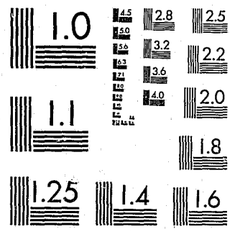

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Analysis Plan for Evaluating the Full Service Neighborhood Team Policing Demonstration Program

by

Peter B. Bloch

THE URBAN INSTITUTE
WASHINGTON, D.C.

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I. INTRODUCTION

The purpose of this analysis plan is to describe LEAA's Full Service Neighborhood Team Policing Demonstration Program and to suggest a way that The Urban Institute may fulfill its responsibilities to evaluate that program.

This plan is prepared for the following reasons:

- o as a working document to assist participants in the demonstration program and in the evaluation to understand how the evaluation is being conducted;
- o in fulfillment of The Urban Institute's contractual obligation to complete a workplan by no later than December 20, 1975;
- o to assist both LEAA and the agencies participating in the demonstration program to make constructive criticisms which may make the evaluation more useful for their purposes and which may improve the overall quality of the evaluation effort;
- o to assist our external advisory group[1] to determine whether we are collecting information which is of use to public officials in jurisdictions that are not part of the demonstration program but which are interested in determining whether to implement all or part of the Full Service Neighborhood Team Policing concept in their city; and
- o to become--after revision of this document and after completing a survey of the data capabilities of participating cities--the basis of a firm consensus among LEAA, the participating cities, the external advisory group and The Urban Institute, concerning the evaluation measures which will be adopted and the approach to be used.

This introductory section of the analysis plan will discuss LEAA's description of this program, the program activities which have occurred both at a national level and, in bare relief, in individual cities, the broad objectives for this program, the purposes for conducting an evaluation, ways of determining the information needs of people for whom this evaluation is designed, and methods for controlling the quality of this evaluation.

1. The external advisory group will consist of individuals with experience as police administrators or with a knowledge of the information needs of public officials responsible for deciding whether full service neighborhood team policing might be adopted in a city.

A. LEAA's Description of the Program

The Full Service Neighborhood Team Policing demonstration program is part of the Office of Technology Transfer's[2] program that

> showcases the most promising criminal justice techniques, so that people can not only read and hear about them, but see them in action, meet the clients and talk with the staff.[3]

The program attempts to demonstrate a project in five or more cities in order to:

- o broaden awareness, increase credibility, encourage investigation and stimulate transfer; and
- o test the project's effectiveness in varied settings and strengthen the model.[4]

This particular demonstration program is designed to "combine the Institute's team policing guidelines with the concept of a full-service police operation" which "re-focuses the self-image and community perception of police from an authoritarian law-enforcer to a broader crisis specialist" and places increased emphasis on the police role in helping "citizens in trouble--victims of crimes, accidents or natural disasters, bereaved relatives, desperate parents of a missing child, irate drivers or confused tourists."[5]

The "team policing guidelines" referred to by LEAA are to be found in Neighborhood Team Policing,[6] a "prescriptive package" sponsored by the Office of Technology Transfer. That package described a system of decentralized administration of police departments, for the purpose of improving police-community relations,

2. The Office of Technology Transfer is part of the National Institute of Law Enforcement and Criminal Justice, a division of the Justice Department's Law Enforcement Assistance Administration.
3. "Technology Transfer: An Overview," LEAA Newsletter, May 1975, Volume 4, number 10, p. 12.
4. Idem.
5. Ibid., p. 14.
6. Peter B. Bloch and David Specht, Neighborhood Team Policing, U.S. Department of Justice, December 1973.

increasing effectiveness in controlling crime and improving the police officer's satisfaction with his job.

In order to assist candidate police departments to prepare grant applications and plan projects, the Office of Technology Transfer developed the following general information and definition of "Full Service Neighborhood Team Policing":

> Any police agency considering implementing a form of "Full Service Neighborhood Team Policing" should review the various literature on the subject, with partitular attention to the publications:
>
> Prescriptive Package: "Neighborhood Team Policing" (Prepared by the United States Department of Justice, Law Enforcement Assistance Administration, Washington, D.C.
>
> "Team Policing: Seven Case Studies" (A publication of the Police Foundation, Washington, D.C.)
>
> Although the actual model adopted by a police agency should fit its particular needs, there are certain criteria that should be present if an agency desires to implement the team concept.
>
> - - - - - - - - - -
>
> A full service orientation refers to a mode of approaching all police functions--law enforcement, helping service and order maintenance--at any level of the organization, from administration to the level of execution. It is guided by principles and techniques derived from human relations, community relations and professional models of working with people. The successful implementation of a full service orientation calls for the modification of an authoritarian/legalistic/military style of police operations. It also implies a shift in the police officer's self concept as the "thin blue line" separating the lawful from the lawless to that of front line crisis specialist--whether that crisis be a crime or a call for a helping service. The full service orientation addresses itself to two sets of needs--those of the community and those of police personnel. By working collaboratively with the former and tapping the resources and giving greater recognition to the latter, the full service orientation is directed toward increasing the ultimate effectiveness of police in fulfilling their crime control mandate.
>
> - - - - - - - - - -

The agency should establish teams of police officers ranging in number from approximately 20 to 40. Each team is commanded by a team leader whose authority and responsibility are clearly understood by those over and under him. In adition, he should have a direct channel of communication with the top administrator in the police agency and it should be used periodically.

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The delivery of police services to the identified neighborhood or geographic area is provided through decentralization of operations, by a regular team of officers with their stability provided by permanent assignment to the area, and the integrity of the area maintained by policy controls prohibiting non-team members from entering the area except for emergencies. The authority and responsibility for providing services extends beyond normal patrol operations and includes varying degrees of investigations, planning, evaluation, resource allocation and training. Each team develops a rational decision making process whereby objectives are set, action plans are developed and implemented, and then the overall activities of the team are evaluated.

Since interaction is the key to the team concept, formal, as well as informal, communication must be established between the team and the community and the social services that are available to the community. Scheduled meetings, "coffee klatches," etc., can help establish interaction. This same interaction should be developed among team members.[7]

These instructions were designed: to assure uniformity in implementing certain key concepts and to permit flexibility so that individual cities might adapt full service neighborhood team policing to particular local needs.

B. Program Activities

Before any program can become a reality, activities must be taken which take program concepts and implement them in the real world. In this demonstration program, there are two principal kinds of implementing activities: those undertaken at the national level, and those undertaken by each participating city. This part

7. Attachment to a memorandum, "Materials to Assist in grant application and project planning," by Louis A. Mayo, Chief, Training and Demonstration Division, Office of Technology Transfer, March 25, 1975.

of the analysis plan discusses these two kinds of implementing activities, as they have been reflected in discussions among The Urban Institute, LEAA, Public Safety Incorporated (a consultant retained by LEAA to assist in implementing this program) and the participating cities and in the program plans filed by the cities.

1. National Program Activities

After its basic work in designing the demonstration program, LEAA's first implementation steps were: (a) to select and hire a firm to provide it and participating cities with technical assistance in implementing the program, (b) to have the firm begin conducting site evaluations of potential participants in the program, (c) to select cities as participants, and (d) to select a firm to evaluate the program.

a. SELECTING A FIRM TO PROVIDE TECHNICAL ASSISTANCE

The firm which was retained to provide technical assistance was Public Safety Incorporated ("PSI"), selected primarily because J.P. Morgan--the firm's president--had been public safety director in St. Petersburg Florida, where he had implemented team policing and had acquired substantial experience with practical problems related to the program.

b. BEGINNING TO SELECT PARTICIPATING CITIES

PSI was given a set of possible participants to visit and to assess for possible inclusion in the program. The set of possible participants had been selected by LEAA's Regional Offices from nominees provided from the state planning agencies of the several states within their region. PSI's principal criterion for screening cities was that the chief be willing to implement a program with the following elements:

- a full service orientation "guided by principles and techniques derived from human relations, community rela tions and professional models of working with people" and modifying "an authoritarian/legalistic/military style of police operations;"

- a performance appraisal system for police officers which rewards effective "full-service" activities;
- teams of approximately 20 to 40 officers and supervisors serving communities of up to 10,000 people;
- a channel of communications between team commanders and the top administrator in the police agency;
- permanent assignment of a team of officers to an identified neighborhood from which non-team members will be excluded except in emergencies;
- team responsibility extending beyond normal patrol operations and including "varying degrees of" investigations, planning, evaluation, resource allocation and training;
- team responsibility for developing a rational decision making process of setting objectives and developing and implementing action plans; and
- both formal and informal interaction between teams and their communities.

In addition, PSI was looking at a variety of factors which might affect the ability of a department to successfully implement this program of organizational change. It also tried to determine the willingness of the chief and the mayor to participate in an orientation program and the willingness of the department to send some of its personnel to other cities should they request an explanation of the demonstration program.

Limitations on Selection Procedure. There are two reasons why the selection procedure may not have assured that all cities will prove able to implement all aspects of the program. First, PSI was constrained by its budget to limit site visits to under four days. This placed some limitation on its ability to establish the rapport which might have been desireable to understand more fully the desires of the principal decision-makers in each of the cities. Second, most of the cities were merely proposing to undertake a planning process which ultimately would result in its implementation of the full service model. Hence, they were not able to predict with certainty the outcome of a process they had not yet even commenced.

LEAA Plans to Assure Minimal Uniformity. The Office of Technology Transfer is aware of the difficulty of assuring that all cities in the program adhere to demonstration program specifications. One technique adopted by that office is to require each city to file more specific implementation plans which it will review for uniformity in meeting basic program criteria.

Inherent Problems in Assuring Even Minimal Uniformity. Given the complex world in which we live, the complex police traditions which may affect implementation of these program concepts, and the difficulty of implementing programs in police agencies, it is far from clear whether agencies chosen for this program can expect to implement all program concepts within the one year implementation period selected for the program. Given the experiences of New York City (implementation achieved in only a few of over 45 teams), Cincinnati (successful implementation fowwowed by difficulties even after an intensive planning period of over six months), St. Petersburg and Detroit (programs discontinued after the departure of the chief responsible for implementing the program), it seems unlikely that each participating department will be successful in implementing the basic concepts. Indeed, looking only at one aspect of the program--use of "a performance appraisal system"--program participants are attempting to implement concepts which have been strived for by many and accomplished by few, if any.

Practical Program Definition. Given the great difficulty of implementing the same concept in several places at the same time, the demonstration program probably should be considered to be primarily a study of the effect on police departments of efforts to try to implement the full service neighborhood team policing approach. The variety of processes attempted or achieved will vary from city to city and will represent important management differences which are an integral part of the demonstration program.

c. AGENCIES SELECTED AS PARTICIPANTS

As a result of the selection process, the following police agencies were selected to participate in the program: Hartford, Connecticut; Elizabeth, New Jersey; Winston-Salem, North Carolina; Boulder, Colorado (including the police agencies of Boulder and of the University of Colorado); Santa Ana, California; and Multnomah County, Oregon. These agencies represent a range of geographic location, population, crime frequency, size of police agency, and demographic characteristics. These characteristics are set forth in Table 1.

