community needs. They can be placed in high crime areas to help deter crime, with their presence hopefully fostering a feeling of security on the part of the residents in the community surrounding the satellite station. An increase in publicity concerning the locations and purposes of the satellite stations has enhanced public response and acceptance of this activity.

Felony Squad

Another organizational innovation, conceptualized and implemented early in 1973, was the felony squad. An abrupt increase in robberies in January 1973 prompted the formation of this special squad which was staffed by off-duty officers and detectives paid through LEAA funds. Using historical data provided by computer on the occurence of certain types of criminal offenses (principally street robberies) it was possible to map the frequency of these crimes by day, time and location within the 5th District. Then, on the basis of forecasts made from these analyses, squad members were dispatched at appointed times to specific locations in an effort to both prevent felonies and to apprehend those committing criminal offenses. Operations of the felony squad began in February 1973 and continued to midyear, when LEAA funding expired. Indications are that the project had a positive impact on the control and reduction of crime. For the first six reporting periods (approximately six months) of 1973 the number of robberies was down 11% from that for a comparable period in 1972 -- and this decrease was in spite of the aforementioned upsurge in robberies in January 1973. Moreover, during this same period 375 felons were apprehended, as compared to 241 in the first six reporting periods of 1972.

In an effort to evaluate the overall impact of the EPD program data was collected and analyzed pertaining to two long-term objectives: reduction in crime rate (reported) and an improvement in public image of police. A third objective in the conceptualization of the evaluation, reduction in the number of citizen complaints against police officers, was eliminated because available complaint data were neither sufficiently complete nor in a form that would permit meaningful analysis.

REPORTED CRIME RATE

It was anticipated that as the Experimental District became functional -- with better trained police officers utilizing better operational techniques and with greater citizen awareness of crime prevention -- there would emerge a gradual decrease in crime rate within the District. This hypothesis was to be tested by comparing crime statistics for the District with those for a comparable sector of the city lying outside EPD.

Procedure

To assess possible changes in crime rate that may have accompanied development of the Experimental District it was not considered enough to simply compare data on a before-after basis. Rather, to control for trends in crime rate that are attributable to factors other than unique EPD actions -- such as population growth, normal improvements in police methods, legal changes, etc. -- it was first necessary to identify a sector of Louisville suitably similar to the Experimental District to be used for comparison purposes.

As no one other Louisville police district appeared sufficiently similar to the Experimental District in characteristics of its resident population, a Control sector was defined in terms of 25 surrounding census tracts which were chosen for their similarity to the District's 25 tracts. Demographic data for the greater Louisville area were supplied by the Louisville Police Department for use in selecting a Control sector. Crime rate (for 1970), median family income (projected for 1970) and percent nonwhite (for 1964) were used in the following manner:

a. These three parameters were first listed for each census tract in the EPD.

b. A selection range of 20 percent was then calculated for each of the three variables.

c. All non-EPD census tracts whose parameters fell within the 20 percent range were listed.

d. Finally, on a one-for-one basis non-EPD tracts with parameters most closely matching those of corresponding EPD tracts were included as Controls.

Tracts comprising the Control sector are listed in Table 4 along with their EPD counterparts. The descriptive data shown are based on figures from the 1970 census, data which were not available during the initial selection process. The census tracts which comprise the Control sector were not changed during the evaluation period in order to provide a more reliable base for comparison purposes. The reader is referred to the earlier report for the descriptive data used for selection.

Data on reported crimes furnished by the Louisville Police Department for 1969, 1970, 1971, and 1972 and the first six (6) reporting periods of 1973 enabled a comparison of EPD and Control sectors before, during and after inception of EPD by using crime rates for the appropriate 50 census tracts. The data provided was tabulated by 28-day reporting periods[5] for seven categories of crime: homicide, rape, robbery, assault, breakins, larceny, and miscellaneous (auto theft was excluded).

Results and Discussion

For purposes of analysis, crimes were summed over the seven categories and then further totaled over the particular 25 census tracts comprising the EPD or Control sectors. This was done by year for each 28-day reporting period (see Table 5).[6] Marginal averages in Table 5 show a higher crime rate for the EPD sector than for the Control, indicating that the two sectors were not as evenly matched on this variable as had been intended. More significant, however, is the fact that, although there was an overall decline in reported crimes for 1969 to 1971, the decline for EPD was greatest in 1971, the year of its inception. The decline continued through 1972, and the first six months of 1973 show a decrease which is nearly equal to the one experienced in 1971. During the eighth reporting period in 1972, one individual broke 75 car windows in one night using a golf club. Each of these broken windows was counted as a separate crime; this explains the dramatic increase in the number of crimes for this period. A similar incident occurred during December of 1972 when a group of youths were shooting car windows with pellet guns. From 1969 to present the marginal means of the Control sector have decreased by 28% while the EPD has decreased by 38%. Most significant, perhaps, is that beginning in 1972 the marginal mean for the EPD is less than the Control sector.

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[5]In April 1969, the Police Department shifted from a monthly to the 28-day reporting period. However, the resulting deviation in exact number of days in each reporting period for 1969 does not affect comparative analysis of the data.

[6]In reading the tables and charts in this section, the reader should bear in mind that through 1970 the data labeled "EPD" pertains to the 25 census tracts that became the EPD in 1971.

Table 4

Census Tracts and Related Demographic Characteristics
for EPD and Control Sectors

EPD

Census Tract	Total Crimes ('70)	Median Income	% Non-White
59	331	2104	48.8
60	236	3220	46.9
62	348	3010	92.8
52	262	4739	1.0
61	167	2777	26.8
63	203	4875	5.8
64	80	5483	0.3
65	123	6047	31.1
66	184	4827	2.5
67	76	4864	36.5
68	48	6323	4.9
69	72	6440	0.1
70	81	7415	0.1
83	166	8043	0.1
84	69	6881	0.3
89	91	9377	1.1
93	105	9462	0.1
94	53	7740	0.0
96	112	14138	0.1
112	72	9776	0.8
48	105	3447	8.2
57	219	3753	6.6
58	205	4610	20.2
73	84	6239	0.4
95	28	12960	0.0
Median	105	6047	1.1

CONTROL

Census Tract	Total Crimes ('70)	Median Income	% Non-White
50	375	3272	17.5
20	213	3791	93.1
25	378	2140	93.4
43	230	5367	2.1
35	161	2246	55.7
7	251	6402	74.5
53	95	1821	4.2
72	98	5200	19.2
21	155	5321	6.3
34	76	4511	38.4
40	42	6651	0.0
5	70	5685	0.7
45	89	8915	1.9
82	208	7083	0.5
79	76	6867	0.1
108	47	12517	0.0
46	118	8679	0.0
42	44	8159	0.0
85	79	7333	0.3
106	10	3769	0.0
29	120	2667	54.1
55	74	5876	11.1
47	240	1990	9.5
3	78	6320	10.3
87	76	10382	0.3
Median	95	5685	4.2

Table 5

Crimes for EPD and Control Sectors During 1969, 1970, 1971, 1972, and 1973
(by 28-Day Reporting Period)

Reporting Period	1	2	3	4	5	6	7	8	9	10	11	12	13	Mean
							1969							
EPD	365	342	255	393	389	410	406	435	417	398	405	398	393	383
CONTROL	377	312	290	358	386	395	387	420	433	365	378	379	430	378
							1970							
EPD	369	*	428	370	335	388	393	377	407	336	384	324	361	373
CONTROL	324	*	331	307	333	327	352	390	409	228	344	371	330	337
							1971							
EPD	325	266	345	310	205	219	273	281	302	316	315	359	255	290
CONTROL	316	314	330	273	207	217	290	284	304	279	300	276	332	286
							1972							
EPD	277	251	257	261	310	283	240	359	241	238	259	267	323	274
CONTROL	334	281	283	251	306	297	285	266	274	281	244	282	251	279
							1973							
EPD	239	223	236	251	221	251								237
CONTROL	269	238	265	284	278	303								273

*Data for this reporting period was not available.

To enable a more thorough examination of this trend, remaining differences in base-line crime rate between the two sectors were removed by transforming Table 5 data into percent change from the previous year in number of reported crimes. The percent increase or decrease in crime from 1969 to 1970, from 1970 to 1971, from 1971 to 1972, and from 1972 to 1973 (first six reporting periods) was calculated for each reporting period;[7] these changes are listed in Table 6 and shown graphically in Figure 1. Figure 1 shows that with exception of the third period there were fewer crimes in 1970 than for corresponding periods in 1969, and that this overall improvement tended to continue through 1971 and, with four exceptions, throughout 1972. More interesting is the shift that occurred after inception of the Experimental District. Close examination of the two graphs reveals a tendency toward greater reduction in 1970 crimes in the Control sector than in the 25 tracts that were to become the Experimental District; yet once EPD became operational, the trend was reversed. This fact is more vividly shown in Figure 2 where percent change in number of crimes was averaged in half-year segments for 1970, 1971, 1972 and 1973. In 1971 there was a relatively greater decrease from the previous year in crime rate in the Experimental District than in the Control sector; whereas before EPD's inception (1970) the relative decrease was larger for the 25 Control tracts. With exception of the first six-month period in 1972, this trend is continuing up to the present time.

These data offer strong evidence in support of EPD having had a positive impact on the incidence of crime. The gradual decline in crime during the years covered here substantially accelerated within that sector of the city serviced by the Experimental Police Program. It is possible, of course, that the improvement noted for EPD was due merely to the incorporation of these 25 census tracts as a separate police district rather than to any special efforts or methods uniquely characteristic of the Experimental District. On the other hand it should be recognized that at the time the EPD was formed all Louisville police districts were accordingly reduced in size with all areas, including the Control tracts in this evaluation, being similarly affected by the reorganization.

PUBLIC IMAGE OF POLICE

An important long term goal of the EPD is the cultivation of an improved public attitude toward police. Much of the EPD program of community service and communication has been designed to enhance the policeman's image in the community -- the assumption being, of course, that increased knowledge and acceptance of police will ultimately lead to better crime prevention and control. As a means of measuring citizen attitudes toward,

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[7]No data was available for the second reporting period in 1970, and therefore shifts in number of crimes over the two year span could not be computed for this period.

