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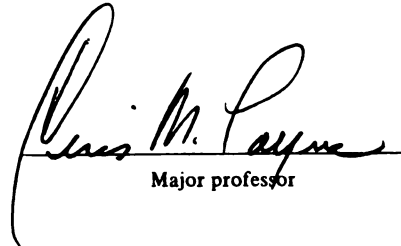
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VILLAGE OF FOWLERVILLE, MICHIGAN:
A LAW ENFORCEMENT NEEDS ASSESSMENT

By

Douglas James Tanner

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ABSTRACT

VILLAGE OF FOWLerville, MICHIGAN: A LAW ENFORCEMENT NEEDS ASSESSMENT

By

Douglas James Tanner

Through history, the village of Fowlerville, Michigan, has operated its police department under a variety of organizational structures. While some aspects of past policing methods have been positive for the community, each organization was ultimately dissolved. This organizational turmoil has had negative effects on policing in Fowlerville. This paper seeks to solve the problem of an ineffective police organization by developing a policing framework with a higher probability of success. This study employed a normative sponsorship approach to problem solving. Information for this study was gathered through numerous resident interviews and a survey exercise. The combined data is presented for a police administrator and the public to utilize as necessary. The major findings for this report include a support for a normative sponsorship approach to problem solving, as well as utilizing aspects of Community-Oriented Policing in the daily activities of a Fowlerville police organization.

Dedicated to the people of Fowlerville, Michigan
In Memory of Dr. Robert C. Trojanowicz

ACKNOWLEDGMENTS

The author is grateful to the late Dr. Robert C. Trojanowicz; without his guidance and materials, this research would not have been conducted. Thanks also to thesis co-chairs Dr. Dennis M. Payne and Dr. Bruce L. Benson, MSU's Police Chief, for their extensive review of this community-policing related work.

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INTRODUCTION

Human organizations operate by a set of norms, or variables, which control and predict whether proposals for change are adopted or rejected. Over the last one hundred years, the Village of Fowlerville, Michigan, has operated its policing activities under several administrative approaches. In the Spring of 1995, Fowlerville changed its policing structure from a contractual entity with the Livingston County Sheriff's Department and created its own Fowlerville Police Department. An opportunity exists to create a police organization with a higher probability of success.

Chapter One explains the organization of this thesis, and includes an overview of the problem, the purpose, the significance of this study, and research questions. The community of Fowlerville was studied to determine elements of its social systems, identify and prevent potential areas of opposition to police operations, and understand the customary procedures which produce systemic change. By identifying community norms, it is intended that police operations will be tailored to maintain a stable police administration which best serves Fowlerville.

Chapter 1

THESIS ORGANIZATION

Background

Prior to the study, an acceptable, accessible site was selected for research. In identification of the study site, the opinion of Dr. Robert Trojanowicz, then Director of the National Center For Community Policing (NCCP) at Michigan State University, was sought in December, 1993. On the advice of Dr. Trojanowicz, the Village of Webberville was first selected as a research site. However, Michael Lesick, then Chief of Police of the Village of Webberville, suggested the Village of Fowlerville. Lesick was to start as Chief of a new police department in Fowlerville in February, 1994, and wanted to identify community problems and attitudes to develop an effective policing strategy.

In December, 1993, Dan Bishop, Village Manager of Fowlerville, was interviewed to determine the degree of cooperation the researcher could expect from village officials and residents. Once it was determined that Fowlerville was manageable in terms of size, the village was selected for study based on its proximity to Lansing and the demonstrated cooperation of village officials and residents. Following selection of Fowlerville, the Village Manager was provided a description of the research strategy and objectives. The Village Council was also notified as to the research intentions.

Research Setting

Fowlerville is a village located 25 miles east of Lansing. The village is situated just north of Interstate 96, and is bisected into north and south halves by Grand River Avenue, formerly the plank road mentioned in Chapter Two, and further divided into east and west halves by Grand Avenue, which connects to Interstate 96 just south of the village.

Fowlerville has approximately 2648 residents. In 1990, 10.5% of residents were under age five, 20.4% were between the ages of 5 and 17, 11.7% were ages 18-24, 32.2% were ages 25 to 44, 8.9% were age 45 to 54, and 55 and older residents numbered 16.3%. Of these Fowlerville residents, 51.7% are female, and 48.3% are male (General Accounting Office, 1990).

Fowlerville's racial makeup is 96.1% White, 1% Hispanic, .2% Oriental, and 2.1% Other. Further population details are found in Appendices B and C.

The village has a history of difficulty maintaining a single viable police organization. This paper addresses the issue of constructing a durable police entity for Fowlerville which can best serve the public.

Overview of the Problem

Fowlerville needs some form of law enforcement to protect its citizens and enforce its ordinances and laws for an ordered society. The form this law enforcement

organization takes, whether in the form of a citizen patrol, private agency, Village Constable, a Village Police entity, a Sheriff's Department contract or a State Police Resident Trooper Program, is disputed. The history of Fowlerville's law enforcement has been troubled by the organization's failure to remain viable through political turmoil. The result is diminished police service to the residents of Fowlerville.

Identification of the Research Issue

The research issue is a research-based plan of action to develop a viable law enforcement entity in the village. This issue was raised by several sources, including a former area police chief, the Fowlerville Village Council, who felt current costs were not being justified by the perceived level of service, and the taxpayers of Fowlerville, as they funded expenditures and used law enforcement services.

Purpose of this Study

The purpose of this study is to assist in the creation of a viable law enforcement agency which can provide the highest possible degree of service for Fowlerville. This purpose will be accomplished by identifying and understanding the norms of the social systems at work in Fowlerville, developing a means of countering opposition to a police organization, and identifying the dynamics that impact change in Fowlerville.

Significance of the Study

This study is significant for several reasons. Foremost is the safety and security of Fowlerville residents. Fowlerville needs an organization which can quickly respond to emergencies, investigate and apprehend criminals, and educate to prevent crime. Also at stake are several million dollars of taxpayer funds. The cost for policing Fowlerville in 1994 was \$325,000 for the contracted services of the Livingston County Sheriff's Department. Lastly, an effective police organization can diminish the effects of existing problems, as well as potentially preventing new problems from forming in a community.

Research Questions

The research questions of this study as applied to a police organization are:

1. What social systems and norms are at work in Fowlerville?
2. What are potential areas of organized opposition?
3. What dynamics customarily work to introduce change in Fowlerville?
4. What is the best policing strategy for a viable Fowlerville Police Department?

The answers to the research questions may provide an opportunity to better predict whether a police agency action will be accepted or rejected. Goals and the activities to reach goals can be realigned to produce a higher success rate.

Organization of Thesis

Chapter 2 explains the historical basis of the research problem, and documents Fowlerville's policing history including past strategies. Chapter 3 provides the conceptual and theoretical framework for this paper. Chapter 4 contains a review of applicable literature, including Community Policing Programs at work in three locations. Chapter 5 contains the qualitative aspect of the study, including material gathered from interviews and community interaction. Chapter 6 presents the quantitative aspect of the study, including data collection procedures and response rates. Chapter 6 also includes discussions of content validity, construct validity, reliability, and response validity as related to Cohesion, Disorder, and Fear of Crime in the Fowlerville community. Chapter 7 contains an analysis of data and presentation of findings, with applicable ANOVA tests. Chapter 8 illustrates research-based recommendations for the Fowlerville police department, and suggestions for future research.

Chapter 2

HISTORICAL PERSPECTIVE

Policing History of the Village of Fowlerville

Demographics

Fowlerville is a village approximately 2.5 square miles in area, located in Handy Township, Livingston County, Michigan. Fowlerville is bordered on the south by Interstate 96, and is bisected into northern and southern sections by Grand River Avenue. Fowlerville is also divided into eastern and western halves by Grand Avenue (Livingston County Data Book, 1991).

Fowlerville's 1980 population was 2289, and by 1990 had reached 2648. The median age for Fowlerville was 28.6. Educationally, Fowlerville has the largest percentage of persons in Livingston County with less than a ninth grade education (6.2%) (Livingston County Data Book, 1991).

Background

The Village of Fowlerville, Michigan, was selected as a study site after speaking with former Webberville Police Chief Michael Lesick, who intended to take the position of chief of a newly-formed police department in the village. The chief planned to use the information to identify problems in each neighborhood, with the intention of starting a Community-Oriented Policing program. Fowlerville's proximity to Lansing and a cooperative Village

Manager were also factors in its selection for study. To supplement scarce documents of Fowlerville's law enforcement history, the author located and interviewed a former Fowlerville police chief, former officers, current Livingston County Sheriff's Department officials and current deputies for information.

Colonial Times

Though land purchases were made within Fowlerville's present boundaries on April 11, 1834, the history of the Village of Fowlerville does not properly begin until November 7, 1849. Under instruction of Ralph Fowler, a surveyor platted 29 lots bordering Grand River Street. During 1852, a plank road covering Grand River Street from Lansing to Howell (Livingston County Seat) was completed, which made Fowlerville a commercial center of some significance. This plank road was later extended to Detroit, and became a heavily-traveled thoroughfare in the state. As is recorded, "A four-horse stagecoach passed each way twice a day, and the accommodations of Independence Hall were taxed to the utmost" (Ellis, 1880, p. 245).

The Village of Fowlerville was later incorporated on April 5, 1871, and John G. Gould was elected its first Marshal. Jared L. Cook took over the duties of Marshal in 1872. When the village was reincorporated in 1873, William H. Spencer became both Marshal and Fire Warden. Albert S. Leland served as both Marshal and Fire Warden in 1874, and

in 1875 served again as Marshal. William Head assumed the responsibilities of Marshal in 1876, while Conrad C. Hayner was Marshal for 1877-1879. Before the construction of Michigan's freeway system, the plank road which ran through Fowlerville became the main route between Detroit and Grand Rapids (Ellis, 1880). This is now significant, as the new highway, Interstate 96, and the old plank road, now Grand River Avenue, still border and divide Fowlerville, respectively. Fowlerville's location is thus subject to visit by many types of people at all times of the day and night.

The 1930's and 1940's

While the historical figures of Fowlerville are well documented, details of policing Fowlerville are not available until the 1930's. A "village watchman" was the means of policing the village during the 1930's. Chief duties of the foot patrol officer were to check doors at night, guard against fire, and ensure public order (Manning, 1994). Motorized patrol began in the village during the 1940's, and the police department added a part time officer. These new officers, fresh from service in the United States Navy, were politically involved and helped change the village political setup. Few other details are known about police service delivery or activities until 1959 (Manning, 1994).

1950's and 1960's

The Village of Fowlerville employed a chief, two full-time officers, and a part-time officer, and no academy training was required at this time. In 1962, the workweek was 54 hours, with no overtime pay and rotating shifts. Officers received \$85 per week for their services, and had to switch shifts to cover court time. Despite what would be considered poor pay and training, officers described close and positive community relations (Manning, 1994).

Policing at this time was significantly different, as an officer recalled his experiences. The police department was self-supporting, as the local Justice of the Peace pushed for traffic tickets. The police department collected a portion of parking tickets from expired meters on the village's main streets. Parking ticket collections were so numerous that the Fowlerville Police Department was one of the first agencies in the region to have a patrol car radar unit, purchased from fines. Since Fowlerville was on Old US-16, the connection between Detroit and Grand Rapids (Now Interstate 96), many types of people came through the area (Manning, 1994).

The Livingston County Sheriff's Department was only a 17 man force at this time, and backup would often have to come from the Michigan State Police. Truck drivers were noted for stopping and assisting officers with suspects who fought with officers during arrest. Often, truck drivers

would "pull over and wait to see if traffic stops turned out O.K." (Manning, 1994).

Manning also indicated that there was more respect for officers then, as "you could count on the family to back you up. Many was the time I could take a rowdy juvenile home, knowing the punishment they would get would far exceed what a court could do. But it kept their records clean, and most of them are good folks today. But it worked because the family was boss" (Manning, 1994).

An adult Fowlerville resident recounted the treatment he received by the Fowlerville Police Department after getting into trouble. Shortly after his minor crime, he took a factory night job. His work partner was a drunk, and he was often left alone operating heavy machinery. "Even though I had been in trouble, [the patrol officer] used to check on me every hour at night to make sure I was still O.K. You have to respect a guy like that." (Anonymous Fowlerville Citizen, 1994).

Activating police services also changed. Rather than dialing 911, as is done today, citizens would press a button at the police station to summon an officer. A light on top of the village stoplight would come on when the station button was pressed. An officer on foot or in a vehicle would then return to the station to respond to the caller. This was later "upgraded" to a piece of paper the chief would place in the window when he wanted to speak to an

officer or an interview was required at the station (Manning, 1994).

Pay for officers in 1963 was \$4200 per year, and the workweek was 48 hours, with no overtime pay; only one day off per week was granted. A part-time officer was also added to the department. Problems facing the village and its department at this time were largely youth and/or drug and alcohol related.

A former officer recalled the days when "women were afraid to walk down the street in broad daylight for fear of being harassed by youth gangs." This was quickly squelched, as handling such problems "in those days" was more direct. "It used to be you could bend one of those guys backwards over the hood of your car to straighten 'em out and the community would appreciate it. It got rid of our gang problem, but you sure couldn't do stuff like that these days. In many ways, this has served to lessen respect for the law" (Anonymous Fowlerville Police Officer, 1994).

Other problems at this time included a power struggle between the Village Council and the Police Chief. The friction, it was noted, tended to affect morale somewhat, but for the most part the Council was ignored by the line staff.

The 1970's and 1980's

The 1970's brought a new chief and officers with a new attitude to the Fowlerville Police Department. Many former Detroit Police Department (DPD) officers began working in Fowlerville at this time. The department was unionized under the Teamsters Local 214, with leadership from a former DPD officer, and a professional image was recalled by many citizens. "They sure cleaned up this town" was a quote from several residents. Budgetary matters concerned the Village Council, as costs mounted to 42% of the village budget.

On October 9, 1983, the village council, without a great deal of community input, struck a deal with the Livingston County Sheriff to provide police protection at a lower price than the Fowlerville Police Department. The Fowlerville Police Department was disbanded, and the officers went to work for other departments in the area. Ironically, one former officer is Undersheriff of the Livingston County Sheriff's Department, in charge of overseeing law enforcement services for the village. Financial records reveal that during 1983 and 1984, the sheriff did not charge the village for overtime incurred by deputies; instead, costs were spread over the entire county to maintain appearances of low cost service. While costs of keeping the Sheriff's Department coverage remained "low" for the first few years, a new sheriff corrected the accounting process. Consequently, 1994 law enforcement costs account for approximately 45% of the village budget.

The 1990's

In addition to high costs, the village felt it did not get the service it deserved. Patrols were bolstered in May of 1991, following a bar brawl that injured two LCSD deputies. (``Council told,'' 1990). The community saw this as a response that only resulted from a one-time crisis, and the rift widened.

By May of 1993, the village council agreed to study bringing back a local police department. Costs for the LCSD coverage were \$325,000 for 1993, and increases in costs were expected for successive years. However, the council wanted the meetings regarding a new police department to be private (``Council approves,'' 1993).

On September 20, 1993, the village council approved the hiring of Michael Lesick, at the time the Chief of Police of Webberville, Michigan, and planned to terminate the LCSD contract and start a new department February 1, 1994. No community input was given in the matter, and thirty angry residents expressed their distaste with the process at the October 4, 1993 village council meeting. Nearly 150 people attended the October 18 meeting with similar concerns. Lesick, who had donated many hours researching startup costs and design of the proposed department, announced his candidacy withdrawal for the chief's position at the meeting, citing he did not want Fowlerville to be split over the law enforcement issue. The council split in a 3-3 tie to accept Lesick's resignation that night, but recanted on

November 15, 1993 and accepted the chief's self-removal from the position.

The village council determined Fowlerville start its own village police department approximately April 30, 1994. The LCSD contract expired January 31, 1994, but the LCSD agreed to provide services for an extra 60 days. The LCSD indicated it would enact a new contract to cover this time period if the village experienced a gap in service from the startup of its own police agency. A new provision included unemployment pay for the five deputies who worked in Fowlerville.

