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Community Policing: 1997 National Survey Update of Police and Sheriffs' Departments

Final Report

Prepared by:
ORC Macro
Calverton, MD
Police Executive Research Forum
Washington, DC

Grant No:
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INTRODUCTION

Interest in the quality of relationships between local law enforcement and communities has long been the subject of discussion and debate between practitioners and lawmakers. More recently the debates on the effectiveness of community policing (CP) have been addressed through surveys and rigorous research and analysis designed to help shape jurisdictions' policies in this area. In furtherance of its own legislative mission to foster improvements in criminal justice practice through the application of sound research findings, the National Institute of Justice (NIJ) commissioned a study to document how extensively community policing has been implemented in the United States and to examine how it has changed in recent years. The 1997 study conducted by Macro International Inc. (Macro), with the assistance of the Police Executive Research Forum (PERF), was designed to update and enhance information collected by the Police Foundation in their 1993 study, *Comprehensive Analysis of Community Policing Strategies.* This study provides more up-to-date information on the most current practices and trends in community policing.

SURVEY SAMPLE

In 1997, the Macro/PERF research team conducted a large-scale survey of local police and sheriffs' departments using two independent samples. The "main sample" consisted of 2,314 agencies surveyed in 1993, which represented a random sample of law enforcement agencies stratified by size.[1] From the main sample, 1,637 agencies returned a completed survey between August and December 31, 1997, representing a 74.7 percent response rate.

[1] Agencies were considered out of scope if they had fewer than 5 sworn officers, no patrol function, or were State police agencies or other "special" police agencies.

The second sample, referred to as the "COPS Supplement," represented agencies that received one or more COPS grants. Of the 500 agencies randomly selected from the universe of COPS grantees, 258 were identified as being within the criteria for inclusion, but were not represented in the main sample. One hundred and seventy-four (174) agencies responded and their responses were combined with 65 agencies that were COPS grantees in the main sample, for a total of 239 COPS grant respondents. The response rate for the COPS Supplement was 73.2 percent.

KEY FINDINGS

Organized by topic, highlights of selected key findings are summarized below. (These findings are described in detail in chapters 4 though 6 and summarized in chapter 7.)

LAW ENFORCEMENT EXECUTIVES' VIEWS OF COMMUNITY POLICING

The impressions of these key administrators continue to lend credence to the commonly held belief that departmental decision makers place a high premium on the value of community policing. Specifically—

- Executives in 1997 reported having a clearer understanding of CP than they did in 1993 (66% of 1997 executives and 74% of 1997 COPS Supplement executives versus 51% of 1993 executives).

- Ten percent more of the 1997 executives than the 1993 executives agreed or strongly agreed that CP is a highly effective means of providing police services (86% versus 76%, respectively).

- While 100 percent of 1997 executives believed that the concept of CP is something law enforcement officials should pursue, 26 percent acknowledged that some communities are not suited for CP.

- Forty-five percent of the 1997 executives believed that rank-and-file employees were likely to resist implementation of CP. This response reflected a 7 percent reduction in the expectation of resistance reported by 1993 executives.

- Of nine potential outcomes of CP, executives in both 1993 and 1997 thought that improved citizen attitudes toward police would be the most probable outcome of CP. They also thought

it was somewhat likely or very likely that officer/deputy job satisfaction levels would increase, physical environments would improve, police/citizen conflict would be reduced, the problems that citizens care about would be reduced, and crime rates would decrease. Interestingly, executives in 1993, compared with those in 1997, had higher hopes regarding the positive outcomes of CP, and more dire expectations regarding the negative outcomes of crime displacement, inability to respond to calls for service, and corruption. COPS Supplement executives had greater concerns about crime displacement than the other two groups.

IMPLEMENTATION OF COMMUNITY POLICING

The positive attitudes that executives have for CP appear to be reflected in their action to implement CP. Specifically—

- In 1993, 51 percent of the police and sheriffs' departments reported that they either were in the process of implementing CP (31%), or had already implemented CP (20%). By 1997, 85 percent of the agencies were in the process of implementing CP (27%) or had implemented CP (58%). There was a statistically significant difference between those agencies that implemented CP in 1993 and 1997. The percentage of agencies that did not consider adopting CP dropped significantly, from 28 percent in 1993 to 5 percent in 1997.[2]

  Municipal agencies implemented CP at higher rates in 1993 and 1997 (21% in 1993 compared to 61% in 1997) than sheriffs' departments did (16% in 1993 compared to 44% in 1997).

- Unweighted data reveal 92 agencies that had not implemented CP in 1993 had done so by 1997. Moreover, 333 agencies who in 1993 reported that they were in the process of implementing CP said they had implemented it by 1997. Forty agencies that said they had implemented CP in 1993 reported that they were in the process of implementing CP in 1997. Only two agencies who reported implementing CP in 1993 reported that they had not implemented it in 1997.

- The 1997 data reveal that a higher percentage of municipal agencies than sheriffs' departments had implemented CP (57% versus 40%); however, more sheriffs' departments were in the process of planning or implementing a CP approach. Virtually all (98%) of the largest agencies (500+ sworn) had implemented CP or were in the process of implementing CP.

- When the 1997 executives were asked about the factors that influenced their decisions to implement or not implement CP, the "desire of agency administrators" was the most influential factor. The next most important factor was rising crime and social problems, followed by the availability of Federal funds.

[2] These weighted percentages are based on 1,233 departments who responded to this question in **both** surveys.

ORGANIZATIONS' EXPERIENCES WITH COMMUNITY POLICING

The 1997 respondents, who were in the process of implementing CP or who had implemented CP, were asked about different administrative policies they had implemented as part of their CP strategy. They specifically implemented—

- ✓ Reporting processes to document use of excessive physical force (87%)
- ✓ Recruiting and/or selection criteria that were designed to create a workforce that was representative of the community (74%)
- ✓ Organizational guidelines about handling specific types of problems (66%)
- ✓ Recruiting practices and/or selection criteria that targeted personnel who were considered especially suited to CP and problem solving (59%)
- ✓ Special recognition programs for officers who performed well as CP officers and/or problem solvers (56%)
- ✓ A management approach designed to support well-intended risk taking (51%)

➢ Agencies were asked whether eight different training topics were offered to recruits, in field training officers (FTOs) or as an in-service training program. The results indicate that CP topics are most likely to be addressed during in-service training. However, no topic was included in the curricula of more than 55 percent of the responding agencies. Topics that were covered by over half of the agencies were concepts of CP, cultural diversity, communication skills, and community interactions. Municipal agencies were much more likely than sheriffs' departments to have incorporated CP topics into their recruit, in-service, and FTO training curricula.

➢ Agencies were asked about their perceptions of the impact(s) of CP. Ninety-nine percent of the agencies in 1997 said that CP had improved cooperation between citizens and police to some or a great extent, 97% said CP improved citizens' attitudes toward the police to some or a great extent, and 94% said that CP increased involvement of citizens in efforts to improve the community to some or a great extent.

Agencies also said that CP reduced crime against property (77%) and against person (74%), and reduced, to some or a great extent, citizens' fear of crime. (88%). Other perceived impacts included increased job satisfaction on the part of officers (86%) and a reduction in the incidence of physical conflict between officers and citizens (71%).

CITIZEN PARTICIPATION

This study further sought to validate the importance of citizen involvement. As expected, much larger proportions of agencies that had or were in the process of implementing CP, compared to their non-CP counterparts—

- ✓ Had Neighborhood Watch programs (80% versus 56%)
- ✓ Held police community meetings (85% versus 61%)
- ✓ Used citizens as volunteers (48% versus 27%)
- ✓ Had citizens' police academies (25% versus 6%)
- ✓ Had citizen advisory boards for neighborhoods (33% versus 10%), for jurisdictions (36% versus 15%), or the agency executives (26% versus 14%).

➢ CP agencies were significantly more likely than their non-CP counterparts to report working with their citizens to identify and resolve community or neighborhood problems (79% versus 46%).

➢ Comparing citizen participation between 1993 and 1997, the data reveal modest increases over time in the extent to which agencies worked with the citizens in their communities. In 1997, 48 percent of the agencies reported using citizens as volunteers, a 6 percent increase since 1993. The greatest percentage change occurred with the involvement of citizens in the identification and resolution of community and neighborhood problems. In 1993, only 52% of the agencies reported using citizens in this way and by 1997, 76% were working with citizens in this manner.

ORGANIZATIONAL PROGRAMS AND PRACTICES

In both 1993 and 1997 the study sought to identify agencies' implementation of CP related programs and practices.

➢ The survey results for the ***municipal*** agencies indicate that the percentage of self-identified CP agencies that had implemented the following two programs and practices had more than doubled in 1997, compared to 1993:

- ✓ adopting specific problem solving training for personnel (68% in 1997 versus 33% in 1993)
- ✓ adopting training for citizens to identify and solve problems (45% versus 18%)

Three other practices that were much more widely implemented in 1997 than in 1993 were:

- ✓ adopting citizen surveys to identify community needs and priorities (69% versus 40%)
- ✓ using building codes to remove crime potential (64% versus 43%)
- ✓ using other regulatory codes to combat drugs and crime (67% versus 46%)
- ✓ adopting citizen surveys to evaluate police (63% versus 42%)

➢ The results indicate a similar increase over time in program and practices adopted by ***sheriffs'*** departments between 1993 and 1997. In 1997, sheriffs' departments that plan to or have implemented CP more than doubled in the proportion of departments that provide their officers with specific training in problem identification and resolution (60% in 1997 compared to 24% in 1993), and the 260% increase in the enforcement by sheriffs of building codes to remove crime potential (36% versus 10%).

➢ The 1997 data reveal that 50 percent of the responding agencies currently had in place 15 of 26 programs and practices listed in the survey. These included drug education programs in school (94%); drug-free zones around schools, parks, or churches (75%); victim-assistance programs (74%); interagency involvement in problem identification and resolution (70%); and police-youth programs (66%). As expected, CP agencies were more likely than their non-CP counterparts to have adopted the programs and practices. Generally, the larger agencies were more likely to have implemented each of the programs or practices listed in the survey.

ORGANIZATIONAL ARRANGEMENTS

Both the 1997 and 1993 surveys solicited executives' perceptions of the organizational changes required by CP.

➢ The results indicate no significant changes in those perceptions over time with regard to whether CP requires organizational restructuring; changes to policies, goals, and missions; and/or increased resources.

➢ Another portion of the survey requested information about organizational arrangements and/or structures that agencies currently had in place. In 1997, compared to 1993, the agencies were significantly more likely to have—

- ✓ Specialized crime prevention units (50% versus 43% for 1997 and 1993 respectively)
- ✓ Fixed shifts (changing no more than annually) (48% versus 37%)

- ✓ Beat or patrol boundaries that coincide with neighborhood boundaries (42% versus 33%)
- ✓ Specialized community relations units (40% versus 37%)
- ✓ Means of accessing other city or county data bases to analyze the community's or neighborhood's condition (38% versus 24%)

➢ The greatest changes in organizational arrangements between 1993 and 1997 occurred among the largest agencies (100 to 499 and those with 500 or more sworn personnel).

➢ In 1997, ***sheriffs'*** departments were significantly more likely than municipal agencies to have physical decentralization of field services (36% sheriffs' versus 24% municipal), physical decentralization of investigations (28% versus 19%), multidisciplinary teams to deal with special problems such as child abuse (61% versus 47%), and interagency drug task forces (86% versus 76%).

➢ ***Municipal*** agencies in 1997 were more likely than sheriffs' departments to have specialized units, such as those that handle crime analysis (47% municipal versus 43% sheriffs'), community relations (25% versus 19%), problem solving (53% versus 40%), and crime prevention units (59% versus 54%).

PERSONNEL FUNCTION AND ACTIVITIES

In 1997 (but not in 1993), executives were asked which personnel within their agencies should be responsible for implementing CP, as well how CP-related responsibilities are delegated to various types of personnel.

➢ Seventy percent of the executives who responded to the 1997 survey believed that *all* organizational personnel should be responsible for implementing CP. Fourteen percent thought this was patrol personnel's responsibility, and the remainder believed that only designated patrol officers were responsible (12%) or the responsibility lay with the community relations bureau or unit (4%).

More executives in the COPS supplement (82%) than within the 1997 main sample (70%) believed that *all* organizational personnel should be responsible for implementing CP.

➢ The 1997 survey asked responding agencies to indicate how 12 CP-related responsibilities were allocated to most of their patrol officers/deputies, to some of their patrol officers/deputies, special patrol units, and to civilian personnel. Civilian personnel were least likely to be responsible for each of the activities or functions. None of the functions/activities listed were the responsibility of even 50 percent of any sworn personnel.

➢ Responding agencies in 1997 were also asked what tasks were the responsibility of managers and supervisors. For most of the 12 tasks listed, agencies were fairly evenly split with regard to whether they were performed by captains, lieutenants, or sergeants.

LESSONS LEARNED

Respondents were given the opportunity to contribute any lessons they learned while implementing CP. The most frequent lessons mentioned were—

➢ It takes time to prepare for the adoption of CP.

➢ It takes time to implement CP.

➢ Commitment from the community and agency personnel is crucial to the successful implementation of CP.

➢ Training police/sheriffs and educating the public in CP is critical.

➢ CP should be adopted agency-wide, not allocated to a special unit.

➢ Once adopted, CP must be adapted in accordance with lessons learned and changing circumstances.

CONCLUSIONS

➢ The current status and development of CP can be assessed in terms of its two traditional key components: community partnerships and police-community problem solving.

➢ The results of this research indicate that CP can, in fact, be regarded as a "movement." That CP continues to evolve, is indicated by the recent promotion by the Community Policing Consortium of "organizational transformation" from merely an issue associated with CP to a "core element." However, this recognition is not reflected in the views of the responding agency executives or in the activities of their agencies

➢ Municipal agencies adopted CP earlier than did their sheriff counterparts.

➢ CP is perceived to have met executives' expectations.

➢ If this study is to be replicated in the future, careful and thoughtful consideration should be given to identifying and prioritizing the objectives of the survey. Given the problems that were uncovered with the 1993 data, consideration should be given to drawing a new sample, but only after **all** of the study objectives are identified.

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Chapter 1. Introduction

CHAPTER 1. INTRODUCTION

Community policing (CP) represents one of the most significant trends in policing history. Community policing exists as both a concept and as an approach. Community policing is referred to by a wide range of labels or sobriquets, such as community-oriented policing, neighborhood policing, problem-oriented policing, or alternative policing. Furthermore, the actual approaches, services, and processes thought of as community policing are highly varied in American policing (Wycoff, 1988).

As the body of descriptive and evaluative literature has grown over the past two decades, we have gained a broader and firmer understanding of what strategies and approaches are being used under the rubric of community policing. Weisburd (1994) suggested that police researchers need to comment on and document what is going on in the field. Moore (1994) also suggested that police researchers clarify the concept of community policing and examine the assumptions that were made in establishing its value.

In 1991, the National Institute of Justice (NIJ) funded the Police Foundation to conduct a national survey that was designed to determine the extent to which community policing strategies had been employed by police departments across the country. The *Comprehensive Analysis of Community Policing Strategies* study was an attempt to document the ongoing evolution of policing in America. The information from the survey provided the first comprehensive description of the level of effort aimed at implementing community policing in this country. One recommendation in the final report was that the results of the survey serve as "baseline data which should be periodically updated and expanded" (1994:10).

In 1996, Macro International Inc. (Macro) and its subcontractor, the Police Executive Research Forum (PERF) submitted a proposal to NIJ to update the 1991 research study.[1] The goal of the new grant, which was awarded in 1997, was designed to update and enhance the information collected in the earlier study and to discover the kinds of strategic and tactical changes that have taken place in American policing since 1993. This study is intended to inform researchers, practitioners, and policy makers about some of the major strategies and approaches departments across the country have implemented.

This report is divided into seven chapters, beginning with this brief introductory chapter. Chapter 2—Community Oriented Policing: An Abridged Review of the Literature provides an overview of the characteristics, implementation, applications, and broad appeal of CP; this chapter also discusses barriers faced by departments that have implemented CP. A comprehensive list of references is provided at the end of Chapter 2.

