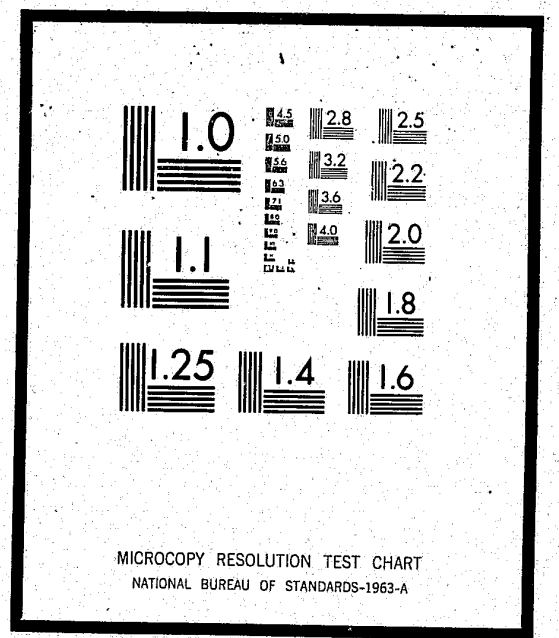


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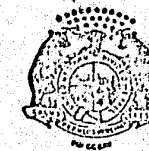
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U.S. DEPARTMENT OF JUSTICE
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Date filmed

6/12/75



MISSOURI LAW ENFORCEMENT ASSISTANCE COUNCIL

REGION 5

812 OLIVE, SUITE 1032
SAINT LOUIS, MISSOURI 63101
314 421-2323

May 9, 1974

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Major T. Moran, Project Director
Expand Mounted Patrol
St. Louis Metropolitan Police Department
1200 Clark Avenue
St. Louis, MO 63103

Re: Expand Mounted Patrol
S-MP31-72-d1
S-MP11-73-d1
Final Evaluation Report

Dear Major Moran:

Enclosed please find the final evaluation report for the above referenced project for the current award period. Your response to the report, in letter form, is requested within the next two weeks. If the report contains recommendations relating to modifications of the project, your reply should give specific consideration to them, indicating for each how it will be implemented or why it should be changed or dropped. During the week following the receipt of your reply a decision will be made by the Impact Program regarding compliance with the recommendations.

Specific questions relating to the report may be directed to the Evaluation Analyst listed below. Your cooperation and assistance are appreciated.

Sincerely,

Floyd D. Richards
Floyd D. Richards,
Executive Director

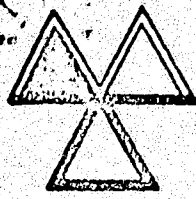
Evaluation Analyst Stan Schirmerman

FDR/mg

Enclosure

cc: Otto Heinecke, Bill Abrams, Richard Barnes, Larry Holmes, Marc Dreyer,
Barry Weismantle, Chief Eugene Camp

15619



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PROJECT EVALUATION REPORT

<u>Project:</u>	Mounted Patrol S-MP31-72-d1 S-MP11-73-d1	<u>Grant Award:</u>	Phase I - \$65,000 Phase II - \$107,855
<u>Subgrantee:</u>	St. Louis Metropolitan Police Department	<u>Project Director:</u>	Major Moran, St. Louis Metropolitan Police Dept.
<u>Date of Report:</u>	April 29, 1974	<u>Subgrant Period:</u>	Phase I - Oct. 1, 1972 to July 31, 1973 Phase II - July 1, 1973 to Sept. 30, 1974
<u>Prepared By:</u>	Stan Schirmerman, Evaluation Analyst	<u>Authorized Official:</u>	Col. Theodore E. McNeal President, Board of Police Commissioners

SCOPE OF EVALUATION

This evaluation of the Mounted Patrol Unit focuses on the effectiveness of the project in (1) patrolling parks and shopping areas not previously patrolled in this manner, (2) contributing to the reduction of crime in the patrolled areas, and (3) encouraging more people to use the patrolled parks and shopping areas. The results of the evaluation are based upon (1) analysis of deployment records kept by project personnel, (2) analysis of crime statistics for the patrolled areas, (3) available park usage data, and (4) the findings of a public awareness survey conducted for the project.

SUMMARY OF BACKGROUND INFORMATION

Phase I of the Mounted Patrol project was funded for \$65,000 (Federal share) for the period from October 1, 1972 to July 31, 1973. Phase II, funded for \$107,855, (Federal share) is scheduled to terminate September 30, 1974. The St. Louis Metropolitan Police Department's Mounted Patrol Unit was formed in April, 1971 with patrols instituted mainly in Forest Park. Receipt of the Phase I funds permitted expansion of the patrols to a number of additional parks and shopping areas, and extension of the 10 a.m. to 6 p.m. patrol hours to the 12-hour period from 10 a.m. to 10 p.m. The areas to which the additional patrols were deployed were:

- (1) Carondelet Park (2) O'Fallon Park (3) Fairgrounds Park (4) Riverfront Area (Arch and Old Courthouse)
- (5) Tower Grove Park (6) Chain of Rocks Park
- (7) Cherokee Shopping Center (8) Baden Shopping Center (9) Downtown Area

SUMMARY OF EVALUATIVE FINDINGS

1. For the period from November 30, 1972 to March 31, 1974, the Mounted Patrol has provided the parks and shopping centers with 11,836 man-hours of patrol during the evening hours from 6 to 10 p.m.
2. Shortages in volunteer manpower for the overtime evening patrols have been the main cause of deviations from planned deployment, but the overall deviation has not been substantial. Approximately 65 percent of the deployment deficiency has been due to lack of available manpower.

3. During the evening hours, the mounted patrols have increased the police presence, in the areas they patrol, from two to ten times when compared to the levels of car patrols also operating in those areas.

4. Mounted Patrol personnel performed the following services during evening hours for the period November 20, 1972 through March, 1974:

- Building checks: 1546
- Unoccupied car checks: 2129
- Occupied car checks: 2147
- Pedestrian checks: 7993
- Business interviews: 747
- Assisting motorists: 366
- Field Interrogation Reports: 5949
- Other incidents: 460
- Calls for service: 504

5. Fewer than 40 arrests were made by mounted patrolmen during the hours and months under study, although they probably assisted car patrol officers in many additional arrests (a mounted officer cannot conveniently convey an arrested individual to Headquarters so a patrol vehicle is often called in to handle arrests).

6. Crime statistics for Forest Park show that serious crime was cut almost in half when the pre-Impact project mounted patrols were implemented by the Police Department. No such results were apparent for the additional parks and shopping areas covered under the Impact project.

7. Results of a survey of the public in the patrolled parks and shopping areas indicate that most people are aware of the presence of the patrols and feel more secure from crime because of them. Almost every survey respondent indicated a desire to see the patrols continued.

8. No comprehensive figures on park attendance are maintained by park officials, but limited data for certain activities in the patrolled parks (e.g., golf course usage at Forest Park) do not suggest that the patrols have helped increase attendance, except possibly at the Riverfront area.