The LCSD stated since the Village eliminated the five job positions by starting its own department, unemployment pay costs must be absorbed by the Village. The Village believes it can avoid this cost situation by having a department implemented by its LCSD contract deadline (Anonymous LCSD Administrator, 1994).

Summary

The founding fathers of the Village of Fowlerville realized a need for law enforcement in the community and appointed a Marshal as one of the first acts of incorporation. Policing progressed to foot patrol in the 1930's, and motorized patrol began during the 1940's; officers have since worked largely from vehicles. Policing in Fowlerville generally mirrors the U.S. history of law

enforcement, with budget constraints holding Fowlerville about a decade behind general trends.

The same problems associated with reform era policing occurred in Fowlerville. For example, negative attitudes resulted from notions that the police organization is the sole source of law enforcement policy and procedure, and that the public knows little about police work. This has distanced police from the local political unit, and contributed to a breakdown of communication between the residents and the police. Fowlerville's police history has demonstrated that despite advances in technology, training, and budgets, problems still remain when communication fails between police and the public. With the possibility of a new police department starting in April 1994, or 1995, the Village of Fowlerville has an opportunity to implement a strategy which will serve to bring the police and the community closer together to exchange information, solve crimes, and reduce fear. This strategy, actually a philosophy, has developed from what is known as Community-Oriented Policing.

Chapter 3

CONCEPTUAL AND THEORETICAL FRAMEWORK

Introduction

With the historical information provided in Chapter Two, a plan to solve the research problem is next established. Normative sponsorship theory lays a foundation for introducing new ideas to a group. Normative sponsorship draws on social and organizational principles and builds to an orderly problem solving process known as The Systematic Method. The Systematic Method is then modified and employed to solve the research issue.

Normative Sponsorship Theory

Sower developed normative sponsorship theory in 1957. This social action construct stipulates that acceptance of an innovation or change, in this case, policing the village, will be higher if introduced within organizational norms, goals, and leadership (Sower, 1994).

The normative sponsorship idea is centered around the belief that decisions about change in any human organization are guided by the norms of both its formal and informal social systems. Proposed changes have a higher probability of being accepted (sponsored) when they are designed and initiated to fit the norms and goals of the organization. The probability of acceptance is further increased if the "rules of initiation" for the organization are not violated in introducing the proposed change. Rules of initiation are the customary methods that define how change is introduced within a social system. (Sower, 1994)

Sower believes nearly all people of a community have an ownership stake, as well as some emotional attachment to cooperation and challenge. Normative sponsorship theory holds most community individuals have goodwill and are motivated to increase a community's quality of life. This is especially applicable to citizens seeking to elevate their own status and the quality of their majority of the citizens...it will not generate the necessary resources, activities, and effort required from the community citizens" (Sower, 1957).

Principles of Social Organization

Sower also discusses plans for using normative sponsorship theory in problem-solving. Sower draws from both social anthropology and organizational sociology, and states that in order to effect predictable change:

1. You need to understand the elements of each social system that are relative to achieving the goal. All human social systems have a recognized set of elements such as norms, leadership, and roles (behavior expectations) defined for each position. These may be based on age, sex, place, time, social rank, or some other criteria.
2. You must plan to prevent dedicated or organized opposition to your objective.
3. You need to understand the action processes through which changes customarily are introduced in each social system.

(Sower, 1994)

The Systematic Method

Building upon Sower's principles of social organization, normative sponsorship theory involves a series of steps which allow for greater prediction of success or failure. This process is also known as the Systematic Method.

The first step is to solve one recognized problem at a time, by determining if a solution is within community norms and social organizations. Sower believes the ideal of community good is more powerful in a group than the rights and privileges of a community member or community power force. Sower holds this principle works in problem solving to bring together local people and organizations (Sower, 1994). Next, one must determine who in a community will support a proposal, who will oppose it, and why. The third step is to understand the problem to be solved by way of a systematic study. A compilation of past methods of problem solving in similar cases also serves to further understanding, as well tabulating other relevant literature. Next, solutions are introduced (the change model) within norms and goals of the community units that have an interest in solving an issue. This increases potential acceptance and minimize opposition. Lastly, a reminder is issued to follow the community rules of initiation when presenting the change model (Sower, 1994).

With the Systematic Method established, the next course of action is the application of its principles. The

problem of creating a viable policing agency in Fowlerville has already been put forth. Therefore, a list must be created which approximates the formal and informal units of social organizations of interest to a Fowlerville law enforcement entity.

Social Units

While this term precludes a human element, it is essential to remember each group which follows contains living, breathing people who all have an interest in creating and maintaining a viable law enforcement entity in Fowlerville. The social units have been drawn from Sower's works, as well as research into Fowlerville's village offices, business groups, educational elements, the area Cooperative Extension Service, and interviews from knocking on many doors in the neighborhoods of Fowlerville.

The list includes, but is not limited to, Administrators (Village, Police, Fire, etc.), Legislative and Executive Bodies (Village, County, State, Federal), Community Service Groups, Agency Clients (Students, Law Offenders, etc.), Churches, Paraprofessionals, Professionals, Families, Landowners, Renters, and Neighborhoods. These groups must be considered when determining policing strategy. A police entity will have greater predicted success in its operations by identifying and incorporating the norms of these groups.

There have been numerous policing strategies through history, all of which have failed to date in Fowlerville. The next police entity must incorporate a policing strategy grounded in normative sponsorship theory, and utilize a Systematic Method for problem solving. A strategy adapting normative sponsorship theory to policing is community-oriented policing.

Community-Oriented Policing

While no one theory adequately addresses all the elements of Community-Oriented Policing, (one reason for resistance to and confusion about community oriented policing), normative sponsorship provides a foundation upon which to build a successful community oriented policing strategy. Additionally, definitions of community and community oriented policing supplement these theories (Trojanowicz, 1992).

Community-Oriented Policing is founded on the normative sponsorship ideas of involvement, cooperation, and challenge. COP also assumes that people want to be independent, and have input when constructing alternatives and implementing actions over which they have control. People are assumed happiest when making contributions to their existence, in matters of family, occupation, or environment (Trojanowicz and Moss, 1975, 135). Normative sponsorship has organizational and strategic implications for a police agency. An agency promoting normative

sponsorship ideals must shed an authoritarian image for greater cooperative efforts with citizens. Police roles also change, as department members serve as catalysts for problem identification, help facilitate neighborhood changes, and become a referral system source for citizens (Trojanowicz and Bucqueroux, 1990).

Normative sponsorship theory was tested in the Detroit riot of July, 1967. As a result of the riots, 43 persons were killed, over 7200 persons were arrested, and the city assessor's office placed losses at \$22 million, excluding business stock, private furnishings, and the building structures of churches and charitable institutions. Against this backdrop, however, a success was realized:

As the riot alternately waxed and waned, one area of the ghetto remained insulated. On the northeast side the residents of some 150 square blocks inhabited by 21,000 persons, had, in 1966, banded together in the Positive Neighborhood Action Committee (PNAC). With professional help from the Institute of Urban Dynamics, they had organized block clubs and made plans for the improvement of the neighborhood. In order to meet the needs for recreational facilities, which the city was not providing, they raised \$3000 to purchase empty lots for playground. Although opposed to urban renewal, they had agreed to co-sponsor with the Archdiocese of Detroit a housing project to be controlled jointly by the archdiocese and PNAC. When the riot broke out, the residents, through the block clubs, were able to organize quickly, youngsters, agreeing to stay in the neighborhood, participated in detouring traffic. While many persons reportedly sympathized with the idea of a rebellion against the "system," only two small fires were set--one in an empty building. (U.S. National Advisory Commission on Civil Disorders, 1968, p. 96)

While this example existed on a small scale compared with the totality of circumstances, cooperation, consensus building, common goals and interests produced individuals who acted in their best interests and maintained a quality of life for their community. From this beginning, Community-Oriented Policing arose in the 1980's, and handles problems at the infrastructure level. COP places officers in neighborhoods with the intention of long-term, sustained neighborhood management (Hoover, 1992).

A philosophy, not a specific tactic, Community-Oriented Policing is a proactive, decentralized approach to reduce crime, disorder, and fear of crime by intensely involving the same officer in the same community on a long-term basis. Residents thus develop trust and cooperate with police, providing information and assistance to achieve these goals. COP uses tactics such as foot patrol to encourage a two-way information flow. Residents become the officer's eyes and ears on the streets and help set departmental policies and priorities. Improved police-community relations is a byproduct, not a goal, of this approach (Trojanowicz and Bucqueroux, 1990).

To develop communication and trust, COP creates a framework to identify community goals through "discussion, discourse, debate, and consensus building". This idea exchange creates social action based on "cooperation... and determination of common goals" and "challenges people to act according to their best interests and improvement of their

quality of life" (Trojanowicz, 1992, 36). The vision of COP is enhanced police-community relations, and COP's goal is more frequent officer contact with the public. COP information exchange builds trust so crimes can be prevented or solved and citizen safety and welfare improved (Trojanowicz, 1994). While COP is the current trend, American culture generally reacts negatively to armed government agents in its neighborhoods. COP seeks to overcome this negative attitude through improved citizen service.

Summary

This chapter established the problem-solving normative sponsorship theory, provided organizational principles from which to operate, and introduced the Systematic Method for problem-solving. The problem to be solved here is the creation of a viable law enforcement entity in Fowlerville. A compilation of the groups relevant to the law enforcement issue was established, and consisted of Administrators (Village, Police, Fire Service), Legislative and Executive Bodies (Village Council, County Government, State Government, Federal), Community Service Groups (4-H, Treatment Resources), Agency Clients (Students, Law Offenders), Churches, Paraprofessionals, Professionals, Families, Landowners, Renters, and Neighborhoods.

Lastly, Community-Oriented Policing was briefly explained as an application of normative sponsorship theory

in policing neighborhoods. The following chapter is the next step in the Systematic Method, a literature review of the applicable studies already conducted in Community Policing in America.

Chapter 4

REVIEW OF THE LITERATURE

To provide further insight into successfully policing Fowlerville, a compilation of applicable literature regarding community-oriented policing programs in action in other communities was conducted. This provides practical understanding of community-oriented policing, and lends support to tailoring a COP strategy for Fowlerville.

This section examines successful Community-Oriented Policing programs from three communities in America: Flint, Michigan, Aurora, Colorado, and Michigan State University, East Lansing, Michigan. Each is examined to determine strategies involved in each program, and the principles applied in these cases can be adapted to Fowlerville.

Flint, Michigan

The Flint Neighborhood Foot Patrol Program is an excellent example of normative sponsorship theory in action. The program operated in full effect from 1979 to 1989. Despite its success, the program today remains only in a few neighborhoods in the city. The Flint Neighborhood Foot Patrol Program was a medium for Flint's community policing program. Surveys were first conducted to provide information on the history, attitudes, demographics, and neighborhood leaders of the residents in the beat areas. Privately funded with \$3 million from the Charles Stewart

Moss Foundation, 22 officers were assigned to 14 beats in 1979 (Trojanowicz and Pollard, 1986).

Officers met with residents and neighborhood leaders in citywide community meetings, and the public was allowed to take an active role in determining how it would be policed; this idea exchange was an essential process. Once problems were identified and goals established, a mutually agreeable strategy was established to combat crime. The media was also an important element in the COP process. Press assistance was negotiated by police to help foster the information exchange and educational process. This cooperation is an underpinning of normative sponsorship theory, which states that people are of good will and cooperate with others to satisfy needs (Trojanowicz, 1990; Trojanowicz and Smyth, 1984).

Officers functioned as social scientists in the neighborhoods, and were allowed some freedom to determine solutions to specific problems. Additionally, officers assumed roles of department representative, law enforcement expert, educator, arbitrator, and assistant while on patrol. These roles required effective officer communication skills to make the program successful (Trojanowicz and Smyth, 1984).

The program was so well received that when the Mott funds expired three years later, the community voted to raise taxes to continue the effort. Flint PD expanded the foot patrol program citywide, to sixty-four beats, and the

same method of neighborhood problem analysis with community involvement was applied. Pleased residents voted tax raises in 1985 and 1988, something no other community at this time had done. Researchers asserted the levies proved a successful COP effort (Trojanowicz and Moore, 1988).

Despite success in Flint, several factors resulted in the demise of the foot patrol program. First was a lack of political economic support in this financially depressed area. Second, the Mott funds expired. The department then experienced a downsizing due to financial reductions. Lastly, resources were shifted to motor patrol because the volume of serious calls for service precluded proactive efforts.

The Flint program demonstrates the success or failure of a COP program depends on the community it serves. No matter the cooperation between residents and police, without financial support and strong political influence by residents, a COP effort will fail. Though Flint's public appropriated finances for foot patrol, decision makers would not supply adequate motor patrol funds. Ultimately, resources were shifted from foot patrol, and the Flint Neighborhood Foot Patrol Program collapsed. (Moore and Trojanowicz, 1988).

Aurora, Colorado

The Aurora, Colorado police department implemented a Community-Oriented Policing strategy in the summer of 1987.

A pretest on officers and the community was conducted prior to the implementation of the COP program. A posttest was also conducted. Results of the study continue to be valuable in the way the department conducts its personnel management. While citizen perceptions of the Police Department did not change significantly, officers reported significantly higher perceptions of safety on the job and greater job satisfaction as a result of community policing efforts. In addition, community police officers (CPO's) believed the new positions in the neighborhoods afforded them improved opportunities to utilize training, address conflicts, and create positive police-community relations. CPO's also demonstrated lower tendencies to transfer within the department or seek employment outside the agency. Community Police Officers were less likely than their peers to seek advancement positions within the department which removed them from their CPO assignment. These factors indicate an increased job satisfaction aspect of Community-Oriented Policing (Trojanowicz, Unpublished Results of the Aurora Study, 1990).

Michigan State University, East Lansing, Michigan

After extensive planning, Michigan State University's (MSU) Department of Public Safety (DPS) in East Lansing, Michigan, implemented a campus Community Oriented Policing program in September, 1987. The program began with two Community Police Officers, each assigned to a beat covering

a geographical area approximately one-sixth of campus acreage. Each CPO was made responsible for the establishment and introduction of the Community Policing program in their "community". The CPO's agenda included identification of local leaders and volunteers and development of a "leader team". Officers were also assigned to identify potential resources such as MSU management staff. Building on the foundation of community associations, CPO's took part in criminal activity assessments in their assigned areas. Community-perceived needs were also placed on an objectives roster. Promoting DPS goals and values, CPO's planned objectives to combat community problems. Input from MSU's student body and faculty was crucial in the development and implementation of strategies and programs to resolve community needs. The officers also participated in program analysis to change their individual programs as necessary for community benefit (Benson, 1993).

The test program was so well received by the communities it served, four more CPO's were assigned to Michigan State University's campus. As of 1990, six CPO's were at work in designated zones on the college grounds. MSU's 48 DPS officers serve, in addition to 8000 faculty and staff, 42,000 students, of which 25,000 reside on the 5,000 acres of central campus (Benson, 1993).

The local media was also recognized as an integral component of the Community-Oriented Policing program. The

State News student newspaper and the Lansing State Journal have exhibited positive efforts to promote the successes of the COP program. Numerous headlines and articles have featured exploits of both volunteers and police, which serve to educate the public and promote communication (Benson, 1993).

Michigan State University's COP effort was implemented during a time of budget cuts, and required departmental resources to be reallocated to fund the program. With the help of volunteers and a department-wide commitment to COP, the following philosophies have continued to remain at the forefront:

Community Policing is the philosophy of involving a police officer in a specific section of the community, with ownership, on a long-range basis. The key element is geographic ownership. The officer works to organize community resources, the police department and other agencies to reduce crime and meet the appropriate community needs.

Community policing is a philosophy of caring, working with people, and helping people. This often means helping people informally when the formal systems do not seem to work.