Sample Design and Selection including problems we encountered are discussed in Chapter 3—Survey Methodology. Chapter 3 also includes a description of the questionnaire development and design. Data-collection procedures, including a description of the two waves of survey distributions, questionnaire programming and testing, interviewer training, project fielding and interviewer monitoring, are described. A table is included that depicts a detailed breakdown of the final contact disposition results for each record in the original sample. How the questionnaires were tracked and eventually scanned is described. Finally, Chapter 3 includes a complete description of how the data were weighted, analysis and variance estimates, and the types of data analysis that are performed.

[1] It should be noted that the initial study was funded in 1991, data were collected in 1993, and the final report was published in 1994.

Weighted frequencies and descriptive statistics are used to describe the results of the 1997 survey in Chapter 4—The Changing Face of Community Policing: Results of the 1997 National Survey. This chapter presents a comprehensive look at community policing today. The findings are based on 1,637 useable surveys that were returned by police and sheriffs' departments to Macro. To gain a better understanding of the responses, cross-tabulation analyses were conducted by agency type (municipal or sheriff) and agency size (number of sworn officers). Separate analyses were conducted to better understand the differences between agencies who reported they had implemented CP (or were in the process of implementing) and those agencies who had not implemented CP.

Chapter 5—The Changing Face of Community Policing: A Comparison of 1993 and 1997 National Survey Results presents the results of longitudinal analysis, comparing the results of 1993 and 1997 data sets on several different variables. To perform the longitudinal comparisons the records common to both data sets were first identified. There were 1,264 agencies present in both data sets. Using the units present in both data sets enabled us to do matched pair comparisons.

Using matched pair comparisons, we are able to describe how community policing has evolved since 1993. Executives' attitudes and perceptions about CP, and the outcomes they expect, are graphically depicted. Perhaps most importantly, several tables detail agencies' situation(s) when they adopted CP in 1993 compared with where they were in 1997. Tables are also constructed by agency type and department size. This chapter describes changes in organizational programs, practices, and arrangements/structures; it also describes changes in how agencies work with their citizens.

The results of a separate COPS sample (n=239) are analyzed and presented in Chapter 6—COPS Grant Recipients. This is a self-weighting random sample of police agencies that received one or more grants from the Office of Community Oriented Policing Services (COPS).

The last chapter, Chapter 7—Summary and Conclusions, ties together the findings presented in Chapters 4, 5, and 6 and offers insights into the current state of community policing, changes that have occurred (or have not occurred), and future directions that should be taken if the concepts of community are to be fully implemented.

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Chapter 2. Community Policing: An Abridged Review of the Literature

CHAPTER 2. COMMUNITY POLICING: AN ABRIDGED REVIEW OF THE LITERATURE[1]

Citizens have long been outspoken about the ineffectiveness of the police in controlling crime (Moore, Trojanowicz, and Kelling, 1988) and quick to criticize the handling of problems, crime, and noncriminal-related activities by the police (Dantzker, 1997). Police departments have been criticized for their inability to control crime and for their poor relationships with citizens. Throughout the decades, in response to these criticisms, attempts have been made to improve police response and effectiveness by means of a variety of innovations and reforms. In the 1970s it was Team Policing, and in the 1980s it was Patrol Decentralization; the wave of the 1990s and the new millennium appears to be a community-based policing most often referred to as community-oriented policing (COP) (Dantzker, 1997) or community policing (CP).

As a result of the civil unrest of the 1960s, police agencies have searched for more than 20 years for ways to improve police/community relations.[2] Team policing and patrol decentralization attempted to bring policing and the community closer together by providing community sectors in which a variety of police services were available. Both programs had a limited impact on community relations because they failed to seek assistance and input from an important element of the community, the citizens themselves.[3]

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[1]The goal of this chapter is to provide the main highlights and characteristics of community policing and to establish the foundation for the remainder of this report. Despite the quantity of references cited, the chapter should not be viewed as inclusive or exhaustive, but merely a sampling of the extensive literature that is available on community policing.

[2]For example, see Carter and Radelet, 1999; Champion and Rush, 1997; Mayhall, Barker, and Hunter, 1995; Peak and Glensor, 1999; Trojanowicz and others, 1990, 1994, 1998.

[3]For example, see Alpert and Dunham, 1986; Bennett, 1998; Community Policing Consortium (Consortium), 1994; Dantzker, 1994; Goldstein, 1990; Greene, 1989; Lurigio and Rosenbaum, 1997; Miller and Hess, 1994; Oliver, 1998a, b; Skogan, 1998; Trojanowicz et al., 1990, 1994, 1998; Wycoff, 1995.

In more recent times, police departments have increasingly been called upon to become more proactive and innovative in their patrol strategies.[4] Furthermore, these strategies require that police not only listen to the voices of citizens, but also actively solicit information from citizens, such as priority crime problems. Police should also solicit assistance from citizens in combating community problems that may eventually lead to crime, such as disorderly conduct (Goldstein, 1990; Lurigio and Rosenbaum, 1997; Murphy, 1988; Pace, 1993; Trojanowicz and Carter, 1988). This drive for change led one scholar to report that "a quiet revolution" (Kelling, 1988) was occurring, reshaping how policing was being performed in the United States. The catalyst of the revolution has become known as community policing, and it is no longer quiet, but is taking the country by storm.

As noted by Trojanowicz and Bucqueroux (1994), "Community policing is being touted by some as the cure-all for the problems within and without the criminal justice system" (p. vii). Sparrow quotes (1988, p. 1)—

> The concept of community policing envisages a police department striving for an absence of crime and disorder and concerned with, and sensitive to, the quality of life in the community. It perceives the community as an agent and partner in promoting security rather than as a passive audience.

Recent literature has noted that community policing appears to be effective in addressing problems leading to citizens' criticism of the police, such as lack of citizens' input, poor police/citizen interaction, and rising crime rates.[5] Community policing seems to be benefiting

[4]For example, see Brown, 1989; Friedmann, 1992; Sparrow, Moore, and Kennedy, 1990; Rosenbaum, 1998; Strecher, 1997; Watson, Stone, and DeLuca, 1998.

[5]For example, see Dewitt, 1992; Kennedy, 1993; Lurigio and Rosenbaum, 1997; McElroy, Cosgrove, and Sadd, 1993; Skogan and Hartnett, 1997; Trojanowicz and Bucqueroux, 1994; Vardalis, 1992; Wycoff, 1988; Wycoff and Skogan, 1993.

communities by giving them active voices in the problem-solving process, improving police/citizen interactions, and enhancing the citizens' understanding of what the police are doing. These benefits result in enhanced police accountability.[6] Because of the growing number of positive experiences community policing is producing for both police and communities[7] and the funding available from the Federal Government, an increasing number of police agencies are looking toward community policing as an answer to their communities' problems.

WHAT IS COMMUNITY POLICING?

Undoubtedly, one of the more confusing and disconcerting aspects of community policing is that it is referred to in many ways. It has a number of soubriquets: CP (community policing), COP (community-oriented policing), POP (problem-oriented policing), NOP (neighborhood-oriented policing), COPE (citizen-oriented patrol experiment), EP (experimental policing), and COPP (community officer patrol program). For the duration of this section, CP will be used.

Besides this lack of a common name, a common definition is likewise elusive (Rosenbaum, 1998). When CP was first introduced, it was offered as a complete philosophical change as to how police agencies would provide services (Carter and Radelet, 1999; Dantzker, 1994; Oliver, 1998a, b; Trojanowicz et al., 1988, 1990, 1994, 1998). Trojanowicz and Bucqueroux (1994:2) defined CP as—

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[6]For example, see National Institute of Justice, 1992; Community Policing Consortium, 1994; Jiao, 1998; Kelling, Wasserman, and Williams, 1988; Kratcoski and Dukes, 1995; Murphy, 1988; Toch and Grant, 1991; Trojanowicz et al., 1998.

[7]For example, see Brodeur, 1998, DeWitt, 1992; Eggers and O'Leary, 1995; Hayeslip and Cordner, 1987; Jolin and Moose, 1997; McElroy et al., 1993; Memory, 1999; Palmietto and Donahue, 1995; Rosenbaum, 1994; Skolnick and Bayley, 1988.

both a philosophy and an organizational strategy that promotes a new partnership between people and their police. It is based on the premise that both the police and the community must work together to identify, prioritize, and solve contemporary problems such as crime, drugs, fear of crime, social and physical disorder, and overall neighborhood decay, with the goal of improving the overall quality of life in the area.

Although others have attempted to define CP,[8] the definitions are ultimately nothing more than an academic rewording of Trojanowicz and Bucqueroux. A practical definition applicable to the research described in this report would have the following components:

- A philosophy shared by police officers who appreciate that they alone cannot ensure the safety of a community and must turn to the wisdom, resources, and support of the citizenry as a partner in that effort
- An attitude that each officer brings to work every day in which there is willingness to look beyond the situation at hand for all possible solutions, and to treat each and every human being as he or she would wish to be treated
- A mind-set that says when police are off duty, their concerns for their beat—for its residents and its issues—are not simply dismissed, but instead are remembered and ruminated upon
- A commitment, not a program, by the community to support and understand its police department, and a recognition by the department that the priorities and concerns of the citizenry are assets, not liabilities
- Police recognition that prevention, interdiction, investment, treatment, and enforcement are equally important (Heidingsfield, 1997, p. 12).

[8]For example, see Carter and Radelet, 1999; Champion and Rush, 1997; Greene and Mastrofski, 1988; Mayhall et al., 1995; Miller and Hess, 1994; Oliver, 1998b; Peak and Glensor, 1999.

Whether from an academic or a practical approach, CP is not easily characterized. CP involves processes and cultures; it is not just a "packet of specific tactical plans," but rather a strategy that redefines the goals of policing, often leaving the means to the line officer (Skogan and Hartnett, 1997).

CP requires approaches to solving community problems by means of police-initiated development of a cooperative relationship with community members (Kelling et al., 1988; Kelling and Stewart, 1989; Moore et al., 1988). In particular, the goals of such approaches are to address community problems related to "quality of life," citizens' fear of crime, and criminal activity (Trojanowicz et al., 1990, 1994, 1998).

As this report and previous reports indicate, CP approaches have been implemented or are being implemented in a number of U.S. cities. Reports from several of those cities, such as Chicago, New York, Philadelphia, and San Diego, indicate a growing improvement in quality of life, reduction of citizen fear, and deterrence of crime. In addition, it has been reported that police/community relations have improved.[9]

The preliminary successes of some CP efforts and the availability of funding are leading police departments to attempt to implement similar strategies. However, implementing CP, whether as a project, strategy, or philosophy, is not an easy task.[10] Researchers suggest that the following issues need to be addressed: 1) awareness of the tenets of CP, 2) development of the role of CP,

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[9]For example, see Brodeur, 1998; Dantzker, 1995; Dewitt, 1992; Lurigio and Rosenbaum, 1997; Mastrofski, 1992, 1998; McElroy et al., 1993; Rosenbaum and Lurigio, 1994; Sadd and Grinc, 1995, 1996; Skogan and Hartnett, 1997; Skogan, 1998; Sparrow et al., 1990; Trojanowicz and Bucqueroux, 1990; Wycoff and Skogan, 1993.

[10]For example, see Bayley, 1988; Dantzker, Lurigio, Hartnett, Houmes, Davidsdottir, and Donovan, 1995; Dolling and Feltes, 1993; Kelling and Stewart, 1989; Kennedy, 1993; Moore, 1995; Kessler and Duncan, 1996; Murphy, 1988; Riechers and Roberg, 1990; Sparrow, 1988; Trojanowicz and Belknap, 1986.

3) development of administrative leadership and organizational support of community policing, 4) promotion of citizen participation, and 5) adaptation of CP strategies to the community context.[11]

CHARACTERISTICS OF CP

Although noted in a number of sources,[12] the underlying tenets, principles, or characteristics of CP cited can be attributed to the writings of Trojanowicz and various coauthors (1988, 1990, 1994, 1998), who offer 10 principles. Furthermore, two additional principles can be added to this list.[13] Those tenets are set forth below.

(1) ***Philosophy and organizational strategy.*** A main characteristic of CP is the change in how the organization views provision of services and restructures itself accordingly. Under the "traditional" model of policing, the major philosophy is crime prevention by using patrols, usually in a reactive manner. Under this traditional approach, the police are called, they respond, attempt to solve the immediate problem, and move on. While crime prevention is still a major goal with CP, its philosophy is to target the causes that may lead to the crime before the crime occurs. This targeting is done in cooperation with citizens. To accomplish such cooperation, the organization must forego its traditional quasi-military structure, in which everything is centralized and activities must be approved through the "chain of command," and it must adopt instead a decentralized structure in which personnel have more freedom in making decisions.

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[11]For example, see Bayley, 1988; Brown, 1989; Dewitt, 1992; Friedmann, 1992; Riechers and Roberg, 1990; Sparrow, 1988; Trojanowicz and Bucqueroux, 1990, 1994.

[12]For example, see Brown, 1989; Carter and Radelet, 1999; Champion and Rush, 1997; Dewitt, 1992; Friedmann, 1992; Greene and Mastrofski, 1988; Mayhall et al., 1995; McElroy et al., 1993; Miller and Hess, 1994; Oliver, 1998b; Peak and Glensor, 1999; Riechers and Roberg, 1990.

[13]See Brown, 1989; Dantzker, 1994, 1995; Dewitt, 1992; Friedmann, 1992; Kennedy, 1993; McElroy et al., 1993; Murphy, 1988; Riechers and Roberg, 1990; Sparrow, 1988; Trojanowicz et al., 1988, 1990, 1994, 1998.

(2) ***Commitment to community empowerment.*** Traditional policing conveys the following to the community: "You have given us the power to do a job; let us do it without interference or complaint from you." CP says, "It's your community; tell us how you want to go about taking care of it and we will help." Basically, the idea of citizens being involved in policing in one way or another has existed since the first beat design of Sir Robert Peel (Barker, Hunter and Rush, 1994; Critchley, 1967; Consortium for Community Policing, 1994; Patterson, 1995). Whether as a volunteer or vigilante, there have always been some citizens wanting to assist the police. Throughout the early to late 1900s, the policing profession has tried to limit citizen involvement. However, the move toward CP reverses that trend, because it requires the police to solicit citizen input and interaction, and gives citizens the power to act on their own behalf.

(3) ***Decentralized and personalized policing.*** As noted in the first tenet that addresses philosophy and organizational strategy, traditional policing maintains a rigid, centralized structure for delivery of services. CP requires services to be decentralized throughout the community, often through the development of mini- or substations, which can meet all basic police-related needs. Furthermore, officers are assigned to areas for longer periods than in traditional policing does, so that they can become familiar with residents and vice versa. In some cases, rather than having to contact a "central" center for assistance, community members can directly contact the officer they have come to know.

(4) ***Immediate and long-term proactive problem solving.*** Traditional policing has historically been known for its reactive methods. CP calls for approaches that not only address the immediate problems, but focus on identifying and addressing the underlying causes of those problems. For

example, at the first sign of gang graffiti, rather than just looking to clean up the graffiti, CP looks at what can be done to prevent future graffiti.

(5) ***Ethics, legality, responsibility, and trust.*** These four concepts are no different from those of traditional policing but differ in how they are applied within CP. CP extends these four concepts beyond the officer to the community members. Both sides must recognize and follow the rules of ethics, legality, responsibility, and trust instead of acting as if the rules applied only to one side or the other.

(6) ***Expanding the police mandate.*** According to this tenet, under CP, the police begin to accept that simply enforcing the law and preventing crime is no longer enough. Part of the police mandate under CP is to expand its services to include ways to improve the quality of life. For example, under traditional policing, an abandoned building does not become part of the police mandate until some type of crime occurs within. The CP mandate would include taking any steps possible to prevent that abandoned building from becoming a crime scene.

(7) ***Helping those with special needs.*** Unfortunately, not everyone has the ability to help or take care of him or herself. Traditionally, policing only responded to those types of individuals when they were a victim of or a witness to crime. CP provides that those individuals be assisted whenever possible, not just in the context of criminal situations.