As a result of this diversity, it is likely that policing in these cities would be very different, even after they have implemented the Full Service Neighborhood Team Policing Model. That is, the similarity among these agencies might

Table 1
Some Characteristics of Participating Sites and Agencies

Characteristics[a]	Sites and Agencies					
	Hartford	Elizabeth	Winston-Salem	Boulder[b]	Santa Ana	Multnomah[c]
Population	158,017	112,000	143,261	66,870	156,483	185,593
% Unemployed	4.5	3.9	4.4	4.7	6.2	6.4
% Poor	12.6	8.3	13.8	5.2	8.1	7.5
Robbery/10,000	38	40	20	no data	19	8
Burglary/10,000	202	191	140	60	271	168
Index Crimes/10,000	847	602	561	273	773	485
Police/10,000	26	24	18	11	12	18

a. Crime data are for 1973, unless otherwise stated, and other data are for 1970.
b. Robbery and Total Index Crimes data for Boulder were not available for 1973, so 1970 data are shown.
c. Excluding the cities of Portland and Gresham, which have their own police agencies.

be less conspicuous than their differences so that a Martian visitor given the task of grouping 25 police departments--including these six--into two or three similar groups might well decide to use other criteria of similarity than their implementation of this program. Hence, the impact of this program probably should be measured most by the change it produces rather than entirely by the type of policing which occurs after it is implemented.

The probability that diversity will characterized the program has been recognized by LEAA, which has advised each city to "fit its particular needs."[8] The diversity of the objectives and activities of individual teams--as well as cities--was obvious at a June 16-18 meeting of participating cities, held in Denver by PSI. Teams were seen to differ in goals and objectives, resources, planned activities, responsibility, organization, types of geographic areas, degree of community control over teams, expected roles of police officers, time of implementation, the race and ethnicity of team members, and the existence in the cities of other police or criminal justice programs.[9]

d. Selection of a Firm to Evaluate the Demonstration Program

On about April 1, 1975, the Office of Evaluation (National Institute of Law Enforcement, LEAA) began discussions with The Urban Institute concerning its selection as a sole-source contractor to evaluate the demonstration program. The Institute's claim for sole-source consideration was based on its role in writing the Prescriptive Package which was in part the basis for program design and on its role in developing, in the course of evaluating a team policing experiment in Cincinnati, evaluation methods which could be applied to this program.

After several discussions between the Office of Evaluation and The Urban

8. Idem.
9. Memorandum of June 23, 1975 from John Spevacek, Office of Evaluation, to Richard L. Linster, Assistant Director of Evaluation.

Institute, a formal proposal was submitted by The Urban Institute by the end of April. In August 1975, LEAA decided to special-condition the grant application to reduce the grant award by deleting any responsibility for conducting a telephone survey of the rate of victimization of businesses in team and comparison areas. Finally, in September 1975, the Institute received a grant with a starting date of September 20.

In an effort to rush its data collection procedures into the field, The Urban Institute submitted to LEAA and to participating cities draft surveys of citizen attitude and experience and of patrol officers and officials on October 1. The surveys were based on earlier surveys administered in Cincinnati. After discussions among the evaluators and the cities, some revisions in surveys were made in late October. On November 10, LEAA gave formal clearance for administration of these surveys, which are planned to be administered in December, providing that census maps and data may be analyzed, surveys printed, WATS lines installed and other administrative problems licked.

2. Activities of Participating Sites

Each of the participating sites has been engaged in a series of activities related to its participation in the demonstration program. Table 2 makes some brief statements about the number of teams planned by each site (and whether these teams will be responsible for covering the entire site), the date of actual or planned implementation and an impression--gained from each site's proposal and from available written materials or brief discussions--concerning the apparent emphasis of each site. The table shows that half the sites will implement one or two pilot teams and half will implement a team program for their entire jurisdiction. Two of the cities commenced their team program prior to the starting date for the grant to the evaluation grantee.

TABLE 2
NUMBER OF TEAMS, DATES OF IMPLEMENTATION, APPARENT PRINCIPAL EMPHASES

1. Number of Teams, Dates of Implementation

Characteristics	Agencies					
	Hartford	Elizabeth	Winston-Salem	Boulder	Santa Ana	Multnomah
Number of Teams	2 new teams[a]	1[b]	2	<3>	<8>	<5>
Approximate Beginning Date	1/1/76	1/1/76	1/15/75	8/1/75	10/1/75	7/1/75

a. Hartford formed two teams, under a prior grant, on January 1, 1974.
b. Includes a total of 48 personnel (twice the size of Hartford's teams and roughly comparable to the size of a District in Hartford).

< > = These teams are responsible for the entire geographical area of the site. In Boulder, city police are cooperating with University of Colorado Police to implement the program.

2. Apparent Principal Emphases

Agencies	Apparent Principal Emphases
Hartford	o Organizational Development and participatory management o Control of street crime and allaying citizen fear o Timely analysis of crime incidents and use of proactive methods o Meeting the diverse needs of various residential and commercial areas through decentralizing responsibility and accountability o Close contact with the community and stable officer assignments o Greater responsibility for individual officers o Greater interaction among team members
Elizabeth	o Referrals to social service agencies o Use of a storefront office for direct citizen contact o Portable trailer for community meetings and possible mobile command post o Training program to include all police personnel, including top-level management o Officer participation in decision-making o Crime control o Performance evaluation of officers

(Table continued on following page.)

TABLE 2 (Continued)

2. Apparent Principal Emphases (Continued)

Agencies	Apparent Principal Emphases
Winston-Salem	o Criminal investigation o Crime control o Officers' work attitudes o Community attitudes toward police and police attitudes toward the community o Referrals to other governmental and social agencies o Police professionalism o Public Safety Officer concept (Fire and police training) o Decentralization of command structure
Boulder	o Organizational development training o Closer cooperation with other criminal justice agencies o Use of Ident and home security checks as ways to improve community relations o Crime control through a team or "task force" approach o Assignment of two detectives to work with the team program
Santa Ana	o Increase in number of police officers o Criminal investigations--including early case closure o Two of eight teams will have a detective assigned to them o Heavy emphasis on crime control o Use of non-sworn community-service officers
Multnomah	o Management by Objectives (including "cohesive group action") o Organizational development and participatory management o Intensive citizen involvement in problem solving o Development of a Functional Data System to Serve the Needs of Team operations

C. OVERALL PROGRAM OBJECTIVES

The objectives which LEAA hopes participating cities will accomplish through the implementation of Neighborhood Team Policing are:

- o Improved community cooperation with police
- o Improved police services
- o Improved crime control
- o Improved effectiveness in conducting criminal investigations
- o Improved job satisfaction for police officers.

These objectives either appear in literature circulated or cited by LEAA or can be inferred from that literature.

These LEAA objectives are believed also to be goals of each of the participating sites, which may however differ in their degree of emphasis on individual objectives (see, for example, Table 2, pp. 11-12) and which may develop additional local goals. Indeed, individual teams may adopt their own objectives, which may complement overall city objectives.

D. PURPOSES OF THIS EVALUATION

In instituting the Demonstration Program, LEAA selected neighborhood team policing as a promising program for use elsewhere but it was determined to "test the project's effectiveness in varied settings" and to strengthen the model.[10]

Given the current state of knowledge about neighborhood team policing, this program decision of LEAA seems reasonably calculated to improve the state of knowledge about:

- o the chance that a police agency which decides to adopt the model may achieve, during one year of implementation, one or more of the objectives set by LEAA,
- o the likelihood that a police agency which adopts the model may succeed, during the first year of implementation, in implementing particular parts of the model, and
- o what actions managers take and what they say about the model, including problems which police agencies perceive in the course of implementation, the solutions which they devise, their reasons for believing that the solutions did or did not work, and their appraisal of the success of their solutions.

LEAA's purpose in conducting this evaluation is to assist police managers and city officials who are potentially interested in team policing to know more about its potential effectiveness and to improve their knowledge of how to solve management problems which inevitably arise in the course of implementation. Although LEAA is funding the evaluation, its principal users are the local agencies responsible for

10. Op. Cit., p. 2, footnote 4.

law enforcement and other police services. The participating cities, which must decide whether to continue their programs and how to solve problems which they encounter during implementation, are an important part of this audience. Non-participating cities, which are more numerous and may therefore potentially have a greater impact on the quality of policing in the nation, are another important audience.

1. Relative Emphasis on Quantitative and Case-Study Techniques

The evaluation is designed to combine quantitative and case-study techniques. Given the diversity of the program and unavoidable limitations on the accuracy of data which must be used to judge program success, the quantitative techniques should be thought of a placing necessary limits on the conclusions of the evaluators. However, the complexity of the world limits the value of these techniques; and an important part of this evaluation will be to collect case-study information from the sites.

Case-study information consists of a study of the formal and informal actions taken by managers at each site and of a variety of perceptions about which of these actions succeeded or failed. It is believed that reports of these case-studies will help others to learn from the efforts of the managers in the demonstration program. Because police managers often must resolve problems with highly imperfect information, it is believed that the sharing of the management experiences of these cities may make an important contribution by providing a little much-needed light in the darkness in which managers are forced to operate.

2. Responsibility of the National Evaluators

The national evaluation, being conducted by The Urban Institute, will be responsible for measuring achievement of LEAA objectives. As part of its assessment of the program, The Urban Institute will of course need to be aware of the

additional objectives of sites and teams--both because these differences may help to explain differences in achieving objectives and because they will be important in developing an understanding of the management processes which may affect a site's success in implementing this program.

LEAA also has technology-transfer objectives for this program. It desires to expose program concepts to inspection by non-participating police departments, which LEAA hopes may decide to use all or part of the concepts to try to improve their operation. These technology-transfer objectives are not part of this evaluation.

3. Relationship to Local Evaluators

Each of the cities in the demonstration program is conducting its own local evaluation. Cooperation among The Urban Institute and the local evaluators will be important for the success of both efforts. Indeed, The Urban Institute's responsibility for collecting statistical measures (apart from surveys) is limited to working with the cities to define the measures to be included in the national evaluation, to assisting the sites to determine and to improve the accuracy of their measures and to conducting a few spot checks on the data. Given its limited resources, The Urban Institute is unable to become involved in any direct collection of statistical measures. In its final report, The Institute will disclose problems with each of the measures so that users of the report may decide for themselves how much confidence to place in the empirical data.

The Urban Institute will be happy to give limited technical assistance to local evaluators in exchange for the data which it hopes to receive.

E. DETERMINING THE NEEDS OF USERS

In defining the statistical measures to be collected by the sites and in determining what management issues to concentrate on in its final report, it

is important that The Urban Institute be fully aware of the information needs of the potential users of this evaluation.

Through frequent interactions with LEAA and the participating cities, The Urban Institute will become informed about their information needs. However, developing information about the needs of non-participants in the program is somewhat more difficult. The mechanism chosen for this evaluation is to assemble an external advisory board comprised of people who know about the needs of managers or who are themselves managers.

Patrick V. Murphy, President of the Police Foundation and formerly police commissioner in several cities, has agreed to serve on this committee. Membership of others will be solicited before the end of November.

F. CONTROLLING FOR QUALITY OF THE FINAL REPORT

Several kinds of quality control are built into this evaluation. First, there will be interaction with the participating sites to assure that errors of fact are minimized or avoided. (This interaction will not be permitted to affect the conclusions of the study, except to the extent that specific errors in information, data or analysis are found by the agencies and The Urban Institute determines that it has indeed made an error which needs correction.) Second, there will be periodic interaction with the external advisory group. Third, quarterly reports will be filed with the Law Enforcement Assistance Administration, and these reports will be supplemented by other formal and informal contacts. Fourth, The Urban Institute has assembled an Internal Advisory Group which periodically will review plans for analysis and drafts of reports; and this advisory group will include people with skills in statistics, psychology, program evaluation and empirical research with police.

II OVERALL OUTLINE OF THE ANALYSIS PLAN

In evaluating the Full Service Neighborhood Team Policing Program, we will be concerned about describing differences in inputs, process, and impact. The principal method for describing inputs and process will be through site visits. (See Appendix A for the format to be used in initial site visits and to be revised to assure systematic collection of relevant information.) The principal method for describing impact is through the citizen attitude survey and through an analysis of data collected by the sites in cooperation with the national evaluation.

