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Report for the National Institute of Justice

Prepared by Wendy Christensen and John Crank

Ada County Sheriff's Office-Boise State University Partnership: Final Report

September, 1998



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FINAL REPORT

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SECTION I EXECUTIVE SUMMARY

The Ada County Sheriff's Office has traditionally been a reactive rural police agency, deploying its personnel in accordance with perceived service needs. In 1996 under the leadership of Sheriff Vaughn Killeen, the Sheriff's Office in Ada County, Idaho began to explore ways to increase citizen input into its activities. The development of citizen input was initiated with the "partnership" grant provided by the National Institute of Justice in January of 1997 and culminated in the restructuring of patrol activities under a decentralized "beat integrity" model (see pp. 50-58 for discussion) of patrol in 1998.

The transition to a community policing model is ongoing, with profound changes occurring across the agency. The Sheriff's Office elected to convert the entire patrol division to a problem oriented policing (POP) model of proactive policing. Patrol has been restructured, personnel have been transferred, and evaluation procedures are being placed. The ultimate success of such a far-reaching and bold endeavor will be written in the future. It is clear, however, that the Sheriff has accomplished the critical activity necessary to maximize the likelihood of success in its community policing endeavors.

The partnership grant has become a chronicle of the Sheriff's Office's transition to a POP model. In 1996, the Sheriff's Office began exploring means to encourage citizen input into its affairs. The need for police-citizen linkages in Ada County, Idaho had taken on a particular urgency: intense population in-migration in traditionally rural areas of the county have resulted in an increasingly diverse citizenry with unclear crime

control needs and unknown expectations of the police, and a sharp increase in crime over a relatively short period.

In fall of 1996, the Sheriff and his commanders met with faculty at Boise State University to consider ideas for meeting service needs. The result was a partnership between the Ada County Sheriff's Office and the Department of Criminal Justice, Boise State University (BSU). Captain Gil Wright, Administrative Director of the Sheriff's Office, served as liaison to BSU. The Sheriff's Office provided recommendations for research problems, reviewed ongoing collaborative research, and assisted in the organization and dissemination of policy-relevant findings.

Dr. John Crank served as liaison for BSU and project manager. BSU assessed research potentials and needs of ideas provided by the Sheriff's Office, linked proposals with skilled researchers, provided timely research outcomes, and associated funding opportunities and proposed problems by the Sheriff's Office. The Sheriff's Office carried the primary, but not sole responsibility for establishing a pool of research tasks, while BSU provided primary technical support.

A review of research projects resulted in the selection of two primary research products. The first was a survey of 800 citizens that focused on citizen crime-control needs, perceptions of police practices, and knowledge of crime control and community policing initiatives by the Sheriff's Office. The second was the development of an Internet site that provides rapid information about police activities, shows patterns of criminal activity, describes services available to the public, and invites feedback and discussion. In the following summer, a third product was approved by the National Institute of Justice; the review and recommendation of performance evaluation protocol

criteria to be used by the Sheriff's Office during a patrol-wide transition to "beat integrity" model of service (see pp. 50-58).

Four by-products of the partnership were carried out during the funding period. The first two were policy-relevant surveys. The first product was a random mail survey of county residents. Citizens were asked about issues of drugs, gangs, and youth in their neighborhoods and in the county generally. The second product was a survey that measured Ada County Sheriff's deputies' perceptions of citizens' attitudes toward service delivery. The final two products were scholarly papers. One was presented at the 1998 Annual Meetings in Albuquerque, New Mexico, and the other was an ethnographic account of rural policing.

Each product of the grant is briefly described below.

Primary Products

Citizen Fear of Crime and Satisfaction With Sheriff Services Survey

This survey was designed to enhance the Sheriff's current community policing program and assist in the deployment of community policing officers. It provided information regarding public needs and current perceptions of Sheriff services.

The purpose of the survey was to measure citizens' perceptions and fears of crime, perceptions of deputies, behavior and knowledge of Sheriff's services, and support for community policing. Conducted to address the crime control needs of the expanding population base in the county, the survey provided the Sheriff's Office with the type of knowledge that has allowed it to link its community-based initiatives in a direct way to its service population.

We found that citizens were more concerned with street problems and order maintenance problems than with serious crime. Yet, even among this rural population, the percentage of residents claiming to have seen drug use was quite high. Sharp differences in safety were associated with different areas. We also found a very high level of satisfaction with sheriff services. Citizens were well informed about community policing programs, and support community policing initiatives.

Ada County Sheriff's Office Internet Site

The second product, the Internet Site, was carried out after the survey was concluded. The survey carried key questions on the kind of information citizens wanted on an Internet Site. The survey consequently enabled the Sheriff's Office to provide information in response to public interest.

The Home Page has become a creative way to transmit information to the public that emphasizes feedback through e-mail responses. The work accomplished by the Sheriff's Office in the Internet site reflects a deep, underlying commitment to engage the public in an impartial and open dialogue.

Performance Criteria Under a Problem Oriented Policing Model: A Report Prepared for the Ada County Sheriff's Office

After an internal review of current patrol procedures, the Sheriff's Office began consideration of transforming their patrol service delivery from a traditional model to a "beat integrity" model (see pp. 50-58). The model is a problem oriented policing (POP) design, and is being implemented generally across patrol. Dr. Crank was asked to assist in the development of performance evaluation criteria for deputies working under

a POP model. He provided a review and recommendations for the Sheriff's Office performance evaluations efforts.

Secondary Products

Community Gang Prevention Team Survey

With the support of the Sheriff's Office, Dr. Crank, Dr. Heck, and Ms. Christensen carried out a random mail survey of 270 citizens, aimed at the identification of problems and development of responses to gangs and teen-age use of drugs. This survey elicited information about drug and gang activity that citizens had witnessed, problems they perceived with such activities, and knowledge and effectiveness of community resources for dealing with drug and gang problems.

We found that over half of the respondents had seen drug dealing and a problem with shootings and violence by gangs on they streets where they lived. Respondents were more concerned about their children becoming involved with drug activity than with gang activity. One of the interesting findings was that even when residents feared victimization, concerns over children outweighed their reluctance to involve themselves in outdoor activities.

Deputies' Perceptions of Citizens' Attitudes Toward Service

In a meeting between the Sheriff's Office and BSU staff, the Sheriff indicated his curiosity regarding the extent to which Sheriff's deputies' attitudes mirrored citizens' attitudes about the quality of Ada County Sheriff's Office service. Did deputies have accurate perceptions of citizens' attitudes concerning their work? A survey was conducted of Sheriff's deputies in order to assess their perceptions of citizens' attitudes,

and findings were compared to citizens' actual attitudes from product one above.

We found that deputies' estimations of citizens' attitudes were remarkably close to how citizens actually felt. Where there were differences, they consistently occurred in a way that showed that deputies had higher levels of positive sentiments from citizens than deputies expected. During deputy-citizen interactions, deputies have a strong impact on citizens. Citizens generally thought that deputies were courteous, honest, fair, and concerned about their problems. Citizens and deputies would like to have more contact with each other, and both are receptive to the kind of police-citizen programs characteristic of community policing endeavors.

Scholarly Products

Assessing Fear of Crime in a Rural Setting: An Application of the "Broken Windows" Model Using Survey Data

This paper was presented at the 1998 Annual Meetings of the Academy of Criminal Justice Sciences in Albuquerque, new Mexico. This paper used survey findings from the citizen and gang surveys to develop a perspective on rural crime, disorder, and growth. Some findings provided support for a broken windows model of rural fear of crime. Others point to an altruism effect that supersedes crime fear and involves community members in an out-of-doors activity in spite of increasing concerns of victimization.

Police Work and Culture in a Rural Environment

This paper is an ethnographic account of Sheriff deputies written by Ms. Christensen. This paper looks at how a rural environment shapes the way deputies

think about their work. Using a thematic approach, the authors contrasted and compared rural police perspectives to similar research conducted among big-city police.

Summary

The partnership between Boise State University and the Ada County Sheriff's Office occurred in a strategic time in the development of community policing practices in the Sheriff's Office. It resulted in research products that addressed the need for information about rapid demographic transformations in the county and police service delivery needs. We identified crime control problems, services needed, perceptions of the Sheriff's Office, knowledge of and attitudes about current community policing initiatives, and attitudes concerning community-based strategies through citizen surveys.

SECTION II INTRODUCTION: POLICING A RURAL ENVIRONMENT

Policing in rural environments is different in important ways from urban context. It is also relatively unstudied, a literature is unavailable from which readers can learn about rural police activities. The following discussion is accordingly presented to provide a sense of policing in rural Ada County, and to give a "feel" for the kind of work deputies do.

The Setting

Ada County is located in a high desert sagebrush ecology. It is arid, with an annual precipitation of 12 inches over the desert landscape. The county is located between the rolling front range of the Rockies and the Owyhee mountains. Though predominantly rural, the county also contains the city of Boise, the state capitol of Idaho.

The Sheriff's Office has primary jurisdiction in the various small towns and waterways in Ada County. The towns where the Sheriff's Office has primary jurisdiction are Eagle (population 6,577), Kuna (population 976), and Star (no data available). The hydrology of the county is riverine and the Sheriff's Office has special watercraft patrol for sporting areas created by county dams. The Sheriff's Office also has primary jurisdiction in Boise State University, on the Boise River in the city of Boise, and in the city parks. The Boise Greenbelt, a ribbon of asphalt and dirt trail along the Boise River, is also under the Sheriff's jurisdiction. The cities of Boise, Meridian, and Garden City have their own police departments (See Exhibit 1: Map of Ada County).

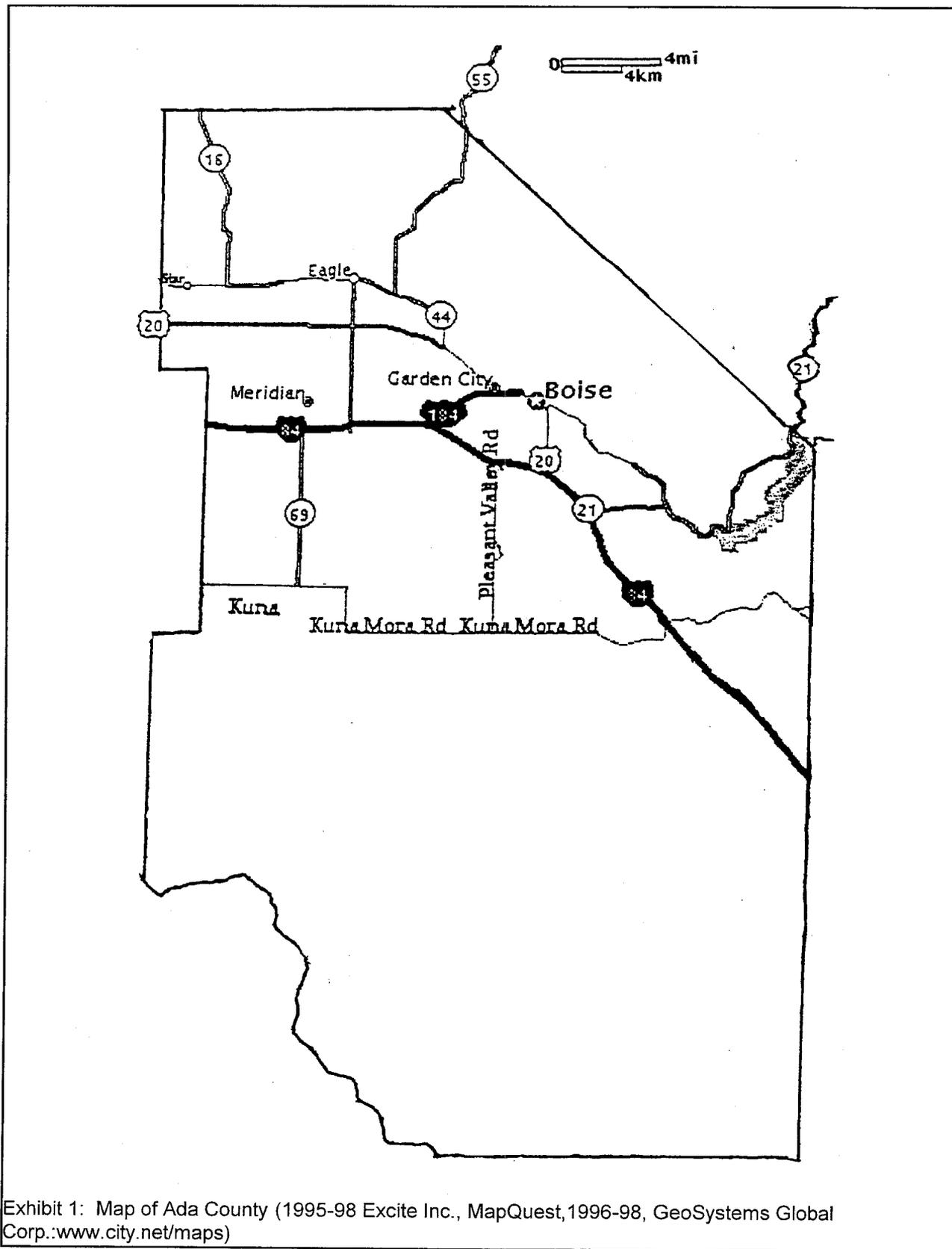


Exhibit 1: Map of Ada County (1995-98 Excite Inc., MapQuest, 1996-98, GeoSystems Global Corp.:www.city.net/maps)

The rural area of the county has witnessed substantial growth over the past two decades. From 1977 to 1991 the rural population has more than doubled, increasing from 31,4484 to 66,124. From 1991 to the present, the population increased by 18.4% to 78,305 (Crime in Idaho, 1977, 1991, 1996). The population growth can be characterized as rural sprawl. It has tended to occur adjacent to the County's small towns, and follows the familiar pattern of rapid housing construction on relatively inexpensive rural land followed by municipal incorporation.

Crime has followed the county's population growth. The Sheriff's Office reported a 17% increase in total crime from 1977 to 1991. From 1991 to the present, the total rural crime index increased by 106% (Crime in Idaho, 1977, 1991, 1996). In 1991 the odds of a rural citizen being the victim of any crime were 1 in 41.6. By 1996 the odds had increased to 1 in 21.1.

A number of high-profile crimes have sparked county-wide concern over the migration of gangs and the growth of drug use among school-aged youth. These crimes mobilized an incipient county-wide effort to address drug and gang problems. An interdependent county-wide gang interdiction unit was organized in 1996 to focus on what was widely perceived as a growing gang problem. In 1997 the Community Gang Prevention Team, comprised of representatives of police, the schools, the courts, and business groups, was organized under the guidance of the Office of Juvenile Justice and Delinquency Prevention.

Concerns over public order have also been at the center of the growing community debate over the impact of growth on the region. Residents were primarily concerned over nuisance and juvenile problems associated with issues of public order.

A recent survey of rural residents found that they were primarily disturbed over speeding problems in their neighborhoods. This finding was followed closely by concerns over stray animals, teenager's lack of recreation, and teenage use of drugs and alcohol.

Geography of Ada County

Star, Eagle, and Kuna, are three small towns in which the Sheriff has primary jurisdiction (See Exhibit 1). They are surrounded by farmlands, dairies, and ranches. Star is on state highway 44 north west of Eagle which is on state highway 55, and both are in the north western part of Ada County. Kuna is in the mid western area, and Boise is in the north eastern area. Meridian is south of Eagle, east of Boise, and north of Kuna. Neighbors traditionally were separated by a mile or more, giving a wide geographic breadth to the idea of "neighborhood." In the past fifteen years housing subdivisions have emerged in many rural areas surrounding Boise between Eagle, Star, and Kuna. Many of the new residents are employed in high-tech industries and commute daily to Boise.

Communities are separated by farms, ranches, and desert, reflecting the traditional rural geography of the region. Residential areas near the city are patchworked with farms, horse and cow pastures. Rolling fields of grain, corn or alfalfa are common. Dairies are dispersed around the outskirts of subdivisions.

In recent years urban sprawl has crept into the county's rural areas. South Ada County has been steadily developed for the past twenty years, and today is characterized by a few remaining pastures along major routes to subdivisions, blending a mix of urban housing with the flavor of a rural environment.

North Ada County has seen recent dramatic growth. From Eagle to Star, many business structures and residential areas have emerged along the roadways, giving the inter-city areas a "strip" quality. Major grocery stores in Eagle and Meridian support a mixed rural and suburban environment. There has been considerable growth near Kuna in the past five years as well. Kuna used to have its own police station twenty years ago, but abandoned it because of cost considerations. Although Kuna has a small, modern housing subdivision on its east side, it carries a transitional ambience of rural farmlands, dairy farms and horse ranches.

Hydrology and sports combine to create recreational opportunities which the Sheriff's Office polices as well. Lucky Peak Lake is a water sport area serviced by the Sheriff's Office in the eastern portion of the county off of state highway 21 near the Boise County border. It is popular with swimmers, boaters, sailors, jet-skiers, and fishermen. The Boise Greenbelt, 15-20 miles of pathway along the Boise River, attracts bicyclists, runners, walkers, swimmers, fisherman, in-line skaters, and nature lovers. It connects from the west part of the county to the east part of the county, extending to Sandy Point, just one mile south of Lucky Peak Lake. The Greenbelt runs east and west along the river, extending about four miles east past downtown Boise, through Garden City and about five miles west past downtown Boise. In the summer people floating the river on rafts and inner-tubes can be seen from the greenbelt. It has been a source of crime as well: in 1997, a woman's stabbed body was found on the greenbelt. No suspects have been identified.

Traditional Service Delivery

Patrol has traditionally been reactive. The following discussion provides a

description of patrol activities.

Ada County patrol is based on a team concept. Teams are comprised of 7 to 9 deputies, one deputy to a patrol car. Each team is led by a sergeant, or a Rove officer, who has free reign to patrol the entire county; usually as Acting Field Commander (AFC). Special contract cars are available for Boise State University, Kuna and Eagle. Special patrols carried out by the Sheriff's Office include bicycle patrol for the Boise Greenbelt and boat patrol for Lucky Peak Lake. Select Traffic Enforcement Patrol (STEP) covers all areas of the county.

Area patrols have been confined to north and south sectors of Ada County. ROVE patrols usually have two to three AFC's, and cover all areas of Ada County as arterial patrol and to assist area patrol officers. Even though assist calls can be picked up by any available deputy, those with seniority have traditionally been provided first opportunity to respond. All patrol units, in essence, act as one large team. When there is an assist call, the closest available car responds to create a "sub-team" that ensures a very fluid system.¹

Today this patrol design is undergoing broad and profound change. The Sheriff's Office is implementing a "beat integrity" model (see pp. 50-58) according to which officers are assigned to county areas for extended times. Officers are also permanently assigned to the communities of Kuna and Eagle. The Sheriff's Office is in the process of establishing sub-stations in both communities.

The beat integrity model is based on notions of responsibility, community, or area identification, and accountability. Accordingly, a part of the new patrol model includes the development of performance criteria. Product "C" describes performance

criteria development.

The final aspect of patrol re-design is an emphasis on proactive problem identification. The Sheriff's Office is implementing a POP model using a SARA method for problem identification and resolution. Deputies are currently undergoing training for implementing the SARA method (see pp. 56-57).

SECTION III GRANT PROPOSAL

The Ada County Sheriff's Office has traditionally been a reactive rural police agency, deploying its personnel in accordance with perceived service needs. In 1996 under the leadership of Sheriff Vaughn Killeen, the Sheriff's Office in Ada County Idaho began to explore ways of increasing citizen input into its activities. The process of developing citizen input was initiated with the "partnership" grant provided by the National Institute of Justice in January of 1997 and culminated in the restructuring of patrol activities under a decentralized "beat integrity" model of patrol in 1998.

This grant has been a central informational component in the Sheriff's Office's effort to move toward a community policing concept. Because the literature on community policing for rural areas and sheriffs is so scant, the grant aimed at the provision of foundational knowledge - what do county citizens know about the Sheriff's Office, what is their interest in community policing ideas, and how can we engineer reciprocal contacts between the community and the Sheriff's Office?

Partnership Goals

The goals of the partnership were: 1) form a research-practitioner partnership that would contribute to policy-relevant research and evaluation on behalf of the Ada County Sheriff's Office; 2) use the partnership to develop a pool of research ideas fruitful to the Sheriff's Office; 3) solicit information on citizens' perceptions of current police practices, community-based initiatives within the Sheriff's Office, and ways in which the department can more effectively communicate information about its activities.

By the end of the grant we had expanded the original partnership agreement with the completion of three additional products. This document presents a discussion and findings of all five products listed below.

- ▶ "Citizen Fear of Crime and Satisfaction With Sheriff Services Survey"
- ▶ "Ada County Sheriff's Office Internet Site"
- ▶ "Performance Criteria Under a Problem Oriented Policing Model: A Report Prepared for the Ada County Sheriff's Office"
- ▶ "Community Gang Prevention Team Survey"
- ▶ "Deputies' Perceptions of Citizens' Attitudes Toward Service"

Abstracts for the two scholarly papers are also provided herein.

Development of The Research Agenda

On July 25, 1996 Dr. John Crank met with the command staff of the Sheriff's Office and presented a discussion on the idea of formal collaboration and the NIJ solicitation. On the 26th and 27th the Director of the Administrative Services Section visited individually with lieutenants, captains, and other members of the agency command in an effort to identify topics of particular concern to the agency. Their suggestions for collaborative research are listed below, and were provided without order of priority. It was from items 2, 3, and 9 on this list that the current research proposal was developed.

1. Should the Department implement educational television for criminal inmates?
2. Can a community survey be used to assess and develop the current community policing component, and at the same time provide information

about citizen needs?

3. How can public access to records be improved?
4. The development of a radio frequency usage plan.
5. Evaluation of current management and administration structure.
6. Explaining the drop in inmate population in the Ada County Jail, a drop that is contrary to projections.
7. Review of pre-employment procedures and evaluate overall employment process.
8. The development of a "paperless office."
9. Examining the department's current means of dealing with the news media in emergency and non-emergency situations. Can information be made more immediately available?

Working with the Ada County Sheriff's Office, Boise State University pursued two research projects intended to provide community input into the affairs of the Sheriff's Office. The first was a survey of citizenry of the county that focused on rural areas in which the Sheriff's Office has full enhanced patrol/investigative responsibilities. A random survey of 800 citizens, geographically stratified, identified both new and traditional centers of population, allowed a focused examination of citizen attitudes in the full array of communities and rural towns in the county. The survey focused on traditional and community policing initiatives.

The second project was to enhance the capacity of public access to the Sheriff's Office vis-a-vis the Internet. This aspect of the grant resulted in the development of a "Home Page" that provided the general public with ongoing information about the

department, permits media access to current crime events, and presents a "newsy" human-interest aspect of Sheriff's Office activities. The system was intended to be interactive, with programs designed for public feedback on various topics. The site has been useful in the provision of information on the Cops Ahead initiative, and activities of crime prevention and juvenile sections in which these officers are used.

