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# Assessing Police-Community Relations in Pasadena, California

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# TABLE OF CONTENTS

<b>EXECUTIVE SUMMARY</b>	1
<b>1. INTRODUCTION</b>	8
Identification of the Problem	10
Using Surveys to Assess Police Performance	11
Mediation of Police Complaints	12
Conclusion	14
<b>2. THE CITY OF PASADENA, CALIFORNIA</b>	15
Pasadena Police Department	18
History of Police-Community Relations in Pasadena	21
Conclusion	25
<b>3. PASADENA POLICE OFFICERS</b>	27
Methods	29
Job Satisfaction	32
Police-Community Relations	34
Community Policing	39
Police Effectiveness	45
Citizen's Complaints	47
Police-Community Mediation and Dialogue Program	50
Conclusion	53
<b>4. PASADENA RESIDENTS</b>	54
Methods	55
<i>Weighting the Data</i>	57
Perceptions of Pasadena	59
Police Effectiveness	63
Police Misconduct	69
Contact with the Police	73
<i>Voluntary Contact</i>	74
<i>Involuntary Contact</i>	77
Citizen's Complaints	80
Police-Community Mediation and Dialogue Program	80
Conclusion	83

<b>5. COMPARISON OF PASADENA POLICE AND RESIDENTS</b>	85
Police Effectiveness	86
<i>Traditional Law Enforcement Activities</i>	86
<i>Community Policing</i>	86
Police Misconduct	88
Police-Community Mediation and Dialogue Program	89
Conclusion	90
<b>6. CONCLUSION AND RECOMMENDATIONS</b>	91
Recommendations	92
<b>APPENDICES</b>	
Appendix A – Pasadena Police Survey Instrument	
Appendix B – Pasadena Citizen Survey Instrument	

## **TABLES**

2.1	Pasadena Public Affairs Office Residents Survey, Police-Related Questions	25
3.1	Pasadena Police Survey Respondent Demographics	31
3.2	Pasadena Police Department Complaint Statistics, 2001 - 2005	48
4.1	Pasadena Residents Survey Respondent Demographics	58
4.2	Comparison of perceptions of police effectiveness	67
4.3	Perceptions of police effectiveness by community service area	68
4.4	Perceptions of police misconduct by race and ethnicity	70
4.5	Comparison of perceptions of police misconduct	73

## FIGURES

2.1	Violent crime rate in Pasadena, 1985 – 2004	17
2.2	Property crime rate in Pasadena, 1985 – 2004	17
2.3	Pasadena Police Community Service Areas	19
3.1	Police views of police-community relations	35
3.2	Police officers have reason to be distrustful of most citizens, % that disagree	37
3.3	Police officers perceptions about racial profiling and abuse of authority	39
3.4	Pasadena police officers’ perceptions of community policing	41
3.5a	Allocation of Pasadena Police Department Resources	43
3.5b	Allocation of Pasadena Police Department Resources, Continued	44
3.5c	Allocation of Pasadena Police Department Resources, Continued	44
3.6	Pasadena police officers’ perceptions of police effectiveness	46
3.7	Citizen’s complaints filed against PPD officers	48
3.8	Satisfaction of officers with Pasadena Police Department complaint process	50
3.9	Police officers’ perceptions of the public’s openness during dialogues	52
3.10	Police officers’ satisfaction with public dialogues	52
4.1	Pasadena Zip Codes	56
4.2	Residents’ ratings of their neighborhood as a place to live	59
4.3	How safe do you feel walking in your neighborhood at night?	60
4.4	Perceptions of neighborhood safety by community service area	61
4.5	Most serious crime problem in your neighborhood	62
4.6	Residents’ perceptions of police effectiveness	66
4.7	Opinions about police misconduct	69
4.8	Perceptions of stops without good reason by community service area	71
4.9	Perceptions of police abuse by community service area	72
4.10	Experience with the police	74
4.11	Type of reported victimization	75
4.12	Satisfaction with voluntary contact with the police	76
4.13	Overall satisfaction with voluntary contact with the police	77
4.14	Type of involuntary contact reported by respondents	78
4.15	Overall satisfaction with involuntary contact with police	79
4.16	Official and non-official complaints lodged against PPD officers	80
4.17	Awareness of the mediation program	81
4.18	Awareness of and attendance at police-community events	82
4.19	Awareness of police-community dialogues by community service area	83
5.1	Type of voluntary contact with the police	87

# Executive Summary

With the generous support of the John Randolph Haynes and Dora Haynes Foundation, the Police Assessment Resource Center (PARC) and the Vera Institute of Justice (Vera) researched mutual perceptions of police officers and residents about police service in Pasadena, California. The resulting study broke new ground. It is one of the first published studies that contemporaneously surveyed a community's thoughts and opinions about its police department as well as the views of police officers about themselves and their relationship to the community. It is also one of the first to interrelate and compare the two sets of survey results.

This study has wide implication for the Los Angeles region. Putting aside the Los Angeles Police Department and the LA County Sheriff's Department, policing in Southern California has received inadequate scholarly attention. As our results demonstrate, Pasadena residents and police officers, as a whole, have an unusually high degree of mutual regard, support, and trust. Much can be learned from this example successful community policing. It is nonetheless the case that African-American and Latino residents of Pasadena, although still remarkably supportive, differ in significant ways from the residents of Pasadena as a whole.

The major findings of this study are:

1. The PPD, under the leadership of Chief Bernard Melekian, has embraced community policing and committed itself to reducing crime as well as improving police-community relations. Pasadena police officers like their job and derive major satisfaction from it, believe their Department is effective, feel supported and encouraged by their supervisors and the command staff, get along well with their peers, hold the community in high regard, solidly support community policing and are willing to spend money to achieve it, and are optimistic about the PPD's pilot program to mediate certain citizen's complaints and hold forums for police-community dialogue, according to an April 2006 survey of all 241 sworn members of the Pasadena Police Department to which 71 percent, representing 171 individuals, responded.

More than 90 percent of the officers said the PPD was a good organization to work for, and 83 percent reported that their work was a major source of satisfaction in their lives. More than 80 percent thought that there was not a lot of friction among their peers, and two-thirds felt that their peers set an example encouraging them to work hard. Three quarters of the officers felt they had significant influence over their job, yet one-quarter felt that the amount of work they were expected to do made it difficult to do their job. About two-thirds felt that their supervisors regularly let them know how well they were performing and that they could easily communicate their ideas to management. On the other hand, we did find that men in the PPD were somewhat more satisfied than women and African-American officers were less satisfied than Anglos.

The PPD performs as good or better than other police agencies that have been extensively surveyed. On measures of police effectiveness, support for community policing, and attitudes toward the community, the PPD was rated higher by its officers and community residents than police departments in Chicago, Cincinnati, New York City, Kansas City, Seattle, St. Petersburg, and Washington, DC.

As a whole, PPD officers were extremely optimistic about the relationship between the police and the public in their city, in strong contrast to officers in New York and Chicago who, when surveyed in the mid-1990's, had much more negative views about police-community relations. When asked if police had a reason to be distrustful of most citizens, about 76 percent of Pasadena police officers *disagreed*—a much more positive response than that of the Kansas City Police Department, where only about half of the officers agreed. Officers in Cincinnati, St. Petersburg, and Indianapolis disagreed with the statement at approximately the same percentage as Pasadena.

2. The survey disclosed strong support in the PPD for functions associated with community policing. More than 70 percent of PPD officers would allocate large or

moderate amounts of money to understanding the problems of minority and immigrant groups. A similar percentage would commit large or moderate amounts to explaining crime prevention techniques to Pasadena residents. Interestingly, in a city that is synonymous with the Rose Parade and the Rose Bowl, community policing activities gathered more support than handling special events. More than 80 percent of Pasadena police officers were willing to spend moderate or large amounts of money on working with citizen groups to resolve local problems, researching and solving problems, and coordinating with other agencies to improve the quality of life in Pasadena.

At the same time, however, approximately half the officers thought that the minority communities in Pasadena complain unfairly about racial profiling and of police abuse of authority. About half also believes that Pasadena residents do not understand the problems of policing the city. The officers who held these views could not be strongly distinguished by any of the factors we looked at: gender, race, ethnicity, level of education, rank, or time on the job.

3. Pasadena residents as a whole reported high rates of satisfaction with their contacts with police and have positive perceptions of police effectiveness, according to a community survey administered in June 2006 to a representative sample of more than 1500 Pasadena residents. All told, the police and public in Pasadena hold positive attitudes toward one another and perceive the Department to be an effective and successful organization. Nonetheless, the African-American and Latino communities are decidedly more pessimistic about the police than the balance of Pasadena residents. While approximately half of white residents in Pasadena reported that the police were very responsive to their concerns, only 27 percent of African-Americans, 26 percent of Asians, and 30 percent of Latinos felt the same, and this difference was statistically significant.

These are consistent with the findings from the officer survey which show that only 59 percent of officers concluded the department was effective at gaining the

support of the minority communities. Seventy-nine percent of officers believe that at least a moderate amount of department resources should be allocated to understanding the problems of minority groups. Although the department strongly supports building better relationships with minorities, officers acknowledge that they have some work to do in gaining the widespread support of the minority communities.

4. Eighty-seven percent of respondents reported that they felt at least somewhat safe when walking in their neighborhoods at night, as compared to seven percent reporting that they felt somewhat unsafe and three percent reporting that they felt very unsafe. African-Americans and Latinos were more likely to report that they felt unsafe than whites.

Although we did find that the majority of residents felt at least somewhat safe alone in their neighborhood at night, residents in different areas within Pasadena felt significantly different about their safety at night. In particular, residents in the Northwest service area felt the least safe of residents in all other areas. These results are consistent with our findings that African-Americans and Latinos felt less safe in their neighborhoods.

5. The survey results reveal that the majority of Pasadena residents believe that the police are effective in performing their duties. When asked about their perceptions of the ability of the PPD to prevent crime, nearly eight in ten respondents reported that the police in Pasadena do a good job of preventing crime. An equal proportion of officers felt that the PPD is effective at preventing crime (80 percent). The majority of residents also believed that the PPD is good about responding to emergency calls (79 percent) and non-emergency calls for assistance (69 percent), while 85 percent of officers reported the same. Furthermore, 85 percent of respondents reported that the police treat residents in a fair and courteous manner, and 87 percent of officers felt the Department is effective at promoting good police-community relations.

6. Although we cannot say whether the minority communities in Pasadena complain *unfairly* about racial profiling and police abuse of authority, we can say that a higher proportion of these groups believe Pasadena police officers engage in misconduct. We found significant differences by race or ethnicity on all survey questions about police misconduct. Our results show that all racial and ethnic minority groups were significantly more likely than Anglos to perceive police misconduct as a problem. By far, African-Americans held the most negative opinions concerning PPD police misconduct. More than half reported that racial profiling and police stops without good reason was at least a minor problem. The next most negative group was Latinos, with 45 percent reporting that racial profiling and police stops without good reason was a problem. The number of African-Americans who felt police misconduct was a problem was more than twice that of whites who felt the same. While not to the same degree, significantly higher proportions of Latinos and Asians than whites reported that police misconduct was at least a minor problem.

Education, race, home ownership, contact with the police in the last year, and perceptions of police effectiveness were all related to attitudes about police misconduct. Residents with more formal education, who own their home, and who have positive opinions of police effectiveness, were somewhat less likely to view police misconduct as a problem. Those who have had contact with the police were somewhat more likely to view police misconduct as a problem.

7. A total of 253 persons, or 17 percent of respondents, reported that they had an involuntary contact with the police over the past year. These respondents were most often contacted by police while driving, presumably for a traffic infraction. Four percent reported that they had an involuntary contact with the police while walking. Four percent were searched and frisked during their contact. Finally, six percent of respondents reported having an involuntary contact which involved a traffic accident or an arrest. Two-thirds had been stopped once, 16 percent had

been stopped twice, 9 percent had been stopped three times, and nearly 8 percent reported that they had been stopped five or more times. Further analysis showed that of those who had been stopped by police, African-Americans were stopped on average three times during the previous year, as compared to only once for whites. Latinos averaged around twice in the past year and Asians averaged only one stop by police.

Interestingly, we found that being searched or frisked during the encounter led to more dissatisfaction than an arrest. As far as those who had been searched, 76 percent were Latino and 19 percent were African-American. And in fact, Latinos were significantly more likely than whites to have had multiple enforcement actions taken toward them by the police.

8. The 72 Pasadena residents who reported dissatisfaction with their involuntary contact with police were asked if they filed a complaint against the police personnel involved, and, if so, where. Nearly 80 percent (seven out of nine) of respondents who reported filing an official complaint were dissatisfied with how the PPD handled it. Three of the seven were white, three were Latino, and one was African-American. The two of nine who were satisfied were both African-American. Even taking into consideration the low number of respondents who actually filed a complaint, the high levels of dissatisfaction should be a cause of concern for the PPD.
9. It was disturbing to find that the African-American, Asian, and Latino communities in Pasadena hold more negative views toward both their community and their police department. The minority communities included in this study consistently felt less safe in their neighborhoods at night, thought the Department was less responsive to their concerns, and were generally less satisfied with their neighborhood. The greater dissatisfaction of the minority communities with their neighborhoods and the police department are also, in part, related to the tendency of African-Americans and Latinos to feel less safe in their neighborhoods at night,

and the greater likelihood of African-Americans and Latinos to be stopped by the police, searched and frisked, arrested, or have property seized.

We know that the PPD is committed to breaking through what Chief Melekian calls the “cycles of misunderstanding” and resolving conflicts between the police and the minority communities. It has not happened yet. It will be fascinating to learn whether these attitudes persist after an innovative police-mediation and dialogue program has been supported and maintained for a significant period of time past the initial pilot year.

## Introduction

With the generous support of the John Randolph Haynes and Dora Haynes Foundation, the Police Assessment Resource Center (PARC) and the Vera Institute of Justice (Vera) researched mutual perceptions of police officers and residents about police service in Pasadena, California. The resulting study broke new ground.

- It is one of the first published studies that contemporaneously surveyed a community's thoughts and opinions about its police department as well as the views of police officers about themselves and their relationship to the community. Prior studies have concentrated on one or the other. It is also one of the first to interrelate and compare the two sets of survey results and likewise, to measure police and community attitudes towards traditional policing activities (making arrests, response times, lowering the crime rate) as well as community policing activities (crime prevention, problem-solving, voluntary cooperation with the police, police/community partnerships).
- It is the first published research to compare policing in Pasadena with policing in other American cities. Policing in the great urban centers in the United States— Los Angeles, New York, Chicago— has been studied extensively, as have midsized cities— Denver, Seattle, Washington, DC, Cincinnati. Policing in Pasadena has not. Therefore, this study of Pasadena is unique.
- With its striking contrasts of wealth and poverty, its racial and ethnic diversity, its mix of immigrants and native born, Pasadena is representative of well-established, inner ring American suburbs that are in transition from a white, predominantly Protestant enclave for professionals and persons of wealth to a more urbanized and diverse environment. Although such suburbs have begun to receive academic and

journalistic attention, the study is one of the first to look in depth at police-community interaction in them.

- It has wide implication for the Los Angeles region. Putting aside the Los Angeles Police Department and the LA County Sheriff's Department, policing in Southern California has received inadequate scholarly attention. As our results demonstrate, Pasadena residents and police officers, as a whole, have an unusually high degree of mutual regard, support, and trust. Much can be learned from this example of successful community policing. It is nonetheless the case that African-Americans in Pasadena, although still remarkably supportive, differ in significant ways from the residents of Pasadena as a whole.

The Pasadena Police Department, like many police agencies throughout the Los Angeles region and the United States, implemented community policing initiatives to reduce crime and improve police-community relations by building partnerships and increasing trust. Research confirms what common sense predicts: The quality of police-community relations is associated with the ability of a police department to engage the community to work together to solve problems and prevent crime.<sup>1</sup>

The PARC/Vera research served two important functions. First, it gathered baseline empirical data on police-community relations from which we will be able to conduct later research on the impact of an ambitious police-community mediation and dialogue program now underway in Pasadena. Second, the study created aggregate measures of community *and* officer attitudes to evaluate the performance of a police department. This report allows the community and police in Pasadena to gain valuable insight into their current efforts to increase satisfaction and build lasting relationships. The lessons learned will also benefit the communities throughout the Los Angeles region, giving guidance on better understanding police-community relations, providing ways to measure the success of traditional and community policing, and giving instruction on improving police services.

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<sup>1</sup> Decker, S.H. (1985). "The police and the public: Perceptions and policy recommendations," in Homant, R.J. and Kennedy, D.B. (Eds.), *Police and Law Enforcement, 1975-1981*, Vol. 3, AMS Press, New York, NY, pp. 89-105.

## **IDENTIFICATION OF THE PROBLEM**

It is well established that community policing has become the dominant philosophy in police agencies across the United States. Although it has been adopted by the majority of police departments serving populations of 50,000 or more, measures of police performance still reflect a more traditional policing philosophy that emphasizes crime-control through patrol and arrests, as distinct from community-based policing that focuses on crime prevention initiatives.<sup>2</sup>

Traditional indicators of police performance emphasize reported crime rates, overall arrests, clearance rates, and response times. They concentrate upon control and arrest of criminals and crime solving. These measurements were institutionalized over the years and have become the standard through which police departments are held accountable on local, state, and national levels.

These yardsticks, however, reflect an increasingly narrow and only partial slice of contemporary policing, failing to capture other equally important measures of the contributions that police make to communities, principally crime prevention. Additionally, these older ways to measure may lead police executives to make flawed policy decisions or inefficiently allocate resources. New measures of police performance should parallel the transition from traditional to community policing and the increased focus on building partnerships with the community and improving joint satisfaction and trust.

Current survey instruments, with the exception of the Police-Public Contact Survey administered by the Department of Justice Bureau of Justice Statistics, fail to collect statistical evidence on the *nature* of police-public contacts. Further, it is difficult to capture the *quality* of police services using current performance measures. Relying on arrest statistics as measures of an officer's performance, for example, does not tell one anything about the officer's conduct during police encounters that result in arrest. Furthermore, relying on arrest statistics alone does not provide a meaningful assessment

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<sup>2</sup> Alpert, G.P and Moore, M.H. (1993). Measuring police performance in the new paradigm of policing. In Performance Measures for the Criminal Justice System. Discussion papers from the BJS-Princeton Project.

of an officer's performance during encounters that did not result in arrest. The lack of meaningful data on police performance hinders the ability of police departments and policing scholars to evaluate the effectiveness of community policing programs and the aggregate performance of police departments. Research has consistently found that citizens can perform a meaningful role in evaluating police.<sup>3</sup>

### **USING SURVEYS TO ASSESS POLICE PERFORMANCE**

Academics and others have gathered data from community residents and police officers in a number of different ways including self-report surveys, focus groups, and in-depth interviews. Only recently have students of policing recognized the need to develop different measures of police performance to address the needs of the community, increase police accountability, and evaluate the broad spectrum of police services.

Using citizen satisfaction as a performance indicator demonstrates to individual officers that the quality of the police services they provide is important.<sup>4</sup> For example, if a police agency emphasizes only traditional measures of police performance like number of arrests, officers will see this activity as a priority. Officers may then divert their time and energy to arrests at the expense of community policing activities like crime prevention. Measures of police performance that include the attitudes and perceptions of officers and residents can assist departments in redefining goals and reinforcing the notion that quality is something to be valued.<sup>5</sup>

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<sup>3</sup> Bayley, D.H. (1996). Measuring overall effectiveness. In L. T. Hoover (Ed.), *Quantifying quality in policing* (pp. 37-54). Washington, DC: Police Executive Research Forum; Carter, D.L. (1996). Measuring quality: The scope of community policing. In L. T. Hoover (Ed.), *Quantifying quality in policing* (pp. 73-93). Washington, DC: Police Executive Research Forum; Couper, D.C. and Lobitz, S.H. (1991). Quality policing: The Madison experience. Washington, DC: Police Executive Research Forum; Mastrofski, S.D. (1981). Surveying clients to assess police performance. *Evaluation Review*, 5, 397-408; Mastrofski, S.D. (1996). Measuring police performance in public encounters. In L. T. Hoover (Ed.), *Quantifying quality in policing* (pp. 207-241). Washington, DC: Police Executive Research Forum; Stephens, D.W. (1996). Community problem-oriented policing: Measuring impact. In L. T. Hoover (Ed.), *Quantifying quality in policing* (pp. 95-129). Washington, DC: Police Executive Research Forum; Wycoff, M.A. and Oettmeier, T.N. (1994). Evaluating patrol officer performance under community policing. Washington, DC: National Institute of Justice.

<sup>4</sup> Meyer, M. (1979). Organizational structure as signaling. *Pacific Sociological Review*, 22, 481-500.

<sup>5</sup> Wycoff and Oettmeier, 1994

Surveying citizens about their satisfaction with the police is not new.<sup>6</sup> In a nationally representative sample, approximately 25 percent of local police agencies reported in 1999 that they had surveyed their citizens within the previous year about satisfaction with the police.<sup>7</sup> The act of surveying officers about their attitudes and perceptions of the community is also not groundbreaking. Combining these two methodologies into a measure of police performance is, however, novel.

### **MEDIATION OF POLICE COMPLAINTS**

A high obstacle to positive police-community relations is police misconduct, a frequent subject of citizen's complaints. Traditional Internal Affairs investigations of these complaints have proved problematic all the times: They can be slow, incomplete, or suffer from perceived or actual bias, typically in favor of the accused officer, all of which can alienate and discourage complainants, thus undermining police-community relations.

As an alternative to full-blown investigations of relatively less serious citizen's complaints, a few law-enforcement agencies are experimenting with mediation. Although mediation is new to policing, it has been widely used since the 1970's in private industry and elsewhere in the criminal justice system, particularly to address disputes in correctional institutions and between victims and offenders in the community. Mediation also figures prominently in many community restorative justice initiatives.

Limited research suggests mediation may:

- leave complainants and police more satisfied with the complaint process;
- contribute to a greater citizen understanding of policing;
- meet complainant's goals of a thorough and responsive process;
- have a higher success rate than formal complaint investigations; and

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<sup>6</sup> Bordua, D.J. and Tift, L.L. (1971). Citizen interviews, organizational feedback, and police-community relations decisions. *Law and Society Review*, 6, 155-182; Couper and Lobitz, 1991; Wycoff and Oettmeier, 1994

<sup>7</sup> Hickman, M.J. and Reaves, B.A. (2001). Local police departments, 1999. Washington, DC: U.S. Department of Justice, Bureau of Justice Statistics.

- provide a more effective, efficient, and lower-cost alternative to formal investigations.<sup>8</sup>

As opposed to traditional complaint investigations, mediation focuses on understanding, problem solving, and reconciliation. The purpose of mediation is not to determine fault, but rather to promote mutual understanding and a resolution that leaves both parties satisfied.

Mediation can also strengthen accountability to the general public. Traditional complaint procedures emphasize discipline and internal accountability to an officer's superiors in the police department. Mediation, in contrast, requires that officers directly respond to members of the community. This layer of external accountability to complainants strengthens police-community relations.

Mediation of citizen's complaints is in its infancy.<sup>9</sup> Nonetheless, a mediation program in Portland, Oregon has already had singular success. The Independent Police Review Division of the City of Portland Auditor's Office, which receives and assigns all complaints against the Portland police, manages the mediation program. In 2004, it reported that 88 percent of complainants and 87 percent of officers who participated in mediation were satisfied with the resolution of their dispute. One hundred percent of officers and 99 percent of complainants thought that the mediators were fair to both sides; 97 percent of complainants and 86 percent of officers would recommend mediation to others; and 88 percent of complainants and 100 percent of officers felt that they had an opportunity to explain themselves during the mediation process. During that same period, 52 percent of respondents who chose formal internal investigation instead of mediation were dissatisfied.

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<sup>8</sup> Walker, S., Archbold, C., and L. Herbst. (2002). *Mediating Citizen Complaints Against Police Officers: A Guide for Police and Community Leaders*. Washington, DC: U.S. Department of Justice Office of Community Oriented Policing Services.

<sup>9</sup> Ibid. Walker et al. found that by 2002 only 16 such mediation programs existed in the United States.

To improve police-community relations and improve the existing complaint system, the Pasadena Police Department recently implemented a police-community mediation and dialogue program. The program is unique in that it simultaneously works to resolve an individual complainant's concerns through mediation while working to resolve concerns in the communities through ongoing public dialogue. We will use data from the Pasadena community and police department to assess what impact, if any, the mediation and dialogue program will have had on police-community relations in Pasadena.

## **CONCLUSION**

Our research breaks new ground. It not only establishes an accurate baseline empirical assessment of police-community relations in Pasadena, but also constitutes a wholly new, aggregate measure of police performance. The results of our research will inform practice in five main ways.

- It will identify specific communities within Pasadena that are happy or unhappy with the Pasadena Police Department.
- It will distinguish between general attitudes about the police department from those shaped by personal contact with the police. This knowledge will allow the police department to employ more targeted outreach efforts in communities expressing more negative opinions of the police.
- It will identify patterns in officer attitudes toward their job, their community, and the role of law enforcement in the community. Understanding how officers feel about the public is important to building mutual trust and facilitating long-lasting partnerships.
- It will assess awareness of and participation in the new police-community mediation and dialogue program. It will allow the PPD to develop a more comprehensive informational outreach program for both Pasadena residents and Pasadena police officers.
- It will have a direct impact on the ability of the Pasadena Police Department to implement more effective community policing programs and build strong partnerships with the Pasadena community.

# 2

## The City of Pasadena, California

The City of Pasadena, California is an inner suburban community with a rich history from its beginnings as a winter resort for the wealthy. Situated at the base of the San Gabriel Mountains, and only ten miles northeast of downtown Los Angeles, the city has a vibrant culture and civically engaged citizenry. The NASA Jet Propulsion Laboratory, the Rose Bowl Stadium, the United States Court of Appeals for the Ninth Circuit, the California Institute of Technology, the Norton Simon Museum, among many more regionally and nationally recognized institutions, are located there.

Covering approximately 22.5 square miles, Pasadena is a socio-economically diverse city. The Census Bureau estimated the population of Pasadena to be 141,114 as of July 1, 2003, a 5.4 percent increase over the 2000 Census. And, like many other communities throughout Los Angeles County and across Southern California, the city has undergone a significant population shift over the last several decades. According to the 2000 Census, 32.3 percent of the residents in Pasadena were born outside of the United States. This is up from 27.5 percent of the population in 1990 and 21.7 percent in 1980.

Of the current foreign-born population, 17,521, or 40.5 percent, entered the city (and country) between 1990 and 2000. This represents an increase of 19.5 percent in the immigrant population compared with a 4.9 percent decrease in the US-born population during the same time period. This means that the increase in the overall population from 1990 to 2000 was a direct result of the increase in the immigrant population.