(Benson 1993)

SUMMARY

The successful concepts of Flint's Neighborhood Foot Patrol Program were applied to the Aurora, Colorado, and Michigan State University locales. Each community was analyzed to determine residential makeup. Leaders in the populace were identified and cultivated for assistance, and

the public was actively involved in the creation and application of the policing strategy. The media was regarded as an ally and recognized for its educational and informational potential . Cooperative efforts of the COP programs also had the effect of enhanced job perceptions for police personnel as well as making quality of life improvements for the public (Benson, 1993). These cases demonstrate that a COP program can enhance a community, and show that residents are more likely to support a policing program which actively involves them in the design and application. The next step, then, is a community analysis.

Chapter 5

QUALITATIVE METHODOLOGY

Introduction

To reiterate, the research questions of this study as applied to a police organization involve: the identification of the social systems and norms at work in Fowlerville, distinguishing potential areas of organized or dedicated opposition, and reviewing the action processes through which changes are customarily introduced in Fowlerville. This knowledge is intended to construct the best policing strategy for a viable law enforcement entity.

This chapter contains a community analysis of Fowlerville constructed through interviews with subjects from groups relevant to the law enforcement issue. Subjects interviewed were from the following groups: Administrators (Village, Police, Fire Service, etc.), Legislative and Executive Bodies (Village, County, State, Federal), Community Service Groups, Agency Clients (Students, Law Offenders, etc.), Churches, Paraprofessionals, Professionals, Families, Landowners, Renters, and Neighborhoods. The subjects were promised anonymity for their views. In addition to interviews, a survey exercise was conducted in the Village. The survey exercise is explained in Chapter 6, and together, the interviews and survey provide insights as to the norms and attitudes of the community.

Research Setting Divisions

To more closely study the norms and attitudes of Fowlerville, the village was divided into four quarters to interview residents and distribute survey forms. The quarters are used as units of analysis in the study, and were selected according to the division of the village by Grand River Avenue (divides the village into Northern and Southern halves) and Grand Avenue (divides the village into Eastern and Western halves). The village was divided into four quarters to determine whether norms and neighborhood problems differ significantly by geography in the village of Fowlerville. The intent was to better allow a police agency to focus on specific problem areas. The quarters are called Areas for the remainder of this paper.

Demographically, Area I (NW Quadrant) is sparse housing with mid to lower income neighborhoods; Area II (NE Quadrant) contains mostly new houses and schools (mostly upper income); Area III (SE Quadrant) contains churches and residential areas. The south area of Area III contains two large apartment complexes and restaurants (e.g. McDonald's) near Interstate 96. Area IV has the most densely populated area of the village, with a 148 trailer mobile home park and an apartment complex. Few residential areas exist here.

Once the research layout was completed, interviews were conducted of subjects from the various social units of Fowlerville, including 14 Administrators (Village, Police, Fire Service), 18 members of Legislative and Executive

Bodies (Village Council, County Government, State Government, Federal), 10 members of Community Service Groups (4-H, Treatment Resources, etc.), 74 Agency Clients (Students, Law Offenders), 5 Church leaders, 6 Paraprofessionals, 12 Professionals, and 244 members of groups comprising Families, Landowners, and Renters. The interviews were not exhaustive, nor was each member of each group interviewed, as time and financial constraints precluded this. The author feels the 383 subjects located and interviewed provide sufficient insight on the community norms. A breakdown of the numbers of each group interviewed by Area is shown in the Appendix under Community Maps.

Administrator Interviews

Many former Fowlerville Police Department (FPD) officers were interviewed, as well as current Livingston County Sheriff's Department (LCSD) administrators and deputies assigned to the Fowlerville substation. Former Fowlerville Police Officer Bud Manning (1959-1960), Livingston County Undersheriff Kenneth Wright (FPD Officer 1969-1983), LCSD Lieutenant Henry Gallup (Oversees Law Enforcement Operations), Lieutenant Gerald Bockhausen (formerly an FPD officer, now a Lieutenant with the Brighton, Michigan, Police Department), LCSD Deputy Robert Smith (assigned to day shift in Fowlerville) and Chief Robert Kritchke (Fowlerville Police Chief, 1973-1983, now Chief of Police with Hamburg Township, Michigan, Police

Department) were interviewed to supplement Fowlerville's official records and provide insights into the dynamics of its policing history.

Former FPD employees, as well as the LCSD administration, indicated the Village Council has little idea of operational resources necessary to run an effective law enforcement agency. Cost factors outweighed mention of law enforcement service quality by the Fowlerville Village Council. A former FPD chief stated, "Training in those days consisted of anything that was free." A LCSD administrator noted, "The Village has champagne tastes and a beer budget." These statements were supported by council member interviews.

The LCSD deputies interviewed had just begun a rotation in Fowlerville in November of 1993, and were still becoming acclimated to the environment. They were, however, genuinely interested in the research. Both deputies stated they were well aware of the problems facing the community, and cited alcohol, youth problems, and family disintegration as examples. Deputies noted a lack of communication between LCSD administration, LCSD line staff, and Village Council, and resulted in an unfocused policing approach.

Legislative Interviews

One person interviewed was a councilwoman of twenty years. She gave a historical development of Fowlerville's crime problems and law enforcement, as well as why the

Fowlerville Police Department was disbanded in 1983. She also stated the FPD unionized in 1971. This resulted in requests for higher wages and benefits, which the village council was unable or unwilling to pay. The FPD was dissolved, and the LCSD was contracted to cover law enforcement duties at a lower cost to the village. Cost concerns were confirmed by other sources, including the Village President of over 10 years. Little mention of police service quality was made by local government.

The village council perceives law enforcement from a cost perspective. The history between the council and the local law enforcement entity has been marked by hostility towards unions, lack of communication on both sides, and a mutual lack of understanding of the job roles of police administrators and council members. A policing strategy must consider these problems in its approach to be successful, and be cost-responsible while educating the council on matters of cost justification. Except for the village manager, the village council was most hostile to the researcher, and often questioned the study's validity prior to completion.

Community Service Group Interviews

There are a great deal of community service groups in Fowlerville and the immediate area. The groups have operated basically independent of one another in the past. The groups have the potential to be utilized by a police

administrator for additional assistance and possible cost reductions to the police agency.

Agency Client Interviews

Students were also interviewed during the course of this study. Students felt they did not receive enough credit from the community, and said Fowlerville believes many of its youth are unfavorable. Students said when a small percentage of their peers destroy property and cause trouble in the village, all youth get labeled as bad. Most students stated they would assist police if asked to do so.

The problem of youth perceived by the community, then, could be lessened by incorporating youth into positive activities, such as cleaning up park areas. The police agency could organize the youth on its own or through a service agency like 4-H, and coordinate a media coverage of the event. The village community should respond favorably to youth contributing to the public.

Youth causing problems must be handled by the police in a decisive manner, and a reputation that youth crime and status offenses will not be tolerated by the police agency should be cultivated in the community. This will serve the purpose of providing community support of its police by responding to specific community concerns. Youth offenders could also be placed on community enhancement projects by juvenile court officials, to serve to help the community and stand as a message to other potential youthful offenders.

Church-Related Interviews

The clergymen in the village responded very favorably to the research. The clergy perceives the law enforcement problem from a perspective of a breakdown in societal values. The clergy overwhelmingly would support a law enforcement administrator and should be called upon to communicate the ideas of the police to the members of the churches they serve. This situation is an excellent opportunity for constructive, two-way communication between the police and a large portion of Fowlerville. The clergy expressed an active interest in acting as leaders and identifying leaders within their church who could garner law enforcement support and involvement. The clergy also offered to support positive youth-based activities.

Paraprofessional Interviews

Paraprofessionals are nonprofessional workers who assist professional workers in their activities. There is not as yet a great deal of industry or service technology built up in the village. The views of the paraprofessionals are consistent with those obtained in the interviews of families in neighborhoods, as paraprofessionals were observed to be residents who lived in Fowlerville. Further information is contained under the Family Interviews heading.

Professional Interviews

There are a fair number of professionals in the village of Fowlerville, mostly located in businesses in the downtown area. Professionals see the law enforcement problem from a business-related standpoint. Professionals are concerned about the tax dollars used to fund a law enforcement organization, as well as getting proper protection for their business establishments. Professionals as a whole were supportive of law enforcement, and, if proper credit was given in the media, could be considered a police asset.

Family Interviews

Families were concerned for the day to day safety of the people and their personal property. Children were also consistently mentioned. Most families indicated a willingness to remain in Fowlerville, as they perceived it as having fewer problems than larger towns nearby. Families did express a growing concern that things are becoming worse in the village. Reasons given were drug use and youth problems, and an increasing number of welfare recipients, who were seen as not having as great a stake in the community. Families expressed a great desire to have some form of law enforcement present in the village. The family unit in Fowlerville also appears to be a strong proponent for police operations, and seems more intact in Fowlerville than other areas.

Landowner Interviews

Landowners in the village seemed the most concerned about the law enforcement issue, and were most willing to discuss the matter. Over and over, the author was invited into homes of strangers to discuss issues. Landowners perceived the law enforcement problem from both a business and protection standpoint. Concern over tax burdens was the focus of landowners, as well as protection of property from theft and vandalism. Landowners also expressed emphasis on renters not having a complete stake in the community, as if not owning property lessened a personal commitment to Fowlerville. Landowners were supportive of a law enforcement entity in the village, as long as the services were consistent with the taxes incurred. Landowners blame the village council more than the police for the current situation. Landowners expressed greater concern for ordinance enforcement than general law enforcement, a view which must be kept high in police priorities to maintain landowner support.

Renter Interviews

Renter interviews were the most difficult to accomplish for the study. Most apartment renters seemed unwilling to talk with the author about concerns, or complete a survey form. Renters mentioned police responded to more calls at the village's apartment complexes than to other portions of town. Generally, apartment renters worked in more service-

related jobs, or were unemployed. Most apartment renters stated they did not know their next door neighbors.

Neighborhood Interviews

To accomplish this objective, several Village Council members, two LCSD deputies, and Fowlerville residents were informally interviewed. Area I was noted as quiet and is the least populated Area in the research. Police and residents reported no problems other than the vandalism of a park gazebo by juveniles. While no mention of neighborhood groups in Area I was made, it appears high in cohesion, and low in disorder and fear of crime.

While Area II contains two small blocks of low income housing, most of the section appears to be of an upper socio-economic status. Area II appears to be the only village Area where new homes are being built. Area II has a long dead end street, which cuts down on traffic. Area II has the only visible window stickers in the village which indicate the presence of home security alarms. Area II is held in high regard and has a very clean and ordered appearance. Area II appears high in cohesion, low in disorder, and low in fear of crime.

Area III is largely residential, and contains several churches. Problems with unsupervised juveniles in Area III were noted frequently by residents. While most houses in Area III are clean, there are several which have trash on the lawns. The problem apartment complexes, indicated by

police and residents, are located in the southern portion of Area III in close proximity to one another. Area III, after interviews and observations, appears low in cohesion, and high in disorder and fear of crime.

Area IV is the most densely populated area, due to the 148-trailer mobile home park. Problems with several elements in this area, including low income or state assisted families, fear of crime by the large elderly population which resides in the area, and unsupervised juveniles were mentioned frequently by both law enforcement and residents. Upon examination, Area IV appears low in cohesion, high in disorder, and high in fear of crime.

Summary

The qualitative aspect of the study was observational in nature, with semi-structured interviews. These interviews were semi-structured and gathered impressions of potential respondents towards the history of law enforcement in Fowlerville, attitudes towards police services, and whether the policing situation is seen as a problem in the village. The dominant methodological strategy was as an observer, with considerable time spent at Village Council meetings, the Fowlerville News and Views newspaper office, and the Village Office.

Based on interviews, the social systems at work in Fowlerville are composed of Administrators, Legislative and

Executive Bodies, Community Service Groups, Agency Clients, Churches, Paraprofessionals, Professionals, Families, Landowners, Renters, and Neighborhoods. The norms of these groups are conservative and exemplify traditional morals and family-oriented values. All groups expressed a genuine concern for the community and the law enforcement issue.

Potential areas of organized or dedicated opposition exist in all groups, but are most evident in the local legislative body and renters. Law enforcement must develop sensitivity to the issues concerning these groups to lessen resistance. The action processes through which changes are customarily introduced in Fowlerville have traditionally been through the involvement of only a few persons on the village council, and renters have been least active.

Based on interviews, the best policing strategy for a viable law enforcement entity incorporates normative sponsorship and COP into its operations to improve interaction among community groups. This addresses the most visible problem, a lack of communication, between the community, the Village Council, and the LCSD. This was evidenced by poor public showings at council meetings (also frequent absences of the LCSD representative charged with presenting police service updates), the historical absence of community input to its council, and the failure of the police services contract.

Residents felt the LCSD ignored the "needs" of the community, e.g., not "unlocking the cemetery gates," and "difficulty in getting consistent enforcement on zoning violations" (Village Council Meeting, 1993). Deputies had the option to leave the village to handle emergency calls, a concern for many village residents. While the people in outlying areas of Fowlerville did not pay extra taxes for the coverage provided by the Sheriff's Department, they enjoyed faster emergency services from the Fowlerville substation. In short, factors inhibiting effective communication produced a situation in which the Fowlerville Village Council and the Livingston County Sheriff's Department parted cooperation for the benefit of Fowlerville residents.

In synopsis, Fowlerville's social units form a rather conservative, cohesive, family-oriented community which overwhelmingly supports law enforcement in the village. The challenge, then, is not whether a law enforcement entity should exist, or even in what form, but how the organization operates in the village and responds to peoples' needs. The following chapter contains a survey exercise intended to elicit further attitudes and community norms in a manageable form.

Chapter 6

QUANTITATIVE METHODOLOGY

Introduction

In addition to interviews, I administered a survey to village residents. The survey, developed by Mark Lanier (See Appendix D) measures levels of cohesion, disorder, and fear of crime in the community. The survey measures norms and attitudes about crime and law enforcement issues and its information can be used as a starting point for a police agency. The survey could be administered again in the future to measure success or failure of law enforcement.

The numbers alone yielded by the survey are not intended to be all-encompassing, as time and financial constraints precluded a detailed, technical application of research techniques. Combined with interviews, the survey yielded valuable insights of Fowlerville which could not have otherwise been obtained.

This chapter describes the survey research strategy and procedures used to enhance the reliability and validity of the study. The survey goal was to identify social systems and norms at work in Fowlerville, distinguish potential areas of organized or dedicated opposition, and review the action processes through which changes are customarily introduced in Fowlerville. This knowledge, combined with interview facts, is intended to construct the best policing strategy for a viable law enforcement entity.

Survey Instrument

In reviewing applicable literature, a survey was discovered that had been used in a community policing program in neighborhood evaluations. The information was applicable to norms and attitudes of a community and consists of an eight page questionnaire (see Appendix D). The instrument was designed using text requiring only about a sixth grade reading level. Furthermore, the questionnaire was designed to elicit information on perceived crime, fear of crime, disorder, cohesion, and respondent demographics (Lanier, 1993, p. 57). The Community Survey consists of 61 items. Subjects respond to items by marking a response on the questionnaire form. Answers are then categorized according to numeric values assigned to categorical responses.

Data Collection Procedures

The population to be studied for this thesis is the approximately 2650 residents of Fowlerville. Surveys were given to subjects ages 14 and over, because Lanier's survey requires approximately a sixth grade education for completion. The 1990 Census indicated that approximately 25% of Fowlerville residents were under age 14. Thus, survey feedback was intended to be the attitudes and norms of approximately 1986 adult subjects in Fowlerville.

I intended to give each adult Fowlerville subject an equal chance of being selected for a survey completion. To

this end, a property map showing Fowlerville residences was used to track survey distribution and response rates. Fowlerville's Zoning Future Development Guide map, updated in 1984 by the Office of County Planning, identified households in Fowlerville neighborhoods. Each household was contacted and a Community Survey given to each adult.

Survey Distribution

The survey forms had a cover letter attached, which was approved by the MSU University Committee on Research Involving Human Subjects (UCRIHS) office. The cover letter explained the purpose of the survey, the optional completion of the survey, the return location, and the researcher as the contact person for the survey. The return location chosen was the Fowlerville village office. This site was chosen, because it lent credibility to the authenticity of the survey, and was centrally located in the village. Residents must also pay their water bills at the village office, and it was intended the survey be turned in with a resident's monthly water payment. Pencils were also provided to subjects.