With the first two principal tasks of the grant completed, Dr. Crank was invited to assist in the development of performance evaluation criteria for deputies working under a problem oriented policing (POP) model. Dr. Jeffries at the National Institute of Justice (NIJ) notified Dr. Crank that the project was approved by the NIJ. This resulted in a third project that assisted the Ada County Sheriff's Office in transforming their patrol service delivery to a "beat integrity" model (see pp. 56-64) based on POP design principles. Dr. Crank provided a document containing an overview and recommendations for performance evaluations that assisted in the development of evaluation protocols for the Sheriff's Office.

During the course of the grant, additional projects and products were identified that were perceived to be beneficial to both Boise State University and the Ada County Sheriff's Office. We completed two additional projects in the spirit of the partnership proposal. These were a county-wide survey of public perceptions of gang activity and a survey of deputies' perceptions of citizens' attitudes.

The first was a survey of citizen's perceptions of gang activity and teenage drug usage in Ada County. This mail survey represented continuing efforts of Ada County citizens, state and local governments, community action agencies, and the Sheriff's Office to identify problems and develop responses to gang and drug activity.

The second project resulted during a meeting between the Sheriff's Office and BSU staff. To what extent did deputies' attitudes mirror citizens' attitudes towards the Sheriff's Office service delivery? This project enabled us to find out if deputies were giving citizens the service they wanted and whether or not deputies' perceptions of citizens' service needs were accurate.

Included in this document are two scholarly activities carried out under the auspices of the grant. The first product was the presentation of a paper titled *Assessing Fear of Crime in a Rural Setting: An Application of the "Broken Windows" Model Using Survey Data*, presented at the 1998 Annual Meetings of the Academy of Criminal Justice Sciences in Albuquerque, New Mexico. Using survey data, we assessed the impact of neighborhood crime problems on fear of victimization and changes in recreational and social out-of-door activity. Some findings provide support for a broken windows model of rural fear of crime. Others point to an altruism effect that supersedes crime fear and involves community members in out-of-doors activity in spite of increasing concerns of victimization.

The second product *Police Work and Culture in a Rural Environment* was an ethnographic study of Ada County Sheriff's deputies conducted by Wendy Christensen. This project consisted of nine ride-alongs to familiarize ourselves with typical shift work performed by police in a rural setting. The ethnography was carried out to answer two questions: What do rural police do and in what kind of environment; and does rural police culture differ from their urban cousins? Findings highlighted surprising similarities and subtle differences in rural and urban police styles.

SECTION IV PRIMARY GRANT PRODUCTS

PROJECT A: Citizen Fear of Crime and Satisfaction With Sheriff Services Survey

This survey was developed in order to further Ada County Sheriff's Office efforts to move toward a community policing service delivery model and to provide information regarding public needs and perceptions of services offered by the Sheriff's Office. The survey itself was tailored to the needs of the Sheriff's Office.

This project contained two components: research and evaluation. The research component assessed 1) citizens' fear of crime; 2) citizens' satisfaction with current sheriff services across the jurisdiction; and 3) knowledge and attitudes regarding elements of community policing. The evaluation component assessed citizens' knowledge of COPS services currently available and the current use of COPS in the community and the community based initiatives put forth by the Sheriff's Office.

Survey method. The survey was a random telephone survey of 806 residents in Ada County, Idaho. The survey Research Center at Boise State University conducted the survey using methods proposed by Dillman (1984). Respondents were selected randomly within particular area codes, using a proportionate sampling frame. The sample was stratified to ensure sufficient rural-signifying code were selected that provided a meaningful count of rural citizens. Detailed geographic data was gathered during the interview to discount the possible error of mis-designating rural and urban respondents. The survey instrument was constructed with content valid questions developed with similar research in mind (Weisheit, Falcone, and Wells, 1994; La Free et. al., 1992; Cordner, 1994). Data was presented in SPSS format. A phone survey

format allowed us to elicit a comprehensive and in-depth statistical profile of perceptions of current police practices and citizen interest in the expansion of community-based policing strategies and tactics.

Citizen fear of crime/citizen satisfaction. The first set of questions assessed recent experiences with the police, attitudes toward crime, and perceptions of the quality of various police services. Listed below are the categories of questions we wanted to address, not the specific questions themselves.

1. What is the citizen's level of satisfaction with law enforcement?
2. What do citizens want from law enforcement?
3. How are the different service areas of the Sheriff's Office received by the public?
4. What are the citizen's principle concerns/fears that can be addressed by law enforcement?
5. Does the department adequately deal with the problems confronted by victims of crime?
6. How can the Sheriff's Office improve its image with the public?
7. Do county residents, particularly those in rural areas, believe that they are getting enough patrol coverage?

The community policing mandate. The next set of questions intended to ascertain interest in ideas of community policing and the viability of imparting community-based programs. What follows are not specific questions, but categories from which questions were drawn.

1. Are there particular crime control/order maintenance needs of county citizens, and do these needs vary by location within the county?
2. Will the public be receptive to the emplacement of local, decentralized substations?
3. Will the public be receptive to organizations for crime prevention and meetings attended by county police officers?
4. Will the public be receptive to alternate forms of patrol?
5. Will rural citizens be interested in expanded neighborhood watch programs? Citizen-band patrols? More frequent meetings with members of the department?
6. Will the public be willing to trade off some conventional police services, such as having an officer physically respond to relatively minor cold crimes, in exchange for more service-oriented police activities?

Survey Findings

In Part 1 we asked respondents about their fears of crime, criminal activity that they had witnessed, their fears that they or their children will be victimized, and their thoughts on the contributions of local agencies in dealing with these concerns.

Residents were asked about 39 different crime related problems in the neighborhoods where they live. The five most frequently cited problems were:

- ▶ Speeding, reported by 79% of the respondents.
- ▶ A lack of recreation for children (65%).
- ▶ Stray animals (60%).
- ▶ Excessive noise (i.e., barking dogs, loud parties) (53%).

- ▶ Vandalism (53.4%).

The top five issues that were regarded as no problem were:

- ▶ Homeless people or vagrants were cited as no problem by 95% of respondents.
- ▶ Ninety-two percent felt there was no problem with poaching.
- ▶ Eighty-two percent (81.9%) saw no problem with graffiti.
- ▶ Eighty-one percent (81.4%) felt there was no problem with auto theft.
- ▶ Sixty-seven percent (67.4%) felt that physical decay - such as abandoned cars, run-down building, houses or farm buildings in disrepair were no problem.

When asked about serious crime,

- ▶ Nearly half (44%) of the respondents noted that having homes being broken into and things being stolen was a problem in their neighborhood.
- ▶ Forty-one percent (41.1%) thought there was a problem with people breaking into cars.
- ▶ Forty-one percent (40.5%) of the respondents believed that drunk drivers were a problem.
- ▶ Fourteen percent stated they had observed drug activity in their neighborhood.
- ▶ Twenty percent stated that they had observed gang activity in their neighborhood.
- ▶ Most of the respondents (90.4%) felt there was no problem with shooting and violence by gangs.
- ▶ Ninety percent (89.7%) felt there was no problem with "crack" houses or Meth labs.
- ▶ Eighty-nine percent (89.3%) saw no problem with gang violence.

We asked respondents about the contribution of 11 different agencies and community efforts to solve problems having to do with drugs and gangs. Of the 11, the 5 most helpful with regard to **gangs** were:

- ▶ The Church (selected by 72% of the respondents).
- ▶ "Enough is Enough" and other community action programs (70%).
- ▶ The Sheriffs Office (68%).
- ▶ DARE programs (64%).
- ▶ The School District (59%).

The five most helpful with regard to **drugs** were:

- ▶ The Church (selected by 72% of the respondents).
- ▶ "Enough is Enough" and other community action programs (70%).
- ▶ DARE programs (65%).
- ▶ The School District (59%).
- ▶ The Sheriff's Office (58%).

Residents provided information about their recreational activities. We found a high level of activity outside the home.

- ▶ Seventy-six percent (76.4%) recreate outside the house, but in the neighborhood.
- ▶ Seventy-six percent (75.6%) stated they walk, jog, or ride a bike in the day time, 64.3% participate in these activities in the evening, and 27.7% at night.
- ▶ Fifty-five percent (54.8%) stated they participate in social activity in their neighborhood.

- ▶ Respondents average ten hours per week watching television.
- ▶ Only two percent of the respondents do not watch television.

Residents thought they were safe, though more so in their neighborhoods than in downtown Boise.

- ▶ Ninety-six percent (96.1%) felt safe in their neighborhoods during the day, while 86.% felt safe in their neighborhoods after dark. Only 3.5% thought their neighborhood was dangerous after dark.
- ▶ Seventy percent felt safe in downtown Boise during the day while respondents were divided about the safety of downtown Boise after dark: 29.5% thought it was safe, 29.9% were neutral, and 28.7% indicated downtown Boise was dangerous after dark.

In spite of feelings of safety, we found that many respondents feared being victimized.

- ▶ Forty-two percent of the respondents feared being the victim of a non-gang crime.
- ▶ Twenty-six percent (25.9%) feared being the victim of a gang crime.
- ▶ Twenty-eight percent (27.8%) worried that gang members would hurt some member of their household.

Fifty-four percent (53.6%) of the respondents have children. These residents were asked about their fears that their children would become involved in gang or drug activities. Parents were more worried about drug involvement than gang involvement.

- ▶ Thirty-three percent (32.9%) worried about their children getting involved with drugs.
- ▶ Twenty percent (19.6%) worried about their children getting involved with gangs.

- ▶ More than 1 in 4 parents (26.8%) were afraid their children would be hurt by a gang member.
- ▶ More than 1 in 3 parents (38.7%) stated that there were certain areas of the community where their children were afraid to walk.

In Part 2 we wanted to find out about citizen's knowledge of and satisfaction with Sheriff's Office services. Our findings revealed a high degree of satisfaction with sheriff service delivery and with deputy professionalism. What kind of relationship exists between the Sheriff's Office and the general public? We found that there is a reservoir of good will toward the Sheriff's Office and that respondents highly rated deputies' professionalism.

- ▶ Eighty-four percent (83.6%) stated that deputies were courteous.
- ▶ Seventy-seven percent (76.8%) thought that deputies were honest.
- ▶ The majority of the respondents (73.9%) stated that Sheriff's deputies were fair.
- ▶ Sixty percent (59.5%) noted that deputies treated all citizens equally and according to the law.
- ▶ Over half (53.3%) of the respondents are interested in the problems faced by the Sheriff's Office.
- ▶ Over half (58.8%) stated that citizens and Sheriff's deputies work together in solving problems.
- Fifty-four percent stated that friendship between the Sheriff's Office and citizens was easy to develop.

An area of considerable interest to the Sheriff's Office is whether deputies should spend more time assisting residents with their problems or focus their energies on

serious crime. The following questions reveal citizen's preferences on this issue.

- ▶ More than half (74.1%) of the respondents noted that deputies show concern when asked questions.
- ▶ Over half (53%) agreed that deputies should spend more time talking to people about their problems.
- ▶ Sixty-three percent (63.4%) stated that deputies should spend more time working with individuals and groups to solve problems.
- ▶ Fifty-five percent (54.8%) observed that deputies should spend more time than they do investigating serious crime, serious criminals, and suspicious persons.
- ▶ Respondents seemed satisfied with the number of tickets issued even for minor law violations. However, nearly 4 in 10 (39.8%) thought that deputies should spend more time on traffic enforcement.

We asked if residents had any recent contacts with the Sheriff's Office. We found that the quality of service was consistently rated high, even for those who had been arrested.

- ▶ Twenty percent (20.1%) had contacted the Sheriff's Office for information or a request for service, and 83.4% of those stated they received good to excellent service.
- ▶ Seventeen percent (16.6%) had recently reported a crime and 77.6% of those stated they received good to excellent service.
- ▶ Twelve percent (11.5%) had recent contact with Dispatch/911 and 88.2% of those stated they received good to excellent service.
- ▶ Ten percent (10.4%) had received a traffic violation, and over half (57.1%) of

those who said that they had contact received good to excellent service.

- ▶ A small number (2.7%) of respondents had recently visited the jail, and over sixty percent (63.7%) of those stated they received good to excellent service.
- ▶ Six respondents (0.7%) had been arrested, and of those who had been arrested, four (66.7%) rated the service they received as good to excellent.

In the following questions, we were especially interested in contacts respondents had with the jail. First we wanted to know how many had contact with the jail.

- ▶ Twenty percent (21.2%) of the respondents had called the Ada County jail for information or visited the jail to bond a friend or relative out of jail.
- ▶ Twelve percent (12.4%) of the respondents had visited a relative or friend in the Ada County jail.

Next we wanted to know the quality of the contact with the jail.

- ▶ Eighty-six percent of the respondents who had visited the jail stated they had been treated respectfully.
- ▶ Almost all (91%) of the respondents who had visited the jail stated they felt secure inside the facility.

An issue of considerable public interest is whether or not offenders in the Ada County jail might be provided alternative, non-incarcerative treatments. We wanted to assess the public's opinion on this issue. We first asked respondents to compare the two:

When asked generally if they thought offenders should receive jail or alternative, non-incarcerative sentencing:

- ▶ 21.7% chose jail.

- ▶ 63,9% chose alternative sentences.
- ▶ 9.7% were uncertain.

Then we asked respondents a more detailed question about current offenders in the Ada County jail.

Our independent research found that the average offender in the Ada County jail has 14 prior arrests, typically including the following: driving with a suspended license, DUI, petit theft, possession of marijuana, and failure to appear. We asked respondents if they thought that a maximum penalty of one year in jail for this offender, with time off for good behavior, is too lenient, just about right, or too harsh.

- ▶ Sixty-one percent (60.5%) answered that this was too lenient.
- ▶ Thirty percent (29.5%) answered that this was about right.
- ▶ Five percent (5.1%) answered that this was too harsh.

In keeping with a "co-active" model of community police program development, we elicited information about what citizens would like to see on a Sheriff's Internet site. Citizens responded as follows:

- ▶ The majority of citizen respondents (81%) were interested in information about community policing and crime prevention activity.
- ▶ A question and answer section where "I can ask questions" section was supported by 80% of respondents.
- ▶ Seventy-nine percent of respondents were interested in a description of the different programs offered by the Sheriff's Office.
- ▶ Almost two-thirds (74%) of the respondents were interested in activities and meetings of neighborhood watch groups.

- ▶ Current crime reports were of interest to 72% of respondents.
- ▶ Sixty-eight percent of respondents were interested in more information on DARE.
- ▶ Slightly over half (51%) of the respondents were interested in more information on bicycle and horse patrols.
- ▶ Nearly half (43%) of respondents wanted more information about the jail.

In Part 3 we asked Ada County residents about their interest in and support for community policing endeavors. We found that residents supported community oriented policing programs.

- ▶ Almost all citizens (92.2%) thought that Community Oriented Policing was a good use of resources.
- ▶ We asked respondents if they thought that community policing was just another name for coddling criminals and people on welfare. Only 13% agreed with this idea, while 65% disagreed.
- ▶ The majority (93.9%) of respondents thought citizens should participate in programs such as Neighborhood Watch.
- ▶ Seventy-five percent (74.6%) thought that Community Oriented Policing is the direction all police will have to take to reduce drugs, gangs, and crime.

Finally we wanted to find out about the characteristics of participants in the survey. Part 4 provides a description of our respondents. The following information provides a description of the respondents participating in this research.

- ▶ Most respondents (94.7%) identified themselves as Caucasian/White. Asian Americans, Mexican Americans, and Native Americans accounted for 1% each.
- ▶ Females accounted for 64% of the respondent sample.
- ▶ Seventy percent of the respondents had college experience, with 50% having a

college degree of Associates (2 year) or higher.

- ▶ Most respondents identified themselves as professionals (24.7%). Homemakers were second (16.7%), followed by white collar workers (15%).
- ▶ The average respondent's 1996 pre-tax family income was \$30,590. Ten percent made \$15,000 or less. Thirty-two percent indicated that their annual income was over \$50,000.
- ▶ Eighty-seven percent (86.8%) of the respondents were homeowners, and 87% lived in single family dwellings.
- ▶ The average age for respondents was 42 years of age.
- ▶ The typical respondent had lived in Ada County for an average of 11 years, and in their current neighborhood for five years.

Discussion

What we know of fear is sketchy - our society doesn't systematically collect data on fear (Moore and Trojancowicz, 1988:2). Usually fear of crime is associated with being a victim or with a lack of social order. Our data shows that people aren't worried about the effects of order maintenance problems or their security. The relationship between fear of crime, victimization and disorder may not be as closely related in rural areas and in urban areas. Fear is influenced by a sense of vulnerability. Rural communities have their own unique kinds of culture. Rural people tend to be more independent and individualistic. They maintain close community ties with their neighbors who are usually no closer than a mile away. They commonly own dogs and guns which are both important tools for any farmer or rancher. Rural people are territorial, and feel a certain amount of responsibility for areas that go beyond their

doorsteps. They also take action when they feel their territory is being threatened by intruders.

Rural communities have a propensity for certain types of crime due to the nature of their environment. Rural communities are most often the victims of vandalism and thievery. According to Weisheit and his colleagues (1994), "25 percent of victimizations of rural residents took place while they were away from their communities...rural residents are more vulnerable to robbery when visiting urban areas." More people are moving to rural areas that do not operate farms or ranches. It is more common for rural residents to commute to metropolitan areas to work, naturally increasing the fear of being victimized while away from home. Public transportation for rural residents creates problems for young people. Our data shows that people are concerned about the lack of recreation for youth. With no public transportation and two working parents in the household, it is more difficult for young people to become involved in after school activities.

Rural areas may be fertile territory for growth of a variety of criminal activities. According to Kevin Thompson (1996) a number of sheriffs have expressed concern regarding the spread of urban gangs and drugs to the hinterlands. As urban and suburban populations begin to creep closer to rural populations, it is foreseeable that arenas for drug and gang activity may expand. It is important to monitor how urban sprawl affects the nature and extent of rural crime.

Our data shows that citizens are satisfied with Ada County Sheriff services and deputies. Wilson (1982) states "In rural communities, self-policing is more the rule than the exception." Rural people are accustomed to working with police. McDonald (1996)

states that "rural criminal justice generalists seem to be much more *a part of their community* than their urban brethren who appear to be more *apart from the communities*." McDonald (1996) further states that "perhaps the rural professional practitioner can provide some valuable insights to the urban administrators and functionaries who are seriously challenged by the public's alienation from metropolitan, sophisticated criminal justice services." Rural police have a propensity for community policing strategies - it's a mandate because they are working with friends, relatives, and neighbors that have traditionally depended on various levels of social cohesion for survival. Citizens depend on police for the co-production of justice. The County Sheriff is more accessible than other elected county officials.

Summary

The metropolitan fringe is an important issue in criminal justice today. The absence of rural-oriented research has limited the capacity of smaller police departments to systematically develop and conduct policy-relevant evaluations. Studies in reducing the fear of crime have focused on foot patrol and other community policing strategies. Assessing citizen fear of crime in rural areas may reveal surprising and conflicting results. Community policing strategies come naturally to small and rural police departments, but they must be tailored to suit the needs of the neighborhood. A high degree of citizen satisfaction with the delivery of police service comes naturally when the community is involved with the co-production of justice. (See Appendix 2 for complete statistical data.)

PROJECT B: Ada County Sheriff's Office Internet Site

The Internet Site Research Project

The purpose of this report is to document the development and current status of the Ada County Sheriff's Office Internet site. Research for developing a Home Page was completed in Part 2 of the "Citizen Fear of Crime and Satisfaction With Sheriff Services" survey.

Community-Focused Internet Site: Purposes

The Home Page was designed to address issues of interest to Ada county, including the metropolitan areas of Boise, Garden City, and Meridian. The Internet site was conceptualized as a mechanism to engage the public directly in the affairs of the department. Interest in exploring the utility of an Internet site to interactively share information with the public stemmed from our sense of the limitations of other methods - the press, for example, that sometimes only provides citizens with anecdotal and encapsulated "sound-byte" information about police services and activity. The Sheriff's Office "wanted to communicate directly with their clients without media censorship." (Bowers:1998 p. c.) A Home Page has become an active component of communication for policing that offers the opportunity for the Sheriff's Office to engage directly with whomever is hailing it - a private citizen or a member of the media. The Home Page is still in the process of development, and many of the interactive components have not yet been implemented.

Implementation of the Web Site & Construction of the Home Page

In October, 1997 Ada County received an Internet address through IDNET

(Idaho Network). It is on the same wire with the Idaho Department of Transportation and other state agencies. It was at this same time that the capacity for a Home page for the Sheriff's Office became available. Mr. Daniel Bohner, a research assistant assigned to work with the grant, was responsible for the development and implementation of the Internet site.

Sgt. Gary Raney constructed the Home Page. The development involved the initial construction of the page itself and the implementation of a secondary address accessible from the Home Page. It was constructed with three goals in mind: making information available to a general audience, inviting participation from a county-wide audience, and providing information for particular audiences in need of special services. Each is discussed below.

Providing Information to a General Audience

Before the Home Page was constructed, information about the Sheriff's Office was published in a regional newspaper. A crime report of districts across the county was published weekly. A computer disc was provided weekly to the media that summarized departmental activities. A disc was used to protect the department from security problems. The Home Page assumed these activities, expanding them into community policing and human interest stories available to the public. Stories and events regarding community meetings, neighborhood watches, drug interdiction programs, and the various school programs are presented at the site or at addresses accessible through the site.

Generating Community Reciprocity

The Home Page does not simply dispense information to the public. Public involvement is encouraged through a variety of mechanisms. Citizens are invited to contact the Sheriff's Office, and e-mail is screened regularly. Information about current events involving the department and various community-oriented initiatives are provided to invite participation and feedback. Sites that encourage feedback from the public are listed below.

- **Organizational Information:**

- About Our Past

- **Our Services:**

- Traffic Enforcement Program

- Gang Unit

- Victim-Witness Coordinator Unit

- Narcotics Unit

- Civil Section

- Important Numbers

- **News & Information:**

- Ada County Local Talk

- News & Events

- Sheriff's Civil Process Sales

- **Idaho & L. E. Links:**

- Law Enforcement Agencies, Other Organizations, Other Links

- **New Look With Java:**

Same web site with a different format

Recently the Sheriff's Office began printing the Internet web site address on sheriff's deputies patrol cars. The address is printed on the trunk in order to maximize visibility to the public. The Internet web site address was designed so that observers may see it easily and remember the address. Printing the address on the vehicle is well received, as suggested by one of the feedback comments (see "Home Page Feedback," p. 48).