RECOMMENDATIONS

1. The problem of shortages in overtime manpower should be corrected.
2. A plan indicating alternative ways in which the Expanded Mounted Patrol might be continued after the termination of Impact funding should be developed.

EVALUATION: EXPAND MOUNTED PATROL

I. Introduction

The St. Louis Metropolitan Police Department established the Mounted Patrol Unit in April, 1971 by implementing mounted patrols in Forest Park. Mounted Patrol offers several desirable advantages over other forms of patrol in certain areas. One important advantage is the officer's increased mobility and ability to reach areas not easily accessible on foot or by car. The mounted patrolman is also more visible to the public, which may result in a greater feeling of security for citizens, and a reduction in crime. Finally, mounted patrols have the ability to handle large groups of people, and function well in improving police-community relations.

On November 20, 1972 the Mounted Patrol Unit was expanded through Impact funds. This funding permitted patrols in the following parks and shopping areas, in addition to those already in Forest Park:

- (1) Downtown Area (shops)
- (2) Cherokee Shopping Center
- (3) Baden Shopping Center
- (4) Tower Grove Park
- (5) Riverfront Area (park)
- (6) Chain of Rocks Park
- (7) Fairgrounds Park
- (8) O'Fallon Park
- (9) Carondelet Park

Without Impact funds, expansion to the above areas would not have been possible, except at the expense of decreased patrols in other areas. The Impact funds were used to permit existing mounted personnel to work on an overtime basis.

The regular patrol hours for the Mounted Patrol Unit were 10 a.m. to 6 p.m., with patrols deployed every day except Sunday in the shopping areas, and daily in the parks. The overtime patrols were deployed on the same days from 6 to 10 p.m. in the evening. These hours were designated by the project staff as "Impact hours". The data discussed below are primarily based on this time period.

This evaluation addresses itself to the three specific objectives outlined by the project in the Phase II grant application. Those objectives, and corresponding evaluation measures employed, were:

Objective 1: Provide mounted patrol of parks and certain shopping areas not previously patrolled in this manner.

Measures for Objective 1: Deployment information, presence of other patrols in Mounted Patrol areas, incidents processed by mounted patrolmen, and deviations from planned deployment.

Objective 2: Reduce index crimes and other crimes in the patrolled areas.

Measures for Objective 2: Crime statistics.

Objective 3: Increase the level of security of the parks and Riverfront and encourage more people to use them.

Measures for Objective 3: Mounted Patrol Survey results, and available park usage data.

II. Mounted Patrol Activities

A. Deployment

Table I summarizes the manpower deployment for the Mounted Patrol during Impact hours (6 to 10 p.m.) for the period from November 20, 1972 through March, 1974. As may be seen from the table, shopping area patrols ran mainly from December to May, and park patrols, mainly from May to November. The dates selected each year for the operation of patrols in the parks and in the shopping districts depend on the weather. Note that the Riverfront area, although considered a park, is patrolled all year round.

With the exception of Forest Park, the Downtown Area, and the Riverfront Area, where two officers are assigned, a single Mounted Patrol officer is usually assigned to each area during the Impact hours. The areas patrolled by two officers

TABLE I

IMPACT MOUNTED PATROL MANPOWER BY AREA AND MONTH

(Manhours)

	---1972---		*-----1973-----*										*-----1974-----*			TOTALS		
	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	
Downtown Area	0	176	176	200	200	192	40	0	0	0	0	0	48	148	216	180	192	1768
Cherokee Shopping Center	0	48	88	104	104	96	20	0	0	0	0	0	0	48	104	76	52	740
Baden Shopping Center	0	96	88	104	104	96	20	0	0	0	0	0	0	48	100	64	32	752
Forest Park	0	0	0	0	0	0	0	0	0	0	0	0	152	132	204	192	212	892
Tower Grove Park	44	20	0	0	0	0	104	116	120	124	120	120	88	0	0	0	0	856
Riverfront Area	88	224	176	208	200	188	248	228	248	248	240	240	228	144	208	192	308	3616
Chain of Rocks Park	44	0	0	0	0	0	76	108	120	124	116	112	56	0	0	0	0	756
Fairgrounds Park	44	12	0	0	0	0	104	108	128	124	120	112	40	0	0	0	0	792
O'Fallon Park	44	108	0	0	0	0	100	116	124	120	116	116	64	0	0	0	0	908
Carondelet Park	0	0	0	0	0	0	104	116	128	116	116	116	60	0	0	0	0	756
TOTALS	264	684	528	616	608	572	816	792	868	856	828	816	736	520	832	704	796	11836

account for 53 percent of the overtime man-hours accumulated through March, 1974.

The data for the parks patrols, excluding November, 1972, since patrols did not begin until late that month, indicate that an average of 723 man-hours of patrol were fielded each month. In the warmer months of May to November, the monthly totals run higher than the average, while in other months they often fall substantially below the average. Of course, there is much more of a need for park patrols during the warm weather since these are the months most people visit the parks.

Table II presents deviations from planned manpower deployment levels by cause and month for both parks and shopping centers. Clearly, the totals by month indicate fewer hours have been lost during the summer months. The hours lost to "bad weather", "officer injured on duty", "equipment repairs", and "officer ill" did not seriously affect the manpower deployments. The 276 man-hours lost in these ways represent about 35 percent of the deployment deficiency. 504 man-hours were lost to a "shortage of available manpower", the category containing the bulk of the deployment deficiency. Although the manpower shortage has been increasing recently, the deficiency total represents only about four percent of the planned total manpower for the period from the implementation of the project through March, 1974.

B. Presence of Other Police Patrols

The manpower figures presented in the previous section give no indication of the extent to which the police presence in patrolled areas was increased as a result of the Mounted Patrol project. This is a difficult problem to address since the deployment patterns of other types of police patrols have varied with time.

TABLE II

DEVIATIONS FROM PLANNED DEPLOYMENT BY CAUSE AND MONTH FOR ALL AREAS*¹

(Manhours Lost)

	<u>*--1972--*</u>		<u>*-----1973-----*</u>												<u>*-----1974-----*</u>			TOTALS
	Nov.	Dec.	Jan.	Feb.	Mar.	Apr.	May	June	July	Aug.	Sept.	Oct.	Nov.	Dec.	Jan.	Feb.	Mar.	
No Manpower Available	0	8	16	4	0	0	0	0	4	8	4	24	152	72	20	56	136	504
Officer Ill	0	4	4	4	16	0	0	4	0	0	0	0	0	0	0	0	0	32
Equipment Repairs	0	56	0	0	0	0	4	12	4	0	4	4	0	0	0	0	0	84
Officer Injured	0	0	0	0	0	4	0	4	0	4	0	0	0	0	4	0	0	16
Bad Weather	0	0	144	0	0	0	0	0	0	0	0	0	0	0	0	0	0	144
<u>TOTALS</u>	0	68	164	8	16	4	4	20	8	12	8	28	152	72	24	56	136	780

*¹ Does not include data for Sundays.