Table 6

Percent Increase or Decrease over Previous Year
in Number of Crimes for EPD and Control (by 28-Day Reporting Period)

Reporting Period	1970		1971		1972		1973		1970-1973	
	CONTROL	EPD	CONTROL	EPD	CONTROL	EPD	CONTROL	EPD	CONTROL	EPD
1	-14	1	-2	-12	+6	-15	-19	-14	-28.64	-34.5
2	*	*	*	*	-11	-6	-15	-11	-23.7	-34.8
3	14	68	0	-19	-14	-26	-6	-8	-8.6	-7.5
4	-14	-6	-11	-16	-8	-16	+13	-3	-20.6	-36.1
5	-14	-14	-38	-39	+48	+51	-9	-29	-28.0	-43.1
6	-17	-5	-34	-44	+38	+29	+2	-11	-23.3	-38.8
7	-9	-3	-18	-30	-2	-12				
Half-year Average	-9.0	6.8	-17.2	-26.7	8.1	0.7	-5.6	-12.6	-22.1	-32.5
8	-7	-13	-27	-25	-6	+28				
9	-5.5	-2	-26	-26	-10	-20				
10	-37	-16	22	-6	+1	-25				
11	-9	-5	-13	-18	-19	-18				
12	-2	-14	-26	11	+2	-26				
13	-23	-8	1	-29	-24	+27				
Half-year Average	-13.9	-9.7	-11.5	-15.5	-9.3	-5.8				

*Data for this reporting period was not available.
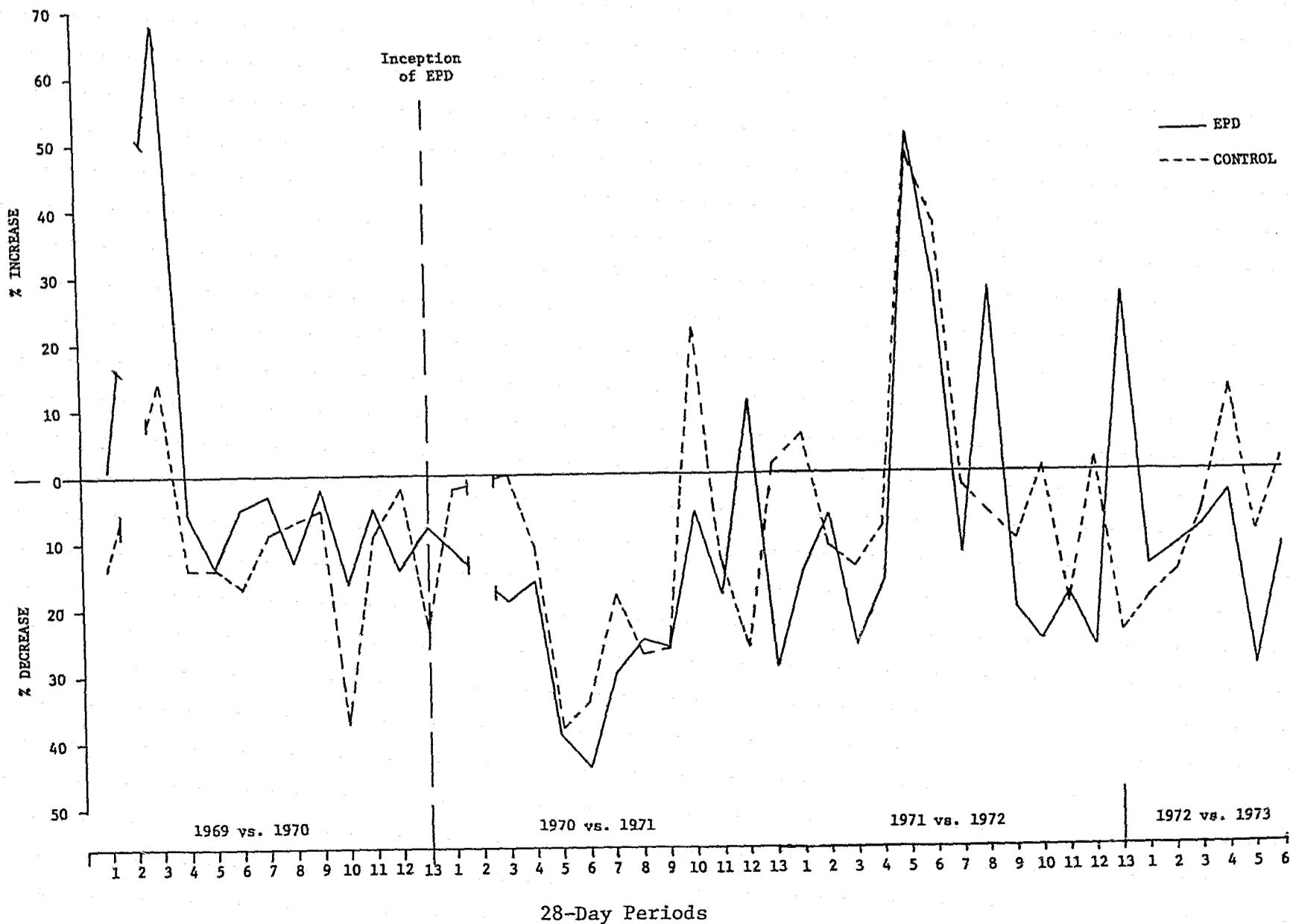
Figure 1. Percent change from previous year in number of crimes for EPD and Control sectors (by 28-day reporting period).
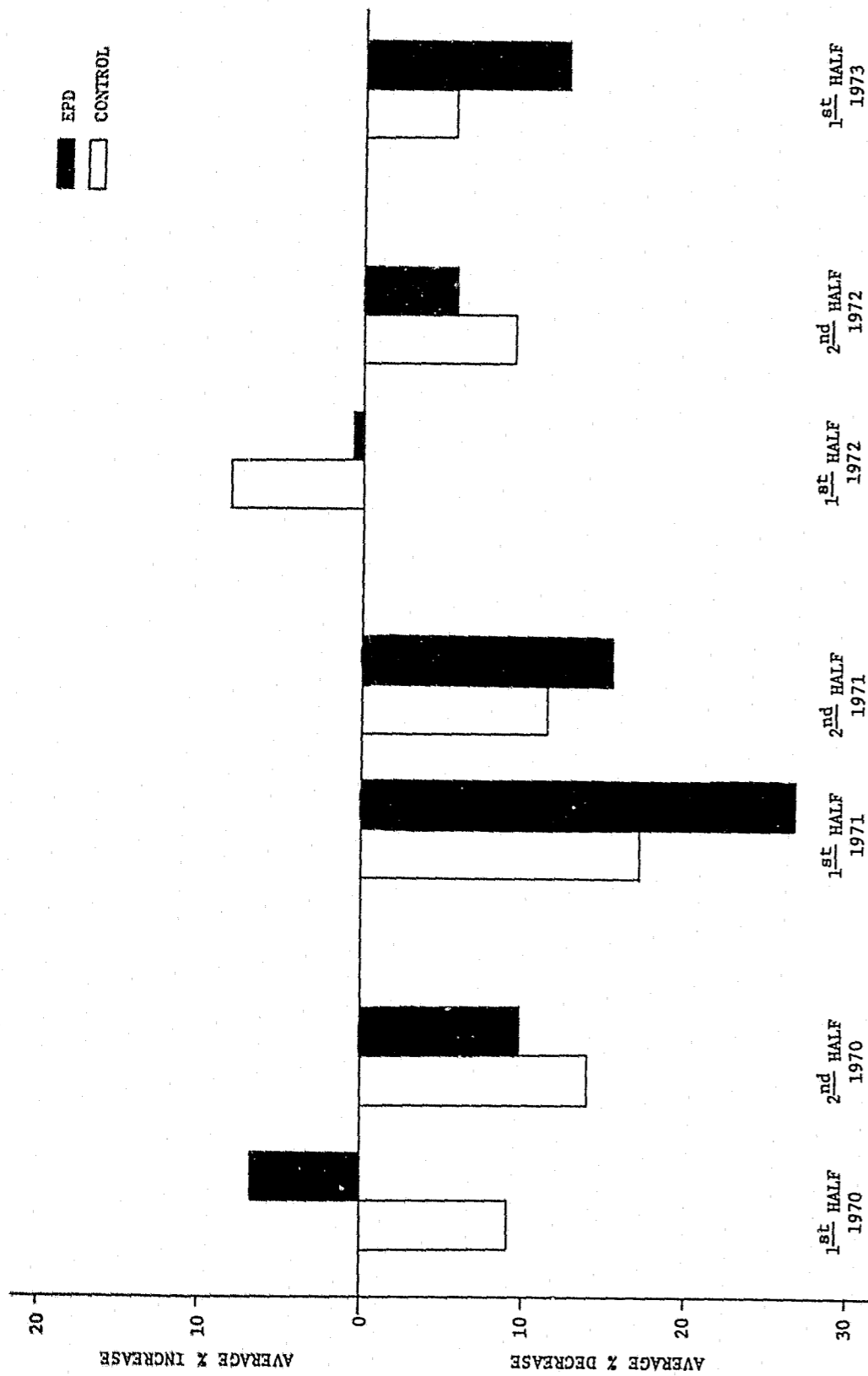
Figure 2. Average percent change from previous year in number of crimes for EPD and Control sectors (by half-year).
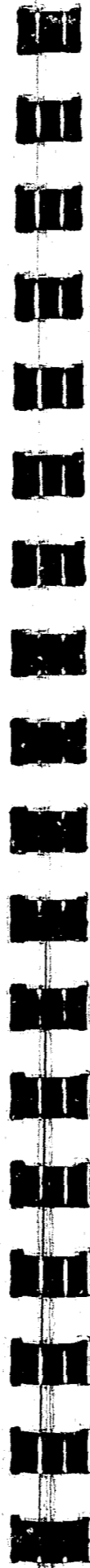
and beliefs about police, a survey questionnaire was developed and administered to adult and student samples of citizenry both within and outside the EPD.

Development of Survey Questionnaire

To determine the attitudes of the residents of the Experimental District toward the police and to estimate the unreported crime rate, an 111-item questionnaire was prepared. Particular emphasis was placed on items that would measure the cognitive components of attitudes on the assumption that both beliefs about the police and perceptions of the police were important determinants of reactions to the Experimental Police District. Consequently, questions were included to assess beliefs concerning quality of protection and fairness of treatment by the police. Questions were also included to assess the motives, personal characteristics, and behavioral roles attributed to the police.

The questionnaire contained nine separate sections. The first section contained questions pertaining to background of respondents, including length of residence in the District, previous residence, age, education, previous contact with policemen; and for the adults, marital status, number and age of children, and employment.

The second section addressed perceived degree of protection given by the police to various subgroups. These questions asked the respondents to specify the quality of protection given to these subgroups (e.g., residents of the neighborhood, Blacks, poor people) by comparing it with the protection offered contrasting groups (e.g., residents of other neighborhoods, Whites, rich people).

The third section was concerned with the perceived treatment given these same subgroups. The purpose of these questions was to determine whether or not the respondents felt that certain subgroups received better treatment by the police than other subgroups. The format of these questions was similar to those contained in the second section. Respondents were asked to specify the quality of treatment given to each subgroup in relation to treatment given a contrasting subgroup.

The fourth section was concerned with motives attributed to people for becoming policemen. These questions asked the respondent to specify the approximate proportion of police whose initial motives were altruism, desire for power, occupational incompetence, and illicit financial opportunity.

The fifth section was designed to determine the perceived characteristics of policemen. To obtain this information, 17 pairs of adjectives were included. The adjectives in each pair were opposite in meaning, such as "friendly" and "unfriendly." The respondents were required to select the adjective in each pair that they thought to be characteristic of the typical policeman.

The sixth section dealt with the perceived role of the policeman. The questions in this section were designed to determine which duties were considered to be within a policeman's role, and which duties were not. Among the duties included were: helping a married couple end an argument and driving a sick person to the hospital. Since prevention and detection of criminal activities are obviously among the duties performed by the police, these were not included.

The seventh section was concerned with the frequency of unreported crime. The questions were concerned with whether or not the respondent was a recent victim of a crime, or if he possessed knowledge of a crime in the neighborhood.

The remaining two sections were concerned with attitudes toward central and neighborhood police stations, and degree of acquaintance with the Experimental Police Program.

CITIZEN OPINION SURVEY

Administration of Questionnaire

The adult citizen questionnaire was first administered in the spring of 1971 to a total of 480 people, 240 from 20 census tracts within the Experimental District and 240 from 20 similar tracts within the Control sector. In 1973 the survey was again conducted, with 240 persons being interviewed in the Control sector and 237 in the EPD sector. Five EPD census tracts and their controls were not included in the sample because they had too few residents to warrant covering.

City blocks were numbered within census tracts and 20 blocks were then selected at random from each tract. With a goal of one interview per block and a total of 12 interviews per tract, an interviewer began at a randomly selected address and proceeded through the even (or odd) numbered addresses on the block until an interview with a person of the desired age and sex had been obtained. The attempt was made to obtain approximately the same number of men and women in the age brackets of 18 to 30 and 30 or older. Also, an equal number of interviews were conducted on weekdays and on weekends.