Using Fowlerville's Zoning Future Development Guide map, the researcher hand delivered the survey to convenient samples (every residence in a neighborhood) in Areas I, II, and III. In Area IV, a combination of a convenient sample and a systematic sample (every third trailer in the densely populated trailer park) was used. Because the trailer park

is comprised of a similar population of retired subjects over age 55, this systematic sample was used to reduce time and reduce skewed results by the overreporting of subjects who had the most likely opportunity to complete the survey. This action was later supported when surveys were tabulated and Area IV resident response rates were consistent that elderly subjects completed the survey.

For the Area IV mobile home park, distribution occurred Wednesday, December 22, 1993. For an Area III apartment complex, distribution occurred Tuesday, December 28, 1993. Fowlerville's remaining residences were contacted January 3-5, 1994, and given a response deadline of January 17, 1994. Approximately 75% of all Fowlerville residences were contacted over the course of the survey distribution.

Efforts to Increase Response Rate

Locations with large numbers of residents but an anticipated low return rate were two Area III apartment complexes and an Area IV mobile home park. Since these areas were targeted as problematic for questionnaire returns, a slightly longer time period to turn in the forms was given.

The apartment complexes in Area III were dealt with using a person familiar to residents. At one complex, the apartment manager agreed to collect forms if residents could not transport themselves to the village office. At the other, the maintenance staff member accompanied the

researcher and introduced the author to all occupants (one Community Survey form per apartment was distributed). The maintenance staff member also allowed residents to return completed Community Survey forms at the Maintenance Office. The maintenance staff member also volunteered to transport any completed questionnaire forms to the village office to facilitate convenience for the residents and the researcher. Additionally, the manager at the mobile home park agreed to accept questionnaire forms at her office, where residents had to drop off rent checks. Of the 148 trailers, every third residence (48 total) was systematically selected and given questionnaires.

Survey Response

A total of 669 surveys were delivered to Fowlerville residents. The distribution of the surveys by Area is further explained in Table 4. The estimated face to face adult contact rate by the researcher was 34%. In all, approximately 41 of 50 households in Area I, 76 of 132 households in Area II, 163 of 201 households in Area III, 121 of 167 households in Area IV completed surveys. Also, 8 business owners in Area I, 8 business owners in Area II, 12 business owners in Area III, and 8 business owners in Area IV received questionnaires.

Despite every effort to explain the survey in face to face interviews and provide a convenient means of return,

only 195 completed surveys were returned to the village office for analysis, a rather low response rate of 29.1%. In addition, only 2 of 36 (5.6%) Community Survey forms distributed at one of the apartment complexes (despite introductions by maintenance staff, provision of pencils, and convenient return location) were returned. Only 5 of the 16 (31.3%) distributed at the other complex were returned. Also, only 19 of the 48 (39.5%) questionnaires were returned at the mobile home park. Excluding these three instances (74 questionnaires not returned total), 595 surveys, or a 32.7% (195/595) response rate, composed the "community opinion."

The low response rate of returned completed surveys to residences contacted can be due to several factors. First, the survey was distributed during the holiday season, which may have contributed to its being made a low priority among residents during a busy time of year. In addition, the survey length may have contributed to the low return rate. The fact that much personal information (e.g. income) was on the survey also have made some residents unwilling to reveal information. Also, no follow-up surveys or recontacts were conducted due to time and budget restraints.

While the low return rate seemed disappointing at first, it is consistent with the norms and attitudes of the community. Interviews reported low community participation in government activities at the local level; this low response rate is typical of this community attitude. The

low response rate also speaks to a police organization's need to involve more citizens in its activities. When subjects develop a sense of ownership of the law enforcement entity, it is believed the response rate would rise notably.

Variables

The independent variable is Area (I, II, III, or IV). The dependent variables consist of Questions 1-52 on the survey, which measure cohesion, fear of crime, and disorder. Also, rates of marital status, educational background, employment, and race/ethnicity were measured for comparison against census data to check whether a representative response sample was obtained.

The final item on the survey was an open-ended question. Respondents were asked to provide personal views on the law enforcement issue, discuss problems in their neighborhoods, or provide other relevant information.

Scale Construction

Table 1 contains scales, or narrative descriptions, of survey questions designed to measure cohesion, disorder, and fear of crime to assist in assessing a community's norms and attitudes. With exception of fear of crime measures, Lanier established content and construct validity for questionnaire variable measurement from police researchers and criminal justice student input. Use of multiple measures and techniques decreased bias threats (Lanier, 1993).

Table 1. Quantitative Measure of Community Cohesion
(Cumulative reliability coefficient alpha of 4 factors=.73)

Attachment (affection for, and sensitivity to others, strength of ties to others; alpha=.63)

How often do you have friendly talks with neighbors?
How many of your neighbors do you know by name?
Most neighbors don't talk to each other.

Belief (conventional moral beliefs acceptance, strength of conformity attitudes; alpha=.41)

How important is it for neighbors to think you always obey the law?
As long as no one gets hurt it is O.K. to break some laws. The laws are to protect you.
Public support of the police is important for keeping law and order.

Commitment (rational investment in conventional society, local community, and devotion to conformist conduct; alpha=.55)

How often do you do things outside (yard, playground, sidewalk) to take care of, or improve, the place you live?
How often do you do something to keep your house and/or neighborhood nice?
Is crime serious enough here you would move if you could?
Most neighbors don't care about this neighborhood.

Involvement (time spent with conventional activities; alpha=.60)

During the day, how often do you walk/run/bike in your neighborhood?
After sunset, how often do you walk/run/ride a bike in your neighborhood?
How often do you participate in neighborhood group (Church, athletic, neighborhood association, social) activities?

Each stage of the research contained specific threats to both reliability and validity. Manning (1988) stated, "self and role of the observer mediate the data gathered, information on the role of the observer is essential to

questions of reliability and validity" (Manning, 1988, 24). Lanier examined each scale to evaluate how individual items met standardized internal consistency criteria described in Babbie (Babbie, 1992, 247, 248). Lanier's statistical manipulations indicated all three scales had consistent reliability properties on the elements they measured (Lanier, 1993, 109, 110).

Due to the study's exploratory nature, no claims of generalization to other neighborhoods or villages can be made. Also, no stimulus was measured, so extraneous factors had minimal influence on the results. Lastly, the research design prevents causal determination identification (e.g., maturation, testing, instrumentation).

Reliability is measured on a scale from 0 to 1, with 1 being the highest possible score, and is termed an alpha reliability coefficient factor. An alpha score essentially explains to what extent a scale accurately measured what it was intended to measure. An alpha of .60 is generally considered good for research purposes. Table 1 shows the overall measure of Cohesion in Fowlerville was good (.73).

Belief is measured using four items. While the relationship has a low Alpha (.40), this item must still be examined against the qualitative data. While the Belief items may at first appear not to measure what they were intended to measure, the field observations of the community overall suggests an overwhelming support for law and order, as well as strong support of law enforcement agencies.

overall suggests an overwhelming support for law and order, as well as strong support of law enforcement agencies.

The Commitment construct is very near to a good score for accurately measuring the presumed traditional, conformist conduct of the Fowlerville community. The community can be presumed to have a good degree of commitment to an ordered society.

The Involvement score of .60 demonstrates a good measurement of the Involvement construct in the community. Individuals in the community can be presumed to have a good deal of Involvement in the areas in which they live, and suggests a police agency could call upon residents to participate in assisting the police in neighborhood watch programs, and other measures aimed at increasing communication and decreasing crime in each Area.

Table 2 shows the concepts used to measure Community Disorder. These concepts include criminal acts and also encompass several social concerns of a community. The alpha score of .91 demonstrates a very high level of accuracy for the measurement of Disorder in the Community.

Table 2. Community Disorder Quantitative Measures(alpha=.91)

Prostitution	Drug use
Theft, robbery	Fighting, violence
Unsupervised juveniles	Excessive use of alcohol
Inadequate Schools	Loud Parties
Sexual Assaults	Homeless people
Gang Activity	Unemployment
General Appearance	Short-term renters
Abandoned/run-down buildings	

Table 3 displays results of Fear Of Crime measures, including individualized, or personal fear, as well as general neighborhood fear. Four of the nine Fear Of Crime questions measured "generalized, neighborhood-wide" fears (Lanier, 1993, 106). All Areas reported rates indicating safety over 91% of the time; Area IV respondents indicated their Area was safe at night 100.0% of the time. Area I reported the highest neighborhood fear rate, while Area III ranked second. Overall, less than 5% of village residents would move because of crime.

Only 8.9% of Area II respondents and 8.3% of Area IV residents felt their Area was becoming safer. Area III ranked third in safety improvements (7.4%). No Area I respondents indicated the Area was becoming safer, a fact law enforcement should use to encourage visibility and interaction with residents to better improve perceptions of neighborhood safety. The alpha of .77 demonstrated the survey provided a very good measurement of the Fear of Crime construct in Fowlerville.

Table 3. Quantitative Measures of Fear of Crime (alpha=.77)

How safe is your neighborhood at night?
 How is the safety level in your neighborhood changing?
 Fear of crime - ranked
 Is crime serious enough here you would move if you could?
 Do you think your chances of being a violent crime victim
 (rape, assault, mugging) are great in this neighborhood?
 Do you feel that you are more likely than most others to be
 a crime victim?
 How safe do you feel out alone in your neighborhood at night
 How safe do you feel out alone in your neighborhood during
 the day?

Table 4 is a breakdown of the survey distribution and response rate by Area. The total surveys distributed was 669. All four Areas were observed to have nearly the same return rate for surveys, suggesting community levels of participation in a project or feedback rates would likely be similar throughout the village for a police agency program or policy.

Table 4. Response Rates By Area (N=669)

Area	Sample Size	N of Respondents	Response Rate
I	76	26	28.9
II	155	56	36.1
III	265	68	25.7
IV	173	49	28.3

Overall Response Rate = 29.1 %.

When Table 5 is compared with 1990 U.S. Bureau of Census data, the returned surveys overrepresent persons aged 56 and older. While this could skew the perceived norms and attitudes of Fowlerville, residents aged 56 and older can also be viewed as the group most likely to participate in a Community Policing plan. This assumption is based on the fact that the group demonstrated enough concern about issues to complete a lengthy survey.

Table 5 Survey Demographic Results For Age, N=195

	Area I		Area II		Area III		Area IV		Total	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
Under 16	4.5	(1)	4.0	(2)	2.9	(2)	0.0	(0)	2.7	(5)
16-25	4.5	(1)	8.9	(5)	10.3	(9)	6.1	(3)	9.2	(18)
26-35	4.5	(1)	10.7	(6)	17.6	(12)	14.3	(7)	13.3	(26)
36-45	22.7	(5)	16.1	(9)	16.2	(11)	16.3	(8)	16.9	(33)
46-55	22.7	(5)	19.6	(11)	25.0	(17)	16.3	(8)	21.0	(41)
56&Older	40.9	(9)	41.1	(23)	27.9	(17)	46.9	(23)	36.9	(72)

Table 6 provides the survey rates of race demographics for the survey. The race demographics received in the survey are generally consistent with 1990 U.S. Bureau of Census figures and community observations. This information is valuable to a police agency, as budgeting and training decisions could focus less on multicultural issues if funds were found to be scarce.

Table 6 Survey Demographic Results For Race, N=195

	Area I		Area II		Area III		Area IV		Total	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
White	100.0	(22)	96.4	(54)	97.0	(65)	93.9	(46)	96.0	(187)
Black	0.0	(0)	1.8	(1)	0.0	(0)	4.1	(2)	.5	(1)
Hispanic	0.0	(0)	0.0	(0)	0.0	(0)	4.1	(2)	1.0	(2)
Oriental	0.0	(0)	0.0	(0)	0.0	(0)	0.0	(0)	0.0	(0)
Other	0.0	(0)	1.8	(1)	3.0	(2)	2.0	(1)	2.0	(4)
No Response	0	(0)	0.0	(0)	2.0	(1)	0.0	(0)	.5	(1)

Table 7 shows survey Gender demographics, which are fairly consistent with 1990 U.S. Census Bureau information, as well as observations of the community. This serves to remind a police agency that issues and concerns of both men and women must be taken into consideration for policies, procedures, as well as the hiring and training of officers.

Table 7. Survey Demographic Results For Gender, N=195

	Area I		Area II		Area III		Area IV		Total	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
Male	50.0	(11)	41.1	(23)	42.6	(29)	40.8	(20)	42.5	(83)
Female	50.0	(11)	58.9	(33)	57.4	(39)	59.2	(29)	57.5	(112)

Table 8 is the Marital Status makeup of respondents, and is generally consistent with 1990 U.S. Bureau of Census statistics as well as community observations. A police agency should note the high level of married respondents as a good indicator of a source of community participation with law enforcement. Also of interest is the high levels of reported widowers in Area IV. This suggests a more aged population in this area to which a police agency should accordingly tailor its education programs and patrols.

Table 8. Survey Demographic Results, Marital Status, N=195

	Area I		Area II		Area III		Area IV		Total	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
Single	9.1	(2)	16.1	(9)	14.9	(10)	6.1	(3)	12.3	(24)
Married	77.3	(17)	66.1	(37)	70.1	(47)	61.2	(30)	67.1	(131)
Divorced	13.6	(3)	12.5	(7)	9.0	(6)	16.3	(8)	12.3	(24)
Separated	0.0	(0)	3.6	(2)	1.5	(1)	0.0	(0)	1.5	(3)
Widowed	0.0	(0)	1.8	(1)	4.5	(3)	16.3	(8)	6.3	(12)
No Response	0.0	(0)	0.0	(0)	1.5	(1)	0.0	(0)	.5	(1)

Table 9 illustrates the occupation categories of survey respondents. The results are generally consistent with 1990 U.S. Bureau of Census data. The rates of professionals are slightly inflated over the actual population makeup, but this level of participation suggests a group a police agency could approach for support or special project funding. The high levels of retirees in areas IV and II suggest a more aged population for police patrol functions.

Table 9. Survey Demographic Results For Occupation, N=195

	Area I		Area II		Area III		Area IV		Total	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
Factory	9.1	(2)	17.9	(10)	17.6	(12)	22.4	(11)	17.9	(35)
Professional	18.2	(4)	19.6	(11)	26.5	(18)	14.3	(7)	20.5	(40)
Service	31.8	(7)	21.4	(12)	27.9	(19)	14.3	(7)	23.1	(45)
Retired	22.7	(5)	30.4	(17)	13.2	(9)	40.8	(20)	26.2	(51)
Unemployed	18.2	(4)	10.7	(6)	14.7	(10)	8.2	(4)	12.3	(24)

Table 10 illustrates the education levels of survey respondents. Rates of education are fairly consistent with 1990 U.S. Bureau of Census data and community observations. Most Fowlerville residents were observed to be at least high school graduates with some college. 6.5% of Fowlerville residents have less than a ninth grade education. A police agency should construct its public communications at about a ninth grade level for maximum effectiveness.

Table 10. Survey Demographic Results For Education, N=195

	Area I		Area II		Area III		Area IV		Total	
	%	(N)	%	(N)	%	(N)	%	(N)	%	(N)
<High School	0.0	(0)	10.7	(6)	14.7	(10)	6.1	(3)	9.7	(19)
H.S. Grad.	38.1	(8)	30.4	(17)	25.0	(17)	59.2	(29)	36.5	(71)
Some College	42.9	(9)	41.1	(23)	38.2	(26)	16.3	(8)	33.8	(66)
College Grad	9.5	(2)	2.5	(7)	11.8	(8)	10.2	(5)	11.3	(22)
Grad School	9.5	(3)	5.3	(3)	9.3	(6)	8.2	(4)	8.2	(16)
No Response	0.0	(0)	0.0	(0)	1.0	(1)	0.0	(0)	.5	(1)

Table 11 illustrates the length of residency by survey respondents. The results indicate a police agency is dealing with a fairly stable population of citizens. This suggests chances for a Community Oriented Policing program could have better chances for success in Fowlerville, due in part to a low turnover rate of citizens utilizing police services. The longer the residency, the more subjects would be presumed to have a stake in the outcomes of policing programs, and may be more likely to participate in policing

efforts. This is illustrated in the high response rates from residents reporting over ten years in Fowlerville.