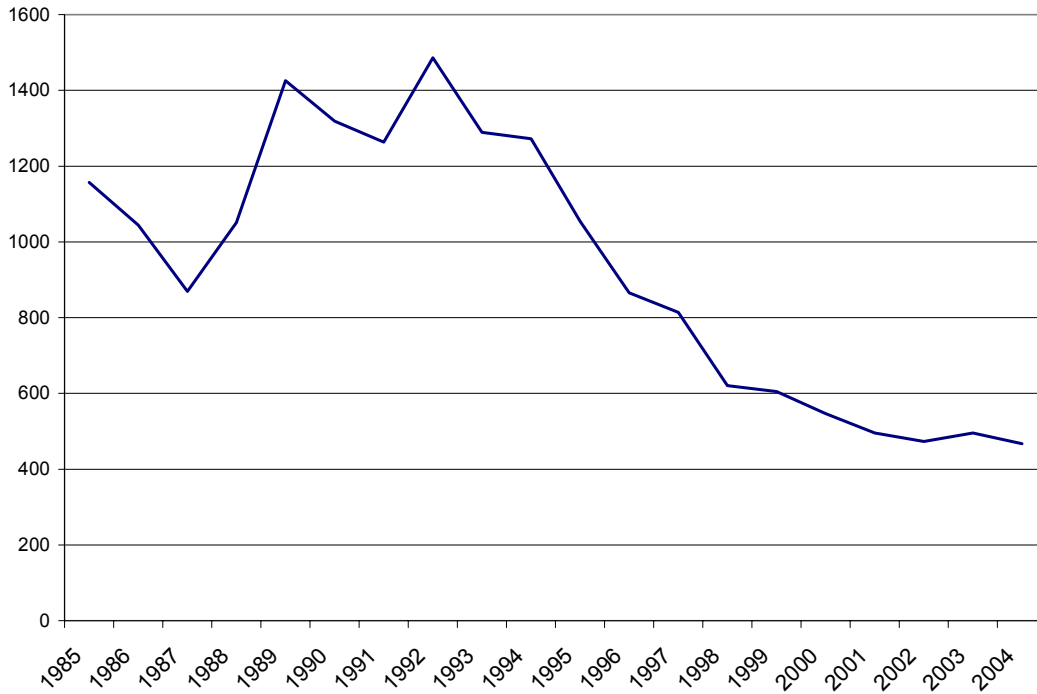
In addition to the growing immigrant population in Pasadena, there has been a large shift in the racial balance of the city as well. In 1980, 54.67 percent of the population was

Anglo, 20.21 percent were African-American, 5.19 percent were Asian, and 18.37 percent were Latino. By 1990, the proportions of the population that were Anglo and African-American decreased to 46.60 percent and 17.78 percent, respectively. Meanwhile, the Asian and Latino populations increased to 8.11 percent and 27.29 percent, respectively. This pattern continued over the next ten years and by 2000, Anglos made up 40.29 percent of the population; African-Americans, 14.4 percent; Asian 10.81 percent; and Latinos, 33.4 percent.

The residents of Pasadena are relatively well-educated. Of the population that is age 25 or older, 79.5 percent have graduated high-school and almost 42 percent have a bachelor's degree or higher. In 2000, the median value of a single-family owner-occupied home was \$286,400 and the median household income was \$46,012, somewhat above the nationwide median household income of \$41,994. In 2000, almost 64 percent of the population over age 16 was employed, with 48 percent of those working in a management, professional, or related occupation. On the other hand, 11.6 percent of families were below the poverty level, a slight increase from 11.1 percent in 1990.

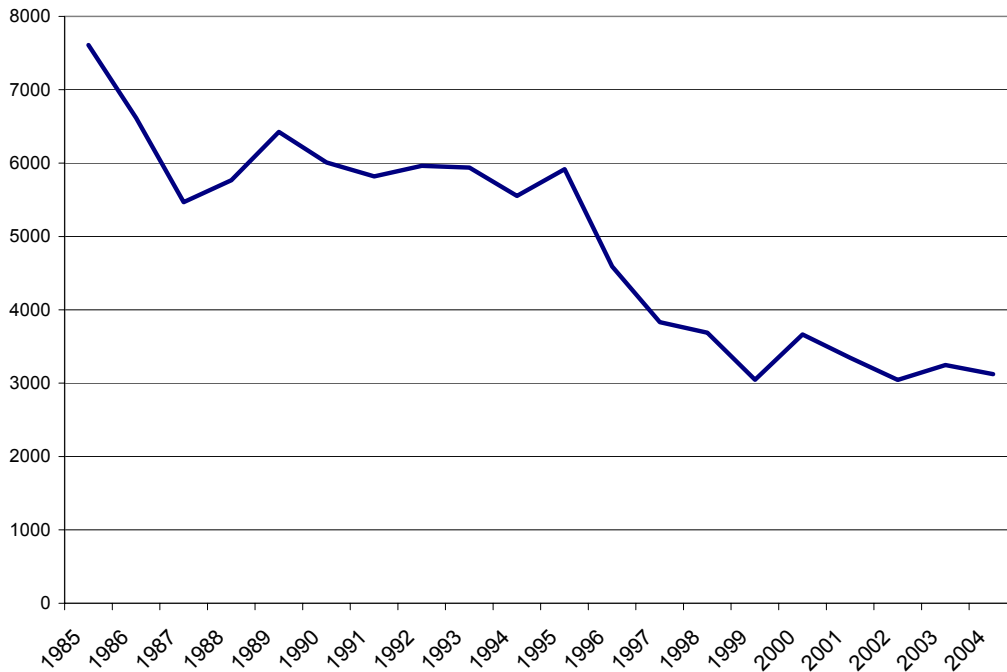
At the same time, as social and economic indicators in Pasadena were changing rapidly, crime was declining. Crime trends in Pasadena resembled those across the State of California and the nation as well. Violent crime (i.e. murder and non-negligent manslaughter, forcible rape, robbery, and aggravated assault) in Pasadena decreased dramatically from a peak in 1992 of 1485.9 per 100,000 residents to a low of 467.3 per 100,000 in 2004. Similarly, property crime (i.e. burglary, theft/larceny, and motor vehicle theft) dropped steadily from a rate of 7610.9 per 100,000 in 1985 to 3123.1 per 100,000 in 2004. See Figure 2.1 and 2.2.

Figure 2.1: Violent crime rate in Pasadena, 1985 - 2004



Source: FBI, Uniform Crime Reports

Figure 2.2: Property crime rate in Pasadena, 1985 - 2004



Source: FBI, Uniform Crime Reports

## **PASADENA POLICE DEPARTMENT**

The Pasadena Police Department (PPD) is a mid-sized law enforcement agency with 379 full-time employees, including 241 sworn personnel. According to the PPD, as of May 22, 2006, 41.1 percent of the sworn personnel was Anglo and 83 percent was male. The police department consists of five separate divisions—administrative, field operations, special operations, strategic services, and support operations.

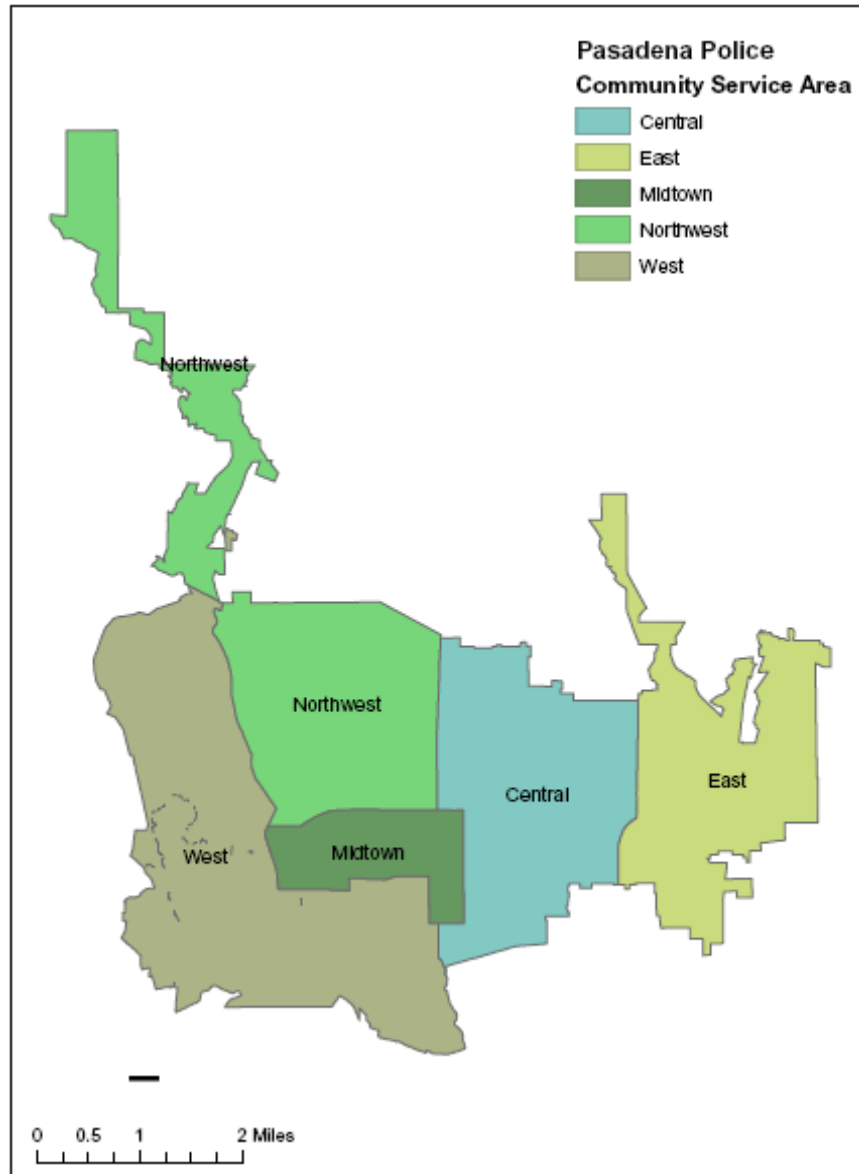
The current Chief, Bernard K. Melekian, assumed his position on April 30, 1996. Under his guidance and direction, the PPD has received national recognition for excellence in community policing. In 1998, the department established a diversion program as an alternative to Juvenile Court for first-time youthful offenders charged with minor crimes. Approximately 2,400 juveniles have gone through the program, which has had an 83 percent success rate, measured by recidivism, in contrast to a 17 percent rate of success for youth who did not participate. In 2004, the program received the Helen Putnam Award for Excellence from the League of California Cities.

Additionally, the Pasadena Police Department was one of six law enforcement agencies around the United States recognized by the International Association of Chiefs of Police and ITT Industries Night Vision for best practices in community policing. The PPD was specifically honored for its Homeless Outreach Psychiatric Evaluation (H.O.P.E.) Team, discussed in more detail below. The HOPE program, described below, has also received numerous other state and regional awards.

The PPD under Chief Melekian, in addition to the juvenile diversion program and HOPE, has also implemented broad community policing initiatives such as Service Area Policing (SAP). SAP is a geographically based policing strategy, characterized by a decentralized command structure and the building of stronger ties to the community. SAP divides the City of Pasadena into five service areas, each having a dedicated lieutenant responsible for managing police services, building community partnerships, and developing community-based problem solving strategies. See Figure 2.3. Each service area has at least two sworn police officers assigned to it 24 hours a day, seven days a week who, along with the

lieutenant and other subordinates, are required to become familiar with local business owners, community members, and problem locations.

Figure 2.3: Pasadena Police Community Service Areas



In addition to city-wide community policing initiatives like SAP, the PPD has programs in place that are targeted at particular populations. One example is the HOPE team program, a partnership between the PPD and the Los Angeles County Department of Mental Health, specifically designed to address the difficulties police agencies often face in dealing with

mentally ill persons in the community. The program, which started in 2002, pairs Pasadena police officers with county psychiatric social workers and allows them to patrol the city in unmarked police cars. Currently, the PPD has three teams assigned to the patrol division.

More recently, the PPD has implemented a police-community mediation and dialogue program, designed specifically to increase satisfaction with the citizen's complaint process and to improve police-community relations. The program is unique in that it simultaneously works to resolve an individual complainant's concerns through mediation while at the same time working to resolve concerns in the communities through ongoing public dialogue. The program has four main objectives:

- To increase the satisfaction of community members and PPD personnel in the resolution of public complaints;
- To foster understanding and open communication between parties in a safe and neutral setting;
- To promote effective police/community partnerships; and
- To develop problem-solving opportunities.

The pilot year of the program began on July 1, 2005 and ended on June 30, 2006. During that time, all sworn personnel of the PPD received mediation training; a mediation policy was developed and circulated within the PPD; a group of 21 civilian volunteers received mediation training. An additional 14 civilian volunteers completed the first part of the training process in May, 2006. Also during that time, 109 externally generated complaints were filed against officers of the PPD. Of those, only six were deemed eligible for mediation. Of those, two have been conducted and were successful according to their participants.

To date, three dialogues have been held—on June 25, 2005, October 29, 2005 and May 30, 2006. The first was attended by approximately 75 persons aged 40 years and older. The second event was targeted toward high school students, around 45 students attended. The third dialogue was held for the entire student population of Washington Middle School,

around 450 youth. So far, the program has received positive feedback from the community and the organizations involved.

### **HISTORY OF POLICE-COMMUNITY RELATIONS IN PASADENA**

The image of law enforcement across the United States can be severely tarnished by controversial shootings or uses of force. For Southern California police agencies, incidents such as the taped beating of Rodney King, the Rampart corruption scandal in the Los Angeles Police Department and, more recently, the shooting of 14-year old Devon Brown, along with the Compton shooting by the Los Angeles County Sheriff's Department in May of 2005, did a great deal of damage to the image of the police throughout the region. Research has shown that learning that someone else had a bad experience with the police can push attitudes toward the police in a predictably negative direction.

In Pasadena, while police-community relations have generally been positive—indeed, the department has taken many steps over the years to maintain a positive relationship—controversial officer-involved shootings over the past decade and accusations of racial bias against the police have had a substantial impact on the image of the PPD, particularly within communities of color across the city.

Between 2003 and 2004, there were two fatal officer-involved shootings, one of a mentally ill man and the second of a young African-American man. The third incident involved another young African-American man who died after a scuffle with police.

The mentally ill man was fatally shot by the PPD on January 23, 2003 at the Las Encinas Hospital, a psychiatric facility. Javier Quezada Jr., 22, was in the emergency room at the hospital. Police were called after Quezada armed himself with a pair of scissors and refused to obey the orders of the hospital staff. A Pasadena police officer arrived and Quezada refused his orders to drop the scissors. Quezada was shot 15 times after he advanced toward the officer. The shooting was determined to be justified by the PPD and by the Los Angeles County District Attorney's Office. Family and friends of the deceased

man staged several protests outside of the police department, and the family ultimately filed a civil suit against the officer and police department.

The second fatal shooting, that of 24 year old Maurice Clark, raised questions in the black community about the attitudes and patterns of behavior of police officers in Pasadena toward young African-American males. Clark, a known gang-member, was stopped by officers after the Department received information that he might have a weapon. Clark ran into an apartment complex and, at some point, turned and fired one shot at the officers. One of the officers returned fire, fatally wounding Clark. Both the PPD and the United States Department of Justice found the shooting justified and lawful. Community leaders in Pasadena criticized the department for continuing to perpetrate violence against the black community and claimed that Maurice Clark was murdered.

Within two weeks of the Clark shooting, another young African-American male died after a confrontation with police. LaMont Robinson was stopped by officers on suspicion of having a large amount of crack cocaine in his mouth. Officers attempted to arrest Robinson after he ignored orders to spit out the contents of his mouth. A struggle ensued and officers used a chokehold on Robinson to prevent his from swallowing the drugs believed to be in his mouth. During the struggle, Robinson stopped breathing. He fell into a coma and died 90 days later, on July 10, 2004. Similar to the Clark case, the PPD, the DA, and the U.S. Department of Justice found the officers' actions justified and lawful.

As a result of these incidents which fueled tensions between the police and the community, Chief Melekian began to take further steps toward improving police-community relations across all communities in the city. These steps included hiring a life-long Northwest Pasadena African-American resident to serve as a liaison between the Pasadena community and police department. After being on the job only a few weeks, this individual set up discussion sessions between gang youth and members of the police department's gang enforcement unit. In 2003, the gang enforcement unit had been accused by the Pasadena chapter of the NAACP and others of repeatedly violating the rights of young African-Americans, particularly in the course of large scale gang enforcement

activities. The police department and community believed that just getting the gang officers and gang members to sit down at the same table was an accomplishment.

The police department also implemented a five-year “values-based policing” strategic plan which focused on:

- changing the department philosophy from a legalistic, process-driven disciplinary system to one where officers are evaluated on the principles of excellence, innovation, and integrity;
- training officers to be decision makers and problem solvers; and
- forming partnerships between community leaders and police officials in order to help identify future trends and important issues.

Other steps included attending community meetings and participating in public forums addressing topics such as racial profiling. During a meeting at a local community center in March 2005, the Chief publicly apologized for any role the Pasadena Police Department may have had in depriving residents of their civil rights over the years and pledged to bridge the gap between the minority communities and the PPD. Since that event, the PPD has participated in a weekend of racial reconciliation arranged by The Office of Reconciliation Ministries at the Worldwide Church of God and two public forums about police-youth relations. Additionally, the police-community mediation program, described above, officially began in August of 2005.

The PPD also operates a Citizen Police Academy and teen-citizen police academy. These academies are an informative, twelve-week classroom series that give an inside look at PPD operations while discussing the principles of community policing. The purpose of the class is to promote a greater awareness and better understanding of local law enforcement's continuously changing role in the community.

The academies cover a wide variety of subjects including police communications, criminal law and procedures (laws of arrest), street crime enforcement and investigations, field identification, weaponless defense training, youth programs, and more. The course

concludes with a graduation dinner, where students receive a certificate of completion. These and other programs are some of the many initiatives the PPD has undertaken with the ultimate goal of improving the quality of police services in Pasadena; building partnerships with the community; and creating long-term positive relations between the police and community.

While executives in the department like to tout the success of their programs, results from surveys of Pasadena residents administered by the City of Pasadena Public Affairs Office, show some erosion in the last two years in otherwise very high levels of support. The three-page survey is mailed to 5,000 households throughout Pasadena. Equal quantities are mailed to each of the seven City Council districts. The response rate each for each survey is around 20 percent. Surveys in Spanish are mailed by request. The standard rules for random representative sampling are used, and the margin of error is about 5 percent.

Approximately eight years ago, the Public Affairs Office assumed responsibility for the survey and made major changes to the content and types of questions asked. Additionally, for financial reasons, the survey is administered every two years instead of annually, as it had been in the past. The survey asks residents their opinions on public safety as well as all other areas where the city provides services to residents.

Set forth below are the results from the three most recent surveys—2002, 2003, and 2005. Table 2.1 shows results from some of public safety questions that ask about satisfaction with police services and awareness of various community policing programs.

Table 2.1: Pasadena Public Affairs Office Residents Survey,  
Police-Related Questions

	2002	2003	2005
	%	%	%
<b>Satisfied With Police Department:</b>			
Emergency Response Time	95	93	90
Non-Emergency Response Time	88	83	82
Response to Chronic Neighborhood Issues	N/A	N/A	71
Services, Overall	N/A	92	91
<b>Aware Of Police Department's:</b>			
Neighborhood Watch Program	51	65	64
Gang Violence Suppression Programs	26	35	38
Youth Outreach Program	30	42	39
Service Area Advisory Boards	15	23	19
Citizens Police Academy	17	29	27

Source: City of Pasadena Public Affairs Office

Results from the surveys suggest that residents are satisfied with the police department. Nonetheless, satisfaction with response time has slowly declined from 95 to 90 percent for emergencies and from 88 to 82 for non-emergency calls since 2002. Although satisfaction with response time has declined, the public has become more aware of the police department's community policing programs. Changes in the proportion of the population that reported awareness of various programs ranged from an increase of four percent for Service Area Advisory Boards to an increase of 13 percent for awareness of Neighborhood Watch Programs.

## CONCLUSION

The City of Pasadena is a culturally and socio-economically diverse environment which places unique demands on a police department. While several controversial incidents over the years damaged the relationship between the police department and the communities it serves, the PPD has made positive organizational changes and taken steps to improve police-community relations in the city. In the next two chapters, we examine responses of police officers and residents in Pasadena to questions about their attitudes and perceptions

of one another and we explore the implications of these results for the future of police-community relations in the city.

# 3

## Pasadena Police Officers

Pasadena police officers like their job and derive major satisfaction from it, believe their Department is effective, feel supported and encouraged by their supervisors and the command staff, get along well with their peers, hold the community in high regard, solidly support community policing and are willing to spend money to achieve it, and are optimistic about the PPD's pilot program to mediate certain citizen's complaints and hold forums for police-community dialogue, according to an April 2006 survey of all 241 sworn members of the Pasadena Police Department (PPD) to which 71 percent, representing 171 individuals, responded.

More than 90 percent of the officers said the PPD was a good organization to work for, and 83 percent reported that their work was a major source of satisfaction in their lives. Members of the PPD, in the main, are unusually satisfied with the job, both absolutely and in comparison with their peers in other law-enforcement agencies. They believe, quite strongly, that their agency is professional, accountable, and responsive to the community. They consider the PPD a good place to work: they are happy with their co-workers and supervisors, and report that they have a lot of input into how they do their job.

At the same time, however, approximately half the officers thought that the minority communities in Pasadena complain unfairly about racial profiling and of police abuse of authority. About half also believes that Pasadena residents do not understand the problems of policing the city. The officers who held these views could not be distinguished by any of the factors we looked at: gender, race, ethnicity, level of education, rank, or time on the

job. On the other hand, we did find that men were somewhat more satisfied with their jobs than women and African-Americans were less satisfied than Anglos.<sup>10</sup>

The respondents nearly mirrored the demographics of the department as a whole: 85 percent were male (the PPD is 83 percent male); one-third of them were Anglo (the PPD is 41 percent Anglo); one-third, Latino (the force is 31.5 percent Latino); and almost 16 percent were African-American (the PPD is 17.4 percent). On average, they were 38 years old, and had been on the job for 12.5 years. (The PPD as a whole has an average age of 38.5.) Over 96 percent had completed at least some college, and a very high 44 percent had a 4-year college degree or higher. (In the Department as a whole, 31 percent had a four year college degree or higher.) Over 60 percent held the rank of police officer; and almost half—42.9 percent—were in patrol assignments. (In the Department as a whole, 62.2 percent have the rank of police officer and 51.5 percent are in patrol.) See Table 3.1.

We analyzed the effects of race, age, education, gender, and length of service in the PPD on four outcome measures: job satisfaction; police community relations; support for community policing; and perceptions of police effectiveness. Our survey also examined awareness and satisfaction with an innovative police-community mediation and dialogue program. Our research adds to a growing body of literature and other studies on police attitudes. Indeed, this study breaks new ground.

Prior studies have failed to show consistent relationships between the officer characteristics described above (race, gender, etc.) and their attitudes and perceptions toward their jobs and communities. Unlike others, we were able to do so, at least in

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<sup>10</sup> "Somewhat less satisfied" suggests a statistically significant but relatively weak correlation between two variables. In this case, it means there was a difference in job satisfaction between African-Americans and Anglos that was great enough to be noticeable but not strong enough to suggest that it is more probable than not that the two factors—race and job satisfaction—are linked. For statisticians, we performed a regression analysis and the resulting beta coefficient was less than 0.2. When we say "less satisfied," we have greater confidence in the correlation, with corresponding beta values between 0.2 and 0.6. Put in lay terms, the correlation is strong enough to suggest that the correlation is more probable than not. When we say "clearly less satisfied," we have even more confidence in the relationship with corresponding beta values greater than 0.6. Again, in lay terms, the correlation is strong enough to suggest that the correlation is substantially more probable than not.

regards to job satisfaction. Our results demonstrated that several characteristics—rank, race, gender, and attitudes toward community policing—influence job satisfaction. In contrast to prior research, we found that in Pasadena, higher rank translates into higher job satisfaction.

## **METHODS**

From April 12–14, 2006, our researchers distributed a 63-item, self-administered, anonymous survey in person to sworn personnel in the PPD in each of seven different patrol teams. The researchers collected the completed forms. Officers not serving in patrol filled out the survey on their own, returning completed surveys to PPD administrative staff. These surveys were then collected by the researchers. Surveys of officers in the Neighborhood Action Teams and the Air Operations Unit, however, were collected by a sergeant in the Professional Standards Unit and mailed to the researchers.

Our survey instrument was modeled after a Chicago Police Department personnel survey conducted by Wesley Skogan and associates in 1992 and a similar survey of police officers in Cincinnati conducted by the RAND Corporation in 2005. We selected the Skogan and RAND survey instruments because both had been rigorously pre-tested for reliability and validity, thereby facilitating comparisons between the PPD and Chicago and Cincinnati, as well as other police agencies around the country to which the survey had been administered, including Indianapolis in 1996; Kansas City, Missouri in 1999; St. Petersburg, Florida in 1997; and, to a somewhat lesser degree, Denver in 2005. In the Skogan and RAND studies, as in our own, respondents were asked to indicate their satisfaction with their work environment and the support they received from police management, including the nature of supervision, feedback, and input.

Our survey instrument asked officers the extent to which they agreed or disagreed with questions measuring their attitudes toward their jobs, police-community relations, and support for community policing. We used scales ranging from 1 to 5 (1 – strongly

disagree, 2 – disagree, 3 – neutral, 4 – agree, and 5 – strongly agree).<sup>11</sup> Officers were similarly asked to rate the effectiveness of the police department at conducting patrol functions ranging from traditional law enforcement to community-oriented activities. They were also asked how they would allocate resources to those various patrol functions. Lastly, officers were questioned on their awareness of and participation in the mediation and dialogue program.<sup>12</sup>

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<sup>11</sup> The scales are known as "Likert" scales.

<sup>12</sup> There are several key limitations to our study. First, we use self-report data which is sensitive to response bias such as lying or answering in a way the respondent thinks the researchers want them to answer. Self-report data is also cross-sectional which prevents us from making any "cause and effect" conclusions because we cannot determine the time order of the variables. Lastly, there were substantial proportions of neutral responses to a number of survey items. Neutral responses have meaning and including them in scales is valid; it is unlikely, however, that so many officers have no opinion either way on so many questions. We conducted additional analyses and did not find significant differences between those officers who recurrently responded 'neutral' and those who indicated agreement or disagreement with most statements. Our sample size of 171 did provide a relatively high level of confidence in our results. With a 95 percent confidence level we were able to achieve a confidence interval of 4.05. The confidence level, expressed as a percentage, means that you can be 95 percent certain that the actual proportion of officers who would choose an answer is within your confidence interval. The confidence interval, frequently reported as the + or – figure in public opinion polls, provides an estimate of the expected range of answers in the full population.

Table 3.1: Pasadena Police Survey Respondent Demographics

	<i>N</i>	Valid %
<i>Gender</i>		
Male	145	85.3
Female	25	14.7
<i>Race</i>		
Asian	10	6.1
Black or African American	26	15.8
Latino or Hispanic American	55	33.3
White or Caucasian	62	37.6
Other	12	7.3
<i>Age</i>		
Average	38.5	
<i>Education</i>		
High School Graduate/GED	6	3.6
Some College	47	28.5
Associate's Degree	39	23.6
Baccalaureate	59	35.8
Master's Degree or Beyond	14	8.5
<i>Length of Service</i>		
Average	12.5	
<i>Rank</i>		
Chief	1	0.6
Deputy Chief	1	0.6
Commander	1	0.6
Lieutenant	12	7.0
Sergeant	24	14.0
Corporal	28	16.4
Police Officer	104	60.8
<i>Division</i>		
Administrative Services	10	6.0
Counter Terrorism	2	1.2
Field Operations	72	42.9
Special Operations Services	47	28.0
Strategic Services	2	1.2
Support Operations	34	20.2
Other	1	0.6
<i>Service Area</i>		
Central	15	21.4
East	13	18.6
West	9	12.9
Northwest	22	31.4
Midtown	11	15.7

## **JOB SATISFACTION**

Although there has been substantial research on job satisfaction and employees' perceptions of their work environment in a wide variety of professions and academic disciplines over the past thirty years, police officers have largely been ignored. The implementation over the last 15 years of community-based policing, which emphasizes problem-solving and community input on policing priorities and involves substantially greater personal contact and dialogue between residents and the police, has led to an increased interest in what police officers think about their jobs: whether community policing makes for more satisfied police officers and reduces distrust or bias against African-American, Latino, and other minority communities.