Young adults of college age who were to be used as interviewers were given four hours of training before data collection began. During this period they were thoroughly famialiarized with the questionnaire and drilled on procedures to be used in obtaining an interview. After instruction on the "do's" and "dont's" of good interview technique, the interviewers paired off and role played an interview session. As the final phase of training they were required to go out and conduct a trial interview with a stranger; this was followed the next day by a critique and discussion of problems encountered. The survey was conducted during

May 1971, approximately five months after the EPD Program began and again in May 1973. The final composition of the samples in terms of age and sex is shown in Table 7.

Data Analysis

Because of limited project funds not all survey data were analyzed,[8] nor were full-scale computer analyses possible. Therefore, statistical analyses of subgroup data, other than for EPD versus Control, were not attempted.

In addition to the descriptive summary of survey results given in Appendices A and B, Chi-Square tests of statistical differences in EPD and Control responses were calculated by year for each question. Also, in order to obtain some estimate as to the reliability of shifts in response from one year to the next for the two sectors studied, an Analysis of Variance was performed on the number of favorable (or in some cases, unfavorable) responses to each question. Results of these analyses were used as the basis for the interpretative presentation of survey results which follows.

Results

Responses to questions in the survey are tabled in Appendix A and are summarized below by topic.

Background Characteristics of Interviewees. The "typical" interviewee was slightly over 30 years of age, had completed approximately two years of high school, was or had been married, and had lived at the present address for about five years. Slightly less than half of those interviewed had a job, but most of those who did worked full-time. Of those who were married (approximately 55%), about 56% had working spouses and nearly 70% had at least one child. About 30% of all those interviewed said they had a personal friend who was a policeman, 14% were related to a policeman, and slightly over 20% indicated that someone in their immediate family had been in trouble with the law.

This profile of survey participants is drawn for the combined EPD and Control samples. Although the two samples were quite similar in most respects, there is an indication that on the average those interviewed in

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[8]Not all data from the survey form was included in the analyses. Those few questions deleted were typically either follow-ons to preceding questions (e.g., "If your answer was 'better,' how much better?"), or ones which for other reasons were not deemed sufficiently important to justify including in the data analysis (e.g., in the background section, "Where did you live before you moved to this address?").

Table 7

Composition of Sample in Citizen Opinion Survey, by Age and Sex, for 1971 and 1973

1971

	EPD			CONTROL		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
Under Age 30	52	56	108	56	55	111
Age 30 and Over	60	72	132	62	67	129
Total	112	128	240	118	122	240

1973

	EPD			CONTROL		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
Under Age 30	55	55	110	60	58	118
Age 30 and Over	60	67	127	62	60	122
Total	115	122	237	122	118	240

Total for 1971 and 1973

	EPD			CONTROL		
	MALE	FEMALE	TOTAL	MALE	FEMALE	TOTAL
Under Age 30	157	111	218	116	113	229
Age 30 and Over	120	139	259	124	127	251
Total	227	250	477	240	240	480

1971 within the EPD tended to differ from the Control group in that (a) they had slightly less formal education, and (b) they had not lived quite as long at their present address. In the 1973 survey, the EPD sample differed from the Control in that slightly fewer were (a) under 19 years of age, (b) employed less than full-time, and (c) had a relative who was a policeman.

Police Protection Given People. In this section of the questionnaire people were asked their opinions about the degree of police protection given various subgroups of the population, namely: your neighborhood, Blacks, the poor, long-hairs, and young people. In each case the interviewee was asked whether in his opinion a particular subgroup was given better, about the same, or worse protection by police than its opposite subgroup -- Blacks as opposed to Whites, for example. Viewed separately by year, responses were fairly uniform in the sense that from 55% - 65% of all respondents in the 1971 survey and 65% - 75% of the 1973 sample said the two subgroups in each comparison are given about the same quality of police protection. With exception of the comparison between "this neighborhood" and "the rest of Louisville," from 20% - 42% of the 1971 sample and 15% -30% of the 1973 respondents believed that the minority groups were given worse protection, with the number in both surveys believing they received better protection ranging from 2% - 16% (depending on the subgroup being judged). The "long-hairs and others who look different" fair the worst in the opinion of respondents, with only about 2% - 3% of the 1971 and 1973 samples indicating that this group receives better protection, and 30% (1973) to 40% (1971) that they receive worse protection than do more normal looking people. Regarding the similarity of views between respondents in the EPD and Control samples, it should be noted that EPD respondents were uniformly more favorable in their view of the relative quality of police protection given in neighborhoods. Here, although both sectors seemed relatively satisfied with the police protection, significantly more EPD than Control residents indicated that: protection in their neighborhood was as good or better than in the rest of Louisville; and, protection given to young people and teenagers was as good or better than that given to adults. An encouraging result from this section is the general decrease in the percentage of the respondents who felt that the subgroup in question was receiving "worse" protection. These figures decreased in every case from the first survey to the second; and, although this decrease tended to be greater within the Control sector, it was reliably so only for the question concerning protection given Blacks.

Treatment by Police. This section of the questionnaire was the same as the previous one except that questions were phrased in terms of quality of treatment rather than of protection given the subgroups by police. It is clear from the results that respondents considered the terms treatment and protection synonymously, as the pattern and overall level of response in this section was nearly identical to the previous one. The relative number of people in 1973 who viewed the treatment as "worse" declined from 1971. Also, with exception of perceived treatment given Blacks, there was a significant increase over the two years in the quality of treatment afforded all subgroups. Although judged treatment

of the Blacks and the Poor was reliably more favorable within EPD, the overall trend was toward greater improvement in the attitude of the Control sector fom 1971 to 1973.

Motives for Becoming Policemen. To obtain an indication of the motives attributed to some people who want to become policemen, questions were asked about one favorable and three unfavorable motives. In 1971 approximately 20% of the respondents reportedly believed that some men become policemen because they can't do any other kind of work; 40% indicated that some men become policemen so they can get bribes and payoffs; and 60% felt that wanting to have power over others was a reason for men becoming policemen. In 1973 these percentages were, respectively, 21%, 26% and 57%; the major change being that substantially fewer people believed that some men become policemen in order to get bribes and payoffs. When asked if some men become policemen because they want to help people who are in trouble, a vast majority of respondents in both years said Yes. There was, however, a significant increase in the Control sector for 1973 in the number of people who endorsed the "help others" motive as characteristic of would-be policemen.

Personality Traits of the Average Policeman. As a fairly direct measure of the public's attitude toward or liking for policemen, respondents were asked to describe the average policeman in terms of 17 pairs of polar adjectives, e.g., friendly – unfriendly, cruel – kind, good – bad, etc. Overall, the public's image of the typical policeman was most positive. In 11 of the 17 instances, 75% or more of all respondents in 1971 chose the favorable descriptor of the pair as being characteristic of the average policeman. These were: friendly, intelligent, courteous, good, honest, reasonable, kind, likeable, honorable, dependable, and nice. To a slightly lesser degree the average policeman was viewed as cheerful, beautiful, warm-hearted, hard-working, and cooperative. The least favorable response resulted for the "bossy versus easy-going" alternative, on which respondents were rather evenly divided in opinion. For 1973, the public's image of the typical policeman tended to mirror that held in 1971 in terms of the ranking of these descriptors, the major exception being a decline of over 10% in the number of EPD residents who characterized the policeman as "friendly." In the Control sample, the public's attitude changed considerably, showing an increase in favorable descriptors for 15 of the 17 categories.

Averaged over the two-year period, the EPD residents in this portion of the questionnaire tended to demonstrate the more positive view of police. For all pairs of adjectives a consistently greater percentage of EPD respondents chose the favorable descriptor than did respondents from the Control sector, though in only seven of the 17 instances was the difference in percentages statistically significant. For the 1973 survey, the Control sample approached or surpassed the positive view held by the EPD sample in 1971.

Types of Assistance Given by Police. This section of the questionnaire was designed to obtain a picture of the public's perception of police actions in areas other than pure law enforcement. Interviewees were given a series of 19 situations describing some personal or community problem, and were asked whether they thought the police would usually be willing to help. The range of situations included such things as helping settle an argument, assisting a poor family in need, helping a drunk or drug addict, driving a sick person to the hospital, helping organize community improvement groups, etc. For both surveys, in only three of the situations did the majority of respondents believe that police would not usually be willing to help: finding an apartment for an evicted family, finding a home for someone's elderly parents, and finding someone a job. From 1971 to 1973 there was a significant increase for the combined groups in percentage of people who believed the police would drive an expectant mother to the hospital or help end an argument either between man and wife or two men on the street. On the other hand, there was a reliable overall decrease in those who believed the police would help a poor family find clothes for their children. In 16 of the 19 instances the percentage of favorable responses decreased from 1971 to 1973 in the EPD sector, while for the same period it increased in 12 of the 19 in the Control sector.

As a summary question in this part of the questionnaire, people were asked, "In general, are you satisfied or dissatisfied with the community services that police provide in your neighborhood?" Eighty percent of EPD respondents and 69% of the Controls reported satisfaction in 1971. In 1973 these figures were 81% and 72% respectively, with EPD residents averaging a reliably higher level of satisfaction over the two-year period. As in the previous section, the percentage of favorable responses continued to increase for the Control sample over the 1971 responses; but, despite the tendency for Control residents to demonstrate substantial improvement in this area, the EPD still showed a reliably higher average over the two survey periods in all but 2 of the 19 instances.

Crime in the Neighborhood. In order to obtain an indication of reported and unreported crime rates in the community, questions were asked about knowledge of crimes in the neighborhood and conditions surrounding their occurrence. When asked if they or anyone in their family had been victims of a crime in the last few months, 9% of EPD and 13% of Control respondents answered Yes in the 1971 survey. Of these affirmative respondents, 23% and 12% respectively stated that they did not report the crime to the police. In 1973, only 13% of the EPD group indicated that they did not report the crime to the police. Little more can be said about instances of unreported crime as so few people interviewed (2% in all) indicated failure to report the crime perpetrated against them. When asked about their knowledge of any crime in the neighborhood during the last few months, over 30% of the 1971 sample reported knowing of at least one instance with nearly half of these people stating that they could recall two or more instances. These figures remained fairly constant for the 1973 survey.

Locations of Police Stations. Three questions were asked pertaining to citizens' preferences for deployment of police stations. Approximately 90% of all residents responding stated that they thought it better to have several rather than just one police station in a city, but slightly less than 60% of the total sample said they would like to have one located on their block. Yet, when asked if they thought the neighborhood would have fewer problems if a police station was located nearby, 65% of all respondents in 1971 and 75% in 1973 said Yes.

Awareness of the EPD Program.[9] The final three items on the questionnaire pertained to knowledge and opinion of the EPD Program. Half of those polled in 1971 and slightly over half in 1973 indicated having heard of the program. When these people then responded to a question asking if they knew what the Model Police District Program is trying to accomplish, 47% in 1971 and 66% in 1973 reported that they did. Finally, when asked if they thought the Model Police District Program is a good idea or not, essentially all of the 35% who answered agreed that it was.

Discussion

The general conclusion which one reaches when considering the results of the Citizen Opinion Survey is that the adult community tends to have a favorable attitude toward the police. When viewing the survey results for 1973, in every instance except one where there was a statistically significant difference between EPD and Control sectors in attitude toward police, EPD residents held the more favorable view which suggests that the early effects of the EPD program, as shown in the 1971 survey, are continuing to have a positive impact on the public image of the police.