Table 11. Survey Results For Neighborhood Residence, N=195

TIME LIVED IN FOWLerville	Area I % (N)	Area II % (N)	Area III % (N)	Area IV % (N)	Total % (N)
< Six Mos	4.5 (1)	5.4 (3)	2.9 (2)	4.1 (2)	4.1 (8)
7 Mos-2 Yrs	4.5 (1)	5.4 (3)	11.8 (8)	10.2 (5)	8.7 (17)
2-10 Yrs	40.9 (9)	23.2 (13)	44.1 (30)	32.7 (16)	34.9 (68)
Over 10 Yrs	50.0 (11)	66.1 (37)	41.2 (28)	53.1 (26)	52.3 (102)

The renters response rate in Table 12 was underrepresented, as discussed earlier. Despite efforts to improve return rates, this group was far less responsive to research inquiry. This factor is important to note for a Fowlerville law enforcement organizational focus, as means must be developed to encourage community participation.

Table 12. Survey Results for Type of Residence, N=195

	Area I % (N)	Area II % (N)	Area III % (N)	Area IV % (N)	Total % (N)
Own	86.4 (19)	78.2 (43)	73.5 (50)	75.5 (37)	76.4 (149)
Rent	13.6 (3)	5.5 (3)	16.2 (11)	18.4 (9)	13.3 (26)
Live W/Friend	0 (0)	10.9 (6)	7.4 (5)	2.0 (1)	6.2 (12)
Other	0.0 (0)	5.5 (3)	2.9 (2)	4.1 (2)	3.6 (7)
No Response	0.0 (0)	2.0 (1)	0.0 (0)	0.0 (0)	.5 (1)

Table 13 contains raw frequencies for survey items related to Cohesion. Of note is the very high reported rate of respondents who thought it was important that neighbors thought they obeyed the law. This item, and the remainder of the items in the table, suggested a community which has a strong law and order mindset. Also of interest is the very low rate at which respondents reported crime was serious enough in Fowlerville that they would relocate if they had the means to do so. This fact suggests that the community perception of criminal activity is low. A police agency could thus shift some of its efforts towards ordinance enforcement with an expectation of community support. A police agency can also benefit from the fact that the community has a large degree of Cohesion. A community which operates as a unit can better facilitate many aspects of a Community Oriented Policing program, such as neighborhood watch groups and an exchange of information between the police and the public.

Table 13. Survey Frequencies, Cohesion Items, N=195

	Frequency	Percent
ATTACHMENT		
A). How often do you have friendly talks with your neighbors?	116	59.5
B). How many of your neighbors do you know by name?	113	58.0
C). Most neighbors don't talk to each other.	49	25.3
D). Where are most of your friends from?	32	16.4
BELIEF		
E). How important is it neighbors think you always obey the law?	160	82.1
C). As long as no one gets hurt, it is O.K. to break some laws.	10	5.1
C). The laws are to protect you.	165	84.6
C). Public support of police is important for keeping law and order	184	94.4
COMMITMENT		
A). How often do you do things outside (in the yard, playground, sidewalk) to take care of, or improve the place you live?	144	74.2
A). How often do you do something to keep your house and/or neighborhood looking nice?	131	67.5
C). Is crime serious enough here that you would move, if you could?	7	3.6
C). Most neighbors don't care about this neighborhood.	24	12.3
INVOLVEMENT		
A). During the day, how often do you walk/run/ride a bike in your neighborhood?	119	61.0
A). After sunset, how often do you walk/run/ride a bike in your neighborhood?	88	45.1
A). How often do you participate in neighborhood group activities?	72	37.1

A). Percentage expressing "every day" and "once a week" responses. B). Percentage expressing over 50 percent. C). Percentage expressing agreement. D). Neighborhood. E). "Important" or "Very Important"

Table 14, Measures of Social Controls Across Neighborhoods, is an example of Analysis of variance, or ANOVA, testing. A grand mean is first calculated as a weighted average of the sample means, using the relative sample sizes as weights. Then, one estimate of the population variance from the variance among the sample means must be determined. Next, a second estimate of the population variance from the variance within the samples must be determined. This estimate is noted within parenthesis in Table 14. The two estimates are then compared. If the results are approximately equal in value, then the Areas can be treated as one entity on the topic of, for example, Attachment. If the results differ considerably, then it is assumed that each Area must be treated differently for the construct of Attachment. This process is then applied to each factor of Cohesion, those being Attachment, Belief, Commitment, and Involvement.

Each Area showed significant differences in the Attachment construct for the Areas. Area IV was determined to be the least likely described as attached. This is likely due to the large concentration of mobile home housing and the limited physical abilities of aged individuals in Area IV to get out to interact in their neighborhoods.

There was no significant difference observed in the Belief construct, lending support to the concept that community norms are fairly consistent throughout Fowlerville. The levels of Commitment were also not

significantly different among the four Areas, suggesting a fairly even amount of belief and support for a conventional, conformist society. The construct of Involvement was noted as statistically significant, with Area IV again being the least involved with conventional neighborhood activities.

Table 14. Measures of Social Control Across Neighborhoods

	Mean	Mean	Mean	Mean
Neighborhood Attachment	Belief	Commitment	Involvement	
	Grand Mean=11.84	G.M.=4.46	G.M.=13.79	G.M.=9.55
1	11.55 (-.29)	4.41 (-.05)	14.47 (.68)	10.50 (.95)
2	12.50 (.66)	4.52 (.06)	13.72 (-.07)	9.36 (-.19)
3	12.11 (.27)	4.46 (.00)	14.03 (.24)	10.40 (.85)
4	10.84 (-1.00)	4.41 (-.05)	13.24 (-.55)	8.13 (-.42)
P (F)	.024	.943	.345	.000
P (F) < .05	G.M.=Grand Mean			

Table 15, Measures of Social Constructs Across Neighborhoods, presents a statistically significant factor among the Four Areas, that being Cohesion. Area IV was measured as the least Cohesive Area, and Area I the most Cohesive, with Areas II and III being generally similar in Cohesion. This can be utilized by a law enforcement entity, as Area I would be the best Area to start with a Community Policing Program, and gradually branch out to the other areas as support is bolstered from residents of Area I.

It is also noteworthy that the construct of Disorder was very close to being statistically significant, as Area One had the highest rate of Disorder (perhaps due to the

location of the school there) followed by Area IV. Area III was determined to be the most stable, owing to long time residences and churches of the Village.

While Disorder was not deemed statistically significant among the Areas, Area I, the location of the LCSD substation, ranked highest in perceived Fear of Crime. Area I did not report any greater numbers of violent or nonviolent crimes. More study is needed to determine why a seemingly unjustified fear of crime level exists in Area I.

A possible explanation is the vandalism of a community park gazebo, which was highly publicized in the local media. Another possible explanation is the number of unsupervised youth which choose to use this area as a place to congregate. A police agency should take this information into consideration when choosing an area to target for high patrol visibility and property checks.

Table 15. Measures of Social Constructs Across Neighborhoods

	Mean Neighborhood Cohesion G.M.=39.71	Mean Disorder G.M.=33.65	Mean Fear of Crime G.M.=21.75
1	41.19 (1.48)	29.46 (-4.19)	20.72 (-1.03)
2	40.17 (.46)	36.04 (2.39)	21.48 (-.27)
3	41.02 (1.31)	35.30 (1.65)	21.08 (.67)
4	42.71 (-3.00)	30.51 (-3.14)	21.59 (-.16)
P (F)	.003	.053	.546
P (F) < .05	G.M.=Grand Mean		

Open Ended Responses

The last survey item was an open ended question which asked residents for input on ways to improve police services in their neighborhoods. Sixty-four of the 195 surveys had comments; a descriptive summation by Area follows. Chapter 8 contains a more detailed analysis of open-ended responses.

Area I: 20 of the 22 surveys returned contained responses. Ten concerns focused on youth in the community and a perceived lack of service by the LCSD. Comments were:

1. Open a community center.
2. Have police work with kids, not just bust and hassle them (x3).
3. Teenagers around the park are a problem.
4. Patrol on foot in the neighborhoods, not just in the business district.
5. Patrol during peak traffic times 7-9 A.M. & 4-7 P.M.
6. Talk to the people to get the drugs out of town.

Area II: 11 of 56 surveys from Area II had comments. Youth and police services were the main topics of concern. Examples are:

1. Unsupervised juveniles are a big problem.
2. I think the police force is lazy. I've yet to see an officer walking the streets of the business district, let alone my own neighborhood. I feel it is time to get back our own department and get rid of the gangs, drugs, and destruction of village property that has gradually increased over the past ten years.
3. Patrol the elementary school at the end of the day.
4. Victim of non-violent crime, received quick response
5. Neighbors have complained about the selling of drugs in our neighborhood for years and its been ignored. Sure a lot of traffic here on payday.
6. Personally, I feel the LCSD never wanted to be here. They have always treated Fowlerville residents as second class citizens.

Area III: 28 of the 68 Area III surveys contained proposals from respondents. The Area III concerns were of disorder more than crime issues. Comments were as follows:

1. Would like to see each store owner clean up their own walks and pick up their paper and waste.
2. Anyone caught throwing paper, emptying ashtrays, and other trash on the ground should be fined. We need to have this announced in all the schools so the children will realize they can be fined, or have to do community service.
3. Crime is not bad in Fowlerville, but dirt sure is. Some people keep garbage at the front of my house. It is a shame for the town to look like a dump yard. On my block there are at least 25 dogs, plus cats ``dropping'' all over my and others lawns. An old barn sits around and no one uses it. There are animals like possums in it and piles of trash. Dogs bark so you can't sleep at night. I tried to sell my house, but no one wants to buy it. Most important this town needs to be cleaned up. I hope someone will do something about it.

Area IV: 9 of 49 surveys returned from Area IV contained comments.

1. We need our own police department for better financial control.
2. I heard the police tend to pull over teenagers unnecessarily.
3. I wish the police would walk in our neighborhood.

Summary

The Village of Fowlerville was divided into quadrants, called Areas, for the purposes of distributing a survey designed to measure levels of Cohesion, Disorder, and Fear of Crime. Attitudes towards the community's law enforcement

organization are included on the questionnaire. The resulting data is intended for use in evaluating the community norms and attitudes by specific geographic regions to develop a more successful policing strategy.

Each Area, except an Area IV mobile home park, was surveyed using a convenience method. Distribution of 669 questionnaire forms occurred in late December, 1993, through early January, 1994. Questionnaires were collected January 17, 1994, and a sample of 195 instruments resulted. While bias was a factor in this survey, both qualitative and quantitative controls were used to minimize bias. The survey results are combined with the community interviews in Chapter 8. This qualitative aspect was coupled with quantitative means to provide a more comprehensive understanding (Babbie, 1992; Berg, 1989) of the community of Fowlerville with the intention of improving law enforcement service delivery.

Chapter 7

Analysis of Data and Presentation of Findings

Introduction

The results of the interviews are presented, and this information is combined with the survey measures of cohesion, disorder, fear of crime. The open-ended survey responses are also examined to classify community norms into priorities for the Fowlerville Police Department. The composite information better serves to establish a viable village law enforcement entity.

Interview Analysis

The interviews suggest a conservative, law-abiding community concerned over a perceived lack of service by past law enforcement organizations. Also, the community is willing to assist law enforcement, but has not been organized effectively in the past to deal with community problems.

The community norms and attitudes have traditionally been against criminal activity, however, the public places a greater emphasis on enforcement of ordinances aimed at controlling litter and property maintenance. The history between the public and the local police entity has largely been positive; however, the approach used by the Livingston County Sheriff's Department was perceived by Fowlerville residents as lacking in service at the local level, and not responding to the community needs.

Besides the village council, the community at large has not been involved in the village decision-making processes. This statement is further supported by poor public showings at village council meetings, as well as lengthy service terms of several council members. The council has traditionally been the sole decision making entity in Fowlerville, and is considered a primary means by which changes are introduced in the village.

Survey Results

The survey results are illustrated in the following material. Compared to Census data and field observations, the rates found in Tables 6 through 11 were generally consistent with hard data.

Survey Data Analysis

The 195 surveys were analyzed through analysis of variance, or ANOVA tests, to determine if question responses were significantly different among the four Areas. ANOVA tests compare the variability in scores of members within groups (within group variance) with variability among other groups. ANOVA tests are appropriate here, as interest is in levels of perceived disorder, cohesion, and fear of crime in Areas which receive the same police service.

Open-Ended Responses

In addition to the closed-ended questions, residents were given an opportunity to answer with open-ended comments at the end of the questionnaire. The concerns generated through the open-ended question provide further support for the notion that a COP program would have great benefits to both the community and its police organization. COP increases communication, and would serve to solve most of the issues residents feel are important. A COP program also seeks to organize community resources to solve problems. For example, by coordinating community resources such as youth groups with ordinance enforcement, the problems of neighborhood litter could be effectively reduced, with special concentration given to Areas which suggested high disorder.

Residents were also asked whether they thought the village should retain the LCSD or begin its own Fowlerville Police Department. While responses to this question only totaled 52, the opinion percentages follow:

25% of Village residents for keeping LCSD
50% of Village residents against keeping LCSD
25% of Village residents did not care either way if
services improved

Most comments pertained to the lack of service by the LCSD to the specific needs of Fowlerville residents. This

information, while limited in the response, demonstrates that to most of the community, it does not matter which agency provides law enforcement services, but it does matter whether the community perceives its wants and needs are being met by its law enforcement agency.

Summary

The four Areas of Fowlerville were measured on factors of Cohesion (constructed of concepts of Attachment, Belief, Commitment, and Involvement), Disorder, and Fear Of Crime. ANOVA tests were administered to determine whether levels of cohesion, fear of crime, and disorder were significantly different in each of the four Areas, for the purpose of developing policing strategies.

Levels of cohesion were found to be significantly different in each area of the village. Area II was most cohesive, followed closely by Area III and Area I. Area IV, however, trailed far behind the rest of the village in cohesion. On the individual concepts of Cohesion, only Attachment and Involvement proved to be statistically significant, with Area IV being the least Attached, as well as showing the lowest level of Involvement. Fowlerville can be treated the same overall for Belief and Commitment, which is valuable information for a police entity interacting with the community.

No significant differentiation in levels of Disorder was found in the four Areas. Fear of Crime was found to be at nearly identical levels for each area of the village, except for Area I, which, though not at a significant level, had the highest perceived Fear of Crime, which should be of concern to law enforcement.

Open-ended responses garnered very valuable information as it pertained to services desired by the community for its law enforcement entity. Ordinance issues such as unkempt housing and foot patrol were especially mentioned in the open-ended portion of the survey. A lack of communication between the public and the police was also heavily emphasized. Drug trafficking was also noted by several respondents, and should also be given emphasis by the police entity.

Chapter 9

Research-Based Recommendations

Since Fowlerville has organized its own police department, the following plan is drawn from the information gathered in interviews and the survey instrument, with the intention of creating an environment for a viable police agency with a high level of service to its citizens. The Fowlerville Police Department staffing plan calls for a chief, a sergeant, three full-time officers, and four part-time officers. As a Community-Oriented Policing Pilot program is recommended for developing the department's policing strategy, the initial plan for conducting police operations follows an adaptation of Michigan State University's Community Policing Pilot program from the Fall of 1987.

COMMUNITY POLICING PILOT

1. Establish local office in beat area.

The establishment of a local office in the beat area has already occurred; the site of the past Fowlerville Police Department, located in the back of the Village Office, in the center of town, is already convenient for the purpose, as all communications equipment is already in place. A Central Dispatch operates radio services for all of Livingston County.