At the same time, the education level of police officers has risen, as has the number of women and minority police officers. More education, it was thought, would improve job performance and job satisfaction and enhance individual officer's ability to empathize and interact with the community. Most of the research focused on the explanatory power of formal education, gender, and race on attitudes toward work. Some additional studies have looked at the effects of rank and length of service in the police department, as well as participation in community policing programs.

The results of this prior research, however, are not definitive. For example, some research in the 1970's found that more education led to greater job dissatisfaction, while other research found that the effects of education were inconsistent across multiple study sites. More recent research, conducted in five police agencies in the United States, found that education was associated positively with job satisfaction. We did not find in Pasadena that level of education correlates with job satisfaction.

Although there has been increased recruitment and promotion of women and minority officers, policing still tends to be dominated by white men. Because of this, women and minority officers, it was assumed, would have lower levels of job satisfaction and more negative views of their work environment. Some research has found this to be the case;

other studies report mixed results. As noted earlier, we found that women and African American officers were less satisfied with their jobs than others.

The effects of rank and length of service in the police department have been more consistent. Nearly every study has found that these two variables are negatively associated with job satisfaction and positively associated with cynicism. The Pasadena survey led to contrary results: PPD officers grew in job satisfaction as their tenure increased. As might be predicted, research has shown that participation in community policing programs increases job satisfaction and positive attitudes toward the community. Our results in Pasadena were consistent.

Our survey probed what officers thought about their work environment, peers, supervisors, level of input into their jobs, and feedback they receive from management. We looked deeper at the set of questions comprising attitudes toward the PPD and job satisfaction. We found that of the 12 questions asked, seven had a high degree of internal consistency. Those seven questions capture the most significant items for deconstructing the more abstract concept of "job satisfaction." Those items were:

- This city's police department is a good organization to work for;
- Management is likely to publicly recognize a police officer that is exceptional in his/her job;
- My supervisors often let me know how well I am performing;
- In general, I have a lot of input into how I go about doing my job;
- One of the major satisfactions in my life is my job;
- If I had a suggestion for improving my job in some way, it is easy for me to communicate my ideas to management; and
- This city's police department provides clear guidance on what is expected of officers for evaluations and promotions.<sup>13</sup>

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<sup>13</sup> We summed the scores for the seven items and created a scale. The reliability coefficient for this scale was .841.

Pasadena police officers generally had exceptionally positive attitudes toward their peers, the PPD, and its management, all of whom they found supportive: More than nine in 10 officers said the Department was a good organization to work for, and 83 percent reported that their work was a major source of satisfaction in their lives. More than 80 percent thought that there was not a lot of friction among their peers, and two-thirds felt that their peers set an example encouraging them to work hard. Three quarters of the officers felt they had significant influence over their job, yet one-quarter felt that the amount of work they were expected to do made it difficult to do their job. About two-thirds felt that their supervisors regularly let them know how well they were performing and that they could easily communicate their ideas to management.

The 83 percent of officers in Pasadena who thought their job was one of the major satisfactions in their life contrasted sharply to the 18 percent in Chicago and the 68 percent in Cincinnati who felt the same. Police officers in Denver were not asked exactly the same questions as officers in Chicago, Cincinnati, or Pasadena; nonetheless, over 63 percent of officers in Denver agreed that “All in all, I am satisfied with my job.”

### **POLICE-COMMUNITY RELATIONS**

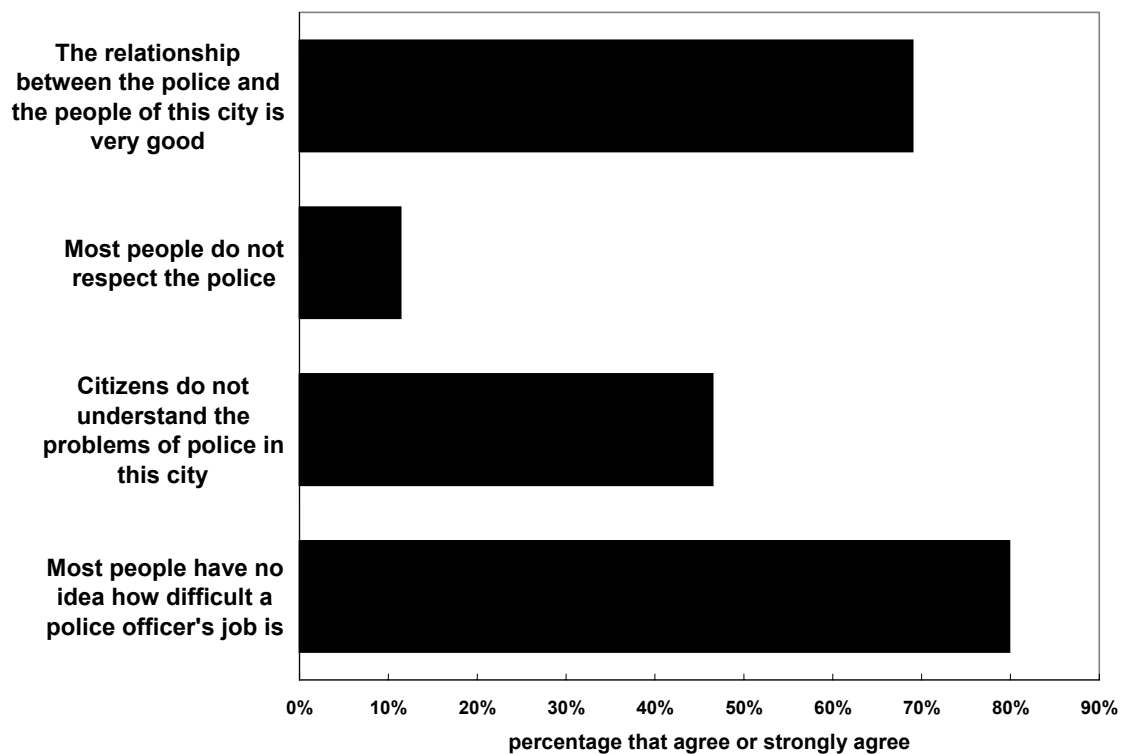
On the whole, PPD officers have a positive view of their relations with the community and compare favorably to officers in other law-enforcement agencies. In this section, we examine Pasadena police officers' responses on items measuring their attitudes toward Pasadena residents, their perceptions of citizen attitudes toward the police, and their views of police-community relations in general. We then analyze officer attitudes toward community policing and how their attitudes on police-community relations affect their acceptance of community policing and support of community policing activities.

A particularly important contributor to the success of community policing is its acceptance by police officers, particularly ones who routinely interact and collaborate with residents. Police departments are service providers; hence, the motivation, skills, and attitudes of street officers who deliver the services directly are highly significant. Community policing

challenges officers to deliver services in new ways: Police officers must fight crime not solely by making arrests, but also must prevent and deter crime by addressing its underlying conditions and causes. Community policing requires officers to reach out to and collaborate with the community to establish priorities and prevent crime. Community-oriented policing requires police officers to perform outside of the traditional "hook 'em and book 'em" roles.

Police officers in Pasadena have a positive outlook on the state of police-community relations in the city. Figure 3.1 summarizes officers' responses to four statements on police-community relations.

Figure 3.1: Police views of police-community relations



The results appear somewhat contradictory at first blush: Although almost half of PPD officers agreed that citizens do not understand the problems of police, and more than three-quarters believe that most people have no idea how difficult a police officer's job is, only 5

percent disagreed that the relationship between the police and the public was very good.<sup>14</sup> The seeming contradiction is better resolved when PPD officers are compared to their peers elsewhere.

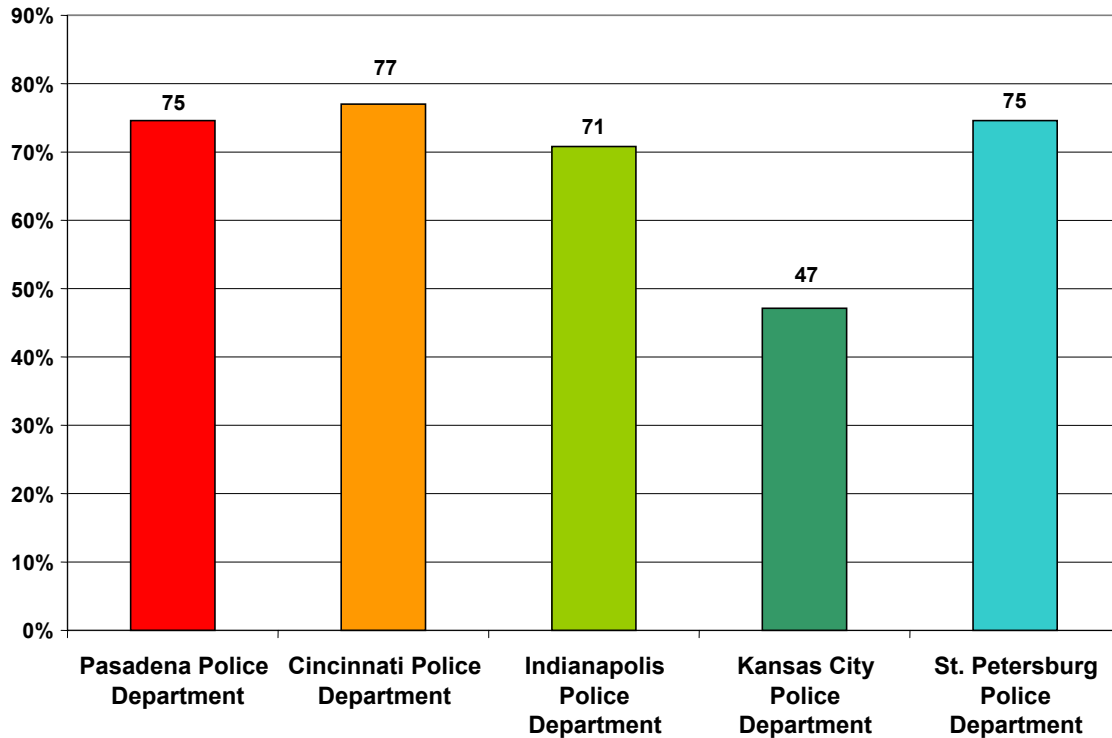
As a whole, PPD officers were extremely optimistic about the relationship between the police and the public in their city, in strong contrast to officers in New York and Chicago who, when surveyed in the mid-1990's, had much more negative views about police-community relations: Whereas almost 90 percent of police officers in Chicago and 75 percent in New York felt relations between police and the public were bad, 69 percent of Pasadena officers felt that police-community relations were very good.

In Chicago, two-thirds of the officers believed that citizens did not understand the problems of the police, and more than 80 percent agreed that most people do not know how difficult a police officers' job is. Almost half of police officers in Chicago and 56 percent of police officers in Kansas City agreed that most people do not respect the police. When asked if police had a reason to be distrustful of most citizens, about 76 percent of Pasadena police officers *disagreed*—a much more positive response than that of the Kansas City Police Department, where over half of the officers agreed. Officers in Cincinnati, St. Petersburg, and Indianapolis disagreed with the statement at approximately the same percentage as Pasadena. When we analyzed these Pasadena results further, we could not detect any significant correlation between the gender, race, ethnicity, level of education, rank or tenure of the responding officers and their tendency to distrust most citizens. See Figure 3.2.

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<sup>14</sup> Sixty-nine percent agreed they were very good, and 26 percent were neutral on the question.

Figure 3.2: Police officers have reason to be distrustful of most citizens  
% that DISAGREE



For our measure of perceptions of police-community relations, we replicated a measure used by Skogan in Chicago and combined responses to a total of four related survey items. The four questions were:

- The relationship between the police and the people of this city is very good (reverse coded so that 5 = strong disagreement and 1 = strong agreement);
- Citizens do not understand the problems of police in this city;
- Most people do not respect the police; and
- Most people have no idea how difficult a police officer's job is.<sup>15</sup>

We found that in Pasadena, length of service correlated positively with perceptions about police-community relations. In other words, the longer officers served in the PPD, the more likely they were to view police-community relations in a positive light. We also

<sup>15</sup> The reliability coefficient for these items was .677. This alpha level was slightly lower than we would have liked; nonetheless, because we were replicating a scale used by Skogan, we felt justified in continuing with our analyses using this particular scale.

found that Latino officers were somewhat more likely than Anglo officers to have a negative opinion of police-community relations. Yet while ethnicity demonstrated only a limited effect on attitudes toward police-community relations, we found that race did have an important effect on officers' perceptions of attitudes toward racial profiling in the community.

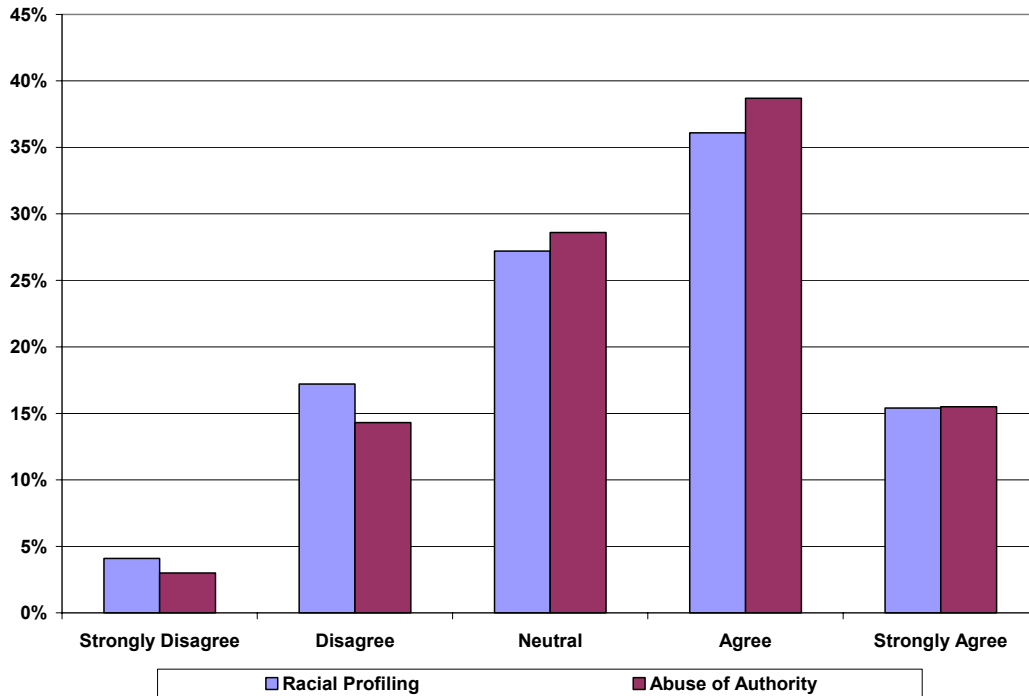
Racial profiling has been a major point of contention between the police and communities of color. While racial profiling has been variously defined, most definitions agree that racial profiling is police action triggered, in whole or in part, by the race, ethnicity, or national origin of the suspect rather than by the suspect's specific behavior. However defined, racial profiling erodes community trust of the police. Attention to racial profiling has increased since 9/11 and there is intense debate about the impact of race and ethnicity on the criminal justice system. According to the Racial Profiling Data Collection Resource Center at Northeastern University, approximately 20 states have passed legislation that either prohibits racial profiling or requires law enforcement agencies adopt racial profiling policies, provide training, or collect data on traffic-stops and searches.

What do Pasadena police officers think about the issue of racial profiling? Specifically, respondents were asked if they believed that the minority communities in Pasadena complained unfairly about racial profiling. Officers were also asked if they thought the minority communities complained unfairly about police abuse of authority. Figure 3.3 demonstrates that over half of the respondents think that the minority communities in Pasadena in fact do complain unfairly about racial profiling, and similar proportions of PPD officers believed minority communities complain unfairly of police abuse of authority. African-American officers in Pasadena were significantly less likely than others to agree that minorities complain unfairly of racial profiling.

Cincinnati police officers took a significantly dimmer view than PPD officers. In Cincinnati, 79 percent of officers agreed that African-Americans complain unfairly about

racial profiling and 70 percent believed African-Americans complained unfairly about police abuse of authority.<sup>16</sup>

Figure 3.3: Police officers’ perceptions about whether the minority communities complain unfairly about racial profiling and abuse of authority



### COMMUNITY POLICING

Our survey also sought to measure the degree to which PPD officers embraced community policing, including their views on traditional versus non-traditional policing philosophies and the role of the community, if any, in crime prevention and policing. Community policing, as defined by the United States Department of Justice Office of Community Oriented Policing Services is, “a policing philosophy that promotes and supports organizational strategies to address the causes and reduce the fear of crime and social disorder through problem-solving tactics and police-community partnerships.” Community policing focuses on crime and social disorder not merely by making arrests and responding to calls for service but also by engaging in crime prevention, problem-

<sup>16</sup> The sample of police officers in Cincinnati was only 41 officers.

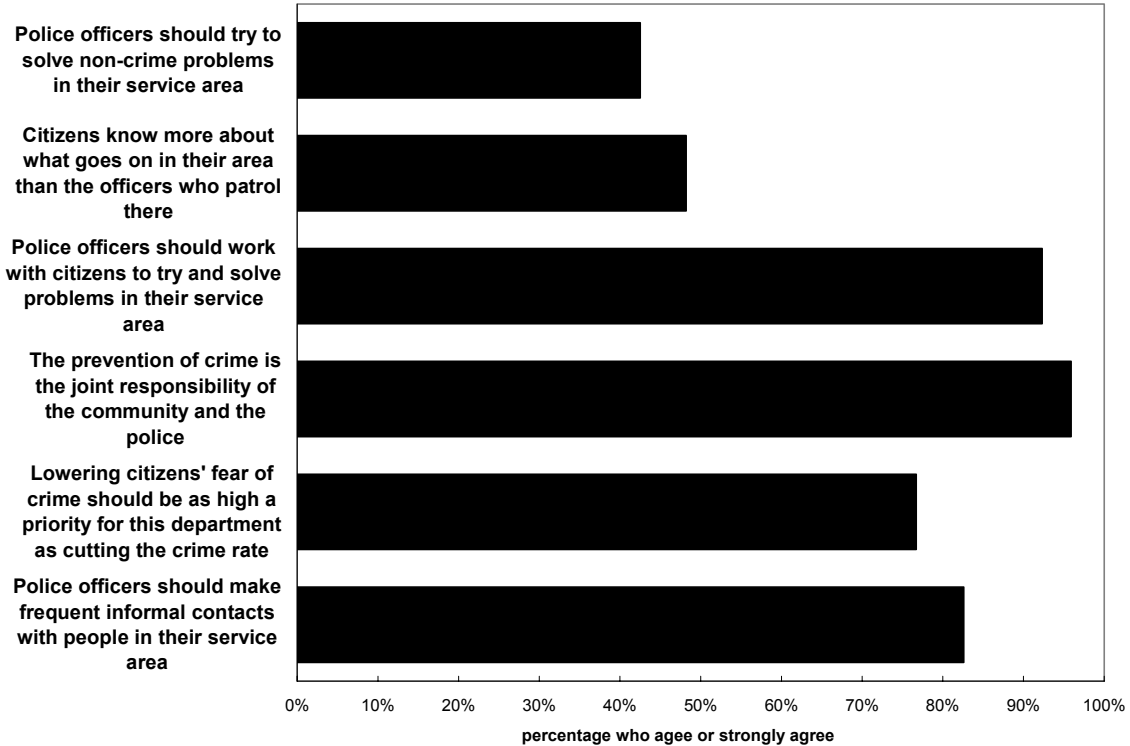
solving, community collaboration, and partnerships with the community. The community policing model expands the notion of policing to include problem-solving centered on the causes of crime and disorder. Community policing requires police and citizens to join together as partners to identify and address crime problems.

Officers in the PPD embrace community policing. Pasadena police officers think problem solving is important and that the community ought to be a part of the problem-solving process. Figure 3.4 documents responses to statements that probed officers' acceptance of community policing concepts and activities: The longer the bars, the more supportive officers were. Although fewer than half of the PPD thought that they should be involved in non-crime activities like police-youth athletics, almost all of the officers, in contrast, thought that the police and the public should work together in solving problems and in preventing crime. Furthermore, more than 80 percent endorsed making frequent informal contacts with people in their service area, and over two-thirds agreed that reducing citizens' fear of crime should be a department priority.<sup>17</sup>

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<sup>17</sup> Responses to these items were combined to form a single measure of attitudes toward community policing. The scores for each of these items were summed and standardized. The reliability coefficient for this scale was .687.

Figure 3.4: Pasadena police officers' perceptions of community policing



Support for community policing did not vary significantly when gender, ethnicity, rank, and length of service were taken into account. The factors that did impact support for community policing were attitudes about police-community relations, job satisfaction, and police effectiveness: Not surprisingly, those who felt good about their job also thought the police were effective, perceived relations with the community as very good, and also supported community policing. Race had a limited impact: African-American officers supported community policing somewhat more than Anglo officers. These findings are consistent with Skogan's research in Chicago, which found that those who were more satisfied with the police department and more optimistic about police-community relations were more community policing oriented and more willing to allocate resources to community policing tasks. Skogan also found that African-Americans and Latinos were more supportive of community policing.

When asked to what extent PPD personnel supported traditional enforcement functions such as responding to calls and making arrests, over 50 percent agreed that enforcing the

law in these ways was by far their most important responsibility. We tested for differences between groups of officers. Gender, race, ethnicity, level of education, rank, and tenure made no difference in the answers. The interesting news here is that almost 50 percent of Pasadena officers *disagreed*, demonstrating the remarkable extent to which a community policing model is becoming part of the culture in the PPD. That is not the case elsewhere.

Seventy-nine percent of Cincinnati police officers thought that traditional law enforcement was an officer's most important responsibility. The responses were even higher in Indianapolis and St. Petersburg; 82.9 and 87.8 percent, respectively. Interestingly, we could establish no particular correlation between belief in the importance of traditional law enforcement and support for community policing in the Pasadena results.

A survey question asking how much money should be allotted to different police functions is another way to test which functions are most valued. We surveyed for 13 different functions, and Figure 3.5a - c demonstrates how the PPD responded as a whole. Almost 100 percent of Pasadena police officers thought that moderate or large amounts should be spent on responding to calls for service. Nearly the same percentage thought moderate or large amounts should be committed to assisting persons in an emergency. It is not a surprise that these core traditional policing functions garnered nearly unanimous support. On the other hand, it was surprising that only a little more than 50 percent thought that large or moderate amounts should be spent on checking buildings and residences, another traditional core function.

The most interesting news was the strong support in the PPD for functions associated with community policing. More than 70 percent of PPD officers would allocate large or moderate amounts of money to understanding the problems of minority and immigrant groups. A similar percentage would commit large or moderate amounts to explaining crime prevention techniques to Pasadena residents. Interestingly, in a city that is synonymous with the Rose Parade and the Rose Bowl, community policing activities gathered more support than handling special events. More than 80 percent of Pasadena police officers were willing to spend moderate or large amounts of money on working with

citizen groups to resolve local problems, researching and solving problems, and coordinating with other agencies to improve the quality of life in Pasadena.

Figure 3.5a: Amount of Pasadena Police Department resources officers feel should be directed toward particular policing activities

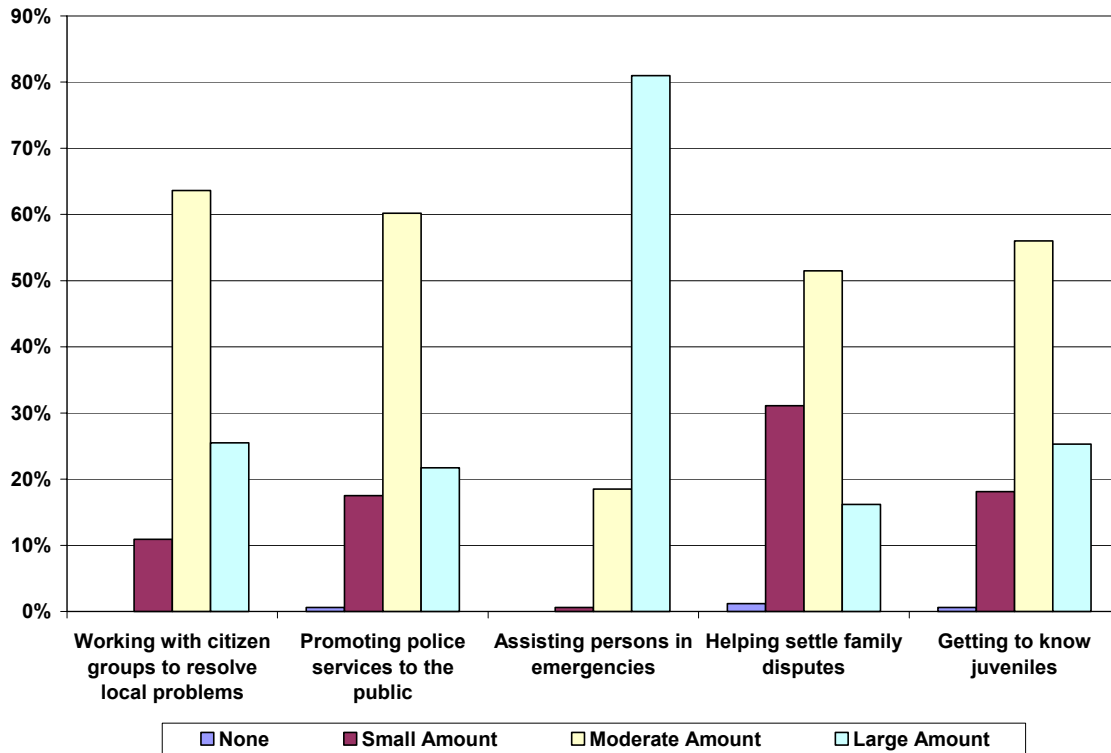


Figure 3.5b: Amount of Pasadena Police Department resources officers feel should be directed toward particular policing activities

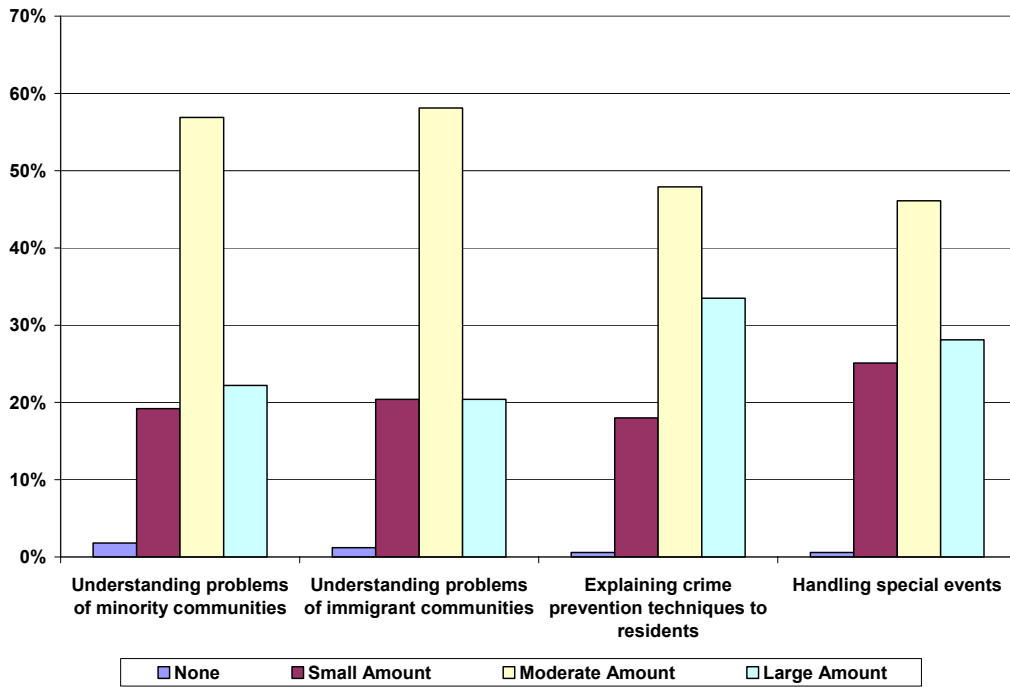
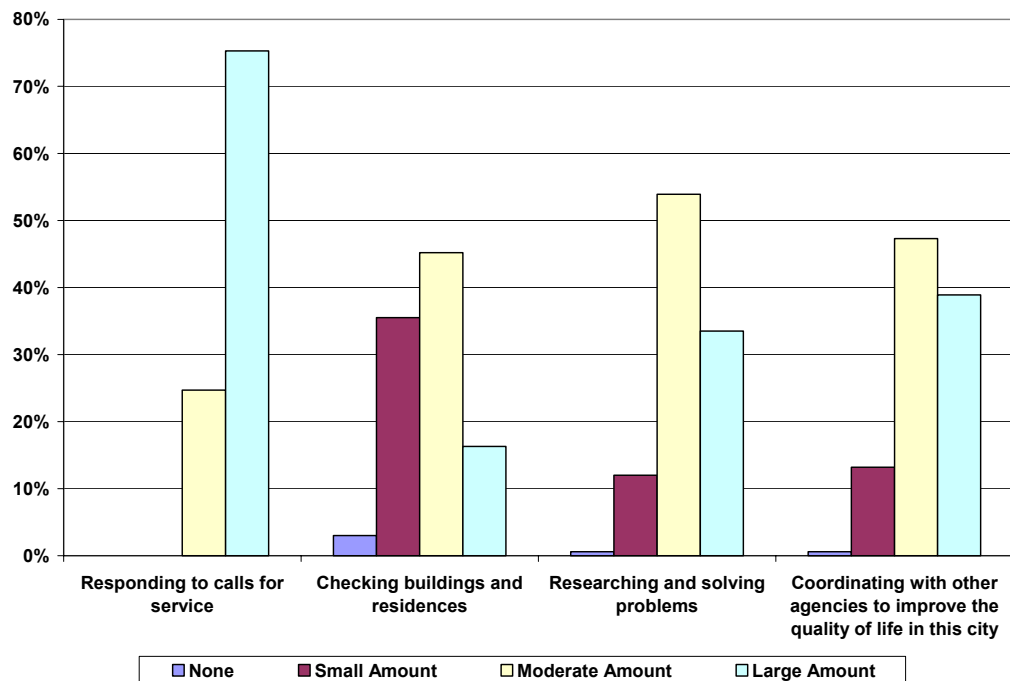


Figure 3.5c: Amount of Pasadena Police Department resources officers feel should be directed toward particular policing activities



Officers willing to spend money to work with citizen groups to solve problems also supported solving non-crime problems in their patrol area and believed that crime prevention was the joint responsibility of the community. Furthermore, as support for solving non-crime problems in their patrol area increased, so did the amount of resources officers would commit to researching and solving problems.