Inputs represent the cost of the program. Costs may be classified as: (1) transition costs, incurred in order to implement a new program but discontinued thereafter or continuing costs, (2) incremental costs, representing the addition of new or higher quality resources, or reallocation costs, representing expenses the agency would have incurred anyway but for other purposes, and (3) costs which were directly related to program implementation or which were incurred as part of the program but which had no direct relationship to its success or failure. Costs include:

- Funds expended by LEAA,
- The total number of personnel assigned to the program,
- Payment for overtime,
- The background and previous police experience of personnel assigned,
- Training personnel,
- Research and analysis personnel,
- Support personnel and equipment, and
- Administrative personnel.

Methods of accounting for these costs will be used so that the same costs will not be double-counted. Of course, cost data must be furnished by the participating sites and is subject to their cooperation in being able to provide useful, accurate data. However, these data are considered to be very important for the purpose of informing potential users of the program about the potential costs of implementing Full Service Neighborhood Team Policing.

Process is the way in which a particular city implemented the program. It includes a description of each of the steps taken during implementation and of each facet of the program as it was adopted. It includes a description both of what was done and the order in which it was done. Without this description, it would be impossible for users of the evaluation report to form judgments about what kind of program produced (or failed to produce) the impacts which were being measured. Furthermore, a study of process may be very useful to managers seeking to upgrade their own team policing program or determining whether to implement some form of the program in their city. A study of process, to serve this latter need for managers, must include the reasons given for decisions and the reactions which different decisions appear to have produced.

Impact is the effect of a program in meeting its objectives. Given the many programs and many social and demographic changes which occur simultaneously in our society, it is difficult to attribute impact to a particular program. However, the greater the impact and the clearer the relationship between the process of a program and the impacts it apparently produced, the more rational it is to suggest that a program produced a certain impact.

In discussing inputs and process an effort will be made to discuss each in relation to the objective to which it is most closely related. For example, the assignment of detectives to teams is most closely related to improved investigations. However, many inputs--such as planning meetings of

task forces--have a general affect and are not directly related to a specific objective.

A. DATA GATHERING METHODS

Several data gathering methods will be used for this project. The types of information, sample sizes and approximate dates of collection are displayed in Table 3. The relationship between each measure and the objectives to which it is related will be discussed in section III of this report.

The patrol survey will be a paper and pencil instrument which 67 percent of officers are expected to complete within 30 minutes and 95 percent of officers are expected to complete within 45 minutes--using data available from Cincinnati. The purposes of this survey are to obtain observations, opinions and attitudes from officers concerning what has been done to implement team policing concepts and what effect these concepts have had.

The citizen attitude and experience survey is a telephone interview designed to measure the impact of the program on citizen fear of crime, citizen attitudes toward police, citizen satisfaction with police service, and citizen observations of differences in some police behaviors. Each interview is expected to last approximately 15 minutes.

Data collection by the sites for the national-level evaluation of inputs, process and impact will be related to objectives set for Full Service Neighborhood Team Policing by LEAA and agreed to by the sites. The process of defining measures will involve the following steps:

- The Urban Institute suggests the measures to use--adhering fairly closely to measures adopted by Multnomah County in its plan and discussed below;
- The Urban Institute will survey, through site visits, the ability of each of the sites to provide reasonable data on the proposed measures;
- The Urban Institute will collect information on the data systems of each of the sites, to determine whether there are additional or alternate measures that are preferrable;

TABLE 3

Summary of Measurement Instruments, Sample Sizes and Approximate Dates of Measurement

Measurement Instrument	Types of Information	Sample Sizes (Per Wave)	Approximate Dates of Measurement[a]
Anonymous, Written Survey of Patrol Officers of All Ranks	Job Attitudes Supervisory Relationships Community Relationships	100 Officers in Each Demonstration City, Divided Among Ranking Officers and Unranked Officers in Teams and in Non-Team Areas (No controls outside of demonstration cities.)	Dec. '75-Jan. '76 June-July 1976 Dec. '76-Jan. '77
Telephone Survey of Residents' Attitudes Toward and Experiences with Police and Crime	Fear of Crime and its Effects on Behavior Observed Level of Police Service Satisfaction with Police	100 Residents in the Team Portion of Each Demonstration City and 100 Residents in team-Like Portions of Comparison Cities (About 20 percent of the residents, or a total of 120 residents in all demonstration cities; are expected to have had a significant contact with the police. These responses will also be analyzed separately)	Dec. '75-Jan. '76 and Dec. '76-Jan. '77
Data Collected by the Sites	Reported Crime[b] Arrests Work Measures Costs Miscellaneous	For each experimental city and for comparison cities. Where feasible, for each team.	Approximately Quarterly, as Available
Field Visits	Information on the Process of Implementing Neighborhood Team Policing and On Subjective Impressions Formed by Police Personnel at Each Site	Limited to 40-42 Visits of Up to 4 days each	Throughout Project, Particularly Through the End of 1976

a. This time schedule makes it impossible to collect full baseline data for sites which implement neighborhood team policing prior to January 1976.
b. There will be no victimization surveys because LEAA decided to special condition the grant on the condition that the surveys be deleted from the design.

- o The Urban Institute will make its final suggestions, subject to review (within reasonable time constraints) by the participating cities, LEAA and its external advisory group and, hopefully, consensus will be reached on national objectives.

Sites may choose to collect data on measures relevant to their own local objectives or to objectives of one or more teams. These data, whenever applicable, may also be used as part of the national evaluation. The Urban Institute will, if asked, use its limited resources to assist the cities in defining and developing methods of checking the accuracy of local measures.

Field visits will be the principal method of assessing the processes instituted by police agencies. Information on each of the process items reported on in the Prescriptive Package, Neighborhood Team Policing, will be collected. These items include: characteristics of city, detailed description of the planning process, funding, training, local evaluation, personnel allocation (method of allocation) description of team areas, composition of team, methods of supervision, ranks of supervisors, investigative function, stability of assignment to neighborhood, crime analysis and planning and community interaction. Information will be collected from multiple sources and reports furnished to the sites for them to correct errors that may be made. Process information will include all facets of the local police program considered relevant to neighborhood team policing either by the evaluators or the local police agency. The data collection format to be used in the initial site visit is included in Appendix A.

The patrol survey will be used in feedback sessions with groups of patrol officers, supervisors and middle-managers and with the local chief. The purpose of these sessions will be to "validate" results by determining whether they conform to the perceptions of these groups, to find out the reasons for trends revealed in the survey, and to inform the agencies of problems they may wish to resolve.

B. Accuracy of Measurement

The sample size for the citizen attitude and experience survey was designed to permit detection of a greater change in attiudes in the experimental than in the comparison group. The magnitude of response change in an individual city which would be significant is a change from 50 percent in the before period to either 27 percent or 73 percent during the experiment, providing that the comparison group has changed no more than ten percent during the same period. The level of significance selected for the measurement was the 0.1 level of statistical significance, which is believed to be an adequate level for policy experiments of this kind. (Using the same level of statistical significance, the selected sample size would treat as significant a change from an initial response of 10 percent to a final response of 19 or 20 percent, providing that the comparison group changed no more than ten percent during the same period.)

The sample size for the patrol survey is 100 per city, usually including all sergeants, lieutenants, corporals or their equivalents and all detectives or investigative specialists working within team and a sample of at least 25 patrol officers at each site. The comparison sample, consisting of half the total interviews at each site, will be stratified by rank and assignment to match the number surveyed within teams. For patrol officers, it may also be necessary to stratify the sample by numbers of years of experience if a method of selecting team officers was adopted in which younger officers were selected for teams than for non-teams.

The measurement accuracy of statistical data collected by cities will be a constant matter for concern but is not known at this time. As further information concerning these data is collected, appropriate additions will be made to the analysis plan.

Some problems with these data, such as under-reporting of crime by citizens,

are unavoidable. Of course, under-reporting may more seriously affect some categories of crime, such as aggravated assaults committed by relatives of victims, than other categories such as armed robberies of commercial establishments. Other problems, like under-recording of incidents reported to police may or may not affect the data differently in the time period before and during the implementation of the program. In Boulder, Colorado, changes in recording may have a significant impact on the accuracy of recorded crime data because the entire record keeping function is being shifted to be a county responsibility and all new recording forms are being designed.

A particularly important problem concerns data which we probably can not collect: separate measures of arrests for aggravated assaults by relatives or acquaintances (people who, say, have met the victim on at least two separate occasions prior to the assault) and arrests for aggravated assaults by strangers. Given the service-orientation of the Full Service model, one might hope that arrests of acquaintances might decline during this program (supplanted, perhaps, by informal settlements or referrals to other service agencies) and arrests of strangers might increase, due to greater availability of information from citizens and more effective attention to the investigative process.

III SOURCES OF INFORMATION ABOUT PROGRAM IMPACT

This portion of the report sets forth program objectives and measures of those objectives. It also discusses the comparisons which will be made with the measures and the approach to be used to draw broad conclusions from the wide variety of data.

The objectives, measures and proposed comparisons are presented for the purpose of discussion, subject to revision because of comments of LEAA, participating agencies and the external advisory committee and subject to field work to determine whether the sites will collect reasonably accurate data for the non-survey measures. In addition, visits to the sites may discover additional objectives to include in the national program or additional measures which may be applied. While it is desireable to collect all measures from all sites, it may be necessary to collect somewhat different measures from different sites depending on data capabilities.

A. Objectives and Measures of Impact

The objectives and measures which are proposed (see Table 5 and the text which follows) are drawn from a review of literature about this program and about neighborhood team policing in general. The principal sources of objectives and measures were the draft final report for Al Schwartz and Sumner Clarren's evaluation of COMSEC[11] and the Neighborhood Team Policing prescriptive package, as modified by Multnomah County in its evaluation plan.

None of the objectives have been quantified because of a belief that

11. A neighborhood team policing program being implemented by the Cincinnati Police Division and being evaluated by The Urban Institute for the Police Foundation.

TABLE 4
OBJECTIVES AND MEASURES OF IMPACT[a]

Objectives	Sub-Objectives	Measures of Impact
Improve Community Cooperation With, Opinions About Police	Reduce fear of crime	Telephone Survey
	Improve trust and confidence in police	Telephone Survey
	Increase citizen cooperation	Telephone Survey; Patrol Survey; Records of assaults on police
	Improve citizen cooperation in criminal investigation	Citizens give information in greater percent of cases; Telephone Survey; Patrol Survey
	Gain citizen support for neighborhood team policing	Telephone Survey; Patrol Survey
	Participate in frequent, useful community meetings	Patrol Survey; Site visits
	Inform witnesses of the status of their case, needs to appear; and accomodate their needs	Police, Prosecutor Records; Interviews During Site Visits
	Either upgrade or hold constant citizen views of police integrity	Telephone Survey; Corruption complaints to police or prosecutors
Impove Police Officer Job Satisfaction	Increase officer autonomy, flexibility, independence	Patrol Survey
	Improve job attitudes	Patrol Survey, Number & Duration Of Employee Absences; Quit Rate (particularly for employees in good standing)
	Improve attitudes toward supervisors	Patrol Survey
	Improve attitudes about opportunity to get ahead based on merit	Patrol Survey
	Improve working conditions	Patrol Survey

a. Those measures derived from police data must be collected by local agencies and are listed here solely to begin the discussion of appropriate measures.