2. Introduce self to community.

The Fowlerville Police Department should establish an introduction scheme for the village. Using normative sponsorship theory, community social unit leaders should be first introduced to the new department members. The Chief of Police can then utilize the leadership of community figures to bridge the introduction to the remaining community members. Further department promotion department could be accomplished through an open house or school tours.

As to staffing, the Chief of Police should assign the sergeant to Area I, and the remaining full-time officers should be assigned to Areas II, III, and IV, respectively. A part-time officer should also be assigned a particular Area of primary responsibility, in a team effort with a specific full-time officer. Each pair of officers will introduce themselves to the residents in their Area first, preferably with a Departmental business card including the contact names and numbers. Every effort should be made to ensure that officers assigned to a specific Area answer non-emergency calls whenever possible. Residents will gain a greater sense of ownership with repeated contacts from the same officer(s).

3. Identify and meet local leaders.

Officers should identify local neighborhood leaders and ask for their help in solving neighborhood problems. An understanding of cooperation and an offer of Departmental

support should be offered. Students from Fowlerville, church groups, 4-H Clubs, Civic Clubs, Lions members, and persons listed in the Fowlerville Business Directory should also be involved in the effort. Other volunteers should also be approached to develop a leader team.

4. Identify and meet other resources.

Identification of other resources can be accomplished through the Livingston County Guide, published by the Hometown Extra Newspapers. Advertising in the local Fowlerville News and Views, Fowlerville's newspaper, can also reach the community and outlying areas. The staff of the Fowlerville News and Views has already shown commitment to the community, and will be a positive media channel for the COP effort. Building managers, as well as apartment owners and managers, can also be included in this effort.

5. Assess crime problems (crime analysis)

A crime analysis exists in the form of Uniform Crime Report data. The survey conducted for this paper also lends itself to identifying what Fowlerville feels are its biggest problems, those being larceny, alcohol, and drug-related. Preventative measures should be taken to curb alcohol and drug abuse wherever possible. Resources are available from Mothers Against Drunk Driving, Students Against Drunk Driving, the Michigan State Police Traffic

Services Unit, and the Livingston and Washtenaw Narcotics Enforcement Team (L.A.W.N.E.T.).

6. Assess other community needs.

An effective assessment of other community needs was accomplished through the survey exercise. However, officers should remain open to communications from citizens. Since levels of fear and disorder appear to be relatively the same in all Areas of the village, each Area's officers should be allowed to address these programs in an individualized fashion. The officers assigned to Area IV, however, will have to place an extra effort into developing cohesion among their residents.

7. Develop objectives.

Objectives should be developed after careful consideration of crime and other needs in the community. Pressing crime problems should be targeted for reduction, and other community needs should be addressed while promoting community importance through Departmental goals and values.

8. Develop strategies, especially using community input.

Input can be gathered from the community in a number of ways, including use of the media, council meetings, and an open-door policy by police administration.

Portions of this research material could also be utilized by the Fowlerville Police Department, as the community has already indicated several areas of law enforcement it would like its officers to focus upon, including ordinance enforcement and drug and alcohol abuse.

9. Implement innovative programs and ideas.

The implementation of innovative programs and ideas should be allowed by police administration. Officers should be granted a reasonable degree of freedom to design and carry out schemes they believe of community benefit. The local newspaper could run a regular "Police" column, to provide law enforcement a forum to educate the public on issues, concerns, and successes.

Local law enforcement (and residents) must become more involved with local schools. Officers should attend youth functions to encourage a proactive policing approach. Young people should also be recognized by law enforcement as a good source of information. The community could also organize a means of recreation for youth who are not interested in sports activities. An abandoned middle school building, located near the center of the village, could make an excellent youth facility. An alternative would be a church recreation room open with extended hours.

Since many resident concerns were attributed to problems with alcohol, the community should seek to reduce local alcohol consumption and distribution. There are nine

localities in the 2.5 square miles of the Village where alcohol can be obtained. Local establishments should be made aware of community concerns. Strict enforcement of Liquor Control Commission standards by law enforcement should also assist in remedying this concern.

When possible, foot patrol should be utilized by the Village law enforcement agency. This allows for better communication with the public, can reveal problems that motorized patrol may miss, and may reduce fear of crime. A majority of residents also expressed an interest in a foot patrol program and the opportunity should be seized upon by law enforcement.

10. Monitor results and adjust where necessary.

The police should monitor results of program implementation and be open to flexibility and criticism from the community in their approach. Considering limited police resources, the department should also consider enlisting aid of outside sources, such as MSU's School of Criminal Justice students, to assist in program assessment (Benson, 1993).

Suggestions for the Fowlerville Police Department

First, to minimize political interference, the new police chief of Fowlerville should be hired under a 4 year term contract, with the option to renew based on performance as defined in a written job description. The chief should only be dismissed during this term for gross misconduct or

malfeasance. This serves the dual purpose of insulating against some effects of local politics, as well as allowing time for evaluation of any program or policy changes.

The chief should also be thoroughly trained in the implementation and maintenance of a Community-Oriented Policing program, and assume the leadership role of leading a COP approach in the Village of Fowlerville.

Ordinance enforcement should be made a high priority by Fowlerville's law enforcement. While 5.1% of residents reported being the victim of a violent crime, and 34.4% reported being the victim of a non-violent crime in the last three years, overall concerns of respondents related to the poor appearance and condition of many area residences, sidewalks, etc. Residents, church youth groups, scout troops and 4-H Clubs should be organized to assist neighbors, as some elderly people reported not being able to keep up their property as much as they liked due to infirmity.

Lastly, the village should utilize outside resources including MSU's School of Criminal Justice, the National Center for Community Policing office, Michigan State Police, the Sheriff's Department, Crimestoppers groups, and government grants to supplement limited village resources. This should serve to ease some concerns of village council members while allowing an expanded law enforcement effort.

Utilization of these suggestions should produce the effect of improved community communications with police, which should produce more reported crimes. This may serve

to initially give the appearance of more crime existing in Fowlerville. As long as this phenomenon is expected by the Council and community, an initial higher use of resources can be better understood. As the community and police continue to work together, more crimes can likely be solved, producing higher rates of satisfaction for both law enforcement and the community. With higher rates of officer satisfaction, the higher the likelihood officers will stay in the community longer. This will produce the positive effects of a better COP effort through extended public contact with the same officer, and savings in the costs of training new officers to replace departed officers. Eventually, it is feasible that at least one part time officer could be phased out. The wage savings could then be distributed to the remaining full time officers. After several years, the overall costs for policing the village of Fowlerville could remain constant, or even decrease, if grants are continually sought after, and community problems continue to be solved through cooperation.

Suggestions for Future Research

This research examined a stable, homogeneous population. Policing over the past ten years has largely been call-driven, and officer patrols and response to calls for service has been motorized. No community policing effort has been, or is currently underway. With Fowlerville's new department, a community policing program

now has great potential. A logical step would be to train police administration and staff in the theory and application of COP, and implement a community policing program. Another Community Survey could be conducted in two years to see if attitudes towards crime and the police have been significantly affected.

Summary and Conclusion

Law enforcement, community leaders, volunteers, public works, the media, and courts must be involved for a successful COP effort. Foot patrol, a school liaison officer, aggressive ordinance enforcement, and public education are also components of a successful community policing effort. Cooperation can allow law enforcement to work proactively, and enhance the community by encouraging problem-solving and information exchange.

Since levels of fear of crime and disorder are similar in all areas of the village, officers should work on individualized approaches to solving problems in their areas. Low Cohesion in Area IV will require special attention by the Fowlerville Community Police Officers. A follow-up questionnaire should be conducted two years after implementation of a Community-Oriented Policing program to determine whether the COP strategy has advantages over the traditional policing practices of the past. It is intended that the ultimate outcome of this survey and experiment is

enhanced police-community relations and augmented quality of life for the people of the Village of Fowlerville.

APPENDICES

APPENDIX A
UCRIHS Approval

**MICHIGAN STATE
UNIVERSITY**

November 15, 1993

TO: Mr. Douglas J. Tanner
2705-1C Trapper's Cove Trail
Lansing, MI 48910

RE: IRB #: 93-536
TITLE: A LAW ENFORCEMENT NEEDS ASSESSMENT:
SURVEY AND RESULTS OF THE VILLAGE OF
FOWLerville, MICHIGAN, NOVEMBER, 1993
REVISION REQUESTED: N/A
CATEGORY: 1-C
APPROVAL DATE: 11/09/1993

The University Committee on Research Involving Human Subjects' (UCRIHS) review of this project is complete. I am pleased to advise that the rights and welfare of the human subjects appear to be adequately protected and methods to obtain informed consent are appropriate. Therefore, the UCRIHS approved this project including any revision listed above.

Renewal: UCRIHS approval is valid for one calendar year, beginning with the approval date shown above. Investigators planning to continue a project beyond one year must use the green renewal form (enclosed with the original approval letter or when a project is renewed) to seek updated certification. There is a maximum of four such expedited renewals possible. Investigators wishing to continue a project beyond that time need to submit it again for complete review.



**OFFICE OF
RESEARCH
AND
GRADUATE
STUDIES**

Revisions: UCRIHS must review any changes in procedures involving human subjects, prior to initiation of the change. If this is done at the time of renewal, please use the green renewal form. To revise an approved protocol at any other time during the year, send your written request to the UCRIHS Chair, requesting revised approval and referencing the project's IRB # and title. Include in your request a description of the change and any revised instruments, consent forms or advertisements that are applicable.

**Problems/
Changes:** Should either of the following arise during the course of the work, investigators must notify UCRIHS promptly: (1) problems (unexpected side effects, complaints, etc.) involving human subjects or (2) changes in the research environment or new information indicating greater risk to the human subjects than existed when the protocol was previously reviewed and approved.

If we can be of any future help, please do not hesitate to contact us at (517) 355-2180 or FAX (517) 336-1171.

Sincerely,

David E. Wright, Ph.D.
UCRIHS Chair

DEW:pjm

cc: Dr. Robert Trojanowicz

APPENDIX B
Livingston County Planning Department Reports

LIVINGSTON COUNTY POPULATION

In 1980, Livingston County had a total population of 100,289. This figure had increased by 70.1 percent from the 1970 Census figure of 58,967. 1990 Census information reveals a 15.3 percent population increase over the 1980 count, for a total county population of 115,645. While the total percent change from 1980 to 1990 is less than it was from 1970 to 1980, growth is still impressive, particularly when considering a slower overall growth in the state and the early 1980's recession. Compared with the surrounding counties of Oakland, Washtenaw, Ingham, Jackson, Shiawassee and Genesee, Livingston county has far exceeded their 1980-1990 percent population changes. Oakland, Washtenaw and Ingham Counties have positive growth trends but the remaining counties that surround Livingston County have percent population changes that have declined.

The Southeast Michigan Council of Governments (SEMCOG) forecasts that Livingston County population will continue to grow over the next twenty years at a slightly higher percent change per decade than the growth experienced during the 1980 to 1990 decade. Livingston County currently ranks 11th in terms of percent population change among Michigan counties. In raw 1990 population numbers, Livingston County has the 17th largest county population within the state; this ranking is up from Livingston County's 1980 rank of 18. Livingston County population accounts for 1.2 percent of Michigan's 9,295,297 total population.

Within the County, Brighton and Hardy Townships sustained the most growth from 1980 to 1990, with 32.0 percent and 18.7 percent changes respectively. Among the cities and villages, the City of Brighton had the greatest percentage change in population (33.2 percent).

LIVINGSTON COUNTY HISTORICAL POPULATION PROFILE BY COMMUNITY

	1840	1850	1860	1870	1874	1880	1884	1890	1894	1900	1904	1910	1920	1930	1940	1950	1960	1970	1980	1990
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TOWNSHIPS

Brighton	706	1015	1106	1439	1737	1793	1788	935	837	724	601	1402	1337	654	927	1645	2875	5882	11222	14815
Chocoma	247	544	857	1177	1144	1276	1244	1286	1283	1340	1203	1152	1113	1057	976	1015	1160	1454	2436	2693
Conroy	141	460	764	1019	1029	1344	1341	1298	1264	1206	1121	1104	931	929	965	899	978	1160	1722	1818
Deerfield	440	882	1017	1128	1043	1152	1086	1072	1023	898	859	816	771	695	789	919	1149	1734	2611	3000
Genoa	504	754	878	991	921	1008	1001	916	912	843	793	762	682	746	901	1066	2402	4800	9261	10820
Green Oak	764	941	944	994	938	1002	957	817	831	770	677	691	682	676	1049	1837	4631	7598	10882	11604
Hamburg	602	895	996	907	887	919	945	918	870	876	840	701	641	662	901	1713	3189	5481	11318	13083
Wendy	158	484	905	1306	2144	2301	2225	2103	1121	1023	1042	1849	1921	891	941	963	1216	1578	2392	2840
Northland	570	996	1206	1159	1105	1230	1171	1049	1021	969	897	830	760	856	733	1098	1436	2630	6034	6660
Howell	321	1155	1063	2543	2813	3230	3194	1001	970	937	832	784	738	776	728	984	1540	2426	3999	4298
Loogo	395	645	778	904	943	1018	916	947	894	908	805	753	668	581	663	662	705	817	1436	1567
Marion	345	873	682	1111	1162	1235	1218	1146	1055	1018	947	940	1071	1315	1396	1572	1740	2668	4754	4918
Oceola	523	960	1128	1013	1018	1022	973	914	879	865	803	758	732	785	790	1030	1453	2496	4175	4823
Putnam	597	977	1215	1361	1213	1294	1326	793	716	701	671	1118	922	495	602	830	1471	2433	4253	4500
Tyrene	394	867	1144	1222	1166	1273	1148	1076	970	911	829	829	737	823	920	1039	1523	3437	6077	6634
Unadilla	643	1027	1117	1041	1066	1094	1035	1010	940	930	923	909	835	861	907	1078	1216	1793	2874	2949

CITIES & VILLAGES

C. of Brighton	•	•	•	•	•	•	•	761	812	781	777	•	•	1287	1353	1861	2282	2437	4268	5686
V. of Fowlerville	•	•	•	•	•	•	•	•	971	946	1016	•	•	1141	1118	1466	1674	1978	2289	2648
C. of Howell	•	•	757	•	•	•	•	2387	2362	2318	2450	2338	2931	3615	3748	4353	4861	5226	6976	8184
V. of Pinckney	•	•	•	•	•	•	•	449	504	500	485	•	•	433	456	695	732	921	1390	1603

LIVINGSTON COUNTY	7430	13475	16629	19335	20329	22231	21568	20058	20437	19664	18649	17736	17522	19274	20063	26175	38233	58967	100289	115645
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SOURCE: U.S. BUREAU OF THE CENSUS AND STATE OF MICHIGAN CENSUS
 PREPARED BY: LIVINGSTON COUNTY PLANNING DEPARTMENT, FEBRUARY 1993
 NOTE: *Data not available