Do officers' attitudes toward the residents of Pasadena influence how they think the department should spend its money? To some degree the answer is, "Yes." PPD officers with positive views of the community and police-community relations were more likely to spend money on non-traditional police activities. In other words, PPD officers who support community policing are willing to put their money where their mouth is.

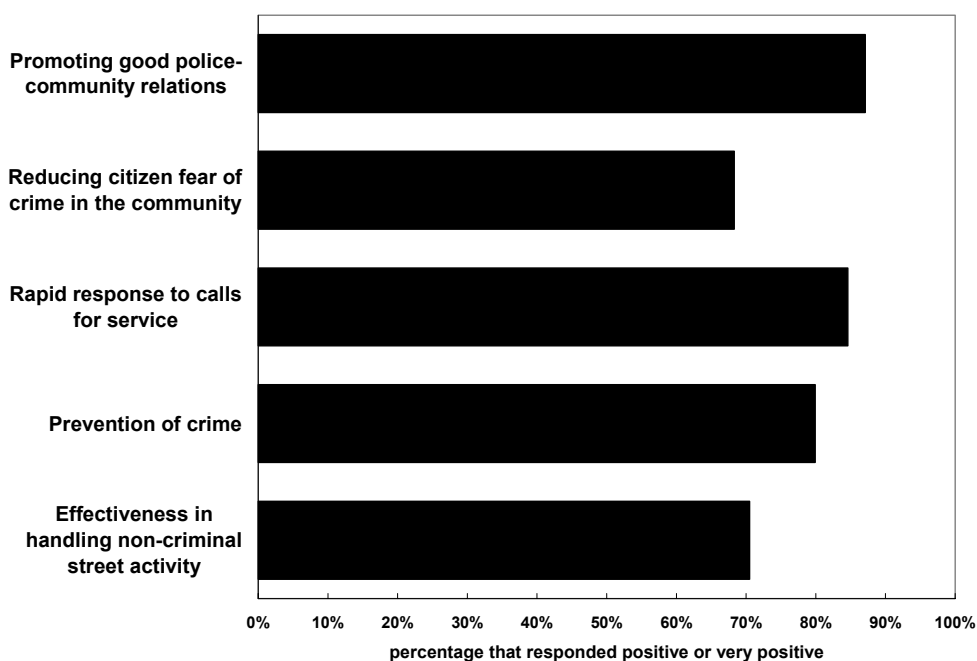
#### **POLICE EFFECTIVENESS**

What do Pasadena police officers think they do most effectively? Traditionally, police effectiveness has meant an assessment of how well police are reducing the crime rate, making arrests, achieving respectable clearance rates (the percentage of crimes that are solved), and responding to calls for service.

One of the stated goals of this study was to contribute to the development of a new methodology for evaluating police organizations, particularly because of the pervasiveness of community policing. There has been a great deal of scholarly attention, dating back to the 1967 President's Commission on Law Enforcement and the Administration of Justice and even earlier to the 1930's, to using public perceptions of police effectiveness as a measure of the quality of police services. There has been very little focus, however, on police officers' perceptions of police effectiveness as a tool for evaluating police organizations. And, we are not aware of any attempts to combine the two. We use both Pasadena citizens' and police officers' perceptions of police effectiveness to develop a more complete indicator of police performance.

As a part of our efforts to measure both Pasadena community members and police officers perceptions of police effectiveness, we asked officers to rate PPD effectiveness in 13 policing functions.<sup>18</sup> See Figure 3.6. As a whole, officers think the Department is an effective community policing organization. More than two-thirds felt that the PPD is effective at reducing citizens’ fear of crime; 87 percent felt that the Pasadena police are effective in promoting good police-community relations; and over 70 percent reported that the department is successful at handling non-criminal street activity.

Figure 3.6: Pasadena police officers’ perceptions of police effectiveness



Our analysis showed that officer age, gender, race, rank, education, and length of service were not related to how officers’ rated the effectiveness of the Department. Additionally, we found that officers’ job satisfaction and perceptions of community-police relations were

<sup>18</sup>Scores ranged from 1 – 5 (1 – very negative, 2 – negative, 3 – neutral, 4 – positive, and 5 – very positive). In order to compare the responses of officers to those of Pasadena residents, we limited our analyses to those activities asked of both groups. This left a set of five activities with which we constructed a scale to measure officers’ perceptions of police effectiveness. The five police effectiveness items were: 1) Prevention of crime; 2) Rapid response to calls for service; 3) Effectiveness in handling non-criminal street activity; 4) Reducing citizen fear of crime in the community; and 5) Promoting good police-community relations. The scores on this scale were standardized and the reliability coefficient was .668.

also not related. Our analysis did show, however, that support for community policing was related to perceptions of police effectiveness. Officers who found the PPD most effective also evinced the strongest support for community policing. As most studies have not tested for a relationship between these two concepts, we cannot compare these results to the results of prior research on police officers' perceptions of police effectiveness.

### **CITIZEN'S COMPLAINTS**

For any police department, citizen's complaints can be a blessing or a curse. A well-functioning system for the receipt, investigation, and resolution of such complaints, if perceived by both the community and police officers as fair, demonstrates a law-enforcement agency's evenhandedness, honesty, transparency, and lack of bias. On the other hand, if the complaint system is perceived by the residents as unfair, broken, or biased, it can lead to strained police-community relations.<sup>19</sup> Likewise, if police officers feel the system is biased or fraught with frivolous complaints, then the citizen's complaint process loses credibility and can polarize police-community relations. There has been growing attention on public satisfaction with complaint systems yet the study of police satisfaction is only beginning to be explored.

As part of our baseline survey in Pasadena, we gathered data regarding officer's general satisfaction with the complaint process. Officers were asked if they have ever had a complaint filed against them by a member of the public. We found that more than three-quarters of the officers have had a complaint filed against them. See Figure 3.7. The PPD provided us with complaint statistics from 2001 through 2005. See Table 3.2.

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<sup>19</sup> Police Assessment Resource Center and Jerome, R. (June, 2006). "Promoting Police Accountability in Milwaukee: Strengthening the Fire and Police Commission."

Figure 3.7: Proportion of Pasadena police officers who have had a complaint filed against them

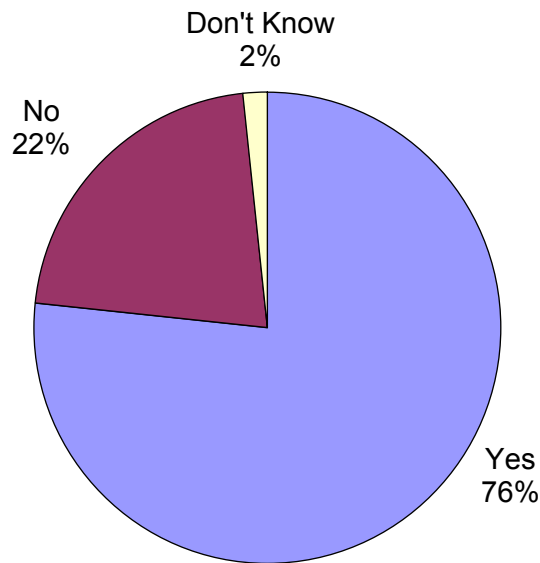


Table 3.2: PPD Complaint Statistics, 2001 - 2005

YEAR	2005	2004	2003	2002	2001
<b>Complaint By Classification</b>					
<b>AD (Internal)</b>	72	112	117	60	78
<b>IA (External)</b>	28	23	29	16	14
<b>TOTAL</b>	100	135	146	76	92
<b>Complaint By Category</b>					
<b>CUBO</b>	15	13	21	11	13
<b>PROCEDURE</b>	27	34	24	28	27
<b>FORCE</b>	8	17	11	14	8
<b>OTHER</b>	50	71	90	23	44
<b>Complaint Disposition<sup>20</sup></b>					
<b>SUSTAINED</b>	12	39	26	13	12
<b>NOT SUSTAINED</b>	8	15	18	7	1

CUBO: Conduct unbecoming of an officer.

PROCEDURE: Complaints alleging the employee failed to follow procedural guidelines.

FORCE: Complaints involving use of force, including handcuffing, control holds and alleged excessive force.

<sup>20</sup> Sustained means there were sufficient facts to prove the allegation(s) contained within the complaint. Not sustained means that there were insufficient facts to prove or disprove the allegation(s).

We found that by and large, officers were satisfied with how their complaint was handled. See Figure 3.8. As job satisfaction increased, so did satisfaction with the complaint process. Similarly, the more Pasadena police officers believed the community-police relationship was good, satisfaction with the complaint process increased, and vice-versa.

As shown above, of officers who have had a complaint filed against them, 74 percent were satisfied with how the complaint was handled. Believing that officers' satisfaction with the complaint system is also related to the ease at which citizens can file complaints, we looked at levels of support for the statement "Currently, it is too easy for a citizen to file a complaint against a police officer." A little over half of the 169 officers who answered this question either agreed or strongly agreed with this statement, while of the other half, 30 individuals were neutral, 42 disagreed, and four strongly disagreed. Comparing this question to the other indicator for satisfaction, we can see that although nearly three-quarters of officers were satisfied with how their complaint was handled, the majority of respondents, regardless of whether or not they had had a complaint filed against them, felt that it is too easy, in the current system, for citizens to file complaints against the police.

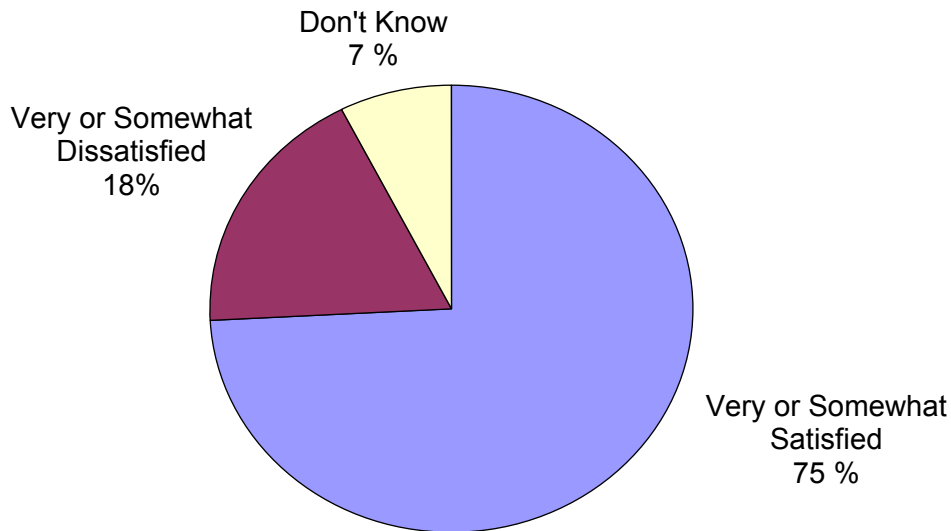
We do not know for certain if officers who were the subject of sustained complaints were less satisfied with the complaint process than officers whose conduct was exonerated.<sup>21</sup> The answer is hard to discern, in part, because of fluctuations over the last five years in the percentage of complaints sustained: In 2001, the rate was 13 percent, above the national average of 10 percent. The rate increased to 17.1 percent in 2002 to 17.8 percent in 2003. In 2004, the rate spiked to 28.9 percent but fell dramatically to 12 percent in 2005. Complicating matters was that our survey focused only on citizen's complaints and did not include complaints generated internally in the PPD against their own officers.<sup>22</sup>

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<sup>21</sup> We did not ask this question directly because of a worry that officers might be uneasy answering it and as a result would not complete the balance of the survey.

<sup>22</sup> The problem with using this number is that the numerator includes sustained complaints that were both internally and externally generated and our survey specifically asked only about externally generated complaints. Therefore, we are hesitant to draw any conclusions about a relationship between the sustained rate and satisfaction with the complaint process.

Figure 3.8: Satisfaction of Pasadena police officers who have had a complaint filed against them



Comparing police officers satisfaction with the citizen's complaint system is difficult due to the wide variation in complaint systems across the United States. Some cities utilize independent civilian review boards or police commissions to resolve complaints while others, like Pasadena, rely solely on internal affairs investigators to conduct complaint investigations. With these caveats in mind, only 32 percent of police officers in Cincinnati and 11.6 percent in Denver who received complaints were satisfied with the complaint process. In contrast, nearly 75 percent of police officers in Pasadena who received complaints were satisfied with the process.

#### **POLICE-COMMUNITY MEDIATION AND DIALOGUE PROGRAM**

The mediation and dialogue program (described in more detail in Chapter Two) has been in place since August 2005, yet to date there have been only two mediations between police officers and members of the public. Although the mediation component of the program is getting off to a slow start, almost one-third of the officers said that they had attended one of the two dialogues that were held before the survey was administered. As

such, it is premature to measure satisfaction with the mediation component. On the other hand, we were able to measure officers' awareness of the mediation program and their understanding of the concepts of mediation. We could also measure satisfaction with the public dialogues.

Before the mediation program officially began, there was an intensive training and outreach effort. All Pasadena police officers received training on the mediation program from June 1–10, 2005 in 1.5-hour sessions. Officers were briefed on the concepts of mediation, the mediation process, and the particular policies and procedures of the Pasadena program. Supervisors and the command staff, including sergeants, lieutenants, commanders and above, received in-depth training on the mediation program as well. These efforts appear to have paid off. Over 97 percent of the PPD was either somewhat or very familiar with the concepts of mediation. Thirty-five officers said that they would recommend mediation to others.<sup>23</sup>

Regarding the public dialogues, 77.4 percent was aware that the PPD was participating in them, although only 32 percent had attended one by the time the survey was administered. Of those that had attended a dialogue, Figures 3.9 and 3.10 demonstrate that nearly six in 10 felt that the public had an open mind during the event and more than nine in 10 were satisfied with the event. When asked if they would attend an event in the future, regardless if they had attended an event in the past, almost 70 percent said “Yes.” Results of our analyses suggest that older, more senior ranking officers who have served on the force longer were more likely to have attended one of the two dialogues.

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<sup>23</sup> We had attempted to limit this question to those who had actually participated in the mediation. Only two officers had done so since the initiation of the program. Nonetheless, 35 officers went ahead to answer the question and recommend mediation.

Figure 3.9: Proportion of Pasadena police officers who felt the public had an open mind during the dialogue

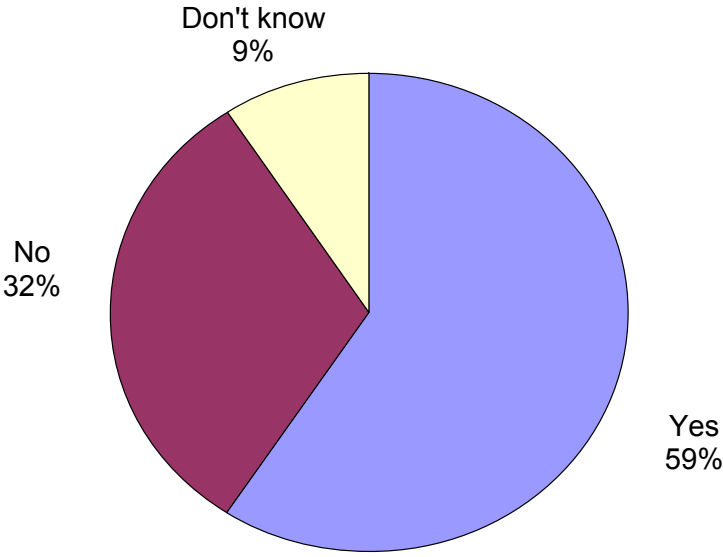
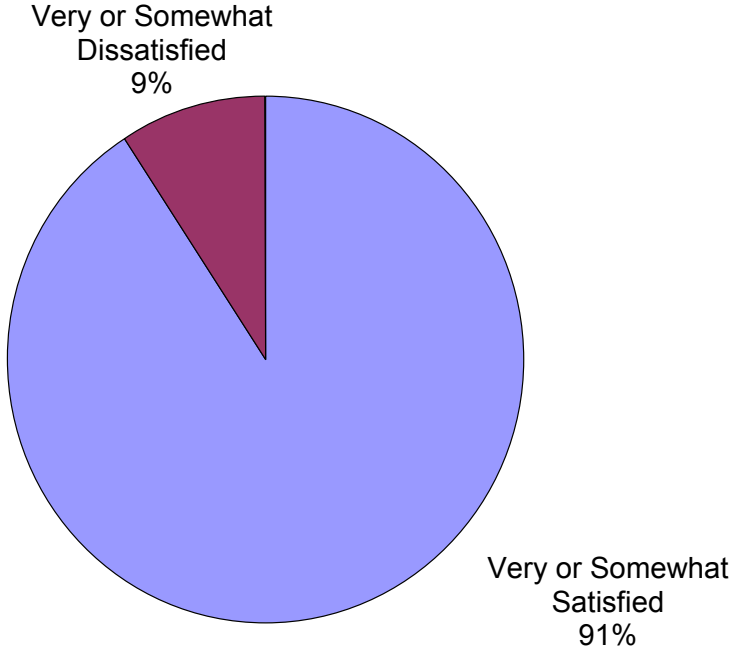


Figure 3.10: Pasadena police officer satisfaction with the public dialogues



## **CONCLUSION**

Those who advocate community policing should be comforted that its concepts and philosophy is widely, although by no means universally, accepted in the Pasadena Police Department. Chief Melekian and his command staff should take great pride and be publicly recognized for the extraordinarily high morale of Pasadena police officers and the high degree to which they are satisfied with their jobs and with their supervisors and command staff. Likewise, the Chief deserves high credit that gender, race, ethnicity, and rank are not significantly associated with job satisfaction or support for community policing. In Pasadena, women and persons of color in the PPD have not been left behind. Importantly also, PPD officers are willing to spend money as well as give verbal support to community policing functions. Compared to other cities that have been similarly surveyed, the Pasadena Police Department is a remarkably stable, happy, well-adjusted place.

On the other hand, it is curious that about half of the PPD thinks that minority communities complain unfairly of racial profiling or police abuse. Similarly, about half of Pasadena police officers do not believe the public understands their jobs, and 80 percent believes the public does not appreciate the difficulty of their jobs. Likewise, about one-fourth of PPD officers believes there is reason to distrust most citizens. The reasons behind these attitudes were beyond the scope of this survey but nonetheless should be further researched. It will be fascinating to learn whether these attitudes persist after the police-mediation and dialogue program has been supported and maintained for a significant period of time past the initial pilot year.

# 4

## Pasadena Residents

Public opinion surveys about the police increasingly are employed in the United States to measure perceptions of the quality of policing and police interactions with the public. Municipalities and police departments currently use three kinds of surveys for these purposes. The first and simplest form of survey measures public perceptions of all municipal services and asks only a small number of questions about policing. The Pasadena Public Affairs Office conducts such surveys annually. A second kind of survey is entirely dedicated to opinions about policing. These surveys obtain much greater depth and breadth of information about attitudes towards policing than the general surveys of satisfaction with municipal services. Our May/June 2006 survey of Pasadena residents is this kind of survey. New York City has been experimenting with a third kind of survey which measures not only public opinions of the police, but also the way that police handle routine encounters with residents.<sup>24</sup> Our survey attempted to do the same.

In order to facilitate comparison between Pasadena and other cities, the May/June survey was modeled in part on a survey instrument developed by Wesley Skogan in Chicago in the early 1990s. Pasadena respondents were asked questions in the following areas:

- perceptions of the quality of life in their neighborhood;
- opinions of police effectiveness;
- opinions of police misconduct;
- satisfaction with both voluntary and involuntary contacts with the police;
- satisfaction with the citizen complaint process; and
- awareness of the police-community mediation and dialogue program.

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<sup>24</sup> Vera Institute of Justice. (2004). "Assessing Police-Public Contacts in Seattle, WA."

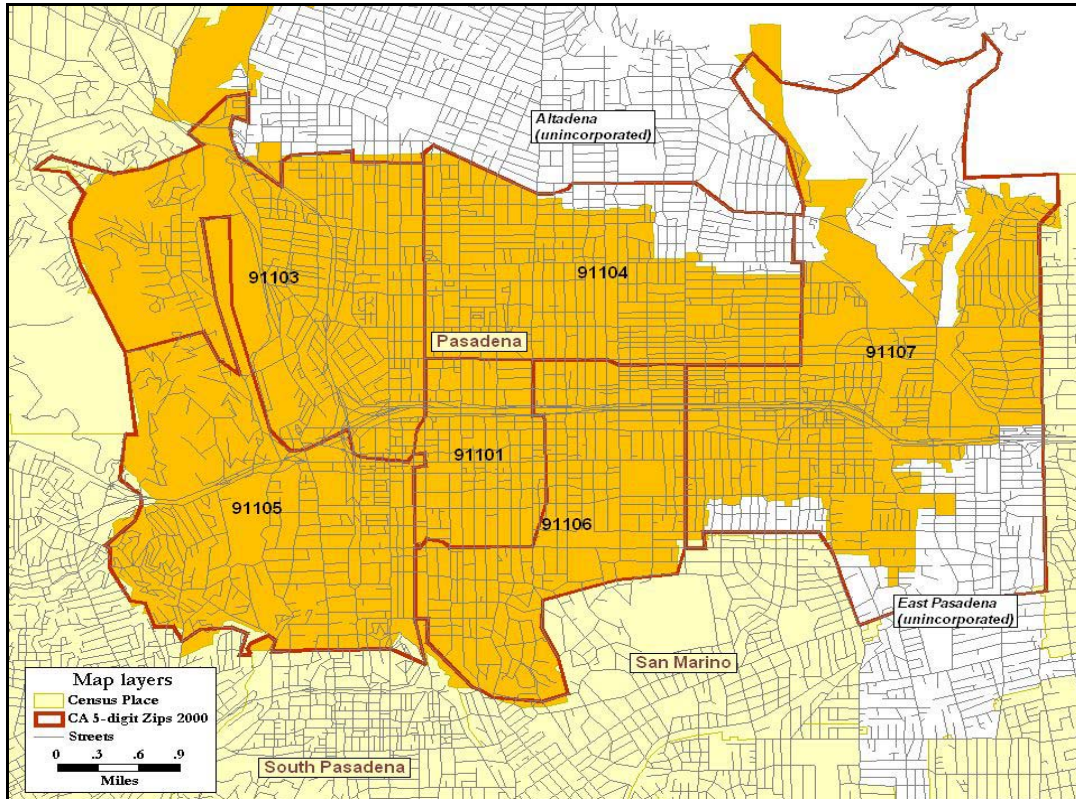
These same questions (excluding the mediation and dialogue questions) have been used in Chicago, New York, Seattle, and Washington, D.C. Thus, we were able to compare the responses of Pasadena residents to those in the other cities.

## **METHODS**

Interviews for the survey were conducted with Pasadena residents over the age of 18 from May 31 through June 15, 2006 by the National Demographics Corporation. Sampling quotas were established by race and ethnicity. The sample plan called for 380 interviews to be conducted in each of the four target ethnic groups: Anglo, African American, Asian, and Latino.

The interviews were conducted over a two week period. The first phase was random-digit-dialing, where respondents were drawn at random from Pasadena zip codes. Four zip codes were completely within Pasadena (91101, 91103, 91104, and 91106), while two other zip codes (91104 and 91107) also included neighboring unincorporated areas. To ensure we only surveyed adults from Pasadena itself, residents in 91104 and 91107 were asked whether or not they lived within "the incorporated area of the City of Pasadena." See Figure 4.1.

Figure 4.1: Pasadena Zip Codes



For all respondents, reverse phone books were used to confirm the addresses they provided or to fill in this information for those respondents who declined to answer the relevant questions. In order to achieve the target of 380 completed interviews per ethnic quota, secondary samples of Asian respondents were used. Asian respondents were selected at random from a targeted listing of Pasadena residents with Asian surnames. To reach the target of 380 African-American respondents, a higher ratio of phone numbers was selected at random from 91103, the area with the highest concentration of African-Americans.

The survey commenced on May 31, 2006, using random telephone numbers provided by Survey Sampling International. Interviewing concluded on June 15 when all quotas were met. Each household in the sample was telephoned up to five times. Households were called at different times of the day on different days, depending on the call result. For example, a household where there was no answer was called back on the same or on a subsequent day, though at least four hours later.

Precautions were made in the survey design to screen out households that were outside of Pasadena city limits and to capture both the respondent street address and cross streets. A small number of respondents both refused to answer the address and intersection questions and failed to match to an address in the reverse phone book, but all respondents were confirmed to reside within the incorporated Pasadena city boundary.