Screening for a Specialized Audience

The Sheriff's Office has a need to deal with specialized audiences that can be addressed with the development of a secure Internet address. A large number of citizens need prompt access to traffic accident reports, particularly of the "fender-bender" variety. Reports are also needed by insurance companies for residential and vehicle burglaries. The State Department of Transportation can also be contacted to coordinate the disposal of these cases. The Sheriff's Office has been considering making these records available only at the main office, and then only when the appropriate security codes are satisfied and after the records are downloaded and unplugged from the main computer.

One of the Sheriff's Office original goals for the web site was to provide public information access for these records. Unfortunately, the limitations of downloading and problems in constructing an effective "fire-wall" have complicated this aspect of the web page development. Besides the sheer volume of these files, written requests for many types of public information must be submitted. It still remains more practical to access these types of public information from the Sheriff's Office on Barrister Street. For

example, businesses and citizens that require security codes to access appropriate computer records must still obtain those codes from the Sheriff's Office in person. As indicated in the original application, this is the most technically challenging component of the Internet site and development is complicated by the limited technology available.

Evaluation of Home Page Effectiveness

Effectiveness is conceived in terms of public use, media responsiveness, and departmental attitudes toward the Home Page.

Daily usage counts. Daily usage counts provide a direct measure of public use of the Home Page. Since January, 1998 the Home Page has received an average of five or more e-mail messages per week. The latest count to the Home Page was 5,997 visitors as of June 16, 1998.

Media response. Media response to the Home Page has been sketchy. We contacted each of the three television stations that services Ada County. One of our local television stations does not have an Internet site established, which prevents it from accessing the Home Page. Another of the stations contacted has their own web site, but their access to the Internet is limited because of dated technology. They plan to get a new server that would allow everyone at the station Internet access. A third news station stated that the web site was not yet a valuable source for them at this time. When asked what they thought would make the web site more valuable, we were told to call back. We have been unable to obtain a further response from this station. In short, the Sheriff's Office technological development seems to have out-paced the information capacity of local television stations.

Internal review. Sergeant Gary Raney conducted an internal poll of the Internet web site among command staff. He asked, "What has the contribution of the Home Page been to various endeavors, particularly to those involving community policing and crime prevention initiatives?" The responses he received are listed below.

- The web page has taken the Ada County Sheriff's Office into the 21st century of law enforcement. Community Policing starts with honesty in law enforcement, and for us to tell people so much about our department and not hide anything says a great deal about the department. The public is looking for us to spend more time with them and be a greater part of the community. Through the web page we can communicate with a larger audience as our deputies create more and more contacts.
- Establishment of the Ada County Sheriff's home page on the Internet has had considerable positive effects on the Administrative Services Division. This Division consists of the following law enforcement services:
 - a) 911 emergency communications
 - b) Police records and reports
 - c) Driver's license services
 - d) Police evidence and property
 - e) Human resources/ personnel
 - f) Employee training
 - g) Computer services

The first and most important consequence of the home page to all services listed above is perhaps the most difficult to measure. It is the positive public image and affirmative relationship that the home page generates between citizens of the community and their need for, and use

of police services. Web browsers who spend any time at all on the on the Sheriff's home page will soon become familiar with not only the varied extent of services we provide, but also the background and detail surrounding those services.

For example, if a caller must dial 911, the trauma of the situation is not reduced because of the home page, but having read and exposed him/herself to the Sheriff's 911 web site information, the citizen will know and understand what to expect when calling for emergency help, what questions will be asked, and why certain seemingly unimportant information is needed. Callers will know that as the 911 call taker asks questions, the dispatcher has already sent a fireman, policeman, or paramedic, and that emergency help is on the way, even as questions are being asked.

The Sheriff's home page also affords an excellent opportunity for citizens to offer direct feedback to their local law enforcement agency. And not only does the person seeking information benefit, but all other web site visitors gain knowledge by the same process. For example, our Driver's License Office also issues concealed weapons permits. Recent information posted by the Sheriff's Office in answer to a viewer's question gave substantial background on the law and requirements for obtaining a concealed weapons license. Unlike a telephone call, all visitors to the Sheriff's home page gain knowledge and information as a result of other's inquiries.

Our Human Resources Office has found there is considerable use and interest by the public in employment information contained on the Sheriff's home page. This has resulted in labor savings to the Sheriff's Office because home page information picked up by people interested in employment translates directly into cost savings in secretarial time not needed for telephones and answering written inquiry. This fact not only holds true for Human Resources, but many other public services provided by the Sheriff as well.

I think we are just beginning to see the tremendous value of the Sheriff's home page. With time, more and more information will be added, and as use and popularity grow, so will the Sheriff's reputation as a dedicated and responsible elected official serving the law enforcement needs of the community.

- In my opinion, one of the most important elements in community policing is the establishment of two-way communication between the law enforcement community and the citizens it serves. I feel our web page has opened a whole new area of communications with the public. It provides a great deal of useful information, such as: who should someone contact for a particular type of service provided by the Sheriff's Office, when are jail visiting hours and so on. The home page also allows citizens to ask questions and give their input on various issues. The more that citizens sense a partnership with the department, the more willing they are to provide information to the officers and become involved in

crime prevention and crime investigation efforts. As more people become aware of the home page and begin using it, I feel that the Law Enforcement -citizen partnership will become even stronger.

The Home Page: Up and Running

When the grant proposal was first discussed, the Ada County Sheriff's staff expressed hesitation about the Home Page implementation. Though all were in favor of it in principle, there were concerns about the time required to create and maintain the project. There were also concerns about the lack of expertise and staff to dedicate the time to build the site.

Initial construction of the Home Page began at Boise State University. In December of 1997 the Sheriff's Office took the lead in the site development. One of the full-time computer staffers for the Sheriff's Office internal help desk actualized the web site during his off-time and thus provided the critical "spark" for the practical development of the Home Page.

Currently the Sheriff's Office has a "Webmaster" (Sgt. Gary Raney) whose time is devoted both to the Home Page and to his other duties at the Sheriff's Office. Sergeant Raney is a highly motivated officer who is self-taught in Internet construction. Currently he updates the Home Page at least three times per week. His energy and skill, complimented by support from his immediate supervisors, have made the Internet site a departmental and community success.

Sergeant Raney writes many of the articles featured in the News and Information section. Other personnel in the Ada County Sheriff's Office have also contributed articles for the same section.

The Sheriff's Office Home Page currently consists of Four sections: Organizational Information; Our Services; Jail Information; and News and Information. The News & Information and Jail Information sections are updated regularly. The Links section offers direct links to other web sites including the CIA, FBI, The Worlds Most Wanted Organization, Idaho Peace Officer's Memorial Page, Idaho Supreme Court, and the Idaho Winter Road Report just to name a few.

Internet feedback for the web site has been positive. The following section highlights comments the site has received.

Home Page Feedback

Comment: Nice home page. Friendly greetings from South Africa. My name is Fanie Faul and I am a traffic officer in Caledon South Africa.

Comment: Your Sheriff is at our office this week in Tonopah, Nevada (Nye Co.). I would never tell him personally, but he seems to be a great guy. I ride a scooter with our department. When he returns tell him Bubba said howdy. Your web page is GREAT. One of the best I have seen.

Comment: Very nice web site. Excellent format.

Comment: I was giving a term report in college and found your info. The most interesting and very interesting. Thank You.

Comment: The page entitled "duties of a sheriff" was great. Sgt. Johnny Miller, Mobile Co. Sheriff's Office.

Comment: Thank you for the excellent page. As a former communications tech. With the state of California and with San Luis Obispo, CA, I was especially interested in the communications portion, particularly since my work takes me to Boise fairly often. When I get the opportunity I intend to visit your site again to learn more about your department. Putting your address on the back of your units was an excellent idea. That's how I learned of your site.

Comment: The schedule and page for the terrorism conference looks great! Thanks a lot! Tim Rhodes,

Paramedics

Comment: Very nice web page, good work. Greetings from Belgium.

Comment: Great history! The Sheriff Updyke story would make a great western movie. You should submit it to Hollywood.

Comment: Thank you for this very informative web page. This is a top notch job to keep up the excellent work.

Comment: Nice page guys. It is the best I have seen in quite a while. Keep up the great work.

Comment: Like your web-site address on the trunk lid of your Crown Vickies!! Paul Shampine, Reserve Deputy, Walla Walla County, Washington Sheriff's Office.

Comment: I saw your site on the Crime Scene Investigator's car and thought I would check out the site.

Comment: Great web page!!!! My children love it. I think is VERY important for children to see the police exactly as they are...our friends and the people who give their lives to keep the citizens of Boise safe. Larry Paulson...keep up the good work, and thank you.

Comment: Wow, what a page. Someone really put in a lot of work and they did a heck of a great job, very impressive.

Future Goals

Future goals for the web site include being able to update information more often, particularly under the "Our Services" section. The department would like to include an active warrant roster.

There is also interest in the provision of a list of sex offenders on the site, but the legality of a public listing is unclear. During a recent legislative session the Sheriff's Office lobbied the state legislature to make these records available to the public. As of July 1, 1998 the Sheriff's Office will be able to provide public access to information contained in the central sexual offender registry. This service will be by written request only. The Sheriff's Office plans to lobby the next legislative session in Spring of 1999 to

provide even more public access to these records.

Discussion

Under the thoughtful leadership of Captain Gil Wright, the Home Page has been successfully implemented. The Sheriff's Office Home Page has become a creative way to transmit information to the general public. The Home Page emphasizes the delivery of information to the community and contains a rapid feedback component through the encouragement of e-mail responses. The web site has gained the attention of viewers from the U. S. and other countries.

The Home Page is still in its infancy, and a great deal of work lies ahead. In a short period of time, the Sheriff's Office has put into place a quality Internet site. However, in the area of interactivity, much still remains to be done. This is to be expected, as the Sheriff's Office becomes more versed in Internet skills and in what the viewing public would like, and as the central technology of the Internet itself moves forward.

Importantly, the work accomplished by the Sheriff's Office in the site reflects a deeper, underlying commitment to engage the public in an impartial and open dialogue. It is clear that the Sheriff's Office is doing the essential, thoughtful groundwork necessary to convert successfully to a community policing model of service delivery.

Summary

The Internet site complemented the survey in several ways. Where the survey represented a now widely recognized way to obtain community feedback regarding

ongoing department initiatives, the Internet site was viewed as a creative way to transmit information to the general public about police activities and to acquire public feedback on those activities. The Home Page emphasized the delivery of information to the community and contained a feedback component through the encouragement of e-mail addressed to the Internet site on diverse topics. The Home Page would bring the community closer to the Sheriff's Office by providing a forum where citizens can openly speak their feelings.

The two projects have contacted different audiences. The citizen's survey contacted a random sample of citizens across the rural areas of the county. The Internet site captured a self-selected audience interested in Sheriff's affairs. Consequently, the site has reached a wider audience not tapped by the limited geographical boundaries of the survey. It has also provided for ongoing citizen contact where the survey tapped citizen input at a single point in time. (See Appendix 3 for complete survey and statistical data.)

PROJECT C: Performance Criteria Under a Problem Oriented Policing Model: A Report Prepared for the Ada County Sheriff's Office

Overview

In the Winter of 1987, the Ada County Sheriff's Office (ACSO) initiated a review of then current patrol procedures. In late spring of 1988, the department began to consider transformation of patrol service delivery to a "beat integrity" model organized to facilitate problem oriented policing (POP). The ACSO selected a generalist rather than a specialist model of organizational transformation, adapting the work of all patrol officers to a POP service model.

In the spring of 1988, the Sheriffs Office was collaborating with the Department of Criminal Justice at Boise State University on a partnership grant (grant # 96-IJ-CX-0085). The principal tasks of the project had been completed. The project manager, Dr. John Crank, was invited by Commander Bill Chalk, personnel director of the ACSO, to assist in the development of performance evaluation criteria for deputies working under a POP model. The ACSO Personnel Director asked Dr. Crank to provide a review and recommendations for performance evaluations in a POP environment with the following considerations in mind:

1. Provide recommendations on a personal development assessment program that also will have credibility with the rank-and-file.
2. Suggest a process that employees can use to improve areas of weakness.
3. Expand the skill set assessed by peer evaluation to include problem

oriented policing.

Dr. Crank contacted Dr. Jeffries at the National Institute of Justice, and approval was provided to conduct this task and produce a product for the ACSO as part of the partnership grant. The enclosed document is that product. The National Institute of Justice approved an extension of the partnership grant so that Dr. Crank could assist in the development of evaluation protocols for the ACSO.

This document represents the findings and recommendations produced by Dr. Crank. It is organized into 4 parts. Part I is a brief statement of the purposes of the document. Part II describes current efforts of the ACSO to change to a problem oriented policing service delivery style. Part III discusses the role of performance evaluation in a problem oriented policing context. Particular issues pertinent to the evaluation of problem oriented policing are discussed. The contributions of each rank to problem oriented policing are developed, with consideration given to how that rank can also contribute to performance evaluation. Part IV examines performance evaluation measurement processes and products. Three different processes and two products are presented for deputies. Team and sergeant performance evaluation are also considered. Recommendations are presented throughout the text of the document.

Part I: Purposes

Three general considerations guide this product. First, the development of performance criteria under a problem oriented policing model is not clearly distinguishable from the development of a task structure needed to implement problem oriented policing. This report takes a broad view of the development of performance criteria as a corollary outcome of problem oriented policing. Simply put, officers should

be measured by what they do.

Second, performance evaluation under a POP model is more than a reconsideration of measurement criteria -- it also reflects a different way to think about police work and accountability for the work product. Consequently, this document also considers fundamental philosophical issues and problems associated with POP implementation. Developing criteria for assessment necessitates that I also consider the POP task structure implemented by the ACSO.

Third, a comprehensive implementation of POP affects all positions and ranks in an agency. Consequently, to develop performance criteria it becomes necessary to think about and assess the contributions of all ranks, including the Sheriff and commanders, to POP. A need exists to consider performance criteria for all agency ranks, a task included in the report.

This paper provides a review of literature on performance evaluation and provides recommendations for the development of performance criteria for the evaluation of problem oriented policing in the ACSO. This task must of necessity deal with the reward/discipline infrastructure as it affects deputies and the implementation of community problem-solving. This document consequently addresses issues of problem oriented policing implementation as well as broad accountability processes.

This document contains discussions of many elements pertinent to the implementation of POP, as well as of infrastructural career development, of which performance is a part. While this document is discursive at times, I believe that it can be constructive in the development and presentation of recommendations.

Performance evaluation criteria, to be relevant, must be designed in the spirit of both the process and the philosophy of Problem Oriented Policing under a SARA model.

Many researchers describe performance appraisal in terms of the agency itself. According to this idea of performance evaluation, public surveys are used to assess the extent to which the department is successful in improving quality of life or in reducing fear of crime. Citizens are also frequently asked about the quality of their relationships with deputies. A consideration of this dimension of performance evaluation is beyond our purposes, though I will briefly discuss public surveys in the section on middle manager accountability. The task assigned herein is to provide a means to assess the performance of individual officers. For that reason, broader considerations of organizational outputs and how they're received by citizens will generally not be considered.

Part II: The Ada County Sheriff's Office And POP: The Transition

Overview: problem oriented policing. In the first part of this document I will review the current efforts of the ACSO to shift its service delivery style to a POP model based on the concept of "beat integrity." The ACSO has initiated substantive changes toward the adoption of a community policing model. This section will document the history and nature of the changes the Sheriff's Office has undertaken in its efforts to shift the delivery of patrol services to problem oriented policing.

The Ada County Sheriff's Office (ACSO) is in the process of dramatic changes in its patrol services division. Traditionally, the ACSO has provided patrol services consistent with a traditional model of reactive policing. However, the Sheriff has recently initiated steps toward the provision of community policing and problem-oriented

policing strategies to complement traditional patrol. In the small communities of Eagle and Kuna the ACSO is establishing a police sub-station and assigned personnel to the station. The ACSO is also implementing problem-oriented policing among its patrol officers.

Traditional delivery. The ACSO has provided patrol services using a traditional, time-honored delivery system. The traditional delivery of patrol services is as follows. Ada County was divided into 5 areas of responsibility, along with two small contract cities, Eagle and Kuna. A "North Area" car was responsible for the North side of Ada County, and a "South Area" car was responsible for the South side. The remainder of cars on patrol were designated "rove," and could go wherever they wanted to in the county. They were not specifically assigned responsibility for any of the designated county areas. The rovers did random preventive patrol and provided assistance when needed. Nor were the North and South cars restricted to those areas: They could go where they wanted to if needed. On any particular shift, there would be a total of 3 to 6 cars on patrol across the county.

Beats were assigned primarily on the basis of seniority. The Sergeants could select whom they wanted to serve on patrol across the beats. There was, as I was told, no "beat integrity," a sense of personal responsibility for particular beats. Officers were rotated across locations and allowed to rove where they wanted. There was no sense of accountability linked to particular geographic locations, including the five areas. Moreover, if an officer was needed to backup another officer, the closest officer would provide backup. This could result in a circumstance in which large sections of the county were effectively unpoliced for short periods of time.

The transition. The following is a brief history of the transition to a "beat

integrity" model of service delivery. In December, 1997, the ACSO was informed that the city of Eagle was looking for other contract services. The ACSO entered into negotiations to redesign their services there in order to retain the contract. At the time, two deputies were assigned to Eagle.

The Sergeant currently in charge of the transition to POP, Sergeant Freeman, had recently moved from a jail supervisory responsibility to patrol supervision. He was asked to assess the Eagle contract and provide recommendations. He met with the mayor and city council and discussed the possibility of moving to a service delivery model tied to principles of community policing. A third deputy was also assigned to Eagle.

A small group of officers began to reconsider the traditional delivery of services. Sgt. Freeman met with Lieutenant Bowers and a School Resource Officer in Kuna, who was beginning to implement innovating programs consistent with community policing. The Sheriff and Captain Douthit also became involved, and the Sheriff indicated a strong interest in the shift in patrol services. Following these deliberations, in mid January, 1998, the Sheriff decided to initiate a county-wide change in patrol services. In May, the Sheriff made Sgt. Freeman the patrol Commander, who at that point expanded training and review in preparation for the county-wide change in patrol services.

The WRICOPS report. In March, 1998, the Western Regional Institute for Community Oriented Public Safety (WRICOPS) was invited to conduct an assessment of the preparedness of the ACSO for community policing. WRICOPS produced a "Community Policing Assessment Report" whose purpose was to "build a comprehensive picture of the community policing efforts" of the ACSO (WRICOPS,

1998: 4). A full review of that report is beyond the purposes of this document.

However, it called for general organizational changes consistent with contemporary conceptions of community policing, including the decentralization of command authority to the line level, the training focused on community policing, clarification of the roles of deputies under a community policing philosophy, and development of performance guidelines.

The latter WRICOPS recommendation, the development of performance guidelines, identifies the following "strategic recommendations:" It is reprinted here because it reflects the current spirit and purpose of the document I am preparing here, and locates this document in the historical context of Sheriff's efforts to convert to a community policing model. The ACSO is currently addressing these recommendations in the recommended spirit.

1. Both the process and criteria for evaluation of Deputies should reflect the vision, mission, and value statement, and should measure employee actions that further the community policing mission (See Part IV of this document).
2. The department should evaluate the potential effectiveness and negative impact of the new evaluation system being considered. Particular concerns were raised about the perception that the new system was negative, "only focusing on ...negatives of the individual." (WRICOPS, 1998: 24). (This concern is common to POP implementation and evaluation, and is discussed throughout this document).
3. Community policing principles should be integrated into the evaluation instrument and process. "Focus on results in addition to, or in lieu of,

counting statistics such as the number of arrests, citations, traffic stops, etc." (WRICOPS, 1998: 24).

The ACSO has undertaken a redesign of the delivery of patrol services. Teams will be responsible for the delivery of patrol services. An officer on each team is assigned to each area, with only a few officers assigned to STEP (selected traffic enforcement patrol). This redesign is intended to provide deputies on patrol with "beat integrity." Beat integrity means that officers will be responsible for their particular areas. This is intended to reinforce deputies' commitments to and concerns with the problems, people, and issues that occur in the various areas of the county.

The new design coincides with the shift to a problem oriented policing (POP) model of policing. Officers are currently undergoing monthly block training for the SARA model of problem identification and resolution. The beat integrity model of patrol, providing officers with locatable responsibilities within the county, will dovetail with an expanded mission aimed at increasing their skills in problem solution. The model contains both expanded responsibilities and greater empowerment of deputies. It is a true community policing model, thoughtfully applied to a predominantly rural environment by committed leadership.

The new team structure facilitates cost-efficient training. The ACSO provides a training intensive environment, requiring in-service block training monthly. This has been expensive, because work schedules did not permit for patrol coverage and training. Training had to be conducted on overtime hours, in order to preserve county wide patrol coverage. Under the new model, two teams are responsible for services on each shift. The teams overlap schedules one day each week. This design facilitates training by permitting officers to break away during overlapping shifts to take training

without losing patrol coverage. In this way, the new model of service delivery is cost-efficient.

The press conference. On Wednesday, August 19, Sheriff Vaughn Killeen held a press conference announcing the restructuring of patrol and the transition to a POP model of service delivery. The press conference was held in the small town of Eagle, one of the communities that had contracted with the ACSO for services and was to be a primary beneficiary of the expanded services.

Sheriff Killeen noted that the patrol style currently in place, a team style of county-wide patrol, did not provide the level of community responsiveness currently needed in Ada county.

Exhibit 2

The Transition To Community Oriented Policing

We want to take the department as a whole and immerse it in community policing so that the direction isn't coming from me anymore, but from members of the communities we're servicing.

Sheriff Vaughn Killeen, Idaho Statesman, August 20, 1998.

The Sheriff announced that the entire department was decentralizing the decision-making process to provide deputies wider discretion in problem identification and solution. The two contract cities, Kuna and Eagle, would receive expanded, 24 hour coverage by the ACSO. Funded by a \$450,000 grant from the National Institute of Justice, the ACSO was assigning 3 new officers to Kuna and three to Eagle.

Also present at the press conference were Bob Wright from WRICOPS, the mayor and city council president of Eagle, and the mayor of Kuna. Both Kuna and Eagle representatives mentioned the positive aspects that they anticipated from the

expanded coverage. Of particular interest was the establishment of permanent substations. Bicycle patrols were in place in Eagle, and substations were being established in both communities.

Exhibit 3

The transition from reactive patrol to problem oriented policing

Problem oriented policing is a fundamentally different kind of police service delivery. Arrests cease to be a criteria of good policing. Solving problems is a sign of good policing. Indeed, over the long term, increases in arrests are a sign of *bad* policing - problems are not being solved. Arrests, stops, and the like are a measure of police processes. Outcomes, on the other hand, are measures of policing's impact on its most important constituency - the citizens it polices. Departments that continue to believe that making arrests is the primary measure of police activity are, by these standards, not doing good policing. This has several implications.