(8) ***Grass-roots creativity and support.*** Although neighborhood watches have been a part of police-community relations' strategies, these types of programs should be a staple of CP. Any type of program that can assist a neighborhood to improve the quality of life for its residents should be supported. For example, in an area where drug trafficking is occurring within a particular house, the

police might have residents take photographs and videos of those who are coming and going, or organize neighborhood "marches" past the building to indicate to the residents that they are being watched and that the activity will not be tolerated. In other words, pursuant to this tenet, the police let the community get involved in ways that would make the community a better place to reside.

(9) ***Internal change.*** Perhaps one of the most difficult characteristics or tenets of CP is internal change. CP requires dismantling the quasi-military structure, empowering officers, developing differing approaches for training, and educating officers and the public; and CP necessitates other internal changes, such as modifying evaluation methods and disciplinary actions. In most cases, internal change requires the sharing of power by "management" with "nonmanagement" and distribution of services and powers that have traditionally been controlled by one person or group. CP basically says "share the wealth" and the only way is by internal change (i.e., flattening the command structure and decentralizing services).

(10) ***Building for the future.*** Because of its reactive tendencies, the focus of traditional policing is generally on the "here and now." CP advocates what is done is done for the present *and* for the future. Simply chasing vagrants away from an abandoned building may solve the immediate problem, but does little for the future. CP encourages finding a way to destroy the building or, better yet, refurbish it and make it a place that the "homeless" could afford to live legally. All efforts should all be made with a futuristic approach, instead of an approach focused on just the here and now.

(11) ***Officer participation.*** A key to the success of CP is the active participation of every officer in adhering to the CP tenets. The success or failure of CP is strongly dependent on the

officers' willingness to forgo traditional practices and willingly accept shared problem solving with citizens. When officers cannot accept the CP philosophy or approach, it cannot be successful.[14]

(12) The reduction of fear and crime deterrence. High crime rates, as well as community disorder, invoke fear in many citizens and tend to make them less receptive to and supportive of the police (Trojanowicz et al., 1990, 1994, 1998). Therefore, to reduce fear, police agencies must reduce crime and disorder. A main element of CP is the identification and elimination of problems that may lead to crime and to community disorder, which in turn should help lower citizens' fear. It is believed that when citizens' fear is low, their willingness to assist the police increases (Trojanowicz and Bucqueroux, 1990, 1994, 1998).

In sum, CP has been defined as a philosophy and an approach whose success relies strongly upon the participation of both the citizens and the police in a joint effort to solve the community's problems that lead to crime, fear of crime, and disorder.

IMPLEMENTING CP

Many functions and practices can be encompassed under the heading of CP, among them police substations serving distinct neighborhoods, seminars on crime prevention, newsletters advising community residents of police activities, neighborhood watch groups, advisory panels, drug education projects, horse and bicycle patrols, and conjoint activities with other community agencies to maintain and improve municipal services (e.g., trash pickup, repair of vacant buildings, removal of abandoned vehicles).

[14]For example, see Brodeur, 1998; Dantzker, 1994, 1997; Hayeslip and Cordner, 1987; Kelling and Stewart, 1989; Mastrofski, 1992; Vardalis, 1992; Yates and Pillai, 1996.

Although it seems that virtually any activity can be a part of this potpourri, two core components stand out: community partnership and problem solving (Community Policing Consortium, 1994). True CP demands positive relationships with the community, involvement on the part of the community in crime prevention and control, and the pooling of police and community resources to achieve objectives.

Community Partnerships. A Bureau of Justice Assistance (BJA) report (1994a) reviews many types of police-community partnerships including those between police and home/school organizations; neighborhood associations; tenants groups; fraternal, social, and veterans organizations; community service clubs (e.g., Lions, Kiwanis, Jaycees, Rotary); religiously affiliated groups; and homeowners and merchants associations. CP is especially valued by groups concerned with personal safety, residential security, and crime in the streets. There are many obstacles to overcome—particularly lack of trust—in forging partnerships.

Would-be partners must agree on strategies, secure broad-based participation, train partnership members, select or develop effective leadership, secure resources, implement strategies in a sound environment, evaluate results, and celebrate successes. Police and community partnerships have accomplished a great deal: discouraging drug dealers in Cleveland, OH; reducing crime in Norfolk, VA; campaigning against youth violence in Minnesota, MN; enforcing local codes to reduce drugs in Oakland, CA; creating safe havens after school in Trenton, NJ; preventing campus crime in Columbus, OH; reducing crime in public housing in Danville, VA; and protecting the elderly from street crime in Boston, MA.

Another Bureau of Justice Assistance publication describes partnerships that are geared toward preventing youth from perpetrating and being victimized by violence (1994b). To prevent youth

from committing violence, partnerships try to direct youth away from violent activities, teach conflict resolution, and build awareness of consequences. To prevent youth from being victimized by violence, partnerships show youth how to avoid conflict as well as dangerous places and situations. Police and schools are frequent partners in youth-oriented programs (e.g., D.A.R.E., which combats involvement of youth in illicit drug use; and STAR, which promotes gun safety, violence prevention programs, and conflict resolution programs). Police also provide positive alternative programs such as boys and girls clubs, midnight basketball, and police athletic leagues. Partnerships with neighborhood residents include block watches, clean-up programs, enforcement of noncriminal codes, school assembly programs, and job fairs. The essential steps in partnering are to learn what the problems really are, select strategies that will work, enlist others in the effort, and involve young people (Bureau of Justice Assistance, 1994b; Thurman, Giacomazzi, and Bogen, 1993).

Problem Solving. Law enforcement agencies have traditionally responded reactively to incidents of crime and disorder, paying little or no attention to the causes or underlying factors of repeated incidents. The purpose of problem solving is to address recurring incidents by exploring those underlying causes or facilitating factors. As set forth by Herman Goldstein in his seminal work on this topic (1990, p. 33): "The first step in problem-oriented policing is to move beyond just handling incidents. It calls for recognizing that incidents are often merely overt symptoms of problems." Once the underlying causes or factors are identified, problem solving efforts are geared toward addressing those underlying causes on the basis of the premise that the recurring incidents will continue as long as the underlying factors that create them persist.

While technically speaking, problem-oriented policing can be conducted without the assistance of citizens, problem solving efforts have become a core activity within community policing. In

collaborative problem solving, the police work with citizens to identify community problems of crime and disorder and to develop responses to those problems based on the underlying causes. Below are two examples of problem solving.

> ***Example 1***: A trucking company experienced 32 burglaries of trailers in an 18-month period. Understandably, the company became exasperated by the cycle of reporting a crime, being visited by a police officer who took a statement, and awaiting the next burglary. Finally, determining that the physical layout of the trucking yard was conducive to break-ins, the police convinced the owner to improve lighting, raise the fence, and construct a barrier between the yard and an adjacent vacant lot. The problem was solved. (From Eggers and O'Leary, 1995.)
>
> ***Example 2***: A nominal group technique was used in a Florida community to allow 52 resident volunteers to address common concerns. This empowering process built dialogue and facilitated a unified approach to problem identification, program development, and specific policing tactics. (From Wiatrowski and Campoverde, 1996.)

CHARACTERISTIC CP PROGRAMS

Partnership and problem solving are key elements of programs that characterize CP. Eggers and O'Leary (1995) offer a quick review of the most recognizable CP programs:

- **Street Patrols**—CP gets more police officers on the street. The officers' awareness of the neighborhood makes for better prevention. They make informal contacts, and engage in problem solving. They are no longer outsiders.

- **Combating Disorder**—CP wages war on urban areas marked by the decay of boarded-up buildings, vacant trash-filled lots, and graffiti. This visible blight creates an aura of lawlessness that encourages criminal behavior and increases fear. A famous article in a 1982 issue of the *Atlantic Monthly*, "Broken Windows," by James Wilson and George Kelling, first

enunciated a causal connection between disorder and crime. CP community surveys often find that community residents rate such problems as higher priorities than arrests and the beat officer's job is enforcing community norms regarding tolerable behavior and order.

Another notable example of combating disorder is the New York City subway cleanup, which featured a war on graffiti, vagrants, and panhandlers. The police used sweep teams to catch fare evaders, and in so doing often managed to nab armed persons and individuals with outstanding warrants for arrest. The program also involved cleaning up the cars and reducing intimidation of citizens by panhandlers and homeless persons (Kelling and Coles, 1996). In San Diego, CP sparked a widespread move to have volunteers—many of them senior citizens—assist in towing cars, collecting evidence, checking on homes of absent neighbors, and performing similar activities that have been suggested as necessary to combat disorder.

- **Empowering Landlords**—Certain fair-housing legislation has reduced the power of landlords to turn away dubious renters or evict destructive tenants. As a consequence, many neighborhood law-abiding renters leave in disgust and abandoned units are turned into crack houses. Giving owners more control of property can help. Landlords can be made aware of legal methods for turning away prospective tenants with destructive histories: they can learn to get references, make credit checks, visit the current home of would-be renters, and consult lists of previously evicted renters.

- **Defensible Public Spaces**—In inner-city neighborhoods, the grid pattern of the streets makes neighborhoods prone to random through-traffic and drive-by shootings. In contrast, residential community associations (RCAs) in wealthier communities use walls, gates, cul-de-sacs, and speed bumps; in fact, they are sometimes criticized for their "fortress mentality." But similar strategies can be used in less affluent neighborhoods: creating defensible spaces by closing off streets. This tactic is used extensively in St. Louis, and is being tried in Dallas, Chicago, Houston, Dayton, and Ft. Lauderdale. In like fashion, public parks are being reclaimed from vagrants and criminals by a combination of police and community residents' efforts. An example is San Antonio's Lee Street Park.

The tenets and principles of CP have produced characteristic programs described above. However, implementing such programs is no easy task. The next section addresses some recognized barriers to implementing CP.

BARRIERS TO SUCCESS

CP has not met with resounding success everywhere it has been tried (Lord, 1996; Mastrofski, Worden, and Snipes, 1995). Some of the more obvious and common barriers to success are reviewed by Patterson (1995), Springer (1994), and Skogan and Hartnett (1997).

Patterson (1995) points out seven barriers:

- **Lack of planning.** Considered as a nationwide reform of policing, CP has been developed incrementally, dependent on "the uneven flow of Federal dollars." On the local level, too, CP has waxed and waned in popularity, reflected in funds and other resources for implementation. Few concrete plans are laid, and CP is implemented incrementally based on the funding available.

- **Ambiguous mission.** CP practitioners are sometimes unsure of whom they are serving and how best to serve them. Approaches range from neighborhood advocacy to aggressive street crime suppression. Too often, the concept has been realized only superficially with ministations, bike patrols, and midnight basketball.

- **Limited implementation.** CP is sometimes limited to small units in well-defined neighborhoods, instead of being implemented department-wide or district-wide. Such an approach, although useful from the "pilot study" standpoint, can lead to officer alienation and interorganizational conflict. Peers who are still in traditional roles may see CP officers as "playing by different rules."

- **Personnel evaluation.** Traditional measures in personnel evaluation (e.g., calls handled, arrests made) won't work in CP. Instead, more creative, problem-solving indicators must be used. Yet city governments are notoriously slow to change appraisal, promotion, and compensation systems. Top management may tout nontraditional indicators, but the more standard expectations of middle management often prevail.

- **Lack of efficiency.** Many cities have found CP to be very labor-intensive. Foot patrol was abandoned by prior generations because of lack of cost-effectiveness. Some cities have found that CP has had limited positive effects in their jurisdictions and that its costs outweigh the advantages.

- **Potential inequities.** Two elements of CP—decentralization and permanent assignments—appear to be at odds with the now-standard policing model for controlling corruption and limiting political influence. A century ago, centralized authority was adopted

as a reform aimed at eliminating political corruption in the police. Not long thereafter, mandatory rotation of assignments became the rule.

➢ **Inconclusive evaluation.** Patterson says that CP is advancing because "it seems to make sense, not because it has been shown to be . . . superior." Once regarded as the innovation, CP is now the orthodox approach to policing. Patterson sees some shoals ahead, noting that CP's emphasis on social work conflicts with today's conservative political climate. Demands for less social work and more crime-fighting seem likely. If CP is to survive, we need more solid evidence of its superiority than we now have.

CP has other drawbacks. Springer (1994), for instance, maintains that the same characteristics that foster a friendly relationship between the police and the public may also expose officers to undue risk. Officers who are accustomed to trusting the public may become lulled into a false sense of security.

Citing a "cross-country record of failures in community policing," Skogan and Hartnett (1997) say that the concept has "foundered on the rocks of police culture." Traditionalists in policing label CP as "social work," and speak of practitioners as "empty-holster guys." They dismiss CP as "just politics," another passing civilian fancy. At the bottom and middle rungs of policing, some officers feel bypassed, devaluated, and alienated. Some supervisors, traditionally oriented to command-and-control operations, also resist CP in their drive to operate by the book and to deal with labor contracts governing police operations. CP promises to reduce demands for police service, but until prevention becomes reality and citizens are actively engaged as "co-producers of safety," the call on policing resources might increase. Critics complain that CP diverts money and other resources from known emergencies to an unproven "social experiment" (Skogan and Hartnett, 1997).

Furthermore, Skogan and Hartnett (1997) believe it is hard to sustain interest and involvement on the part of the community. For one thing, lower income neighborhoods often have histories of

conflict with the police and may be loath to cooperate with them. Also, such neighborhoods have little infrastructure to facilitate community involvement. It has often been observed that CP succeeds in communities that need it least: affluent, white, low-crime areas. CP, like other forms of policing, can become politicized and can be inequitable, favoring interests of the establishment over those of minorities and the disadvantaged. CP is thus doubly hard to implement in areas that are sharply divided by race and class. Finally, echoing the fears of Springer (1994) cited above, Skogan and Hartnett (1997) warn that CP might make relations between the police and citizens so cozy that police and rule of law can no longer control behavior. The police officer cannot always be your friend; he or she must sometimes act contrary to the wishes of the community in order to, for instance, protect an individual's rights.

THE APPEAL OF CP: AN IDEA IN SYNCH WITH THE TIMES

Why has CP become so popular in recent years? It has had more than its share of pitfalls, including lack of planning, lack of clarity in mission, spotty implementation, lack of efficiency, and difficulties in evaluation (Patterson, 1995); still, many communities have jumped on the bandwagon. Part of the reason, according to the Community Policing Consortium (1994), is the change in the level and nature of crime and changes in the country's social fabric, including the increased destablization of family and other institutions. In a philosophical vein, CP is consonant with widespread developments in organizational theory and management practice: a growing sense that employees (including police officers) should have input into how their work is performed, and a trend toward decentralization and "flattening" of organizational structures (Dantzker, 1997, 1999; Wycoff, 1995). From systems and complexity theory comes a recognition that communities are highly complex

systems with problems to match. A great deal of interaction and experience with a community is necessary even to begin to address its problems, and solving community problems requires cooperation among many groups and institutions. It is also noted that customer demand, arising in the 1960s and continuing through the present, along with empowerment of several special interest groups (e.g., anti-war students, blacks, women, gays, MADD), many of whom had issues with the police, make CP an appealing approach to better meet the demands and improve relations with such groups. Added to all the above, there is a growing "customer orientation" that influences all kinds of services, including government services, and an acknowledgment that service recipients, as well as providers, should define priorities for service. The result is a climate receptive to community policing.

Jeremy Travis (1996), Director of the National Institute of Justice, points out that community policing "views the community as a coproducer of safety." In CP, we "listen to the people we serve, ask them what their priorities are, explore their capacities, and provide solutions" (Travis, 1996, p. 112). Emerging from the knowledge that traditional methods—like random patrols and reacting to incident reports—are not effective, community policing has built itself slowly on "small innovations in foot patrol, problem-solving exercises, beat officers, and ultimately the notion of organizational change . . ." (Travis, p. 112).

CP owes its emergence in part to a different view of policing that overlaps somewhat with social work. Patterson (1995, p. 6) says that the movement stems "from a view of the police as a multifunctional social service agency combating poverty" and that "police don't just arrest criminals, they devote considerable time to performing social work, working independently and creatively on solutions to problems on their beats."

Skogan and Hartnett (1997) show that politics, too, is a powerful force behind CP. This approach appeals to groups who have historically had hostile relationships with police. Internal politics are also satisfied; CP has been a good career move for officers and is encouraged by well-educated and influential administrators at the helm of police departments in major cities. Leaders in the CP movement often have degrees in management, law, operations research, or social sciences, and are knowledgeable about and receptive to outside pressures to change (Birzer, 1996).