TABLE 4 (Continued)
OBJECTIVES AND MEASURES OF IMPACT

Objectives	Sub-Objectives	Measures of Impact
Improve Police Investigations	Increase number of people apprehended, prosecuted for serious crimes	Police Records (including aggravated assaults by strangers)
	Increase use of information obtained from citizens	(New) Police Records
	Improve the percent of arrests resulting in prosecutions, convictions	Police, Prosecutor Records

advance quantification might be misleading. For example, one of the sites in this program purported to set a goal of a 50 percent reduction in crime. An important LEAA program once set a goal of a ten percent reduction in crime. However, these quantifications overlook several very important factors:

- o a change in the amount of crime (or in many of the other statistical measures) between two points in time is a change in a measure which may be conceptualized as a "time series" and the change may be due: (a) to the continuation of a pre-existing trend--which may be either rising or falling, (b) to random error in the time series, or (c) to the emergence of a change in the trend, possibly as the result of programs instituted by police or other government agencies or to a change in underlying social and economic conditions; and

- o a change in crime at one site may be the result of programs instituted at that site or may be part of a larger trend, affecting other sites of that size and description.

Furthermore, we are dealing with a complex, many-faceted program. The variety of combinations of outcomes on the measures in the evaluation boggles the imagination. While the experience of The Urban Institute in conducting the Cincinnati evaluation suggests that changes in these measures may be summarized and presented in a reasonable and comprehensible way, it is not believed realistic to specify in advance the combi-

nation of variables which will constitute success or failure. The approach to be used to combine these variables into measures of success or failure will be discussed below.

The objectives and sub-objectives listed in Table 5 relate to the impact of the program. An important portion of the evaluation--assessment of inputs--will be important in assessing whether the impacts were worth the costs or, in other words, whether the program appears to be cost-effective.

In the list of objectives, "police-community relations" is reflected in two objectives: that the community cooperate with police and have more favorable attitudes toward them, and that the police improve the quality of service they provide--hopefully meriting any improvement in community attitudes. All of the objectives may be thought of as inter-related.

Understanding whether this program caused changes in the measurements related to these objectives is, given the complex objectives and the diversity of programs and settings, more informed judgment than science. Early recognition that judgment is an important and an inevitable part of this evaluation is not, however, to downgrade the importance of this evaluation. On the contrary, the evaluation is an attempt to collect data systematically in order to improve somewhat the highly imperfect knowledge with which decisions about police must now be made. Given the difficulty of managing organizations in our complex world, this humble goal is believed to be extremely important.

The informed judgment about "cause" will be made by examining the process of implementation at each of the sites and using the judgment of the evaluators, the managers and officers at the sites and the external review committee, determine whether the changes in police organization may reasonably be expected to have produced the measured impact.

To some extent, judgments about the success of the participating agencies may have to be delayed. Participating sites will have had from 12 to 18 months' experience in program implementation. The program aims to change attitudes of officers and citizens--attitudes formed over many years and contributed to by traditions that have been affecting society for decades. It also aims to affect crime, a phenomenon which few programs have been able to affect demonstrably--particularly within this short time span. The evaluators must be prepared to give a variety of judgments for each of the measures, including a judgment that it is yet too early to tell whether the program may affect that measure.

Scales on Surveys. A variety of scales, most developed prior to the COMSEC evaluation and used in that evaluation, have been incorporated into the survey instruments. The scales measure job satisfaction, perceptions of citizen behavior and organizational change. An additional set of questions has been added to measure the effect of the program on changing officers' attitudes about the importance of forms of police service which are not often considered important by officers. Other questions on the surveys are designed to help to describe the process of implementing the full service neighborhood team policing concepts.

The job satisfaction scales are the Job Descriptive Index (Smith, Kendall and Hulin, 1969), the Person-Environmnet Fit Scale (French, 1970), an Overall Satisfaction Scale (Johnson, 1955), and Job Expectation Scales (Stodgill, 1960) Kelly, 1972 and Wigdor, 1972 developed other scales for Mesurement of Perceptions of Citizen Behavior and Measures of Organizational Change.

Several of the citizen attitude questions are taken exactly from the Census Victimization Survey instrument, and other questions are slight changes. Other questions were taken or adapted from the COMSEC surveys.

Further discussion of scales and survey questions will be included in a later draft of this analysis plan. In the interim, an effort is being made to revise the order of questions on the patrol survey and to reduce unnecessary redundancy. One or two additional questions may be needed to assess officers' opinions about the usefulness of meetings with citizens.

B. Comparisons

All data collected from the sites will be analyzed, whenever possible, as time series. This requires that data be provided for as long a time period as possible and, if possible, that weekly totals be furnished. These time-series analyses, using a test of a difference between means, are believed to be the best available method of determining before-after change at a site.

In addition to time-series analysis, crime data will be compared to available data from:

- o jurisdiction-wide data from a group of comparison sites selected on the basis of initial similarity in rates and trends in recorded robbery, burglary and total index crime, location in similar areas of the country to each of the comparison sites, and similarity in population size, percent poor, percent black and percent of housing units with sub-standard plumbing;
- o national crime trends; and
- o crime trends for jurisdictions of similar size to those in our study.

If possible, crime data will be obtained for sub-parts of comparison sites which are similar to the team areas in the participating sites.

Primarily for analysis of the citizen attitude survey, the sites in the program have been matched to sub-parts of the following comparison sites, using census tract data to improve the match from what might have been achieved by using entire comparison sites (See Appendix B for the methods of selecting comparison areas.):

Participating Sites	Comparisons
Multnomah County, Oregon	Sonoma County, Oregon
Santa Ana, California	Anaheim, California
Hartford, Connecticut	Bridgeport, Connecticut
Winston-Salem, North Carolina	Columbus, Georgia
Elizabeth, New Jersey	New Bedford, Massachusets
Boulder, Colorado	Lincoln, Nebraska

Citizen Attitude and Experience Surveys will be conducted in selected parts of comparison areas as well as in participating sites. The sample size for the survey in the comparison sites originally was set at 100. Consideration has been given by The Urban Institute to the advantages and disadvantages of expanding the comparison group and it has been decided that, on balance, the additional sensitivity which would be achieved would not justify diversion of evaluation resources from the task of describing the process by which the programs were implemented.

Comparisons for different types of measures are indicated in Table 6.

TABLE 5
COMPARISONS FOR DIFFERENT TYPES OF MEASURES

Type of Measure	Comparsions
Citizen Attitudes and Experiences	Group of Comparison Sites, Before[a]-After
Citizen Satisfaction With Service	Group of Comparison Sites, Before[a]-After
Patrol Survey Measures	Before-After only[b]
Recorded Crime	Time Series, Comparison Sites (considered individually or as a group), National data, Sites of similar size
Other Police Records	Time Series or Before-After

a. True before data are not available for Boulder, Multnomah and Santa Ana; however, these programs have only been in existence for less than a half year, and data collected now may show citizen attiudes similar to other sites in the program because citizen attitudes are difficult to change. Change in citizen attiudes and in satisfaction with service may take longer than the one year experimental period and may require subsequent measurement.

b. The absence of before data on Boulder, Multnomah and Santa Ana will make it impossible to measure changes in attitudes or beliefs of officers, but some survey questions collect officers' beliefs about changes they experienced.

The purpose of making comparisons is to determine whether changes in trends at the participating sites may be merely part of a trend affecting areas with the same general characteristics. Our use of comparisons will permit us to refrain, for example, from saying that the demonstration program--as a whole--had improved citizen attitudes if attitudes also had shown a similar change in the comparison sites. Given the sample size for the attitude survey, the comparison group will be useful only for checking our conclusions as to the impact of the program as a whole. There is no adequate comparison group for conclusions about the effect of the program on attitudes and experiences at an individual site. On the other hand, large changes in attudes for the comparison group would temper our enthusiasm in drawing conclusions about similar changes at an individual site.

Statistical Tests. The general outline for our approach to statistical test has been established during the COMSEC analysis. However, that program was considered to have only one treatment. For some purposes, the six demonstration agencies--each trying to implement the same concept--may be considered as one treatment. However, it also is desireable to consider each agency separately--to determine whether the treatment as it was implemented in that agency had the desired effects.

For most of the data in the COMSEC analysis, "regression statistics, plus a comparison between pairs of correlations [provided]...the necessary statistics to identify the probable 'unique' experimental effects of team policing in Cincinnati."[12] For the crime data, time series analysis was utilized. It is our present intention, subject to redetermination as the result of our own

12. Sumner N. Clarren and Alfred Schwartz, The Urban Institute, Cincinnati's Team Policing Program: 18 Months of Evaluation, Working Paper 3006-25, August 29, 1975, PRELIMINARY DRAFT NOT TO BE QUOTED, APPENDIX C, p. 1.

analysis, that we will use both of these methods.

Methods of Presentation. Because of the many variables to be presented in our final report and--in particular--the complexity of some of the analyses which may be presented, we will try to develop simple, easy to comprehend formats for presenting our data. This may include graphs, similar to those being used for COMSEC presentation, and it also may include tables of "signals," indicating, in simple graphic form, whether individual agencies or groups of agencies performed higher than a statistical standard, within the middle range set by the standard, or below the standard (say, for example, whether the change in job satisfaction was within one standard deviation or was above or below one standard deviation). Other methods of presentation also will be considered.

C. Reaching and Communicating Conclusions

Since there are many combinations of outcomes on our multiple measures, it is not considered feasible to determine in advance the policy implications of each of the many combinations. Advance specification would require an intensive survey that would tax the patience of the possible users of the information. Nor is it likely that the users would be sympathetic to the need to answer hypothetical questions about outcomes that may never occur. Furthermore, the policy setting may vary greatly for the different users, so that no one specification of the meaning of outcomes would be adequate. Even for one site, political conditions or leadership might change, affecting the way in which different evaluation outcomes would be treated.

The evaluators and the external advisory committee consequently must bear a heavy responsibility for summarizing and presenting the data. Every effort will be made to point out possible interpretations which differ from those favored by the evaluators. If there are strong opinions among our external

advisors or among the evaluation staff, consideration will be given to issuing dissenting opinions. Indeed, consideration will be given to a method of "Quasi-Judicial Opinions," in which the evaluation report will be read and digested by the external advisory committee, which will be asked to agree on one or more unanimous, concurring or dissenting opinions which express reactions of different policy makers to our report.

Since potential users of the evaluation report generally are busy officials with little background in interpreting or using technical documents, the policy conclusions of police experts individually known to the users is likely to be considered very helpful. Police chiefs may like the idea of checking the opinion of someone whom they trust and who has "pre-digested" the results for them. These carefully considered expert opinions may help the policy audience to use our data, just as a careful committee report may assist Congress in deciding how to act on a complex matter in which it is difficult for all members to develop specialized knowledge.

In addition to opinions of the external advisory committee, participating agencies or evaluators from those agencies may have concurring or dissenting opinions they would like to be heard. These opinions also may be included in the final evaluation report.

IV INFORMATION ABOUT INPUTS AND PROCESS

This section of the analysis plan briefly describes the sources of information to be used to collect information on program inputs and processes.

A. Inputs

The principal inputs to this program are financial resources (additional federal or local funds), line personnel allocations (representing internal shifts of resources or, perhaps, proportionate assignments--including shifts in the quantity or quality of personnel), and support resources (research and analysis, training equipment, etc.). The evaluation will rely on LEAA grant agreements, filings by agencies concerning fund expenditure, police budgets, police academy records (as indicators of quality of personnel), personnel records (including performance ratings--if available--, background information and before-during performance statistics on individual officers) and opinions of police (as expressed in the patrol survey and during site visits) to discuss inputs. To the extent that local records are used, the evaluation will rely on data collection by participating agencies.