1. The hearts and minds of patrol officers has to be sold on the change. They have to understand and believe in it.
2. Traditional performance measures -- the accumulation of statistics concerning stops, arrests, and the like -- should be de-emphasized in favor of measures of the outcomes of police behavior on citizens.
3. The most important police service is improved quality of life through lowered fear of crime for citizens.

The SARA Model

The ACSO is adopting what is widely called the SARA model of problem-solving (Goldstein, 1990). This model is frequently described in the following way (Stephens, 1996; from Eck and Spelman, 1987).

Scanning represents the part of the process where problems are identified.

Rather than focusing exclusively on a specific call or crime, officers are expected to group these incidents together and attempt to define the problem in a more precise manner.

Analysis is the stage of the process where (information is gathered) on the problem in order to gain a much better understanding of the underlying conditions. The analysis includes searching for information from a variety of sources, including the community.

Response is the part of the process where solutions are developed and implemented. The solutions are tailored to the specific problem, based on knowledge gained from the analysis stage.

Assessment is the stage where officers are expected to determine if the solution that was implemented had any impact on the problem.

Accompanying the implementation of SARA is a genuine effort to decentralize decision-making in the department. Managers provide deputies with a limited authority to make decisions about strategy and resources traditionally reserved for the middle-ranks. Decentralization is still in the incipient stages and the form it will mature into remains to be seen. Deputies are also reallocating their activity, expanding problem-identification activities and seeking ways to de-emphasize enforcement activities. This also is in its incipient form and the department continues to sell the viability of alternative activity structure to the rank-and-file.

Problem Oriented Policing affects more than changing the quantity of time officers spend on different activities. Under a POP model, traditional activities are recast so that new kinds of information can be required. Different questions must be asked on calls and follow-up investigations. Stephens (1996: 126) identifies these as

follows:

1. Have we been here before?
2. What is causing this situation to occur or recur?
3. How can it be prevented?
4. What should the police do?
5. What should the caller do?
6. What should the community do?
7. What should the victims do?

Part III: Performance Evaluation In A Problem Oriented Policing Context

PART III contains two sections. Section A deals with issues in the development of performance evaluation criteria. Section B considers performance evaluation by rank, and provides an overview of appropriate criteria for each organizational level.

Section A: Issues in the Development of Evaluation Criteria

POP as accountability. The activity of problem-solving and the development of performance evaluation measures are highly interrelated tasks. In Exhibit 4, Sparrow, Moore, and Kennedy (1990) capture the task similarity in their efforts to identify criteria to evaluate the performance of officers doing problem oriented policing:

We can see in Exhibit 4 that the tasks associated with the SARA model of POP and measures of performance evaluation are similar. In this similarity, we also see the overlap of problems faced by management and line-officers. The task of "What do I do?" is equivalent to "What am I being held accountable for?" Answer one, and the other is also answered. But if the department hasn't sold the troops on problem oriented policing, it will alienate them in any evaluation efforts.

- ▶ **Recommendation:** Before instituting evaluational programs, make sure

that the rank-and-file are behind the POP transition.

Exhibit 4

Developing Performance Measures

A meaningful monitoring and appraisal system for beat officers should exhibit features such as the following:

1. Measure their knowledge about their area, its residents and their problems, and its community institutions.
2. Log problems, not just incidents.
3. Record the process of problem-solving through steps like:
 - a. Problem identification
 - b. Analysis of causes.
 - c. Design and implementation of action.
 - d. Monitoring of the action's effectiveness and subsequent reassessment.
4. It could emphasize initiative and avoid penalizing officers for trying solutions that fail.
5. It could formally measure community satisfaction with the officer's work. This assessment inevitably involves some kind of public canvassing - either random or representative.
6. It could provide a regular opportunity for the community to highlight any problems that, in its view, are receiving inadequate or unsuitable police attention.

Beyond 911: A New Era for Policing. Sparrow, Moore, and Kennedy. 1990: 227

We also see in Exhibit 4 an example of the problem of concretely identifying tasks suitable for doing POP and for measuring it for evaluational purposes. The

advice provided above by Sparrow and his colleagues is more of a general statement of POP evaluation measurement rather than a practical set of constructive guidelines. Officers reading this are going to wonder *What do I do*, and *How is it going to be measured?* Translated into the language of street police culture, the latter question becomes *How is it going to be used against me?* In Part IV of this document, we will suggest some evaluation criteria.

Oettmeier and Wycoff (1995: 136) add that the adoption of innovative police procedures and tactics, to be successful, requires changes throughout the organization's infrastructure. A performance evaluation process was viewed as a critical element of the adoptive process:

... a personnel performance measurement process designed to reflect and reinforce the functions that officers are expected to perform can provide structural support for a philosophy of policing and can be a valuable aid in the implementation of organizational change.

The most compelling problem confronting Sheriff's Deputies is in convincing them that the model is relevant to their work. Clearly, part of the answer to this problem is in convincing them about the viability of the SARA model as a problem solving protocol. Another part of the answer is in integrating community policing and problem-solving into their traditional work-related evaluation criteria. In other words, they are more likely to commit themselves to POP if they believe that (1) it is important, and (2) it is tied to raises and promotions.

What can be accomplished by evaluation? Oettmeier and Wycoff (1997: 12) observe that performance measures should be tied to the reasons for collecting the data. For agencies moving to a community policing model of service delivery, they

identify three important reasons:

1. *Socialization*. The evaluation should "convey expectations content and style of (an officer's) performance" and reinforce the mission and values of the department.
2. *Documentation*. Evaluations should record the types of problems and situations officers encounter in their neighborhoods and their approaches to them. This also allows for officers to have their efforts recognized.
3. *System improvement*. What organizational conditions impede improved line-officer performance?

In this context, evaluation is not simply a basis for discipline and reward, but serves other important organizational objectives. Deputies should recognize that evaluation can make positive contributions to both organizational goals and to anti-crime activity and not necessarily be a basis for personal discipline.

What criteria should evaluational instruments meet? Mastrofski and Wadman (1991) identify the following problems for the development of POP performance evaluations.

1. *Validity*. The evaluation accurately reflects the content of the work the employee is expected to do.
 - a. Task analysis: what work is an employee expected to do?
 - b. Feedback from employees describing frequency and criticality of assigned tasks.
 - c. Tasks are prioritized, and KSA's (knowledge, skills, and attitudes) are identified for evaluation. Note: the performance evaluation should not be fixed, but should be flexible to adapt to changing job

considerations. However, in a POP context, the work product is variable. Officers may work together. Evaluations consequently must be flexible, not of fixed content.

2. *Equity.*

- a. Evaluators need to provide the same performances the same way. This is particularly difficult in a community policing context where officers deal with their assignments in different, often creative ways.
- b. Individual considerations should be considered in work assignments. "The underlying theory here is that certain types of people are more likely to perform in desirable or undesirable ways depending on the kinds of work environments and specific people and problems they encounter." Geller and Swangler, 1996: 153.

3. *Reliability.* Raters need to evaluate outcomes in the same way. The problem with reliability is that it biases raters toward measurable phenomena like arrests, stops and the like. These are enforcement criteria and will not assist in the evaluation of community policing or POP objectives. Indeed, one of the key problems or in the establishment of a new system is breaking away from traditional, law-enforcement criteria whose measurement is straightforward.

As Wycoff (1982) noted, when important behaviors cannot be counted, those that are countable tend to become the important ones. She notes that quantifiable criteria tend to fall into two groups:

- a. *Crime-fighting:* rapid response, numbers of arrests, numbers of

stops.

- b. *Administrative regulations:* sick time, accidents, tardiness.

Neither of these provide insight into the degree to which officers are effectively or creatively performing community policing or POP activities. Agencies wedded to these criteria may inhibit the willingness of their officers to adopt new strategies and tactics not so readily measurable. If deputies are permitted to develop their own evaluational means and criteria, commanders should review it closely for compliance with relevant policy and law.

- 4. *Legality.* Some requirements of the evaluation system may be established by law.
- 5. *Utility.* What is the purpose of the evaluation? If it is not used for some identifiable goal, it lead to hostile feelings about employers by line personnel.

Community policing: specialists or generalists? Departments deciding to implement community policing and problem-oriented policing (POP) protocols confront an immediate decision. Should specialists in POP or community policing be hired, trained, and assigned to specific assignments? Or should POP and community policing be introduced across the organization, so that all personnel are responsible for implementation. The latter route -- agency-wide implementation -- is more difficult in the short term. Managers and commanders can't pick and choose among potential line-level candidates for community policing and POP assignments, but must convince the rank-and-file of the value of innovation in their traditional patrol techniques. Yet implementation across-the-board is widely viewed as a preferable route. As Oettmeier and Wycoff observe, when officers are selected for specialized positions,

Confusion, frustration, and animosity among personnel are common results of this specialization, and frequently there is a lack of service delivery at the local level. Oettmeier and Wycoff, 1997: 2.

The transition to community policing and problem solving is a fundamental change in philosophy, organizational design, and activity. Agencies that haphazardly clapboard community policing onto traditional reactive policing patrol can create many long term problems vis-a-vis mismatched and inconsistent organizational functions and stigmata assigned to specialized community policing officers by the traditional rank-and-file. This is not to say that agencies cannot benefit through a specialist approach. However, it is recommended that departments that so start should develop plans to extend it to the rest of the department. Departments adopting POP and community policing reform need to anticipate and make allowances for the breadth of organizational change involved in the transition.

The ACSO elected to integrate POP standards into the daily routines of all patrol officers. The implementation process is current, and at the present time POP protocols are in the immediate pre-implementation stage. Goldstein's model of POP is being used by the ACSO. Officers are learning about the SARA model, and they are developing strategies for the codification of problems in Ada County.

For those agencies implementing a generalist approach, McGarrell and his colleagues recommend that

management must ensure that these generalists have adequate training and the time to actually engage in community policing activities. Finding champions of community policing within the ranks who can model the new role will be important. McGarrell, Langston, and Richardson, 1997: 64.

- ▶ **Recommendation:** The current transition to a generalist mode of POP implementation is the recommended program implementation procedure. The development of performance evaluation criteria should follow the same generalist strategy. All line officers and sergeants should be involved in a practical capacity in the selection of evaluation criteria.

The effectiveness/relevance dilemma. The development of any performance evaluation confronts a widely recognized problem. Although performance criteria may be well designed, the extent to which they distinguish between individuals depends on the personnel conducting the performance evaluations. Many observers of performance evaluations have lamented that it is nearly impossible to actually acquire outcomes that are simultaneously effective and relevant. If evaluations for POP are to be effective, evaluators should be willing to distinguish between the people who they are evaluating, and have to be willing to provide information that may not be well received. Evaluators have to be willing to be critical of those they evaluate. Yet evaluators are often unwilling to write critical evaluations if they will affect the ratees chances for promotion or for raises, and especially if the evaluation might be used in a way to discipline the ratee. Lawler (1971) describes this as a conflict between objectivity and trust: the greater the subjectivity, the greater the trust; the greater the objectivity, the less the trust. The dilemma is this: How can an evaluation be conducted so that it will be objectively conducted by raters, and at the same time be recognized as a document that will be used to discipline or reward officers?

Marx identifies some of the problems of rater subjectivity in performance

evaluations:

When one considers only a supervisor's rating, other problems come to mind. For instance, each supervisor has different standards and frames of reference. These subjective opinions are prone to an individual's possible bias, indifference, or lack of knowledge regarding an officer's actual performance. Also, a supervisor might hesitate to criticize his officers either because he fears it would alienate them or because he thinks it would reflect negatively on his ability to supervise. These difficulties are enhanced by the fact that few, if any, police departments provide a means of assessing the reliability or validity of these evaluations. Marx, 1986: 161.

- ▶ **Recommendation:** Deputies should be involved in the development of evaluation criteria and in the decision about who will conduct evaluations and how they are conducted. This will commit deputies to the process and, I think, is most likely to balance trust and objectivity.

Individual versus team evaluations. Evaluations used to "grade" employees may be problematic in organizations that place premiums on team-work. This may be the case with community policing initiatives, where police must work closely with each other and with the community to achieve important objectives. Scholtes (1987) has cautioned us about the dangers of performance evaluations. They can be a divisive influence, inhibiting the ability of individuals to work together.

- ▶ **Recommendation:** Use team performance as an evaluative outcome in addition to individual evaluations.

Oettmeier and Wycoff (1997: 11) also identify purposes that evaluations can

serve that are different from traditional, "individual" criteria of discipline and reward.

1. Inform governing bodies about the work of the organization.
2. Determine the nature of problems in neighborhoods and the strategies that offer promise in addressing them.
3. Permit officers to "exhibit" the work they are doing.
4. Determine career objectives and progress of individual employees.

- ▶ **Recommendation:** Identify specific uses of evaluation that will not be used to discipline and/or reward.

The cultural limitations of performance appraisal. Many commanders have lamented the way in which police culture protects line officers from managerial directives. This is particularly the case when directives expand internal accountability procedures. Consider the following words:

The self-protectiveness of the police subculture and the fact that little depends on the evaluations means that many departments have abandoned these ratings or, at best, they have become empty rituals where almost everyone's performance is rated as satisfactory. Marx, 1986: 160.

The willingness of line officers to be sold on POP, and to be evaluated for their performance for POP activities, depends a great deal on the extent to which managers, especially the chief, actively seek their advice in implementation procedures. The most effective strategies for avoiding resistance are co-optive. By bringing line officers into the implementation process, and by letting them make important decisions about evaluation, a great deal of line resistance can be overcome.

- ▶ **Recommendation:** Inevitably, some commanders are going to resist some of the recommendations put forth by a task

force of deputies. My recommendation is that, on significant differences of opinion, ask the Sheriff himself to act as arbiter. This will convey to both the line and management personnel that the Sheriff cares about the POP venture and how officers are being evaluated for it.

Exhibit 5

Rewarding What Matters

Another way to put the challenge of reinventing performance appraisal standards and systems is that police departments need to reward the things that matter. In community problem-solving systems, what matters includes contributing manifestly to community safety and fear reduction through criminal justice and noncriminal justice tactics; providing other emergency services; officers' knowledge of and involvement in the community in various appropriate ways; the adequacy of problem-solving efforts from the point of view of those who live and work in the affected neighborhoods; officers' behavior towards the public; officers' initiative in tackling problems...By contrast, things that don't matter - or are downright harmful - to a community policing implementation effort include precipitous and glutinous use of arrest and other criminal justice system resources, meaningless paperwork and other "CYA" activities; running breathlessly and unthinkingly to every call for service without regard to its nature; and excessive emphasis on officers' attitudes rather than behaviors - since attitudes are likely to change *after* behaviors do.

W.A. Geller and G. Swanger.1996: 151. Innovation in Policing: The Untapped Potential of the Middle Manager. Washington, D.C.: PERF.

Section B: Tailoring Evaluation to Rank

The roles and associated accountability standards of line officers change under

a POP style of service delivery. Traditional law enforcement criteria are de-emphasized in order to provide opportunity for crime prevention and order-maintenance activities as well. Under a proactive POP model, line personnel need expanded time in order to talk to residents, to keep logs of problem activity, to meet with community figures, and carry out a large number of associated responsibilities. Accountability has to refocus on these items, so that reward structures and advancement within the organization is associated in some meaningful way with the work officers do.

Changes in role and accountability among other department personnel are less well understood. This is unfortunate. When comprehensively implemented, problem oriented policing realigns the responsibilities at all rank levels in a police organization. The organization is at once more fluid and relaxed in internal command structures and more penetrated by community influences. It is important that administrators don't view the expansion of line activity under a POP model as an opportunity to hold officers more accountable for a wider variety of criteria than in the past.

Given the tendency of police organizations to use bureaucratic accountability policy as a base for punishment, expanded accountability protocols can undermine any program during its implementation phase. One of the lessons of successful programs has been the ability of managers to relax, to permit mistakes to happen, and to create a positive working environment that encourages good outcomes. In the following section, I will present a discussion of the responsibilities associated with all ranks in a department, with a focus on performance evaluation of the work appropriate to that level.

The Role of the Sheriff

The contribution of the chief executive is of inestimable importance. The Sheriff

establishes the commitment the organization makes to any innovations occurring in the department. If the Sheriff wavers in his commitment to POP, innovations will fail however great their promise. With thoughtful, patient, and energetic leadership, the chief executive can accomplish a great deal. Even in the current age of program decentralization, the chief executive plays a pivotal role in the moral and spiritual well-being of the agency.

In a previous article, I described the important contribution that agency executives can make. I include it here, presented in the spirit of decentralized decision-making. The expansion of innovation at the line ranks will be futile if officers aren't also provided the opportunity to err. Evaluation should not be used to stifle creativity and innovation among officers.

Chief John Turner of Mountlake Terrace, Washington, is an eloquent advocate of administrative innovation for community policing. He exhorts administrators to learn how to relax their group on line behavior, to cease trying to control everything that line officers do. His is a forceful view, and it is a vision central to the theme of this paper. If street cops are to be advocated to change, they have to be trusted. It is not enough to speak in lofty platitudes about their contribution to local communities. Management has to learn to trust their rank and file. They have to accept and live with mistakes, knowing that mistakes go with the territory.

Administrators face a dilemma - on the one hand, they want to employ community policing strategies and reap the positive press that tends to accompany such ventures. On the other, they want to hold police

officers accountable to be sure that they are doing community policing and that they do not "screw up" in the process. This latter goal, accountability, can stifle innovation. Rather than facilitating community policing, it can encourage the most hostile aspects of the police culture and close the door on all efforts to create a viable community policing program. Crank, 1997: 56.

The agency executive is more than a spiritual leader. Sheriffs and Chiefs are at the top of the organization, and power emanates from the top. The executive is capable of, and should engage in substantive action aimed at assessing program innovation success. This extends to performance evaluation as well. In the following figure, program planning guide published by the Bureau of Justice Assistance suggests the practical role that an executive of a small department can play in the implementation of community policing.

Exhibit 6

Chief Executives and Evaluation in Small Departments

Astute police leaders recognize that large gaps can exist between what policy dictates and what personnel do. Management must take nothing for granted in the implementation of Neighborhood Oriented Policing (NOP) policies and procedures. In one form or another, the chief must constantly ask "How are we doing? Are we on track? What problems are occurring? What help is necessary?"

In smaller and moderate-sized departments, this critical assessment can be accomplished through the chief's "management by walking around," stopping by at offices of key managers and groups to get on-the-spot reports on implementation efforts. The chief can also talk with patrol officers to get their views of how implementation is proceeding. In any size organization, the chief executive can hold useful regular meetings with those responsible for overseeing implementation of NOP and ask for their reports in a setting that reinforces accountability and allows for immediate discussion of ways to deal with problems.

Bureau of Justice Assistance (1994), *Neighborhood Oriented Policing in Rural Communities: A Program Planning Guide*. p. 64.

It is clear in the early stages of POP innovation that Sheriff Killeen has taken an active leadership role. He has also demonstrated the capacity to permit decentralized decision-making. This is an important threshold requirement for PO, and encourages optimism that the dramatic changes being undertaken by the Sheriffs Office will succeed.

The Role of Middle Managers

The role of middle managers in police innovation is understudied and poorly understood. The traditional tendency is to view middle managers, like police culture, as

a powerful source of resistance to change (see Kelling and Bratton, 1993). Other observers have a different view. As Geller and Swangler (1995: 102) observe, *don't accept "middle manager's" resistance to change as the definition of the problem.*

Managers can be resources for the adoption of meaningful POP performance evaluation just as they can assist in the implementation of POP itself: *Middle managers, Geller and Swanger (1995: 149-150) note, can foster first-line supervision that, in turn, fosters quality problem solving by helping sergeants enhance their credibility with officers concerning community problem solving.*

In most agencies and for most sergeants, the reality will be that these first-line supervisors are being asked to coach a type of work they have never done themselves. That, of course, can produce significant credibility problems among the rank-and-file officers. Geller and Swanger, 1996: 150.

Exhibit 7

What can be accomplished by performance evaluation

Administrators are often so constrained by personnel rules, labor contracts, and other restrictions on their opportunities to offer rewards and impose penalties that they may wish to refocus the department's performance appraisal system on helping employees improve.

Mastrofski and Wadman, 1991: 365

In the ACSO, captains and to a lesser degree lieutenants are responsible for developing strategy and forecasting strategy to fit the budget. The change over to POP will affect them as well. Deputies will be promoted from a POP working environment. Managers will have to provide command authority over officers working in a POP environment. What can they contribute? Consider the following items, many

mentioned by Geller and Swanger (195).

1. Help sergeants enhance their credibility with deputies. Become familiar with POP and display clear support for the organizational changes that sergeants have to implement.
2. Assist in the development of comprehensive performance evaluation packages for first-line employees and their supervisors. We argue elsewhere in this document that deputies must themselves take the lead in this task. Performance evaluation, however, must be consistent throughout the organization. Managers working with the personnel director can insure that the recommendations of deputies are systematized into department policy, and can provide important feedback on the legality and practicality of proposed evaluation criteria.
3. Develop criteria to appraise overall organizational performance for community feedback. The organization itself should be responsive to the community. While deputies must take the lead on developing records of their work, managers can provide access to critically needed resources to convey departmental activities to the public. The following Exhibit suggests a relatively inexpensive means to develop community feedback through questionnaire surveys.

Exhibit 8

Using citizen surveys to measure feedback.

Central to POP is the role of citizen input into police activity. It is becoming increasingly commonplace to tap citizen satisfaction with police services and in order to find out how well the police are doing. Mastrofski (1989) discusses the use of scientific polls to measure citizen satisfaction. Chief Couper provided an alternative way to measure citizen satisfaction that might be more useful for many departments. The survey used by Chief Couper in Madison is reprinted in the appendix.

Madison, Wisconsin Chief David Couper began mailing questionnaires to every 50th person who filed a report with the department in early 1987. This amounted to about 160 surveys mailed each month. They received a return of 35 to 40 percent. The survey asked citizens to rate the police response on a scale of one (poor) to five (excellent) on seven areas, including concern, knowledge, quality of service, solving the problem, putting citizens at ease, and professional conduct. An open-ended question, How can the police improve? was also included in the survey. The responses were routed back to the chief, who read them all. Couper and Lobitz, 1991; in Stephens, 1996: 113.

The Sheriff's Office has already begun the work of collecting and analyzing data suitable for assessment of citizen attitudes. In July, 1998, under a National Institution of Justice Grant, a community survey was conducted. In the spirit of the partnership grant - long-term collaboration between the ACSO and BSU - the Sheriffs Office might consider asking BSU to (1) revise the survey so that officers could themselves distribute it and (2) provide data resources for the collation of findings.

4. Be publicly visible. Make yourself physically present to deputies and to the public they serve. If deputies are attending and/or developing community meetings, show up on occasion. This will convey that command is in the spirit of the program. Close the gap between the

ACSO and its customers.