Another contributing factor to the widespread adoption of CP is the growth of mobile communications, which puts the police in immediate contact with community members (and vice versa). Paradoxically, although CP is "cutting edge" in its reflection of contemporary theory and its reliance on modern technology, it also has great nostalgic appeal. CP has revived the image of the friendly officer on the beat, apples for the kids in one hand and a nightstick in the other, recalling a more innocent time in our history, or at least the mythology associated with early policing.

SPREAD OF COMMUNITY POLICING

How widespread is CP? The remainder of this report describes the degree to which concepts of CP have permeated the nation's police departments. An earlier (1993) NIJ-sponsored survey (Wycoff, 1995) of more than 2,000 law enforcement agencies found strong support nationwide for a CP approach. This report looks at the status of CP in 1997 and assesses what changes may have occurred since the 1993 study.

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Chapter 3. Survey Methodology

CHAPTER 3. SURVEY METHODOLOGY

INTRODUCTION

Increased interaction between law enforcement agencies and citizens has been a major area of focus during the past several years. An increasing number of police and sheriffs' departments have implemented (or are in the process of implementing) formal community policing procedures in an effort to improve public safety and the overall quality of life in their communities. Although the law enforcement agencies share a common goal, many different strategies are employed to achieve this goal.

In September 1991 the National Institute of Justice awarded the Police Foundation a grant to conduct a national survey on the extent to which community policing had been adopted by law enforcement agencies across the country. The *Comprehensive Analysis of Community Policing Strategies* study was also designed to provide information on what was occurring and what needed to occur in the development and implementation of community policing. The study was designed to determine how community policing was operationally defined and how it differed from traditional forms of policing.

The *1997 National Survey Update of Police and Sheriffs' Departments* was planned as a longitudinal followup to the previous survey, which was conducted in 1992 and reported in 1993 (hereafter referred to as the 1993 study or survey). The 1997 study was designed to provide information on the most current practices and trends in community policing. This report gives a detailed description of the survey methodology for the 1997 survey.

SAMPLE DESIGN AND SELECTION

MAIN FRAME AND SELECTION

Two independent samples were drawn for the 1997 survey. The first sample (which we will refer to as the *main sample*) was identical to the one used for the 1993 survey. The frame for the 1993 survey consisted of 11,824 agencies listed in the Law Enforcement Sector portion of the 1992 Justice Agency List developed by the Government Division of the U.S. Bureau of the Census. State police departments, special police agencies, agencies that did not perform patrol functions, and agencies with fewer than five sworn personnel were excluded from the list.

A total of 2,337 police and sheriffs' departments were selected in the main sample for the 1993 survey. Surveys were mailed to 2,314 of them, since 23 of them had been found to be out of scope even before the surveys were mailed.[1] All of these agencies were again selected for participation in the 1997 study. This is a stratified random sample with the following probabilities of inclusion. Agencies with 100 or more sworn personnel were included in the sample with certainty, agencies with 50 to 99 sworn personnel were selected at a 50 percent rate, agencies with 10 to 49 sworn personnel were selected at a rate of 10 percent, and agencies with 5 to 9 sworn personnel were selected at the rate of 5 percent.

COPS SAMPLE FRAME AND SELECTION

The second sample (we will refer to this sample as the *COPS sample*) was selected from a universe of police agencies that received at least one COPS grant from the Community Oriented Policing Service of the U.S. Department of Justice. The original purpose of the cases that were

[1] Agencies were considered out of scope if they had fewer than 5 sworn officers, no patrol function, or were a State police agency or other "special" police agency.

added was to augment the first sample so that the 1997 survey would be more representative of the Nation's police agencies that are involved in community policing. The additional cases would provide a more complete picture of the extent to which community policing is practiced in the United States. We believed this supplementation was more likely to add to the sample of agencies having between 50 to 99 sworn personnel. As it turned out, this was not the case, and the absence of certain information made it impossible to integrate the supplement into the main sample. However, the result was an independent self-weighting sample of COPS grantees, which is particularly suited for certain kinds of modeling. In addition to a simple examination of frequencies, this COPS sample will be made available for additional research as a self-contained sample.

A simple random sample of 500 agencies was selected (independently from the main sample) from the frame of COPS grantees. The following procedures were followed in order to draw the COPS sample:

- A sample of 500 agencies was randomly selected from the COPS frame file.
- Duplicate records in the COPS file that were not previously identified (in the COPS frame file) were eliminated.
- All remaining records in the COPS starting sample were verified against U.S. Census data from the 1992 Directory Survey to determine current agency status. Agencies not on the Census file were eliminated.

Since the COPS frame did not have identification numbers, there were repeated appearances of agencies in the frame. Exact repetitions were automatically removed, but other repetitions were removed only after the initial sample was drawn. Ninety-six agencies in the COPS sample were present in the main sample and were eliminated because they would already be receiving the survey questionnaire. The sample was reviewed again and agencies that were out of scope (i.e., special police agencies and departments with fewer than 5 sworn officers or with no patrol function) were

removed. The rest of the COPS sample, 258 agencies (we will refer to this portion of the COPS sample as *COPS supplement*), was not present in the main sample. A total of 2,572 surveys were mailed.[2]

SAMPLE ISSUES AND MODIFICATIONS

A close examination of the 1993 sample file and the available documentation led to the realization that there were several problems and several undocumented aspects of the sampling plan. The first difficulty was the absence of a frame file. The 1993 report indicates that a file was obtained from the Bureaus of the Census, and on the basis of the information contained in that file, the probabilities of selection were obtained. This file was unavailable, and hence some aspects of the sample could not be confirmed. Furthermore, an effort to combine the COPS sample and the main sample by calculating the joint probabilities of selection had to be abandoned.[3]

A second difficulty was that the documentation on nonresponse, number of completes, and out-of-scopes did not correspond to the description of the sample. The sample describes three types of agencies and four size categories. However, the sampling design varied the sampling fraction only by size category. Examination of the counts led to the conclusion that type of agency may have been used to post-stratify, but was not a factor incorporated into the sampling process. However, this is by no means certain. Finally, the type of agency (municipal, county, or sheriff) was not available for the smallest size stratum, as the file that included that information in 1993 was not available.

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[2] There were 2,314 agencies in the main sample and 258 in the COPS supplement. Only one survey was mailed to those agencies that was present in both samples.

[3] Our ability to combine both samples was based on the ability to calculate each COPS agency's probability of selection in the main sample. Unfortunately we did not have this information, so a decision was made to analyze each sample separately.

In addition to the ambiguities described above, two errors were detected during a careful examination of the files and the 1993 sample documentation. These are described below:

- The stratification was to have been done using the number of ***sworn*** officers, and all agencies with fewer than five sworn officers were to have been excluded. The documentation claims this was done, but an examination of the file indicates that a variable that listed ***total*** employees was used. As a result, some agencies were misclassified and some were included that should not have been.

- The stratum consisting of agencies with 10 to 49 employees was sampled with a 10 percent probability of selection, but was assigned weights as if it had been sampled with a probability of selection of 20 percent.

These two errors make the results from the 1993 survey questionable, since they classified agencies incorrectly and used incorrect weights. However, it was possible to assign weights retroactively for 1993 (with certain caveats) and for the 1997 survey. Thus while the size was inappropriately defined, its value is known for all elements of the frame, and thus the probability with which each agency was selected is known.

One other statement must be made about the 1993 survey. The design was appropriate given a strong interest in presenting community policing data about large agencies, but it was less than optimal given the fact that point estimates for all agencies were desired (where larger and smaller agencies are counted equally). To obtain those point estimates, a greater number of smaller agencies would have been sampled and the larger ones would not have been sampled with certainty. Nevertheless, the dual objective of the report apparently led to this design, and it seems adequate, if not optimal, for the purpose.

Concerns about the 1993 survey led to the following decisions:

- The COPS sample was treated as a separate random sample, and not integrated with the current sample.

- Agencies reporting fewer than five sworn officers were excluded from the sample.

- Self-reported number of sworn officers was used in the tables.
- Weighting was done using the ***total*** number of employees (not just sworn officers) based on size strata. Type of agency was not used to post-stratify for weighting purposes.
- Comparisons with 1993 were done by matching agencies that completed both surveys, and weights for 1993 (making some additional assumptions) are available to obtain 1993 results.

QUESTIONNAIRE DEVELOPMENT AND DESIGN

QUESTIONNAIRE DEVELOPMENT

Questionnaire development was a collaborative effort between NIJ, PERF, and Macro staff and consultants. The survey was based on the one administered by the Police Foundation in 1993. The major changes were as follows:

- The instrument was modified to capture data regarding civilian personnel.
- The questionnaire was redesigned to focus on existing strategies, with less emphasis on planned approaches.
- The instrument was modified to include a comprehensive section on officer training.
- The 1997 questionnaire was designed in a more user-friendly format.

QUESTIONNAIRE DESIGN

In order to ensure coverage of all issues relevant to community policing, this comprehensive survey included General Information and Instructions and 10 separate sections, A through J. The sections are described in detail below.

General Information and Instructions

In this section, the project background was described and the term "community policing," for the purposes of survey, was defined. Participants were provided with guidelines to be used in completing the survey, including instruction as to who within the organization would be best suited to complete the various sections. Finally, a contact name and toll-free telephone number were provided to participants in the event that they had any questions regarding the survey. A return address for the survey was also provided.

Section A—Executive Views

Participants were advised that Section A should be completed by the head of the agency. For purposes of tracking and followup, respondents provided the name and address of the agency executive. (This information was only for tracking purposes and was kept strictly confidential.)

The participant was then asked the following general questions: the year in which he/she assumed office; the method of and hiring strategy for choosing the top executive officer (election, appointment, promoting from within, or hiring externally); whether or not community policing mandates were dictated at the time of hiring; and who in the agency should be responsible for conducting community policing procedures.

The next segment in this section asked the respondents to rank their agreement or disagreement with a series of 18 statements. This segment was intended to elicit the attitudes and opinions of agency executives regarding the feasibility and administration of community policing.

Survey participants were then provided with a list of possible impacts resulting from community policing and asked to indicate the likelihood that their agencies or communities would experience each potential outcome. The final segment in this section asked respondents to rate how

important various factors were in their decisions on whether to implement community policing at their agencies. The factors included funding availability, pressure from affected groups, and agency goals.

Section B—Organizational Programs and Practices

This section began by soliciting, for followup purposes, the name and address of the person completing the section. The information obtained was kept strictly confidential. The participant was then asked to indicate the extent to which his/her agency had made use of various resources in formulating its current approach to policing/law enforcement.

The final segment of this section listed 26 organizational programs and practices. Respondents were asked to indicate which of those programs and practices their police/sheriffs' departments had implemented.

Section C—Organization's Experience with Community Policing

Section C, the longest in the survey, sought to derive information about each agency's actual experience with community policing. Participants in agencies that had not implemented or were not in the process of planning or implementing community policing were directed to skip to Section D.

Participants in agencies that had implemented or were in the process of planning or implementing community policing were asked a series of questions about different types of training offered to officers/deputies, new written policies and procedures, and the effects community policing had on their agencies and communities. This section also included questions about role definitions/job descriptions, changes in the number of managerial levels, new ordinances or legislation created to support community policing, and attempts to measure the progress or success of agencies' community policing approaches. Respondents were asked to identify other agencies that

served as models or provided information as they planned their own approach to community policing. Several questions in this section were first introduced in the 1997 survey.

Section D—Organizational Arrangements

In this section, respondents were asked whether or not they had established a series of 17 organizational arrangements/structures in their agencies.

Section E—Patrol Officer/Deputy/Civilian Personnel Responsibilities

As the section title implies, Section E inquired about functions/activities that patrol officers, deputies, or nonsworn officers in their agencies might be expected to do or for which they might be held responsible.

Section F—Authority and Responsibility of Managers and Supervisors of Field Operations

Section F listed 17 tasks and asked respondents which rank (Captain, Lieutenant, Sergeant, or other) in their agencies was responsible for each.

Section G—Citizen Participation

A variety of ways that agencies could work with citizens in their communities were listed in this section. Respondents were asked to indicate which of these engagement activities they used in their own jurisdictions.

Section H—Organizational Characteristics

In this section, respondent agencies self reported the total number of full- and part-time sworn and civilian personnel. The section also ascertained information about the types, if any, of COPS grant(s) received; the existence of an internal affairs function and 24-hour patrol service; the population and other characteristics (rural, town, or suburb) of the jurisdiction(s) served by the agency; and the size (in terms of the number of sworn officers) of the agency in 1990. Items about

COPS grant(s) that an agency may have received and the description of the jurisdiction served were new items in the 1997 survey.

Section I—Other Approaches

This section consisted of two open-ended questions that offered respondents an opportunity to share other things that their agencies were doing or planning not reflected in the survey and lessons learned about community policing that would be useful for others.

Section J—Comments Regarding The Survey

In addition to thanking the respondents for completing the survey, Section J provided them the opportunity to comment on the survey or on their responses to specific questions.

OVERVIEW OF DATA COLLECTION PROCEDURES

The 1997 National Survey Update of Police and Sheriffs' Departments Community Policing conducted for the National Institute of Justice, was a comprehensive mail survey targeting a national sample of law enforcement agencies of varying sizes. The survey, designed to question both the executives of the agencies and other staff members of the law enforcement profession, covered a broad range of topics related to the implementation, administration, and feasibility of community policing.

To maximize response rates and minimize nonresponse bias, the survey employed a multiphased approach, which included using the U.S. Postal Service, facsimile transmissions, and telephone contacts. The surveys were mailed to agencies listed in the sample frame. Approximately 6 weeks later, a reminder notification letter was sent via facsimile to each agency that had not yet submitted a completed questionnaire. A second mailing of the survey was sent to nonrespondents 2 weeks later. Another reminder notification letter was sent by facsimile to each nonrespondent

approximately 3 weeks later. Finally, from November 12 through November 21, 1997, interviewers used the computer-assisted telephone interviewing (CATI) system to contact agency personnel by telephone. Data collection ended December 31, 1997.

Completed surveys were scanned via optical-character-recognition technology. Quality control measures were instituted to ensure that the scanned data file matched the questionnaire completed by each respondent. Surveys were also checked to ensure logical consistency.

Below, we describe in more detail each of these processes.

SURVEY DISTRIBUTION—WAVE 1

On August 11, 1997, Wave 1 of the survey distribution began. The survey packet, consisting of two personalized cover letters and a copy of the survey, was mailed to the 1,597 police or sheriffs' departments/agencies in the sample that had 100 or more sworn officers.

An important factor in gaining an agency's participation involves directing the inquiry to the appropriate executive within the agency. Thus the cover letters were customized to include the agency's name, identification number (if the facility wished to initiate the interview by calling the project's toll-free hotline), and, when possible, a personal contact name and title. Contact names and titles were obtained from the 1993 survey sample, and were on the basis of information in the 1996 *National Directory of Law Enforcement Administrators®, Correctional Institutions and Related Agencies.*

The first cover letter, signed by Jeremy Travis, the Director of the National Institute of Justice, encouraged participation from targeted participants and also provided background on the survey. A second letter, from Chuck Wexler, executive director of the Police Executive Research Forum (PERF), provided additional information about the project background and requested the

agencies' cooperation. Both letters were personalized with the recipient's name, title, and address, and they provided a toll-free telephone number and the name of a contact person to whom questions could be addressed. Samples of the cover letters and a copy of the survey are included as Appendices A and B.

On September 2, 1997, the Wave 1 distribution was completed as the remaining 975 survey packets were mailed. Respondents to whom surveys were mailed on this date had fewer than 100 police officers in their agency. The two-stage mailing in Wave 1 was conducted to provide larger agencies with a longer period to respond. With the exception of the correspondence date, the cover letters mailed on September 2 contained the same information as those mailed on August 11. The survey instrument was also identical. All packets in both stages of Wave 1 were sent via first-class mail and included a business-reply, postage-paid envelope.

Owing to an error related to the assignment of the toll-free number, it was necessary to mail a correction notification to recipients of part 1 of the Wave 1 mailing. The correction notification postcard provided the correct telephone number and apologized for any inconvenience caused by the oversight.