An estimate of the non-mounted patrol strength in the areas covered by mounted patrols was obtained from an analysis of the city's car patrol beats. The St. Louis Police Department maintains "beat maps" which indicate how the city is broken up into areas of police patrol. Assuming that a patrol unit spends an equal amount of time in all parts of its beat, one can estimate car patrol hours in the parks and shopping centers by determining what fraction of the beat's area is covered by these areas.

Figure I presents a map of the car beats which include areas patrolled by the Mounted Patrol. All parks and shopping areas are shown except for the Downtown Area. The areas marked by diagonal lines are the car beats which cover the parks and shopping centers of interest. One of these areas, downtown, is also covered by foot patrols. This area will be discussed later.

Table III presents the estimated car patrol hours, and average mounted patrol hours, in the Mounted Patrol areas during Impact hours. As suggested above, these estimates were obtained by determining the fraction of each beat area covered by a Mounted Patrol area, summing across all beats which include parts of the area, and multiplying the total by four hours, the length of the daily overtime patrol operation. The right hand column of the table indicates the relative increase in police presence due to the addition of the mounted patrols. The increases range from 1.8 for Forest Park, to 10.0 for the Baden Shopping area and O'Fallon Park. Although Forest Park and the Riverfront area are patrolled by two mounted officers each during Impact hours, the relative increases in police presence in these areas were among the smallest of the group. As indicated earlier, the Downtown shopping area has been covered by foot patrolmen as well as patrol cars. Because data on the foot patrol deployments were not at hand, it was not possible to estimate the

PROJECT AGENCY - ST. LOUIS METROPOLITAN POLICE DEPARTMENT

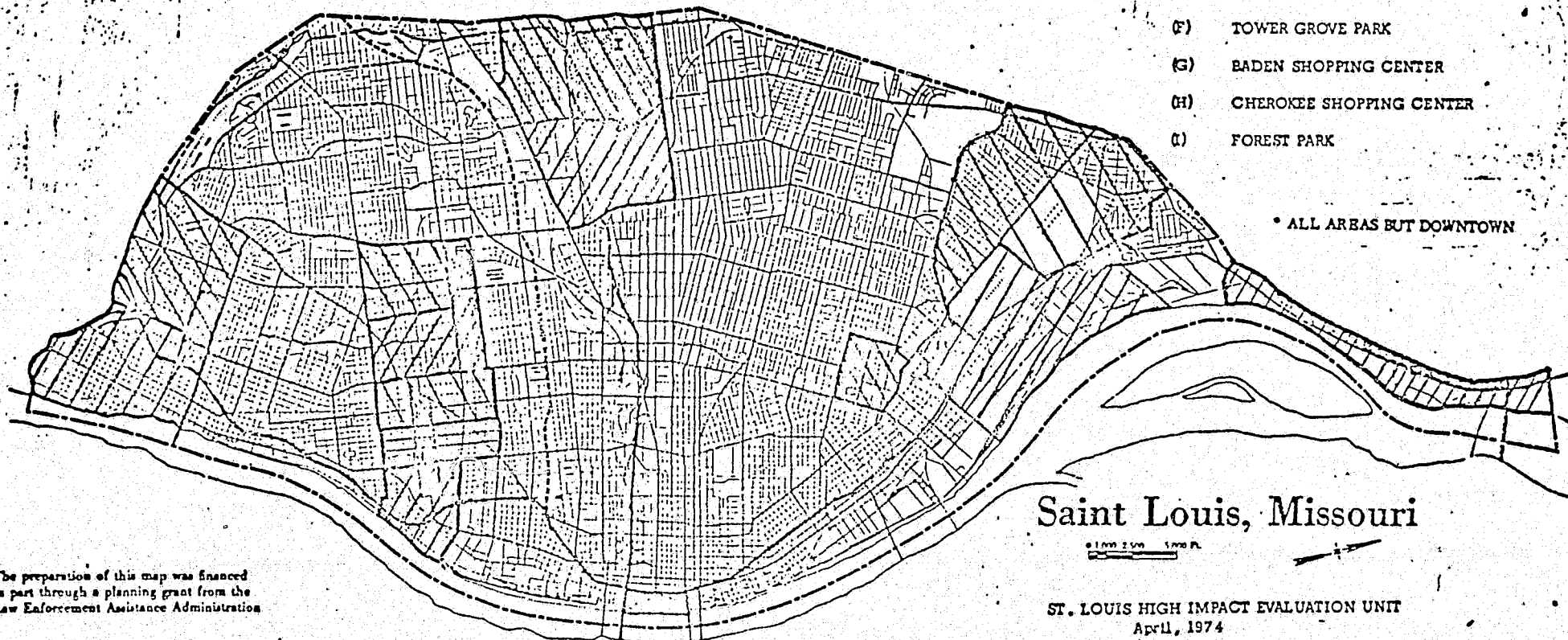
EXPANDED MOUNTED PATROL PROJECT

PARKS AND SHOPPING CENTERS PATROLLED*

FIGURE 1.

- (A) CARONDELET PARK
- (B) O'FALLON PARK
- (C) FAIRGROUNDS PARK
- (D) CHAIN OF ROCKS PARK
- (E) RIVERFRONT - JEFFERSON MEMORIAL
- (F) TOWER GROVE PARK
- (G) BADEN SHOPPING CENTER
- (H) CHEROKEE SHOPPING CENTER
- (I) FOREST PARK

* ALL AREAS BUT DOWNTOWN



The preparation of this map was financed
in part through a planning grant from the
Law Enforcement Assistance Administration

Missouri Law Enforcement Assistance Council Region 5 812 Olive (Arcade Building), Suite 1032 St. Louis, Missouri 63101

TABLE III

DAILY PRESENCE OF CAR PATROLS IN MOUNTED PATROL AREAS*

PATROLLED AREA	CAR PATROL HOURS	AVERAGE MOUNTED PATROL HOURS	RELATIVE INCREASE IN POLICE PRESENCE
Cherokee Shopping Center	2.0	4.0	2.0
Baden Shopping Center	0.4	4.0	10.0
Forest Park	4.4	8.0	1.8
Tower Grove Park	2.0	4.0	2.0
Riverfront Area	3.2	8.0	2.5
Chain of Rocks Park	0.2	4.0	2.0
Fairgrounds Park	1.6	4.0	2.5
O'Fallon Park	0.4	4.0	10.0
Carondelet Park	1.2	4.0	3.3

* All areas but downtown.

relative increase in police presence due to mounted patrols for the Downtown area. The magnitude of the increase, however, was almost certainly smaller than that for the other areas covered by the Mounted Patrol Unit.

C. Services Rendered By The Mounted Patrol Unit

Table IV summarizes the basic police services performed by project personnel during Impact hours, from the inception of patrols through March, 1974, based on project records. While few arrests have been made during these evening patrols (fewer than 40), the 21,841 incidents handled indicates a high level of project activity. The small number of arrests is probably due to the reduced numbers of people visiting the areas in the evening hours.