5. Some problems encountered by deputies will require contacts or resources from different functional units of the ACSO. Managers can assist in the coordination of these resources. Deputies in the implementation phase of POP often lack access to critically needed resources to deal with problems. Middle managers are the knowledge brokers in an agency, and can assist in these kinds of problems.
6. Assist in the development of educational seminars or classes for deputies. This is already carried out to a large extent by monthly block training provided for deputies by the ACSO.
7. Be a "buffer." Protect deputies from pressures that subvert efforts to implement and carry out problem oriented policing. The following Exhibit discusses this important responsibility:

Exhibit 9

On Being a Buffer: Commanders as Protectors.

One of the more difficult, risky tasks that middle managers may need to perform to assist the implementation of community problem solving is protecting (and seeking help from senior managers in protecting) problem -solving officers from pressures to revert to traditional methods. Those pressures may be imposed by the officers' peers, other managers, sister city agencies, politicians, the media, and others with power. Mastrofski (191) suggests that the challenge "is in buffering [community policing] experiments from the demands of organizational routine and a public that is not so tolerant of trial and error."

Geller and Swanger, *Managing Innovation in Policing*, 1996: 167.

The contributions listed above are general, and are included to spark discussion on performance criteria appropriate for measurement. As with deputies, we recommend that the actual performance criteria are selected by the commanders themselves, as well as the means for assessing the performance.

The Role of the Sergeant

POP innovation has a large impact on the responsibilities of the Sergeant. It requires a reformulation and broadening of the Sergeant's role. Oettmeier and Wycoff (1997) identify several dimensions of change involving the role and responsibilities of the sergeant.

1. Sergeants have to support the greater discretion associated with community policing.
2. Accountability of individual officers has to occur in a broader sense of officers discretion.
3. Be more efficient managers and group facilitators.
4. Active participants in the development of POP solutions.
5. Sergeants need more effective means of getting information about community means. Three recommendations:
 - a. Community meetings.
 - b. Door-to-door surveys conducted by officers.
 - c. Scientific surveys. We have conducted such a survey here. The sergeant in charge, Sgt. Ron Freeman, might review the survey in order to assess the county's (1) perceptions of problems; (2) relations with deputies; (3) satisfaction; (4) improvements in service. (Note that I earlier recommended that surveys be a

responsibility of mid-level managers, who are the only group that can allocate scant resources for their collection.)

These changes require that sergeants have wider access to pertinent information than in the past. In ways central to the success of POP, line-officers have to be able to approach their Sergeant as a broker of knowledge and information about the community. Indeed, in important ways the role of the sergeant is empowered to a greater degree than are line-officers under a POP organizational philosophy. Oettmeier and Wycoff (1997: 141-142) describe the way in which the role of the sergeant is broadened.

The community policing sergeant would need to be familiar with the area the officers works, the problems and concerns within that area, and the efforts made by the officers to address those issues. Considerable knowledge would most effectively be derived from frequent conversations between the sergeant and the officer. These discussions could be guided by using weekly or monthly assessment forms that target specific problems, activities, and expected results.

Sergeants are the first "clearinghouse" resource for officers who think they have identified a problem. They consequently need wide access to information about what is going on in the community as well as what their officers are doing. The (following recommendations) describe several means to acquire) information about officers performance:

1. Direct entry of information by other sergeants into a computer using a predefined software format.
2. Maintaining a "log" of observations about officers

recommendations, accomplishments, and failures ascertained from frequent coaching sessions between the officers and sergeant.

3. Input from the "community" that could be obtained through
 - a. Direct communication between the sergeant and community representatives.
 - b. Citizen letters directed to the officer, sergeant, division commander, or chief of police.
 - c. Survey responses from service recipients; comments from citizens attending community meetings.
 - d. News stories.
4. Verbal or written communication with other agencies, inclusive of other city departments and private sector organizations.
5. An officer "resume" in which the officer periodically would report career progress and significant events or activities of which the officer would want the sergeant and organization to be aware.

The Role of Deputies

Mastrofski and Wadman (1991) observe that peer assessment -- in the ACSO, by other deputies -- is increasingly a routine, informal feature of police life.

Consequently, if peers are included in the department's formal performance appraisal, routine, informal practices are simply formalized. Further, peer appraisals are as reliable as supervisors ratings (Farr and Landy, 1979). Peer reviews are also empowering for line officers. Mastrofski and Wadman (1991: 373) note that "If peer appraisals are used to supplement supervisory appraisals, supervisors could be

required to take peer appraisals into account and justify significant differences between their own and the per ratings."

- ▶ **Recommendation:** Incorporate peer appraisals into evaluation procedures. The Personnel Director has suggested that 360 evaluations can provide a means for peer appraisal. This is a sound idea that can be reasonably be put into practice. After review by deputies, this or a similar peer review system should be implemented.

Line resistance to performance criteria. Line officers resist performance evaluation for a variety of reasons. Mastrofski (1996: 222-223) identifies two:

...street officers resent and invalidate any attempt to assess their performance, unless the evaluator is a skilled police officer also present. But that is probably not their strongest objection. It is, rather that authorities (both inside and outside the department) are unable to provide workable performance priorities a priori (Brown, 1981). Instead, managers review police performance only when things go awry and establish priorities ex post facto. Mastrofski, 1996: 222-3.

This has implications for the likely success of efforts to introduce policing innovation:

Developing systematic performance measures at the encounter level without strong leadership that establishes priorities through policy

mandates, guidelines, and training will doom the endeavor to tremendous rank-and-file resistance. Without such leadership, performance measurement will be viewed as another way to increase officer vulnerability without any appreciable benefit to those whose work is being assessed.

- ▶ **Recommendation:** Organizational leadership should take a strong, proactive stance in supporting the development of peer evaluation systems. Deputies will have many ideas that they do not know how to implement or lack to resources to do so. Managers should make resources -- particularly their time -- available to officers.

Part IV: MEASUREMENT PROCESS AND PRODUCT

The development of measurement criteria is a 2-step process. The first step is the process used to select criteria. The second step involves the identification of relevant measurement criteria.

In the following sections, I will review various alternatives for both the process and the product. It is my opinion that the selection of both the process and the product should be determined by the officers who will be evaluated in collaboration with organizational managers, so I will not recommend either a specific process or product. By presenting alternatives for both process and product that I believe are viable and that have worked in other organizations, I hope to provide ACSO officers with "stepping

stones," ways of thinking about how other organizations or individuals have solved these problems. In the spirit of problem oriented policing, the final selection of product and process is up to the officers involved in the implementation of POP.

Part A. Measurement Process

In this part I discuss three processes for the development of performance evaluation. The first recommends a task force, the second is an expert system, and the third is a blend of expert-personnel director involvement.

Model 1: Oettmeier and Wycoff. These authors describe a task force approach to the development of performance criteria. The task force is made up of both line level and management personnel.

Purposes of task force.

1. What is the nature of activities being conducted by officers trying to implement the POP philosophy?
2. What are the challenges to measuring these activities?
3. A list of tasks, roles, and skills essential for officers implementing the POP component of patrol need to be developed.

How to carry out the activities.

Develop a task force of personnel involved: sergeant and line officers. The role of the project director is critical. Project manager develops a data collection instrument to capture detailed information about the behavior of officers, including supervisors,

involved in POP.

Caution: It should not be expected that this process can be carried out quickly.

Model 2: Mastrofski. Sometimes, "experts" -- highly regarded line personnel in the department -- can make a significant contribution to the development of performance evaluation criteria. Mastrofski (1996) identifies the following contributions that "expert" officers can make toward developing their own criteria. He describes a seminar type laboratory setting in which highly regarded officers systematically develop performance criteria.

1. Identify who the highly skilled officers are - the craftsmen. There tends to be a high consensus about who they are in the department (Bayley and Garofalo, 1989). These leaders may disagree on what constitutes good performance. This provides an opportunity to develop diversity in considering what constitutes good problem-solving.

The temptation to develop all-purpose performance criteria should be avoided at all cost.

2. The police "experts" should openly discuss their views, and clarify differences. Mastrofski recommends a "seminar" kind of circumstance where individual officers are encouraged to spell out their ideas and differences.
3. The deliberations should be structured in a way as to develop performance criteria. This can be done in two ways.

- a. Identify general traits that are considered good or bad performance.
 - b. Discuss specific incident types and develop what would be considered good and bad responses. I recommend the latter; it is more consistent with the way in which knowledge develops from beat encounters with the service population (Crank, 1998).
4. Seminar participants develop the set of performance criteria.
 5. Social scientists develop data collection instrument from performance criteria. This is where the department needs to lean of the local university resources.
 6. The instrument is pilot tested among selected police officers. Review reactions of officers to the instrument.
 7. Review by departmental management, then field test agency wide.

Exhibit 10

Management-Line Disagreement Over Evaluational Criteria

...master craftsmen may generate performance criteria and measures distasteful to the top leadership or important department constituents. Although management may reject such measures or demand alterations, it can hardly be regarded as a major advance in employee-manager relations to engage in this endeavor only to stoke controversy and combativeness.

Mastrofski, 1996: 233.

Model 3: Fine. The following model was discussed in a police context by Mastroski and Wadman (1991: 367). The strength of this system is that it includes an analysis of performance for POP in the broader context of the development of performance criteria for all patrol activities.

Sidney Fine, a proponent of functional job analysis, suggests a multi-step process that makes use of extensive in-house expertise and does not require sophisticated statistics.

1. Preliminary orientation of the job analyst himself or herself and invitation of subject-matter experts to participate.
2. Group interviews in which experts are asked to list job outputs, knowledge, skills, and abilities required.
3. Creation of an inventory of tasks based on the previously generated list, continuing until the group is satisfied that 95% of the job is covered.
4. Grouping and rank ordering (or weighing) of tasks.
5. Identification of performance criteria by asking experts to indicate how they would distinguish levels of work quality for each group of tasks.
6. Reliability check, in which the analyst sends the subject-matter experts an edited task inventory for each part of the job, with performance standards for each category, for final review, revision, and approval.
7. Validity check, in which the revised inventories are sent to a

separate sample of employees who are subject-matter experts for verification.

Exhibit 11

A word of caution in the use of BARS (Behaviorally Anchored Ratings).

At first blush both behavioral-based scales and goal-based scales seem very attractive for police use, but it is important to sound a note of caution concerning these two types of appraisals...The problem with using highly specific behaviors to establish points on a rating scale, as required by a BARS format, is that it is virtually impossible to rate the desirability of various police alternatives without extensively discussing the subtle particulars of each case. Imagine, for example, trying to specify good, mediocre, and poor police actions in handling domestic disputes. What may be just right for one situation may be the worst possible choice for another. This view of the importance of the particular circumstances is pervasive among line officers...

Mastrofski and Wadman, 1991.

Part B: Performance Measures

Measuring deputy performance. Below are two models for measuring deputy performance. The models are similar in goal, differing primarily in simplicity and detail. The first model is more elaborate but somewhat complicated. The second does not provide the depth of objective criteria but is simpler to employ.

Model 1: Performance evaluation task-activity measurement model. The measurement of performance of police under a POP model ties them directly to the communities they serve. Police are traditionally evaluated for "process" variables, such

as the number of arrests, traffic stops, and the like. Police agencies have confronted the anomalous circumstance that measures of "process" improve but neighborhood quality of life declines (Stephens, 1996). What is needed is a measure of "effects, outcomes, and impacts of officers' efforts" (Oettmeier and Wycoff, 1995: 143). Put differently, police typically deal with the observable outcomes of problems, and their work is to respond to those outcomes. But the underlying problems go unaddressed.

The measurement process is to evaluate officers for the consequences of their behavior for the public they serve. Performance evaluation, like POP, must tap outcomes. However, some processes have to be in place to achieve outcomes. Officers can't be "turned loose" to learn on their own how to do POP. Structures exist for carrying out POP, the most well known of which is Herman Goldstein's (1990) SARA model. Line officer performance criteria, developed from that model, consequently represent both outcomes and processes measures.

The chart below, copied from Oettmeier and Wycoff (1997) describes a task structure under a SARA model. This is the model that the ACSO is implementing. It might be possible for the ACSO to leap-frog through some of the implementation problems in order to develop performance criteria. This chart embodies the operative principle under which this paper is written: Performance evaluation criteria, to be effective, must be directly tied to the goals and objectives of patrol work. The evaluational criteria below link patrol evaluation to a POP-SARA environment.

Tasks-Activities

Activities are listed beneath the tasks they are intended to accomplish. Several activities could be used to accomplish a number of different tasks.

1. Learn characteristics of area, residents, businesses.
 - a. Study beat books.
 - b. Analyze crime and calls-for-service data.
 - c. Drive, walk area, and make notes.
 - d. Talk with community representatives.
 - e. Maintain area/suspect logs.
 - f. Conduct area surveys.
 - g. Read area papers.
 - h. Discuss area with citizens when answering calls.
 - i. Talk with private security personnel in area.
 - j. Talk with area business owners/managers.
2. Become acquainted with leaders in area.
 - a. Attend community meetings, including service club meetings.
 - b. Ask questions in survey about who formal and informal area leaders are.
 - c. Ask area leaders for names of other leaders.
3. Make residents aware of who officer is and what s/he is trying to accomplish in area.
 - a. Initiate citizen contacts.
 - b. Distribute business cards.
 - c. Discuss purpose at community meeting.
 - d. Discuss purpose when answering calls.
 - e. Write article for local paper.
 - f. Contact home-bound elderly.
 - g. Encourage officers to contact citizens directly.
4. Identify area problems.

- a. Attend community meetings.
 - b. Analyze crime and calls-for-service data.
 - c. Contact citizens and businesses.
 - d. Conduct business and residential surveys.
 - e. Ask about other problems when answering calls.
5. Communicate with supervisors, other officers and citizens about the nature of the area and its problems.
- a. Maintain beat bulletin board in station.
 - b. Leave notes in boxes of other officers.
 - c. Discuss area with supervisor.
6. Investigate/do research to determine sources of problems.
- a. Talk to people involved.
 - b. Analyze crime data.
 - c. Observe situation if possible (shakeout).
7. Plan ways of dealing with problem.
- a. Analyze resources.
 - b. Discuss with supervisor, other officers.
 - c. Write Patrol Management Plan, review with supervisor.
8. Provide citizens information about what they can handle problems (educate/empower).
- a. Distribute crime prevention information.
 - b. Provide names and number of other responsible agencies: tell citizens how to approach these agencies.
9. Help citizens develop appropriate expectations about what police can do and teach them how to interact effectively with police.
- a. Attend community meetings/make presentations.
 - b. Present school programs.
 - c. Write article for area paper.

- d. Hold discussions with community leaders.
 - 10. Develop resources for responding to problem.
 - a. Talk to other officers, detectives, supervisors.
 - b. Talk with other individuals or agencies who could help.
 - 11. Implement problem solution.
 - a. Take whatever actions are called for.
 - 12. Assess effectiveness of solution.
 - a. Use data, feedback from persons who experienced the problem, and/or personal observation to determine whether problem has been solved.
 - 13. Keep citizens informed.
 - a. Officers tell citizens what steps have been taken to address a problem and with what results.
 - b. Detectives tell citizens what is happening with their cases.
-

Model 2: A qualitative assessment, adapted from Portland Police

Department. Portland's police department uses a reporting and tracking form to assess progress on problems identified by police officers. It contains the following components:

Problem Solving: Portland, Oregon

Reporting and Tracking Form

I. Problem as agreed on by Involved Parties

A. Short Description

B. Long Description

II. Major goal(s)

III. Actions Taken (Strategies)

A. Starting Date

B. Completion Date

List in chronological order the strategies taken to address the problem and meet the goal(s).

Date: Activity:

IV: Resources for Strategies.

A. Law Enforcement Agencies: Role in Activities:

B. Other Government Agencies: Role in Activities:

C. Other Organizations: Role in Activities:

Use additional sheets for Resources for Strategies as needed.

V. Individuals Involved in Partnership.

Name: Organization: Phone:

Portland's problem solving form is intended to track progress of officers in their work on particular problems. It is clearly not designed to assess non-POP activities, and is inadequate as a "stand-alone" document to evaluate overall police performance. However, it has three strengths particularly useful for evaluators.

1. It provides a sergeant with a written document assessing when a deputy is actually doing with regard to problems. With this sort of document, the implementation of POP and its evaluation become virtually equivalent.
2. It is designed to be descriptive, with both short descriptions and long descriptions. This is particularly suitable for the evaluation of POP. A frequent complaint about evaluation is that it "shoehorns" police activities into narrow and inappropriate categories that don't capture the variety of police work. A descriptive document such as this one does.
3. It is a relatively brief document. It doesn't require a lot of time to write, an important feature for deputies who must add POP paperwork to the docket of existing paperwork.

- **Recommendation:** The performance criteria above are intended to be suggestive. Though well-designed, these criteria were developed for a municipal agency in a city environment and may not adapt well in a more rural setting with a Sheriff's Office. Performance criteria should not be accepted until after a task force

comprised of deputies has had the opportunity to carefully weigh them. The list above, it is hoped, will provide a "head-start" in the rough process developing criteria relevant to deputies' tasks in a POP agency environment.

Measuring team performance. It is recognized that team efforts may occasionally be involved in dealing with problems. It should not be surprising if officers working the same areas across shifts encounter the same problem, or if some problems involve deputies across different areas. The Sheriffs Office should encourage the development of team as well as individual effort, and provide them with recognition through performance measurement. The following criteria are adapted from recommendations by Oettmeier and Wycoff (1995) for measuring the performance of teams.

1. Ability of the group to work together.
2. Effective use of individual skills.
3. Competence in addressing community issues, ranging from the performance of daily tasks to complex projects.
4. Ability to engage neighborhood and small town groups, to coordinate activity in rural and neighborhood communities.
5. Ability of the team to function as a part of the organization.
6. Ability to identify problems.
7. Ability to reach agreement on possible methods for problem identification and response.

8. Outcomes produced by the team.

- **Recommendation:** Since individuals make varying degrees of contributions to teams, it is recommended that records be kept of individual as well as team efforts in the evaluational process.

Measuring sergeant performance. The sergeant's role is critical and central in the success of COP endeavors. His or her performance should also reflect POP activity. The following criteria are recommended by Oettmeier and Wycoff (1995) for assessing Sergeants.

1. Communication with deputies about strategic and tactical responses to neighborhood crime and disorder problems.
2. Interaction with community leaders to develop a global perspective of needs and demands.
3. Leadership qualities appropriate to the assigned area.
4. Knowledge of what deputies need (including system changes) in order to accomplish jobs.
5. Coordination of deputies' efforts across multiple assignments.
6. Monitoring the "appropriateness" of deputies' relationships with community representatives.
7. Familiarity with what deputies have done, are doing, and would like to do.
8. Ability to encourage the development of new skills within their

officers.

- ▶ **Recommendation:** Review with Sergeant and his commandeers the appropriateness of performance criteria. Provide deputies the opportunity to review the performance criteria for the Sergeant. Deputies may feel more comfortable with these criteria knowing that their evaluator will himself or herself also be evaluated.
What's good for the goose...

See Appendix 4 for evaluation documents.

SECTION V SECONDARY GRANT PROJECTS

PROJECT 1: Community Gang Prevention Team Survey

After our first survey for the Ada County Sheriff's Office was completed, we were asked to conduct another survey for the Community Gang Prevention Team. This survey represents the continuing effort of Ada County citizens, state and local governments, community action agencies, and the Ada County Sheriff's Office to identify problems and develop responses to gangs and teen-age drug use. Citizens were asked about issues of drugs, gangs, and youth in their neighborhoods and in Ada County generally.

Survey method

From August 14, 1997 through September 19, 1997, approximately 270 citizens responded to a random mail survey conducted by Dr. John Crank at Boise State University. Dr. Kay Carter assisted in the design of the instrument questions. The survey was conducted by mail using methods proposed by Dillman (1984). 679 surveys were mailed to a randomly selected list of Ada County residents. Three hundred surveys were returned with 270 being valid for a 42% return rate. The Sheriff's Office provided funds for printing costs, and the survey was conducted pro bono by Boise State University.

Findings

We first asked respondents about their fears of youth crime in the area where they live. Residents were asked about 28 different crime related problems. The five most frequently cited concerns are listed below.

- ▶ Speeding was described as a problem by 86 percent (86.2%) of the respondents.
- ▶ Profanity or foul language by students in public areas was described as a problem by eighty percent (79.6%) of the respondents.
- ▶ The majority (75.6%) of respondents felt teenagers using drugs or alcohol was a problem.
- ▶ A lack of recreation for kids was noted by seventy percent (69.5%).
- ▶ Unsupervised youth, especially after school was noted as a problem by seventy-two percent (71.5%) of the respondents.

The top five issues that were viewed as being no problem are listed below.

- ▶ Seventy percent (70.2%) responded that gunfire was no problem.
- ▶ Sixty-nine percent (68.8%) felt there was no problem with gangs trying to take over the neighborhood.
- ▶ Sixty-three percent (62.5%) felt that crack houses were not a problem.
- ▶ Sixty-one percent (60.7%) felt that people being robbed or attacked was not a problem.
- ▶ Fifty-eight percent described shootings and violence by gangs as not a problem.

How concerned were residents about gang and drug related crimes?

- ▶ Six out of 10 (58.5%) of the respondents stated that drug dealing on the streets was a problem where they lived. Eleven percent thought it was a big problem.
- ▶ Forty-two percent of the residents saw a problem with shootings and violence by gangs where they live. Six percent (6.3%) thought it was a big problem.

Residents were asked if they had observed gang and drug activity in their

neighborhood.

- ▶ Twenty percent (19.9%) stated that they had observed gang activity.
- ▶ Twenty-five percent stated that they had observed drug activity.
- ▶ Four percent (4.1%) responded that they or a member of their family had been threatened or bothered by a gang member in the past twelve months.

Next we asked about community group's efforts to combat drugs and gangs. We asked respondents about the contribution of 11 different agencies and community efforts in solving problems having to do with drugs and gangs.

Of the 11, the five most helpful with regard to **gangs** were:

- ▶ The Police (selected by 81% of the respondents).
- ▶ Churches and church-sponsored activity (78.1%).
- ▶ "Enough is Enough" and other community action programs (77.4%).
- ▶ YMCA (72.9%).
- ▶ DARE programs (71.2%).

The five most helpful with regard to drugs were:

- ▶ The Police (82.5%).
- ▶ "Enough is Enough" and other community action programs (81.8%).
- ▶ The Church and church-sponsored activities (80.1%).
- ▶ DARE programs (79.4%).
- ▶ YMCA (71.5%).

Residents provided information about their recreational activities. We found that Ada County residents were recreationally active outside of their homes.

- ▶ Most (91.8%) recreate outside the house, but in the neighborhood.

- ▶ Ninety-two percent stated they walk, jog, or ride a bike in the daytime, 81% participate in these activities in the evening, and 49.7% at night.
- ▶ Seventy-eight percent (77.6%) stated they participate in social activities in their neighborhood.
- ▶ Only seven percent (6.9%) of the respondents do not watch television.