One thousand three hundred and nineteen surveys (51% of the total surveys mailed in this Wave) were returned and entered into the tracking system, which is described later in this chapter.

Reminder Notification—Wave 1 Each participant in the original sample who had not returned a survey to Macro International Inc. by September 22, 1997, was sent a reminder notification by facsimile. The notification, in the form of a memorandum to the chief of police from PERF and Macro, informed the recipient that a copy of the 1997 National Survey Update of Police and Sheriffs' Departments had been mailed to the agency and provided a brief background about the

project. The National Sheriffs' Association support of the survey was also communicated. Participants were encouraged to complete and return the questionnaire or contact a Macro employee if they had any questions or needed another copy. Finally, agencies that 1) had less than five sworn officers; or 2) did not perform patrol functions were asked to indicate that information and return the fax to Macro. Agencies that met one of these criteria were removed from the active sample list. A copy of the notification is included as Appendix C.

SURVEY DISTRIBUTION—WAVE 2

There were 1,391 agencies, of all sizes, that had not returned surveys as of October 7, 1997. A second packet was sent to each of these agencies on that day. The packet for the Wave 2 mailing included a cover letter from Chuck Wexler, executive director of PERF. Like the cover letter for Wave 1, this letter briefly described the purpose and scope of the project and urged participation from recipients. Agencies that 1) had less than five sworn officers; or 2) did not perform patrol functions, were provided with a space on the cover letter in which to indicate that information. Participants from agencies that met one or both of these criteria were asked to return the cover letter to Macro.

The survey in the Wave 2 packet was almost identical to the survey in the Wave 1 packet. The only difference was a new paragraph in the General Information and Instructions Section, which stated that this was a second mailing. As with Wave 1, the Wave 2 survey packets were sent by first-class mail and included a copy of the survey and a business-reply, postage-paid envelope.

Five hundred sixteen surveys (37% of the total surveys mailed in Wave 2 were returned and entered into the tracking system, as described later in this chapter. Eighteen of these surveys were received after the due date but were nonetheless included in the data set of results.

Reminder Notification—Wave 2 After the initial mailing, the reminder notification, and the second mailing, each agency that had not returned its survey to Macro by October 21, 1997, was sent a second reminder notification by facsimile. The notification was identical to the first notification.

TELEPHONE DATA COLLECTION

In an effort to improve the response rate, we implemented telephone callbacks to nonrespondents beginning on November 12, 1997. There were 798 participants in this category for whom telephone numbers had been provided in the original sample. Trained Macro interviewers, using our CATI system, contacted the agencies by telephone.

QUESTIONNAIRE PROGRAMMING AND TESTING

Upon finalizing the text and logic of the NIJ interview reminder call, Macro programmed the instrument in the Computers for Marketing Corporation (CfMC) programming language. This software package, customized by the contractor's own programmers to improve its basic functions and add a suite of database-management and statistical analysis routines, was integral to the successful followup and completion of the project.

The advantages of the CfMC language are that it is able to handle both large- and small-scale projects, and it allows substantial flexibility. CfMC makes use of a wide variety of closed-ended, open-ended, and multiple-response questions. The language also codes skipping, branching, range-checking, and response-recall functions. All of those features were implemented in programming the interview calls because of the high-response-rate demands of the project.

After programming was completed, the NIJ Telephone Reminder instrument was subjected to rigorous testing to ensure that it was programmed in accordance with the logic-embedded

instructions. The programmer, the data-processing manager, the quantitative research director, and a data collection supervisor each tested the programmed instrument independently. Test interviews were conducted in which all possible response categories for each question were chosen to ensure that they were programmed along the correct path. Questions were read aloud to analyze flow and content, and conflicting data were entered to test the error checking. Finally, cross-tabulation tables were prepared based on randomly generated data. The tables, which included the frequency and distribution of responses for each question, were reviewed to ensure that each question was asked of the correct number of respondents. A copy of the NIJ Telephone Reminder instrument has been included in this report as Appendix D.

INTERVIEWER TRAINING

On November 12, data collection interviewers and supervisors participated in a rigorous training session, during which the project scope was explained and the CATI NIJ Telephone Reminder questionnaire was reviewed on a question-by-question basis. Interviewers were provided with copies of the survey, cover letters, and facsimile reminder notifications. The training session, which lasted approximately 2 hours, was conducted by Macro's Telephone Interviewing Project Manager.

Contact disposition codes specific to this project were reviewed, and interviewers practiced administering the questionnaire. In "practice" interviewing, the CATI system is used to allow interviewers to gain hands-on experience with the questionnaire exactly as it would appear during live fielding and to simulate a variety of survey responses without saving the data collected.

PROJECT FIELDING

After the training session and practice interviewing, actual project fielding began. Data collection began on November 12 and ended on November 21, 1997. Throughout the fielding period, Macro instituted stringent fielding protocols. Each unresolved record received a minimum of 10 contact attempts, rotated throughout day and evening hours on weekdays. Interviewer's shifts began at 9 a.m. e.s.t. and ended at 4 p.m. e.s.t. Quality Assurance Supervisors continuously monitored each interviewer for a block of 30 minutes to ensure the integrity of the data collection.

Target respondents who themselves had refused to participate were not recontacted by telephone. When support staff of the target agencies refused to participate, the calls were routed to specially trained, executive interviewers in an attempt to convince the staff member (gatekeeper) to transfer the call to the target respondent. All apparent nonworking, residential, and wrong numbers were directed to specialized interviewers trained in a variety of techniques to track down the specific agency. Once contacted, the agency was sent a survey via facsimile or mail.

FINAL PROJECT RESULTS

Macro received 1,835 surveys by December 31, 1997. That level of response represents a return rate of 71 percent.[4] Table 3.1 depicts a detailed breakdown of the final contact disposition results for each record in the original sample (includes both the main sample and the COPS supplement). Each record is assigned only one disposition, with the mail dispositions taking priority. Of the 1,835 surveys received, 1,811 were in scope and contained usable data. Of those, 1,637

[4] This is the ratio of 1,835 (surveys returned but not necessarily completed) and 2,572 (the number of surveys mailed).

Table 3.1: Final Contact Disposition

Disposition Code	Telephone or Mail	Number of Records	Description
001	T	112	Agreed to complete survey
002	T	22	Refused to complete survey
005	T	38	Nonworking number
013	T	3	Bad sample—invalid number
016	T	1	Directory assistance required
017	T	3	Contacts unavailable during fielding period
040	T	2	Agency has fewer than 5 officers
041	T	1	Agency has no patrol functions
042	T	13	Refused to answer key questions
074	T	2	Trunk line busy
075	T	3	Phone not in service
078	T	2	Modem answer
082	T	7	Phone number changed
101	T	39	No answer at agency
102	T	7	Busy signal
103	T	5	Second busy signal
104	T	233	Scheduled appointment—specified time
105	T	105	Scheduled appointment—unspecified time
106	T	15	Dialer nuisance call
110	T	30	Answering machine
111	T	4	Voice mail
AU	M	2	Addressee unknown
CO	M	1835[5]	Completed survey returned
DR	M	3	Duplicate record
L5	M	21	Agency has fewer than 5 officers
NP	M	41	Agency has no patrol functions
RF	M	6	Refusal
RM	M	15	Remail to new address
RS	M	1	Return to sender
XX	M	1	Office no longer exists

[5] Later, 24 of those records were found to be either out of scope (having fewer than five sworn officers) or unusable (blank surveys).

belonged to the main sample and 174 belonged to the COPS supplement. The response rate was 74.7 percent[6] for the main sample and 73.2 percent for the COPS sample.

TRACKING SYSTEM

Each returned survey was date stamped and was checked into an extensive project tracking system. In the Paradox database software program, the primary component of the tracking system is a table that contains all relevant information about the distribution and return of surveys for each record in the sample. In addition to address and name, the table includes the following information fields:

- Tracking number—The unique record identifier, as described previously in section III
- Mail Date_1—The date the survey was first mailed (Wave 1) to the participant
- Return Date_1—The date of return for Wave 1 surveys
- Mail Date_2—The date the survey followup packet was mailed to the participant
- Return Date_2—The date of return for Wave 1 surveys
- Mail-disp—The disposition of the record as a result of the mailings
- Calling-disp—The disposition of the record as a result of the followup telephone interviews
- Final-disp—The final disposition of the record

[6] That percentage is computed as the ratio of completed surveys and the estimated number of in-scope surveys. The in-scope number is estimated in the following way. The proportion of in-scopes among the resolved cases is computed. Then we assume that the same proportion among the unresolved cases is in-scope.

- Mail or fax—For participants who requested another copy of the survey during the reminder calls, the method by which they preferred to receive the survey copy.

One hundred eighty-six (186) records were returned unopened to Macro with updated address information. Upon receipt of the information, another packet was immediately sent to the corrected address.

Each survey returned was first date-stamped and then visually scanned for completeness. The tracking number of the survey was then located in the computerized tracking table, and the return status was entered into the system in the appropriate "Wave" column of the mail status field. Wave 1 returns were visually distinguishable from Wave 2 returns, because Wave 1 surveys had blue cover sheets and Wave 2 surveys had yellow cover sheets. Records that were returned completed were coded CO; records returned indicating that the agency did not provide patrol functions were coded NP; and records in which the participant refused to participate were coded RF. The complete disposition table, for both the mailing and the telephone reminder calls, is provided in Table 3.1.

Another step in the check-in process was the verification of the address. The address in the sample file was checked against the address given in Section A of the survey. Address updates were entered into the address file as needed. As a quality control measure, a list of the newly entered receipts was printed, and they were compared one by one against the actual surveys. By those means accurate data entry was ensured. The date of receipt was also entered into the tracking system. Surveys were tied in bundles according to date of receipt and were placed in storage to await shipment to Macro's New York offices for scanning.

DEVELOPMENT OF CODEBOOK

A detailed coding and editing manual was developed for the questionnaire (see Appendix E). The codebook contained question-by-question specifications. A copy of the survey instrument was modified to include variable names, codes, and column numbers for each questionnaire item. In addition, logic checks indicating skip patterns and instructions for entering open-ended (verbatim) responses, were included in the coding manual.

DATA ENTRY OF COMPLETED SURVEYS

Survey Scanning

Surveys were forwarded to Macro's New York office in 3 batches during December 1997, with batches 1, 2, and 3 containing approximately 1,500, 350, and 100 surveys, respectively. Surveys were scanned as described below, returned to Macro's Vermont office, and ultimately mailed and stored at Macro's Calverton, Maryland, office.

The questionnaires were scanned, and respondent data were captured and processed from the questionnaires, and were converted into ASCII format. The open-ended questions were captured in a separate file and spell-checked.

The six steps that were followed in processing the questionnaires:

Step 1: Creating a template

Defined all the pages and questions in the questionnaire using ASCII string format.

Step 2: Scanning questionnaires

The questionnaires were fed into the scanner in batches, and the machine stored the scanned images for later processing

Step 3: Processing questionnaires

FAQSS detected and interpreted responses on the questionnaires, and formatted handwritten responses and errors for manual coding and correction.

Step 4: Manually coding responses

All responses not automatically detected by FAQSS were presented to operators for coding or interpretation. This step included data entry of handwritten responses and marks that the system could not decipher.

Step 5: Manually verifying responses

All manually entered and automatically processed responses detected by FAQSS were presented to operators for verification.

Step 6: Finalizing

Upon return of the surveys to the Vermont office, the project manager conducted a visual logic check to ensure high quality. Specifically, 50 surveys were randomly selected to undergo manual review to ensure that the scanned survey met the stated logic specifications. A minor error was detected, and the scanning program was updated. An additional 10 surveys were scanned and reviewed against the logic specifications. As the programming met specifications, the remaining surveys were then scanned in batches of approximately 100.

The data file was analyzed to ensure that none of the tracking numbers corresponded to more than one complete survey. This could have happened if a respondent returned his/her completed questionnaire at approximately the same time that the second mailing or telephone followup calls were made. In such cases, the first completed survey received was kept and the data from the other survey was discarded.

FAQSS converted all the processed and coded data in a batch of scanned questionnaires, and the ASCII data files were sent to Macro's Calverton, Maryland, office for data analysis.

OPEN-ENDED RESPONSE REVIEW

Each survey included at least one open-ended response; that is, a response in which each respondent's answer (e.g., name and address information) had to be typed verbatim. One hundred percent of these responses were manually reviewed and were checked via electronic editors as well. Examples of common edits are standardizing abbreviations and acronyms and ensuring that interviewers recorded consistently.

WEIGHTING OF RESPONSES

The next step in preparing the data for analysis was to adjust the data by weighting the completed questionnaires. Since the COPS sample was a simple random sample, no weights were computed. However, our estimates indicate that 7,821 different COPS grantees have 5 or more sworn officers. Thus a weight of 32.72 for every member of the COPS sample will yield approximate totals.

As mentioned earlier, the main sample was selected after stratifying by agency size, therefore agencies in the different size categories represented different numbers of agencies in the population.

Weights were generated for the four size strata in the main sample. The weighting incorporated two factors: the rates at which the agencies in the four different size groups were initially sampled and the nonresponse patterns in the four size groups.

Table 3.2 contains the breakdown of the agencies in the initial sample by the completion status for each size group. The total sample is divided into two main categories: resolved units and unresolved units. Resolved units are those whose status as belonging or not belonging to the target population (i.e., agencies with more than 5 sworn personnel) was known by the end of the data-preparation period. Unresolved units are those whose status could not be determined by the end of the data-preparation period.

Table 3.2: Completion Status by Size Group

Size Group	Completed	Refusal	Out-of-scope	Special out-of-scope	Unresolved	Total
5 to 9	45	5	11	16	43	120
10 to 49	417	20	13	14	202	666
50 to 99	427	11	14	1	115	568
100 or more	748	25	44	0	166	983
Total	1,637	61	82	31	526	2,337

The resolved units are further divided into four groups: completed units, refusal units, out-of-scope units, and special out-of-scope units. Completed units include all agencies that have responded by the cutoff date for the data collection and have provided usable information. Refusal units represent agencies that were in scope but did not return completed questionnaires.[7] The agencies that had fewer than 5 sworn personnel are categorized as special out-of-scope units to

[7] Some agencies sent back the questionnaire with a note saying that they did not want to participate in the survey, while others indicated that they did not have the resources available to complete the survey, and still others indicated that the subject of the survey was of no interest to them.

emphasize the fact that the small size of sworn personnel is the reason they are out of scope (whereas the absence of patrol duty was categorized as out-of-scope).

The nonresponse adjustment of the weights started by estimating the number of out-of-scope and special out-of-scope agencies among the unresolved units. Of the 526 unresolved units, 80 were selected[8] to have their status investigated. The 1997 *National Directory of Law Enforcement Administrators®, Correctional Institutions and Related Agencies* was used to determine whether they were out-of-scope or special out-of-scope units. In those cases when the necessary information was not gathered from the directory, the agencies were contacted by phone. Out of 80 units, 2 were found to be out-of-scope and 4 were found to be special out-of-scope units. In estimating the number of out-of-scope units among the unresolved agencies, the proportion 2.5 percent (the ratio of 2 divided by 80) was used. The proportion 5.0 percent (the ratio of 4 divided by 80) was assumed for the special out-of-scope agencies. The rest of the unresolved cases, 92.5 percent, were estimated to be in-scope units. These rates were further adjusted for each size stratum by multiplying it by a fraction; the numerator of this fraction was the proportion of out-of-scope (special out-of-scope) units among the resolved cases of the size stratum, and the denominator was the proportion of out-of-scope (special out-of-scope) units computed for the four size strata together.

The final weights for the four size strata were then computed as the product of the inverse of the selection probability and the ratio of estimated in-scope units and the completed units. Table 3.3 below contains the weights for the different size groups as well as the estimated proportion of out-of-scope and special out-of-scope units.

[8] The unresolved cases correspond to the following eight disposition codes: 001, 002, 005, 101, 104, 105, 106, and 110 (see Table 3.1). When there were more than 10 units for a given disposition code, 10 of them were randomly selected; otherwise, all the units were selected. This procedure resulted in selection of 80 units.