It should be noted, however, that while the percentages of favorable responses of EPD respondents tended to increase from 1971 to 1973, the increase was only slight. On the other hand, the corresponding increase in percentages within the Control sector from 1971 to 1973 was quite substantial. For some of the items the percentage of favorable responses was greater for the Control than for the EPD, and in 95% of the cases the percentages of favorable responses increased within the Control sector since the initial survey. In the EPD sector the percentage of favorable responses increased for only 70% of the items. Obviously then, the attitudes of the citizens in the Control sector have become more favorable towards the police during the past 2-1/2 years, while the EPD sector may have reached a level beyond which it will not increase no matter what community programs or innovative police techniques are tried. One possible contributing factor to

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[9]As the Experimental Program was popularly termed the "Model Police District" in the early months, this was the term used in the questionnaire.

the relatively larger increase in favorable attitudes within the Control sector is that significantly more persons in this group in 1973 responded that they were related to policemen. This would naturally have an influence on their perceptions of police. Another cause may be the increased emphasis by the media throughout the entire community on crime prevention, new police techniques and more favorable exposure for all policemen. Additionally, there is evidence to indicate that the police districts which serve those census tracts that make up the Control sector incorporated some of the new police techniques used by the EPD, and individuals who have transferred out of the EPD may be using their newly acquired skills and knowledges in carrying out their duties in the other districts.

STUDENT OPINION SURVEY

In order to broaden the base of citizen attitudes toward police and the EPD, the survey questionnaire was administered to a sample of junior and senior high school students representing the EPD and Control sectors. Collection of student data via individual interviews was not possible under resource limitations of the project. Therefore, the questionnaire was adapted for group administrations by simply changing to a multiple-choice format.

Administration of Questionnaire

The questionnaire was administered twice, once during the fall of 1971 and again in the spring of 1973. The same eight schools were involved in each administration, with a total of 616 students participating in 1971 and 516 students in 1973. The final composition of the sample is shown by school and police district in Table 8.

Each school participating in the survey was asked to have 75 students complete the Student Opinion Survey. The selection of pupils was made by the individual school according to the following recommendations:

  - Each grade in the school was to be represented in the sample completing the questionnaire; thus, 25 students from each of the three grades were to be used.

  - The total sample from each school and the three groups which comprise it were to be composed of nearly equal numbers of males and females.

  - Each of the three groups of 25 subjects were to be drawn from a class at each grade level which is a required class for all students at that level.

  - Instructors whose classes were chosen to contribute students to the sample were to choose students indiscriminately; i.e., no consideration of perceived

Table 8

Composition of Sample in Student Opinion Survey,
by School Attended, for 1971 and 1973

School	1971	1973
EPD		
Atherton	75	74
Male	97	68
Highland	72	74
Meyzeek	75	54
EPD Total	318	270
CONTROL		
Iroquois	76	74
Shawnee	83	44
Barrett	76	72
Russell	63	56
CONTROL Total	298	246
SURVEY TOTAL	616	516

intellectual ability, scholastic performance or personal conduct was to be made.

Selection of classes from which to draw students for the survey was primarily the responsibility of the school principal. Administration of the questionnaire was to be handled by the instructor from whose class the students were chosen, and involved distributing the questionnaire, reading the standard instructions, interpreting items on the questionnaire as necessary, and collecting the surveys after they had been completed.

The composition of the sample in terms of grade level, age, sex and race is shown in Tables 9 through 12.

Results

Responses to questions in the survey are tabled in Appendix B. Data analysis was carried out in the manner described earlier for the adult citizen survey. Results of this analysis are summarized by topic below.

Background Characteristics of Respondents. The respondents were fairly evenly divided percentagewise between junior and senior high school and their age distribution seemed to represent reasonably well that which would be expected for the range of grades sampled. Approximately 50% of the students in each survey group fell into the 14-16 year age bracket, with about 25% below, and 25% above this range. The population appears to be relatively stable in terms of residence, as approximately 60% of the sample in each group has lived at their present address for at least five years. With exception of the 25% of the 1973 EPD sample, about 10% of the students surveyed reported being related to policemen. Nearly 32% of the entire sample had a personal friend who was a policeman, and 40% indicated that someone in their immediate family had been in trouble with the law.

This profile of survey participants is drawn for the combined EPD and Control sample for both years. As indicated, they are quite similar in most respects, although the EPD had more respondents who had policemen in their family.

Police Protection Given People. In this section of the questionnaire students were asked their opinions about the degree of police protection given various subgroups of the population, namely; your neighborhood, Blacks, the poor, long-hairs and young people. In each case, the respondent was asked whether in his opinion a particular subgroup was given better, about the same, or worse protection by the police than its opposite subgroup -- Blacks as opposed to whites, for example. Approximately 60% of the sample felt that the police protection in their neighborhood was the same as for the rest of Louisville; from 15% - 21% felt it was worse and 20% - 24% said it was better in their neighborhood. Unfortunately, this is the only subgroup which had a higher percentage of "better"

Table 9

Composition of Sample in Student Opinion Survey,
by Grade Level, for 1971 and 1973*

GRADE	1971			1973		
	EPD	CONTROL	TOTAL	EPD	CONTROL	TOTAL
7	48	60	108	46	42	88
8	47	38	85	40	34	74
9	51	63	114	41	43	84
10	39	41	80	52	30	82
11	63	41	104	40	66	106
12	70	52	122	51	28	79
Total	318	295	613	270	243	513

Table 10

Composition of Sample in Student Opinion Survey,
by Age, for 1971 and 1973*

AGE	1971			1973		
	EPD	CONTROL	TOTAL	EPD	CONTROL	TOTAL
Less than 12	40	49	89	15	28	43
13	43	38	81	40	26	66
14	49	54	103	41	52	93
15	46	46	92	38	34	72
16	61	51	112	52	34	86
17	66	47	113	47	38	85
18	12	10	22	23	24	47
19 and Older	0	1	1	8	8	16
Total	317	296	613	264	264	508

*The totals do not reflect the totals in Table 6 due to a failure on the
part of some respondents to answer each statement.

Table 11

Composition of Sample in Student Opinion Survey,
by Sex, for 1971 and 1973*

SEX	1971			1973		
	EPD	CONTROL	TOTAL	EPD	CONTROL	TOTAL
Male	140	131	271	131	114	245
Female	175	165	340	137	128	265
Total	315	296	611	268	242	510

Table 12

Composition of Sample in Student Opinion Survey,
by Race, for 1971 and 1973*

SEX	1971			1973		
	EPD	CONTROL	TOTAL	EPD	CONTROL	TOTAL
White	140	156	296	142	151	293
Non-White	175	137	312	120	92	212
Total	315	293	608	262	243	505

*The totals do not reflect the totals in Table 6 due to a failure on the
part of some respondents to answer each statement.

responses than "worse" responses. For the question concerning police protection given Blacks, there was a significant reduction from 1971 to 1973 in the percentage of "worse" responses. The Control group decreased from 42% to 33% while the EPD group decreased 16%, from 53% to 37%. Student opinion about the relative protection given the "poor", "longhairs" and "young people" remained about the same over the two surveys with approximately 45% of the responses falling in the "worse" category.

Treatment by Police. This section of the questionnaire was identical to the previous section except that the questions were phrased in terms of quality of treatment rather than of protection given the subgroups by police. Again, in this section as in the preceding one, perceptions of the treatment of Blacks by police showed a significant decrease from 1971 to 1973 in number of "worse" responses. For students in the Control sector, the reduction was from 52% to 44%, while the EPD decreased from 62% to 43%, a reduction of 19%. These shifts clearly parallel those found in the preceding section. As the pattern and overall level of response in this section was nearly identical to the previous one, the respondents in the Student Opinion Survey apparently considered the terms treatment and protection synonymously.

Motives for Becoming Policemen. Questions in this section concerned one favorable and three unfavorable motives for a person wanting to become a policeman. Approximately 40% of all respondents reportedly believed that some men become policemen so that they can get bribes and payoffs; 35% indicated that some men become policemen because they can't do any other kind of work; and 76% indicated wanting to have power over others was a reason for some men becoming policemen. Overall, nearly 90% of the respondents answered Yes when asked if some men become policemen because they want to help people who are in trouble. However, on this question there was a reliable shift in pattern of response from 1971 to 1973, with the frequency of Yes responses decreasing from 91% to 82% in EPD, and increasing from 87% to 90% in the Control sector.

Personality Traits of the Average Policeman. As a fairly direct measure of the student's attitude toward or liking for policemen, respondents were asked to describe the average policeman in terms of 17 pairs of polar adjectives, e.g., friendly-unfriendly, cruel-kind, good-bad, etc. For most cases, the student's image of the typical policeman was found to be more favorable than unfavorable, although in the majority of cases it was not overwhelmingly so. In only 5 of the 17 instances did 75% or more of all respondents in both surveys choose the favorable indicator of the pair as being characteristic of the average policeman. These were: friendly, intelligent, good, honest, and honorable. To a lesser degree, from 50% to 74%, the average policeman was viewed as being: courteous, cheerful, reasonable, likeable, warmhearted, hardworking, cooperative, dependable, nice and kind. The least favorable response resulted for the "bossy versus easy-going" and "beautiful versus ugly" alternatives.

For 12 pairs of adjectives, a consistently greater percentage of Control respondents chose the favorable descriptor than did respondents from the EPD sector; however, in only eight of the instances was the difference in percentages statistically reliable. When averaged over the two-year period, the EPD sector reflected a poorer attitude than the Control in terms of 4 of the 17 paired traits. Fewer students in the EPD viewed the police as "intelligent," "good," "beautiful," and "honorable." This is contradictory to what would be expected given the fact that a significantly larger number of respondents in the 1973 EPD sample had policemen in their family.

Types of Assistance Given by Police. In this section, interviewees were given a series of 19 situations describing some personal or community problem and were asked whether they thought the police would usually be willing to help. This section was designed to obtain a picture of the student's perception of police actions in areas other than pure law enforcement. In 11 of the situations, the majority of the respondents indicated that they thought the police would be willing to help: 95% believed that the police "would drive a sick person" or "an expectant mother" to the hospital, while 90% felt that they would "settle an argument between two men in the street." At the other extreme, less than 40% of the respondents indicated that they believed the police will usually: "help a family find a place to live after they have been evicted from their apartment"; "try to raise money for a neighborhood youth center"; "help a family find a home for their elderly parents"; "help an unemployed person find a job"; or, "help organize a young people's club when there is none in the neighborhood." There were, however, reliable shifts in these opinions over the two-year interval between surveys: decreases were found in the relative number of students who thought the police would "help a poor family find a welfare agency that will give them clothes for their children," "drive a sick person to the hospital," or "help a poor family find an agency that will give them food"; an increase was found in those who thought the police would "help a married couple end an argument." Regarding differences between EPD and Control sectors, reliably fewer students in EPD indicated they felt the police would "drive a sick person to the hospital," "help a teenager who is high on drugs," or "drive an expectant mother to the hospital."

As a summary question students were asked, "In general, are you satisfied or dissatisfied with the community services that the police provide in your neighborhood?" Approximately 55% of the respondents indicated that they were satisfied, with relatively little difference between the 1971 and 1973 surveys.

Crime in the Neighborhood. When asked if they or anyone in their family had been victims of a crime during the last few months, 26% of the Control and 23% of EPD indicated "Yes" in 1971. This figure rose for both groups in 1973, but was greater for the Control (33%) than for the EPD (27%). The percentage of students who stated that they had reported this crime to the police remained essentially the same in the Control sector (64% - 67%), but decreased for the EPD from 74% to 55%. This,

of course, does not mean that the crime went unreported, only that the student did not make the report. Approximately 60% of all respondents knew of other crimes committed in their neighborhood during the last few months with nearly 70% knowing of at least two or more instances.