In the third section we asked about safety and fears of victimization. Residents were asked if safety in their neighborhood and Boise was changing.

- ▶ Seven percent (6.8%) felt their neighborhood was becoming more dangerous during the day, 18.8% thought their neighborhood was becoming safer during the day.
- ▶ Twenty-four percent (23.8%) felt their neighborhood was becoming more dangerous after dark.
- ▶ Sixteen percent (15.9%) felt that downtown Boise was becoming more dangerous during the day, while 64.4% felt downtown Boise was becoming more dangerous after dark.

We asked residents about their fear of crime and being victimized.

- ▶ Seventy-six percent feared being the victim of a non-gang crime.
- ▶ Sixty percent (59.9%) of the respondents feared being the victim of a gang crime.
- ▶ Sixty percent (59.4%) worried that gang members would hurt some member of their household.

In the fourth section we asked about knowledge of drugs and crime, and fear concerning respondent's children. Forty percent (39.6%) of the respondents have

children. These residents were asked about their fears that their children would become involved in gang or drug activities. Parents were more worried about drug involvement than gang involvement.

- ▶ About two-thirds (68.2%) worried about their children getting involved with drugs. Seventeen percent (17.3%) were very worried.
- ▶ Slightly under half (48.2%) worried about their children getting involved with gangs. Ten percent (9.5%) were very worried.
- ▶ Sixty-four percent were afraid their children would be hurt by a gang member.
- ▶ Six out of ten (62.2%) parents stated that there were certain areas of the community where their children were afraid to walk.
- ▶ Four out of ten (38.8%) personally know someone - a family member, friend, neighbor -- who now uses cocaine, marijuana, heroin, meth, or other illegal drug.
- ▶ Two out of ten (18.4%) know of a person or family member where drugs are sold.

We asked about their children's knowledge of drug and gang activity.

- ▶ Twenty-nine percent stated that their children had seen drug activity at school.
- ▶ Thirty-five percent (34.7%) stated that their children had seen evidence of gang activity at school.
- ▶ Less than one out of ten (9.5%) thought there was too much concern over gangs and drugs.
- ▶ Eighty-five percent thought that their child or children felt safe at school.

Next we asked about their child's reporting of drug or gang activity.

- ▶ Children were most likely to report activity to a parent (21.5%).

- ▶ One out of twenty (5%) had reported drug or gang activity to their school resource officer.
- ▶ Four percent had reported drug or gang activity to their teachers.

Finally we wanted to find out about the characteristics of participants in the survey. Part five provides a description of our respondents.

- ▶ Most respondents (95.3%) identified themselves as Caucasian/White.
- ▶ Females accounted for 48.8% of the respondent sample.
- ▶ Eighty-on percent (80.8%) of the respondents had college experience, with 49% having a college degree of Associates (2 year) or higher.
- ▶ Most respondents identified themselves as white collar workers (23.1%). Business owners were second (15.8%), followed by homemakers (13.8%).
- ▶ Eighty-six percent of the respondents were homeowners, and 84.1% lived in single family dwellings.
- ▶ The typical respondent lived in Ada County for an average of 18.7 years, and in their current neighborhood for 10.3 years.

Summary

Findings revealed widespread concern over drugs and gangs. Six out of ten respondents stated that drug dealing on the streets was a problem where they lived. Four out of ten respondents personally knew someone who used cocaine, marijuana, heroin, meth, or other illegal drug and two out of ten respondents knew of a person or family member where drugs were sold. Sixty-three percent of respondents felt that crack houses were not a problem. Forty-two percent of respondents felt that shootings and violence by gangs where they live was a problem, but sixty-nine percent felt there

was no problem with gangs trying to take over their neighborhood.

Although people in Ada County see drugs and gangs as potential problems, they don't feel directly threatened by them. Respondents were more likely to be concerned about other people's children getting involved with drugs than their own children.

The findings suggest that rural residents carry a certain amount of responsibility for areas that go beyond their doorsteps. This sense of protectiveness extends past material goods to their children and other people's children as well. They take action when they feel their territory is being threatened by intruders.

Our data also shows that people are concerned about the lack of recreation for youth, unsupervised youth after school, and increased teenage use of drugs or alcohol. With no public transportation and two working parents in the household, it is more difficult for young people to become involved in productive after school activities. This creates an inviting arena for rural gang activities. Lack of supervision also accounts for many of the problems with vandalism and may account for more drug and alcohol problems for teenagers. The Community Gang Prevention Team is currently working on implementing more after-school programs in some of the lower income schools in rural Ada County. There are community action programs being piloted for teenagers in rural areas on weekends. (See Appendix 5 for complete survey and statistical details.)

PROJECT 2: Deputies' Perceptions of Citizens' Attitudes Toward Service

In a subsequent meeting between the Sheriff's Office and BSU staff, the question was raised as to the extent to which Sheriff's deputies' attitudes mirrored citizens' attitudes. We were curious about whether Sheriff's deputies had accurate perceptions of citizens' attitudes. We decided to produce a third project that emerged naturally from the research frame. This reflected a two-part query of substantive policy importance: (1) were deputies giving citizens the service they wanted, and (2) did deputies have accurate perceptions of citizen's service needs? This document is a summary of our findings.

Methodology

In meetings with the Sheriff's Office and Boise State University personnel, various parties indicated an interest in Deputies' perceptions of services. Since we had data on citizens' attitudes about services, we wondered if deputies shared citizens' views or were aware about how citizens perceived their work. We were also curious about whether or not deputies' perceptions of citizen's attitudes were consistent with what citizens actually thought. We took questions 91 through 107 under subtitle *Section II: Sheriff's Office Service Needs* from the citizen's survey. These questions assessed the general public's perceptions of Sheriff's services. This part of the survey became the instrument that we distributed to Sheriff's deputies.

One of the methodological issues we addressed was if we should ask deputies about their perceptions of the importance of these items, or if we should ask them how they thought citizens would respond. The two questions would provide different kinds

of information. The first -- what deputies thought -- tells us about differences in perspectives between Sheriff deputies and citizens. The second -- Sheriff's deputies perceptions of citizens' attitudes -- tells us about the extent that deputies correctly assessed citizens' perceptions. We decided to ask the second question.

The deputy's survey was dispersed by team sergeants at the Ada County Sheriff's Office. Deputies were asked by the sergeants to respond in terms of how they thought citizens would answer the questions in the citizen's survey. Fifty-six surveys were distributed and 41 were returned for a response rate of 73%.

Items in both surveys were scaled on a five point Likert Scale, with a range of 1, "strongly disagree" to 5, "strongly agree." All items were scored so that higher values indicated agreement with the questions being asked. Surveys were compared using a two-tailed t-test for equality of means assuming non-equal variances.

Findings

Findings are organized into two sections. Part 1 looks at questions where there are significant differences between deputy and citizen perceptions. Part 2 looks at areas where there were no differences between deputy and citizen perceptions. For complete statistical and survey information see Appendix 6.

Part 1: Significant Differences

The following are summary statements from questions that showed significant differences between citizen's responses and how deputies thought citizens would respond.

- ▶ Citizens were much more interested in the problems faced by the Sheriff than deputies thought they would be.

- ▶ Deputies under-judged citizen's perceptions of dependable ties between them. Citizens were more positive than deputies thought they would be.
- ▶ Though the difference was small, citizens thought that it was slightly more difficult to form friendships with deputies than deputies expected.
- ▶ Citizens thought deputies were content staying in their patrol cars to a greater degree than deputies. the implication is that citizens are supportive of more personal; interactions with police.
- ▶ Deputies were more intimidating than they thought they were.
- ▶ Citizens thought that deputies were concerned to a greater degree than deputies expected.
- ▶ Deputies underestimated how important citizens thought it was to talk to people about their problems.
- ▶ Citizens were more crime-control oriented on tickets than deputies thought they would be.

Part 2: Non-Significant Differences

In the following summary statements of questions, citizens' actual responses were not significantly different from what deputies thought they would be. In other words, there was a high correspondence between deputy and citizen perceptions.

- ▶ Deputies underestimated how courteous citizens perceived them to be.
- ▶ Deputies thought citizens would see them as more honest.
- ▶ Deputies thought citizens would see them as being more fair.
- ▶ Deputies underestimated the importance of time working with individuals

and groups to solve problems was to citizens.

- ▶ Deputies underestimated how important it is to citizens and Sheriff's deputies to work together in solving problems.

Discussion

Overall, deputies' estimations of citizens' attitudes were remarkably close to how citizens actually felt. Where we found differences, those differences usually occurred in a way that showed higher levels of positive sentiments from citizens than deputies expected.

The following implications can be drawn from the data:

- Across all scores, both significant and non-significant, citizens showed higher scores than deputies thought they would. This means that they consistently felt stronger about the items than expected. This is particularly the case with regard to the question asking about how intimidating deputies were. This suggests that, in deputy-citizen interactions, deputies have a stronger impact on citizens than they think they do. Deputies should recognize that, even in the most friendly encounters, citizens are intensely aware of who they are dealing with and are sensitive to even the smallest gestures.
- Four questions assessed citizens perception of ethical qualities of deputies. There were courtesy, honesty, fairness, and concern. These four items were the highest scoring of all items in the survey, scoring over 4 in each case -- meaning that the most likely outcome was "strongly agree," followed closely by "agree." These are very strong findings, and speak favorably about the Sheriff's Office's training and conduct in citizen-deputy interactions.

- Citizens would like to have more contact with deputies than they currently have. They are interested in working with deputies to identify and solve problems they confront. This kind of contact is always a dilemma for the police, since their extra and unsupervised time is limited, and usually spent on patrol or doing paperwork. However, any activity that increases citizen contact would be well-received by citizens. Findings also suggest that citizens would be receptive to the kind of police-citizen programs characteristic of community policing endeavors.
- Citizens are more supportive of crime control than deputies think they are. This is not surprising. Other surveys have found that citizens are more supportive of "tough" law enforcement than police expect them to be. Also, it is not surprising that citizens support traffic tickets for even "minor" offenses, since the #1 problem identified in the original citizen survey was "speeding."

SECTION VI SCHOLARLY PRODUCTS

Product 1: Assessing Fear of Crime in a Rural Setting

Does community policing have anything to offer rural settings? This question becomes increasingly important as grantors and policy-makers seek to expand community policing initiatives into a variety of rural environments. Needed is a perspective of crime and disorder in rural life that can be addressed under the broad umbrella of community policing philosophy and strategy. In the present research we develop a perspective of contemporary rural environments that focuses on rural crime and disorder, and rural growth and its degrading impact on traditional rural communities. This perspective is a rural variant of a "broken windows" model of quality-of-life degradation. Using survey data, we assessed the impact of neighborhood crime problems on fear of victimization and changes in recreational and social out-of-door activity. Some findings provide support for a broken windows model of rural fear of crime. Others point to an altruism effect that supersedes crime fear and involves community members in out-of-doors activity in spite of increasing concerns of victimization.

Product 2: Police Work and Culture in a Rural Environment

Research on small police departments is virtually unknown. This absence is striking in view of the large number of rural departments in the United States. Most police departments are small. Conventional attitudes towards rural policing are that rural environments are provincial. Unstudied is the way in which police adapted to the rural environments they police, or how their perceptions are altered by work in a rural

setting. Policy on rural policing has failed to recognize the extent to which the rural landscape is itself undergoing profound changes.

The purpose of this project was to conduct ethnographic research with deputies in a rural environment. This research describes deputies' work and its associated meanings so that we can begin to construct an informational base through which we can think about the viability and meaningfulness of policy. For policy to be effective, it has to be consistent with the meanings that officers carry about their work (Crank, 1998). These meanings are most effectively studied through ethnographic research aimed at identifying meanings held by participants in any particular setting.

APPENDIX 1

Research Partnership Recommendations:

1. Educational Television for Criminal Inmates:

Does providing educational television to jail inmates v. allowing them to choose their own programming have an impact upon recidivism, the acquisition of life skills, the acquisition of improved social skills, etc.? Within each dormitory of the county jail we can provide cable or taped programming. We wonder if providing educational programming v. the normal run of cartoons and daytime television have an effect upon the life skills of the inmates. We have the opportunity to provide an experimental group and a control group. Our thought is that this would need to be a fairly long-term project, perhaps two years or more.

2. Community Policing Enhancement:

The partnership grant could be used to enhance our community policing program and support our COPS federal grant, while at the same time provide valuable information for us to use in directing the Sheriff's Office. We propose a comprehensive survey of Ada County citizens in which they are asked a number of questions, the answer to which will tell us:

- a) What is the citizens' level of satisfaction with law enforcement?
- b) What do the citizens expect from law enforcement?
- c) What are the citizens' greatest concerns/fears that law enforcement should address?
- d) How can law enforcement improve its image/stature with the public?

- e) Would the public support local substations in de-centralized locations of the county?

A survey such as this should have additional questions which provide pertinent demographic information. If publicized and explained adequately, the percentage of response could be greatly increased. Results could give information necessary to plan how to effectively deploy community policing officers. A follow-up survey in three to five years would give some indication of the results of our efforts.

3. Public Access to Records:

Technological issues should be explored which will allow the Sheriff's Office to provide needed information to the public, such as copies of accident reports for insurance/medical needs. With the ability to scan police reports and edit the information electronically when needed, the public should be able to obtain copies of accident reports and other police report information by modem, thus eliminating the need to visit the Public Safety Building. This data base would be kept short-term, perhaps 90 days, only for public access. The public would then be referred to the Department of Transportation, which is the legal office of record. The grant could pay for coordinating this effort with the transportation Department computer system. Taxpayer costs of duplicating the archival of reports by the Sheriff would be cut, and a quicker turn around time would be realized on analyses of accident criteria by traffic safety specialists.

4. Radio Frequency Usage Plan:

The partnership grant could be used in support of developing a radio frequency

usage plan for all emergency services in Ada County. This plan should include an engineering study for proper placement and use of all conventional radio systems. Detail a concept of all emergency services being on one conventional frequency band and used to determine the need to migrate to a more sophisticated radio network.

This may require the university to work with other institutions to gather the data necessary. Once developed, this study would require updating each two to three years to account for community expansion into rural areas not presently occupied, requiring radio frequency coverage, changes in the environment and upgrades in technology. A related topic would be exploring the consolidation of non-emergency radio networks such as the bus system, library vans, sewer trucks and other public works vehicles belonging to both the city and the county. This information would be gathered in order to present a well thought out approach to implementation.

5. Management and Administration:

The partnership research program offers an opportunity to study the Sheriff's Office administration and organization for improvement, if such is necessary. Under direction of the Sheriff, the department now operates through three primary divisions, each headed by a commissioned officer of the rank of captain: (1) the Field Services Division, (2) the Security Services Division, and (3) the Administrative Service Division.

Within each division there are individual sections headed by either a civilian commander or a commissioned lieutenant. These sections focus divisional responsibility on specific tasks, such as patrol, detectives, communications, records, jail, and so on. How effective is this organizational structure? Is there a way to improve the internal management of the Sheriff's Office, thereby enhancing job performance

and overall efficiency? Is there unity of command and the correct span of control?

6. Prisoner Population:

How can we explain the current drop in inmate population at the Ada County Jail? All previous forecasts have called for a progressive increase in the number of jail inmates housed. Contrary to these projections, we are finding that the population of the county jail is going down instead of up. What is contributing to this abnormality? Will it increase? Continue decreasing? Should current plans for expansion of the jail be revised downward to reflect a reduction in prisoner housing for Ada County?

7. Employment:

One of the most important aspects of Ada County government is employment of the men and women who will become deputy sheriff's and work for the county on a full-time, permanent basis. The partnership study program presents an ideal opportunity to evaluate the current employment process and closely examine the Sheriff's pre-employment procedures. Are employment applicants being handled in the most expedient manner? What can be done to better match the applicant with the job opening available? Is the Sheriff's current program of testing and evaluating applicants functioning at the optimum level? Can attrition be reduced by improving the employment process?

8. Paperless Office:

This research project ties closely with Topic #3 "Public Access to records" as listed on the previous pages of this correspondence. Although the paperless office has been the subject of much research by governmental agencies as well as private

business, it may be actually possible to achieve an 'almost' paperless office within local law enforcement agencies. This is due primarily to current efforts by the Sheriff's Office to fully automate as many police records and functions as possible. The Sheriff has already taken a step in this direction by signing a computer/software contract with PRC, Public Sector, Inc., a facilitator company headquartered in McLean, Virginia.

This project would likely involve a multi-year commitment. The acquisition of computer hardware and software appropriate for the task at hand is time consuming, dedicated work if the results are to be successful. The study should yield:

- a) Analysis of paper flow within each division and section of the Sheriff's Office.
- b) Analysis of paper flow between divisions and sections.
- c) Analysis of paper flow between the Sheriff's Office and outside organizations, such as the courts, other governmental agencies, private business and the public.
- d) Implementation strategies.
- e) Costs - hardware, software, transition and training.
- f) Legal questions or hurdles to overcome.

9. Media Relations:

One of the most beneficial things any law enforcement agency can do is foster, encourage and maintain a positive

program of relating directly to all members of the local news media, both print and electronic. The Sheriff's Office's current method of dealing with the news media during both emergency and non-emergency situations should be examined. A study needs to be undertaken in which members of the news media are asked a host of specific questions bearing on this topic. What can local law enforcement do to enhance media relations? How can police be more responsive to media date/time deadlines? How can information be made more immediately available? Is there some form of mutually beneficial technology that can be implemented on a cost-sharing basis?

APPENDIX 2

Project I: Full Statistical Findings

"Citizen Fear of Crime and Satisfaction With Sheriff Services Survey"

Section I: Citizen Fear of Crime

Interviewer: *How important are the following problems in the neighborhood where you live? On a scale of 1 to 5, where 5 is a big problem and 1 is a small one, please tell me the number that best describes your feelings on the issue.*

Big Problem		Somewhat of a Problem		No Problem
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>
		<u>3</u>	<u>2</u>	<u>1</u>
1.	People's home are being broken into and things stolen.	1.69	1.1	
			2.0	9.9
			31.5	
			54.1	
2.	People being robbed or having their purses or wallets stolen.	1.37	0.4	
			0.5	2.7
			15.8	
			78.2	
3.	People breaking into cars.	1.75	2.2	
			3.7	9.9
			25.3	
			56.9	
4.	Auto theft.	1.43	0.4	
			0.4	2.5
			10.4	

			60.7
11.	Inadequate city government services.	2.03	3.8
			2.5 9.4
			12.4
			62.3
12.	Physical decay - such as abandoned cars, run-down buildings, houses or farm buildings in disrepair.	1.58	2.4
			2.911.8
			15.567.
			4
13.	Lack of community interest in crime prevention activities.	1.95	4.1
			3.210.8
			11.0
			63.6
14.	Police-citizen relations.	1.60	2.5
			1.5 6.1
			7.976.9
15.	Garbage or litter on the streets or in front of someone's house.	1.58	2.4
			2.410.4
			18.6
			66.0
16.	Parking problems.	1.36	1.7
			2.5 5.8
			10.3
			79.7
17.	Bicycle violations or safety.	1.61	3.2
			3.3 9.1

						15.4
						68.0
18.	Stray animals.	2.13	7.4			7.216.1
						29.5
						39.7
19.	Speeding.	2.86	15.818.			421.723
						.320.7
20.	Excessive noise, such as barking dogs, loud parties, and loud car stereos.		1.99			4.7 7.1
						13.530.
						044.4

Big Problem		Somewhat of a Problem		No Problem
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>
					<u>1</u>	
21.	Poaching.	1.18	0.1			
						0.4 1.0
						3.692.8
22.	Disruption around schools; are young people hanging around making noise, vandalizing, or starting fights.	1.70	0.9			
						2.1 4.7

			14.4
			70.7
23.	Truancy; that is, kids not being in school when they should be.	2.16	1.0
			2.9 7.2
			13.0
			60.8
24.	Shootings and violence by gangs.	1.16	0.4
			0.2 2.4
			6.090.4
25.	Drug dealing.	1.80	3.0
			2.9 6.7
			9.870.3
26.	Car being vandalized -- things like radio aerials or windows being broken.		1.59
			2.0 2.6
			8.218.5
			67.2
27.	People or landlords allowing their property to become run down.	1.70	3.2
			4.110.9
			20.0
			61.2
28.	Students fighting or causing disturbances on the way to and from school.	1.53	1.0
			1.2 4.7
			12.4
			75.9
29.	Profanity or foul language by students in public areas.	2.00	6.0
			8.710.7
			17.1

									55.2
30.	Teenagers using drugs or alcohol.	2.17	5.0						4.710.7
									15.1
									55.2
31.	Teenagers hanging out.	1.73	2.7						5.6 8.7
									16.4
									64.1
32.	Gang violence.	1.26	0.6						0.6 2.7
									4.589.3
34.	Graffiti.	1.27	0.9						1.2 3.3
									12.5
									81.9

Big Problem		Somewhat of a Problem		No Problem
5	4	3	2	1

									<u>Average</u>
									<u>5</u>
									<u>4</u>
									<u>3</u>
									<u>2</u>
									<u>1</u>
35.	Crack houses or Meth labs.	1.35	1.2						0.2 1.1
									2.989.7
36.	Streets too dark at night.	1.96	10.0						5.811.5

					12.7
					59.4
37.	Homeless people or vagrants.	1.07	0.1		1.1 3.6
					3.695.0
38.	Unsupervised youth, especially after school.	1.89	4.0		5.012.8
					18.7
					56.7
39.	Lack of recreation areas for kids.	2.93	24.2		11.419.
					710.2
					32.1

Almost Every Day	2 or 3 Times a Week	Once a Month	Every Few Months	Never
5	4	3	2	1

			<u>Average</u>
			<u>5 4 3</u>
			<u>2 1</u>
41.	How often do you observe what you think is gang activity in your neighborhood?	1.23	0.51.4
			4.0 8.4
			85.6
42.	How often do you observe what you think is drug activity in your neighborhood?	1.40	1.62.5
			5.612.0

Interviewer: *Next I would like you to assess the contribution of different groups and agencies to solving problems having to do with drugs and gangs. Please rate how you think the groups or programs below are helping with problems of teen-age drug use and with gangs. A 5 means that it is an important contribution, a 3 means that it has no effect on the problem, and a 1 means that it is making the problem worse.*

Important Contribution 5	4	Nothing 3	2	Making the Problem Worse 1
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Gangs	<u>Average</u>	<u>5</u>	<u>4</u>
		<u>3</u>	<u>2</u>
		<u>1</u>	
43. The Sheriff's Office.	4.37	30.8	38.415.
		9	1.3
		0.6	
45. Local Business.	3.89	7.428.8	40.0
		4.71.5	
47. The criminal justice system in general.	3.60	12.4	33.622.
		513.3	

						7.8
49.	YMCA.			4.39		27.932.
						420.2
						1.30.5
51.	"Enough is Enough" and other community actions.			4.52		41.3
						29.014.
						4 0.5
						0.6
53.	DARE programs.			4.43		34.1
						31.716.
						3 1.6
						0.8
55.	The Juvenile court.			3.65		10.6
						27.726.
						112.4
						8.2
57.	The new state department of Juvenile Corrections.	4.20	10.1	23.5		27.5
						4.84.2
59.	Churches and church-sponsored activity.					4.28
						32.141.
						814.6
						2.00.9
61.	The school district.			4.01		22.0
						37.222.
						1 6.2
						2.3
63.	Local treatment and rehabilitation programs.			4.19		14.6

								31.724.
								5 4.2
								2.5
Drugs								
44.	The Sheriff's Office.					4.14	21.5	
								37.223.
								2 3.3
								1.4
46.	Local Business.						3.71	
								6.126.6
								43.3
								6.62.8
48.	The criminal justice system in general.					3.62	11.0	
								33.527.
								910.9
								6.6

Important Contribution		Nothing		Making the Problem Worse
5	4	3	2	1

							<u>Average</u>	<u>5</u>	<u>4</u>
								<u>3</u>	<u>2</u>
50.	YMCA.					4.32	24.034.		
								322.6	
								0.80.9	
52.	"Enough is Enough" and other community actions.					4.48	39.1		
								32.413.	