Table 3.3. Weights by Size Group and Estimated Proportion of Out-of-Scope and Special Out-of-Scope Units

Size Group	Probability of selection (%)	Estimated proportion of out-of-scope units among unresolved cases	Estimated proportion of special out-of-scope units among unresolved cases	Weight
5 to 9	5	0.079	0.607	28.226
10 to 49	10	0.015	0.088	14.822
50 to 99	50	0.017	0.006	2.578
100 or more	100	0.030	0	1.249

ANALYSIS AND VARIANCE ESTIMATES

One difficulty in analyzing the proposed survey lies in the sampling design. Recent studies publicized by the Survey Section of the American Statistical Association suggest that the use of statistical packages that do not take into account the sampling design or the weights can lead to spurious results. The correct choice of statistical packages can be particularly important when conducting hypothesis testing such as chi-square or t-tests. It is also desirable to produce variance estimates for certain results in order to establish how accurate they are. The design does not permit us to make easy estimates by using straightforward formulas.

A technique that may be used for both significance tests and variance estimates, the jackknife, can be applied for analytic studies and is available in several packages. This study used the jackknife technique for most significance tests and variance estimates.

DATA ANALYSIS

Analysis was performed on both the main sample and the COPS sample.[9] For variance estimation in the main sample, a version of the jackknife technique called delete-a-group jackknife was used with 20 replicate weights. To create the weights, first the records in the sample were divided into 20 nonoverlapping groups. Units were ordered by their size group, and then units within each size group were ordered randomly. Then the 1st, 21st, 41st, and (so on), units were assigned to Group 1; the 2nd, 22nd, 42nd, and (so on), units were assigned to Group 2. This pattern continued until all 20 groups were created. After group memberships were determined, one group at a time was removed and the process of creating weights described in the Weighting of Responses section of this chapter was copied for the reduced sample. The result was a set of 20 replicate weights.

The analysis of the main sample was twofold. First, the main sample was analyzed in a cross-sectional manner (without using the 1993 survey data), and secondly it was coupled with the 1993 survey data to perform a longitudinal analysis. The cross-sectional part of the analysis consisted of producing the weighted frequencies and descriptive statistics for the items in the questionnaire. To perform the longitudinal comparisons for the 1997 and 1993 data set, the records common to both data sets were identified. There were 1,264 agencies present in both data sets. These records were used in the longitudinal analysis. Using the units that were present in both data sets made it possible to enjoy the power of the matched pair comparisons.

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[9]Since only 22 county police agencies responded to this survey, Macro and PERF reclassified those departments as either municipal or sheriffs' depending on the extent to which their structures and functions resembled municipal or sheriffs agencies. Factors taken into consideration were the nature of the jurisdiction as urban, suburban, or rural and the extent to which patrol and jail functions were performed. Twenty of the 22 more closely resembled municipal agencies and thus were reclassified as such. The functions of the remaining two more closely resembled sheriffs agencies.

Throughout the longitudinal comparisons, the weights computed for the 1997 main sample have been used to generalize to the population. The analysis may be generalized to the entire population (represented by the 1997 weights) with the 1993 nonrespondents treated as item nonrespondents. The first step in the longitudinal analysis consisted of producing the weighted frequency counts and descriptive statistics for a set of variables—present in both 1993 and 1997 samples—across the 2 years. The next step was to conduct cross-tabulation analysis of these variables by different size groups and agency types across the years. The tests of statistical significance for the difference in proportions and/or means for various variables were performed, and 95 percent confidence intervals were calculated. Version 2.12 of WesVarPC software was used for this purpose with the 1997 weights and 20 replicate weights. The jackknife 1 method was specified for variance estimation with infinite degrees of freedom for the t value.

The COPS sample was analyzed through the use of descriptive statistics. The fact that this was a self-weighting random sample permits the estimation of population percentages through simple sample percentages. The COPS sample was examined mostly in this way, and is also being made available for further analysis.

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Chapter 4. The Changing Face of Community Policing: Results of the 1997 National Survey

CHAPTER 4. THE CHANGING FACE OF COMMUNITY POLICING: RESULTS OF THE 1997 NATIONAL SURVEY

According to Gaines and Swanson (1997:1), "Community policing (CP) is the most lucid, far-reaching attempt to modernize American policing we have witnessed in decades." It may have more of an impact on policing than O. W. Wilson's professional model for Chicago, a model that concentrated on enforcing laws and reducing police corruption by relying heavily on the military model of police management. To some, community policing has the potential to reverse many of the professional model's management and operational changes that effectively insulated the police from the very people they were charged to serve and protect. According to Hoover (1992) and others, community policing promises the things that should characterize any democratic model of policing.

These views and those discussed earlier in Chapter 2 convey the promise of community policing, but also highlight the difficulties associated with finding one definition of community policing around which all can rally. The results of the 1993 survey support what we know: there is no single articulated definition for the term. Assuming that CP means different things to different people, the questionnaires used in the 1993 and 1997 surveys did not impose a strict definition beyond stating in an introduction that "in its most general sense, community policing seeks to increase interaction between police and citizens for the purpose of improving public safety and quality of life in the community." In both years, respondents were instructed to answer the questions using their own understanding of community policing.

As previously discussed, the 1997 National Survey updates one that was conducted in 1993. It uses the same questions and statements that were contained in the 1993 survey. Due to the changing nature of community policing and knowledge about the field, additional items were added

to capture these dynamics. In a few instances, items in the 1993 survey were reworded and response categories were altered.

The results of the 1997 survey are presented in this chapter. Readers are encouraged to review the Community Policing—1997 National Survey Update of Police and Sheriffs' Department survey instrument as they read the findings. The survey instrument can be found in Appendix B. Due to the large number of items in the comprehensive survey, frequency distributions and cross-tabulations by type of agency (i.e., municipal/sheriff) are presented for most, but not all, of the questions. Readers may access the database and conduct additional analyses of importance to them.[1]

1997 RESPONDENT AGENCIES—AN OVERVIEW

Data collection for the 1997 survey began August 11, 1997, and concluded December 31, 1997. Of the 2,314 surveys mailed to police and sheriffs' departments, 1,637 surveys were returned to Macro by December 31, 1997. The response rate for this sample was 74.7 percent.[2]

This chapter presents the results from the main sample, which is identical to the one used for the 1993 survey.[3] With the exception of one table, which will be clearly identified, all percentages presented in this chapter are based on weighted data so that resulting percentages take on the values they would have in the universe from which the sample was drawn.

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[1] The 1997 database is available from the National Archive of Criminal Justice Data (NACJD) at the University of Michigan.

[2] See Chapter 3—Methodology for a complete description of the sampling frame, data collection, and final disposition results.

[3] As mentioned in Chapter 3, a second sample—referred to as the COPS sample—was drawn to supplement the main sample. The original purpose was to augment the main sample so that the 1997 survey would be more representative of the Nation's police agencies that are involved in CP. As it turned out, we were not able to integrate the supplemental sample into the main sample. The results of the COPS sample are presented in Chapter 6 of this report.

Of the 1,637 agencies that responded to the survey, 79 percent were municipal and 21 percent were sheriff. The majority of agencies (58%) were small; they reported that they had between 5 and 24 sworn officers. Fifty-nine percent of these small agencies were municipal and 54 percent were sheriffs' departments. Thirty-one percent of the respondents described their jurisdictions as towns with 2,500 or more residents. The percentages for these variables are shown in Table 4.1.

Table 4.1: Respondent Demographics

Type of Agency	Percent
Municipal	79%
Sheriff	21%

Size of Agency	Percent
5-24 sworn personnel	58%
25-49 sworn personnel	21%
50-99 sworn personnel	12%
100-499 sworn personnel	8%
500 or more sworn personnel	1%

Size of Agency	Type of Agency	
	Municipal	Sheriff
5-24 sworn personnel	59%	54%
25-49 sworn personnel	21%	19%
50-99 sworn personnel	11%	13%
100-499 sworn personnel	7%	12%
500 or more sworn personnel	1%	2%

Type of Jurisdiction	Percent
Rural area	10%
Town (2,500 or more)	31%
Mixed town and rural	21%
Independent city (25,000+)	8%
Suburb in metropolitan area	15%
Unincorporated sections of a metropolitan area	1%
Metropolitan center city	2%
Combined city/county area	8%
Other	4%

In 1997, respondents were asked whether or not they had ever received a COPS grant. Seventy-two percent of the respondents reported that their agencies had received one or more COPS grant(s), 26 percent had not, and the remaining 2 percent did not know whether their agencies had received grants. Each agency that had received at least one COPS grant identified the type or types it had received. As shown in Table 4.2, of the agencies who had received one or more COPS grants, 44

percent said they had a COPS Fast grant. Just under 30 percent (29%) had received funding through the Universal Hiring Program, and one-quarter (26%) had received COPS More grants.

Table 4.2: Type of COPS Grant Received*

COPS Grant	Percent
COPS Fast	44%
Universal Hiring Program	29%
COPS More	26%
COPS Ahead	6%
Domestic Violence Initiative	5%
Phase I	4%
Problem Solving Partnerships	4%

*Percent exceeds 100% because some agencies received more than one grant.

The remainder of this chapter is organized to correspond to sections of the survey instrument. The first section presents executives' views of CP, including their perspective of potential outcomes of CP and factors influencing implementation.

The next section examines organizational programs and practices that agencies might have implemented and the extent to which agencies used certain resources in formulating their approaches to policing. The third section of this chapter explores the organizations' experiences with CP. Administrative policies and practices, training, and the effects of the agencies' CP approaches are analyzed. Only agencies that were in the process of planning or implementing CP and those who had already implemented CP responded to the questions in this section of the questionnaire.

We report on the organizational arrangements and structures of agencies in the fourth section, and on duties and responsibilities in the fifth section. Respondents were asked about different ways their agencies currently work with citizens in the community and these results are presented in the

sixth section of this chapter. At the end of the chapter we present agency responses to several open-ended questions. Included is a summary of the lessons that the agencies learned.

THE MESSAGE FROM THE TOP—EXECUTIVES' VIEWS

The first section of the survey was to be completed by the chief executive of each responding agency. It was developed to determine the following:

- Their understanding of community policing
- Their perceptions of potential outcomes of community policing
- Their views on who in their own agency should be responsible for conducting community policing procedures
- Factors that influenced their decisions to implement community policing
- Background information including the year in which each executive assumed office, whether he/she was elected or appointed, whether he/she was promoted from within or outside the department, and whether community policing was mandated at the time of hiring.

BACKGROUND

As indicated in Table 4.3, the vast majority of respondents (92%) assumed office between 1980 and 1997, a period which coincides with the growth of community policing. Seventy-eight percent of the executives were appointed (as opposed to elected). Of those executives who were elected, 90 percent were heads of sheriffs' departments; more than half (59%) were promoted from within their department; 31 percent were selected from outside their organization; and only 16 percent indicated that they were "mandated at the time of hiring to implement or guide the agency in community policing."

Table 4.3: Executive Demographics

Year Executive Assumed Office	Percent
1960s	1%
1970s	8%
1980s	27%
1990s (through 1997)	64%
Elected or Appointed	
Elected	22%
Appointed	78%
Promoted from Within/Outside	
Promoted from within	59%
Hired from outside	31%
Other	10%

Executives were asked who in their agencies should be responsible for conducting CP procedures. The majority (70%) indicated that all organizational personnel should be responsible. Fourteen percent thought that patrol personnel should be responsible, 12 percent referenced designated patrol officers, and only 4 percent named a community relations bureau or unit.

EXECUTIVES' PERSPECTIVES OF COMMUNITY POLICING

Respondents were presented with 18 statements (question 4, items a-r) that addressed various factors proposed to undergird community policing. Executives were asked to think about CP as they know it and to indicate whether they "strongly agreed," "agreed," "disagreed," or "strongly disagreed" with statements about the desirability, organizational requirements, and implementation of CP. Respondents could also check "don't know" if they did not know or had no opinion.[4]

[4] The "don't know's" were eliminated from the analysis.

Executives' responses to these statements are shown in Table 4.4 for all agencies. In order to determine whether there was a significant difference between the responses of municipal agencies and sheriffs' departments while controlling for size, a two-way analysis of variance was performed with size and agency type as main effects and with the interaction term. Two facts are important to note: 1) the analysis of variance was performed with the size strata used in the original 1993 survey, which is actually the total number of sworn **and** unsworn employees,[5] and 2) the types of agencies used were sheriff and municipal. A test on the main effect due to agency type was performed and the p-value is reported in Table 4.5.[6] Significant p-values indicate that the means for the municipal agencies and sheriffs' departments are not equal.

Desirability of CP. Nearly all of the respondents (99%) agreed or strongly agreed that law enforcement agencies should pursue CP. This opinion is supported by 93 percent of the respondents who agreed or strongly agreed that CP is a highly effective means of providing police services. The vast majority of executives (93%) thought government and political leaders would support CP, and 81 percent of the respondents agreed or strongly agreed that there is no conflict between close police/citizen cooperation and enforcing the law. Despite an overwhelmingly positive perception of CP, more than a quarter of respondents (26%)—both municipal and sheriff—agreed or strongly agreed that some communities are not suited for CP. Of those executives who agreed or strongly agreed with the statement, 74 percent represented smaller departments (5 to 49 sworn personnel).

[5] The strata used in the original sample were 5-9, 10-49, 50-99, and 100 or more total (sworn and unsworn) personnel. There were no sheriffs' departments in the 5-9 size category. Therefore, the 45 agencies in the original sample who had 5-9 total employees were excluded from this analysis.

[6] The percentages presented in the tables include all agencies that responded to each question.

Table 4.4: Executives' Views about CP—All Agencies*

Statement	Strongly Agree	Agree	Disagree	Strongly Disagree
Desirability				
a. The concept of community policing is something that law enforcement agencies should pursue.	56%	44%	1%	<1%
b. Most government officials and political leaders will support CP.	17%	76%	7%	<1%
c. There is no conflict between close police/citizen cooperation and enforcing the law.	13%	58%	27%	2%
d. CP is a highly effective means of providing police service.	24%	68%	7%	1%
e. Some communities are not suited for CP.	4%	22%	60%	14%
Organizational Requirements				
f. CP requires major changes in organizational policies, goals, or mission statements.	8%	36%	54%	2%
g. Performance evaluation should be revised to support CP.	11%	73%	16%	1%
h. At present, the various police training institutions in this country do not provide adequate training in CP.	14%	60%	25%	2%
I. CP requires extensive reorganization of police agencies.	3%	22%	72%	4%
j. Some form of participatory management is necessary for the successful implementation of CP.	18%	79%	3%	<1%
k. CP requires a major change in the approach to law enforcement training.	8%	45%	46%	2%
Implementation Issues				
l. Rank-and-file employees are likely to resist changes necessary to accomplish CP.	3%	45%	50%	3%
m. In the long run, implementing CP requires an increase in police resources.	19%	48%	30%	3%
n. Other government agencies (non-police) are unlikely to commit sufficient effort to make CP work.	5%	35%	56%	5%
o. Conflict among different citizens groups will make it difficult for police and citizens to interact effectively.	1%	19%	76%	5%
p. CP may lead law enforcement personnel to become inappropriately involved in local politics.	1%	17%	72%	10%
q. Citizens will respond to CP efforts in sufficient numbers to permit police and citizens to work together effectively.	9%	75%	15%	2%
r. It is not clear what CP means in practical terms.	2%	30%	52%	16%

*Some row totals may not equal 100% due to rounding.