Building, car and pedestrian checks are routine investigations performed by the officers to insure the security of buildings and automobiles, as well as that of the visiting public. Business interviews represent contacts with businessmen in and around the patrolled areas to insure that the businessmen are satisfied with the police patrols, and to suggest ways to upgrade their existing security. As would be expected, the majority of the business interviews are performed in the shopping areas.

FIRs, or Field Interrogation Reports, are reports on persons who the officer feels may have, or possibly will, commit an offense in the area. These reports are forwarded to the Police Department where they are used in investigations of crimes in the patrolled areas. The "other" incidents shown in Table IV include assisting other officers, handling disturbances, investigating complaints and miscellaneous other police services. "Calls for service" are basically incidents to which the mounted officers are radio dispatched by the police communications center. These incidents are similar in nature to those listed above, but are often more serious.

TABLE IV

TOTAL INCIDENTS HANDLED BY MOUNTED PATROLMEN DURING IMPACT HOURS

(Based on Data from Nov. 20, 1972 through March, 1974)

	Building Checks	Unoccupied Car Checks	Occupied Car Checks	Pedestrian Checks	Business Interviews	Assist Motorists	FIR	Other	Calls For Service	TOTALS
Downtown Area	377	291	272	1128	239	80	823	117	51	3378
Cherokee Shopping Center	147	125	120	484	125	7	336	52	35	1431
Baden Shopping Center	191	124	65	535	128	74	435	37	25	1614
Forest Park	138	165	131	312	20	8	233	8	15	1031
Tower Grove Park	43	163	201	763	2	10	602	39	54	1877
Riverfront Area	373	639	730	2512	187	142	1787	92	133	6595
Chain of Rocks Park	26	146	165	546	18	16	481	20	35	1453
Fairgrounds Park	54	160	63	534	23	9	372	32	64	1311
O'Fallon Park	166	138	158	602	4	17	413	22	31	1551
Carondelet Park	31	178	242	576	1	3	467	41	61	1600
<u>TOTALS</u>	1546	2129	2147	7993	747	366	5949	460	504	21841

III. CRIME IN THE PATROLLED AREAS

Tables V, VI, and VII present the annual crime totals by crime type for the years 1971 through 1974 during the months of Impact patrol for the patrolled parks and shopping areas. Forest Park has been shown separately from the other parks because the Impact patrols operate during different months there. The shopping area crime statistics are shown in Table VII. For all the tables, the categories of "Part I" and "Index" probably present the most useful crime information, since they include the most serious types of incidents. Surrogates for Impact crimes are "Person Crimes and Burglary" or "Robbery and Burglary", depending on the information required. It is not really possible to determine reliably whether or not the Mounted Patrol Unit has had an impact on the number of crimes occurring in the target areas. Several factors beyond the control of evaluators complicate the problem. First, the statistics available represent only reported crime. No procedure or data were available to determine the fraction of total crime being reported or how this might have changed with time. This is a particularly important consideration for this project since the presence of the Mounted Patrol Unit may have contributed to an increase in the reporting rate. Second, the crime figures presented in the tables are for a full 24 hour period. So few crimes occur in the patrolled areas during the Impact hours that it would not be fair to judge the project in terms of these hours alone; also, the patrols operate for eight non-Impact hours, in addition to the Impact hours each day. However, even when the 24-hour crime totals are used for patrolled areas, the numbers of crimes are so small as to preclude reliable measurement of significant changes in the crime rates. For example, the total Part I crime reported for the patrolled parks, excluding Forest Park, represents only about three tenths of one percent of the city-wide Part I totals for the period under study. This should be kept in mind in reading the following.

TABLE V

CRIME IN PATROLLED PARKS EXCLUDING FOREST PARK

(Time Period: May-November, inclusive)

CRIME TYPE	1971	1972*	1973*
PART I	148	117	119
Index	90	74	65
Person Crimes and Burglary	30	28	28
Homicide	0	1	2
Rape	9	6	2
Aggravated Assault	1	5	2
Robbery and Burglary	20	16	22
Robbery	14	12	12
Burglary	6	4	10
Auto Theft	40	22	23
Larceny (over \$50)	20	24	14
Other	58	43	54

* Years in which patrols operated.

TABLE VI
CRIME IN FOREST PARK

(Time Period: November-March, inclusive)

CRIME TYPE	1971-1972	1972-1973	1973-1974*
PART I	186	85	134
Index	78	41	82
Person Crimes and Burglary	10	14	18
Homicide	0	0	0
Rape	0	3	1
Aggravated Assault	1	1	3
Robbery and Burglary	9	10	14
Robbery	6	6	7
Burglary	3	4	7
Auto Theft	48	19	34
Larceny (over \$50)	20	8	30
Other	108	44	52

*Period in which patrols operated.

TABLE VII
CRIME IN PATROLLED SHOPPING DISTRICTS

(Time Period: December-March, inclusive)

CRIME TYPE	1971-1972	1972-1973*	1973-1974*
PART I	960	983	802
Index	479	525	475
Person Crimes and Burglary	204	235	249
Homicide	1	2	0
Rape	2	4	7
Aggravated Assault	21	20	12
Robbery and Burglary	180	209	230
Robbery	34	40	70
Burglary	146	169	160
Auto Theft	102	101	63
Larceny (over \$50)	173	189	163
Other	481	458	327

* Periods in which patrols operated.

A drop of 31 Part I crimes was experienced in 1972 in the patrolled parks (excluding Forest Park) during the months of interest, as compared with 1971, representing a 20.9 percent decrease. The following year, 1973, the number of reported Part I crimes increased by two, for a 1.7 percent increase. When these percentages are computed relative to city-wide trends, the figures become 20.4 percent (decrease) and 2.5 percent (increase) respectively. Relating these changes in the incidence of Part I crimes mainly to the presence of the Impact patrols is questionable.

For Forest Park, the Part I crime reported also represents less than one percent of the city-wide totals for the months of interest (November through March of the years 1971 to 1974). A dramatic 54 percent drop in Part I crimes occurred from the 1971 - 1972 period to the 1972 - 1973 period. As may be seen in Table VI, this change occurred before Impact patrols began but did correspond with the implementation of the non-Impact mounted patrols. After the Impact patrols began, the number of reported Part I crimes in the 1973 - 1974 period was 134, which was 28 percent less than the 1971 - 1972 figure, but 58 percent greater than the 1972 - 1973 figure.

For the patrolled shopping areas the reported Part I crime represented about 4 percent of the city-wide totals for the periods of interest (December through March for the years 1971 to 1974). Again, it is important to note that this was a small fraction of total Part I crime. During the year following the implementation of Impact patrols in the shopping areas, reported Part I crime rose in those areas by an insignificant 2.4 percent as compared to the same period one year before. The following year, 1973 - 1974, the change was greater - a 18.4 percent decrease when compared to the 1972 - 1973 period. When recomputed to take into account the city-wide downward trend of 7.1 percent for the same period, the decrease is 13.1 percent.