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			6 1.1
			0.5
54.	DARE programs.	4.42	32.7
			33.716.
			2 1.8
			0.5
56.	The Juvenile court.	3.69	10.0
			30.428.
			411.1
			6.1
58.	The new state department of Juvenile Corrections.	4.19	9.1
			25.126.
			3 5.6
			4.0
60.	Churches and church-sponsored activity.		4.26
			29.943.
			114.1
			2.41.1
62.	The school district.	4.00	20.1
			40.221.
			6 5.6
			2.5
64.	Local treatment and rehabilitation programs.	4.20	17.2
			37.821.
			6 2.9
			2.1

Interviewer: *The following questions ask generally about neighborhood safety. On a scale of 1 to 5, where 1 means never, and 5 means very often, please tell me how often you personally do the following.*

Very Often		Occasionally		Never
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>		
65.	Social activity in the Neighborhood.	2.62	7.3					
							15.132.	
							420.2	
							24.6	
66.	Walk, jog, or ride a bike in the daytime.	3.34	23.4					
							27.424.	
							8 7.7	
							16.5	
67.	Walk, jog, or ride a bike in the evening.	2.87	12.7					
							20.331.	
							311.9	
							23.7	
68.	Walk, jog, or ride a bike at night.		1.91					
							5.2 7.1	
							15.417.	
							754.5	

70.	Worry about other children.	3.30	17.4
			24.635.
			613.4
			8.6
71.	Recreate outside the house but in the neighborhood.	3.28	17.1
			29.429.
			910.5
			12.9
72.	Recreate by watching television.	3.40	15.931.
			034.414
			.6 4.0
73.	About how many hours a week do you watch television?	Mean Hours	27.93
			Median
			hours
			10.00

Interviewer: *In the following set of questions I am going to ask you about safety in your neighborhood. I want to know if you think it's very safe, somewhat safe, neither particularly safe or dangerous, a little dangerous, or very dangerous.*

Very Safe	Neutral	Very Dangerous
5	3	1
4	2	

		<u>Average</u>	<u>5</u>	<u>4</u>
			<u>3</u>	<u>2</u> <u>1</u>
77.	How safe is your neighborhood during the day?	4.55	61.2	34.9
			2.5	1.0
			0.5	
78.	How safe is your neighborhood after dark?	4.19	36.5	49.5
			10.	2
			3.1	0.5
79.	How safe is downtown Boise during the day?	4.16	20.6	49.4
			15.	1
			3.5	1.0
80.	How safe is downtown Boise after dark?	3.36	3.3	26.2
			29.	92.4
			7	4.0

Interviewer: *Now I'm going to read some statements people have made about crime. For each please tell me how worried or concerned you are. Please score from 1 to 5, where a score of 5 means that you are very worried and a score of 1 means that you are not worried at all.*

Very Worried		Somewhat Worried		Not Worried
5	4	3	2	1

<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>
			1	

81.	I'm worried about being a victim of a gang crime.		2.46	
			5.820.1	
			16.429.	
			528.2	
82.	I'm worried about being the victim of a non-gang crime.	2.90	8.6	
			33.415.	
			824.3	
			17.9	
84.	I'm worried that gang members will hurt some member in the household.	2.43	8.3	
			19.510.	
			928.8	
			32.3	
85.	I might be afraid if a stranger stopped me to ask for directions.	2.70	10.7	
			25.212.	
			524.4	
			26.8	

Do you have any children?	Yes	<u>%</u>	<u>N</u>	No	<u>%</u>	<u>(N)</u>
		53.6	(432)		46.4	(374)

IF YES: How many do you have?

<u>0 Children</u>	<u>1 Child</u>	<u>2 Children</u>	<u>3 Children</u>	<u>4 Children</u>	<u>5 Children</u>	<u>6</u>
						<u>Childre</u>
						<u>n7</u>
						<u>Childre</u>
						<u>n</u>
	32.4 (140)	37.7 (163)	20.1 (87)	5.3 (23)	3.0 (13)	0.9
						(4) 0.2

IF RESPONDENT HAS CHILDREN, COMPLETE NEXT FIVE QUESTIONS. OTHERWISE SKIP THEM.

Strongly Agree	Somewhat Agree	Neutral	Somewhat Disagree	Strongly Disagree
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>
		<u>3</u>	<u>2</u> <u>1</u>
89. I worry about my children getting involved in drugs.	3.38	29.6	31.7
		6.0	11.6
		20.8	
90. I worry about my children getting involved in gangs.	2.62	15.7	20.8
		8.1	19.2
		35.9	
83. I'm afraid that a gang will hurt my child or children.	3.10	16.0	34.0
		11.1	
		320.8	
		17.6	
88. There are certain areas of the community where my children are afraid to walk.	2.51	9.3	14.4
		14.4	14.4
		421.1	

Section II: Sheriff's Office Service Needs

Listed below are some questions that let us look at the relationship between the Sheriff's Office and the general public. When selecting the best answer, please try to answer ONLY in terms of the Sheriff's Office. While you may have had good or bad incidents with other departments, on this survey please gauge your answer in terms of the Sheriff's Office. They are distinguished by the **brown** uniforms and **red** shoulder patches that they wear. Please tell me if you strongly disagree, disagree, are neutral, agree, or strongly agree with the following statements.

Strongly Agree		Neutral		Strongly Disagree
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>
			<u>3</u>	<u>2</u>
			<u>1</u>	
91.	Most citizens are really interested in the problems faced by the Sheriff's Office.	3.45	17.1	
			36.220.	
			719.4	
			5.2	
92.	There are few dependable personal ties between the Sheriff's deputies and the public.	3.24	9.1	
			27.524.	
			820.5	
			11.2	
93.	Friendship between the Sheriff's Office and citizens is easy to develop.	3.53	21.0	
			33.018.	
			416.9	
			7.6	
94.	Deputies seem content staying in their patrol cars rather than interacting with			

	citizens.	3.24	15.6	22.3	22.8	20.0	13.5
95.	Citizens and Sheriff's Deputies work together in solving problems.	3.75		20.3	38.5	22.5	10.8
							3.5
96.	Sheriff Deputies are usually fair.	4.05	28.2	45.7	15.6	4.6	2.1
97.	Sheriff Deputies are usually courteous.	4.28	41.2	42.4	10.3	2.0	1.5
98.	Sheriff Deputies are usually honest.	4.18	33.4	43.4	16.0	2.0	1.1
99.	Sheriff Deputies are usually intimidating.	2.96	12.4	24.4	17.2	24.7	18.5
100.	In general, Deputies treat all citizen equally according to the law.	3.64	22.2	37.3	14.4	13.5	8.3
101.	Deputies show concern when asked questions.	4.11	30.4	43.7	15.8	2.9	2.4

Strongly Agree		Neutral		Strongly Disagree
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
103.	Deputies should spend more time talking to people about their problems.	3.78	24.2	30.6	25.1	8.7	5.3
104.	Deputies should spend more time than they do investigating serious crime, serious criminals, and suspicious persons.	3.60	20.5	32.5	23.7	11.7	7.2
105.	Deputies should spend more time working with individuals and groups to solve problems.	3.90	24.7	38.7	21.5	6.7	3.3

106.	Deputies should give tickets for even minor law violations so that people will obey laws in the county.	2.89	12.4	22.0	18.0	27.2	18.5
107.	Deputies should spend more time on traffic enforcement.	3.16	13.5	26.3	23.1	23.7	10.8

Interviewer: *The Sheriff's Department is preparing to launch an Internet site web page in September. We are trying to find out what kinds of information the public would like to see on it. Please tell me how much you would be interested in the following information, where a score of 5 means that you would be very interested and a score of 1 means that you have no interest whatsoever.*

Very Interested 5	Somewhat Interested 4	Neutral 3	Somewhat Interested 2	No Interest 1
----------------------	--------------------------	--------------	--------------------------	------------------

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>	
108.	Current crime reports in Ada County.	3.94	29.4	42.7	7.9	4.2	10.2
109.	A description of the different programs offered by the Sheriff's department.	4.17		37.2	41.3	6.3	2.1
							7.1
110.	Activities and meetings of neighborhood watch groups.	4.04	33.4	40.8	7.3	4.0	8.7

111. More information about the jail. 3.15 12.8 29.7 16.6 12.9 22.2

Very Interested	Somewhat Interested	Neutral	Somewhat Interested	No Interest
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
112. Current news -- for example, what some of the officers are doing, awards, current training activity.	3.62	16.7	45.0	12.5	6.6	13.4
113. More information on bicycle and horse patrols.	3.39	15.4	35.9	14.9	10.0	17.9
114. More information on DARE.	3.87	27.5	40.1	9.1	5.1	11.5
115. A question and answer section where I can ask questions.	4.28	49.0	31.1	4.2	1.4	8.6
116. Information about community policing and crime prevention activity.	4.21	39.8	40.9	3.5	2.0	7.8

Interviewer: *The following questions ask about any recent contacts you might have had with the Sheriff's Department. If you have had any of the following kinds of contact, please tell me if the service you received was very bad, somewhat bad, neutral, good, or excellent.*

Very Bad	Somewhat Bad	Neutral	Good	Excellent
1	2	3	4	5

Was there contact for:

YES NO

If there was contact, quality of contact:

	<u>%</u>	<u>(N)</u>	<u>%</u>	<u>(N)</u>	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>	
120. Traffic violation.		10.4	(84)	88.7	(715)	3.55		3.3	23.8	19.0	11.9
											11.9
122. Information/request for service.	20.1	(162)	79.2	(638)	4.15	45.1	38.3	7.4	4.9	4.3	
124. Visited the jail.	2.7	(22)	96.5	(778)	3.86	18.2	45.5	22.7	9.1		
126. Incarcerated in jail.	0.1	(1)	99.1	(799)	3.00			100.0			
128. Arrested.	0.7	(6)	98.5	(794)	4.00	50.0	16.7	16.7	16.7		
130. Reported crime.		16.6	(134)	82.8	(667)	3.96		40.3	37.3	8.2	6.0
											8.2
132. Dispatch -- 911 (all calls go to the county dispatcher first).	11.5	(93)	87.7	(707)	4.33	55.9	32.3	4.3	4.3	3.2	

Section III: The Community Policing Mandate

Interviewer: *Now I'm going to ask if you are familiar with some programs run by the Sheriff's Department. Please answer according to your degree of knowledge about the program.*

I or my Family Participate or Have Heard of it	4	I Have Heard of it, Some Knowledge	2	I am Not Familiar
5		3		1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
133. School Resource Officers.	2.30			42.8	43.8	13.2

134.	Neighborhood Watch.	2.03	19.5	63.9	16.5
135.	Vacation Watch.	2.69	74.4	20.0	5.5
136.	Home-business Security Surveys.	2.84	85.5	12.4	2.0
137.	Crime Stoppers.	2.23	29.2	64.0	6.7
138.	Employee Robbery Prevention Training.	2.79	83.3	12.5	4.1
139.	Inmate Training programs.	2.75	76.4	21.6	1.9
140.	Inmate Substance Abuse programs.	2.70	71.7	26.2	1.9
141.	Landlord-tenant Dispute Resolution.	2.77	79.5	17.7	2.6

Interviewer: *The Sheriff's Office is adding programs that are guided by a philosophy called Community Oriented Policing. These programs are increasingly popular in major cities, and they are guided by police-citizen cooperative arrangements. Some of the programs that have evolved from this philosophy that the Sheriff's Office currently has in place are the neighborhood watches, crime prevention programs, DARE programs, home-business security surveys, and dispute resolution between landlords and tenants. Please indicate whether you strongly agree, agree, are neutral, disagree, or strongly disagree with the following statements about police priorities and Community Oriented Policing programs.*

Strongly Agree	Agree	Neutral	Disagree	Strongly Disagree
5	4	3	2	1

Average 5 4 3 2 1

142. I think police should concentrate more on catching criminals than on working

	with the public.	2.79	9.3	20.5	24.6	29.4	15.9
143.	I think Community Oriented Policing is a good use of resources if it can be shown that these programs lead to reduced crime.	4.42	51.5	40.7	5.3	0.9	1.1
144.	I think police should put more officers on the streets even if it means reducing other services such as traffic control, crime analysis, volunteer services, and other non-patrol functions.	2.92	9.9	23.0	22.6	29.2	13.6
145.	I think Community Oriented Policing is just another name for coddling criminals and people on welfare.	2.33	4.2	6.8	16.9	24.3	40.2
146.	I think Community Oriented Policing sounds like the direction all police will have to take if we are to reduce drugs, gangs, and crime.	4.03	33.4	41.2	14.4	7.3	1.7
147.	I think that the County should hire more police officers even if other essential services have to be cut.	2.93	8.8	23.1	24.9	25.4	15.0
148.	I think citizens must take more responsibility through programs such as Neighborhood Watch for the safety of their neighborhoods. More police officers alone can never solve the problem of crime.	4.54	62.8	31.1	3.3	1.9	0.7

Interviewer: *The average offender in the Ada County jail has 14 prior arrests, including driving with a suspended license, DUI, petty theft, possession of marijuana, and failure to appear. Do you believe that a maximum penalty of 1 year in jail for this offender, with time off for good behavior, is too harsh, about right, or too lenient?*

Too Harsh 3	About Right 2	Too Lenient 1
----------------	------------------	------------------

	<u>Average</u>	<u>3</u>	<u>2</u>	<u>1</u>
A maximum penalty of one year for this offender is...	1.54	5.1	29.5	60.5

Don't Know 3	Alternative 2	Jail 1
-----------------	------------------	-----------

	<u>Average</u>	<u>3</u>	<u>2</u>	<u>1</u>
If you had to choose between jail and alternative, non-incarceration punishments, which would you choose?	1.97	9.7	63.9	21.7

Section IV: Background Questions.

Interviewer: *These final questions deal with aspects of your personal background. This information is needed in order to make sure that people from all walks of life are represented in the survey.*

149. Ethnicity

<u>%</u>	<u>(N)</u>	<u>%</u>	<u>(N)</u>
----------	------------	----------	------------

XXX

0.2	(2)	Black/Afro-American	1.0	(8)	Mexican-American-Hispanic
1.1	(290)	Native American/Indian	1.0	(8)	Other
94.7	(763)	Caucasian/White	1.1	(9)	Asian American

150. Gender

<u>%</u>	<u>(N)</u>		<u>%</u>	<u>(N)</u>	
36.0	(290)	Male	64.0	(516)	Female

151. Please check the highest level of schooling you have achieved:

<u>%</u>	<u>(N)</u>		<u>%</u>	<u>(N)</u>		<u>%</u>	<u>(N)</u>	
2.9	(23)	Not a High School Graduate	16.0	(129)	Bachelor Degree	25.4	(205)	High School Graduate/GED
4.2	(34)	Some Graduate course work	32.0	(258)	Some College	7.8	(63)	Graduate Degree
10.3	(83)	Associate Degree	1.4	(11)	Other			

152. What is your present occupation? Please select only one.

<u>%</u>	<u>(N)</u>		<u>%</u>	<u>(N)</u>		<u>%</u>	<u>(N)</u>	
9.4	(76)	Self Employed	24.7	(199)	Professional (lawyer, accountant, doctor, etc.)	11.3	(91)	Manual worker (blue collar)
16.7	(135)	Homemaker				1.6	(13)	Business Owner
1.9	(15)	Farmer, rancher, fisher, etc.	15.0	(121)	White collar (office	0.2	(2)	Executive

2.6 (21) Student

worker, Staff, etc.)

2.6 (21) Unemployed

13.5 (109) Other

Please indicate your approximate family income before taxes in 1996:

Median Income: \$25,000 to \$29,000

Mean Income: \$30,000 to \$49,000

<u>Percentage</u>	<u>Income Range</u>	<u>Percentage</u>	<u>Income Range</u>	<u>Percentage</u>	<u>Income Range</u>
1.5	less than \$4,000	4.8	\$10,000 to \$14,999	8.6	\$25,000 to \$29,999
1.7	\$4,000 to \$6,999	5.3	\$15,000 to \$19,000	29.3	\$30,000 to 49,999
1.9	\$7,000 to \$9,999	6.6	\$20,000 to \$24,999	32.6	\$50,000+

154. Are you a homeowner or a renter?

% (N)

% (N)

86.6 (698) Homeowner

12.4 (100) Renter

155. Type of residence (check one).

% (N)

% (N)

% (N)

2.6 (21) Apartment

7.4 (60) Mobile Home

87.0 (701) Single Family Home

0.7 (6) Condominium

1.2 (10) Duplex

1.0 (8) Other

156. How long have you lived in Ada County?

Median years: 14.0

Mean Years: 82.57

157. How long have you lived in your current neighborhood?

Median Years: 5.0

Mean Years: 8.53

158. What is you age?

Median Years: 42.50

Mean years: 44.66

APPENDIX 3

Project III: Ada County Sheriff's Office Internet Site

"Citizen Fear of Crime and Satisfaction With Sheriff Services Survey"

Statistical Summary

Interviewer: *The Sheriff's Department is preparing to launch an Internet site web page in September. We are trying to find out what kinds of information the public would like to see on it. Please tell me how much you would be interested in the following information, where a score of 5 means that you would be very interested and a score of 1 means that you have no interest whatsoever.*

	Very Interested 5	Somewhat Interested 4	Neutral 3	Neutral 2	Somewhat Interested 1	No Interest			
				<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
108. Current crime reports in Ada County.				3.94	29.4	42.7	7.9	4.2	10.2
109. A description of the different programs offered by the Sheriff's department.				4.17	37.2	41.3	6.3	2.1	7.1
110. Activities and meetings of neighborhood watch groups.				4.04	33.4	40.8	7.3	4.0	8.7

Very Interested	Somewhat Interested	Neutral	Somewhat Interested	No Interest				
5	4	3	2	1				
			<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
111.	More information about the jail.		3.15	12.8	29.7	16.6	12.9	22.2
112.	Current news -- for example, what some of the officers are doing, awards, current training activity.		3.62	16.7	45.0	12.5	6.6	13.4
113.	More information on bicycle and horse patrols.		3.39	15.4	35.9	14.9	10.0	17.9
114.	More information on DARE.		3.87	27.5	40.1	9.1	5.1	11.5
115.	A question and answer section where I can ask questions.		4.28	49.0	31.1	4.2	1.4	8.6
116.	Information about community policing and crime prevention activity.		4.21	39.8	40.9	3.5	2.0	7.8

APPENDIX 4

Performance and Evaluation Documents

PERFORMANCE APPRAISAL

Name _____ Assignment _____

Rank _____ Supervisor _____

Appraisal Date _____ Prior Supervisor _____

Date last Appraisal _____ Overall Performance Rating _____

Overall Rating:

Below Standard Standard Above Standard N/A

General Field Operations

Problem Solving

Develops Beat Profile

Below
Standard

Standard

Above
Standard

N/A

Develops Relationship with Community

Youth Initiatives

Crime Prevention

Information Handling

Coordination of Activities

VII. Referrals

A. Type of referrals to other agencies (private and public).

VIII. Intelligence Gathering/Information Sharing

A. Occasions when the officer received useful information that contributed to resolving a crime, disorder or drug problem. Number of occasions information was shared with others in the department.

IX. Innovation

A. Documentable incidents where the community policing officer has demonstrated an imaginative approach toward problem solving.

LUMBERTON POLICE DEPARTMENT

Community Police Officer

Performance Evaluation

Officer's Name

From _____ To _____
Evaluation Period

Date Completed

I. Communications

A. Community Meetings. (How many, what kind, number of people in attendance. Did officer attend, organize or both?)

B. Newsletters (Size, Frequency, Number of Readers)

C. Presentations. (Number of group, size of audience, subject, time spent)

D. Security surveys. (Number of security surveys conducted to enhance crime prevention activities)

E. Media contacts. (News releases, interviews, etc.)

F. Neighborhood surveys. (Location and results of neighborhood surveys)

II. Social Disorder

A. Types of group projects aimed at the problem of social disorder.

- citizen satisfaction,
- repeat business,
- displacement, and
- neighborhood indicants (e.g., truancy rates, traffic patterns, occupancy rates, presence and actions taken by neighborhood groups, etc.)