Table 4.5: Executives' Views about CP—Type of Agency

Statement	Municipal				Sheriff				Sig. Level Controlling for Size
	Strongly Agree	Agree	Disagree	Strongly Disagree	Strongly Agree	Agree	Disagree	Strongly Disagree	
Desirability									
a. The concept of community policing is something that law enforcement agencies should pursue.	58%	42%	1%	<1%	49%	51%	<1%	0%	.0005
b. Most government officials and political leaders will support CP.	18%	77%	6%	<1%	14%	74%	11%	1%	.0001
c. There is no conflict between close police/citizen cooperation and enforcing the law.	14%	58%	26%	3%	10%	61%	29%	1%	.0022
d. CP is a highly effective means of providing police service.	25%	67%	8%	1%	22%	73%	4%	0%	NS
e. Some communities are not suited for CP.	4%	22%	58%	16%	4%	22%	67%	6%	.0018
Organizational Requirements									
f. CP requires major changes in organizational policies, goals, or mission statements.	9%	36%	53%	2%	5%	34%	59%	2%	.0016
g. Performance evaluation should be revised to support CP.	11%	73%	14%	1%	7%	70%	22%	1%	.0001
h. At present, the various police training institutions in this country do not provide adequate training in CP.	14%	59%	25%	2%	13%	63%	23%	2%	NS
i. CP requires extensive reorganization of police agencies.	3%	23%	70%	5%	2%	18%	80%	1%	NS
j. Some form of participatory management is necessary for the successful implementation of CP.	20%	79%	2%	<1%	11%	82%	6%	<1%	.0001
k. CP requires a major change in the approach to law enforcement training.	9%	46%	43%	2%	5%	38%	56%	2%	.0003

Table 4.5: Executives' Views about CP—Type of Agency (continued)

Statement	Municipal				Sheriff				Sig. Level *Controlling for Size*
	Strongly Agree	Agree	Disagree	Strongly Disagree	Strongly Agree	Agree	Disagree	Strongly Disagree	
Implementation Issues									
l. Rank-and-file employees are likely to resist changes necessary to accomplish CP.	3%	46%	49%	2%	2%	40%	53%	5%	.0014
m. In the long run, implementing CP requires an increase in police resources.	18%	48%	31%	3%	21%	49%	26%	3%	NS
n. Other government agencies (non- police) are unlikely to commit sufficient effort to make CP work.	4%	34%	57%	4%	8%	38%	48%	6%	.0004
o. Conflict among different citizens groups will make it difficult for police and citizens to interact effectively.	1%	20%	75%	5%	<1%	15%	81%	4%	NS
p. CP may lead law enforcement personnel to become inappropriately involved in local politics.	1%	17%	71%	10%	<1%	17%	74%	8%	NS
q. Citizens will respond to CP efforts in sufficient numbers to permit police and citizens to work together effectively.	8%	74%	16%	2%	9%	78%	12%	1%	NS
r. It is not clear what CP means in practical terms.	2%	30%	52%	16%	2%	31%	54%	14%	NS

Organizational Requirements of CP. Forty-four percent of the respondents agreed or strongly agreed that CP requires major changes in organizational policies, goals, or mission statements. The majority of agency executives who agreed or strongly agreed with this statement had 100 or more sworn personnel; municipal agency executives agreed with the statement significantly more than did executives from sheriffs' departments. However, only 25 percent agreed or strongly agreed that CP requires *extensive* reorganization of police agencies; there was not a significant difference in the responses from municipal agencies and sheriffs' departments on this item. The vast majority of respondents (97%) agreed or strongly agreed that some form of participatory management is necessary to successfully implement CP; municipal agency executives agreed with this statement significantly more than did executives from sheriffs' departments.

Nearly three-quarters of the respondents (74%) agreed or strongly agreed that police training institutions in this country do not provide adequate training in CP. However, slightly more than half (53%) agreed or strongly agreed that CP requires a major change in the approach to law enforcement training; municipal agency executives agreed with this statement significantly more than did executives of sheriffs' departments.

Implementation Issues. Executives were split over whether or not they believed that rank-and-file employees are likely to resist changes necessary to accomplish CP: slightly more than half (53%) disagreed or strongly disagreed with the statement, and just under half (48%) agreed or strongly agreed. Sheriffs' departments disagreed with this statement significantly more than municipal executives did (see Table 4.8). With regard to agency size, executives of agencies with 5-24 (63%) and 500+ (54%) sworn personnel were more likely than executives of the other three size groups to

disagree or strongly disagree that rank-and-file would likely resist changes necessary to accomplish CP.

The majority (67%) of executives agreed or strongly agreed that implementing CP requires an increase in police resources. Sixty-one percent disagreed or strongly disagreed that other government agencies are *unlikely* to commit sufficient effort to make CP work; municipal agency executives disagreed with this statement significantly more than executives from sheriffs' departments did.

Eighty-four percent of executives agreed or strongly agreed that citizens will respond to CP efforts in sufficient numbers to permit them to work effectively together, and 81 percent disagreed or strongly disagreed that conflicts among citizens groups will make it difficult for police and citizens to interact effectively. Finally, 32 percent of the executives agreed or strongly agreed that it is unclear what CP means in practical terms; of those who agreed or strongly agreed with the statement, nearly three quarters (73%) had 5 to 49 sworn officers.

EXECUTIVES' PERSPECTIVE OF POTENTIAL OUTCOMES OF COMMUNITY POLICING

Executives were asked the likelihood that their agencies or communities would experience each of nine potential outcomes as a result of implementing community policing. Respondents could choose from the categories of "very likely," "somewhat likely," "not at all likely," and "don't know."[7] Of the possible impacts listed, the first six, as shown in Table 4.6 (variables a–f), are positive outcomes that could result from implementing CP; the last three (variables g–I) are negative.

Overall, executives indicated that the positive outcomes (i.e., problems that citizens care about will be reduced, the physical environment will improve, citizens will feel more positive about their police, the potential for physical conflict between citizens and police will decrease, and officer/deputy job satisfaction will increase) were "somewhat" to "very likely" to occur. In particular, 67 percent of the executives said it was "very likely" that citizens would feel more positive about their police and law enforcement agencies as a result of implementing CP. Executives thought it was "not at all likely" that officer/deputy corruption would increase (93%) or that their ability to respond to calls for service would decline (76%) as a result of implementing CP. However, this assurance was not as great when asked about the potential displacement of crime to noncommunity-policing areas. The majority of respondents (61%) thought it was "somewhat likely" that crime would be displaced; 18 percent thought it was "very likely"; and 21 percent reported that it was "not at all likely."

[7] The "don't know's" were eliminated from the analysis.

Table 4.6: Potential Outcomes of Community Policing—All Agencies

Potential Outcomes	Very Likely	Somewhat Likely	Not at All Likely
a. The problems that citizens of the community care about most will be reduced.	32%	62%	6%
b. The physical environment of neighborhoods will improve.	37%	57%	6%
c. Citizens will feel more positive about their police/law enforcement agency.	67%	32%	1%
d. The potential for physical conflict between citizens and police will decrease.	23%	63%	13%
e. Officer/deputy job satisfaction levels will increase.	33%	64%	3%
f. Crime rates will decrease.	29%	64%	8%
g. The ability to respond to calls for service will decline.	5%	20%	76%
h. Officer/deputy corruption will increase.	1%	6%	93%
I. Crime will be displaced to a noncommunity-policing area.	18%	61%	21%

In Table 4.7, the potential outcomes are examined by type of agency. A two-way analysis of variance was conducted to test for differences between municipal agencies and sheriffs' departments when controlling for the **original** agency size.[8] Significant differences were found for three variables: the problems that citizens of the community care about most will be reduced, the physical environment of neighborhoods will improve, and the ability to respond to calls for service will decline. Although municipal and sheriffs' departments were statistically different in their belief that the problems that citizens of the community care about most will be reduced and that the ability to respond to calls for service will decline as a result of implementing CP, the percentages were remarkably similar across all response categories (Table 4.7).[9]

[8] As previously mentioned, the strata in the original sample were used (5-9, 10-49, 50-99, and 100+) and included **both** sworn and unsworn personnel.

[9] All the "don't know" responses were eliminated from the analysis. Since there were no sheriffs' departments in the 5-9 size category, the 45 municipal agencies that had 5-9 personnel were excluded from the anlaysis.

Table 4.7: Potential Outcomes of Community Policing by Type of Agency

Potential Outcome	Municipal			Sheriff			Sig. Level Controlling for Size
	Very Likely	Somewhat Likely	Not At All Likely	Very Likely	Somewhat Likely	Not At All Likely	
a. The problems that citizens of the community care about most will be reduced.	32%	62%	6%	31%	64%	5%	.0007
b. The physical environment of neighborhoods will improve.	39%	56%	5%	29%	62%	8%	.0001
c. Citizens will feel more positive about their police and law enforcement agency.	66%	34%	1%	72%	27%	1%	NS
d. The potential for physical conflict between citizens and police will decrease.	24%	63%	13%	22%	64%	15%	NS
e. Officer/deputy job satisfaction levels will increase.	33%	64%	3%	30%	64%	6%	NS
f. Crime rates will decrease.	29%	63%	8%	28%	68%	4%	NS
g. The ability to respond to calls for service will decline.	5%	20%	75%	5%	19%	76%	.0177
h. Officer/deputy corruption will increase.	1%	6%	93%	1%	5%	94%	NS
I. Crime will be displaced to a noncommunity-policing area.	18%	61%	21%	18%	62%	20%	NS

More executives of municipal agencies than executives representing sheriffs' departments indicated it is "very likely" that the physical environment of neighborhoods would improve with CP (39% and 29%, respectively). For the statement "the ability to respond to calls for service will decline," executives heading agencies with 5 to 24 sworn personnel were much more likely to respond "not at all likely" (81%) than were executives in agencies with 100 to 499 (62%) or 500+ (64%) sworn personnel. Executives of agencies with 500+ personnel indicated that improvement in the physical environment of neighborhoods was "very likely" (51%) compared with 33% of executives of smaller agencies (5–24 sworn personnel).

EXECUTIVES' PERSPECTIVES OF FACTORS INFLUENCING COMMUNITY POLICING IMPLEMENTATION

Executives responded to eight statements concerning factors that influenced their decisions to implement (or not to implement) community policing. The categories were "very influential," "somewhat influential," "not at all influential," and "don't know." As shown in Table 4.8, the majority of respondents indicated that the following were factors in their decision to implement community policing:

- Agency desire (administrators)
- Availability of Federal funding
- Rising crime and social problems
- Agency desire (officers)
- Police/sheriff professional organizations/associations.

The factors that tended to have less influence on the decision to implement CP were local government pressure and citizen group pressure. Executives were also asked to identify other factors that influenced their decisions. Four factors stand out—

- Personal desire or previous experience
- CALEA (Commission for the Accreditation of Law Enforcement Agencies) accreditation process
- Staffing needs that necessitated a creative response to dealing with personnel shortages
- Reassessment of the organization's vision.

Table 4.8: Sources of Influence—All Agencies

Source of Influence	Very Influential	Somewhat Influential	Not at All Influential
a. Agency desire (administration)	56%	37%	7%
b. Availability of Federal funding	39%	34%	27%
c. Rising crime and social problems	20%	55%	26%
d. Agency desire (officers)	18%	50%	31%
e. Police/sheriffs' professional organizations/associations	9%	42%	49%
f. Citizen group pressure	6%	42%	52%
g. Local government pressure	7%	34%	59%

Clearly, the data show that the administration's desire to implement (or not to implement) CP was the most influential aspect of the sources listed in the survey. When analyzing the data by type of agency, it is interesting to note that significantly more executives of sheriffs' departments (51%) than executives of municipal agencies (36%) said that the availability of funding was "very influential" in making their decision to implement (or not to implement) CP at their agencies (see Table 4.9). Other sources of influence in which municipal and sheriffs' departments were significantly different included police/sheriffs' professional organizations/associations (more sheriffs

Table 4.9: Sources of Influence by Type of Agency

Source of Influence	Municipal			Sheriff			Sig. Level Controlling for Size
	Very Influential	Somewhat Influential	Not At All Influential	Very Influential	Somewhat Influential	Not At All Influential	
a. Agency desire (administration)	57%	36%	7%	53%	40%	7%	NS
b. Availability of Federal funding	36%	35%	29%	51%	29%	20%	.0001
c. Rising crime and social problems	19%	54%	27%	25%	60%	15%	NS*
d. Agency desire (officers)	19%	52%	29%	16%	44%	40%	NS*
e. Police/sheriffs' professional organizations/associations	7%	40%	54%	18%	51%	30%	.0001
f. Citizen group pressure	6%	42%	52%	7%	44%	49%	NS*
g. Local government pressure	7%	36%	57%	7%	27%	66%	.0001

An * signifies that the interaction effect was significant.

said it influenced their decisions) and local government pressure (more municipal agency administrators were influenced by this factor).

ORGANIZATIONAL PROGRAMS AND PRACTICES

In this section and the following ones of this chapter, a person other than the head of the agency could complete the survey. In this section, we explore respondents' reports of the types of resources their agencies have used to formulate their approaches to policing/law enforcement and the organizational programs and practices their agencies have implemented.

RESOURCES

Respondents were asked the extent to which their agencies had made use of 11 different resources as they formulated their current approach to law enforcement. Respondents could indicate that these resources were "used substantially," "used somewhat," "not used at all," or mark "don't know." As shown in Table 4.10, a majority (54%) of agencies said they substantially used the talents and expertise of their own personnel as they formulated their approach to policing. Other resources that were somewhat or substantially used by relatively large percentages of agencies included government grants; academic courses, seminars, and conferences; other police and sheriffs' departments; and journal articles and books. State planning agencies and consultants were used by less than half of the agencies.

We assessed whether resources used in formulating approaches to policing varied across agencies that a) were in the process of or had implemented CP, or b) had not implemented CP. The percentage of respondents in each category of implementation that reported that a particular resource

Table 4.10: Type of Resource Used—All Agencies

Type of Resource	Used Substantially	Used Somewhat	Not Used At All
a. Talents and expertise of own departmental personnel	54%	41%	5%
b. Government grants	38%	46%	16%
c. Academic courses/seminars/conferences	27%	64%	9%
d. Other police/sheriffs' departments	21%	66%	14%
e. Journal articles and books	16%	70%	14%
f. Community groups	16%	64%	21%
g. Police/sheriffs' professional organizations/meetings	15%	66%	18%
h. U.S. Government publications	10%	68%	22%
I. Federal agencies	8%	56%	36%
j. State planning agencies	4%	45%	51%
k. Consultants	2%	23%	74%

Table 4.11: Type of Resources Used by Agencies That Were in the Process of Implementing or Had Already Implemented CP versus Agencies That Had Not Implemented CP (Note: Percentages are for the category "Used Substantially")

Type of Resource	In Process/ Implemented CP	Not Implemented CP
a. Talents and expertise of own departmental personnel	58%	34%
b. Government grants	45%	8%
c. Academic courses/seminars/conferences	28%	20%
d. Other police/sheriffs' departments	21%	22%
e. Journal articles and books	19%	5%
f. Community groups	19%	1%
g. Police/sheriffs' professional organizations/meetings	16%	13%
h. U.S. Government publications	12%	2%
I. Federal agencies	9%	3%
j. State planning agencies	4%	0%
k. Consultants	3%	1%

was "used substantially" is presented in Table 4.11. Not surprisingly, agencies that had implemented CP used government grants much more often than agencies that had not implemented CP (45% versus 8%). Agencies that had implemented CP also used community groups more often than agencies that had not implemented CP (19% versus 1%).

ORGANIZATIONAL PROGRAMS AND PRACTICES

Any number of programs and practices can be grouped under the rubric of community policing. However, some of those same programs and practices can also be found in more traditional law enforcement agencies that may have adopted a "consumer-oriented" view. Along this traditional community policing continuum, there may be a hybrid that combines the best of both models. To begin the assessment of where agencies fall along this continuum, respondents were presented with a list of programs and practices and asked to indicate for each whether their agencies had or had not implemented the program or practice, or whether it was "not applicable" to their departments. Table 4.12 shows the percentage of all agencies that have implemented each program/practice; the table then provides the same information broken down by those agencies that implemented CP and those that had not. As shown in the table, 50 percent or more of the agencies reported that they had implemented the 15 following programs and/or practices:

- Drug education program in schools (94%)
- Drug-free zones around schools, parks, or churches (75%)
- Victim assistance program (74%)
- Interagency involvement in problem identification and resolution (70%)
- Police/youth program (66%)
- Drug tip hot line or Crime Stoppers Program (66%)

- Foot patrol as a periodic expectation for officers assigned to cars (61%)
- Regularly scheduled meetings with community groups (61%)
- Classification and prioritization of calls (59%)
- Fixed assignment of patrol officers to specific beats or areas (59%)
- Designation of some officers as "community" or "neighborhood" officers, each of whom is responsible for working in areas identified as having special problems or needs (57%)
- Use of other regulatory codes to combat drugs and crime (57%)
- Specific training for problem identification and resolution (53%)
- Alternative response methods for calls (50%)
- Building code enforcement as a means of helping remove crime potential from an area (50%).