B. Process

An understanding of the characteristics of Full Service Neighborhood Team Policing as actually implemented at each site is very important for understanding both the management problems in implementing team policing and in determining how to interpret the impact measures. To collect this information the evaluation must rely on:

- o visits to participating agencies, where interviews will be conducted with project directors, chiefs or sheriffs, team commanders, prosecutors and other individuals who seem important in a particular agency's program (including selected government officials or citizens),

- o reports filed by local evaluators and local agencies,
- o reports filed by PSI (Public Safety Incorporated) in the course of giving technical assistance,
- o progress reports which may be filed by team commanders,
- o feedback sessions with personnel of various levels, in which the patrol survey results are discussed,
- o examination of records (including new records which may be kept at our suggestion) concerning the investigative process (arrests on-the-scene or as the result of follow-up investigation, the source of data used in closing cases, the number of reports filed per case, and other data collected by The Urban Institute in Rochester[13]),
- o examination of dispatch data to determine whether team members are able to confine most of their efforts to the team area (also useful for determining whether team resources are being informally reallocated, affecting resource allocation to the program),
- o examination of records on police service calls to determine workload for teams, and
- o use, where warranted, of press reports.

Various methods will be used to check the accuracy of this data. We may, for example, encourage local evaluators to use voice-activated tape recorders to determine the accuracy of dispatch patterns indicated by formal records. We may assist in developing methods of spot-checking data, and we may be able to perform limited spot-checks of our own. We also will present discussions of process to the agencies for their comments, including corrections and additions. Efforts are expected to be made to have complete formal write-ups of each site visit prepared shortly after it is completed and circulated to the people who were interviewed.

Process data will include a variety of types of information. Some types, such as the dates of occurrence of certain events and the number of personnel formally assigned to teams, will be factual and verifiable. Other types will

13. Bloch and Bell, Evaluation of the Rochester System for Decentralizing Criminal Investigations, Draft Report, Police Foundation (To be published 1976).

be less factual and verifiable, consisting of opinions or of anecdotes. It is believed that opinions and anecdotes, carefully described as what they are, may help in the understanding of what has occurred, and may add color and understanding to otherwise dry statistics.

V PROGRESS AND WORKPLAN

The grant award for the evaluation of the Full Service Neighborhood Team Policing Demonstration Program called for a quarterly progress report and a workplan. Both reports were due on December 20, 1975, and this section of the workplan responds to those requirements. This section will indicate our progress to December 20, 1975, and will indicate how the priorities set forth in this analysis plan have been reflected in the workplan, which indicates how we have allocated our resources.

A. Progress Through December 20, 1975

The grant period began on September 20, 1975. By October 1, we had prepared drafts of both the patrol survey and the citizen attitude questionnaire and had circulated them to the cities and to LEAA.

We contracted--after a series of discussions which were necessary before agreement could be reached on specific contract terms--with the Behavioral Sciences Laboratory of the University of Cincinnati ("BSL-UC"), which has agreed to implement the random digit dialing residential attitude survey and to keypunch, verify and conduct specified statistical analyses of both the residential and patrol survey. The contract price was $68,228, which was identical to the amount specified in our proposal and included in the grant award. The work description also is identical to what was contemplated in the grant.

During October, comments on the patrol and citizen attitude questionnaires were received from the cities and LEAA. Internal review of the documents also continued and Peter Bloch visited BSL-UC in Cincinnati to further discuss and refine the instruments. As a result of the review process, the patrol survey

was substantially reduced in length and was reorganized so that material directly relating to team policing would be near the beginning of the questionnaire, where it might help to motivate respondents to be interested. Many questions were revised. Some were found offensive or were deleted on other grounds. Questions in the patrol and citizen surveys were revised so that identical wording was used and direct comparisons could be made between police and citizen attitudes. Card column designations were added to the survey so that it could be accurately and efficiently direct-keypunched.

The patrol survey was printed and, in early December, was administered in Elizabeth (where true baseline data were available) and in Santa Ana (which had recently implemented its teams). The labor strike against United Airlines required postponement of the scheduled trip to Multnomah until January. The survey also will be administered during December in Hartford (yet to implement) and in late December to Winston-Salem (true baseline data). Officers in Boulder (October 1975 implementation) will be interviewed in January.

The citizen attitude survey has been carefully revised and pretested. Comparison sites have been selected through a study of crime and census data (See Appendix B.) The initial interviews were conducted by telephone for the team area in Hartford and in Bridgeport, its comparison site. Because Hartford had notified us that its teams might be implemented on December 15, and since this information was confirmed by UC-BSL, a rush procedure was implemented by UC-BSL, which began these calls by regular telephone rather than waiting for WATS lines to be installed. Those lines now have been installed. Interviews are proceeding in order to collect as much true baseline data as possible. The revised survey instrument has been sent to the printer and is due at UI on December 22. Meanwhile, xeroxed copies are being made and used by UC-BSL.

A draft analysis plan was prepared and revised as a result of comments received from internal reviewers and from Hartford and LEAA. The revised draft is contained in this document.

The site visit questionnaire has been used and found acceptable in Elizabeth and in Santa Ana. The site visit report on Elizabeth has been sent to Lieutenant Joseph Hennings, Team Commander, for him to determine whether it is accurate and complete. The site visit report for Santa Ana is in preparation and will be sent to the site for comment. In the course of the visit to Elizabeth, Peter Bloch was asked to prepare an RFP for Elizabeth to use in selecting its local evaluator. Bloch responded by writing a six page RFP as well as a position description for the Civilian Analyst, which Elizabeth included in its grant request but has as yet been unable to persuade its city counsel to authorize. Both documents were received in Elizabeth within five days of the site visit.

An external advisory group as been assembled, comprised of Patrick V. Murphy, President of the Police Foundation; Garland Watkins, Chief of Police of the Miami Police Department; James Parsons, Chief of Police of the Birmingham, Alabama Police Department; Wesley Pomeroy, Chief of Police in Berkley, California; Henry Ruth, formerly United States Special Prosecutor and now a Senior Research Associate of The Urban Institute and Joe Lewis, Evaluation Director of the Police Foundation. The initial meeting of the group was scheduled for December 18 but could not be held because of travel-arrangement difficulties created by strikes against United Airlines and National Airlines. The meeting has been rescheduled for January 13, 1976, and all members are planning to attend.

To keep up with developments in team policing, Peter Bloch has served as a reviewer of the report on team policing being prepared by the National Sheriff's Association under NILECJ's National Evaluation Program ("NEP"). At the conclusion of that research project, Jane Woodward is expected to join this project part time.

B. Workplan

This analysis plan is a flexible, developing guide to the work to be performed by this project. As site visits take place and review meetings are held, the analysis plan and the workplan will be updated and revised.

During calendar year 1976, the principal project activities will be the analysis of surveys, reporting survey results to the sites and interviewing officers about the meaning of the results, and conducting site visit interviews to: develop detailed knowledge of local programs, about what has been tried and what beliefs management has developed about the effect of management steps taken during program implementation. As information is collected, it will be systematically recorded and an attempt will be made to edit it and reorganize it to increase its utility for our final report and for the revision of the prescriptive package, Neighborhood Team Policing.

During the first six months of 1977, the principal project effort will be the completion of the analysis of surveys and the preparation of publishable reports. An intensive effort will be made to keep the External Advisory Group apprised of progress so that it may issue its interpretive opinion to help interpret the report for the police community.

At the present time, project personnel are expected to spend the number of chargeable workdays on project tasks that are indicated in Table 6.

TABLE 6
ALLOCATION OF PERSONNEL TO TASKS

Personnel	Total Number of Working Days	BILLABLE DAYS FOR DIFFERENT TASKS					
		Site Visits (Incl. Advance Preparation, Travel Reports)	Analysis of Surveys	Technical Assistance as Requested	Review (Internal and External)	Administration (Including preparation of progress reports)	Writing, Revising, Editing
PETER B. BLOCH	197	84	25	10	11	22	45
JAMES B. BELL	306	116	90	10	10	5	75
MONTINA PYNDELL	335	98	130	10	10	7	80
TOM WHITE	104	56	20	3	10		15
SUMNER CLARREN	74		20	5	14		35
JANE WOODWARD[a]	110	35			12		63
JOHN SCANLON	30				20	10	
DON WEIDMAN	28			3	10		15
ALFRED SCHWARTZ	17				17		
Secretary: MYRIAM GAVIRIA	90	25				30	35
TOTAL DAYS:	1,291	414	285	41	114	74	363

a. Jane Woodward, now at the National Sheriff's Association and serving as a consultant to The Urban Institute, will be responsible for helping to organize the revision of the prescriptive package (a deliverable item under this grant), for helping to structure the final report, and for generally assisting in conducting site visits and in writing the final report. Her participation is contingent on reaching agreement on salary.

C. Revised Program Budget

Considering expenditures and accomplishments to date, and given the new workplan, it seems appropriate to present a new estimated budget for the project. This budget is consistent with the original grant budget. A larger number of field trips are provided for than was initially contemplated. This is consistent with the workplan's emphasis on describing the process of implementation of each site.

I ORIGINAL ESTIMATED BUDGET (By Major Program Area)		
A. Survey Research (BSL-UC plus 19% for Urban Institute General and Administrative Expense)		$ 81,191
B. Direct Activities by The Urban Institute		311,252
		392,443
II ACCOUNTING FOR FUNDS SPENT OR COMMITTED		
A. Originial Budget		$392,443
B. Survey Research (BSL-UC plus 19% for Urban Institute General and Administrative Expense)	$ 81,191	
C. Expenses Incurred by November 30, 1975	16,169	
D. Expenses Accrued by November 30, 1975		
1. Printing Surveys	$1,137	
2. Telephone (Estimate)	600	
3. Travel (Estimate)	1,200	
4. Xerox (Estimate)	60	
	2,997	
E. Estimated Expenses for December 1975	14,000	
F. Total Expenses Incurred or Accrued thru December 1975		114,357
F. Balance Remaining for 18 months beginning January 1976		278,086

(continued,

C. Revised Program Budget (Continued)

III Estimated Budget for the 18 Months Remaining After January 1975			
A. Personnel (Pursuant to Workplan in Table 6, including 1.32 for fringe benefits and 1.1016 to permit an average 8 percent increase over current salary during 1976 and an additional 6 percent for the first six months of 1977)			$140,917
B. Travel and External Advisory Group			
1. Eight trips to each of 6 sites (3 days per diem one site visits; 8 days per diem two site visits)			
a. Boulder	$2,910		
b. Santa Ana & Multnomah (combined trips)	6,001		
c. Hartford	1,614		
d. Elizabeth	1,470		
e. Winston-Salem	1,518		
f. Allowance for 5% inflation on half the travel	338		
g. Total		13,851	
2. Advisory Group Travel and Expenses			
a. One Day Meeting (1/76)[a]	1,022		
b. One Day Meeting (9/76)	1,022		
c. Two Day Meeting (3-4/77), allowing 8% inflation	1,478		
d. Total Review Group		3,522	
3. Travel Reserve for visits to non-participating sites which have team policing and for travel to UC-BSL in Cincinnati		1,501	
C. Telephone ($270 x 18 months)		4,860	
D. Photocopying, supplies, Vydec word-processing, etc.		9,850	
F. Total Direct, Non-Personnel			33,584
G. Indirect (42 percent of Line A, personnel)			59,185
H. General and Administrative (19 percent of Lines A-G)			44,400
I. Total UI Expenditures			278,086

a. Includes air fares from Birmingham ($139), Miami ($175) and San Francisco ($358) and miscellaneous--Washington, D.C. per diem of $44, ground transportation, coffee, etc.--of $350.