Locations of Police Stations. About 85% of the students indicated a preference for having several police stations in a city although this percentage decreased for the EPD from 87% in 1971 to 72% in 1973. In spite of this, only about 36% wanted the police station located on their block. Yet, when asked if they thought their neighborhood would have fewer problems if a police station were located nearby, 61% said "Yes."

Awareness of the EPD Program. In the 1971 survey a reliably larger number of students in the EPD group (44%) had heard of the EPD Program than in the Control (24%). However, by 1973, an increase in the percentage of the Control group who had heard of the program virtually neutralized the difference. About 62% of all the samples indicated that they knew what the program was trying to accomplish, and nearly 90% of those thought it was a good idea.

Discussion

Other than the observation that student attitude toward the police tends to be more favorable than unfavorable, little may be said regarding trends either in overall student attitude from 1971 to 1973, or in differences with respect to the two police sectors studied. Student opinion failed to show any stable pattern of change over the year and a half between surveys. Of the 51 opportunities on the questionnaire to express an opinion of police, only 7 instances of reliable change from 1971 to 1973 were observed, three of these being in the direction of a more favorable attitude and four being in the less favorable direction. Similarly, no pronounced pattern of difference was demonstrated between students in the EPD and Control sectors; although in the few (8 of 51) instances for which there was a reliable difference, all were in the direction of a more favorable student attitude within the Control sector -- and this was in spite of there being significantly more EPD students in 1973 who reported being related to policemen.

In light of these data, perhaps the only conclusion that may be reached with any degree of certainty is that students within the EPD do not hold a more favorable view of police than students outside the district. This is puzzling and certainly unfortunate considering the extensive service and recreational programs undertaken by the EPD in order to reach the youth of the community. It may partially be accounted for in terms of the difference in age of students surveyed, and the age of the youngsters who typically participated in the various EPD youth activities programmed. The majority of these programs served a group that, on the average, was younger than that tapped in the opinion survey. Possibly a fairer assessment of the EPD's impact on attitudes of youth would be in the form of a

survey conducted two or three years hence, when more of the young people who have benefited from EPD programs reach the junior/senior high school age.

As a final point here, the reader should be cautioned against excessive reliance on the student survey data, particularly with respect to comparisons between student attitudes and those of the adult population. This is for two reasons, both pertaining to aspects of survey methodology. The first has to do with the relative lack of control over sampling procedures used within schools. Although general guidelines for selecting student participants were given school administrators, there is no way of verifying within age and grade levels the representativeness of the student sample that was used. Secondly, the fact that questionnaires were group administered, rather than being completed individually in the presence of an interviewer, may very well have had some influence on the results. When among his peers the teenager may tend to respond to a questionnaire of this sort much more in terms of what he thinks the peer group expects of him, rather than in terms of his more privately held beliefs. This is not to imply that adult groups are immune to similar peer influences, but merely to suggest the possibility that a different student view of police, less subject to stereotyping, would have been obtained through individual interviews.

Supporting funds from LEAA are at an end, and, after two and a half years, Louisville's Fifth Police District is now shedding its special classification as an Experimental District. With resumption of more conventional police operations, it is worthwhile to take a summary look at the accomplishments of EPD.

Program Impact

The first year of operation was primarily a formative period for Louisville's Experimental Police District. In addition to the administrative demands of establishing normal law enforcement operations, extra-operational projects were initiated in the form of special training for police officers and varied community relations activities. In experimental/demonstration programs of this sort, attainment of ultimate objectives (e.g., substantially lower crime rate, improved public attitude toward police) often emerges in a gradual fashion with the full impact often being felt well after the initiation of specific program activities. Yet, during the first year of operation, a rather substantial impact was indicated in terms of the crime rate and public attitude toward police. Crime turned down sharply in that sector of the city which had become the Experimental Police District. This, along with evidence of a somewhat better than average citizen attitude toward police in the EPD strongly supported the contention that the program had had a significant and positive impact in its first year.

Efforts during the second year were then turned toward sustaining or heightening the impact of the program. These efforts were generally successful in that crime continued to decline in the Experimental District and citizens tended to retain their favorable attitude toward the police. Results of the second year were perhaps less dramatic than before, principally in the sense that citizen attitudes toward police in the Control sector rose to a point nearly equal that in EPD. However, in the more critical sense of crime reduction, the EPD continued to out perform the Control over the last year and a half.

Short Term Accomplishments

Over the life of the EPD, highly visible efforts were made in implementing action programs both in the areas of training and community relations. Areas for special training were well conceived and involved important aspects of the officer's job (e.g., crisis intervention) which are usually omitted from training programs because they are difficult to manage by conventional training methods. However, this productive beginning will hopefully be viewed as just that -- a beginning -- for there is still room for improvement, particularly in the area of instruc-

tional procedures. If these training programs are expanded for use with all police department trainees, then it is necessary that further developmental work focus on tailoring the training to specific behavioral objectives with performance standards for which the officer can be held accountable.

Action in the area of community relations got off to a good start in 1971 with a variety of exchange media being employed in bringing police and citizens together in constructive activity. The greatest concern here is with the apparent decline in the level of effort over the second year. It appears that intensified involvement of officers (particularly in the sense of a broader base of officer participants) which was hoped for was not realized, and that many of the existing community relations programs were allowed to decline in terms of the emphasis placed on them by the EPD. On the other hand, new community programs were initiated during the second year, and the difficult question arises as to how extra-duty hours may best be spent in fostering improved community relations. What is the best allocation of manpower resources between adult, teenage and children's programs? This question is not easily answered. Relatively more attention has been given to youth than adult community activities, and, with an eye to the future, this is probably justified. Yet, in light of student attitudes toward the police, perhaps the relative balance of effort within the range of youth programs should be shifted to some degree away from younger children and toward the teenage population. Such a shift in emphasis would preserve attempts by police to reach citizens in their formative years, but would also enable potential benefits to accrue in the area of immediate impact on crime control much as with adult programs.

Relatively less progress was made in accomplishing planned innovations in techniques of police operations. Team policing, a central concept to the Experimental Program, failed to get underway. However, the use of motor scooter patrols and mobile satellite stations in an effort to expand the visibility and availability of police was implemented and apparently well received in the community. Formation and deployment of a special felony squad represented the most successful innovation in police procedure that was attempted.

Program Efficiency

A final word is called for regarding utilization of EPD resources. The evaluation of any social action program eventually reduces to determining whether benefits that have accrued to the target group warrant the cost in manpower and facilities. Although this can seldom be calculated in strictly quantitative terms, indicators of cost-effective operation often exist and should be mentioned.

Grant funds provided by LEAA to augment normal city funding of the District have been used for both special equipment and personnel expenses. Ideally, a breakdown of these expenditures should be correlated with the

quality of program elements, and this outcome then compared to overall accomplishment in crime control. Unfortunately, such a comprehensive analysis is beyond the scope of this evaluation. It would be difficult, though not impossible, to estimate the dollar savings to the community represented by that extra measure of crime reduction apparently realized by the EPD Program. If this were done it is expected that EPD costs would clearly be vindicated.

Future Considerations

Now that the experimental program is at an end, the Louisville Police Department has established a new unit in its headquarters. The mission of this unit is to incorporate department-wide the successful techniques and innovations begun in the Experimental District. Whether this can be done successfully in the absence of supplemental funding, such as that provided by LEAA in support of the EPD, will depend on one overriding factor -- that of command emphasis within the Department. If the accomplishments of the EPD are to be sustained and expanded throughout the city with the same degree of success, department leaders will have to give their full support to the innovative aspects of the program. In generalizing the principles of EPD to the city at large, there must be a renewed emphasis on those special features of the EPD that justified its classification as an _experimental_ program. The emphasis must come from the top and be passed down through the chain of command with sufficient enthusiasm to instill every officer with a renewed sense of purpose and commitment.

APPENDIX A

RESPONSES TO QUESTIONS ON THE CITIZEN OPINION SURVEY

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Background Characteristics							
How long have you lived at this address?	2 yrs	40 (18)	51 (21)	**	74 (31)	68 (30)	
	2-4 yrs	57 (26)	53 (22)		42 (18)	47 (20)	
	5-7 yrs	19 (09)	42 (18)		39 (16)	33 (14)	
	8 yrs	104 (47)	94 (39)		83 (35)	83 (36)	
		220	240		238	231	
When were you born? (Age in years)	13-18	19 (08)	29 (12)		35 (13)	4 (01)	**
	19-30	96 (40)	78 (32)		106 (40)	106 (46)	
	31-50	56 (24)	53 (22)		64 (24)	66 (29)	
	50-	66 (28)	81 (34)		61 (23)	55 (24)	
		237	241		266	231	
Are you single, married, divorced or separated?	single/widowed	65 (27)	87 (36)		91 (38)	94 (40)	
	married	147 (62)	130 (54)		134 (56)	113 (48)	
	divorced	18 (08)	18 (08)		12 (05)	21 (09)	
	separated	7 (03)	4 (02)		4 (01)	8 (03)	
		237	239		241	236	

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*The total number responding in each sample was sometimes less than the total expected because some interviewees either didn't know or didn't wish to answer.

**Chi Square tests were run on the difference in distribution of responses to each question between EPD and Control. A double asterisk indicates that the two groups differed reliably (the probability of chance occurrence being less than .05) in their response to a question.

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Background Characteristics (Cont'd)							
Do you have any children?	Yes	151 (78)	130 (76)		143 (60)	146 (63)	
	No	43 (22)	40 (24)		94 (40)	84 (37)	
		194	170		237	230	
Do you currently have a job?	Yes	113 (47)	90 (38)	**	114 (47)	111 (47)	
	No	126 (53)	149 (62)		126 (53)	126 (53)	
		239	239		240	237	
Do you work part-time or full-time?	part-time	21 (19)	23 (26)		39 (33)	20 (18)	**
	full-time	90 (81)	65 (74)		79 (67)	93 (82)	
		111	88		118	113	
What type of work do you do?	professional	31 (29)	23 (25)		33 (29)	26 (24)	
	clerical/sales	15 (14)	14 (15)		31 (27)	21 (19)	
	crafts/foreman	17 (16)	17 (19)		12 (10)	18 (17)	
	service	9 (08)	5 (06)		23 (20)	11 (10)	
	laborer	35 (33)	30 (33)		16 (14)	32 (30)	
	housewife	0 (00)	2 (00)		0 (00)	0 (00)	
		107	91		115	108	
Does your wife (husband) currently have a job?	Yes	88 (56)	71 (57)		79 (58)	73 (54)	
	No	69 (44)	53 (43)		58 (42)	61 (46)	
		157	124		137	134	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Background Characteristics (Cont'd)							
Does your wife (husband) work part-time or full-time?	part-time	10 (11)	4 (06)		10 (12)	12 (16)	
	full-time	79 (89)	60 (94)		74 (88)	62 (84)	
		89	64		84	74	
What is the highest grade that you finished in school?	elementary	7 (03)	7 (03)	**	19 (08)	31 (13)	
	junior high	39 (16)	67 (28)		45 (19)	50 (21)	
	high school	122 (52)	108 (46)		101 (42)	93 (39)	
	college	49 (21)	41 (17)		61 (25)	44 (19)	
	grad. school	15 (06)	5 (02)		5 (02)	8 (03)	
	trade school	4 (02)	7 (03)		11 (04)	11 (05)	
		236	235		242	237	
Are there any policemen in your family or your wife's (husband's)?	Yes	32 (13)	34 (14)		40 (17)	19 (08)	**
	No	208 (87)	204 (86)		200 (83)	217 (92)	
		240	238		240	236	
Do you have any personal friends who are policemen?	Yes	67 (29)	72 (30)		73 (30)	60 (25)	
	No	162 (71)	165 (70)		167 (70)	176 (75)	
		229	237		240	236	
Have you or any members of your immediate family ever been in trouble with the law?	Yes	40 (17)	46 (20)		60 (25)	54 (23)	
	No	200 (83)	188 (80)		180 (75)	182 (77)	
		240	234		240	236	