IV. PARK USAGE DATA AND SURVEY RESULTS

The final project objective addressed in the evaluation of the Mounted Patrol Unit relates to its ability to reduce the fear of crime and to encourage more people to use the parks. The measures employed were based on available park usage data and the results of a survey of the public made in August, 1973.

Park usage data of any sort is available for only two of the seven patrolled parks. No information regarding total attendance is kept, but Forest Park has a number of activities for which attendance figures are collected; also, available attendance data for the Arch gives some indication of use of the Riverfront Area. The connection between the available attendance figures and the presence of the Mounted Patrol Unit is a tenuous one at best, although, as indicated below, people generally feel safer because of the patrols. The number of persons attending the activities for which data were available depends on a wide range of factors including how interest in the activity fluctuated, weather, the number of special programs held, and a host of other variables which probably contribute to changes as much or even more heavily than the presence of the Mounted Patrol Unit.

The St. Louis Department of Parks maintains monthly attendance figures for the Jewel Box and the Golf Course, which are both located within Forest Park. Since Impact patrols in Forest Park have operated there since November, 1973, a comparison of attendance figures in these months with those of the corresponding months for previous years was performed. For the period from November, 1973 through March, 1974, the attendance at the Jewel Box was 28,456 persons. For the same period one year earlier, the attendance was 36,426 persons, and for the same period two years earlier, 44,099 persons. Clearly, Jewel Box attendance has dropped significantly over this period. Table VIII shows attendance figures at the Golf Course for the months of November through February of 1970 - 1974.

TABLE VIII

ATTENDANCE AT FOREST PARK GOLF COURSE

(November-February, inclusive)

<u>1970-1971</u>	<u>1971-1972</u>	<u>1972-1973</u>	<u>1973-1974</u>
7,198	7,694	5,580	5,882

Yearly totals for 1971 through 1973 are 73,575; 77,975; and 65,086 persons respectively.

ATTENDANCE AT THE ARCH AND COURTHOUSE

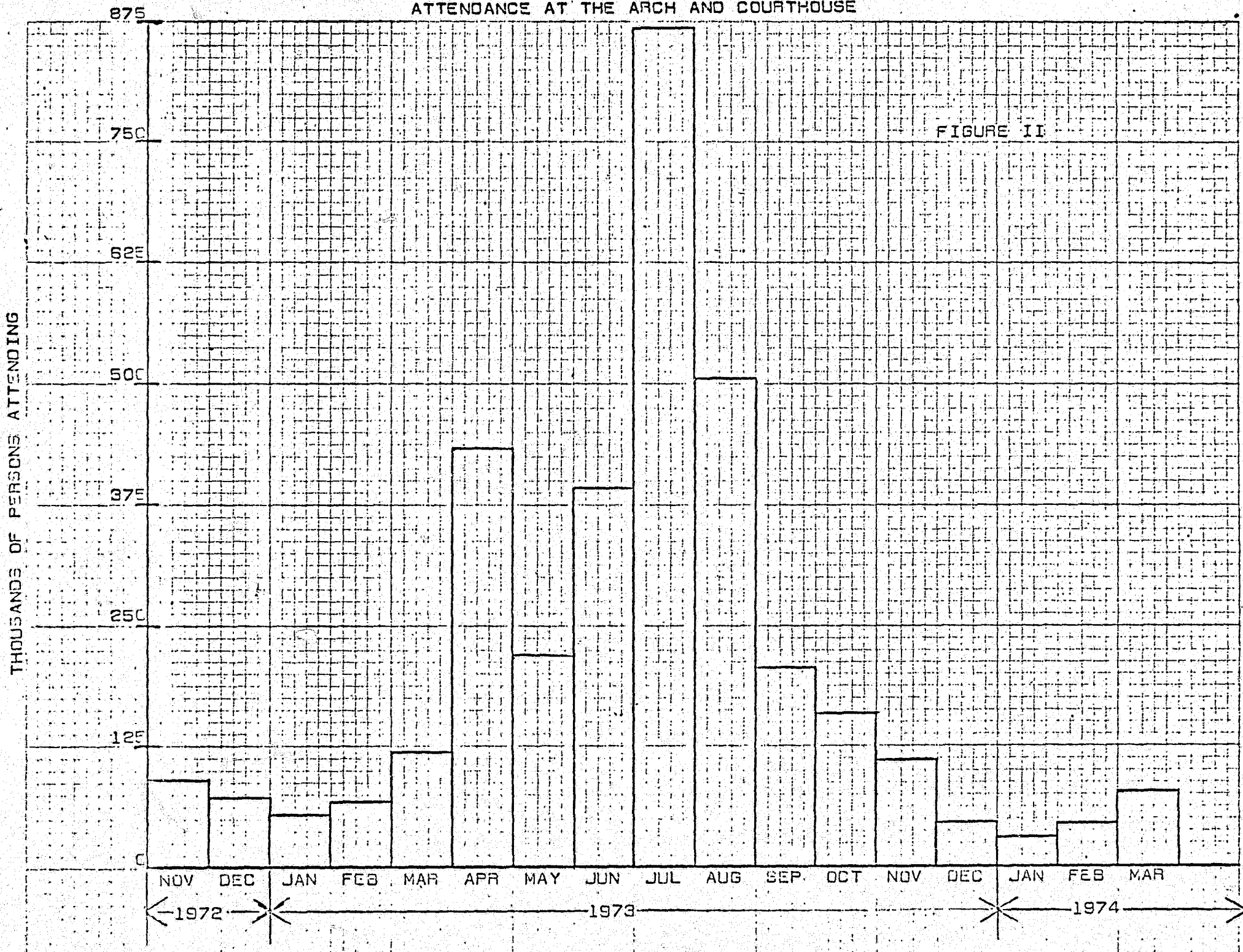


TABLE IX

ATTENDANCE AT THE ARCH AND OLD COURTHOUSE

1968	1969	1970	1971	1972	1973
2,019,849	1,393,828	1,385,573	1,534,751	2,613,421	3,173,36

MOUNTED PATROL
FISCAL FINDINGS AND ANALYSIS

The fiscal segment of the audit was conducted by Reese Joiner on April 3, 1974. Mr. Ed Lanwerth and Mr. Jack Wilburn were his points of contact. The following procedures were employed in completing the fiscal aspect of this review:

- 1) The accounting records were examined in detail. Test entries were traced to original documents.
- 2) All vouchers were examined.
- 3) Documents pertaining to expenditures for salaries, FICA, Pensions, and Hospital-Medical were reviewed. This included those documents constituting obligations at March 31, 1974. Three (3) full-time persons were being paid from grant funds at the time of the audit. One was being paid \$500.50, whereas the grant authorized \$498.00. The other two (2) were being paid as authorized, as were the policemen (on overtime).
- 4) Expenditures for Equipment (totaling \$1,692.25 at March 31, 1974) were researched. Entries for obligations (totaling \$9,206.36) were also verified, particularly the one where a vehicle was ordered.
- 5) A copy of the consultant's Letter of Agreement was secured and reviewed. Payments totaling \$3,750.00 were made in accordance with terms of this letter, all to Mr. R. C. Loos. In the future, formal contracts should be executed in accordance with LEAA regulations, and billings should indicate dates services were performed.