The Houston task force (Wycoff and Oettmeier 1993a) based the creation of new performance criteria on tasks

FIGURE 7

Tasks/Activities	
<i>Activities are listed beneath the tasks they are intended to accomplish. Several activities could be used to accomplish a number of different tasks.</i>	
<ol style="list-style-type: none"> 1. Learn characteristics of area, residents, businesses <ol style="list-style-type: none"> a. Study beat books b. Analyze crime and calls-for-service data c. Drive, walk area and make notes d. Talk with community representatives e. Conduct area surveys f. Maintain area/suspect logs g. Read area papers (e.g., "shopper" papers) h. Discuss area with citizens when answering calls i. Talk with private security personnel in area j. Talk with area business owners/managers 2. Become acquainted with leaders in area <ol style="list-style-type: none"> a. Attend community meetings, including service club meetings b. Ask questions in survey about who formal and informal area leaders are c. Ask area leaders for names of other leaders 3. Make residents aware of who officer is and what s/he is trying to accomplish in area <ol style="list-style-type: none"> a. Initiate citizen contacts b. Distribute business cards c. Discuss purpose at community meeting d. Discuss purpose when answering calls e. Write article for local paper f. Contact home-bound elderly g. Encourage citizens to contact officer directly 4. Identify area problems <ol style="list-style-type: none"> a. Attend community meetings b. Analyze crime and calls-for-service data c. Contact citizens and businesses d. Conduct business and residential surveys e. Ask about other problems when answering calls 5. Communicate with supervisors, other officers and citizens about the nature of the area and its problems <ol style="list-style-type: none"> a. Maintain beat bulletin board in station b. Leave notes in boxes of other officers c. Discuss area with supervisor 	<ol style="list-style-type: none"> 6. Investigate/do research to determine sources of problems <ol style="list-style-type: none"> a. Talk to people involved b. Analyze crime data c. Observe situation if possible (stakeout) 7. Plan ways of dealing with problem <ol style="list-style-type: none"> a. Analyze resources b. Discuss with supervisor, other officers c. Write Patrol Management Plan, review with supervisor 8. Provide citizens information about ways they can handle problems (educate/empower) <ol style="list-style-type: none"> a. Distribute crime prevention information b. Provide names and number of other responsible agencies; tell citizens how to approach these agencies 9. Help citizens develop appropriate expectations about what police can do and teach them how to interact effectively with police <ol style="list-style-type: none"> a. Attend community meetings/ make presentations b. Present school programs c. Write article for area paper d. Hold discussions with community leaders 10. Develop resources for responding to problem <ol style="list-style-type: none"> a. Talk with other officers, detectives, supervisors b. Talk with other agencies or individuals who could help 11. Implement problem solution <ol style="list-style-type: none"> a. Take whatever actions are called for 12. Assess effectiveness of solution <ol style="list-style-type: none"> a. Use data, feedback from persons who experienced the problem, and/or personal observation to determine whether problem has been solved 13. Keep citizens informed <ol style="list-style-type: none"> a. Officers tell citizens what steps have been taken to address a problem and with what results b. Detectives tell citizens what is happening with their cases

APPENDIX 5

Project II: Full Statistical Findings

"Community Gang Prevention Team Survey"

Section 1: Fear of Crime

How important are the following problems in the community or area where you live? Please use the following scale to write the number that best describes your feelings.

Big Problem		Somewhat of a Problem		No Problem
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
1. Disruption around schools; are young people hanging around making noise, vandalizing, or starting fights.	2.13	3.6	10.3	21.7	27.3	37.2
2. Truancy; that is, kids not being in school when they should be.	2.26	5.6	6.0	27.4	31.5	29.4
3. Shootings and violence by gangs.	1.76	6.3	3.5	11.0	21.2	58.0
4. Drug dealing on the streets.	2.26	10.9	10.1	15.7	21.8	41.5
5. Gangs trying to take over the neighborhood.	1.54	2.9	4.2	5.8	18.3	68.8
6. Cars being vandalized -- things like radio aerials or windows being broken.	2.31	7.7	11.8	13.4	38.2	28.9

7.	Cars being stolen.	1.67	4.1	4.1	7.4	26.7	57.6
----	--------------------	------	-----	-----	-----	------	------

Big Problem		Somewhat of a Problem		No Problem
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
8.	People being attacked or robbed.	1.68	4.1	5.8	7.0	22.3	60.7
9.	People or landlords allowing their property to become run down.	2.21	5.6	9.3	21.8	27.0	36.3
10.	Students fighting or causing disturbances on the way to and from school.	1.85	3.8	5.8	12.9	27.9	49.6
11.	Profanity or foul language by students in public areas.	2.99	21.6	18.0	20.8	19.2	20.4
12.	Teenagers using drugs or alcohol.	2.78	14.3	19.7	21.4	20.2	24.4
13.	Teenagers hanging out.	2.49	8.7	16.5	21.1	23.6	30.2
14.	Gang violence.	1.82	4.6	7.1	10.8	22.4	55.2
15.	Overgrown or vacant lots.	1.78	4.5	4.1	10.7	27.0	53.7
16.	Gang activity.	1.79	4.6	5.0	12.0	24.5	53.9
17.	Graffiti.	1.86	3.3	8.2	13.5	25.0	50.0
18.	Crack houses.	1.75	9.1	3.9	6.5	18.1	62.5
19.	Meth labs.	2.07	11.2	8.2	10.7	12.9	57.1
20.	Homeless or vagrants.	1.97	5.4	9.1	15.4	19.5	50.6

Big Problem		Somewhat of a Problem		No Problem
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
21.	Unsupervised youth, especially after school.	2.58	15.3	14.0	15.3	26.9	28.5
22.	Lack of recreation areas for kids.	2.67	15.6	14.4	22.2	17.3	30.5
23.	Gunfire.	1.54	5.4	1.7	7.0	15.7	70.2
24.	Speeding.	2.99	15.0	18.2	32.4	20.6	13.8
25.	In the past 12 months, have you or any member of your family been threatened or bothered by a gang member?						

<u>YES</u>	<u>NO</u>	<u>Mean</u>	<u>Median</u>
4.4 (11)	95.6 (241)	1.96	2.0

Please use the following 5-point scale to respond to the questions below.

Almost Every Day	2 or 3 Times a Week	Once a Month	Every Few Months	Never
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
26.	How often have you observed gang activity in your neighborhood?	1.31	1.2	2.4	3.6	12.7	80.2
27.	How often have you observed drug activity in your neighborhood?	1.37	1.6	2.0	3.6	17.9	75.0

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The following 5-point scale refers to the questions below it. Please rate your thoughts about gang and drug activity in your neighborhood.

Gone up a lot		About the Same		Gone Down a lot
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
28. During the past six months, do you think that gang activity in your neighborhood has gone up, stayed the same, or gone down?	2.81	2.6	3.9	74.6	11.0	7.9
29. During the past six months, do you think that drug activity in your neighborhood has gone up, stayed the same, or gone down?	2.85	3.5	3.1	76.9	8.3	8.3

The following 5-point scale measures the contribution of different groups and agencies to solving problems of drugs and of gangs. Please rate how you think the groups or programs below are helping with problems of teen-age drug use and with gangs.

Important Contribution		No Contribution		Making the Problem Worse
5	4	3	2	1

Gangs	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
30. The Police.	4.21	50.2	30.8	12.2	1.4	5.4
31. Local Business.	3.40	10.4	27.0	55.0	6.2	

									1.4
32.	The criminal justice system in general.	3.13	9.0	38.2	22.6	15.1	15.1		

Important Contribution		No Contribution		Making the Problem Worse
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
33.	YMCA.	3.94	24.8	48.1	24.3	1.9	1.0
34.	The City Recreation Department.	3.80	20.4	43.2	32.0	2.9	1.5
35.	"Enough is Enough" and other community action efforts.	4.08	38.0	39.4	18.1	2.8	1.9
36.	DARE programs.	3.94	30.7	40.5	23.9	2.9	2.0
37.	The Juvenile Court.	3.15	10.6	33.2	28.8	13.5	13.9
38.	The new state Department of Juvenile Corrections.	3.26	11.4	34.6	31.4	11.9	10.8
39.	Churches and church-sponsored activity.	4.10	38.6	39.5	18.1	2.8	0.9
40.	The School District.	3.50	15.2	39.3	31.3	9.5	4.7
41.	Local treatment and rehabilitation programs.	3.65	15.3	45.8	29.1	6.9	3.0

Important Contribution		No Contribution		Making the Problem Worse
5	4	3	2	1

Drugs

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
42. The Police.	4.27	53.1	29.4	11.4	1.8	4.4
43. Local Business.	3.43	9.3	32.1	51.6		6.0
						0.9

Important Contribution		No Contribution		Making the Problem Worse
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
44. The criminal justice system in general.	3.09	9.7	37.3	20.3	16.1	16.6
45. YMCA.	3.89	21.5	50.0	25.2	2.8	0.5
46. The City Recreation Department.	3.78	19.1	44.0	32.5	2.9	1.4
47. "Enough is Enough" and other community action efforts.	4.20	44.9	36.9	14.7	1.8	1.8
48. DARE programs.	4.08	35.0	44.4	16.4	2.8	1.4
49. The Juvenile Court.	3.15	12.6	31.2	27.9	13.5	14.9
50. The new state Department of Juvenile Corrections.	3.25	12.1	33.2	32.1	11.1	11.6
51. Churches and church-sponsored activity.	4.11	36.9	43.2	16.2		2.7
						0.9
52. The School District.	3.49	14.9	39.1	33.0	7.0	6.0

53. Local treatment and rehabilitation programs. 3.73 15.9 51.7 23.2 6.3 2.9

The following questions ask generally about neighborhood safety. Please use the following 5-point scale to indicate how often you personally do the following.

Very Often	4	Occasionally	2	Never
5		3		1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
54. Social activity in the Neighborhood.	2.63	7.2	11.4	38.8	20.2	22.4
55. Social activity in Boise.	3.14	16.4	18.7	39.7	15.3	9.9
56. Walk, jog, or ride a bike in the daytime.	3.53	32.2	15.2	34.1	10.6	8.0

Very Often	4	Occasionally	2	Never
5		3		1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
57. Walk, jog, or ride a bike in the evening.	2.95	15.6	17.1	34.2	14.1	19.0
58. Walk, jog, or ride a bike at night.	1.94	6.5	4.2	17.6	21.4	50.4

59.	Worry about the safety of your children.	3.00	24.2	13.1	26.7	11.9	24.2
60.	Worry about other children.	3.21	22.7	16.2	33.1	16.5	11.5
61.	Recreate outside the house but in the neighborhood.	3.32	18.1	27.4	29.7	16.6	8.1
62.	Recreate by watching television.	3.25	14.9	27.2	32.6	18.4	6.9

Please use the following scale to describe how fear of crime has caused a change in daily activities.

Reduced Activities		About the Same		More activities
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
62.	You personally.	3.03	4.7	8.1	77.9	4.7	4.7
63.	Your children.	3.14	7.6	14.7	68.7	3.3	5.7
64.	Others in the neighborhood.	3.02	2.6	10.7	77.8	4.7	4.3

Is safety in your neighborhood changing? Please use the scale below to answer the following questions.

Becoming Safer		About the Same		More Dangerous
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
65.	How safe is your neighborhood during the day?	3.19	7.9	10.9	74.3	5.7	1.1

66.	How safe is your neighborhood after dark?	2.81	2.3	7.2	66.8	16.6	7.2
67.	How safe is downtown Boise during the day?	3.11	7.0	14.8	62.3	13.6	2.3
68.	How safe is downtown Boise after dark?	2.23	2.0	6.7	26.9	40.3	24.1

I'm going to present some statements people have made about crime. For each please use the following scale to indicate how worried or concerned you are.

Very Worried		Somewhat Worried		Not Worried
5	4	3	2	1

		<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
69.	I'm often worried about being a victim of a gang crime.	1.98	3.8	2.7	22.4	30.0	41.1
70.	I'm often worried about being the victim of a non-gang crime	2.45	4.9	12.9	27.8	30.4	24.0
71.	I'm afraid that a gang will hurt my child or children.	2.28	8.1	11.9	15.7	28.4	36.0
72.	I'm worried that gang members will hurt some member in the household.	2.13	5.4	9.7	17.1	27.2	40.5
73.	I might be afraid if a stranger stopped me to ask for directions.	2.41	6.1	9.5	29.9	26.5	28.0
74.	There are certain areas of the community where my children are afraid to walk	2.40	10.2	10.7	26.0	15.3	37.7
75.	I worry about my children getting involved in drugs.	2.72	17.3	12.3	23.6	15.0	31.8
76.	I worry about my children getting involved in gangs.	2.12	9.5	10.5	12.3	15.9	51.8

For the following questions, please mark the appropriate answer.

		<u>Yes</u>	<u>No</u>
77.	Do you personally know someone -- a family member, friend, neighbor --who now uses cocaine, marijuana, heroin, Meth or other illegal drug?	38.8	61.2
78.	Do you personally know of any family where a child or teenager (under 18) is selling drugs?		6.7
			93.3
79.	Do you personally know of anyone 18 or over selling drugs?	11.7	88.3
80.	Have you seen drug dealing in your neighborhood?	8.3	91.7

		<u>Yes</u>	<u>No</u>
81.	Do you believe that there is drug dealing in your neighborhood?	42.5	57.5
82.	Do you have children that are currently in school or were in the past year (1996)?		38.6
			61.4

Please indicate the number of children in each grade and what school they attend: (frequencies are in parenthesis)

		<u>0 Children</u>	<u>1 Child</u>	<u>2 Children</u>	<u>3 Children</u>
83.	Grade School	77.6 (191)	14.2 (35)	7.3 (18)	0.8 (2)
85.	Middle School	86.3 (207)	9.6 (23)	2.9 (7)	1.3 (3)
87.	High School	84.0 (200)	12.6 (30)	2.5 (6)	0.8 (2)

Please mark a box below, to the best of your knowledge.

	<u>Yes</u>		<u>No</u>		<u>Missing</u> (without children)
	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>N</u>
89. Has your child seen drug dealing at school?	29.0	(29)	71.0	(71)	170
90. Has your child seen evidence of gang activity at school?	34.7	(35)	65.3	(66)	169
91. Was or is your child afraid to go to particular places at school because of gang activity?	7.1	(7)	92.9	(92)	171
92. Do you think that there is too much concern over gangs and drugs?	9.5	(10)	90.5	(95)	165
93. Does your child feel safe at school?	85.0	(85)	15.0	(15)	170

To the best of your knowledge, has your child reported either drug or gang activity to any of the following? Please mark the best answer.

	<u>Yes</u>		<u>No</u>		<u>Missing</u> (without children)
	<u>%</u>	<u>N</u>	<u>%</u>	<u>N</u>	<u>N</u>
94. Teacher.	4.0	(4)	96.0	(96)	170
95. School Resource Officer.	5.0	(5)	95.0	(95)	170
96. Your parents.	10.0	(10)	90.0	(90)	170
97. Your friends.	7.0	(11)	93.0	(146)	113

98. A parent - you or other parent. 21.5 (34) 78.5 (124) 112

These final questions deal with aspects of your personal background. This information is needed in order to make sure that people from all walks of life are represented in the survey.

99. Ethnicity

0.8	(2)	Asian American	0.8	(2)	Native American/Indian
0.4	(1)	Black/Afro-American	0.4	(1)	Other (Eastern Indian?)
95.3	(245)	Caucasian/White	2.3	(6)	Mexican-American-Hispanic

100. Gender 51.2 (133) **Male** 48.8 (127) **Female**

101. Please check the highest level of schooling you have achieved (frequencies in parenthesis).

2.3	(6)	Not a High School Graduate	18.4	(48)	Bachelor Degree
13.0	(34)	High School Graduate or GED	8.4	(22)	Some graduate course work
31.8	(83)	Some College (degree not completed)	13.4	(35)	Graduate Degree
8.8	(23)	Associate Degree	3.8	(10)	Other

102. What is your present occupation? Please select only one of the following.

1.5	(4)	Farmer, rancher, fisher, etc.	8.5	(22)	Manual worker (blue collar)	15.8	(41)	Other
11.2	(29)	Professional (lawyer, accountant, doctor, etc).	15.8	(41)	Business owner	2.3	(6)	Student
			23.1	(60)	White collar (office worker, staff, etc)	13.8	(36)	Homemaker
6.5	(17)	Executive	1.5	(4)	Unemployed			

103. Please record the number of school age children living in your household: (Frequencies are in parenthesis)

<u>0 Children</u>	<u>1 Child</u>	<u>2 Children</u>	<u>3 Children</u>	<u>4 Children</u>
60.4 (151)	17.6 (44)	16.4 (41)	2.4 (6)	1.6 (4)
<u>5 Children</u>	<u>7 Children</u>	<u>15 Children</u>		
0.4 (1)	0.8 (2)	0.4 (1)		

104. Please indicate your approximate family income before taxes in 1996:

<u>%</u>	<u>N</u>	<u>Range</u>	<u>%</u>	<u>N</u>	<u>Range</u>	<u>%</u>	<u>N</u>	<u>Range</u>	<u>N</u>
2.1	(5)	less than \$4,000	2.9	(7)	\$10,000 to \$14,999	7.4	(18)	\$25,000 to \$29,999	(27) Missing
0.4	(1)	\$4-000 to \$6,999	1.6	(4)	\$15,000 to \$19, 999	28.8	(70)	\$30,000 to \$49,999	
2.1	(5)	\$7,000 to \$9,999	5.8	(14)	\$20,000 to \$24,999	49.0	(119)	\$50,000+	

105.	Are you a homeowner or a renter?	<u>Homeowner</u>	<u>Renter</u>
		86.3 (226)	13.7 (36)

LX

106. Type of residence (check one).

<u>%</u>	<u>N</u>		<u>%</u>	<u>N</u>	
6.2	(16)	Apartment	2.7	(7)	Mobile Home
84.1	(217)	Single family home	2.7	(7)	Condominium
3.1	(8)	Duplex	1.2	(3)	Other

107. How long have you lived in Boise?

18.7 (mean) 14.0 (median) in Years.

108. How long have you lived in your current neighborhood?

10.3 (mean) 5.0 (median) in Years.

APPENDIX 6

Project IV: Full Statistical Findings

Part One: "Sheriff's Deputy Survey"

Strongly Agree		Neutral		Strongly Disagree
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
1. Most citizens are really interested in the problems faced by the Sheriff's Office.	2.71	0	26.8	24.4	41.5	7.3
2. There are few dependable personal ties between the Sheriff's deputies and the public.	2.56	2.4	9.8	41.5	34.1	12.2
3. Friendship between the Sheriff's office and citizens is easy to develop.	3.85	24.4	46.3	19.5	9.8	0
4. Deputies seem content staying in their patrol cars rather than interacting with citizens.	2.66	0	22.0	26.8	46.3	4.9
5. Citizens and Sheriff's deputies work together in solving problems.	3.46	4.9	48.8	17.1	26.8	0
6. Sheriff deputies are usually fair.	4.29	43.9	46.3	7.3	0	2.4
7. Sheriff deputies are usually courteous.	4.20	26.8	68.3	2.4	2.4	0
8. Sheriff deputies are usually honest.	4.32	46.3	43.9	4.9	4.9	0
9. Sheriff deputies are usually intimidating.	2.07	0	7.3	19.5	46.3	26.8
10. In general, deputies treat all citizens equally and according to the law.	3.76	14.6	58.5	14.6	12.2	0

11. Deputies show concern when asked questions. 3.83 12.2 61.0 24.4 2.4 0

Strongly Agree		Neutral		Strongly Disagree
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
12. Deputies should spend more time talking to people about their problems.	3.10	4.9	29.3	48.8	9.8	7.3
13. Deputies should spend more time than they do investigating serious crime, serious criminals, and suspicious persons.	3.44	17.1	34.1	31.7	9.8	7.3
14. Deputies should spend more time working with individuals and groups to solve problems.	3.59	17.1	39.0	34.1	4.9	4.9
15. Deputies should give tickets for even minor law violations so that people will obey laws in the county.	2.41	2.4	12.2	31.7	29.3	24.4
16. Deputies should spend more time on traffic enforcement.	3.10	7.3	26.8	39.0	22.0	4.9

Part Two: Independent Samples Test

<u>Question</u>	<u>Mean Difference</u>	<u>Mean (Citizens)</u>	<u>Mean (Deputies)</u>
• Most citizens are really interested in the problems faced by the Sheriff's Office.	.74	3.45	2.71
• There are few dependable personal ties between the Sheriff's deputies and the public.	.68	3.24	2.56
• Friendship between the Sheriff's office and citizens is easy to develop.	-.33	3.53	3.85
• Deputies seem content staying in their patrol cars rather than interacting with citizens.	.58	3.24	2.66
• Citizens and Sheriff's Deputies work together in solving problems.	.28	3.75	3.46
• Sheriff Deputies are usually fair.	-.25	4.05	4.29
• Sheriff Deputies are usually courteous.	.08	4.28	4.20
• Sheriff Deputies are usually honest.	-.13	4.18	4.32

• Sheriff Deputies are usually intimidating.	.88	2.96	2.07
• In general, Deputies treat all citizens equally according to the law.	-.11	3.64	3.76
• Deputies show concern when asked questions.	.29	4.12	3.83
• Deputies should spend more time talking to people about their problems.	.51	3.61	3.10

Question

	<u>Mean</u>	<u>Mean</u>	<u>Mean</u>
	<u>Difference</u>	<u>(Citizens)</u>	<u>(Deputies)</u>
• Deputies should spend more time than they do investigating serious crime, serious criminals, and suspicious persons.	.34	3.78	3.44
• Deputies should spend more time working with individuals and groups to solve problems.	.31	3.90	3.59
• Deputies should give tickets even for minor law violations so that people will obey laws in the county.	.47	2.89	2.41
• Deputies should spend more time on traffic enforcement.	.06	3.16	3.10

Part Three: "Citizen Fear of Crime and Satisfaction With Sheriff Services Survey."

Strongly Agree	Neutral		Strongly Disagree
5 4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
91. Most citizens are really interested in the problems faced by the Sheriff's office.	3.45	17.1	36.2	20.7	19.4	5.2
92. There are few dependable personal ties between the Sheriff's's deputies and the public.	3.24	9.1	27.5	24.8	20.5	11.2
93. Friendship between the Sheriff's office and citizens is easy to develop.	3.53	21.0	33.0	18.4	16.9	7.6
94. Deputies seem content staying in their patrol cars rather than interacting with citizens.	3.24	15.6	22.3	22.8	20.0	13.5
95. Citizens and Sheriff's deputies work together in solving problems.		3.75	20.3	38.5	22.5	10.8
						3.5
96. Sheriff deputies are usually fair.	4.05	28.2	45.7	15.6	4.6	2.1
97. Sheriff deputies are usually courteous.	4.28	41.2	42.4	10.3	2.0	1.5
98. Sheriff deputies are usually honest.	4.18	33.4	43.4	16.0	2.0	1.1
99. Sheriff deputies are usually intimidating.	2.96	12.4	24.4	17.2	24.7	18.5
100. In general, deputies treat all citizens equally according to the law.		3.64	22.2	37.3	14.4	13.5
						8.3
101. Deputies show concern when asked questions.	4.11	30.4	43.7	15.8	2.9	2.4

103. Deputies should spend more time talking to people about their problems. 3.78 24.2 30.6 25.1 8.7 5.3

Strongly Agree		Neutral		Strongly Disagree
5	4	3	2	1

	<u>Average</u>	<u>5</u>	<u>4</u>	<u>3</u>	<u>2</u>	<u>1</u>
104. Deputies should spend more time than they do investigating serious crime, serious criminals, and suspicious persons.	3.60	20.5	32.5	23.7	11.7	7.2
105. Deputies should spend more time working with individuals and groups to solve problems.	3.90	24.7	38.7	21.5	6.7	3.3
106. Deputies should give more tickets for even minor law violations so that people will obey laws in the county.	2.89	12.4	22.0	18.0	27.2	18.5
107. Deputies should spend more time on traffic enforcement.	3.16	13.5	26.3	23.1	23.7	10.8

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ENDNOTES

1. The Ada County Sheriff's Office is currently changing its patrol style to one that provides beat integrity. Officers will receive long-term assignments in the county and in Eagle and Kuna.