LIVINGSTON COUNTY AGE DISTRIBUTION: 1990
PART 1 PERSONS UNDER 65 YEARS OF AGE

	1990 POP.	MEDIAN AGE	UNDER 5 YRS		5 TO 17		18 TO 20		21 TO 24		25 TO 44		45 TO 54		55 TO 59		60 TO 64	
			#	%	#	%	#	%	#	%	#	%	#	%	#	%	#	%
TOWNSHIPS																		
Brighton	14815	32.9	1139	7.7%	3392	22.9%	650	4.4%	577	3.9%	5221	35.2%	1995	13.5%	574	3.9%	441	3.0%
Cohasset	2693	32.3	168	6.2%	663	24.6%	122	4.5%	104	3.9%	906	33.6%	336	12.5%	86	3.2%	71	2.6%
Conway	1818	32.9	123	6.8%	448	24.6%	79	4.3%	66	3.6%	554	30.5%	236	13.0%	77	4.2%	66	3.6%
Deerfield	3000	32.5	217	7.2%	670	22.3%	135	4.5%	136	4.5%	1060	35.3%	374	12.5%	98	3.3%	87	2.9%
Genoa	10020	35.2	733	6.8%	2269	21.0%	436	4.0%	490	4.5%	3473	32.1%	1566	14.5%	470	4.0%	450	4.2%
Green Oak	11604	32.8	787	6.8%	2556	22.0%	518	4.5%	497	4.3%	3890	33.5%	1672	12.7%	467	4.0%	463	4.0%
Hamburg	13683	33.6	1032	7.9%	2487	19.0%	452	3.5%	550	4.2%	4995	36.2%	1640	12.5%	541	4.1%	431	3.3%
Norbury	2048	29.5	251	8.0%	628	22.1%	138	4.9%	145	5.1%	929	32.7%	309	10.9%	124	4.4%	86	3.0%
Norland	6868	33.7	469	6.8%	1526	22.2%	329	4.8%	266	3.9%	2340	34.1%	1001	14.6%	287	4.2%	198	2.9%
Nowell	4298	34.1	291	6.8%	889	20.7%	197	4.6%	195	4.5%	1347	31.3%	572	13.3%	210	4.9%	165	3.8%
Osceola	1567	33.3	120	7.7%	356	22.7%	67	4.3%	63	4.0%	532	34.0%	206	13.1%	66	2.9%	60	3.8%
Marion	4918	34	317	6.4%	1121	22.8%	245	5.0%	217	4.4%	1610	32.7%	682	13.9%	213	4.3%	153	3.1%
Oceola	4285	31.8	413	8.4%	1040	21.6%	218	4.5%	233	4.8%	1655	34.3%	598	12.4%	166	3.4%	157	3.3%
Putnam	4588	31.8	326	7.1%	1021	22.3%	217	4.7%	184	4.0%	1596	34.8%	596	13.0%	179	3.9%	165	3.2%
Tyrone	6854	33.9	496	7.2%	1474	21.5%	300	4.4%	255	3.7%	2355	34.4%	961	14.0%	318	4.6%	243	3.5%
Unadilla	2949	32.6	215	7.3%	629	21.3%	138	4.7%	122	4.1%	1015	34.4%	302	10.2%	126	4.2%	109	3.7%
CITIES AND VILLAGES																		
Brighton	5486	31.8	510	9.0%	960	16.9%	196	3.4%	300	5.3%	2229	39.2%	509	9.0%	176	3.1%	179	3.1%
Festerville	2648	28.6	279	10.5%	539	20.4%	103	3.9%	204	7.7%	852	32.2%	236	8.9%	72	2.7%	91	3.4%
Nowell	8184	31.3	643	8.1%	1381	16.9%	320	3.9%	604	7.4%	2803	34.2%	678	8.3%	267	3.3%	311	3.8%
Pinekey	1683	29.2	162	10.1%	372	23.2%	73	4.4%	77	4.8%	571	35.4%	159	9.9%	34	2.1%	27	1.7%
COUNTY TOTAL	115645	32.9	8711	7.5%	24421	21.1%	4933	4.3%	5285	4.6%	39933	34.5%	16428	12.5%	4529	3.9%	3931	3.4%

SOURCE: STF 1A 1990 CENSUS
PREPARED BY: LIVINGSTON COUNTY PLANNING DEPARTMENT, JUNE 1991
NOTE: *Median see includes village statistics.

LIVINGSTON COUNTY AGE DISTRIBUTION: 1990

PART 2 PERSONS OVER 65 YEARS OF AGE

	1990	65	10	74	75	10	84	85	AND UP	
	POP.	#	%	#	%	#	%	#	%	
TOWNSHIPS										
Brighton	14815	550	3.7%	220	1.5%	56	0.4%			
Cohoctah	2693	164	5.3%	78	2.9%	15	0.6%			
Conway	1818	113	6.2%	35	1.9%	21	1.2%			
Deerfield	3000	139	4.6%	48	2.3%	16	0.5%			
Genoa	10020	607	5.6%	259	2.4%	67	0.6%			
Green Oak	11604	643	5.7%	231	2.0%	60	0.5%			
Hamburg	13083	648	5.1%	234	1.8%	53	0.4%			
Nandy	2840	144	5.1%	63	2.2%	23	0.8%			
Marlton	6660	318	4.5%	109	1.6%	25	0.4%			
Howell	4298	243	5.7%	135	3.1%	56	1.3%			
Losco	1567	74	4.7%	33	2.1%	10	0.6%			
Marlon	4918	251	5.1%	84	1.7%	25	0.5%			
Oceola	4825	220	4.6%	87	1.8%	38	0.8%			
Putnam	4580	190	4.1%	101	2.2%	25	0.5%			
Lyrone	6854	293	4.3%	135	2.0%	24	0.4%			
Unadilla	2949	204	6.9%	72	2.4%	19	0.6%			
CITIES AND VILLAGES										
Brighton	5684	322	5.7%	205	3.4%	100	1.8%			
Fowlerville	2448	138	5.2%	99	3.7%	35	1.3%			
Howell	8184	557	6.8%	427	5.2%	173	2.1%			
Pineclay	1603	65	4.1%	53	3.3%	10	0.4%			
COUNTY TOTAL	115645	5895	5.1%	2728	2.4%	851	0.7%			

SOURCE: SIT 1A 1990 CENSUS

PREPARED BY: LIVINGSTON COUNTY PLANNING DEPARTMENT, JUNE 1991

LIVINGSTON COUNTY SEX DISTRIBUTION: 1990

	1990	POP.	#	%	MALE	#	%
TOWNSHIPS							
Brighton	14815	7284	49.2%	7531	50.8%		
Cohoctah	2693	1329	49.4%	1364	50.6%		
Conway	1818	876	48.2%	942	51.8%		
Deerfield	3000	1437	47.9%	1563	52.1%		
Genoa	10820	5384	49.8%	5436	50.2%		
Green Oak	11604	5472	47.2%	6132	52.8%		
Hamburg	13083	6297	48.1%	6786	51.9%		
Nandy	2840	1458	51.3%	1382	48.7%		
Marlton	6660	3400	49.8%	3460	50.4%		
Howell	4298	2167	50.0%	2131	50.0%		
Losco	1567	765	48.8%	802	51.2%		
Marlon	4918	2425	49.3%	2493	50.7%		
Oceola	4825	2355	48.8%	2470	51.2%		
Putnam	4580	2246	49.0%	2334	51.0%		
Lyrone	6854	3432	50.1%	3422	49.9%		
Unadilla	2949	1459	49.5%	1490	50.5%		
CITIES AND VILLAGES							
Brighton	5684	2952	51.9%	2734	48.1%		
Fowlerville	2448	1349	51.7%	1279	48.3%		
Howell	8184	4386	53.6%	3798	46.4%		
Pineclay	1603	786	49.0%	817	51.0%		
COUNTY TOTAL	115645	57259	49.5%	58386	50.5%		

SOURCE: SIT 1A 1990 CENSUS

PREPARED BY: LIVINGSTON COUNTY PLANNING DEPARTMENT, JUNE 1991

LIVINGSTON COUNTY EDUCATIONAL ATTAINMENT FOR PERSONS 25 YEARS AND OVER

In the last fifty years the educational attainment of the American people has changed dramatically. In 1940, one-fourth of all persons 25 years old and over had completed high school (or more education), and one in twenty had completed four or more years of college. By 1990, over three-fourths (77.6 percent) had completed four years of high school or more and over one-fifth (21.3 percent) had completed four or more years of college.

The Bureau of the Census has found that there is some geographical variation in educational attainment. In 1990, the attainment of a high school degree for persons 25 to 29 years old is highest in the northeast (89.4 percent) and midwest (88.5 percent) and is somewhat lower in the south (82.5 percent) and the west (83.7 percent). The northeast is also the region of the country that in 1990 had the highest percentage of 25 to 29 year old persons that had completed four or more years of college (29 percent). There was no statistical difference between college attainment percentages in the midwest, south and west (21 percent).

Among Michigan's population ages 25 years and over, about 76.8 percent were at least high school graduates and 17.4 percent had at least a bachelor's degree. In comparison to state figures, Livingston County has a higher 1990 percent of persons with at least a high school graduate attainment (85.6 percent) and a higher percent of persons 25 years and over with at least a bachelor's degree (19.6 percent). This 85.6 percent of high school graduates or higher is greater than the percentage in most counties within Southeast Michigan (Macomb 76.9 percent, Oakland 84.6 percent, and Wayne 70.0 percent) and is second only to Washtenaw County with 87.2 percent high school graduates or higher. The attainment of a bachelor's degree or higher is achieved to the largest extent by persons in Washtenaw County (41.9 percent). Oakland County is second (30.2 percent) and Livingston County is third (19.6 percent), followed by Wayne (13.7 percent) and Macomb (13.5 percent).

Within the Livingston County population age 25 years and over, only 3.5 percent of the population has less than a ninth grade education. Within the townships, cities and villages, Fowlerville, Pinckney and Conway Township have the highest percentages of persons with less than a ninth grade education; 6.5, 6.2 and 6.2, respectively. The county percent of high school graduate or higher educational attainment is 85.6 percent. Unadilla (75.8 percent) and Handy (77.4 percent) Townships are the communities which reflect the lowest percentages of this level of educational attainment, while Hartland Township maintains the highest percentage, with an impressive 91.5 percent. Approximately one-fifth or 19.6 percent of Livingston County's population age 25 and over has obtained a bachelor's degree or higher. The attainment of a bachelor's degree or higher is less likely in the communities of Cohociah (7.3 percent), handy (8.0 percent) and Fowlerville (8.2 percent) but is very probably in the southeast quadrant and eastern edge of the county. Communities such as Brighton, Genoa, Hamburg, Green Oak, Hartland and Tyrone have bachelor's degree or higher education attainment at 20 percent or greater.

LIVINGSTON COUNTY EDUCATIONAL ATTAINMENT FOR PERSONS 25 YEARS AND OVER: 1990

TOTAL PERSONS 25 YEARS AND OVER		< 9TH GRADE	9TH - GRADE	12TH GRADE	HIGHSCHOOL GRADUATE	SOME COLLEGE	ASSOCIATE DEGREE	HIGHSCHOOL GRADUATE OR HIGHER	BACHELOR'S DEGREE	PROFESSIONAL DEGREE	BACHELOR'S DEGREE OR HIGHER	% BACHELOR'S DEGREE OR HIGHER
TOWNSHIPS												
Brighton	9087	203	765	2408	2452	798	89.3%	1744	637	26.2%		
Cohoctah	1648	85	232	598	493	119	80.8%	70	51	7.3%		
Conway	1102	68	143	443	274	57	80.9%	97	20	10.6%		
Deerfield	1842	52	243	658	441	185	84.0%	136	127	16.3%		
Genoa	4892	266	696	2002	1682	579	86.0%	1080	587	24.2%		
Green Oak	7243	183	756	2356	1842	579	87.0%	960	567	21.1%		
Hamburg	8571	310	1021	2558	2144	659	84.5%	1278	601	21.9%		
Navy	3201	175	548	1267	738	217	77.4%	171	85	8.0%		
Norland	4270	59	302	1353	1147	426	91.5%	675	308	23.0%		
Nowell	2726	158	287	1007	671	222	83.7%	248	133	14.0%		
Osco	961	42	107	385	219	62	84.5%	85	61	15.2%		
Marion	3018	109	282	959	866	222	87.0%	345	215	18.6%		
Oceola	2921	62	277	1209	672	212	88.4%	298	191	16.7%		
Putnam	3751	156	547	1334	879	263	81.3%	444	128	15.2%		
Tyrone	4329	127	312	1178	1165	538	89.9%	593	416	23.3%		
Unadilla	1845	110	336	648	448	113	75.8%	163	47	10.3%		
CITIES AND VILLAGES												
Brighton	3720	137	354	1142	1038	274	86.8%	549	226	20.8%		
Fowlerville	1544	100	215	664	313	123	79.8%	86	41	8.2%		
Nowell	5216	260	678	1859	1311	280	82.2%	550	286	16.0%		
Pinebriar	919	57	125	314	179	78	88.2%	126	40	18.1%		
COUNTY TOTAL	72343	2542	7878	23444	18582	5805	85.8%	9466	4686	19.6%		

SOURCE: STF 3A 1990 CENSUS

PREPARED BY: LIVINGSTON COUNTY PLANNING DEPARTMENT, JULY 1992

LIVINGSTON COUNTY OCCUPATIONS: 1990 PART 2

	EMPLOYED PERSONS 16 YEARS AND OVER	SERVICE OCCUPATIONS	FARMING, FORESTRY & FISHING	PRECISION PRODUCTION, CRAFT & REPAIR	MACH. OPERATORS ASSEMBLERS & INSPECTORS	TRANSPORTATION & MATERIAL MOVING OCC.	HANDLERS, EQUIP. CLEANERS, HELPERS, AND LABORERS
TOWNSHIPS							
Brighton	7626	716	70	1117	358	153	189
Cohoctah	1299	122	57	268	140	79	34
Conway	871	85	74	164	91	64	41
Deerfield	1652	137	26	300	180	54	57
Genoa	5428	498	62	726	403	117	166
Green Oak	5959	553	37	841	423	262	244
Hamburg	6949	704	63	1081	308	199	188
Hendy	2468	348	80	358	351	170	94
Hartland	3537	320	38	428	195	108	116
Howell	2208	201	75	366	191	54	96
Leece	737	82	35	129	85	40	27
Marion	2464	243	28	338	236	125	80
Oceola	2422	225	50	336	148	116	99
Putnam	3133	324	26	560	278	118	108
Tyrene	3458	248	21	544	211	128	102
Unadilla	1455	167	51	317	150	67	64
CITIES AND VILLAGES							
Brighton	2939	322	7	444	161	89	88
Deererville	1164	223	17	190	182	73	49
Howell	3992	468	60	404	449	161	117
Pinckney	773	97	8	110	64	25	25
COUNTY TOTAL	58567	5755	860	8733	4438	2104	1910

SOURCE: STF 3A 1990 CENSUS

PREPARED BY: LIVINGSTON COUNTY PLANNING DEPARTMENT, JULY 1992

APPENDIX C

Michigan State University
National Center For Community Policing
Community Survey

Community Survey

Thank you for participating in this survey. We are concerned with your safety and neighborhood. Therefore, your opinion is very important to us. Please take a few minutes and complete this questionnaire. To answer questions on the survey, use a number 2 pencil and fill in the circle that has the letter which most closely matches your answer. If you need help, call the telephone number provided in the packet.