### *Weighting the Data*

Because the sample was stratified by race and ethnicity, it was not representative of the city's population. Regarding age, education, or whether the respondent was born in the United States, the original sample was actually quite close to the Pasadena population as measured by the 2000 Census. On the other hand, the racial and ethnic breakdown varied significantly from the Census statistics. Therefore, to ensure that sample results were representative of the views of the city as a whole, we weighted the sample based on Census racial and ethnic proportions when presenting frequencies on attitudes and experiences with the police. In all, the weighted sample represents a good approximation to Pasadena demographics. Table 4.1 contains both the weighted and unweighted sample numbers. In our sample, as in the city, African-Americans were disproportionately represented in the Northwest, while Anglos were more likely to reside in the East and West parts of the city. Additionally, Latinos were fairly evenly distributed across all areas and Asians were more likely to live in the East and Central areas in the city.

The majority of our sample was male (57 percent). Nearly 60 percent of our sample had at least a bachelor's degree, higher than the 2000 Census estimate of 41 percent. Three-quarters of respondents were born in the United States and the average number of years that respondents lived in Pasadena was 18. The distribution of age in our sample closely matched the Census, although our sample had slightly higher proportions of residents over the age of 35. Twenty percent of our sample was between the ages of 25 and 34; 22 percent between the ages of 35 and 44; 18 percent between 45 and 54; 12 percent between 55 and 64; and 18 percent were age 65 or above. Lastly, the majority of respondents owned their home (56 percent).

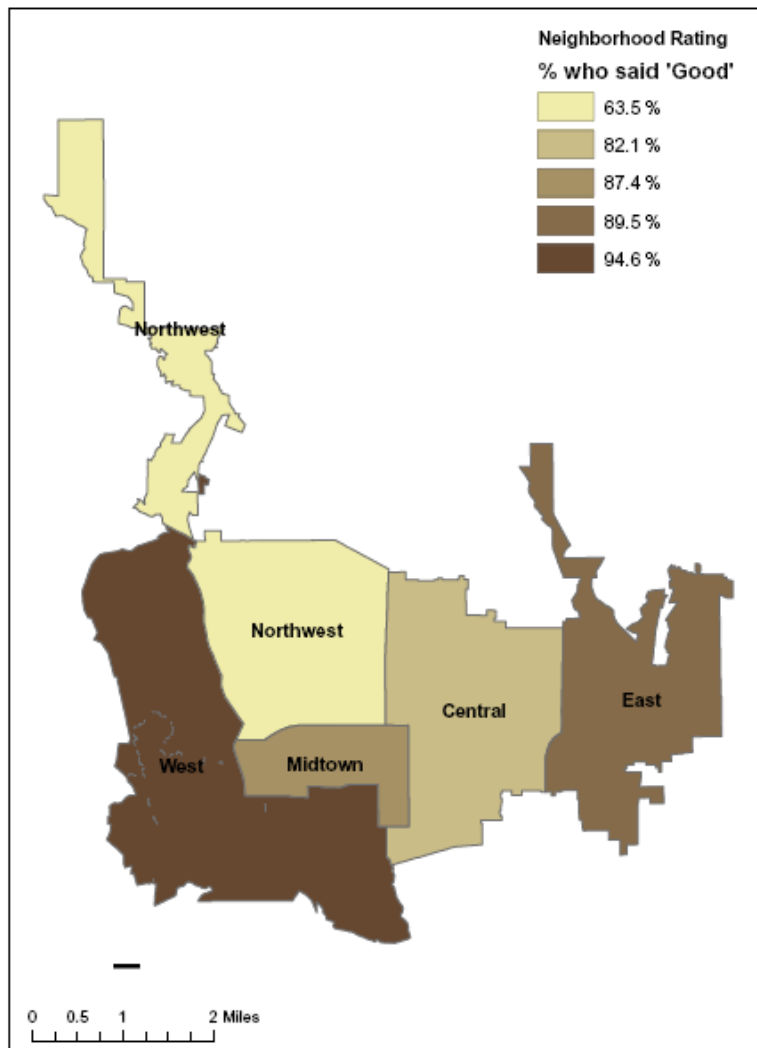
Table 4.1: Pasadena Residents Survey Respondent Demographics

	<i>n</i> <i>Unweighted</i>	%	<i>n</i> <i>Weighted</i>	%
<i>Gender</i>				
Male	877	57.5	872	57.0
Female	647	42.5	659	43.0
<i>Race</i>				
Asian or Pacific Islander	380	24.9	160	10.4
Black or African American	383	25.1	222	14.5
Latino or Hispanic American	381	25.0	530	34.6
White or Caucasian	380	24.9	619	40.5
<i>Education</i>				
Elementary School (or less)	32	2.1	34	2.2
High School Graduate/GED	305	20.4	318	21.1
Vocational or Technical Degree	25	1.7	29	1.9
Some College	246	16.4	236	15.7
College Degree	479	32.0	482	32.0
Graduate or Professional School	409	27.3	409	27.1
<i>Age</i>				
18-24	172	11.6	178	11.9
25-34	303	20.4	291	19.5
35-44	329	22.2	324	21.6
45-54	256	17.2	265	17.7
55-64	177	11.9	177	11.8
65 +	248	16.7	262	17.5
<i>Born in the United States</i>				
Yes	1068	70.8	1138	74.9
No	441	29.2	381	25.1
<i>Years lived in Pasadena</i>				
Average	17.99		18.11	
<i>Years lived in United States</i>				
Average	22.41		23.51	
<i>Home Ownership</i>				
Yes	839	55.9	864	57.1
No	661	44.1	648	42.9

## PERCEPTIONS OF PASADENA

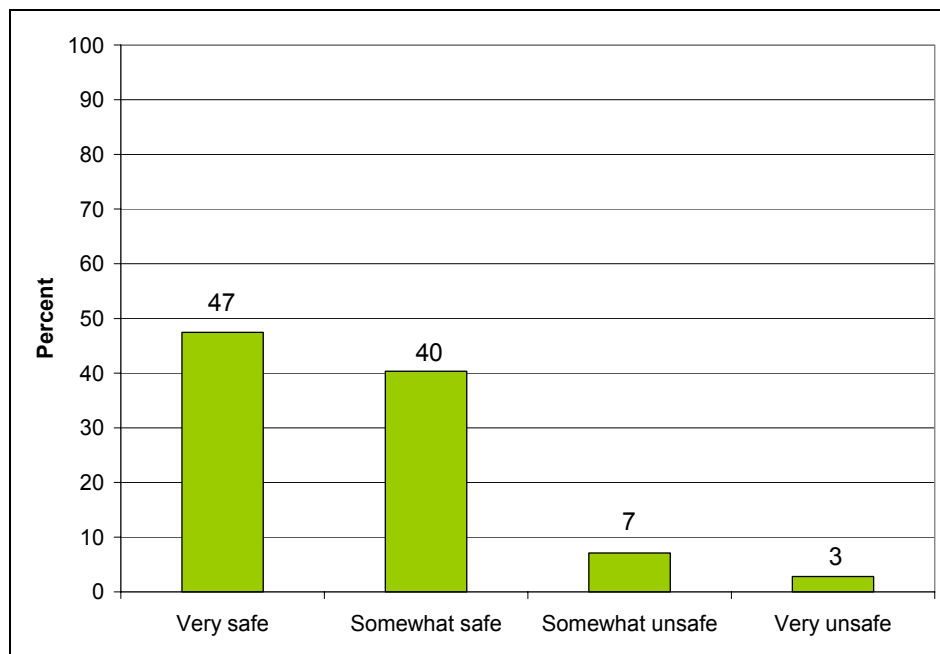
The first questions surveyed what residents thought about their neighborhood as a place to live, whether they felt safe, and how they felt about crime in the neighborhood. Overall, Pasadena residents held positive opinions about their neighborhood. Eighty-three percent believed that their neighborhood was at least a good place to live and only three percent believed that their neighborhood was a poor place to live. Yet even though most were positive about their neighborhood as a place to live, not all areas within Pasadena felt the same. Figure 4.2 shows that residents in the Northwest community service area were significantly less positive about their neighborhood as a place to live whereas those in the West and East service areas were extremely positive about their own neighborhoods.

Figure 4.2: In general, how would you rate your neighborhood as a place to live?



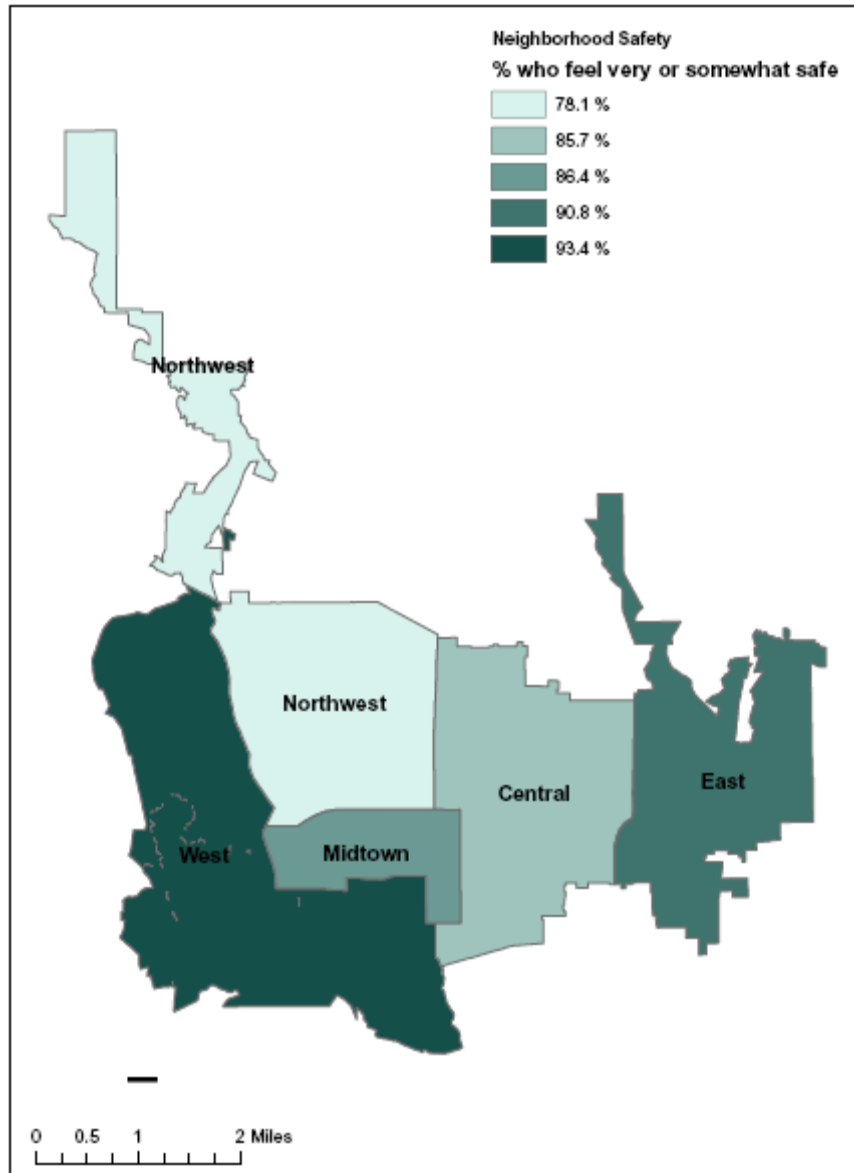
Eighty-seven percent of respondents reported that they felt at least somewhat safe when walking in their neighborhoods at night, as compared to seven percent reporting that they felt somewhat unsafe and three percent reporting that they felt very unsafe. See Figure 4.3. African-Americans and Latinos were more likely to report that they felt unsafe than whites. Additionally, males were slightly more likely to feel unsafe than females and less-educated residents were also more likely to report feeling unsafe in their neighborhood at night.

Figure 4.3: How safe do you feel walking in your neighborhood at night?



Although we did find that the majority of residents felt at least somewhat safe alone in their neighborhood at night, residents in different areas within Pasadena felt significantly different about their safety at night. In particular, residents in the Northwest service area felt the least safe of residents in all other areas. See Figure 4.4. These results are consistent with our findings that African-Americans and Latinos felt less safe in their neighborhoods.

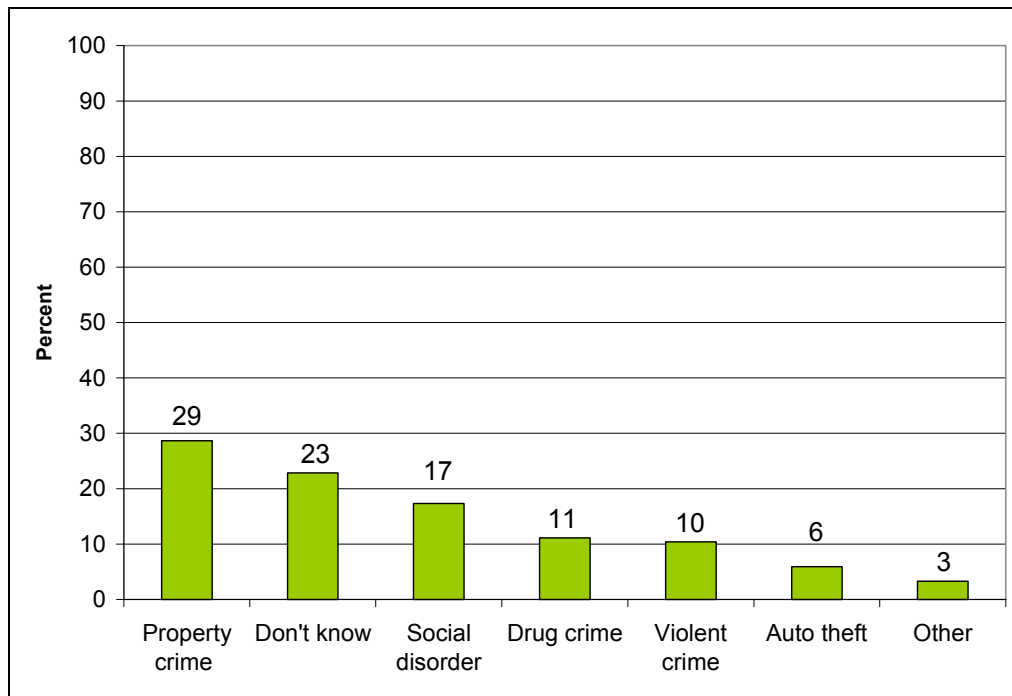
Figure 4.4: Proportion of neighborhood residents who feel safe at night



The high general perception of safety seems to be backed by respondents' perceptions of neighborhood crime problems. When Pasadena residents were asked if they believed that crime in their neighborhood had increased, decreased, or remained the same over the past two years, 75 percent reported that they believed that crime had either stayed the same or decreased. Nearly ten percent of the respondents did not have an opinion about crime, leaving just fourteen percent of respondents reporting that crime had increased over the last

two years. There were no differences between racial and ethnic groups and Pasadena service areas in terms of their perceptions of crime increasing or decreasing. When asked about their perceptions of the most serious crime problem facing their neighborhood, the most often selected category was property crime, with nearly one in three respondents choosing this category. While property crime was given priority, more serious violent crimes were not seen as much of a concern, with just ten percent reporting violent crime as a serious concern. See Figure 4.5. There were differences in the types of crimes racial and ethnic groups assessed most serious—a greater proportion of those who felt that auto theft and property crimes were the most serious problems were white while the largest proportion of those who reported that violent crime, drug crime, and social disorder were the most serious concerns were Latino.

Figure 4.5: Most serious crime problem in your neighborhood?



Further analysis showed that there were significant differences between minority residents and whites on their perceptions of Pasadena. In particular, whites held more positive views than African-Americans, Asians, and Latinos of their neighborhood as a place to

live, felt safer in their neighborhoods at night, and were more likely to report that the police were responsive to their concerns, as further discussed below.

### **POLICE EFFECTIVENESS**

As far back as the 1930's, surveys have been used to measure public perceptions of police effectiveness.<sup>25</sup> The academic study of public perceptions of the police has become more prevalent in the past several decades as community oriented policing, which emphasizes police-public partnerships, developed into the dominant policing philosophy across the United States. More recent surveys measure the public's perception of individual officer performance, the quality of police services, police-community relations, and the impact of community policing programs.

In a nationally representative sample, approximately 25 percent of local police agencies reported in 1999 that they had surveyed their constituency within the previous year about satisfaction with the police.<sup>26</sup> Furthermore, a study conducted in 2002 analyzed the results of more than 100 separate studies on public perception of the police.<sup>27</sup> The topic is important. Research has shown that residents who are dissatisfied with the police are less likely to contact them or provide them with information.<sup>28</sup> Importantly, as public servants, the police *ought* to be concerned with the satisfaction of the communities they serve.

Satisfaction with the police, however, is qualitatively different than perceptions of police *effectiveness*. People can be satisfied that police treated them respectfully or kept them up to date on the progress of their case, but may yet believe that the police are failing at preventing crime in their neighborhood. As it is used here, perceptions of police effectiveness are the public's subjective evaluations of how well the police are performing their duties. That is to say, perceptions of police effectiveness are public opinions on how the police are doing at achieving measurable objectives such as reducing crime and

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<sup>25</sup> Bellman, A. (1935). "A police service rating scale," *Journal of Criminal Law and Criminology*, Vol. 26, pp. 74-114; Parratt, S.D. (1938). "A scale to measure effectiveness of police functioning," *Journal of the American Institute of Criminal Law and Criminology*, Vol. 28, pp. 739-56.

<sup>26</sup> Hickman and Reaves, 2001.

<sup>27</sup> Brown, B. and Benedict, W.R. (2002). "Perceptions of the police: Past findings, methodological issues, conceptual issues and policy implications," *Policing*, Vol. 25, No. 3, pp. 543-80.

<sup>28</sup> Decker, 1985.

disorder or responding to calls for service. And, since the spread of community policing, the public's perceptions of how well the police are working with residents to solve problems have become particularly important.

Most research on public perceptions has found that the general public holds a favorable view of the police. Research on perceptions of police effectiveness, however, has produced mixed results. For example, surveys for the 1967 President's Commission on Law Enforcement and the Administration of Justice found that although most respondents had never actually requested police assistance, the majority felt that the police were ineffective and favored more assertive policing tactics. We found the opposite to be the case in Pasadena. Although most Pasadena residents had not had contact with the police in the past twelve months, the vast majority reported that they believe the PPD is effective at preventing crime, responding to calls for service, and working with residents to solve problems.

Prior research has also shown that age is one of the most consistent predictors of attitudes toward the police: Young persons hold more negative views of the police than do older ones. Our results were the same. Younger residents in Pasadena were somewhat more likely to display negative attitudes toward the police. Most research also shows that African-Americans have more negative views of the police than both Latinos and whites. Again, our results in Pasadena were the same. We found that Latinos were somewhat more likely than whites to hold negative views of police effectiveness and that African-Americans were substantially more likely to hold negative views than both whites and Latinos.

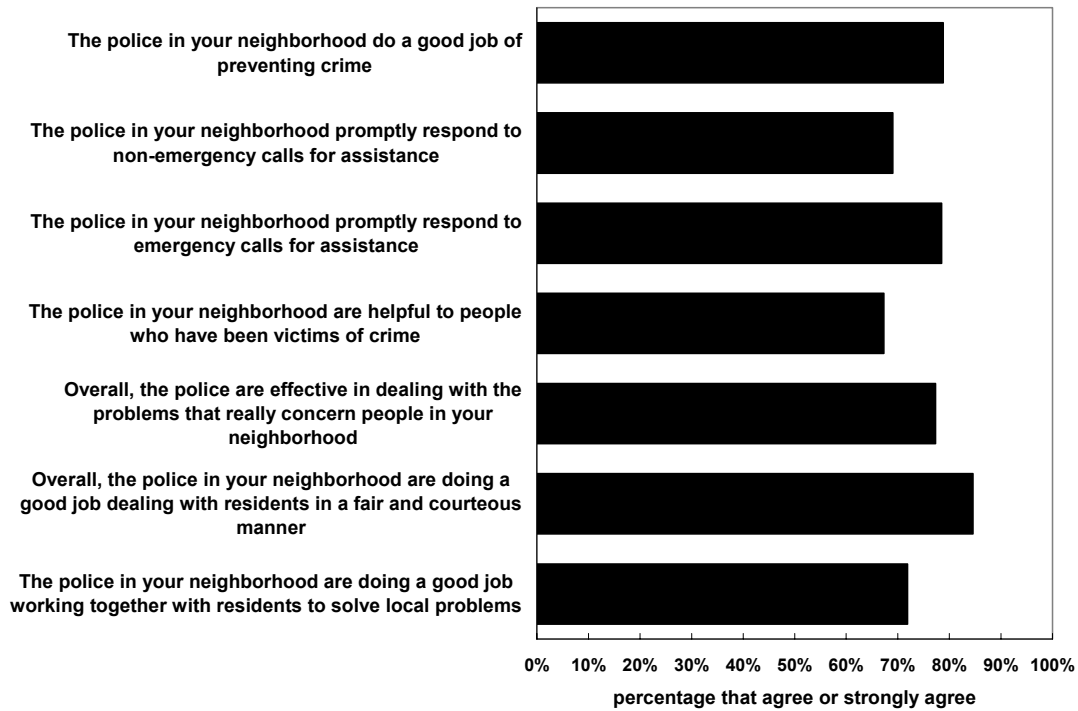
Newsworthy public events shape attitudes toward the police. Support for the police, for example, tends to decline after controversial incidents of police misconduct. Studies conducted after three major incidents of police brutality in Los Angeles (Eulia Love in 1979; Rodney King in 1991; and the beating of two Mexican immigrants in 1996) found that there were significant declines in the approval ratings of police after each incident. Positive contact with the police results in more positive views of the police and vice versa.

Additionally, those who initiate contact with the police have more positive views than those whose contact was initiated by the police. Next, we discuss the results of our examination of the influence of these and other factors on public perceptions of police effectiveness in Pasadena.

We asked residents the extent to which they agreed or disagreed with a series of seven statements about police effectiveness in Pasadena. These same questions were also asked in Chicago, New York, Seattle, and Washington, D.C. By including identical items on the Pasadena survey, we were able to compare the responses of Pasadena residents to residents of the other cities.

The majority of respondents believed that the police did a good job in preventing crime, responding to non-emergency and emergency calls, assisting crime victims, dealing with neighborhood problems, treating residents fair and courteously, and working together with community members to solve problems. See Figure 4.6. When asked about their perceptions of the ability of the police to prevent crime, nearly 80 percent of respondents reported that the police in Pasadena do a good job of preventing crime; 70 percent felt the police do a good job in responding to non-emergency calls, and more than 78 percent felt they do a good job promptly responding to emergency calls for assistance.

Figure 4.6: Residents' perceptions of police effectiveness



There were similarly high ratings of effectiveness for community policing activities. Over three-quarters of respondents reported that police are effective in dealing with neighborhood problems, 85 percent believed that the police treat residents fair and courteously, and 72 percent felt the police worked well with residents to solve local problems.

When compared with other cities on measures of police effectiveness, Pasadena respondents were extremely positive. See Table 4.2. Pasadena residents had by far the most positive views of police effectiveness than residents of other cities. For example, Vera found in 2003 that residents in Seattle held the surveyed cities' most favorable opinions of the police, most notably as regards police effectiveness at preventing crime and helping crime victims. We found that a larger proportion of Pasadena residents held favorable views of the police than Seattle residents on those two items, particularly with regard to how helpful the Pasadena police are in helping crime victims. Whereas 51 percent of Seattle residents thought the Seattle Police Department worked well with residents to solve problems, 72 percent in Pasadena thought so.

Table 4.2: Percentage of respondents in Pasadena and other cities who agreed with statements about police effectiveness

	New York 1997	Washington 1999	Chicago 2003	Seattle 2003	<b>Pasadena 2006</b>
<b>Agree or Strongly Agree that police:</b>	%				
Do a good job of preventing crime	50	53	60	76	<b>79</b>
Are helpful to crime victims	38	36	50	57	<b>67</b>
Are effective in dealing with problems that concern people	48	57	62	65	<b>77</b>
Work together with residents to solve local problems	35	49	54	51	<b>72</b>

We combined the responses of Pasadena residents on seven items relating to opinions of police effectiveness.<sup>29</sup> Our analyses showed that two factors, gender and race, were strongly related to ratings of police effectiveness. Additionally, we also found that being born outside of the United States and general feelings toward Pasadena as a place to live were also related to ratings of police effectiveness, but to a lesser degree.

Prior research has produced differing results on the relationship between gender and perceptions of the police: Some found that women hold more positive views while other studies have found the opposite. Other surveys found no relationship between gender and attitudes toward the police. Yet, in Pasadena, men are considerably more likely than women to have higher ratings of police effectiveness.

As we mentioned above, most research has found that African-Americans, and to a lesser degree Latinos, have more negative views of the police than do whites. One study in 1996, however, found that in Detroit African-Americans had a more positive view of the police than whites, suggesting that when African-Americans are the majority and control city government, particularly when the Chief of Police is African-American, the attitude of white residents is akin to those of minority African-American communities elsewhere.<sup>30</sup> We found that the more positive respondents felt about Pasadena as a place to live, the more effective they felt the police were. These results are consistent with prior research

<sup>29</sup> The reliability coefficient for this measure was .903.

<sup>30</sup> Frank, J., Brandl, S., Cullen, F.T., and Stichman, A. (1996). Reassessing the impact of race on citizens' attitudes toward the police: A research note," *Justice Quarterly*, Vol. 13, pp. 321-34.

that found people who held negative opinions of their neighborhoods also tended to hold negative opinions of the police.<sup>31</sup>

We also found that not only did perceptions of police effectiveness vary by gender and race strongly and other factors more weakly, but where residents lived made a difference in how they perceived the police. On three of the seven effectiveness items—preventing crime, dealing with neighborhood problems and concerns, and working with residents to solve local problems—residents who lived in the Northwest community service area (roughly equivalent to the neighborhood boundaries for the community of “Northwest Pasadena”) had more negative attitudes toward police. See Table 4.3. These findings are consistent with our findings regarding the relationship between race and police effectiveness as the Northwest service area is disproportionately African-American and to a lesser degree Latino; both of which have more negative views of the police.

Table 4.3: Percentage of respondents in Community Service Areas who agreed with statements about police effectiveness

	West	Northwest	Central	East	Midtown	Statistical Significance	Overall
<b>Agree or Strongly Agree that police:</b>	%						%
Do a good job of preventing crime	79	72	80	81	85	p < .01	78
Respond promptly to non-emergency calls for assistance	64	67	71	68	68	ns	68
Respond promptly to emergency calls for assistance	77	78	82	76	75	ns	78
Are helpful to crime victims	63	70	71	65	66	ns	68
Dealing with neighborhood problems and concerns	78	71	79	79	81	p < .05	77
Dealing with residents in a fair and courteous manner	85	81	87	86	86	ns	85
Work together with residents to solve local problems	67	67	76	77	73	p < .01	72

ns = not statistically significant

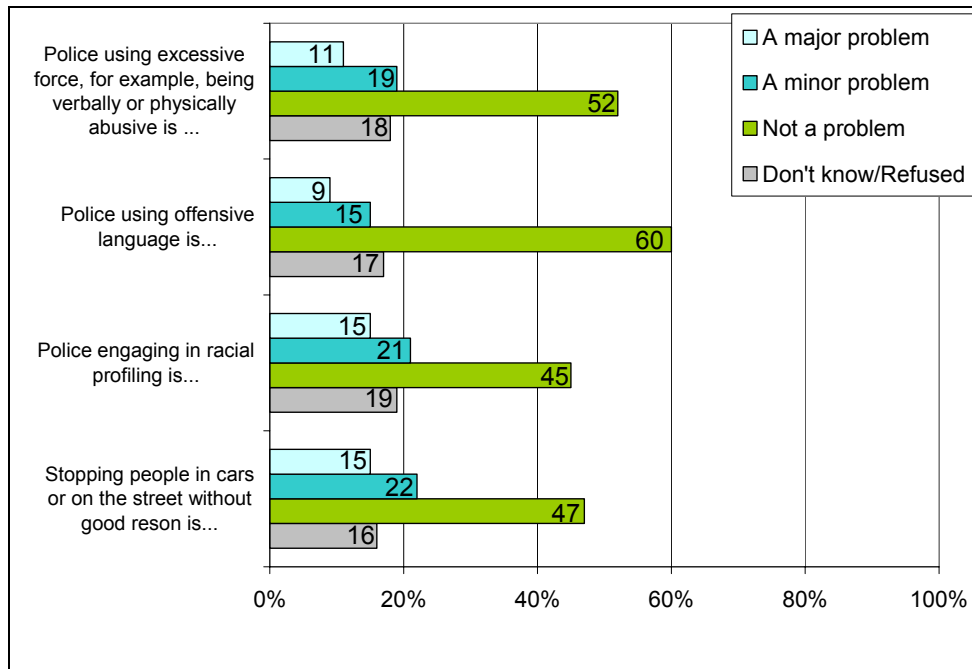
<sup>31</sup> Jesilow, P., Meyer, J.A. and Namazzi, N. (1995). Public attitudes toward the police,” *American Journal of Police*, Vol. 14, pp.67-88.