The accounting system and internal controls of the subgrantee are considered adequate to safeguard the assets of the subgrantee, check the accuracy and reliability of accounting data, promote operational efficiency, and encourage adherence to prescribed management policies.

REPORT ON THE MOUNTED PATROL

SURVEY OF AUGUST, 1973

Denise Corcoran
Evaluation Unit

ST. LOUIS HIGH IMPACT ANTI-CRIME PROGRAM

MISSOURI LAW ENFORCEMENT ASSISTANCE COUNCIL
REGION 5

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REPORT ON THE MOUNTED PATROL
SURVEY OF AUGUST, 1973
ST. LOUIS HIGH IMPACT EVALUATION UNIT
S-MP11-73

SUMMARY

The survey was conducted as part of an evaluation of the Mounted Patrol project of the St. Louis High Impact Anti-Crime Program. Four questionnaires were designed by the High Impact Evaluation Unit, with the advice of a market research company which assisted in the survey. Approximately 36% of the respondents were interviewed by telephone, with the remainder contacted "in-person". The general target areas were shopping districts and parks, and the types of people contacted were businessmen in the shopping districts, the general public in the parks and shopping districts, and residents in neighboring areas of the parks and shopping districts.

This report provides information on the objectives, design, and results of the survey, as well as the insights gained from studying the completed questionnaires (284 in total).

In general, comparing those sampled in the parks to those in the shopping areas, the results show that:

- (1) the people in the parks and shopping areas appear equally aware of the existence of the Mounted Patrol Unit (about 90% awareness for both areas).
- (2) persons in the parks have more confidence in the potential effectiveness of the Mounted Patrol project.
- (3) compared to the shopping districts, a much higher percentage of those surveyed in the parks initially learned of the Patrol Unit from sources other than television, radio, or newspaper (mostly from actual observation of the patrols).
- (4) three-fourths of those surveyed felt that the parks and shopping districts were safe at certain times, with no significant difference between the parks and shopping districts.

With respect to questions for which only indirect comparisons between the parks and shopping areas could be made, the results show that:

- (1) of those surveyed in the shopping areas, 35 of the 61 respondents (57%), "always" or "occasionally" observed the Mounted Patrols; in the parks, 154 of the 187 respondents (82%) have observed the Mounted Patrol at least once.
- (2) there appears to be no significant trend toward increased usage of parks or shopping districts.
- (3) those surveyed in the parks and shopping districts felt that robbery, rape, and burglary were the biggest crime problems in those areas.

(4) 100 out of 101 residents in neighboring areas of the parks and shopping districts felt that Mounted Patrol should be continued for the following reasons:

- It allows for a greater feeling of security.
- It could reach areas inaccessible by car.
- It served as a deterrent to crime.

I. INTRODUCTION

The objective of the Mounted Patrol Project is two fold: 1) to act as a deterrent to crime (particularly, robbery and burglary) within certain target areas, and 2) to improve the mobility and accessibility of patrol units in the case that crime does occur in those areas. This special unit has been concentrated within those parts of the City of St. Louis with a high public attraction - namely, parks and shopping districts. Such sites tend to be only populated during daytime hours, with little or no occupation at nighttime hours.

To evaluate whether such proposed goals were being met, the Evaluation Unit decided that a survey would be the appropriate device for measuring the public's view with respect to the effectiveness of the Mounted Patrol Project. The content of the survey centered around such key points as the public's awareness of the existence of the Project, their personal assessment of the Mounted Patrol Unit, the degree of their own fear of crime as it relates to the target areas before and after the implementation of the Project, and their opinions about what constitutes the biggest problem within the target areas.

The design of the survey, as well as an analysis of the results, will be outlined in more detail in subsequent paragraphs.

II. DESIGN OF THE SURVEY

A professional market research company was employed to aid in the development of the questionnaire, and to actually conduct the survey within specified areas of the city. The breakdown of each type of survey will now be discussed and a chart at the end of this section will summarize the information.

A. Colors of Survey Forms

There are four separate questionnaires as distinguished by color: white, blue, green, and yellow. Each survey color represents the specific target area, specific type of people surveyed, and the type of interview.

B. Target Areas

The two major target areas are the parks and shopping districts. In particular, attention was given to Baden, Cherokee and Downtown Shopping Centers; to Forest Park, Carondolet, Fairgrounds, Tower Grove, O'Fallon, Riverfront and Chain of Rocks Park.

C. Types of People Surveyed

Those classes of people that were selected as the sample group for each type of survey were defined in relation to their respective target areas:

- 1.) general public - visiting the parks;
- 2.) businesses - within the shopping areas;
- 3.) shoppers within the shopping districts; and
- 4.) residents in neighboring areas of both the parks and the shopping districts.

D. Personal vs. Telephone Interview

Both the personal and the telephone surveys were designed to cover the two main target areas mentioned previously. Telephone surveys accounted for approximately 36% of the sample group, consisting solely of the residents neighboring the parks and the shopping areas. The telephone respondent sample was selected on the basis of the City of St. Louis Telephone Directory. Passers-by within each target area were chosen for the personal interviews.

E. Sample Size

The number of surveys designated to each target area was approximately equal in number. However, disproportionate samples were constructed for the types of people surveyed: 42% for the general public in parks, 12% each for shoppers and businesses, and 34% for residents in neighboring target areas.

The following chart summarizes the above information.

SUMMARY OF SURVEY INFORMATION					
Color of Survey	General Target Area	Type of People Surveyed	Kind of Survey	Specific Target Areas	Sample Size
White	Shopping District	Businesses	Personal	Baden, Cherokee, Downtown	31
Green	Shopping District	General Public	Personal	Baden, Cherokee, Downtown	30
Blue	Parks	General Public	Personal	Fairgrounds, Riverfront, Chain of Rocks, Forest Park, Carondolet, Tower Grove, O'Fallon	120
Yellow	Parks/Shopping Districts	Residents in neighboring areas	Telephone	All of the foregoing parks & shopping districts	103

TABLE I

III. RESULTS

The results of the Mounted Patrol survey will be presented in separate sections, depending on the extent to which each question could be analyzed. The first section will analyze those responses for which tests of significance can be made. The statistical method employed for this purpose was the Chi-Square Contingency Table Test. For each test, significance or non-significance is indicated at the 95% confidence level and appropriate degrees of freedom. The second category of questions does not permit testing for significance or even direct comparisons among each type of survey. This is due to the fact that either a comparison of the answers was not meaningful, or the wording of a question did not allow for a direct comparison among surveys. However, such questions can be loosely grouped together for the same type of general information, and comparisons may be made according to the general context of the question. The third section will deal with those questions for which absolutely no comparisons could be made; primarily, those questions which were asked in only one of the surveys. Thus, any quantitative analysis for these questions is limited to tabulations of totals.