NO ONE WILL KNOW WHO YOU ARE, OR HOW YOU ANSWERED

1. During the day, how often do you walk/run/ride a bike in your neighborhood?
☐ A. Every day
☐ B. Once or twice a week
☐ C. A few times a month
☐ D. A few times a year
☐ E. Never
2. After sunset, how often do you walk/run/ride a bike in your neighborhood?
☐ A. Every day
☐ B. Once or twice a week
☐ C. A few times a month
☐ D. A few times a year
☐ E. Never
3. How often do you participate in neighborhood group (Church, athletic, neighborhood association, social) activities?
☐ A. Every day
☐ B. Once or twice a week
☐ C. A few times a month
☐ D. A few times a year
☐ E. Never
4. How often do you do things outside (in the yard, playground, sidewalk) to take care of, or improve, the place you live?
☐ A. Every day
☐ B. Once or twice a week
☐ C. A few times a month
☐ D. A few times a year
☐ E. Never
5. How often do you have friendly talks with your neighbors?
☐ A. Every day
☐ B. Once or twice a week
☐ C. A few times a month
☐ D. A few times a year
☐ E. Never

6. How often do you do something to keep your house and/or neighborhood looking nice?
- ☐ A. Every day
 - ☐ B. Once or twice a week
 - ☐ C. A few times a month
 - ☐ D. A few times a year
 - ☐ E. Never
7. How many of your neighbors do you know by name?
- ☐ A. Less than 25%
 - ☐ B. Between 25% and half
 - ☐ C. Between 1/2 and 75%
 - ☐ D. Almost all your neighbors
 - ☐ E. None
8. How safe is your neighborhood at night?
- ☐ A. Very safe
 - ☐ B. Safe
 - ☐ C. Not safe
 - ☐ D. Very dangerous
9. How important is it for neighbors to think you always obey the law.
- ☐ A. Very important
 - ☐ B. Important
 - ☐ C. Somewhat important
 - ☐ D. Not important
10. As long as no one gets hurt, it is O.K. to break some laws.
- ☐ A. Yes
 - ☐ B. No ☐ C. Unsure
11. The laws are to protect you.
- ☐ A. Yes
 - ☐ B. No ☐ C. Unsure
12. Public support of the police is important for keeping law and order.
- ☐ A. Yes
 - ☐ B. No ☐ C. Unsure
13. Do the local police have a good understanding of what people in the neighborhood consider acceptable behavior?
- ☐ A. Yes
 - ☐ B. No ☐ C. Unsure
14. Do the local police treat people fairly?
- ☐ A. Yes
 - ☐ B. No
 - ☐ C. Unsure

15. Does the local foot patrol officer treat people fairly?
☐ A. Yes
☐ B. No
☐ C. Unsure
16. How often do you talk to police officers?
☐ A. Every day
☐ B. Once or twice a week
☐ C. A few times a month
☐ D. A few times a year
☐ E. Never
17. How often do you see police officers in your neighborhood?
☐ A. Every day
☐ B. Once or twice a week
☐ C. A few times a month
☐ D. A few times a year
☐ E. Never
18. Where are most of your friends from?
☐ A. Work
☐ B. Your neighborhood
☐ C. Both
☐ D. Neither
19. How is the level of safety in your neighborhood changing?
☐ A. Not at all
☐ B. Becoming safer
☐ C. Becoming more dangerous
☐ D. Don't know
20. Have you been the victim of a violent crime (like a fight, rape or attack) in the last 3 years?
☐ A. Yes
☐ B. No
21. Have you been the victim of a non-violent crime (like vandalism or theft) in the last 3 years?
☐ A. Yes
☐ B. No
22. Have you called the police to report a problem (other than to report a crime) in your neighborhood since last summer?
☐ A. Yes
☐ B. No
☐ C. Unsure
23. Have you called the police to report a violent crime (fight, rape, assault) in your neighborhood since last summer?
☐ A. Yes
☐ B. No ☐ C. Unsure

24. Have you called the police to report a non-violent crime (vandalism, theft, etc.) in your neighborhood since last summer?
- ☐ A. Yes
 - ☐ B. No
 - ☐ C. Unsure
25. Would you like to see police officers walking through your neighborhood?
- ☐ A. Yes
 - ☐ B. No
 - ☐ C. Don't know
26. Did you know that police foot-patrol and/or community policing program operates in your neighborhood?
- ☐ A. Yes
 - ☐ B. No
 - ☐ C. Unsure
27. How much has local police service improved in the last year?
- ☐ A. A lot
 - ☐ B. A little
 - ☐ C. None
 - ☐ D. It has become worse
 - ☐ E. Don't know

In your neighborhood, tell us if you agree or disagree that the following things are problems.

- | | |
|--|--|
| 28. Prostitution | 29. Drug use |
| <input type="radio"/> A. Strongly agree | <input type="radio"/> A. Strongly agree |
| <input type="radio"/> B. Agree | <input type="radio"/> B. Agree |
| <input type="radio"/> C. Disagree | <input type="radio"/> C. Disagree |
| <input type="radio"/> D. Strongly disagree | <input type="radio"/> D. Strongly disagree |
| <input type="radio"/> E. Don't know | <input type="radio"/> E. Don't know |
| 30. Theft, robbery | 31. Fighting, violence |
| <input type="radio"/> A. Strongly agree | <input type="radio"/> A. Strongly agree |
| <input type="radio"/> B. Agree | <input type="radio"/> B. Agree |
| <input type="radio"/> C. Disagree | <input type="radio"/> C. Disagree |
| <input type="radio"/> D. Strongly disagree | <input type="radio"/> D. Strongly disagree |
| <input type="radio"/> E. Don't Know | <input type="radio"/> E. Don't know |
| 32. Fear of crime | 33. Unsupervised juveniles |
| <input type="radio"/> A. Strongly agree | <input type="radio"/> A. Strongly agree |
| <input type="radio"/> B. Agree | <input type="radio"/> B. Agree |
| <input type="radio"/> C. Disagree | <input type="radio"/> C. Disagree |
| <input type="radio"/> D. Strongly disagree | <input type="radio"/> D. Strongly disagree |
| <input type="radio"/> E. Don't Know | <input type="radio"/> E. Don't know |

34. Excessive drinking of alcohol
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't Know
35. Inadequate schools
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't know
36. Loud parties
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't Know
37. Sexual assaults
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't know
38. Abandoned/run-down buildings
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't Know
39. Gang activity
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't know
40. Unemployment
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't Know
41. General appearance
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't know
42. Short-term renters
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't know
43. Homeless people
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't Know
44. Most neighbors don't talk to each other
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't Know
45. Most neighbors don't care about this neighborhood
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't know
46. Is crime serious enough here that you would move, if you could?
☐ A. Strongly agree
☐ B. Agree
☐ C. Disagree
☐ D. Strongly disagree
☐ E. Don't know

47. Do you think your chances of being the victim of a violent crime (rape, mugging) are great in this neighborhood?
- ☐ A. Strongly agree
 - ☐ B. Agree
 - ☐ C. Disagree
 - ☐ D. Strongly disagree
 - ☐ E. Don't Know
48. Do you think that your chances of being the victim of a robbery or theft are great in this neighborhood?
- ☐ A. Strongly agree
 - ☐ B. Agree
 - ☐ C. Disagree
 - ☐ D. Strongly disagree
 - ☐ E. Don't Know
49. Can the local police protect you from crime?
- ☐ A. Strongly agree
 - ☐ B. Agree
 - ☐ C. Disagree
 - ☐ D. Strongly disagree
 - ☐ E. Don't Know
50. Do you feel that you are more likely to be a crime victim than most other people?
- ☐ A. Strongly agree
 - ☐ B. Agree
 - ☐ C. Disagree
 - ☐ D. Strongly disagree
 - ☐ E. Don't Know
51. How safe do you feel out alone in your neighborhood at night?
- ☐ A. Very safe
 - ☐ B. Safe
 - ☐ C. Not safe
 - ☐ D. Very unsafe
 - ☐ E. Unsure
52. How safe do you feel out alone in your neighborhood during the day?
- ☐ A. Very safe
 - ☐ B. Safe
 - ☐ C. Not safe
 - ☐ D. Very unsafe
 - ☐ E. Unsure

We are concerned with how people with different ages, jobs, gender, etc. feel about this neighborhood. The following questions ask you to tell us something about yourself. Remember that no one will know who you are.

68. Marital Status

- ☐ A. Single, never been married
- ☐ B. Married
- ☐ C. Single, divorced
- ☐ D. Separated
- ☐ E. Widowed

Thank you for completing this survey. Please place the answer sheet into the envelope and mail it. If you would like to know the results of this survey, send a separate postcard to the same address with your return address included.

If you would like to make any comments please write them in the space below.

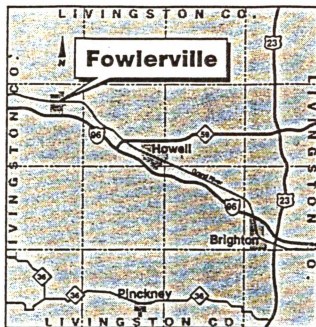
C-18860

53. Based on your current job, which group would you best fit with?
- ☐ A. Factory worker, plumber, welder, construction
 - ☐ B. Teacher, doctor, banker, counselor
 - ☐ C. Secretary, typist, restaurant worker, salesperson
 - ☐ D. Retired
 - ☐ E. Unemployed
54. What is your age?
- ☐ A. Under 16
 - ☐ B. 16 - 25
 - ☐ C. 26 - 35
 - ☐ D. 36 - 45
 - ☐ E. 46 - 55
 - ☐ F. 56 - older
55. What is your sex?
- ☐ A. Male
 - ☐ B. Female
56. What is your race/ethnic group?
- ☐ A. White/Non-Hispanic
 - ☐ B. Black/African American
 - ☐ C. Hispanic
 - ☐ D. Oriental/Asian
 - ☐ E. Other
57. How long have you lived in this neighborhood?
- ☐ A. Less than 6 months
 - ☐ B. 7 months to 2 years
 - ☐ C. 2 - 10 years
 - ☐ D. Over 10 years
57. In the place you live, do you?
- ☐ A. Own
 - ☐ B. Rent
 - ☐ C. Live with a friend/relative
 - ☐ D. Other
58. How many children live with you?
- ☐ A. None
 - ☐ B. One
 - ☐ C. Two - three
 - ☐ D. Four or more
59. How much education have you had?
- ☐ A. Less than High School
 - ☐ B. High School Graduate
 - ☐ C. Some College
 - ☐ D. College graduate
 - ☐ E. Graduate School

APPENDIX D

Area Maps

-



FOWLERVILLE AT A GLANCE

1990 POPULATION: 2,648.

VILLAGE HALL: 137 N.

Grand St. Office hours are 8:30 a.m. to 5 p.m. Mondays through Fridays. Phone 223-3771. The Fowlerville Village Council meets at 7:30 p.m. every other Monday of the month.

MANAGER: Dan Bishop.

PRESIDENT: William T. Larry, Republican. Salary is 1/3 of 1 percent of the tax roll collected or about \$7,100 per year.

CLERK: Muriel Jean Bohm, Republican. Salary is \$7,500 per year.

TREASURER: Linda Tesch, Republican. Salary is 1/3 percent of the tax roll or about \$7,200 per year.

COUNCIL MEMBERS: Larry Clark, Patty Ries, Marjorie Carlon, Keith Liverance, John Hyden and Julie Woodward. Council members are paid \$50 per meeting.

1992 SEV: The total state equalized value for the village is \$28,717,334. Of that, \$67,820 is agricultural, \$9,273,845 is commercial, \$1,199,333 is industrial, \$14,680,631 is residential, \$97,405 is developmental, and \$3,398,300 is personal.

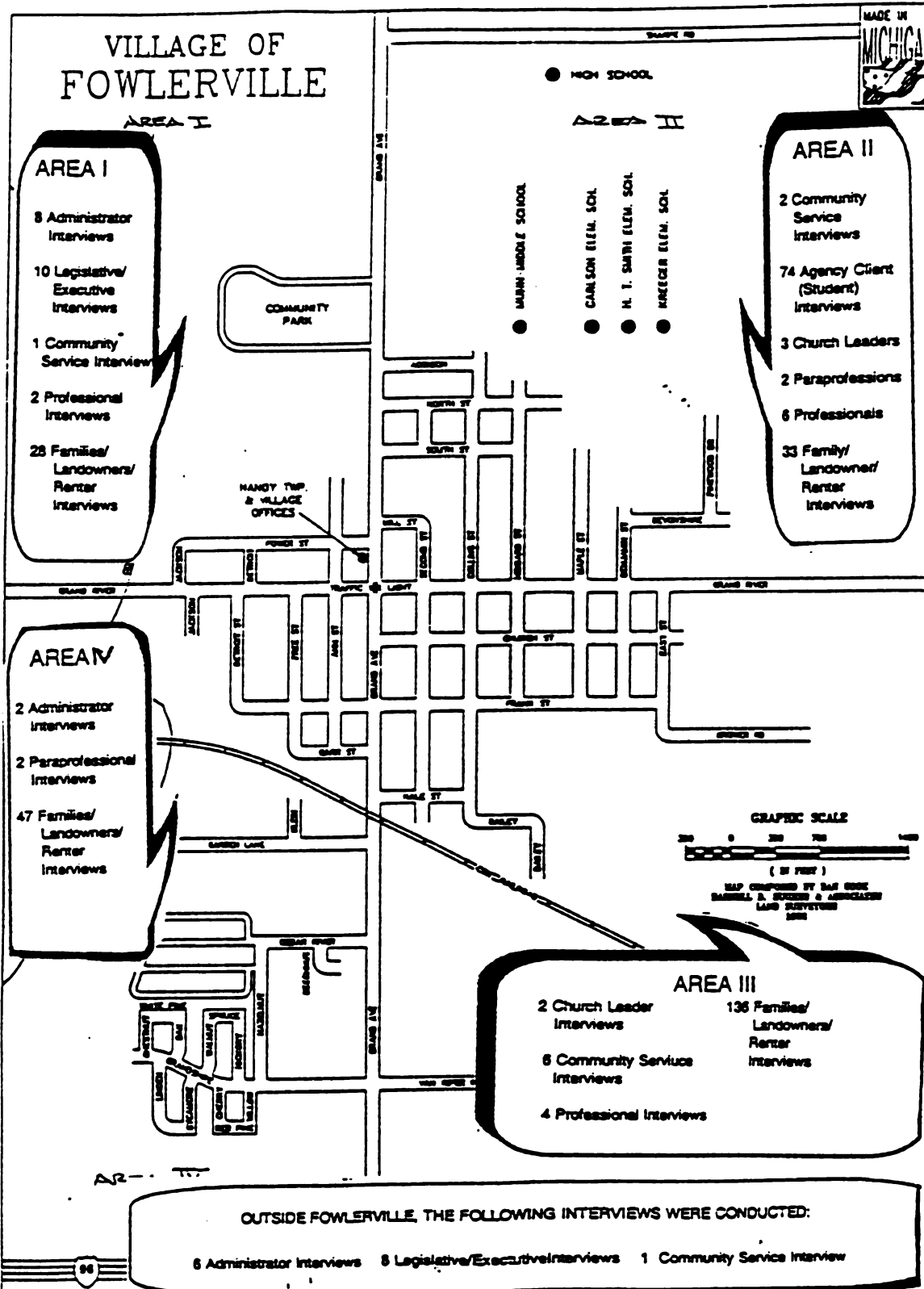
VILLAGE MILLAGE RATE:

The 1992 millage rate is 19.9111.

SCHOOL DISTRICT: The village is served by Fowlerville Community Schools.

FIRE: The village has a volunteer fire department. The chief is John Wright.

POLICE: The village contracts with the Livingston County Sheriff's Department for services. Call 911 in emergencies.



APPENDIX E

Fowlerville Law Enforcement Attitudes, January 1994

Fowlerville Law Enforcement Attitudes, January, 1994

Item	Area I(%)	Area II(%)	Area III(%)	Area IV(%)	N
Do the local police have a good understanding of what people in the neighborhood consider acceptable behavior?	A). 36.4 B). 31.8	35.7 46.4	51.5 36.8	52.1 41.7	88 78
Do the local police treat people fairly?	A). 36.4 B). 45.5	37.5 42.9	51.5 32.4	50.0 41.7	88 76
Would you like to see police officers walking through your neighborhood?	A). 68.2 B). 9.1	41.1 19.6	42.6 25.0	44.9 34.7	89 47
How much has local police service improved in the last year?	C). 9.1	12.5	23.5	22.4	36
Can the local police protect you from crime?	D). 36.3	44.7	52.9	61.2	99

A). "Yes" B). "Unsure" C). "A lot" or "A little" D). "Strongly Agree" or "Agree"

FOWLERVILLE ATTITUDES OF DISORDER ITEMS
Surveyed Percentage Expressing Agreement with
``The Following Are Problems In My Neighborhood''

The following are problems in my neighborhood:	Area I	Area II	Area III	Area IV	X
	%	%	%	%	
Prostitution	0.0	3.6	5.9	2.1	5
Drug use	68.2	46.4	41.2	32.6	85
Theft/robbery	27.2	29.1	41.2	24.5	62
Fighting/violence	59.1	25.0	26.8	20.9	55
Excessive alcohol	36.3	38.6	33.9	25.0	59
Inadequate schools	9.1	11.5	10.3	10.2	21
Loud Parties	0.0	8.8	11.8	17.1	21
Sexual assaults	4.5	12.5	9.0	4.0	16
Abandoned bldgs	22.7	38.2	28.4	27.1	58
Gang Activity	31.8	22.3	16.2	6.4	36
Unemployment	36.3	48.2	33.9	28.5	66
General appearance	9.5	35.8	24.3	16.7	46
Short-term renters	23.7	30.4	22.0	34.7	54
Homeless people	9.0	29.7	5.8	10.2	22

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