## POLICE MISCONDUCT

As discussed above, awareness or perceptions of police misconduct are a strong predictor of attitudes toward the police. Pasadena residents were asked to respond to a series of statements related to misconduct, including questions about racial profiling, unwarranted stops, offensive language, and excessive force.

For example, sixty percent of respondents felt that police use of offensive language was not a problem, and slightly over half felt that excessive force was not a problem. On the other hand, one-third of Pasadena residents reported that police engaging in racial profiling or stopping people in cars or on the street without good reason was at least a minor or major problem. Figure 4.7 depicts the responses to the misconduct questions.

Figure 4.7: Opinions about police misconduct



For our analysis, we combined the responses to all four questions relating to misconduct.<sup>32</sup> Education, race, home ownership, contact with the police in the last year, and perceptions

<sup>32</sup> The reliability coefficient for our scale of perceptions of police misconduct was .869.

of police effectiveness were all related to attitudes about police misconduct. Residents with more formal education, who own their home, and who have positive opinions of police effectiveness, were somewhat less likely to view police misconduct as a problem. Those who have had contact with the police were somewhat more likely to view police misconduct as a problem.

The most significant difference on questions about police misconduct, however, was between racial and ethnic groups. Asians, African-Americans, and Latinos were significantly more likely than Anglos to perceive police misconduct as a problem in Pasadena. Table 4.4 shows that the proportion of African-Americans who felt police misconduct was a problem across all four types of misconduct was more than twice that of whites who felt the same. While not to the same degree, significantly higher proportions of Latinos and Asians reported that all four types of police misconduct were at least a minor problem.

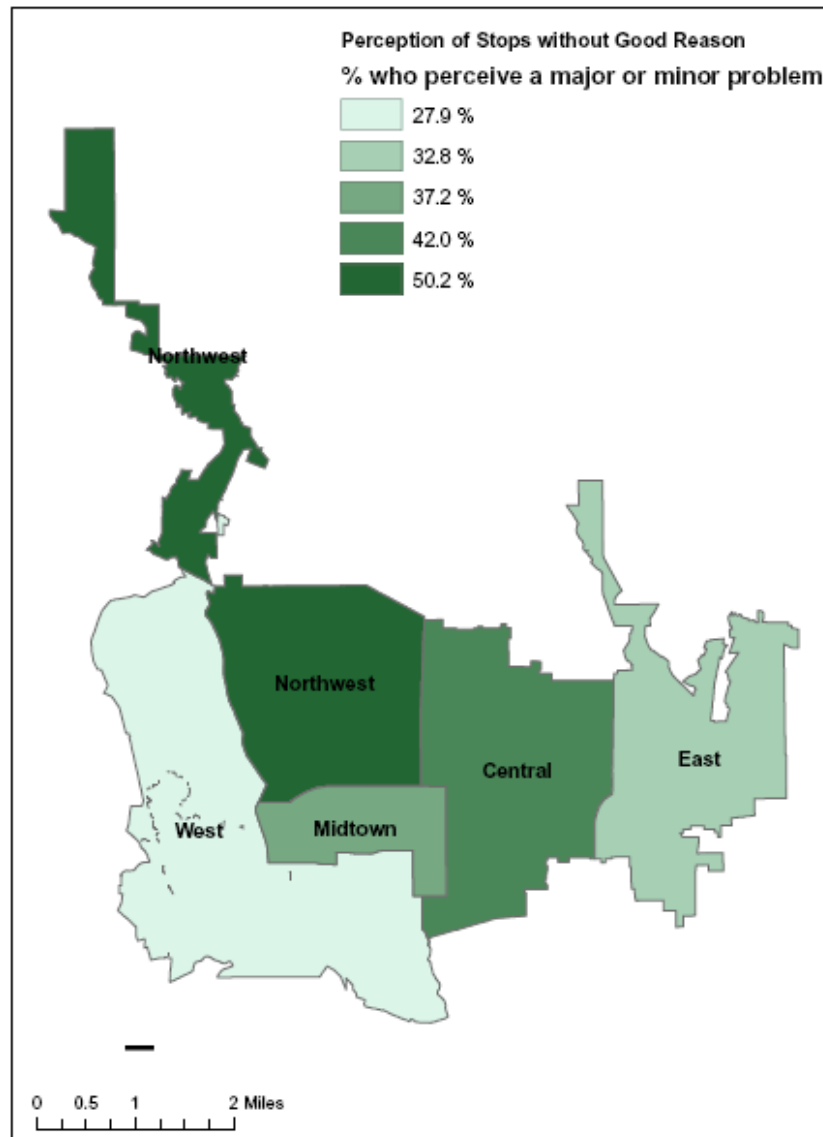
Table 4.4: Percentage of respondents who perceived problems with police misconduct, by race and ethnicity (all respondents, N=1524)

	Asian or Pacific Islander	Black/ African American	White/ Anglo	Latino/ Hispanic	Statistical significance	Overall
<b>Perceive major or minor problems with police:</b>	%					%
Stopping people without good reason	34	53	26	45	p<.01	39
Engaging in racial profiling	34	52	23	45	p<.01	39
Using offensive language	25	34	15	28	p<.01	26
Being verbally or physically abusive	27	44	18	38	p<.01	32

We also found that perceptions of police misconduct differed by service area. See Figure 4.8. Significantly greater proportions of residents in the Northwest service area and the more central locations of the Midtown and Central service areas felt that police stopping

people without good reason was at least a minor problem than residents in the East and West service areas who felt the same.<sup>33</sup>

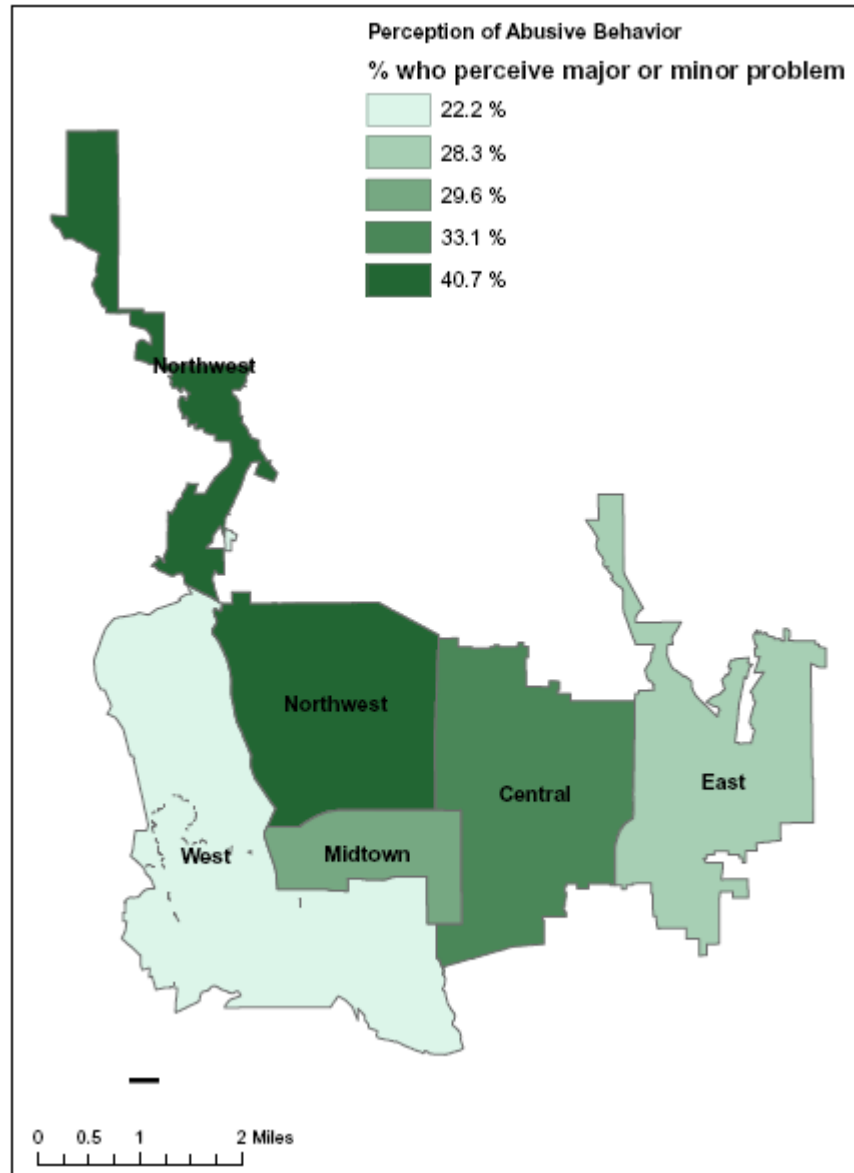
Figure 4.8: Perceptions of police stopping people without good reason



<sup>33</sup> We did not include a map of perceptions of racial profiling. While there were significant differences in the perceptions of racial profiling across service areas, the proportions were similar to responses to the survey item asking about police stopping people on the street or in cars without good reason. This indicates that the questions were tapping similar constructs, most likely racial profiling, and as such, we did not feel it necessary to include an illustration of the separate racial profiling question.

Furthermore, greater proportions of residents in the Northwest and more centrally located service areas also felt that police being verbally and physically abusive was a problem. See Figure 4.9.

Figure 4.9: Perceptions of police being verbally and physically abusive



Compared with residents in other cities, residents in Pasadena, while quite positive generally about the absence of police misconduct, were neither the most positive nor the most negative on two of the three similar questions. See Table 4.5.

Table 4.5: Percentage of respondents in Pasadena and other cities who perceived problems with police misconduct

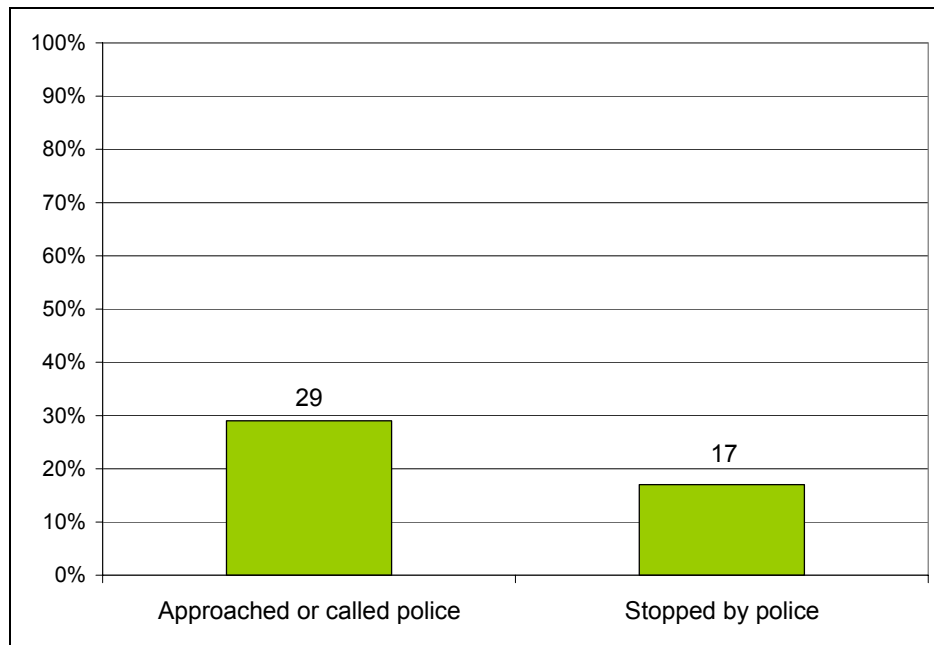
	New York 1997	Washington 1999	Chicago 2003	Seattle 2003	<b>Pasadena 2006</b>
<b>Perceive major or minor problems with the police:</b>	%				
Stopping people without good reason	45	20	33	50	<b>37</b>
Using offensive language	53	na	na	27	<b>24</b>
Being verbally or physically abusive	52	20	33	42	<b>30</b>

### CONTACT WITH THE POLICE

Research shows that people who initiate the contact with the police hold more positive views of the police (not surprisingly) than those whose contact was initiated by the police. Some research has found that contact with the police has a stronger impact on satisfaction with the police than age, race, or socioeconomic status.

We asked respondents if they had ever had a voluntary contact with the police (call the police for assistance) or had an involuntary contact with the police (were stopped by the police) over the past year. Of the 1,524 community members surveyed, a total of 447, or 29 percent, reported that they had approached or sought help from the Pasadena Police Department within the previous twelve months, and 253, or 17 percent, report being stopped by the police. These figures are considerably lower than the figures observed in previous research where, on average, about half of the residents report having had a voluntary contact with the police during the past year and about one-quarter report having an involuntary contact. See Figure 4.10.

Figure 4.10: Experience with the police



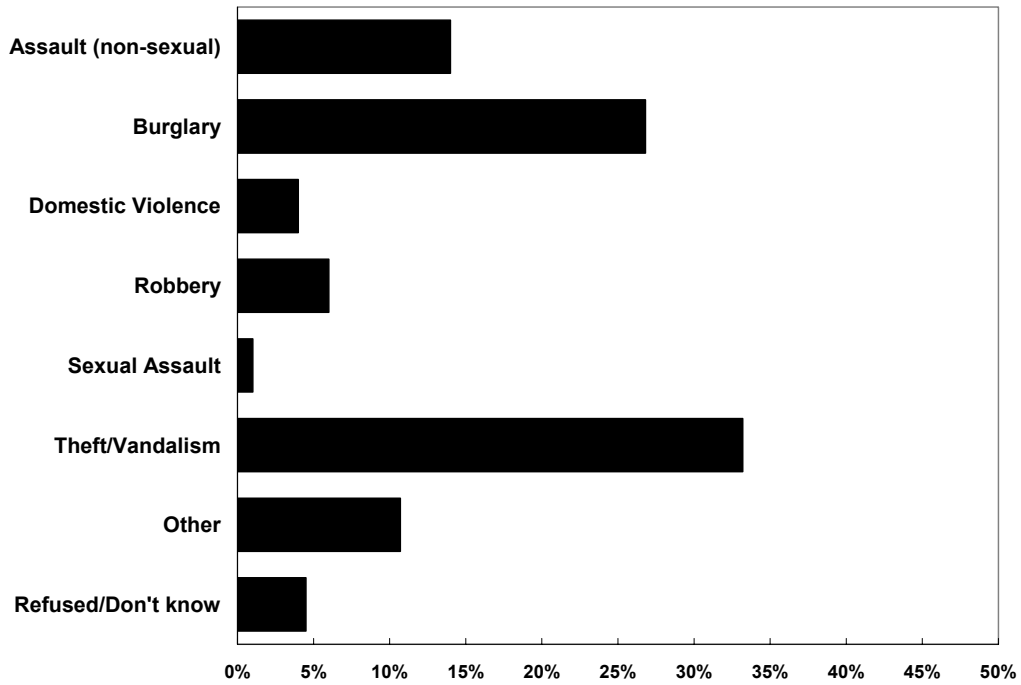
One possible explanation for this may be community setting. Previous work focused on large urban settings—New York and Seattle—where more frequent contact with the police may occur than in Pasadena.

#### *Voluntary Contact with the Police*

When asked why they had contacted the police, 13 percent of Pasadenans reported that they had called the police to report a crime, and 12 percent reported that they contacted the police to make a non-criminal report. An additional 12 percent reported that they had called the police to complain about a suspicious person or noise, and 11 percent called about some other neighborhood concern. Finally, just 5 percent reported that they had initiated contact in an outreach program such as Neighborhood Watch, and 9 percent called for unspecified reasons.

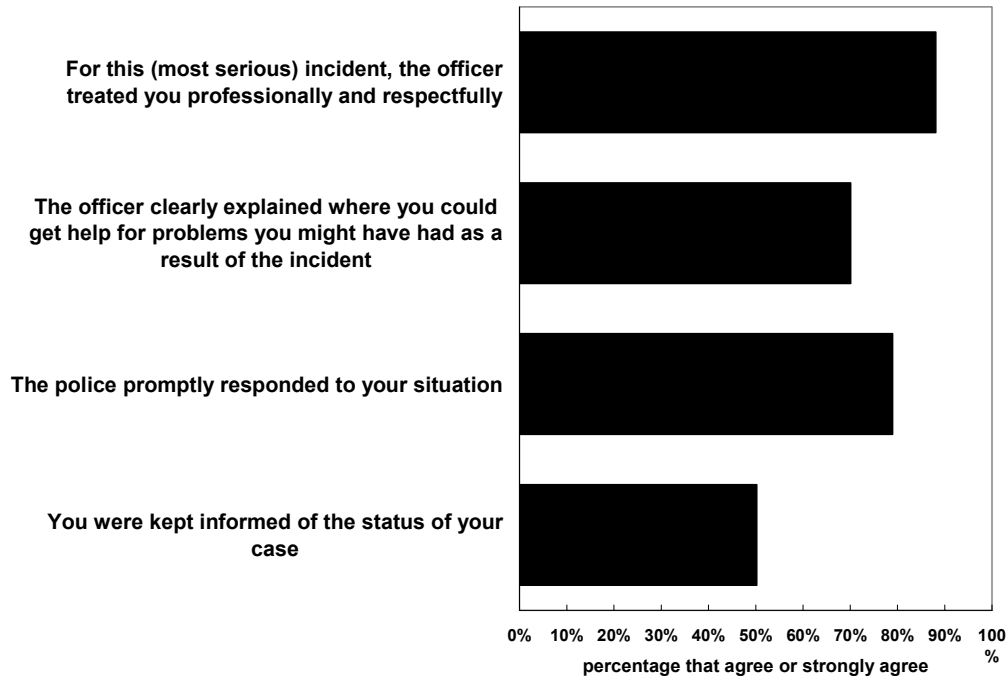
Of those who initiated contact with the police, 146, or 33 percent, were victims of crime. The majority of crimes committed against our sample of Pasadena residents were property crimes (burglary and theft/vandalism). Still, 14 percent were assaulted, 6 percent had been robbery victims, and 4 percent had been the victims of domestic violence. See Figure 4.11.

Figure 4.11: Type of reported victimization



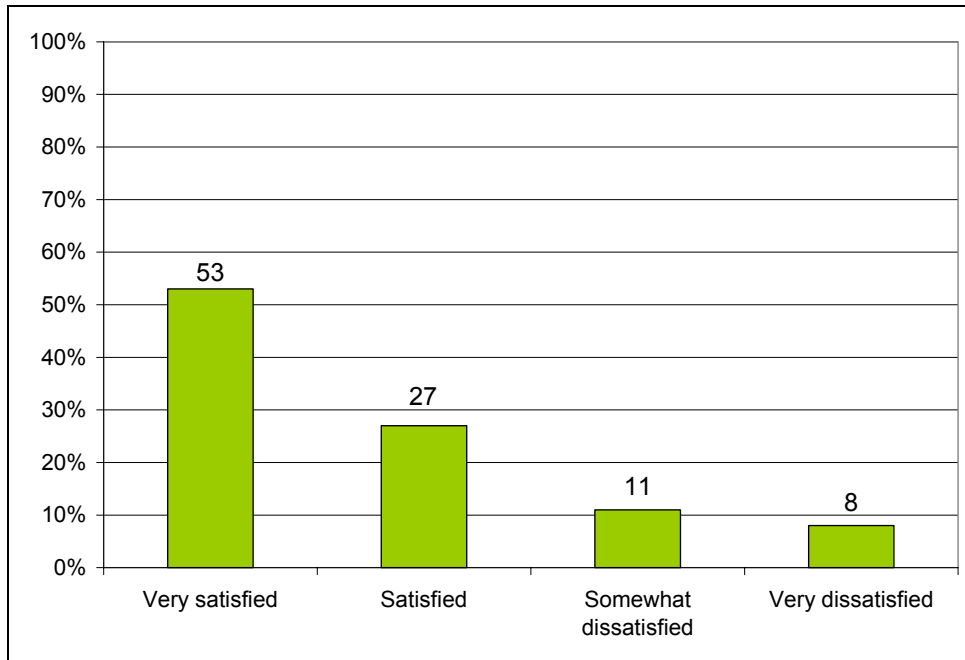
Pasadena residents who approached or sought help from the PPD were generally very satisfied with how the police handled their situation. See Figure 4.12. There was only one indicator of satisfaction which did not elicit as positive a response as others: Only 50 percent of respondents felt the police kept them informed about the status of their case.

Figure 4.12: Satisfaction with voluntary contact with the police



Otherwise, most agreed that the police treated them professionally and respectfully, clearly explained where they could get help, and were quick to respond. A final question asked respondents to rate their overall satisfaction with their contact with police. See Figure 4.13. Eighty percent of respondents reported that they were satisfied with their overall experience.

Figure 4.13: Overall, how satisfied were you with the way the police handled your situation



Age, race, education, length of residence in Pasadena and the United States were not related to satisfaction with voluntary contact with the police.<sup>34</sup> Residents holding positive views of police effectiveness and that thought misconduct by Pasadena police officers was not a problem were also more satisfied with their encounter with the police. These findings are consistent with past research conducted in Canada, China, Eastern Europe, Nigeria, and the United States, which found that knowledge or perception of police misconduct had a significant impact on how people rate police services.<sup>35</sup>

#### *Involuntary Contact with the Police*

A total of 253 persons, or 17 percent of respondents, reported that they had an involuntary contact with the police over the past year (see Figure 4.6 above). These respondents were most often contacted by police while driving, presumably for a traffic infraction. Four percent reported that they had an involuntary contact with the police while walking. Four percent were searched and frisked during their contact. Finally, six percent of respondents

<sup>34</sup> For our statistical analysis, we combined the responses from all four items about satisfaction with voluntary contact with police. The reliability coefficient for this scale was .807.

<sup>35</sup> Brown and Benedict, 2002.

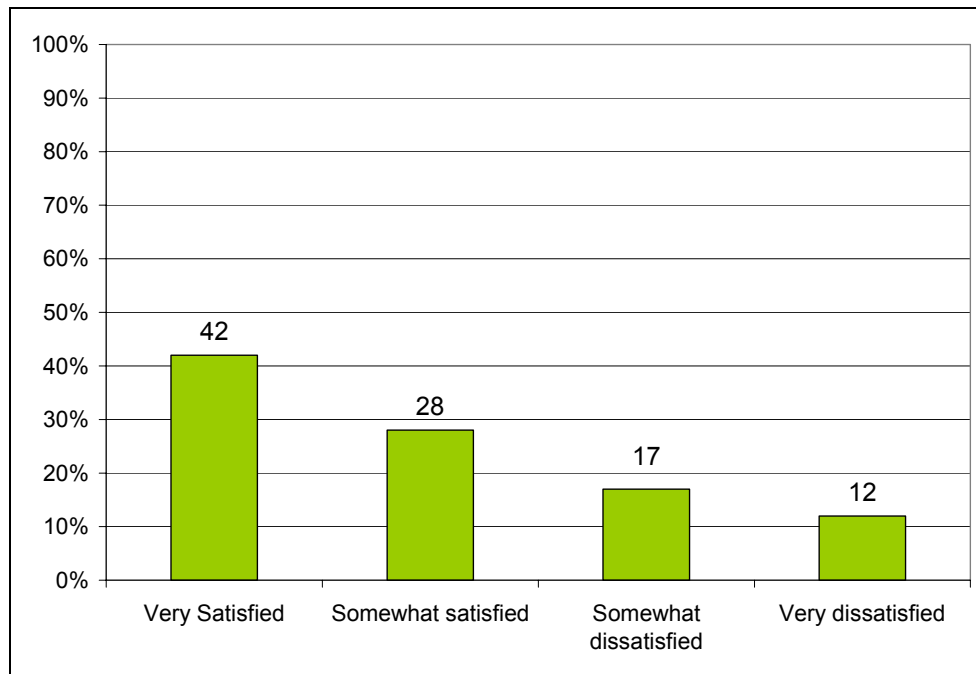
reported having an involuntary contact which involved a traffic accident or an arrest. See Figure 4.14. Two-thirds had been stopped once, 16 percent had been stopped twice, 9 percent had been stopped three times, and nearly 8 percent reported that they had been stopped five or more times. Further analysis showed that of those who had been stopped by police, African-Americans were stopped on average three times during the previous year as compared to only once for whites. Latinos averaged around twice in the past year and Asians averaged only one stop by police.

Figure 4.14: Type of involuntary contact reported by respondents



Seventy nine percent of respondents reported that they were treated professionally and respectfully during their involuntary contact. An additional 76 percent reported that the officer clearly explained the reason why they were stopped, and nearly two-thirds reported that the officer clearly explained what further action the respondent needed to take in regard to the stop. Sixty percent of respondents agreed that the officer had a valid reason for stopping them, and 71 percent reported that the time involved in the encounter was reasonable. When asked about their overall satisfaction with the involuntary stop, 70 percent of respondents reported that they were satisfied with the way the officer handled their situation. See Figure 4.15.

Figure 4.15: Overall, how satisfied were you with the way the officer handled your situation



Men were significantly more satisfied with these encounters than women.<sup>36</sup> Race, age, and education were not related to satisfaction. While prior research has found that being arrested was related to negative evaluations of the police, this was not the case in Pasadena. We found that being searched or frisked during the encounter led to more dissatisfaction than an arrest.<sup>37</sup> As far as those who had been searched, 76 percent were Latino and 19 percent were African-American. And in fact, Latinos were significantly more likely than whites to have had multiple enforcement actions taken toward them by the police. Those who perceived misconduct to be a problem and who felt the police were ineffective were more dissatisfied. These results are consistent with prior research.