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Police Protection

Question	Response Category	Control	EPD	Diff	Control	EPD	Diff
In your opinion, is the police protection in this neighborhood better, the same, or worse than it is in the rest of Louisville?	better	50 (21)	49 (22)	**	47 (20)	41 (17)	
	same	135 (57)	153 (67)		159 (67)	173 (73)	
	worse	52 (22)	25 (11)		30 (13)	23 (10)	
		237	227		236	237	
Do you think that the police protection given to Blacks is better, the same, or worse than the protection given to Whites?	better	30 (13)	35 (16)		33 (15)	38 (16)	
	same	137 (58)	140 (64)		158 (69)	154 (65)	
	worse	67 (29)	45 (20)		37 (16)	44 (19)	
		234	220		228	236	
Do you think that the police protection given to poor people is better, the same, or worse than the protection given to rich people?	better	10 (04)	21 (09)		9 (04)	5 (02)	
	same	137 (58)	132 (58)		153 (69)	169 (73)	
	worse	89 (38)	75 (33)		61 (27)	57 (25)	
		236	228		223	231	
Do you think that the police protection given to longhairs and others who look different is better, the same, or worse than the protection given to normal looking people?	better	5 (02)	5 (02)		13 (06)	4 (02)	
	same	133 (56)	129 (61)		143 (63)	159 (67)	
	worse	99 (42)	79 (37)		72 (31)	73 (31)	
		237	213		228	236	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Police Protection (Cont'd)

Question	Response Category	Control	EPD	Diff	Control	EPD	Diff
Do you think that the police protection given to young people and teenagers is better, the same, or worse than the protection given to adults?	better	27 (11)	31 (14)		27 (12)	13 (06)	**
	same	137 (58)	134 (62)		159 (69)	187 (79)	
	worse	74 (31)	53 (24)		45 (19)	36 (15)	
		238	218		231	236	

Treatment by Police

Question	Response Category	Control	EPD	Diff	Control	EPD	Diff
In your opinion, do the police treat the people in this neighborhood better, the same, or worse than they treat the other people in Louisville?	better	29 (12)	26 (12)	**	22 (10)	19 (08)	
	same	166 (71)	181 (80)		197 (86)	202 (86)	
	worse	39 (17)	19 (08)		10 (04)	15 (06)	
		234	226		229	236	
Do you think that the police treat Blacks better, the same, or worse than they treat White people?	better	24 (10)	27 (12)		24 (11)	31 (13)	
	same	136 (58)	142 (65)		132 (59)	155 (66)	
	worse	75 (32)	49 (23)		67 (30)	49 (21)	
		235	218		223	235	
Do you think that the police treat poor people better, the same, or worse than they treat rich people?	better	9 (04)	10 (04)		8 (04)	7 (03)	**
	same	134 (57)	144 (64)		146 (65)	178 (76)	
	worse	92 (39)	73 (32)		70 (31)	49 (21)	
		235	227		224	234	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971			1973		
		Number* and (%) Control	EPD Response	Difference**	Number* and (%) Control	EPD Response	Difference**
Treatment by Police (Cont'd)							
Do you think that the police treat long-hairs and other people who look different better, the same, or worse than they treat people who look normal?	better	1 (01)	2 (01)		6 (03)	4 (02)	
	same	126 (53)	133 (59)		138 (60)	153 (67)	
	worse	108 (46)	92 (40)		84 (37)	72 (31)	
		235	227		228	229	
Do you think that the police treat young people and teenagers better, the same, or worse than they treat adults?	better	16 (07)	19 (08)		22 (09)	10 (04)	
	same	134 (57)	147 (65)		167 (72)	174 (78)	
	worse	84 (36)	60 (27)		44 (19)	40 (18)	
		234	226		233	224	
Motives for Becoming Policemen							
Do you think that some men become policemen so that they can get bribes and payoffs?	Yes	90 (38)	88 (39)		53 (23)	69 (29)	
	No	148 (62)	139 (61)		181 (77)	167 (71)	
		238	227		234	236	
Do you think some men become policemen because they can't do any other kind of work?	Yes	51 (22)	43 (18)		57 (24)	41 (18)	
	No	186 (78)	192 (82)		180 (76)	189 (82)	
		237	235		237	230	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971			1973		
		Number* and (%) Control	EPD Response	Difference**	Number* and (%) Control	EPD Response	Difference**
Motives for Becoming Policemen (Cont'd)							
Do you think that some men become policemen because they want to have power over others?	Yes	143 (60)	142 (60)		125 (53)	141 (61)	
	No	95 (40)	93 (40)		109 (47)	91 (39)	
		238	235		234	232	
Do you think that some men become policemen because they want to help people who are in trouble?	Yes	196 (82)	217 (92)	**	210 (91)	214 (93)	
	No	43 (18)	20 (08)		21 (09)	17 (07)	
		239	237		231	231	
Traits of the Average Policeman							
Do you think that the average policeman is:							
friendly or unfriendly?	friendly	196 (82)	209 (92)	**	195 (82)	183 (79)	
	unfriendly	42 (18)	17 (08)		42 (18)	48 (21)	
		238	226		237	231	
stupid or intelligent?	intelligent	188 (79)	206 (89)	**	206 (88)	209 (89)	
	stupid	49 (21)	26 (11)		29 (12)	26 (11)	
		237	232		235	235	
courteous or rude?	courteous	182 (77)	198 (84)		189 (83)	192 (83)	
	rude	55 (23)	38 (16)		39 (17)	38 (17)	
		237	236		228	230	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	Number* and (%) 1971 Response Control	EPD	Difference**	Number* and (%) 1973 Response Control	EPD	Difference**
Traits of the Average Policeman (Cont'd)							
bossy or easy-going?	easy-going	110 (47)	116 (52)		119 (52)	135 (58)	
	bossy	124 (53)	105 (48)		110 (48)	97 (42)	
		234	221		229	232	
good or bad?	good	194 (82)	210 (91)	**	213 (93)	199 (87)	**
	bad	42 (18)	22 (09)		17 (07)	30 (13)	
		236	232		230	229	
angry or cheerful	cheerful	155 (67)	167 (74)		170 (73)	174 (75)	
	angry	77 (33)	58 (26)		62 (27)	59 (25)	
		232	225		232	233	
beautiful or ugly?	beautiful	155 (73)	148 (74)		152 (71)	159 (72)	
	ugly	57 (27)	53 (26)		61 (29)	61 (28)	
		212	201		213	220	
dishonest or honest?	honest	180 (76)	195 (85)	**	205 (88)	198 (86)	
	dishonest	57 (24)	35 (15)		29 (12)	32 (14)	
		237	230		234	230	
reasonable or unreasonable?	reasonable	175 (74)	191 (82)	**	187 (80)	187 (79)	
	unreasonable	63 (26)	42 (18)		48 (20)	49 (21)	
		238	233		235	236	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	Number* and (%) 1971 Response Control	EPD	Difference**	Number* and (%) 1973 Response Control	EPD	Difference**
Traits of the Average Policeman (Cont'd)							
cruel or kind?	kind	186 (78)	202 (87)	**	197 (84)	188 (84)	
	cruel	52 (22)	29 (13)		37 (16)	35 (16)	
		238	231		234	223	
likeable or hateful?	likeable	175 (74)	196 (84)	**	179 (77)	190 (81)	
	hateful	61 (26)	38 (16)		53 (23)	45 (19)	
		236	234		232	235	
dishonorable or honorable?	honorable	188 (79)	201 (86)		207 (89)	207 (88)	
	dishonorable	49 (21)	33 (14)		26 (11)	27 (12)	
		237	234		233	234	
warmhearted or coldhearted?	warmhearted	147 (63)	156 (68)		152 (67)	172 (74)	
	coldhearted	87 (37)	72 (32)		75 (33)	62 (26)	
		234	228		227	234	
lazy or hardworking?	hardworking	163 (69)	173 (76)		168 (72)	191 (81)	
	lazy	72 (31)	56 (24)		64 (28)	45 (19)	
		235	229		232	236	
cooperative or stubborn?	cooperative	164 (69)	174 (75)		172 (73)	173 (73)	
	stubborn	73 (31)	58 (25)		63 (27)	65 (27)	
		237	232		235	238	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	Number* and (%) 1971 Response Control	EPD	Difference**	Number* and (%) 1973 Response Control	EPD	Difference**
Traits of the Average Policeman (Cont'd)							
undependable or dependable?	dependable undependable	181 (76) $\underline{58}$ (24) 239	185 (79) $\underline{50}$ (21) 235		193 (85) $\underline{34}$ (15) 227	208 (88) $\underline{28}$ (12) 236	
nice or mean?	nice mean	182 (77) $\underline{55}$ (23) 237	195 (84) $\underline{38}$ (16) 233		185 (80) $\underline{45}$ (20) 230	194 (83) $\underline{41}$ (17) 235	
Types of Help Given by Police							
Do you think the police will <u>usually</u> be willing to:							
help a married couple end an argument?	Yes No	112 (47) $\underline{125}$ (53) 237	126 (54) $\underline{109}$ (46) 235		116 (50) $\underline{116}$ (50) 232	162 (69) $\underline{73}$ (31) 235	**
help a poor family find a welfare agency that will give them food?	Yes No	155 (65) $\underline{83}$ (35) 238	171 (73) $\underline{63}$ (27) 234		150 (64) $\underline{86}$ (36) 236	163 (70) $\underline{71}$ (30) 234	
drive a sick person to the hospital?	Yes No	203 (86) $\underline{33}$ (14) 236	225 (96) $\underline{10}$ (04) 235	**	214 (91) $\underline{21}$ (09) 235	224 (96) $\underline{9}$ (04) 233	**

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	Number* and (%) 1971 Response Control	EPD	Difference**	Number* and (%) 1973 Response Control	EPD	Difference**
Types of Help Given by Police (Cont'd)							
help a family find a place to live after they have been evicted from their apartment?	Yes No	92 (39) $\underline{143}$ (61) 235	121 (52) $\underline{111}$ (48) 232	**	94 (41) $\underline{138}$ (59) 232	108 (45) $\underline{131}$ (55) 239	
stop an argument between two men in the street?	Yes No	191 (80) $\underline{47}$ (20) 238	213 (91) $\underline{21}$ (09) 234	**	218 (94) $\underline{13}$ (06) 231	221 (94) $\underline{14}$ (06) 235	
help a drunk?	Yes No	173 (73) $\underline{64}$ (27) 237	187 (80) $\underline{46}$ (20) 233		172 (73) $\underline{63}$ (27) 235	180 (79) $\underline{48}$ (21) 228	
help a teenager who is high on drugs?	Yes No	176 (75) $\underline{60}$ (25) 236	195 (83) $\underline{40}$ (17) 235	**	171 (72) $\underline{66}$ (28) 237	190 (81) $\underline{46}$ (19) 236	**
help a teenager who is hooked on drugs find an agency that can help him overcome his addiction?	Yes No	167 (70) $\underline{71}$ (30) 238	191 (81) $\underline{46}$ (19) 237	**	177 (74) $\underline{61}$ (26) 238	167 (72) $\underline{64}$ (28) 231	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Types of Help Given by Police (Cont'd)