APPENDIX A

Initial Site Visit Data Collection Form

THE URBAN INSTITUTE 2100 M STREET, N.W. WASHINGTON, D.C. 20037

Name of Researcher:

Date of Interview: Number of Interview:

Preceding Interviews (data on other interviews assumed corroborated unless specifically indicated to the contrary), by number:

ENTER ONLY NEW INFORMATION OR CHANGES IN INFORMATION. INDICATE CORROBORATION FOR IMPORTANT INFO ON OTHER FORMS.

KEY EVENTS

Type of Event	Dates		Number of Working Days (If Relevant)
	Beginning	End	
Planning:			
Training, including formal orientation:			
Orders issued, amended:			
Teams assume field responsibilities:			
Major events in government, including major new programs, internal police problems, civil disorders, natural disasters, civic celebrations, demolition of buildings, large construction projects, large new businesses open			

Name of Researcher: PAGE 2, Interview Number:

KEY EVENTS (CONTINUED)

Type of Event	Dates Beginning	Dates End	Number of Working Days (If Relevant)

Changes in key personnel, including top level or middle level managers, team commanders or large reassignments of personnel:

Changes in hiring policies (large numbers added, hiring freeze, change in civil service regulations, etc.)

Re-organizations of department or of local government:

Major indications of citizen satisfaction or dissatisfaction:

EVENTS RELATED TO IMPROVING IMPLEMENTATION OF FSNTP OR IMPLEMENTING ELEMENTS (Dispatching changes, performance appraisal, retreats or conferences, etc.)

Name of Researcher: PAGE 3, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING

E1. Number of Teams:

E2. Size of Teams:

E3. Planning for Team Program:

E4. Administration of Team Program:

E5. Citizen Involvement in Planning, Administration:

E6. Costs (Federal grants, changes in city budget, equipment required, training resources used--list all costs and estimate dollar amounts as closely as possible)

Name of Researcher: PAGE 4, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E7. Orientation for Team Members:

E8. Orientation for Non-Team Members:

E9. Describe Training for Team Members:

E10. Describe Training for Non-Team Members:

E11. Special Provisions for In-Service Training:

E12. Local Evaluation or Performance Monitoring for Teams

Name of Researcher: PAGE 5, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E13. Basis for Allocation of Personnel to Team Areas:

E14. Method of Selecting Personnel for Team Areas:

E15. Method of Selecting Team Commanders:

E16. Objections to Receiving Team Assignments or to Being Excluded from Teams:

E17. Method by which Tactical Forces (or the equivalent) are dispatched, including special provisions for team, precinct or division input:

Name of Researcher: PAGE 6, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E18. Dispatch guidelines, practices:

E19. How officers learn where to refer citizens for non-police services:

E20. Frequency of referrals, effectiveness:

E21. Supervisory methods:

Name of Researcher: PAGE 7, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E22. Use, frequency, attendance of team meetings:

E23. Delegation of supervisory responsibilities:

E24: Investigative Function: Responsibility of Team

E25. Investigative Function: Number of Investigators Assigned

---

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E26. Special Management of Investigations: Early case closure, central case management,

E27. Scheduling for witnesses: Informing witnesses of case status, scheduling to suit witness convenience, scheduling for police convenience

E28. Measures of Investigative Performance: Team Commander

E29. Measures of Investigative Performance of Teams

(SKIP TO E34.)

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E34. Stability of Assignment to Teams (Number reassigned, special policies):

E35. Crime Analysis by Teams:

E36. Crime Analysis for Teams:

E37. Method of Giving Shift Assignments Within Teams:

Name of Researcher: PAGE 10, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E42. Other specialists within teams:

E43. Specialists not assigned to Teams and Method of Use in Team Areas:

E44. Data Analyses Performed for Teams or at their Specific request:

E45. Other special support for or coordination of Teams:

Name of Researcher: PAGE 11, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E46. Community Interaction (Indicators of Frequency of Contacts, Meetings)

E47. Press Relations (Comments by Press, Changes in Press Coverage, Specific NTP articles---Two year prior time series of and all current police articles to be collected by local evaluator?)

E48. Use of Volunteers (Auxiliaries, Trainers, Analysts, etc.)

E49. Frequency of Field Interrogations, Special Training for FI

Name of Researcher: PAGE 12, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E50. Supervisory methods to control the quality of arrests (before and during)

E51. Supervisory methods to control the quality of investigations (before and during)

E52. Supervisory methods to control the quality of police service (before and during)

E53. Team Objectives (Obtain all documents relating to team objectives, reports by team commanders)

Name of Researcher: PAGE 13, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E54. Local Objectives and Subobjectives (All documents)

Name of Researcher: PAGE 14, Interview Number:

ELEMENTS OF FULL SERVICE NEIGHBORHOOD TEAM POLICING
(Continued)

E55. Team scheduling of shifts (analysis of needs, scheduling personnel)

E56. Team management of personnel resources, specialization, assignment preferences

E57. Promotions of Team Personnel

Name of Researcher: PAGE 15, Interview Number:

DATA AVAILABILITY*

Type of Data	Availability: Used	Recorded: Not Used	None	Periodicity: Week	Month	Begin Date	If Not Avail.: Easy to Get	Tough To Get	Impossible
Crime Index (Citywide)									
Crime Index (Team Areas)									
Crime Index Comp. Areas									
# Arrests (Citywide)									
# Arrests (Team Areas)									
# Arrests Individ. Officers									
# Arrests Comp. Areas									
Prosecution Of Arrests (Team Areas)									
Prosecution Of Arrests (Individ. Officers)									
Prosecution Of Arrests (Comp Areas)									
Court Dispo. (Team Areas)									
Court Dispo. (Comp Areas)									
Court Dispo. (Individ. Officers)									

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 16, Interview Number:

DATA AVAILABILITY*

Type of Data	Availability: Used	Recorded: Not Used	None	Periodicity: Week	Month	Begin Date	If Not Avail.: Easy to Get	Tough To Get	Impossible
Assaulted Police (Sitewide)									
Assaulted Police (Team Areas)									
Assaulted Police (Comp Areas)									
Assaults by Police (Team Areas)									
Assaults by Police (Officers)									
Assaults by Police Comp. Areas									
Corruption Complaints (Team Areas)									
Corruption Complaints (Comp Areas)									
Sick Leave (Team Areas)									
Sick Leave (Comp Areas)									
Quit Rate (Team Areas)									
Quit Rate (Comp Areas)									

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 17, Interview Number:

DATA AVAILABILITY*

Type of Data	Availability: Used	Recorded: Not Used	None	Periodicity: Week	Month	Begin Date	If Not Avail.: Easy to Get	Tough To Get	Impossible
Assaults By Strangers (Sitewide)									
Assaults By Strangers (Team Areas)									
Assaults By Strangers (Comp Areas)									
Letters of Appreciation (Team Areas)									
Letters of Appreciation (Officers)									
Letters of Appreciation Comp. Areas									
Letters of Complaint (Team Areas)									
Letters of Complaint (Comp Areas)									
Dept. Charges (Team Areas)									
Dept. Charges (Comp Areas)									
# Referrals (Team Areas)									
# Referrals (Comp Areas)									

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 18, Interview Number:

DATA AVAILABILITY*

Type of Data	Availability: Used	Recorded: Not Used	None	Periodicity: Week	Month	Begin Date	If Not Avail. Easy to Get	Tough To Get	Impossible
Success of Referrals (Sitewide)									
Success of Referrals (Team Areas)									
Success of Referrals (Comp Areas)									
Repeat Calls For Service (Team Areas)									
Repeat Calls For Service Comp. Areas									
Recovery of Property (Team Areas)									
Recovery of Property (Comp Areas)									
Return Prop. (Team Areas)									
Return Prop. (Comp Areas)									
Emerg. Calls (Team Areas)									
Emerg. Calls (Comp Areas)									

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 19, Interview Number:

DATA AVAILABILITY*

Type of Data	Availability: Used	Recorded: Not Used	None	Periodicity: Week	Month	Begin Date	If Not Avail. Easy to Get	Tough To Get	Impossible
Success of Emerg. Calls (Sitewide)									
Success of Emerg. Calls (Team Areas)									
Success of Emerg. Calls (Comp Areas)									
Traffic Accidents (Team Areas)									
Traffic Accidents Comp. Areas									
Traffic Injuries (Team Areas)									
Traffic Injuries (Comp Areas)									
Traffic Flow? (Team Areas)									
Traffic Flow? (Comp Areas)									
Minor Arrests (Team Areas)									
Minor Arrests (Comp Areas)									

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 20, Interview Number:

DATA AVAILABILITY: Police Investigations*

Type of Data	Availability Used:	Recorded: Not Used:	None	Periodicity Week:	Month	Begin Date	If Not Avail. Easy to Get	Tough To Get:	Impossible
Cases/Arrests On-Scene (Sitewide)									
Cases/Arrests On-Scene (Team Areas)									
Cases/Arrests On-Scene (Comp Areas)									
Reasons, On-Scene (Team Areas)									
Reasons On-Scene Comp. Areas									
Prosec. On-Scene (Team Areas)									
Prosec. On-Scene (Comp Areas)									
Convic. O.S. (Team Areas)									
Convic. O.S. (Comp Areas)									
1st Clasfct.+ (Team Areas)									
1st Clasfct.+ (Comp Areas)									

+Classification by review desk officers, prior to unfounding or reclassification due to investigative work.

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 20, Interview Number:

DATA AVAILABILITY: Police Investigations*

Type of Data	Availability Used:	Recorded: Not Used:	None	Periodicity Week:	Month	Begin Date	If Not Avail. Easy to Get	Tough To Get:	Impossible
Cases/Arrests On-Scene (Sitewide)									
Cases/Arrests On-Scene (Team Areas)									
Cases/Arrests On-Scene (Comp Areas)									
Reasons, On-Scene (Team Areas)									
Reasons On-Scene Comp. Areas									
Prosec. On-Scene (Team Areas)									
Prosec. On-Scene (Comp Areas)									
Convic. O.S. (Team Areas)									
Convic. O.S. (Comp Areas)									
1st Clasfct.+ (Team Areas)									
1st Clasfct.+ (Comp Areas)									

+Classification by review desk officers, prior to unfounding or reclassification due to investigative work.

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
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S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 21, Interview Number:

DATA AVAILABILITY: Police Investigations*

Type of Data	Availability: Used	Recorded: Not Used	None	Periodicity: Week	Month	Begin Date	If Not Avail. Easy to Get	Tough To Get	Impossible
Cases/Arrests Follow-up (Sitewide)									
Cases/Arrests Follow-up (Team Areas)									
Cases/Arrests Follow-up (Comp Areas)									
Reasons, Follow-up (Team Areas)									
Reasons Follow-up Comp. Areas									
Prosec. Follow-up (Team Areas)									
Prosec. Follow-up (Comp Areas)									
Convic. F-u. (Team Areas)									
Convic. F-u. (Comp Areas)									

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 22, Interview Number:

DATA AVAILABILITY: COST DATA

Type of Data	Availability: Used	Recorded: Not Used	None	If Not Avail. Easy to Get	Tough To Get	Impossible
Program Budget for FSNTP						
Time-sheet allocations to FSNTP						
Workload Analyses Before FSNTP						
Workload Analyses During FSNTP						
Number of personnel Assigned, Transfers						
Duty Assignments to FSNTP From Train'g, Plan., Sup'rt, etc.						
Assignment to task forces						
New hires for FSNTP						
Overtime						
Grant Support						
New equipment						

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 23, Interview Number:

DATA AVAILABILITY: SUPPLEMENTARY SCHEDULE 1

Type of Data	Availability: Used	Recorded	None: Not Used	Periodicity: Week	Month	Begin Date	If Not Avail.: Easy to Get	Tough To Get	Impossible:

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

Name of Researcher: PAGE 24, Interview Number:

DATA AVAILABILITY: SUPPLEMENTARY SCHEDULE 2

Type of Data	Availability: Used	Recorded	None: Not Used	Periodicity: Week	Month	Begin Date	If Not Avail.: Easy to Get	Tough To Get	Impossible:

*Enter accuracy codes in table, indicate meaning of any new codes.