The general format for each section will be a statement of the analysis used, two sets of figures (raw scores and percentages), and interpretation of the analysis.

A. Significance Testing - Comparisons Between Parks and Shopping Districts

(1) Awareness of the Mounted Patrol

(a) Analysis

The participants in each survey were asked if they were aware of the Mounted Patrol Unit. The analysis which was made determines if awareness of this Unit relates to the target areas of the Project - namely, parks and shopping centers. Vertically are totals for all the possible responses;

horizontally, the totals for each target area.

AWARENESS OF THE MOUNTED PATROL

	Parks	Shopping Centers	Total	Percentage
Yes	180	86	266	92%
No	11	11	22	8%
Total	191	97	288	100%
Percentage	66%	34%	100%	

TABLE II
Chi-Square value: 2.84 - Not significant

(b) Interpretation

The results show that more than 9 out of 10 persons questioned in the parks and shopping centers were aware of mounted patrols. Further more, there is no significant difference in citizen awareness of the mounted patrol in the parks and shopping centers (94% and 88% respectively).

(2) Contribution to Safety

(a) Analysis

This question pertains to the public's view of the degree of safety which the Mounted Patrol can provide to the target area. The analysis will consist of determining whether the Unit's contribution to safety is related to the particular target area where the question was asked.

MOUNTED PATROL - CONTRIBUTION TO SAFETY

	Parks	Shopping Centers	Total	Percentage
very much	141	57	198	70%
some/nothing	47	38	85	30%
Total	188	95	283	100%
Percentage	67%	33%	100%	

TABLE III

(b) Interpretation

The results indicate that the target area is a significant factor in the public's view of the potential effectiveness of the Mounted Patrol Project. The raw scores show a much higher confidence for the success of the Patrol Unit assigned to the City parks.

(3) Source of Information

(a) Analysis

This particular question deals with the source of information which acquainted the public with the Mounted Patrol Unit. The following analysis will compare the parks and shopping centers with respect to the types of media which initially informed those who were surveyed.

PERSONS INITIALLY INFORMED, BY TYPE OF MEDIA				
	Parks	Shopping Centers	Total	Percentage
Newspaper	57	33	90	25%
Radio	25	23	48	13%
TV	51	31	82	23%
Other	101	42	143	39%
Total	234	129	363	100%
Percentage	64%	36%	100%	

TABLE IV

Chi-Square value: 7.00 - Significant

(b) Interpretation

The analysis supports the hypothesis that the respondents in the two areas initially became aware of the patrols in different ways. A much higher percentage (almost 50%) of those surveyed in the parks knew of the Patrol Unit from sources other than the newspaper, television, or radio. The majority

of these people reported that their awareness of the Mounted Patrol was a result of actually observing them within the parks. However, no definite conclusion can be made from the above in comparing the actual visibility of the Patrol Unit in the parks to that in the shopping centers. By their very nature, people are prone to be outdoors for a longer period of time in the parks than in the shopping centers, thus, having a greater chance of observing the Patrol Unit. The matter of actual observation will be pursued in further questions of the survey.

(4) Overall Safety in the Area

(a) Analysis

Those surveyed were asked about overall safety in either the parks or the shopping centers, depending on the particular survey.

DEGREE OF SAFETY WITHIN THE TARGET AREA				
	Parks	Shopping Centers	Total	Percentage
Very Safe	39	8	47	19%
Safe at certain times	135	49	184	74%
Not safe at all	13	6	19	7%
Total	187	63	250	
Percentage	75%	25%	100%	

TABLE V

Chi-Square value: 2.36 - non-significant

(b) Interpretation

The figures support the conclusion that there is no significant difference in the public's view of the degree of safety in the parks and in the shopping centers. However, the reliability of this analysis is weakened due to small

numbers in two of the cells. Another important point is that three-fourths of those surveyed felt that the parks and shopping areas were safe at certain times, as opposed to very safe or not safe at all.

B. Indirect Comparisons

(1) Observation of Various Patrol Units

Three separate questions were asked in the shopping district surveys with reference to observation of types of patrol units: mounted patrol, car patrol, and foot patrol. The results have been compiled, and comparisons made in terms of the frequency that each unit was observed. The park surveys, however, asked only about the observation of the mounted patrol; therefore, the results have been tabulated separately.

(a) Analysis - Shopping Centers

Both shoppers and businessmen were questioned about how frequently they observed various patrol units. The results were as follows:

MOUNTED PATROL - FREQUENCY OF OBSERVATION

	Mounted Patrol	Foot Patrol	Car Patrol	TOTAL
Always	12 (19.7%)	21 (35%)	29 (48.3%)	62 (34.2%)
Occasionally	23 (37.7%)	25 (41.6%)	23 (38.2%)	71 (39.2%)
Rarely	8 (13.1%)	7 (11.7%)	7 (11.7%)	22 (12.1%)
Never	18 (29.5%)	7 (11.7%)	1 (1.8%)	26 (14.5%)
TOTAL	61 (100%)	60 (100%)	60 (100%)	181 (100%)

TABLE VI

(b) Interpretation

In interpreting this table, it is estimate that, on the average, about 27% of those surveyed seldom observed any type of patrol unit within the shopping areas. Of the 63% that

"often" saw some kind of police patrol, a comparison (computed by totaling the first two choices for each type of patrol) shows that people most often observed the car patrol (52 of those surveyed), then the foot patrol (46 of those surveyed), and finally, the mounted patrol (35 of those surveyed).

(c) Analysis - Parks

Those surveyed in the parks were only asked whether they had ever seen a mounted patrolman in the park where they were questioned. The results were as follows:

Yes - 154 (82.3%)

No - 33 (17.7%)

(d) Summary

When comparing the visibility of the Mounted Patrol in the parks to that in the shopping districts, one would expect that the park patrol would be more visible to the public than the shopping area patrol. Most activities in the parks involve the outdoors whereas many persons in the shopping areas are indoors for extended periods of time. This factor, along with manpower deployment and physical differences between the two areas may explain the differences in public awareness of the Unit in the two areas (82% awareness in the parks and 57% awareness in the shopping areas). The 57% figure is obtained by dividing the 35 who "often" saw the Unit by the 61 respondents for the Mounted Patrol category (See Table VI).

(2) Fear of Crime

Certain questions within each survey could be blocked into one group with the common aim of obtaining some sort of measure of the fear of crime after the Mounted Patrol Project was implemented.

However, the wording of these questions is unique to the particular survey and, therefore, does not allow for direct comparisons. After the results for each survey have been presented, a general analysis will be given to show relative effectiveness.