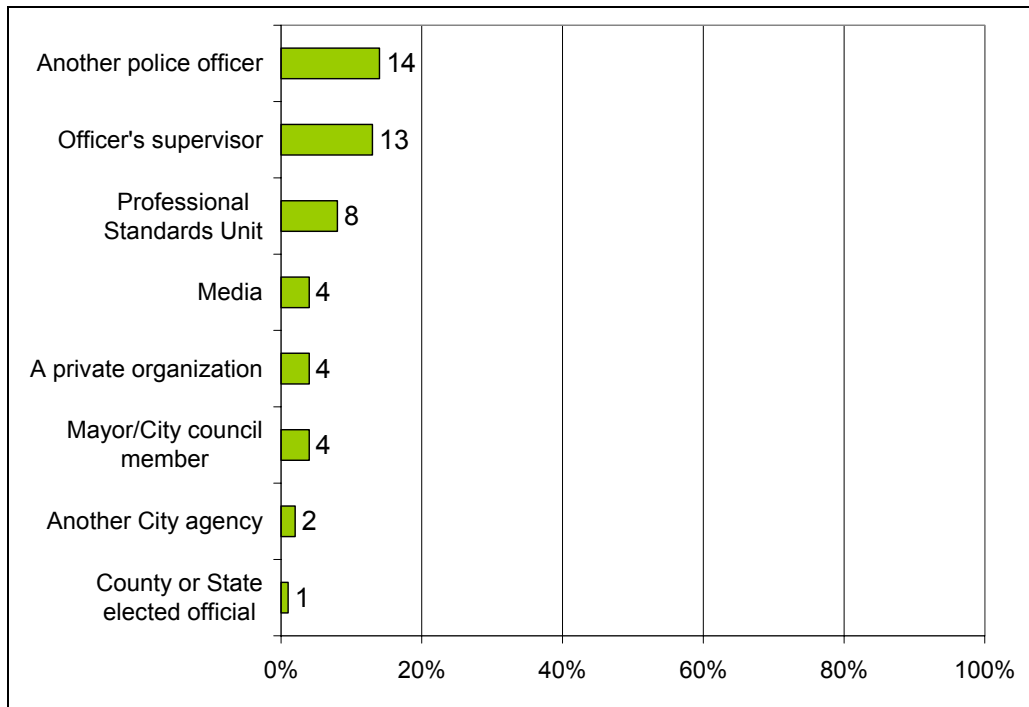
<sup>36</sup> For our analyses of satisfaction with involuntary contact with the police, we combined the responses for all five items relating to involuntary police encounters. The reliability coefficient for this scale was .885.

<sup>37</sup> The small number of residents who reported being arrested, however, makes it more difficult to detect any meaningful relationship between being arrested and dissatisfaction with the police.

### CITIZEN'S COMPLAINTS

The 72 Pasadena residents who reported dissatisfaction with their involuntary contact with police were asked if they filed a complaint against the police personnel involved, and, if so, where. See Figure 4.16. Nearly 80 percent (seven out of nine) of respondents who reported filing an official complaint were dissatisfied with how the PPD handled it. Three of the seven were white, three were Latino, and one was African-American. The two of nine who were satisfied were both African-American. Even taking into consideration the low number of respondents who actually filed a complaint, the high levels of dissatisfaction should be a cause of concern for the PPD.

Figure 4.16: If you were dissatisfied with your stop, to whom did you complain?

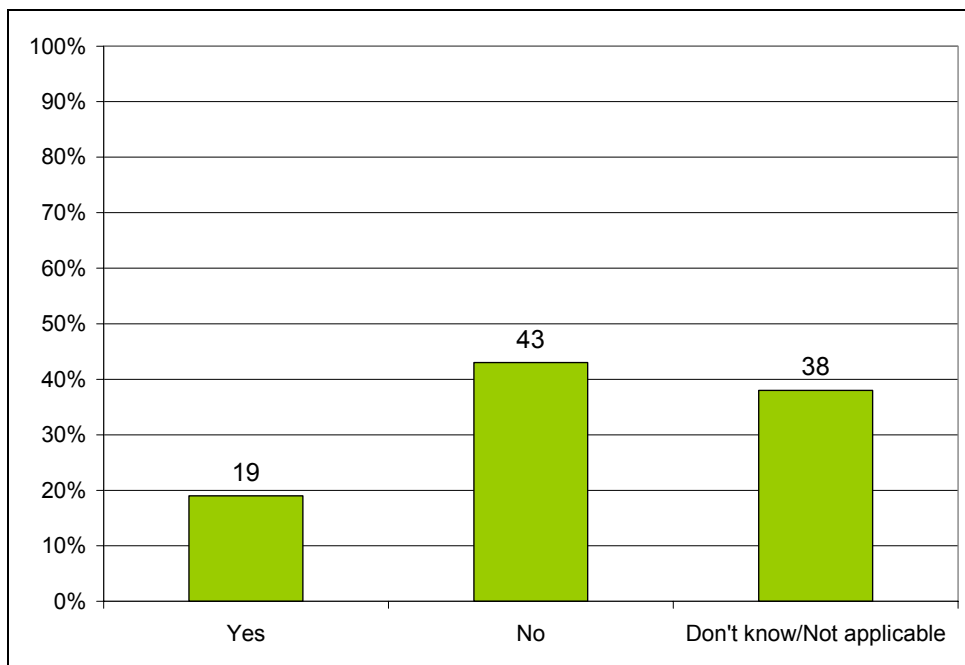


### POLICE-COMMUNITY MEDIATION AND DIALOGUE PROGRAM

In August of 2005, the Pasadena Police Department initiated a new program to mediate certain complaints against the police. Although still relatively new, the success of the program is predicated on the participation of the public. In our survey, we attempted to measure awareness and participation in the new program. See Figure 4.17. Sixty-five

percent of respondents reported that they were at least somewhat familiar with the concept of mediation. We then asked those respondents if they were aware of the complaint mediation program initiated by the PPD. Forty-three percent of residents reported that they were not aware of the program. That only about 20 percent of Pasadenans were aware of the mediation program is problematic and suggests a need for greater publicity and outreach.

Figure 4.17: Percentage of those aware of the mediation program



n=945

The results were similar concerning the forums for community dialogue. See Figure 4.18. Sixty-eight percent were not aware of these events. Of those respondents who were aware, only about 20 percent reported that they had attended at least one of these events. Of those that had attended, 89 percent were at least somewhat satisfied with their experience. That the PPD has provided the community with multiple forums to strengthen the relationship between the police and the community is commendable. But too few community members generally are aware of them. The PPD should better publicize the forums across the city. That said, however, we found that residents in the Northwest service area were the most aware of the public forums, and, most likely to have attended. Since we know that the

PPD and program officials are specifically targeting the population in the Northwest, we must conclude that they are wisely using their resources. See Figure 4.19.

Figure 4.18: Awareness of and attendance at police-community events

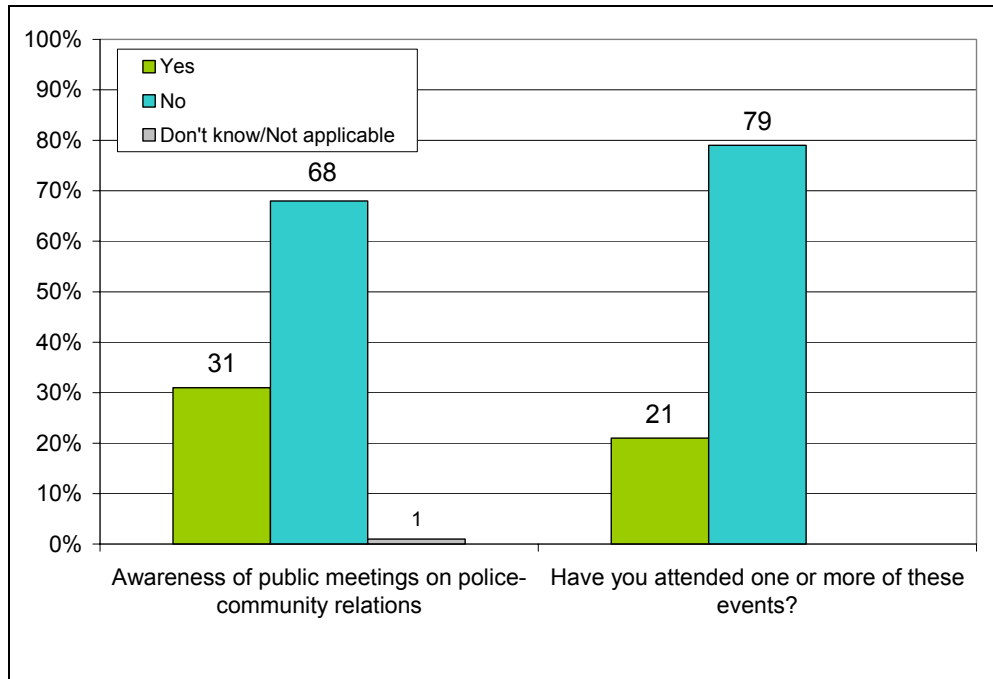
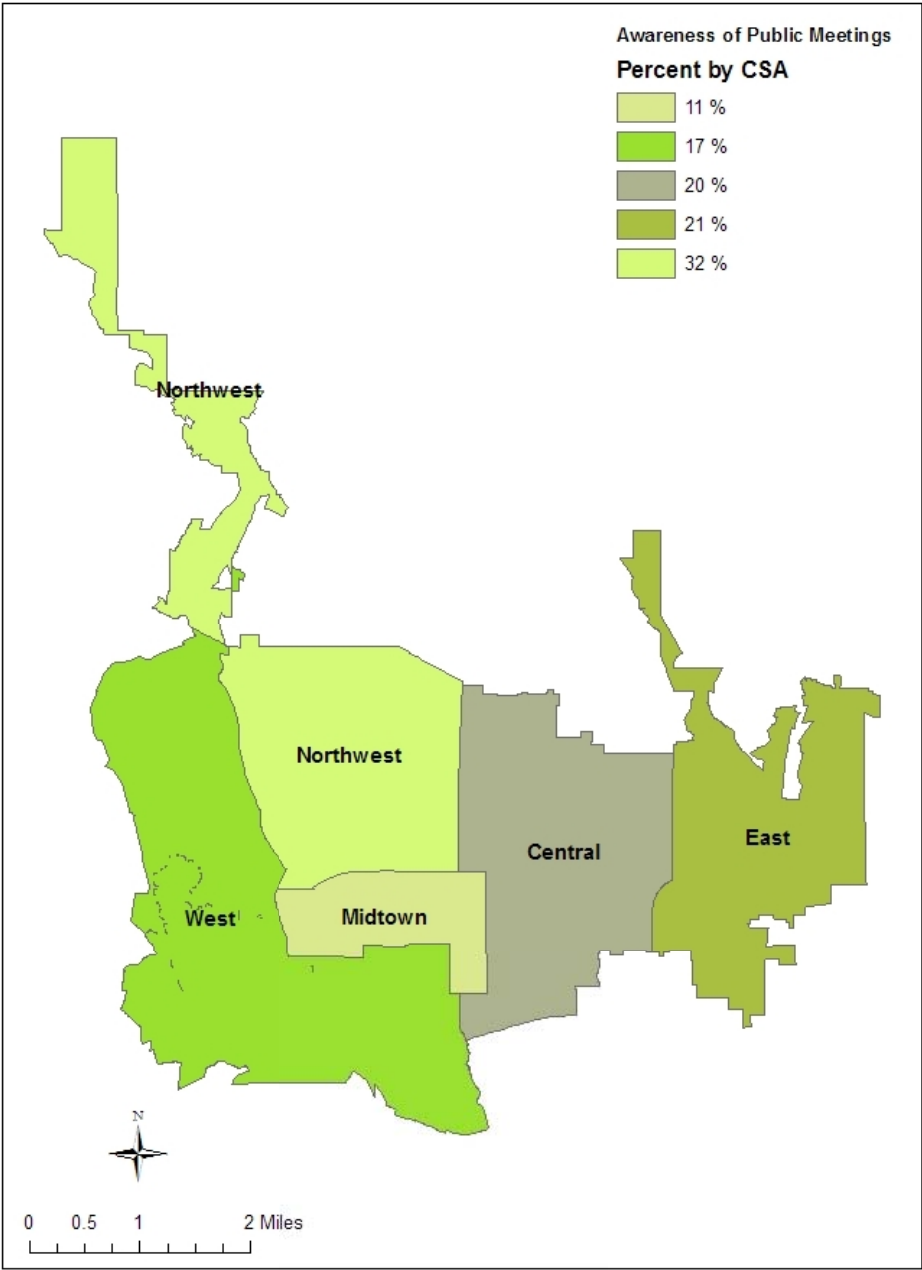


Figure 4.19: Public awareness of the police-community dialogues



**CONCLUSION**

The residents in Pasadena are, as a whole, extremely positive about their city and their police department. When compared to citizens in other cities, residents in Pasadena had much higher ratings of police effectiveness. Furthermore, Pasadena residents as a whole perceived police misconduct as less problematical than residents of other cities surveyed.

Nonetheless, it was disturbing to find that the African-American, Asian, and Latino communities in Pasadena hold more negative views toward both their community and their police department. The minority communities included in this study consistently felt less safe in their neighborhoods at night, thought the Department was less responsive to their concerns, and were generally less satisfied with their neighborhood. The greater dissatisfaction of the minority communities with their neighborhoods and the police department are also, in part, related to the tendency of African-Americans and Latinos to feel less safe in their neighborhoods at night and the greater likelihood of African-Americans and Latinos to be stopped by the police and searched and frisked, arrested, or have property seized.

On the other hand, Pasadena residents as a whole were very satisfied with how the police treated them during police-public contacts. Large proportions of Pasadena residents who sought assistance from the PPD agreed that the police treated them professionally and respectfully, clearly explained where they could get help, and were quick to respond. Most residents whose contact with the police was initiated by the PPD were satisfied with their experience as well. Nearly 80 percent felt they were treated professionally and respectfully during the encounter; three-quarters reported that the officer clearly explained the reason why they were stopped; and 71 percent reported that the time involved in the encounter was reasonable. Furthermore, seventy percent of respondents reported that they were satisfied with the way the officer handled their situation.

In regards to those who were dissatisfied, most did not pursue official means of redress. Of the small minority that did, nearly all were dissatisfied with how the PPD handled their complaint. This leaves a great deal of room for improvement and also creates an opportunity for the mediation and dialogue program to have a positive impact on satisfaction with the police.

# 5

## Comparison of Pasadena Police and Residents

While public rhetoric might sometimes suggest that there is a substantial rift between the police and the public, research has not proven this to be true. Most people have relatively favorable opinions of the police, and the police are generally supportive of working with the community.<sup>38</sup>

This is particularly so in Pasadena. Pasadena police officers displayed exceptionally positive attitudes toward the community and community policing. Pasadena residents reported high rates of satisfaction with their contacts with police, and have positive perceptions of police effectiveness. All told, the police and public in Pasadena hold positive attitudes toward one another and perceive the Department to be an effective and successful organization.

Nonetheless, the African-American and Latino communities are decidedly more pessimistic about the police than the balance of Pasadena residents. While approximately half of white residents in Pasadena reported that the police were very responsive to their concerns, only 27 percent of African-Americans, 26 percent of Asians, and 30 percent of Latinos felt the same, and this difference was statistically significant. Finally, although a majority of both residents and police officers have not participated in mediation nor attended one of the public forums on police-community relations, those who had were decidedly satisfied with their experience.

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<sup>38</sup> For a comprehensive discussion of prior research on perceptions of the police *see* Brown and Benedict, 2002.

## **POLICE EFFECTIVENESS**

### *Traditional Law Enforcement Activities.*

Most police officers and residents find that the PPD is an effective police department. In terms of a comprehensive measure of police organizational performance, we feel that perceptions of police effectiveness are particularly important. In this case, the PPD performs well. We focus first on traditional law enforcement activities.

The survey results reveal that the majority of Pasadena residents believe that the police are effective in performing their duties. When asked about their perceptions of the ability of the PPD to prevent crime, nearly eight in ten respondents reported that the police in Pasadena do a good job of preventing crime. An equal proportion of officers felt that the PPD is effective at preventing crime (80 percent). The majority of residents also believed that the PPD is good about responding to emergency calls (79 percent) and non-emergency calls for assistance (69 percent), while 85 percent of officers reported the same. Lastly, 85 percent of respondents reported that the police treat residents in a fair and courteous manner, and 87 percent of officers felt the Department is effective at promoting good police-community relations.

Across most of the survey questions probing perceptions of police effectiveness, we did not find significant differences between groups of officers or residents. Thus, positive perceptions of police effectiveness do not vary significantly between Pasadena's racial and ethnic groups. Chief Melekian and the PPD should be commended for achieving such high ratings of effectiveness and should continue to provide quality police services to the residents of the city.

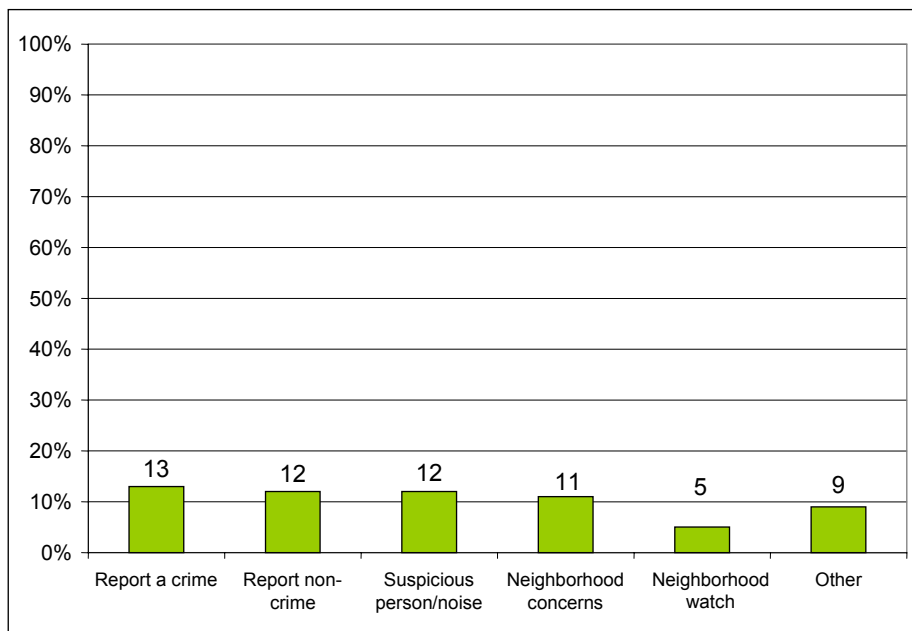
### *Community Policing*

PPD officers were extremely supportive of community policing activities, and residents saw the Department as effective in community policing activities. Ninety-two percent of officers agreed that police officers should work with residents to try and solve problems in their service area; nearly three-quarters of residents reported that the police do a good job of working with residents to solve local problems. Furthermore, when officers were asked

how much of department resources they would allocate to working with citizen groups to solve local problems, 89 percent would allocate at least a moderate amount. Additionally, 85 percent of respondents reporting that the police treat residents fair and courteously, and 87 percent of officers agreed that the PPD is effective at promoting good police-community relations.

According to the Pasadena Public Affairs Office, nearly two-thirds of residents are aware of Neighborhood Watch programs and similar anti-crime initiatives. Yet we found that out of the 29 percent of residents in our survey who reported approaching or seeking help from the Pasadena Police Department within the previous twelve months, only 5 percent had done so as part of a neighborhood watch or other anti-crime program. Figure 5.1 graphically depicts the distribution of voluntary contact with the police.

Figure 5.1: Type of voluntary contact with the police



Furthermore, only 11 percent had initiated contact with the police in other community policing contexts i.e. reporting neighborhood problems or concerns to the police. A much higher proportion of the officers (68 percent) have participated in a community policing project. Thus, while the PPD is having success at engaging officers in its community

policing programs, they are not having the same success at engaging the community. Steps should be taken by PPD management to increase outreach efforts and attain greater involvement by the community in community policing initiatives.

Given the recent abraded relationships between the minority communities in Pasadena and the PPD, we were particularly interested in measuring attitudes and perceptions about how the PPD treats the various racial and ethnic groups in the city. While approximately half of white residents in Pasadena reported that the police were very responsive to their concerns, only 27 percent of African-Americans, 26 percent of Asians, and 30 percent of Latinos felt the same, and this difference was statistically significant.

These are consistent with the findings from the officer survey which show that only 59 percent of officers concluded the department was effective at gaining the support of the minority communities. Seventy-nine percent of officers believe that at least a moderate amount of department resources should be allocated to understanding the problems of minority groups. Although the department strongly supports building better relationships with minorities, officers acknowledge that they have some work to do in gaining the widespread support of the minority communities.

### **POLICE MISCONDUCT**

Although police misconduct did not appear to be a significant problem for the majority of Pasadena residents, police officers nonetheless believed that minority communities complained unfairly about racial profiling and police abuse of authority. Fifty-two percent of officers agreed that the minority communities complain unfairly about racial profiling, and 54 percent agreed that the minority communities complain unfairly about police abuse of authority. Officers were more likely to disagree with similar statements regarding the general community in Pasadena.

Although we cannot say whether the minority communities in Pasadena complain *unfairly* about racial profiling and police abuse of authority, we can say that a higher proportion of

these groups believe Pasadena police officers engage in misconduct. We found significant differences by race or ethnicity on all survey questions about police misconduct. Our results show that all racial and ethnic minority groups were significantly more likely than Anglos to perceive police misconduct as a problem. By far, African-Americans held the most negative opinions concerning PPD police misconduct. More than half reported that racial profiling and police stops without good reason was at least a minor problem. The next most negative group was Latinos, with 45 percent reporting that racial profiling and police stops without good reason were a problem. We know that the PPD is committed to breaking through what Chief Melekian calls the “cycles of misunderstanding” and resolving conflicts between the police and the public. It has not happened yet.

#### **POLICE-COMMUNITY MEDIATION AND DIALOGUE PROGRAM**

The survey results showed limited success for the mediation and dialogue program. All but one of the officers were aware of the program, and 97 percent were at least somewhat familiar with the concepts of mediation. This speaks to the success of the mediation training and outreach efforts within the PPD conducted by the program officials. The community, on the other hand, while somewhat familiar with the concepts of mediation, is, for the most part, unaware of the mediation component of the program: Only two in 10 residents were aware of the mediation program. The lack of awareness is a significant obstacle for the program officials. They should make the community more aware if the program is to succeed in the long run.

The public dialogue component of the program also suffers from lack of awareness and attendance on the part of both officers and residents. The majority of officers were aware of the dialogues, yet only 32 percent had attended an event. Similarly, nearly 70 percent of community members reported that they were not aware of the dialogues and, of those that were aware, less than ten percent reported that they had actually attended an event. On a more positive note, almost 70 percent of the officers reported that they would attend an event in the future. In order to make the program successful long-term, program officials must also generate greater public awareness of the police-community dialogues.

The combination of the mediation and dialogue components has potential for great success. Indeed, those few who had participated in mediation were extremely satisfied with their experience, and there were similar high rates of satisfaction among those who had attended the dialogues. The program provides an opportunity to address the problems that arise between the police and the public on an individual level during mediation and on a community-wide basis in the public forums. Our results show that program officials should increase their outreach efforts in order to continue, and increase, the success of the program.

## **CONCLUSION**

Pasadena police officers believe they are doing a good job and value the contribution made by members of the Pasadena community. Likewise, the majority of Pasadena residents perceive the Police Department to be effective, quick to respond, and respectful. Most residents also conclude that the police are doing a good job of working with them to solve problems. There are nonetheless significant hurdles for the PPD to clear to improve police-community relations.

The African-American and Latino communities in Pasadena, while generally supportive of the PPD, were more likely to report that the police are not responsive to their concerns. Furthermore, there were major differences between these minority communities and the balance of Pasadena residents in terms of opinions of police misconduct. The opinions of these minorities mirrored those of PPD officers, who reported that the Department is not as effective at gaining the support of the minority community as it is in other areas of policing. In today's era of community policing, building trust and forming partnerships across racial and ethnic lines are fundamental to making police departments effective and accountable to their employees and the communities they serve. There is work to be done with African-Americans and Latinos in Pasadena.

# 6

## Conclusion and Recommendations

The Pasadena Police Department, under the leadership of Chief Bernard Melekian, has embraced community policing and committed itself to reducing crime as well as improving police-community relations. According to the results of an April 2006 survey administered to all 241 sworn members of the PPD, of which 171 individuals or 71 percent responded, Pasadena police officers are satisfied with their jobs and their Department, believe management is supportive, benefit from the encouragement of their fellow officers, respect the community, are avid supporters of community policing, and are hopeful about a program that provides for the use of mediation to resolve certain types of citizen's complaints and a method of addressing broader community issues through a dialogue process that is both responsive to particular situations and an ongoing tool for discussion and problem solving.

The PPD performs as well or better than other police agencies that have been extensively surveyed. On measures of police effectiveness, support for community policing, and attitudes toward the community, the PPD was rated higher by its officers and community residents than police departments in Chicago, Cincinnati, New York City, Kansas City, Seattle, St. Petersburg, and Washington, DC.

The Pasadena community, as a whole, also holds high opinions of its police department. The majority of residents conclude that the PPD is an effective police agency, both in its traditional policing, such as responding to calls for assistance, and in its community oriented policing, such as working with citizens to solve local problems. The majority of persons in Pasadena who came into contact with the police department in the last year were satisfied with how they were treated and thought that the police were forthcoming, fair, and

reasonable. These results speak to the professionalism of Chief Melekian and his officers in building trust and establishing good relationships in the community.

## **RECOMMENDATIONS**

While our results show that overall, the relationship between the community and the police is very good, there are some areas which we found need some extra attention and resources. In particular, although we know that the Chief and PPD have taken steps toward this end, our results suggest that the PPD has more work to do on its relationship with the minority communities in the city.

### **1. Extend the reach of the mediation and dialogue program**

Our results show that even most of those officers and citizens who were aware of the dialogues did not attend an event. Program officials and the PPD should devise a strategy to increase community participation in the program. This appears to be less of a problem internally, as 70 percent of officers said that they would attend a future event. Furthermore, if the PPD and program officials wish to include more communities in the public dialogues, resources should be spent on marketing the program to those outside of Northwest Pasadena.

### **2. Strengthen the PPD's provision of information to minority communities**

While the dialogues provide excellent opportunities for the police and the community to discuss issues of concern to the broader community, the differences between the perceptions of the Anglo, African-American, Latino, and Asian communities speak to the need for the PPD to better engage the minority communities. Perhaps the PPD could hold its own community forums to discuss police policies and procedures, especially as they relate to internal accountability systems and the prevention of police misconduct. The citizen and teen police academies are one method of informing the community, yet our results show that a very small percentage of residents have actually participated in these programs with the police.

### **3. Continue to seek the input of all officers in the PPD**

Prior research has found that the level of control officers believe they have about how they perform their job has a significant impact on their level of satisfaction with their job. We found this to be the case in Pasadena as well. As such, we recommend that the PPD continue to seek the input from officers of all ranks and status within the agency. This will not be difficult in the current climate, as we found that most officers felt it was easy to communicate their ideas to management.

### **4. Involve more officers in community policing projects**

We found that participation in community policing programs increases job satisfaction and positive attitudes toward the community. Past research has also demonstrated the positive effects of participating in community policing. Furthermore, we also found that attitudes toward community policing were related to officers' attitudes toward the community and toward their jobs. While 68 percent of the officers reported that they have participated in a community policing project, the PPD should take steps to include the other officers in future projects. We suggest that the PPD ask for volunteers and make it a priority to select those who have not previously participated in community policing projects.

# Appendices

# Appendix A

## Pasadena Police Personnel Survey Instrument

### JOB-DESCRIPTIVE QUESTIONS

**Instructions:** Listed below are a number of statements specifically related to your job, yourself and the Pasadena Police Department. Circle the number that best corresponds to the level of your agreement with each statement.