ACCURACY CODE:	Notes:
N = No accuracy checks	
S = Spot checks, regular	
IS= Infrequent Spot Checks	
F = Field personnel make corrections	

APPENDIX B

Selection of Comparison Areas

WORKING PAPER: 5054-1

Selection of Comparison Areas

by

Montina Pyndell

Revised: December 16, 1975

THE URBAN INSTITUTE
WASHINGTON, D.C.

TABLE OF CONTENTS

I. INTRODUCTION

As part of the national-level evaluation of the Full Service Neighborhood Team Policing Program,[1] telephone surveys will be conducted to determine the effect of the program on citizen attitudes. This analysis was undertaken to select comparison areas (consisting of all or part of each group of cities and counties which are similar to the areas included in the demonstration program but do not have team policing programs) as a rough benchmark from which to interpret changes in residents' attitudes at demonstration sites.[2] For example, improvement in residents' attitudes at demonstration sites would not be attributed to the demonstration program if a similar change in attitudes were measured at our comparison sites.

The selection of comparison areas was conducted in two parts:

- Selection of cities or counties that would be comparable to the experimental cities; and
- Selection of areas within those cities and counties that would be comparable to portions in the experimental cities that had implemented Neighborhood Team Policing.

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1. See Peter B. Bloch, "Analysis Plan for the Evaluation of the Full Service Neighborhood Team Policing Program," The Urban Institute WP-5054-2 (1975) for further information about the demonstration program and its evaluation.

2. The comparison sites also will be used as benchmarks for the analysis of crime trends and for a few other limited purposes. See the Analysis Plan, (Urban Institute Working Paper 5054-2, 1975).

II. PROCEDURES IN THE INITIAL SELECTION OF COMPARISON CITIES

In selecting a group of possible comparison sites, four tasks were involved: (1) obtaining demographic characteristics and crime rates on the experimental sites; (2) obtaining crime rates and populations (1960 and 1970) on cities of similar geographic location and size (all cities with populations between 100,000 and 250,000 in 1970); (3) tentative selection of sites that could be used as rough matches for the experimental sites and collection of demographic data on those sites; and (4) surveying the police departments of candidate comparison sites to determine the existence or non-existence of team policing programs in those areas. (Refer to Tables 1 and 2 for demographic characteristics and crime rates of the experimental and candidates for comparison sites.)

A. OBTAINING DEMOGRAPHIC DATA AND CRIME RATES ON THE EXPERIMENTAL SITES

1. DEMOGRAPHIC DATA

Populations of the experimental sites in 1960 and 1970 were used to calculate crime rates and measure broad demographic trends. In addition, demographic characteristics for those years were used to get an overall profile of the experimental sites. By obtaining these characteristics for both years, one could examine trends in demographic, social and economic characteristics. This profile was used to select possible comparison sites. The demographic characteristics used were:

TABLE 1
DEMOGRAPHIC CHARACTERISTICS FOR COMPARISON CITIES AND COUNTIES
(1960 AND 1970)

City	Population 1960	Population 1970	Growth Rate	Percent Unemployment 1960	Percent Unemployment 1970	Percent Black 1960	Percent Black 1970	Percent Poor 1960	Percent Poor 1970	Percent of All Income Levels Lacking Some or All Plumbing Facilities 1960	Percent of All Income Levels Lacking Some or All Plumbing Facilities 1970
Boulder, CO	37,718	66,870	1.058	3.0	4.7	.03	0.1	12.5	5.2	15.0	2.0
Lincoln, NB	128,521	149,518	1.015	3.4	3.0	1.9	1.4	13.3	5.6	23.0	2.0
Englewood, CO	33,398	33,665	0.000	3.0	3.5	0.8	0.0	11.8	6.1	11.2	5.4
Elizabeth, NJ	107,698	112,654	1.004	5.2	3.9	11.0	15.0	6.1	8.3	20.0	3.8
New Bedford, MA	102,477	101,777	.999	6.5	5.4	3.3	3.3	22.4	11.9	32.5	4.2
Camden, NJ	117,159	102,551	.987	5.0	6.2	24.0	39.0	18.4	16.1	21.0	1.8
Hartford, CT	162,178	158,017	.997	5.4	4.5	15.0	28.0	15.0	12.6	21.6	4.8
Bridgeport,CT	156,748	156,542	0.000	6.6	4.7	10.0	19.0	14.7	8.6	19.2	5.1
Worcester, MS	186,587	176,617	.994	4.3	3.9	1.2	0.2	15.4	7.1	22.2	3.9
Multnomah County, OR	146,181	185,593	1.006	5.2	6.4	1.3	1.0	14.0	7.5	17.0	2.4
Sonoma County, CA	116,348	154,834	1.033	6.8	7.3	2.2	1.0	22.0	10.4	17.3	2.9
Santa Cruz County, CA	84,219	123,788	1.039	6.6	7.5	3.8	0.8	26.0	10.6	18.4	2.5
Tulare County, CA	168,403	188,322	1.011	8.3	6.1	4.1	0.2	27.0	15.0	30.4	6.8
Santa Ana, CA	100,350	156,601	1.045	5.7	6.2	2.0	4.0	15.3	8.1	12.0	0.9
Anahiem, CA	104,184	166,701	1.048	4.6	5.8	0.7	0.0	8.4	5.2	3.3	0.4
Fresno, Ca	133,929	165,972	1.022	6.7	7.3	9.8	10.0	18.0	12.9	14.4	1.1
Riverside, CA	84,332	139,840	1.052	4.8	5.2	5.3	5.1	13.5	8.3	10.6	1.0
Winston-Salem,NC	111,135	132,913	1.025	5.7	4.4	38.0	32.0	23.1	13.8	26.0	1.8
Columbus, GA	116,779	154,168	1.027	7.1	4.6	27.0	26.0	31.0	16.8	29.7	2.4
Greensboro, NC	119,574	144,259	1.018	2.6	2.4	26.0	28.0	19.0	9.0	10.0	1.?

TABLE 2

STATISTICS FOR EXPERIMENTAL AND COMPARISON CITIES

City	1970 Population	Mean Number of Police per 10,000	Robbery Rates (Per 10,000) 1960	1964	1967	1970	1973	Burglary Rates (Per 10,000) 1960	1964	1967	1970	1973	Total Index (Per 10,000) 1960	1964	1967	1970	1973
1. Boulder, CO	66,870	11	1	-	1	6	-	14	12	26	85	60	-	126	186	273	-
A. Lincoln, NB	150,000	10	0	1	1	3	3	24	34	45	48	76	-	92	112	190	395
B. Englewood, CO	33,665	1	0	0	1	1	2	5	7	6	12	16	-	15	17	39	89
2. Elizabeth	112,000	24	9	14	14	23	40	54	109	137	150	191	-	234	308	403	602
A. New Bedford	102,000	24	2	5	8	10	21	61	116	108	213	171	-	267	329	457	581
B. Camden, NJ	103,000	26	15	19	35	66	76	79	118	190	265	306	-	257	467	680	915
3. Hartfod, CT	158,017	26	5	5	18	36	38	83	96	136	188	202	-	199	346	607	847
A. Bridgeport, CT	157,000	26	2	3	12	32	33	60	87	119	191	162	-	181	283	632	754
B. Worcester, MA	177,000	21	3	3	9	21	43	65	60	133	261	304	-	124	341	644	943
4. Santa Ana	156,483	12	4	7	8	14	19	80	116	126	210	271	-	217	241	359	773
A. Anaheim, CA	167,000	15	3	6	6	15	23	93	146	158	203	250	-	287	319	433	691
B. Fresno, CA	166,000	14	13	11	12	17	34	77	113	245	202	262	-	305	502	553	940
C. Riverside, CA	140,000	13	3	8	8	17	16	90	159	192	291	271	-	321	409	579	732
5. Winston-Salem, NC	143,261	18	5	6	8	11	20	68	82	109	109	140	-	203	282	286	561
A. Columbus, GA	154,000	16	6	4	4	6	17	62	58	76	69	101	-	145	176	174	280
B. Greensboro, NC	144,000	18	2	2	6	14	12	27	46	74	132	128	-	186	248	390	571

County			Robbery Rates (Per 10,000) 1970	1971	1972	1973	Burglary Rates (Per 10,000) 1970	1971	1972	1973	Total Index Rates (Per 10,000) 1970	1971	1972	1973
6. Multnomah, OR*	185,593	18	8	9	10	8	162	157	156	168	358	367	356	485
A. Sonoma, CA	204,885	9	2	3	3	3	90	106	100	100	149	196	174	218
B. Tulare, CA	188,322	8	-	4	3	3	-	87	106	94	-	174	182	190
C. Santa Cruz	123,788	7	-	3	3	3	-	129	111	119	-	229	189	273

* Minus cities of Portland and Gresham.

- population
- rate of change in population from 1960 to 1970
- percent unemployed
- percent black
- percent poor
- percent of all income levels lacking some or all plumbing facilities[3]

2. CRIME RATES

Uniform Crime Reports statistics on Robbery, Burglary and Total Index Crime were collected for the years 1960, 1964, 1967, 1970, 1973 for the five experimental cities and for 1970-1973 for the experimental county (Multnomah County, Oregon).[4] In addition, Uniform Crime Report information was collected on the number of police employees for each of the years examined. Using 1960 and 1970 populations to calculate the compound growth rate of populations of the sites, crime rates and police per capita were computed. These data permitted one to notice trends or changes in the incidence of crime and intensity of policing over the ten-year period.

3. Used as a measure of substandard housing.

4. Crime statistics were not available on counties until 1970, thereby making it necessary to collect data from 1970-1973 for Multnomah County, Oregon and the possible comparison sites.

B. OBTAINING CRIME RATES AND DEMOGRAPHIC CHARACTERISTICS ON POSSIBLE COMPARISON SITES

In obtaining the necessary information on the candidate comparison sites, a list of cities whose populations lay between 100,000 and 250,000 was examined (a total of 74 cities). In addition, 16 counties located in the Pacific Northwestern Region (selected as potential comparisons for Multnomah County, Oregon) were listed and four additional cities whose 1970 population was between 25,000 and 50,000 were selected (because they were university towns in the same region of the county as Boulder or were a suburb of Dender and were considered possible comparisons for Boulder, Colorado). The populations for 1960 and 1970 were obtained for these sites. The compound growth rates of the populations of the cities were calculated in order to obtain population estimates for intervening years in order to compute the crime rates.

1. CRIME RATES

In order to narrow down the list of possible comparison sites, the crime rates of the experimental sites were compared with the crime rates of the possible comparisons within their geographical regions. Matches within geographical regions were considered important because of possible regional differences in styles of policing and in attitudes toward police.

2. DEMOGRAPHIC DATA

Demographic data were collected on the 11 cities and three counties for 1960 and 1970. Because New Bedford, Massachusetts and Camden, New Jersey were similar in overall characteristics to Elizabeth, New Jersey (a demonstration city), a density variable was introduced ("percent with more than one person per room").