(a) Results - Yellow Survey (Neighboring areas of parks/ shopping districts)

- Frequency of going to the parks and/or shopping centers in their own neighboring areas:
Never - 22 (22%)
Once a month - 24 (24%)
More than monthly - 54 (54%)
- Frequency of going to parks and/or shopping centers in comparison to other members in their household:
More often than they do - 35 (34%)
About the same - 37 (36%)
Less often than they do - 22 (20%)
- Fear of being victimized in neighboring parks and/or shopping centers:
Yes - 20 (19%)
No - 85 (81%)

(b) Results - Blue Survey (Parks)

- Frequency of going to this park (the one where the person was interviewed)
- This Summer:
1-3 times - 55 (46%)
More than 3 times, less than 10 - 21 (17%)
10 times or more - 44 (37%)

- In comparison to last summer:

More often than last year - 40 (33%)
Less often than last year - 36 (30%)
About the same - 43 (37%)

- Frequency of going to other parks in the City

- This summer:

1-3 times - 42 (35%)
More than 3, less than 10 - 26 (22%)
10 times or more - 24 (20%)
Never - 28 (37%)

- In comparison with last summer:

More than last year - 32 (28%)
Less than last year - 36 (31%)
About the same - 48 (41%)

(c) Results - (Shoppers)

- Frequency of going to the shopping districts this year, as compared to last year:
More this year - 12 (40%)
Less this year - 11 (37%)
About the same - 7 (23%)
- Going to shopping areas, alone or with others:
Alone - 18 (60%)
With Others - 12 (40%)

(d) Results - White Surveys (Businessmen)

- Opinion of businesses about the amount of shopping activity this year as compared to last year:
Increasing - 12 (39%)
Decreasing - 5 (16%)
About the same - 14 (45%)

(e) Interpretation

The figures on usage of and attendance at the parks show no clear trends in either direction. This interpretation is enforced by the fact that the number of responses is too small to make any significant conclusions with respect to increases or decreases. For those who were going to the parks and/or shopping centers less this year, they did so for such reasons as less leisure time, changes in financial status, accessibility due to a change in residency, etc. Only a small number specifically mentioned safety and/or crime as a major concern.

With reference to the public's choice of the park or shopping district, the deciding factors most often mentioned were ones of personal preferences, as to the type of facilities available, and accessibility, which depended on transportation and residency. Again, a very small number avoided a particular park or shopping center for security reasons.

(3) Biggest Problem in Target Area

Each survey participant was asked to name the crime which he feels is the biggest problem in the parks, shopping centers and the surrounding areas.

(a) Analysis

An important consideration which arises when analyzing this question is the extent to which the seriousness of the crime should contribute to the analysis, as opposed to simple frequency of crime. This problem was addressed by Heller and McEwen in The Use Of An Incident Seriousness Index In The Deployment Of Police Patrol Manpower of January, 1972. Their approach was to assign a "score" to crimes on the

of the following components:

- Extent of injury
- Extent of intimidation, and
- Property information

Hence, a number may be assigned to a crime which reflects it's seriousness. The study by Heller and McEwen is based on work done by Sellin and Wolfgang. Thus, using the Sellin-Wolfgang crime seriousness index will allow for inclusion of crime seriousness as well as crime frequency in interpretation of the survey results. The Sellin-Wolfgang ranking of survey results and actual 1972 Index crime statistics in the City of St. Louis follows:

RANK OF INDEX CRIMES

Rank	Survey Answers	Actual Statistics
1	Robbery	Burglary
2	Rape	Assault
3	Burglary	Robbery
4	Assault	Auto Theft
5	Homicide	Rape
6	Auto Theft	Homicide

TABLE VII

One possible reason for the discrepancy in the ranking may be a result of the public's very general interpretation of what each of these crimes entails as opposed to the very technical definitions used for the actual computation of crime statistics. This may account for the reversed rankings for robbery and burglary in the two lists. Nevertheless, the problem of rape is probably much more prevalent in such areas as parks and shopping centers, allowing for such a high rank

in the survey answers. One can discount the factor of sex in these answers; roughly 50% of the survey participants were females. Moreover, people do not seem to be very concerned about auto theft in relation to other crimes, even though statistics show that this problem is actually rising.

C. Non-Comparison Questions

(1) Victim Cases

(a) Businesses

Businesses within the specified shopping districts were asked about the number of times they had been robbed or burglarized since the beginning of 1973. The results were as follows:

None - 22 (71%)

Once - 5 (16%)

Twice - 1 (3%)

More than three times - 3 (10%)

(b) Public

Those people surveyed in both the parks and the shopping centers were questioned about crime victim cases of which they had "first-hand" knowledge since January, 1972. This included not only themselves as victims, but all personal acquaintances, relating to these cases, information about the type of crime, the month and year, and whether it was reported to the police, was also collected.

The first question, pertaining to this matter; involved the frequency of times that they were aware of a victim of

a crime in the parks and/or shopping centers. The results were:

None - 202 (80%)

1-2 times - 47 (18%)

2-4 times - 2 (1%)

More than 4 times - 1 (1%)

The victims were categorized as follows:

Yourself - 14 (28%)

Relative - 21 (42%)

Acquaintance - 12 (24%)

Other - 3 (6%)

The crimes most often mentioned for a particular victim case were burglary, purse-snatching and assault. With respect to time of occurrence, most of the crimes occurred in 1973, with summer as the predominant season. Reports were made to the police for about 60-65% of the cases.

(2) Continuation of the Project

The telephone survey asked those residents neighboring the parks and/or shopping centers, their view as to whether the Mounted Patrol project should be continued, and "why" for their given response. The results were:

Yes - 101 (99%)

No - 1 (1%)

The one person answering "no" felt that the mounted patrol and the car patrol were equally effective. The remainder of the people generally agreed on the advantages of the mounted patrol in the following ways:

- It allowed for a greater feeling of security.

- It was more mobile than cars (reaching areas which cars could not.)
- It definitely served as a deterrent to crime.

IV. SUMMARY

The Mounted Patrol Survey has been used as an additional tool for measuring the effectiveness of the Mounted Patrol Project, providing information which could not have been obtained from crime statistics and project activity data. The survey can be viewed as both an objective and subjective measuring tool. It determines the public's awareness of the project; yet subjective data such as opinions are also collected.

The reliability of the survey may be affected by the particular sample drawn, construction of the questions, the approach of the interviewer, and the changing attitudes of the public. Nevertheless, surveys such as this one are an invaluable source of planning and evaluative information.

The Mounted Patrol Unit has patrolled at the Riverfront Area during Impact hours since November, 1972. Figure II shows the attendance figures for the Arch and the Old Courthouse which were provided by the historian of the Jefferson National Expansion Memorial. Attendance obviously peaks during the summer months a pattern of increased usage is apparent beginning with 1970; Table IX presents totals by year.

The attached report, REPORT ON THE MOUNTED PATROL SURVEY OF AUGUST, 1973, describes the results of a public awareness survey performed in connection with the evaluation of this project. In-person and telephone interviews were conducted in and around the patrolled parks to sample public reaction to the Mounted Patrol Unit. A summary of the major findings of the survey may be found at the front of the report.

END