Question	Response Category	Control	EPD	Difference**	Control	EPD	Difference**
try to raise money for a Neighborhood Youth Center?	Yes No	130 (55) 106 (45) 236	160 (69) 71 (31) 231	**	134 (57) 100 (43) 234	158 (67) 77 (33) 235	**
help a family find a home for their elderly parents?	Yes No	73 (31) 163 (69) 236	109 (47) 123 (53) 232	**	76 (33) 156 (67) 232	97 (41) 138 (59) 235	
act as a substitute father or big brother for a boy who has no father at home?	Yes No	126 (53) 112 (47) 238	158 (68) 74 (32) 232	**	119 (51) 113 (49) 232	157 (67) 78 (33) 235	**
help an unemployed person find a job?	Yes No	72 (30) 166 (70) 238	87 (38) 143 (62) 230		80 (34) 154 (66) 234	82 (35) 153 (65) 235	
help organize a community group that will try to improve the neighborhood?	Yes No	126 (53) 111 (47) 237	161 (68) 77 (32) 238	**	133 (57) 100 (43) 233	150 (64) 86 (36) 236	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Types of Help Given by Police (Cont'd)

Question	Response Category	Control	EPD	Difference**	Control	EPD	Difference**
help prevent young people from becoming delinquents by listening to their problems and giving them advice?	Yes No	154 (65) 82 (35) 236	169 (71) 69 (29) 238		149 (63) 88 (37) 237	162 (70) 70 (30) 232	
drive a pregnant mother to the hospital when the baby is due?	Yes No	205 (86) 33 (14) 238	232 (98) 4 (02) 236	**	231 (97) 6 (03) 237	227 (97) 8 (03) 235	
help a poor family find an agency that will give them clothes for their children?	Yes No	138 (58) 99 (42) 237	165 (70) 70 (30) 235	**	127 (54) 110 (46) 237	137 (59) 97 (41) 234	
help young people find a club to join where they can enjoy themselves and stay out of trouble?	Yes No	136 (57) 102 (43) 238	165 (71) 69 (29) 234	**	130 (55) 106 (45) 236	156 (66) 79 (34) 235	**
help organize a young people's club when there is none in the neighborhood?	Yes No	108 (46) 129 (54) 237	144 (62) 90 (38) 234	**	131 (55) 109 (45) 240	143 (61) 93 (39) 236	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Types of Help Given by Police (Cont'd)							
help an alcoholic find an agency that can help him, such as Alcoholics Anonymous?	Yes No	145 (61) 92 (39) ‾‾‾ 237	169 (72) 67 (28) ‾‾‾ 236	**	158 (68) 76 (32) ‾‾‾ 234	164 (69) 72 (31) ‾‾‾ 236	
In general, are you satisfied or dissatisfied with the community services that the police provide in your neighborhood?	satisfied dissatisfied	162 (69) 74 (31) ‾‾‾ 236	188 (80) 47 (20) ‾‾‾ 235	**	172 (72) 67 (28) ‾‾‾ 239	189 (81) 44 (19) ‾‾‾ 233	**
Crime in the Neighborhood							
Have you or your family been victims of a crime during the last few months?	Yes No	31 (13) 207 (87) ‾‾‾ 238	21 (09) 217 (91) ‾‾‾ 238		27 (11) 208 (89) ‾‾‾ 235	27 (12) 202 (88) ‾‾‾ 229	
Did you report this crime to the police?	Yes No	28 (88) 4 (12) ‾‾ 32	17 (77) 5 (23) ‾‾ 22		17 (63) 10 (37) ‾‾ 27	20 (87) 3 (13) ‾‾ 23	

Responses to Questions on the Citizen Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Crime in the Neighborhood (Cont'd)							
Do you know of any crimes that were committed in your neighborhood during the last few months?	Yes No	80 (34) 158 (66) ‾‾‾ 238	73 (31) 165 (69) ‾‾‾ 238		74 (33) 150 (67) ‾‾‾ 224	70 (32) 146 (68) ‾‾‾ 216	
How many?	one two three four +	43 (57) 12 (16) 7 (09) 14 (18) ‾‾ 76	40 (55) 18 (25) 7 (10) 7 (10) ‾‾ 72		44 (61) 16 (22) 2 (03) 10 (14) ‾‾ 72	38 (54) 14 (20) 8 (12) 10 (14) ‾‾ 70	
Locations of Police Stations							
Do you think it is better to have one or several police stations in a city?	one several	19 (14) 118 (86) ‾‾‾ 137	16 (07) 219 (93) ‾‾‾ 235	**	9 (04) 227 (96) ‾‾‾ 236	29 (12) 204 (88) ‾‾‾ 233	**
If police stations were located at several places in the city, would you like one located on your block?	Yes No	128 (54) 108 (46) ‾‾‾ 236	144 (61) 91 (39) ‾‾‾ 235		137 (58) 99 (42) ‾‾‾ 236	132 (56) 102 (44) ‾‾‾ 234	

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Locations of Police Stations (Cont'd)

Question	Response Category	Control	EPD	Difference**	Control	EPD	Difference**
Do you think your neighborhood would have fewer problems if a police station was located within a few blocks from here?	Yes	151 (64)	155 (67)		182 (78)	168 (71)	
	No	86 (36)	78 (33)		52 (22)	67 (29)	
		237	233		234	235	
Have you heard of the Model Police District Program?	Yes	115 (48)	118 (50)		123 (51)	129 (55)	
	No	124 (52)	120 (50)		117 (49)	106 (45)	
		239	238		240	235	
Do you know what the Model Police District Program is trying to accomplish?	Yes	60 (48)	57 (46)		81 (67)	89 (66)	
	No	66 (52)	68 (54)		40 (33)	45 (34)	
		126	125		121	134	
Do you think the Model Police District Program is a good or a bad idea?	good	78 (99)	82 (95)		97 (97)	112 (99)	
	bad	1 (01)	4 (05)		3 (03)	1 (01)	
		79	86		100	113	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**
Background Characteristics							
What grade are you in now?	7	60 (20)	48 (15)		42 (17)	46 (17)	
	8	38 (13)	47 (15)		34 (14)	40 (15)	**
	9	63 (21)	51 (16)		43 (18)	41 (15)	
	10	41 (14)	39 (12)		30 (12)	52 (19)	
	11	41 (14)	63 (20)		66 (27)	40 (15)	
	12	52 (18)	70 (22)		28 (11)	51 (19)	
		295	318		243	270	
What is your age?	12 or less	49 (16)	40 (13)		28 (11)	15 (06)	
	13	38 (13)	43 (14)	**	26 (11)	40 (15)	
	14	54 (18)	49 (15)		52 (21)	41 (15)	
	15	46 (16)	46 (15)		34 (14)	38 (14)	
	16	51 (17)	61 (19)		34 (14)	52 (20)	
	17	47 (16)	66 (21)		38 (16)	47 (18)	
	18	10 (03)	12 (04)		24 (10)	23 (09)	
	19 or more	1 (01)	0 (00)		8 (03)	8 (03)	
		296	317		244	264	

*The total number responding in each sample was sometimes less than the total expected because some students either didn't know or didn't wish to answer.

**Chi Square tests were run on the difference in distribution of responses to each question between EPD and Control. A double asterisk indicates that the two groups differed reliably (the probability of chance occurrence being less than .05) in their response to a question.

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
How long have you lived at your present address?	2 yrs or less	53 (18)	57 (18)		53 (22)	59 (22)	
	2-4 yrs	59 (20)	72 (23)		41 (17)	47 (17)	
	5-7 yrs	61 (21)	71 (22)		39 (16)	59 (22)	
	8 yrs or more	118 (41)	116 (37)		109 (45)	109 (40)	
		291	310		242	274	
Are there any policemen in your family?	Yes	33 (12)	27 (09)		28 (13)	71 (26)	**
	No	251 (88)	274 (91)		184 (87)	205 (74)	
		284	301		212	276	
Do you have any personal friends who are policemen?	Yes	90 (31)	79 (25)		80 (33)	87 (34)	
	No	197 (69)	232 (75)		159 (67)	171 (66)	
		287	311		239	258	
Have you or any members of your immediate family ever been in trouble with the law?	Yes	114 (39)	137 (44)		95 (40)	109 (41)	
	No	175 (61)	171 (56)		143 (60)	158 (59)	
		289	308		238	267	

Police Protection

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
In your opinion, is the police protection in this neighborhood better, the same, or worse than it is in the rest of Louisville?	better	70 (24)	66 (21)		46 (20)	61 (23)	
	same	167 (57)	190 (62)		151 (65)	147 (56)	
	worse	56 (19)	53 (17)		36 (15)	54 (21)	
		293	309		233	262	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Police Protection (Cont'd)							
Do you think that the police protection given to Blacks is better, the same, or worse than the protection given to Whites?	better	37 (13)	19 (06)	**	26 (11)	24 (09)	
	same	132 (45)	124 (41)		133 (56)	142 (54)	
	worse	124 (42)	157 (53)		78 (33)	98 (37)	
		293	300		237	264	
Do you think that the police protection given to poor people is better, the same, or worse than the protection given to rich people?	better	32 (11)	20 (07)		29 (12)	25 (09)	
	same	122 (42)	129 (42)		99 (41)	106 (40)	
	worse	137 (47)	155 (51)		111 (47)	137 (51)	
		291	304		239	268	
Do you think that the police protection given to longhairs and others who look different is better, the same, or worse than the protection given to normal looking people?	better	11 (04)	12 (04)		5 (02)	9 (03)	
	same	112 (38)	123 (40)		96 (40)	114 (43)	
	worse	170 (58)	169 (56)		137 (58)	142 (54)	
		294	304		238	265	
Do you think that the police protection given to young people and teenagers is better, the same, or worse than the protection given to adults?	better	28 (10)	26 (08)		25 (10)	32 (12)	
	same	143 (49)	161 (52)		122 (51)	128 (49)	
	worse	118 (41)	121 (40)		95 (39)	100 (38)	
		299	308		242	260	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Treatment by Police							
In your opinion, do the police treat the people in this neighborhood better, the same, or worse than they treat the other people in Louisville?	better same worse	46 (16) 198 (71) 38 (13) 282	52 (16) 217 (69) 48 (15) 317		34 (14) 171 (73) 30 (13) 235	34 (13) 193 (74) 34 (13) 261	
Do you think that the police treat Blacks better, the same, or worse then they treat White people?	better same worse	25 (09) 111 (39) 148 (52) 284	12 (04) 105 (34) 187 (62) 304	**	26 (11) 106 (45) 103 (44) 235	25 (09) 125 (48) 113 (43) 263	
Do you think that the police treat poor people better, the same, or worse than they treat rich people?	better same worse	15 (05) 127 (46) 139 (49) 281	21 (07) 137 (45) 144 (48) 302		21 (09) 101 (44) 110 (47) 232	17 (07) 122 (47) 119 (46) 258	
Do you think that the police treat long-hairs and other people who look different better, the same, or worse than they treat people who look normal?	better same worse	6 (02) 105 (37) 170 (61) 281	11 (03) 107 (36) 183 (61) 301		3 (01) 80 (35) 145 (64) 228	6 (02) 100 (40) 146 (58) 252	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Treatment by Police (Cont'd)							
Do you think that the police treat young people and teenagers better, the same, or worse than they treat adults?	better same worse	21 (07) 128 (46) 131 (47) 280	7 (02) 152 (50) 147 (48) 306	**	23 (10) 109 (47) 98 (43) 230	23 (09) 109 (43) 122 (48) 254	
Motives for Becoming Policemen							
Do you think that some men become policemen so that they can get bribes and payoffs?	Yes No	118 (41) 171 (59) 289	117 (38) 191 (62) 308		83 (35) 152 (65) 235	115 (44) 147 (56) 262	
Do you think some men become policemen because they can't do any other kind of work?	Yes No	94 (32) 196 (68) 290	107 (35) 203 (65) 310		79 (33) 159 (67) 238	102 (39) 160 (61) 262	
Do you think that some men become policemen because they want to have power over others?	Yes No	217 (75) 71 (25) 288	226 (72) 86 (28) 312		192 (81) 45 (19) 237	205 (77) 62 (23) 267	
Do you think that some men become policemen because they want to help people who are in trouble?	Yes No	251 (87) 37 (13) 288	285 (91) 28 (09) 313		189 (90) 22 (10) 211	209 (82) 46 (18) 255	**