Upon examination of the density variable, it was decided to select New Bedford as the comparison for Elizabeth, New Jersey.

C. SURVEY OF FOURTEEN POLICE DEPARTMENTS TO VERIFY THE EXISTENCE OR NON-EXISTENCE OF AN NTP PROGRAM

The police departments in the 14 candidate sites were contacted to see if they had or were planning to implement a Neighborhood Team Policing program. Those that claimed to be planning or implementing such a program were asked to describe its operation, to test whether it was actually Neighborhood Team Policing according to the concepts of this project. Riverside, California, Greensboro, North Carolina, Tulare County, California and Santa Cruz County, California had Neighborhood Team Policing programs. These sites were eliminated from the list of candidates and the final selections were made. The cities selected are as follows:

EXPERIMENTAL SITES	COMPARISON SITES
Boulder, Colorado	Lincoln, Nebraska
Elizabeth, New Jersey	New Bedford, Massachusetts
Hartford, Connecticut	Bridgeport, Connecticut
Multnomah County, Oregon	Sonoma County, California
Santa Ana, California	Anahiem, California
Winston-Salem, North Carolina	Columbus, Georgia

D. OBSERVATIONS REGARDING SELECTED SITES

Boulder, Colorado is a city with a population of 66,000 in a university town. Lincoln, Nebraska was selected as similar, although the population is twice that of Boulder. Lincoln, Nebraska has experienced similar rates of crime and is demographically similar to Boulder.

Bridgeport, Connecticut is the site selected for comparison with Hartford, Connecticut, as opposed to Worcester, Massachusetts also was considered similar, but not as similar as Bridgeport. Both cities have very similar trends and changes, especially in unemployment, poverty status of the population and percent black.

Sonoma County, California was chosen to be the comparison with Multnomah County, Oregon, since the other possibilities (Tulare County and Santa Cruz County, California) had already implemented team policing.

Columbus, Georgia was selected as the comparison for Winston-Salem, North Carolina, because Greensboro, North Carolina (the only other alternative for Winston-Salem) had a team policing program.

The other comparison sites--New Bedford, Massachusetts and Anahiem, California California--were the best available matches for demonstration cities (Elizabeth, New Jersey and Santa Ana, California).

III. SCREENING PROCESS FOR FINAL SELECTION OF COMPARISON SITES

A. CENSUS TRACT DATA

Census tract data were collected for the portions of the experimental sites that had or would be implementing team policing and for all tracts in comparison sites. Census tract maps with the boundaries of the team areas marked were obtained from the participating jurisdictions. These maps were used to find the tract numbers in the team areas so that the data on demographic characteristics could be extracted from the 1970 Census Tract Reports. Where whole cities were implementing the program, information per tract was obtained for the entire city. In Hartford, Connecticut, only the two new teams formed under the LEAA grant were included in the evaluation. After these data were obtained, summary statistics were calculated for the combined team areas.

B. PRELIMINARY ELIMINATION OF CENSUS TRACTS

1. RATIONALE

Because all census tracts in comparison sites were not similar to the tracts in the portions of experimental sites where teams were being implemented, tracts in the comparison sites had to be eliminated. Dissimilar tracts were deleted, providing that they were contiguous. Anahiem, California was the site with fewest tracts eliminated (two tracts that bordered on Santa Ana) because it was almost identical to Santa Ana in terms of demographic characteristics (Santa Ana had a larger black population but the deletion of all-white tracts would have reduced the comparability of Anahiem on other demographic variables.)

2. PROCEDURE

The most important variable in the elimination process was the density variable (i.e., "percent with more than one person per room").[5] If the density of the tracts selected lay between the extremes of the density factor in the experimental sites, and were contiguous, then the tract was considered. The next most important variables were "percent black" and "percent poor." It was found to be likely that if the percent black and the percent poor were comparable to the tracts in the team areas, then the "percent unemployed" would also be comparable.

After dissimilar tracts were eliminated, the remaining tracts were tabulated to determine if the characteristics were more comparable to the team areas. Median percents were used to determine how typical the sites seemed to be. The comparison areas were found to be more comparable (see Table 3).

3. FURTHER SELECTION FOR RANDOM DIGIT DIALING

Through the use of a random digit dialing procedure, the citizen survey is being pretested in order to determine the ease or difficulty of identifying the neighborhoods that have been selected. At the end of the pretest, further modification to the selection process may be needed. For example, two of the sites (e.g., New Bedford, Massachusetts and Bridgeport, Connecticut) have had census tracts deleted because of the difficulty of designing questions to

5. In a study done by James Q. Wilson and Barbara Boland ("Controlling Urban Crime," Urban Institute Working Paper 5025-01, 1975), it was found that density was highly correlated with robbery. It was felt that density using "percent with more than one person per room" would more accurately reflect conditions of the central cities; therefore this variable was used instead of "population per square mile."

TABLE 3

DEMOGRAPHIC CHARACTERISTICS OF EXPERIMENTAL AND COMPARISON SITES USING CENSUS TRACT DATA

	Total Population	Total Percent Unemployed	Total Percent Black	Total Percent Poor	Mean Percent Lacking Some or All Plumbing Facilities	Mean Percent With 1.01 or More Persons Per Room
Boulder, CO	66,780	1,349 (2.0)	573 (0.9)	747 (5.2)	6.6	5.3
Lincoln, NB	127,404	1,783 (1.4)	900 (0.7)	1,634 (5.0)	8.4	4.0
Elizabeth, NJ	22,234	403 (1.8)	2,223 (10.0)	318 (5.2)	6.4	7.8
New Bedford, MA	57,471	1,435 (2.5)	2,041 (3.6)	1,886 (11.9)	6.1	5.9
Hartford, CO	12,938	136 (1.1)	308 (2.4)	104 (4.3)	20.1	4.5
Bridgeport, CO	43,019	693 (1.6)	1,419 (3.3)	446 (3.8)	10.4	4.6
Multnomah,OR	127,608	3,310 (2.6)	431 (0.3)	2,114 (6.2)	6.0	4.7
Sonoma, CA	73,998	1,748 (2.4)	916 (1.2)	1,603 (9.1)	4.2	7.0
Santa Ana, CA	154,784	3,795 (2.5)	6,727 (4.3)	3,114 (8.2)	6.3	10.8
Anahiem, CA	166,383	4,289 (2.6)	169 (0.1)	2,252 (5.2)	5.7	5.7
Winston-Salem, NC	28,694	754 (2.6)	28,590 (99.6)	2,097 (32.1)	7.3	15.7
Columbus, GA	23,248	562 (2.4)	18,936 (81.4)	1,863 (33.0)	7.4	15.4
MEDIAN EXPERIMENTAL CITIES	413,128	9,747 (2.3)	38,852 (3.4)	8,494 (5.7)	6.5	6.6
MEDIAN COMPARISON CITIES	491,523	10,510 (2.4)	24,381 (2.1)	9,684 (7.2)	6.8	5.8

screen out respondents that do not live in the designated areas. The deletion of the census tracts did not affect the comparability of the sites.

In addition, in Hartford, Connecticut, the screening process is even more difficult because it has only one telephone exchange, which has necessitated phoning approximately 30 households in order to identify one respondent that lives in the team area.

C. SUMMARY OF EXPERIMENTAL AND COMPARISON GROUPS

As a final check on the comparability of the selected sites, demographic characteristics, originally presented as percents were converted to numbers by multiplying the given percent by the total population. The numbers were totaled, and an overall percent for the sites was obtained (see Table 4).

The data on the comparisons as a group revealed that the experimental and comparison sites looked very similar with respect to all characteristics except "percent black population."

TABLE 4
DEMOGRAPHIC CHARACTERISTICS OF EXPERIMENTAL AND COMPARISON SITES
(1960-1970)

	Population		Total Unemployed		Total Black		Total Poor*		Total Lacking Some or all Plumbing Facilities	
	1960	1970	1960	1970	1960	1970	1960	1970	1960	1970
Boulder,CO	37,718	66,870	1,132	3,143	113	468	4,715	3,477	5,658	1,337
Lincoln, NB	128,521	149,518	4,370	4,486	2,442	2,093	17,093	8,373	29,560	2,990
Elizabeth, NJ	107,698	112,654	5,600	4,396	11,847	16,908	6,570	9,356	21,540	4,283
New Bedford MA	102,477	101,777	6,661	5,496	3,382	3,359	22,956	12,112	33,306	4,275
Hartford, CO	162,178	158,017	8,758	7,111	24,327	44,246	24,327	19,911	35,031	7,585
Bridgeport,CO	156,748	156,542	10,346	7,357	15,675	29,743	23,042	13,462	30,096	7,984
Multnomah, OR	146,181	185,593	7,601	11,777	1,900	1,856	20,465	13,919	24,851	6,310
Sonoma, CA	116,348	154,834	7,912	11,303	2,560	0	25,597	16,102	20,129	4,490
Santa Ana, CA	100,350	156,601	5,720	9,709	2,007	6,264	15,354	12,685	12,042	1,409
Anahiem, CA	104,184	166,701	4,792	9,669	729	0	8,751	8,668	3,438	667
Winston-Salem,NC	111,135	132,913	6,335	5,848	42,233	42,312	25,673	18,342	28,896	2,392
Columbus,GA	116,779	154,168	8,291	7,092	31,531	40,084	36,202	25,901	34,684	3,700
TOTAL EXPERIMENTAL CITIES	665,260	812,558	35,146 5.3	41,984 5.2	82,427 12.4	112,054 13.8	97,104 14.6	77,690 9.6	128,018 19.2	23,316 2.9
TOTAL COMPARISON CITIES	725,057	883,540	42,372 5.8	45,403 5.1	56,319 7.8	75,279 8.5	133,641 18.4	84,618 9.6	151,213 20.9	24,106 2.7

CONTINUED

1 OF 2

APPENDIX A

CENSUS TRACTS USED IN DATA TABULATION

Census tract data were obtained for the purpose of tabulating demographic characteristics in order to select portions of cities that would be comparable to those areas in the team policing projects.

The numbers of the census tracts that were used are as follows:

BOULDER, COLORADO

All Tracts Used

LINCOLN, NEBRASKA

001	2.10
2.02	3
4	5
8	9
10	11
12	13
14	15
16	17
19	20
21	22
23	24
25	27.01
27.02	28
29	30
31	33

ELIZABETH, NEW JERSEY

314	314
315	317

NEW BEDFORD, MASSACHUSETTS

6501	6502
6503	6504
6505	6506
6507	6508
6509	6510
6511	6512
6513	6514
6515	6517

HARTFORD, CONNECTICUT

5006	5016
5021	5045
5047	5048

BRIDGEPORT, CONNECTICUT

718	724
719	725
720	726
721	727
722	729
723	

MULTNOMAH COUNTY, OREGON

All Tracts Used

SONOMA COUNTY, CALIFORNIA

1501	1504
1505	1506
1507	1508
1509	1510
1511	1515
1516	1517
1523	1524
1525	1526
1527	1528
1529	1530
1533	1535

SANTA ANA, CALIFORNIA

Only tract 891.01 eliminated; all others used

ANAHIEM, CALIFORNIA

Only tracts 761.01 and 761.02 eliminated; all others used

WINSON-SALEM, NORTH CAROLINA

2	3.01
3.02	4
5.01	5.02
6	16.02

COLUMBUS, GEORGIA

022	023
024	025
027	028

THE URBAN INSTITUTE
2100 M Street, N.W., Washington, D.C. 20037