		<u>Strongly</u> <u>Disagree</u>	<u>Disagree</u>	<u>Neutral</u>	<u>Agree</u>	<u>Strongly</u> <u>Agree</u>
1.	This city's Police Department is a good organization to work for.	1	2	3	4	5
2.	There is quite a bit of friction among co-workers in my work unit/shift.	1	2	3	4	5
3.	My supervisors identify and discipline police officers who abuse their authority.	1	2	3	4	5
4.	The example my fellow employees set encourages me to work hard.	1	2	3	4	5
5.	Management is likely to publicly recognize a police officer that is exceptional in his/her job.	1	2	3	4	5
6.	My supervisors often let me know how well I am performing.	1	2	3	4	5
7.	This city's Police Department protects its officers from unreasonable lawsuits and accusations.	1	2	3	4	5
8.	In general, I have a lot of input into how I go about doing my job.	1	2	3	4	5
9.	One of the major satisfactions in my life is my job.	1	2	3	4	5
10.	The amount of work I am expected to do makes it difficult for me to do my job well.	1	2	3	4	5
11.	If I had a suggestion for improving my job in some way, it is easy for me to communicate my ideas to management.	1	2	3	4	5
12.	This city's Police Department provides clear guidance on what is expected of officers for evaluations and promotions.	1	2	3	4	5

## NEIGHBORHOOD-RELATED QUESTIONS

13. In your Service Area, how active are residents in the following activities?

		<u>Not at All Active</u>	<u>Somewhat Active</u>	<u>Very Active</u>
a)	Reporting crime	1	2	3
b)	Working with the police to solve problems	1	2	3
c)	Working with each other to prevent crime	1	2	3
d)	Reporting suspicious activity	1	2	3
e)	Protecting themselves from crime	1	2	3

14. Think about the problems you believe characterize your Service Area. How frequently did the following sources of information contribute to your recognition of a problem?

		<u>Never</u>	<u>Sometimes</u>	<u>Often</u>	<u>Almost Always</u>
a)	Citizen report	1	2	3	4
b)	Community meeting	1	2	3	4
c)	Community survey	1	2	3	4
d)	Departmental data	1	2	3	4
e)	Personal observation	1	2	3	4
f)	Supervisor	1	2	3	4
g)	Councilperson	1	2	3	4
h)	Other city department/agency	1	2	3	4

**Instructions:** Listed below are a number of statements specifically related to policing in this city. Circle the number that best corresponds to the level of your agreement with each statement.

		<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Neutral</u>	<u>Agree</u>	<u>Strongly Agree</u>
15.	Police know better than citizens which police services are required in a Service Area.	1	2	3	4	5
16.	Most people do not respect the police.	1	2	3	4	5
17.	The relationship between the police and the people of this city is very good.	1	2	3	4	5
18.	Police officers should make frequent informal contacts with the people in their Service Area.	1	2	3	4	5
19.	Citizens do not understand the problems of the police in this city.	1	2	3	4	5
20.	Police officers should try to solve non-crime problems in their Service Area.	1	2	3	4	5

## NEIGHBORHOOD-RELATED QUESTIONS CONTINUED

		<u>Strongly Disagree</u>	<u>Disagree</u>	<u>Neutral</u>	<u>Agree</u>	<u>Strongly Agree</u>
21.	Police officers should remember that enforcing the law is by far their most important responsibility.	1	2	3	4	5
22.	Police officers should work with citizens to try and solve problems in their Service Area.	1	2	3	4	5
23.	Citizens know more about what goes on in their area than the officers who patrol there.	1	2	3	4	5
24.	The prevention of crime is the joint responsibility of the community and the police.	1	2	3	4	5
25.	Lowering citizens' fear of crime should be just as high a priority for this department as cutting the crime rate.	1	2	3	4	5
26.	Most people have no idea how difficult a police officer's job is.	1	2	3	4	5
27.	Police officers should avoid too much contact with citizens.	1	2	3	4	5
28.	Police officers have reason to be distrustful of most citizens.	1	2	3	4	5
29.	The minority communities in this city complain unfairly about racial profiling.	1	2	3	4	5
30.	The minority communities in this city complain unfairly about police abuse of authority.	1	2	3	4	5
31.	The immigrant communities in this city complain unfairly about racial profiling.	1	2	3	4	5
32.	The immigrant communities in this city complain unfairly about police abuse of authority.	1	2	3	4	5
33.	The general community in this city complains unfairly about racial profiling.	1	2	3	4	5
34.	The general community in this city complains unfairly about police abuse of authority.	1	2	3	4	5
35.	Currently, it is too easy for a citizen to file a complaint against a police officer.	1	2	3	4	5

## POLICE WORK-RELATED QUESTIONS

**Instructions:** The following questions pertain to policing and the Pasadena Police Department. Please circle the number that best corresponds to your level of agreement with the following statements.

36. How would you rate the general patrol function with respect to the areas listed below?

		<u>Very</u> <u>Negative</u>	<u>Negative</u>	<u>Neutral</u>	<u>Positive</u>	<u>Very</u> <u>Positive</u>
a)	Effectiveness in handling non-criminal street activity	1	2	3	4	5
b)	Prevention of crime	1	2	3	4	5
c)	Rapid response to calls for service	1	2	3	4	5
d)	Reducing citizen fear of crime in the community	1	2	3	4	5
e)	Promoting good police-community relations	1	2	3	4	5
f)	Cost effectiveness: "giving the public its money's worth"	1	2	3	4	5
g)	Obtaining support from business merchants	1	2	3	4	5
h)	Ability to collect information on the beat	1	2	3	4	5
i)	Knowledge of activities on the beat	1	2	3	4	5
j)	As a training ground for recruits	1	2	3	4	5
k)	In delivering a full range of police service	1	2	3	4	5
l)	In obtaining support from community minority groups	1	2	3	4	5
m)	In communicating with immigrant communities	1	2	3	4	5

37. How much of the Pasadena Police Department's resources should be committed to each activity below?

		<u>None</u>	<u>Small</u> <u>Amount</u>	<u>Moderate</u> <u>Amount</u>	<u>Large</u> <u>Amount</u>
a)	Working with citizen groups to resolve local problems	1	2	3	4
b)	Promoting police services to the public	1	2	3	4
c)	Assisting persons in emergencies	1	2	3	4
d)	Helping settle family disputes	1	2	3	4
e)	Getting to know juveniles	1	2	3	4
f)	Understanding problems of minority groups	1	2	3	4
g)	Understanding problems of immigrant communities	1	2	3	4
h)	Explaining crime prevention techniques to residents	1	2	3	4
i)	Handling special events	1	2	3	4
j)	Responding to calls for service	1	2	3	4
k)	Checking buildings and residences	1	2	3	4
l)	Researching and solving problems	1	2	3	4
m)	Coordinating with other agencies to improve the quality of life in this city	1	2	3	4

## PROGRAM-RELATED QUESTIONS

38. How familiar are you with the concepts of mediation?  
Not at All Familiar.....1  
Somewhat Familiar.....2  
Very Familiar.....3
39. Are you aware that the Pasadena Police Department offers mediation for certain types of complaints filed against police officers?  
Yes.....a  
No.....b  
(If NO Skip to #46)  
Don't know .....c
40. How were you informed about the mediation program? (Check each that applies)  
Command Staff/Supervisor.....a  
Department Peers.....b  
Western Justice Center Foundation.....c  
Dispute Resolution Services.....d  
Other \_\_\_\_\_
41. Have you participated in mediation with a member of the public?  
Yes.....a  
No.....b  
(If NO Skip to #46)  
Don't know .....c
42. Overall, how satisfied are you with the process?  
Very Satisfied.....4  
Somewhat Satisfied.....3  
Somewhat Dissatisfied.....2  
Very Dissatisfied.....1  
Don't know.....9
43. Overall, how satisfied are you with how the dispute was resolved?  
Very Satisfied.....4  
Somewhat Satisfied.....3  
Somewhat Dissatisfied.....2  
Very Dissatisfied.....1  
Don't know.....9
44. Did you feel that you had an opportunity to explain yourself during the mediation process?  
Yes.....a  
No.....b  
Don't know .....c

45. Would you recommend mediation to others?  
 Yes.....a  
 No.....b  
 Don't know .....c
46. Have you ever had a complaint filed against you by a member of the public?  
 Yes.....a  
 No.....b  
 (If NO Skip to #48)  
 Don't know .....c
47. Overall, how satisfied are you with how the complaint was handled?  
 Very Satisfied.....4  
 Somewhat Satisfied.....3  
 Somewhat Dissatisfied.....2  
 Very Dissatisfied.....1  
 Don't know.....9
48. Are you aware that there have been several public dialogues focused on police-  
 community relations?  
 Yes.....a  
 No.....b  
 Don't know .....c
49. Have you attended one of these events?  
 Yes.....a  
 No.....b  
 (If NO Skip to #52)  
 Don't know.....c
50. How satisfied were you with the experience?  
 Very Satisfied.....4  
 Somewhat Satisfied.....3  
 Somewhat Dissatisfied.....2  
 Very Dissatisfied.....1  
 Don't know.....9
51. Did you feel that members of the public had an open mind during the dialogue(s)?  
 Yes.....a  
 No.....b  
 Don't know .....c
52. Would you attend a public forum in the future?  
 Yes.....a  
 No.....b  
 Don't know.....c

**Information from the following items will help us describe our group of respondents.**

**Please circle the appropriate response for each of the items below.**

53. What is your gender?

- a. male
- b. female

54. What is your current age? \_\_\_\_\_

55. What is the highest level of formal education you have completed? (Circle only one)

- a. High school diploma or GED
- b. Some college but no diploma or degree
- c. Associate Arts degree
- d. Bachelor's degree
- e. Master's degree or beyond

56. How would you describe your racial or ethnic heritage?

- a. Black or African-American
- b. Latino or Hispanic-American
- c. Asian-American
- d. White or Caucasian
- e. Other

57. Which of the following best describes the location of your current assignment with this city's Police Department?

- a. Field Operations Division
- b. Special Operations Services Division
- c. Strategic Services Division
- d. Support Operations Division
- e. Administrative Services Section
- g. Counter Terrorism Section
- h. Other: \_\_\_\_\_

58. If you are part of the Field Operations Division, to which division do you currently belong? (If not part of this Division, skip this question and go to #59)

- a. Central Service Area
- b. East Service Area
- c. West Service Area
- d. Northwest Service Area
- e. Midtown Service Area

59. Which of the following best describes your current rank within this city's Police Department?
- a. Chief
  - b. Deputy Chief
  - c. Division Commander
  - d. Service Area Commander/Lieutenant
  - e. Sergeant
  - f. Corporal
  - g. Police Officer
  - h. Police Specialist
  - i. Civilian/Other: \_\_\_\_\_
60. In your current assignment within the department, what shift do you predominately work?
- a. Day shift
  - b. Evening shift
  - c. Night shift
  - d. Rotating or flex shift
  - e. Other
61. How many years experience as a police officer do you have:
- a. in total \_\_\_\_\_
  - b. Pasadena Police Department \_\_\_\_\_
62. Have you ever worked on a project identified as a community policing project at this city's Police Department or elsewhere?
- a. Yes
  - b. No
63. Do you live in this city?
- a. Yes
  - b. No

Thank you for your cooperation. Please feel free to include any comments below regarding the survey.

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# Appendix B

## Pasadena Citizen Survey Instrument

Hello. My name is \_\_\_ and I'm calling to ask Pasadena residents about their views of the Pasadena Police Department. Your identity and answers are completely confidential and will help city officials to make decisions about police services.

In answering the questions, please refer only to your thoughts and experiences with the PASADENA Police Department, NOT any other local, county, state or other law enforcement agency.

**1:**

To ensure a statistically accurate survey, we want to make sure we talk to people with different backgrounds. With which racial or ethnic group do you MOST identify?

- 01 ..... White / Anglo *Skip to Q5*
- 02 ..... Latino / Hispanic *Go to Q2*
- 03 ..... Black / African American *Skip to Q4*
- 04 ..... Asian or Pacific Islander *Skip to Q3*
- 05 ..... American Indian *TERMINATE*
- 06 ..... Other (Specify: \_\_\_\_\_) *TERMINATE*
- 07 ..... Don't Know *TERMINATE*
- 08 ..... Refuse *TERMINATE*

**2:**

Which of the following is your ancestry or region of origin?

- 01 ..... Mexico *Skip to Q5*
- 02 ..... Caribbean *Skip to Q5*
- 03 ..... Central American *Skip to Q5*
- 04 ..... South American *Skip to Q5*
- 05 ..... Spain *Skip to Q5*
- 06 ..... (Other: specify: \_\_\_\_\_) *Skip to Q5*
- 07 ..... Don't Know / Refused *Skip to Q5*

**3:**

Which of the following is your ancestry or country of origin?

- 01 ..... Laotian, Vietnamese or Cambodian *Skip to Q5*
- 02 ..... Chinese *Skip to Q5*
- 03 ..... Filipino *Skip to Q5*
- 04 ..... Japanese *Skip to Q5*
- 05 ..... Korean *Skip to Q5*
- 06 ..... Pacific Islander *Skip to Q5*
- 07 ..... Middle Eastern *Skip to Q5*
- 08 ..... Asian (other) *Skip to Q5*

**4:**

Which of the following is your region of origin or ancestry?

- 01 ..... Africa
- 02 ..... Caribbean or West Indies
- 03 ..... African American
- 06 ..... (Other: specify: \_\_\_\_\_)
- 07 ..... Don't Know / Refused

**5:**

How safe do you feel when alone outside in your neighborhood at night? Would you say:  
(Read choices)

- 01 ..... Very safe
- 02 ..... Somewhat safe
- 03 ..... Somewhat unsafe
- 04 ..... Very unsafe
- 05 ..... (Respondent doesn't go out at night)
- 06 ..... (Refused)
- 07 ..... (Don't know)

**6:**

In your opinion, what are the most serious crime problems in your neighborhood?

*(ROTATE and read choices)*

- 01 ..... Auto theft
- 02 Property crime not including auto theft (burglary, theft, shoplifting, property damage, arson, etc.)
- 03 ..... Violent crime (assault, robbery, domestic violence, sexual assault, homicide)
- 04 ..... Drug crime (dealing, use of drugs on the street, in parks, schools, etc.)
- 05 Social disorder (public drinking, loitering, panhandling, graffiti, youths congregating, homelessness)
- 06 ..... (Other: specify \_\_\_\_\_)
- 07 ..... (Refused)
- 08 ..... (Don't know)

**7:**

In general, in the last two years would you say the overall level of crime in your neighborhood has Gone Up, Gone Down, or Stayed the Same:

- 01 ..... Gone up
- 02 ..... Gone down OR
- 03 ..... Stayed about the same
- 04 ..... (Refused)
- 05 ..... (Don't know)

**8:**

In general, how would you rate your neighborhood as a place to live? Is it:

- 01 ..... Excellent
- 02 ..... Good
- 03 ..... Fair
- 04 ..... Poor
- 05 ..... (Refused)
- 06 ..... (Don't know)

For each of the following statements about police effectiveness, please tell me whether you: Strongly Agree, Agree, Disagree, or Strongly Disagree.

ROTATE Q9 to Q15

**9:**

The police in your neighborhood do a good job of preventing crime.  
*(If necessary repeat choices)*

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**10:**

The police in your neighborhood promptly respond to Non-Emergency calls for assistance.  
*(If necessary repeat choices)*

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**11:**

The police in your neighborhood promptly respond to Emergency calls for assistance.  
*(If necessary repeat choices)*

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**12:**

The police in your neighborhood are helpful to people who have been victims of crime.  
*(If necessary repeat choices)*

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**13:**

Overall, the police are effective in dealing with the problems that really concern people in your neighborhood.

*(If necessary repeat choices)*

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**14:**

Overall, the police in your neighborhood are doing a good job dealing with residents in a fair and courteous manner.

*(If necessary repeat choices)*

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**15:**

The police in your neighborhood are doing a good job working together with residents to solve local problems.

*(If necessary repeat choices)*

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**16:**

How familiar are you with the concept of mediation?

*(Read choices)*

- 01 ..... Very Familiar *Go to Q17*
- 02 ..... Familiar *Go to Q17*
- 03 ..... Somewhat Familiar *Go to Q17*
- 04 ..... Not at All Familiar *Skip to Q18*
- 05 ..... *(Refused)* *Skip to Q18*
- 06 ..... *(Don't know)* *Skip to Q18*

**17:**

Are you aware that the Pasadena Police Department offers mediation for certain types of complaints filed against police officers?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**18:**

Are you aware that there have been several public meetings to discuss police-community relations?

- 01 ..... Yes *Go to Q19*
- 02 ..... No *Skip to Q21*
- 03 ..... *(Refused)* *Skip to Q21*
- 04 ..... *(Don't know)* *Skip to Q21*

**19:**

Have you attended one or more of these events?

- 01 ..... Yes *Go to Q20*
- 02 ..... No *Skip to Q21*
- 03 ..... *(Refused)* *Skip to Q21*
- 04 ..... *(Don't know)* *Skip to Q21*

**20:**

How satisfied were you with the experience?

*(Read choices)*

- 01 ..... Very Satisfied
- 02 ..... Somewhat Satisfied
- 03 ..... Somewhat Dissatisfied
- 04 ..... Very Dissatisfied
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**21:**

Now I'll read some descriptions of how the Pasadena Police Department might behave toward citizens. For each of the following statements, please tell me whether you think that in Pasadena it is CURRENTLY a: Major Problem, Minor Problem, or Not A Problem.

- 01 ..... *(Continue)*

*(ROTATE Q22 to Q25)*

**22:**

Stopping people in cars or on the street without good reason.

*(If necessary repeat choices)*

- 01 ..... A major problem
- 02 ..... A minor problem
- 03 ..... Not a problem
- 04 ..... *(Refused)*
- 05 ..... *(Don't know)*

**23:**

Police engaging in racial profiling  
*(If necessary repeat choices)*

- 01 ..... A major problem
- 02 ..... A minor problem OR
- 03 ..... Not a problem
- 04 ..... *(Refused)*
- 05 ..... *(Don't know)*

**24:**

Police using offensive language  
*(If necessary repeat choices)*

- 01 ..... A major problem
- 02 ..... A minor problem OR
- 03 ..... Not a problem
- 04 ..... *(Refused)*
- 05 ..... *(Don't know)*

**25:**

Police using excessive force, for example, being verbally or physically abusive  
*(If necessary repeat choices)*

- 01 ..... A major problem
- 02 ..... A minor problem OR
- 03 ..... Not a problem
- 04 ..... *(Refused)*
- 05 ..... *(Don't know)*

**26:**

In your personal opinion, are the police Very Responsive, Somewhat Responsive, Somewhat Unresponsive, or Not Responsive to the concerns of your racial or ethnic group?

- 01 ..... Very responsive
- 02 ..... Somewhat responsive
- 03 ..... Somewhat unresponsive
- 04 ..... Not responsive
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**27:**

In the last 12 months, have you EVER approached or sought help from the Pasadena police?

- 01 ..... Yes *Go to Q28*
- 02 ..... No *Skip to Q44*
- 03 ..... *(Refused)* *Skip to Q44*
- 04 ..... *(Don't know)* *Skip to Q44*

**28:**

In the last 12 months, have you: Reported a crime to the Pasadena police?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**29:**

Reported a non-crime emergency to the Pasadena police, such as a traffic accident or medical emergency?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**30:**

Reported a suspicious person or noises to Pasadena police?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**31:**

Contacted Pasadena police about neighborhood concerns or problems?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**32:**

Participated in neighborhood watch or other anti-crime programs WITH Pasadena police?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**33:**

Approached or sought help from the Pasadena police in the last 12 months for something I didn't mention?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**35:**

Of your contact with Pasadena police, which of the following describes your most serious contact in the last 12 months?

*Read Choices*

- 01 ..... Reported crime to police
- 02 ..... Reported other non-crime emergencies
- 03 ..... Reported suspicious person or noises
- 04 ..... Contacted police about neighborhood concerns
- 05 ..... Participated in block watch
- 06 ..... (Other: specify \_\_\_\_\_)
- 07 ..... (Refused)
- 08 ..... (Don't know)

**36:**

Regarding THAT contact with the police, were you a victim of a crime?

- 01 ..... Yes *Go to Q37*
- 02 ..... No *Skip to Q38*
- 03 ..... (Refused) *Skip to Q38*
- 04 ..... (Don't know) *Skip to Q38*

**37:**

Which of the following types of crime was involved?

- 01 ..... Assault (non-sexual)
- 02 ..... Burglary
- 03 ..... Domestic violence
- 04 ..... Robbery
- 05 ..... Sexual assault
- 06 ..... Theft/vandalism
- 07 ..... (Other: specify \_\_\_\_\_)
- 08 ..... (Refused)
- 09 ..... (Don't know)

**38:**

Of the following, who in the Pasadena Police Department was involved in the contact?

*(Accept all that apply)*

- 01 ..... A uniformed Pasadena Police Officer
- 02 ..... A Pasadena detective or other officer not in a Police Uniform
- 03 ..... A 911 operator
- 04 ..... Another Police Department employee in person
- 05 ..... Another Police Department employee on the phone
- 06 ..... *Don't know*

**39:**

Now I'll read some statements about how you were treated during the incident. For each statement, please tell me whether you: "strongly agree," "agree," "disagree," or "strongly disagree." For this (most serious) incident, the officer treated you professionally and respectfully.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**40:**

The officer clearly explained where you could get help for problems you might have had as a result of the incident.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**41:**

The police promptly responded to your situation.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**42:**

You were kept informed of the status of your case.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*
- 07 ..... *(Not Applicable)*

**43:**

Overall, how satisfied are you with how the police department handled your situation? Are you:

(Read choices)

- 01 ..... Very satisfied
- 02 ..... Somewhat satisfied
- 03 ..... Somewhat dissatisfied OR
- 04 ..... Very dissatisfied
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**44:**

The next set of questions involve any experience you may have had involving a police officer stopping you while you were driving or walking. Have you EVER been stopped or approached by the Pasadena police in the last 12 months?

- 01 ..... Yes *Go to Q45*
- 02 ..... No *Skip to Q76*
- 03 ..... *(Refused)* *Skip to Q76*
- 04 ..... *(Don't know)* *Skip to Q76*

**45:**

In the last 12 months, have you: Been stopped by the police while walking?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**46:**

Been stopped by the police while driving?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**47:**

Been involved in a traffic accident that was reported to the police?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**48:**

Been searched or frisked?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**49:**

Been arrested?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**50:**

In total, how many times have you been stopped by the Pasadena Police in the last 12 months?

- 01 ..... *Enter Number of Stops*
- 02 ..... (Refused)
- 03 ..... (Don't know)

**51:**

Which of the following describes your most serious contact with the Pasadena police in the last 12 months?

- 01 ..... Stopped while walking
- 02 ..... Stopped while driving
- 03 ..... Involved in a traffic accident
- 04 ..... Stopped and frisked
- 05 ..... Arrested
- 06 ..... (Other: specify \_\_\_\_\_)
- 07 ..... (Refused)
- 08 ..... (Don't know)

**52:**

Focusing on the most serious stop, were you: Questioned about what you were doing in the area?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**53:**

Given a warning?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**54:**

Given a traffic ticket?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**55:**

Searched or frisked?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**56:**

Arrested?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**57:**

Did you have property seized?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**58:**

Next I will read another series of statements about this incident. Please tell me whether you: "strongly agree," "agree," "disagree," or "strongly disagree" that the statement is true. The officer/s treated you professionally and respectfully.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**59:**

The officer clearly explained the reason you were stopped.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**60:**

The officer clearly explained whether you needed to do anything, such as go to court, as a result of the incident.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**61:**

The officer had a valid reason for stopping you.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**62:**

The time involved in this encounter was reasonable.

- 01 ..... Strongly agree
- 02 ..... Agree
- 03 ..... Disagree
- 04 ..... Strongly disagree
- 05 ..... *(Refused)*
- 06 ..... *(Don't know)*

**63:**

During this incident, did any police officer, for ANY reason, use or threaten to use physical force against you, other than handcuffing you?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**64:**

I want to ask you about the amount of force the officer/s used to detain you, if they used force of any kind at all. Would you say:

(Read choices)

- 01 ..... No force of any kind was used
- 02 ..... The amount of force was very appropriate
- 03 ..... The amount of force was somewhat appropriate
- 04 ..... The amount of force was somewhat inappropriate OR
- 05 ..... The amount of force was very inappropriate
- 06 ..... *(Refused)*
- 07 ..... *(Don't know)*

**65:**

Overall, would you say you are Very Satisfied, Somewhat Satisfied, Somewhat Dissatisfied, or Very Dissatisfied with how the officer/s handled your situation? Are you:

- 01 ..... Very satisfied *Skip to Q76*
- 02 ..... Somewhat satisfied *Skip to Q76*
- 03 ..... Somewhat dissatisfied *Go to Q66*
- 04 ..... Very dissatisfied *Go to Q66*
- 05 ..... *(Refused)* *Skip to Q76*
- 06 ..... *(Don't know)* *Skip to Q76*

**66:**

Did you report your complaint to any of the following people or agencies: The Officer's supervisor?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**67:**

Another police officer?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**68:**

The Pasadena Police Department Professional Standards Unit, also known as the PSU?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**69:**

The Mayor or a City Councilmember?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**70:**

An elected County Supervisor or a State Elected Official?

- 01 ..... Yes
- 02 ..... No
- 03 ..... *(Refused)*
- 04 ..... *(Don't know)*

**71:**

Another city agency?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**72:**

A private organization, for example, ACLU, NAACP, or a private lawyer?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**73:**

The News media?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**74:**

Have you ever filed an official complaint against a member of the police department?

- 01 ..... Yes *Go to Q75*
- 02 ..... No *Skip to Q76*
- 03 ..... (Refused) *Skip to Q76*
- 04 ..... (Don't Know) *Skip to Q76*

**75:**

Overall, how satisfied are you with how the department handled your complaint? Are you:  
(Read choices)

- 01 ..... Very satisfied
- 02 ..... Somewhat satisfied
- 03 ..... Somewhat dissatisfied OR
- 04 ..... Very dissatisfied
- 05 ..... (Refused)
- 06 ..... (Don't know)

**76:**

Your responses to the remaining questions will only be used for statistical analysis. They are also strictly confidential. How many adults are there in your household who are 18 years and older?

- 01 ..... *Enter number of adults*
- 02 ..... (None)
- 03 ..... (Refused)

**77:**

What is the highest grade or year of school you have completed?

- 01 ..... Elementary school (or less)
- 02 ..... High school or GED
- 03 ..... Some college
- 04 ..... College degree
- 05 ..... Graduate or professional school
- 06 ..... Non-College vocational or technical degree beyond high school
- 07 ..... (Refused)
- 08 ..... (Don't know)

**78:**

Were you born in the United States?

- 01 ..... Yes *Skip to Q80*
- 02 ..... No *Go to Q79*
- 03 ..... (Refused) *Skip to Q80*
- 04 ..... (Don't know) *Skip to Q80*

**79:**

How many years have you lived in the United States?

- 01 ..... *Enter number of years*
- 02 ..... (Refused)
- 03 ..... (Don't know)

**80:**

How many years have you lived in the City of Pasadena?

- 01 ..... *Enter Number of Years*
- 02 ..... (Refused)
- 03 ..... (Don't know)

**81:**

Do you or your family own the home in which you live?

- 01 ..... Yes
- 02 ..... No
- 03 ..... (Refused)
- 04 ..... (Don't know)

**82:**

Please stop me when I reach your age group:

*(Read List)*

- 01 ..... 18 to 24
- 02 ..... 25 to 34
- 03 ..... 35 to 44
- 04 ..... 45 to 54
- 05 ..... 55 to 64
- 06 ..... 65 and over
- 07 ..... refuse

**83:**

Because we need to analyze responses by neighborhood, could you tell me your address?

- 01 ..... *Enter Address*    *Skip to Q85*
- 02 ..... *(Refused)*    *Go to Q84*
- 03 ..... *(Don't know)*    *Go to Q84*

**84:**

I understand. To help with our analysis, could you tell me the nearest intersection to your home?

- 01 ..... *Enter Intersection*
- 02 ..... *(Refused)*
- 03 ..... *(Don't know)*

**85:**

Gender (by Observation)

- 01 ..... (Male)
- 02 ..... (Female)

**TERMINATE:** Thank you very much for your time. Your responses will be combined with many others to help us understand Pasadena residents' views and experiences with the police. Again, thanks very much. Goodbye.