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Traits of the Average Policeman

Do you think that the _average_ policeman is:

Question	Response Category	Control	EPD	Difference**	Control	EPD	Difference**
friendly or unfriendly?	friendly	218 (79)	229 (75)		178 (76)	181 (71)	
	unfriendly	58 (21)	75 (25)		55 (24)	75 (29)	
		276	304		233	256	
stupid or intelligent?	intelligent	233 (88)	252 (88)		198 (88)	189 (78)	**
	stupid	31 (12)	36 (12)		28 (12)	52 (22)	
		264	288		226	241	
courteous or rude?	courteous	176 (64)	193 (68)		163 (70)	144 (59)	**
	rude	98 (36)	91 (32)		71 (34)	99 (41)	
		274	284		234	243	
bossy or easy-going?	easy-going	112 (41)	99 (34)		88 (38)	99 (39)	
	bossy	164 (59)	192 (66)		142 (62)	157 (61)	
		276	291		230	256	
good or bad?	good	213 (80)	226 (76)		192 (85)	172 (73)	**
	bad	52 (20)	70 (24)		34 (15)	65 (27)	
		265	296		226	237	
angry or cheerful?	cheerful	151 (57)	164 (58)		127 (56)	120 (51)	
	angry	115 (43)	118 (42)		100 (44)	117 (49)	
		266	282		227	237	
beautiful or ugly?	beautiful	125 (51)	105 (42)		106 (52)	97 (44)	
	ugly	122 (49)	144 (58)		98 (48)	122 (56)	
		247	249		204	219	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Traits of the Average Policeman (Cont'd)

Question	Response Category	Control	EPD	Difference**	Control	EPD	Difference**
dishonest or honest?	honest	213 (79)	218 (76)		181 (80)	173 (75)	
	dishonest	56 (21)	69 (24)		45 (20)	58 (25)	
		269	287		226	231	
reasonable or unreasonable?	reasonable	177 (65)	203 (70)		147 (70)	147 (62)	**
	unreasonable	94 (35)	88 (30)		62 (30)	92 (38)	
		271	291		209	239	
cruel or kind?	kind	189 (72)	211 (72)		172 (77)	158 (68)	**
	cruel	73 (28)	81 (28)		52 (23)	76 (32)	
		262	292		224	234	
likeable or hateful?	likeable	183 (69)	195 (70)		171 (73)	230 (73)	
	hateful	81 (31)	84 (30)		64 (27)	85 (27)	
		264	279		235	315	
dishonorable or honorable	honorable	222 (83)	208 (75)	**	179 (81)	164 (70)	**
	dishonorable	45 (17)	69 (25)		43 (19)	70 (30)	
		267	277		222	234	
warmhearted or coldhearted	warmhearted	129 (50)	141 (50)		136 (58)	116 (49)	
	coldhearted	130 (50)	139 (50)		98 (42)	120 (51)	
		259	280		234	236	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Traits of the Average Policeman (Cont'd)

Question	Response Category	Control	EPD	Diff	Control	EPD	Diff
lazy or hardworking?	hardworking	180 (66)	183 (65)		152 (66)	142 (60)	
	lazy	92 (34)	99 (35)		80 (34)	94 (40)	
		272	282		232	236	
cooperative or stubborn?	cooperative	169 (63)	167 (59)		129 (57)	137 (55)	
	stubborn	98 (37)	117 (41)		98 (43)	110 (45)	
		267	284		227	247	
undependable or dependable	dependable	189 (72)	199 (69)		146 (67)	290 (77)	**
	undependable	75 (28)	91 (31)		73 (33)	87 (23)	
		264	290		219	377	
nice or mean?	nice	177 (67)	175 (61)		154 (67)	151 (62)	
	mean	86 (33)	111 (39)		75 (33)	94 (38)	
		263	286		229	245	

Types of Help Given by Police

Do you think the police will usually be willing to:

Question	Response Category	Control	EPD	Diff	Control	EPD	Diff
help a married couple end an argument?	Yes	110 (38)	114 (37)		102 (44)	117 (45)	
	No	178 (62)	194 (63)		132 (56)	144 (55)	
		288	308		234	261	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Types of Help Given by Police (Cont'd)

Question	Response Category	Control	EPD	Diff	Control	EPD	Diff
help a poor family find a welfare agency that will give them food?	Yes	161 (56)	186 (61)		123 (53)	137 (52)	
	No	127 (44)	120 (39)		109 (47)	128 (48)	
		288	306		232	265	
drive a sick person to the hospital?	Yes	283 (97)	299 (95)		220 (95)	251 (86)	**
	No	8 (03)	15 (05)		12 (05)	42 (14)	
		291	314		232	293	
help a family find a place to live after they have been evicted from their apartment?	Yes	92 (32)	117 (38)		70 (33)	75 (29)	
	No	193 (68)	188 (62)		145 (67)	187 (71)	
		285	305		215	262	
stop an argument between two men in the street?	Yes	260 (91)	289 (92)		192 (90)	229 (87)	
	No	26 (09)	24 (08)		21 (10)	34 (13)	
		286	313		213	263	
help a drunk?	Yes	179 (62)	189 (61)		139 (59)	155 (59)	
	No	110 (38)	121 (39)		98 (41)	106 (41)	
		289	310		237	261	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Types of Help Given by Police (Cont'd)

help a teenager who is high on drugs?	Yes	196 (67)	193 (62)		155 (67)	150 (57)	**
	No	95 (33)	116 (38)		75 (33)	111 (43)	
		291	309		230	261	
help a teenager who is hooked on drugs find an agency that can help him overcome his addiction?	Yes	197 (67)	194 (63)		127 (60)	165 (64)	
	No	95 (33)	116 (37)		84 (40)	92 (36)	
		292	310		211	257	
try to raise money for a Neighborhood Youth Center?	Yes	102 (36)	129 (42)		77 (35)	104 (39)	
	No	184 (64)	176 (58)		146 (65)	160 (61)	
		286	305		223	264	
help a family find a home for their elderly parents?	Yes	74 (26)	95 (31)		61 (29)	72 (28)	
	No	212 (74)	212 (69)		150 (71)	189 (72)	
		286	307		211	261	
act as a substitute father or big brother for a boy who has no father at home?	Yes	104 (38)	130 (43)		107 (50)	103 (39)	**
	No	173 (62)	173 (57)		109 (50)	158 (61)	
		277	303		216	261	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Types of Help Given by Police (Cont'd)

help an unemployed person find a job?	Yes	63 (22)	81 (26)		49 (24)	72 (27)	
	No	220 (78)	226 (74)		158 (76)	190 (73)	
		283	307		207	262	
help organize a community group that will try to improve the neighborhood?	Yes	151 (53)	163 (54)		116 (51)	134 (52)	
	No	135 (47)	141 (46)		110 (49)	123 (48)	
		286	304		226	257	
help prevent young people from becoming delinquents by listening to their problems and giving them advice?	Yes	173 (61)	179 (61)		142 (63)	149 (57)	
	No	111 (39)	113 (39)		84 (37)	112 (43)	
		284	292		226	261	
drive a pregnant mother to the hospital when the baby is due?	Yes	275 (95)	293 (95)		221 (96)	231 (89)	**
	No	15 (05)	17 (05)		9 (04)	30 (11)	
		290	310		230	261	
help a poor family find an agency that will give them clothes for their children?	Yes	168 (59)	160 (53)		115 (50)	129 (49)	
	No	118 (41)	142 (47)		115 (50)	132 (51)	
		286	302		230	261	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Types of Help Given by Police (Cont'd)

Question	Response Category	Control	EPD	Difference**	Control	EPD	Difference**
help young people find a club to join where they can enjoy themselves and stay out of trouble?	Yes No	145 (50) 144 (50) 289	146 (47) 163 (53) 309		107 (49) 110 (51) 217	116 (45) 143 (55) 259	
help organize a young people's club when there is none in the neighborhood?	Yes No	105 (36) 183 (64) 288	117 (40) 177 (60) 294		85 (38) 141 (62) 226	90 (35) 168 (65) 258	
help an alcoholic find an agency that can help him, such as Alcoholics Anonymous?	Yes No	174 (60) 115 (40) 289	194 (61) 124 (39) 318		137 (60) 93 (40) 230	158 (61) 101 (39) 259	
In general, are you satisfied or dissatisfied with the community services that the police provide in your neighborhood?	satisfied dissatisfied	169 (60) 114 (40) 283	167 (54) 141 (46) 308		128 (56) 100 (44) 228	133 (53) 119 (47) 252	

Responses to Questions on the Student Opinion Survey

Question	Response Category	1971 Number* and (%) Response			1973 Number* and (%) Response		
		Control	EPD	Difference**	Control	EPD	Difference**

Crime in the Neighborhood

Question	Response Category	Control	EPD	Difference**	Control	EPD	Difference**
Have you or your family been victims of a crime during the last few months?	Yes No	76 (26) 212 (74) 288	70 (23) 240 (77) 310		75 (33) 149 (67) 224	69 (27) 183 (73) 252	
Did you report this crime to the police?	Yes No	46 (64) 26 (36) 72	50 (74) 18 (26) 68		43 (67) 21 (33) 64	42 (55) 35 (45) 77	
Do you know of any crimes that were committed in your neighborhood during the last few months?	Yes No	160 (59) 111 (41) 271	179 (60) 117 (40) 296		114 (58) 84 (42) 198	144 (57) 107 (43) 251	
How many?	one two three four 5 or more	48 (32) 37 (24) 34 (22) 11 (07) 22 (15) 152	46 (28) 47 (28) 31 (19) 13 (08) 29 (17) 166		49 (44) 25 (22) 21 (19) 2 (02) 15 (13) 112	54 (37) 26 (18) 30 (20) 8 (05) 29 (20) 147	

Locations of Police Stations

Question	Response Category	Control	EPD	Difference**	Control	EPD	Difference**
Do you think it is better to have one or several police stations in a city?	one several	23 (08) 252 (92) 275	38 (13) 263 (87) 301		28 (13) 186 (87) 214	70 (28) 181 (72) 251	**

Question	Response Category	1971 Number* and (%) Response Control	EPD	Difference**	1973 Number* and (%) Response Control	EPD	Difference**
Locations of Police Stations (Cont'd)							
If police stations were located at several places in the city, would you like one located on your block?	Yes	97 (36)	114 (37)		77 (36)	86 (35)	
	No	176 (64)	192 (63)		137 (64)	162 (65)	
		273	306		214	248	
Do you think your neighborhood would have fewer problems if a police station was located within a few blocks from here?	Yes	161 (60)	186 (62)		142 (67)	144 (58)	**
	No	105 (40)	113 (38)		69 (33)	103 (42)	
		266	299		211	247	
Have you heard of the Model Police District Program?	Yes	66 (24)	133 (44)	**	76 (36)	102 (41)	
	No	204 (76)	169 (56)		138 (64)	149 (59)	
		270	302		214	251	
Do you know what the Model Police District Program is trying to accomplish?	Yes	44 (60)	85 (63)		54 (64)	76 (62)	
	No	29 (40)	50 (37)		30 (36)	47 (38)	
		73	135		84	123	
Do you think the Model Police District Program is a good or a bad idea?	good	61 (94)	109 (88)		71 (88)	98 (86)	
	bad	4 (06)	15 (12)		10 (12)	16 (14)	
		65	124		81	114	

END