Less than 20 percent of the departments had implemented the following three programs: mobile neighborhood-based officers or stations (13%), integration with alternative dispute resolution (16%), and landlord/manager training programs for order maintenance and drug reduction (18%).

A Cochran-Mantel-Haenszel statistical test was conducted to see whether there was a statistically significant difference in the implementation of each of the 26 programs across agencies that did or did not report the adoption of CP. As shown in Table 4.12, there was a statistically significant difference at the p=.05 level or greater for all but two programs: drug tip hot line or Crime Stoppers Program, and integration with community corrections programs. Not surprisingly, CP agencies were much more likely to have regularly scheduled meetings with community groups than non-CP agencies (71% versus 22%). Sixty-four percent of CP agencies had designated some of their officers as community or neighborhood officers, compared with only 24 percent of non-CP agencies. CP agencies were more likely to report using citizen surveys to determine community

Table 4.12: Programs and Practices Agencies Have Implemented by All Agencies and CP and Non-CP Agencies

Program or Practice	All Agencies*	CP	Non-CP	Sig. Level Controlling for Size
a. Classification and prioritization calls to increase officer time for other activities	**59%** **1.41**	60% 1.40	47% 1.53	.005
b. Alternative response methods for calls (e.g., telephone reports, mail-in reports, scheduled appointments for some calls)	**50%** **1.50**	52% 1.48	41% 1.59	.002
c. Citizen surveys to determine community needs and priorities	**49%** **1.51**	55% 1.45	17% 1.83	.001
d. Citizen surveys to evaluate police services	**44%** **1.56**	49% 1.51	20% 1.80	.001
e. Victim assistance program	**74%** **1.26**	75% 1.25	66% 1.34	.018
f. Permanent neighborhood-based offices or stations	**33%** **1.67**	38% 1.62	10% 1.90	.001
g. Mobile neighborhood-based offices or stations	**13%** **1.87**	15% 1.85	2% 1.98	.001
h. Drug-free zones around schools, parks, or churches	**75%** **1.25**	77% 1.23	65% 1.35	.001
I. Police/youth program (e.g., PAL program, school liaison program, mentoring program)	**66%** **1.34**	70% 1.30	48% 1.52	.001
j. Drug education program in schools	**94%** **1.06**	95% 1.05	91% 1.09	.002
k. Drug tip hot line or Crime Stoppers program	**66%** **1.34**	67% 1.33	59% 1.41	NS
l. Fixed assignment of patrol officers to specific beats or areas	**59%** **1.41**	63% 1.37	43% 1.57	.001
m. Designation of some officers as "community" or "neighborhood" officers, each of whom is responsible for working in areas identified as having special problems or needs	**57%** **1.43**	64% 1.36	24% 1.76	.001
n. Foot patrol as a specific assignment	**38%** **1.62**	41% 1.59	25% 1.75	.001
o. Foot patrol as a periodic expectation for officers assigned to cars	**61%** **1.39**	64% 1.36	42% 1.58	.001

Table 4.12 Programs and Practices Agencies Have Implemented by All Agencies and CP and Non-CP Agencies (continued)

Program or Practice	All Agencies*	CP	Non-CP	Sig. Level Controlling for Size
p. Regularly scheduled meetings with community groups	**61%** **1.39**	71% 1.30	22% 1.78	.001
q. Specific training for problem identification and resolution	**53%** **1.47**	57% 1.43	30% 1.70	.001
r. Training for citizens in problem identification or resolution	**32%** **1.68**	35% 1.65	14% 1.86	.001
s. Regular radio or television programs or "spots" to inform community about crime and police activities	**31%** **1.69**	35% 1.65	14% 1.86	.008
t. Landlord/manager training programs for order maintenance and drug reduction	**18%** **1.82**	21% 1.79	5% 1.95	.001
u. Building code enforcement as a means of helping remove crime potential (e.g., drugs or prostitution) from an area	**50%** **1.50**	56% 1.44	20% 1.80	.001
v. Use of other regulatory codes to combat drugs and crime	**57%** **1.43**	62% 1.38	33% 1.67	.001
w. Geographically based crime analysis made available to officers at the beat level	**43%** **1.57**	46% 1.54	26% 1.74	.001
x. Interagency involvement in problem identification and resolution	**70%** **1.30**	73% 1.27	52% 1.48	.001
y. Integration with community corrections programs	**29%** **1.72**	29% 1.71	21% 1.79	NS
z. Integration with Alternative Dispute Resolution (ADR)	**16%** **1.84**	18% 1.82	8% 1.92	.007

* The number below each weighted percentage is the weighted mean. Mean scores range from 1 (implemented program or practice) to 2 (have not implemented program or practice). The closer the mean is to 1.0, the closer agencies are to implementing a particular program or practice.

needs and priorities than non-CP agencies (55% versus 17%), and they were more likely to use building code enforcement as a means of helping remove crime potential (56% versus 20%).

The percentage of agencies that implemented the 26 organizational programs or practices is examined in Table 4.13 by type and size of agency. Controlling for the size, we found significant differences between municipal and sheriffs' departments for the following programs/practices:

- Sheriffs' departments implemented the following programs or practices significantly more often than municipal agencies:
  - Alternative response methods for calls

- Designation of some officers as "community" or "neighborhood officers," each of whom is responsible for working in areas identified as having special problems or needs
- Integration with community corrections programs

➢ Municipal agencies implemented the following programs or practices significantly more often than sheriffs' departments did:

- Citizen surveys to determine their communities' needs and priorities
- Citizen surveys to evaluate police service
- Drug-free zones around schools, parks, and churches
- Police/youth programs
- Foot patrol as a specific assignment
- Foot patrol as a periodic expectation of officers assigned to cars
- Regularly scheduled meetings with community groups
- Specific training for problem identification and resolution
- Training for citizens in problem identification or resolution
- Landlord/manager training programs for order maintenance and drug reduction
- Building code enforcement as a means of helping remove crime potential
- Use of other regulatory codes to combat drugs and crimes
- Geographically-based crime analysis made available to officers at the beat level
- Integration with Alternative Dispute Resolution.

We were also interested to see whether the programs or practices implemented by agencies differed according to their size. Almost without exception, the larger agencies were more likely to have implemented each of the programs or practices listed in Table 4.13. One exception was that 48 percent of the smallest agencies (5-24 sworn personnel) had alternative response methods for calls

and only 46 percent of agencies with 25-49 sworn personnel had this practice. In contrast, 91 percent of the largest agencies (500+) reported that they used alternative response methods for calls.

The second exception was that 60 percent of agencies with 5-24, 25-49, and 100-499 sworn personnel reported that foot patrol was a periodic expectation for officers assigned to cars. The percentage of agencies that implemented this practice was slightly higher for agencies with 50-99 sworn personnel (63%) and yet higher for the largest agencies (71%).

Although less than 20 percent of all agencies had implemented mobile neighborhood-based offices or stations, landlord/manager training programs for order maintenance and drug reduction, and integration with Alternative Dispute Resolution, the data show that the largest agencies disproportionately implemented these programs when compared to smaller agencies. For example, 66 percent of agencies with more than 500 sworn personnel have a landlord/manager training program compared with only 11 percent of agencies with 5-24 sworn personnel and 17 percent of agencies with 25-49 sworn personnel.

Table 4.13: Organizational Programs or Practices Implemented by Type and Size of Agency

Organizational Program or Practice	Percentage of Agencies That Implemented							
	Type of Agency			Number of Sworn Personnel				
	Municipal	Sheriff	Sig. Level Controlling for Size	5–25	25–49	50–99	100–499	500+
a. Classification and prioritization calls to increase officer time for other activities	57%	64%	NS	55%	55%	65%	77%	90%
b. Alternative response methods for calls (e.g., telephone reports, mail-in reports, scheduled appointments for some calls)	47%	61%	.026	48%	46%	51%	70%	91%
c. Citizen surveys to determine community needs and priorities	52%	37%	.001	42%	45%	66%	70%	86%
d. Citizen surveys to evaluate police services	47%	30%	.001	38%	41%	59%	66%	71%
e. Victim assistance program	72%	82%	NS	71%	74%	79%	83%	89%
f. Permanent neighborhood-based offices or stations	33%	36%	NS	21%	31%	50%	72%	90%
g. Mobile neighborhood-based offices or stations	12%	17%	NS	10%	11%	16%	24%	41%
h. Drug-free zones around schools, parks, or churches	75%	74%	.001	72%	75%	80%	79%	95%
i. Police/youth program (e.g., PAL program, school liaison program, mentoring program)	67%	63%	.001	58%	69%	81%	88%	95%
j. Drug education program in schools	93%	96%	NS	92%	94%	97%	98%	100%
k. Drug tip hot line or Crime Stoppers program	64%	71%	NS	54%	73%	83%	88%	98%
l. Fixed assignment of patrol officers to specific beats or areas	58%	62%	NS	49%	61%	70%	87%	94%
m. Designation of some officers as "community" or "neighborhood" officers, each of whom is responsible for working in areas identified as having special problems or needs	57%	58%	.003	51%	58%	68%	75%	94%
n. Foot patrol as a specific assignment	45%	9%	.001	37%	37%	38%	44%	64%

Table 4.13 Organizational Programs or Practices Implemented by Type and Size of Agency (continued)

Organizational Program or Practice	Percentage of Agencies That Implemented							
	Type of Agency			Number of Sworn Personnel				
	Municipal	Sheriff	Sig. Level Controlling for Size	5–25	25–49	50–99	100–499	500+
o. Foot patrol as a periodic expectation for officers assigned to cars	67%	32%	.001	60%	60%	63%	60%	71%
p. Regularly scheduled meetings with community groups	62%	57%	.001	53%	63%	73%	89%	99%
q. Specific training for problem identification and resolution	54%	47%	.001	48%	49%	63%	77%	91%
r. Training for citizens in problem identification or resolution	32%	31%	.001	28%	26%	41%	52%	70%
s. Regular radio or television programs or "spots" to inform community about crime and police activities	29%	36%	NS	27%	27%	38%	47%	66%
t. Landlord/manager training programs for order maintenance and drug reduction	20%	11%	.001	11%	17%	29%	40%	66%
u. Building code enforcement as a means of helping remove crime potential (e.g., drugs or prostitution) from an area	56%	23%	.001	37%	56%	70%	75%	90%
v. Use of other regulatory codes to combat drugs and crime	61%	44%	.001	51%	57%	70%	78%	95%
w. Geographically based crime analysis made available to officers at the beat level	44%	40%	.001	35%	44%	55%	66%	80%
x. Interagency involvement in problem identification and resolution	71%	67%	NS	67%	67%	76%	84%	90%
y. Integration with community corrections programs	25%	40%	.001	25%	30%	35%	36%	39%
z. Integration with Alternative Dispute Resolution (ADR)	17%	13%	.007	11%	19%	20%	28%	37%

ORGANIZATION'S EXPERIENCE WITH COMMUNITY POLICING

It is not simple to determine the exact number of law enforcement agencies involved in community policing. We considered a "checklist" of community policing criteria, but after considering all of the drawbacks of that method, coupled with the fact that such a checklist was not used in the 1993 survey, we chose to measure CP implementation by self-report. Specifically, respondents were given five statements and each was asked to select the one that best represented his/her agency's current situation with respect to the implementation of CP. As shown in Table 4.14, 54 percent of all agencies reported that they had implemented CP, and an additional 28 percent were in the process of planning or implementing a CP approach. Only 18 percent of the respondents reported that their agency had not adopted a CP approach. A Conchran-Mantel-Haenszel statistic was computed to see whether there was a significant difference between those agencies that reported they were in the process of implementing or had implemented CP (responses 4 and 5) and agencies that had not implemented CP (responses 1, 2, or 3). We found that there was a significant difference at the p=.001 level.

Further analyses were conducted to see what effect the type and size of agency had on an agency's decision to adopt CP. A higher percentage of municipal agencies than sheriffs' departments had implemented CP (57% versus 40%); however, more sheriffs' departments were in the process of planning or implementing a CP approach. Eighty-four percent (84%) of the municipal agencies and 75 percent of the sheriffs' departments had either implemented CP or were in the process of planning or implementing a CP approach. Virtually all (98%) of the largest agencies (500+ sworn personnel) had implemented or were in the process of implementing CP. The percentages decline as the number of sworn personnel decreases. Specifically, 92 percent of

agencies with 100 to 499 sworn personnel, 88 percent of agencies with 50 to 99, 84 percent of agencies with 25 to 49, and 78 percent of agencies with 5 to 24 sworn personnel had implemented or were in the process of implementing CP (see Table 4.14).

Table 4.14: Agencies' Current Situation Regarding Implementation of CP*

Agency's Current Situation with Respect to the Adoption of a CP Approach	All Agencies	Type of Agency		Number of Sworn Personnel				
		Municipal	Sheriff	5-24	25-49	50-99	100-499	500+
a. Have not considered adopting a CP approach	5%	5%	7%	6%	5%	3%	1%	1%
b. Considered adopting a CP approach, but rejected the idea because it was not the appropriate approach for this agency	2%	2%	1%	3%	1%	1%	2%	0%
c. Considered adopting a CP approach and like the idea, but it is not practical here at this time	11%	9%	18%	13%	10%	8%	4%	1%
d. Now in the process of planning or implementing a CP approach	28%	27%	35%	28%	34%	26%	21%	8%
e. Have implemented CP	54%	57%	40%	50%	50%	62%	71%	90%

* Percent may not total 100% due to rounding.

Police agencies that reported they had not implemented CP or were not in the process of planning or implementing CP (18%) were directed to skip the remaining questions in Section C of the survey and move to Section D—Organizational Arrangements. Thus, the data presented in this section (Organization's Experience with CP) are based on the responses of **only** those agencies that had reportedly implemented or were in the process of implementing CP.

Respondents were asked the year their agencies began implementing CP procedures. Rather than confining them to forced choices, the question was open-ended, so any date could be entered. Dates offered by respondents ranged from 1852 to 1997, the date of this survey. Two percent of agencies reported adopting CP before 1969. In the 1970s, an additional 3 percent of agencies had a CP approach. This percentage increased by 10 points in the 1980s. The majority of agencies reported implementing CP in the 1990s (see Table 4.15).

Table 4.15: Percentage of Agencies that Implemented CP Procedures in the 1990s

Year	Percent
1990	6%
1991	5%
1992	4%
1993	7%
1994	14%
1995	25%
1996	16%
1997	8%

The time of the increase in the percentage of agencies implementing or planning to implement CP appears to coincide with the passage of the Violent Crime Act of 1994. This percentage increase also corresponds with 73 percent of executives' reporting that the availability of Federal funding influenced their decision to implement CP.

To assess administrative policies, respondents were asked to indicate which of 10 policies their agencies had implemented as part of their CP strategy. The majority of agencies had the following administrative policies in place:

- Reporting processes to document use of excessive physical force (87%)

- Recruiting and/or selection criteria that were designed to create a workforce that was representative of the community (73%)
- Organizational guidelines about handling specific types of problems (66%)
- Recruiting practices and/or selection criteria that targeted personnel who were considered especially suited to CP and problem solving (59%)
- Special recognition for officers who performed well as community policing officers and/or problem solvers (56%).

Less than half of the agencies had implemented the following three policies:

- Employee evaluation designed to reflect CP and problem-solving skills and activities (47%)
- Measures that reflected organizational performance as related to solving problems in the community (44%)
- A disciplinary system redesigned to support a problem-solving approach (35%).

Interestingly, while less than half of the agencies reported that their employee evaluations were designed to reflect CP and problem-solving skills and activities, 84 percent of the executives reported that they agreed or strongly agreed that performance evaluations should be revised to support CP.

Two policies that were represented fairly equally among both agencies that reportedly had implemented or were in the process of implementing CP are—

- A management approach designed to support well-intended risk taking (51%)
- Structured "seminars" or discussion groups in which officers, supervisors, and managers discussed specific problems and approaches to CP and problem solving (49%).

Further analyses were conducted to see whether there were any differences in the policies implemented by municipal and sheriffs' departments. The data reveal that municipal departments implemented each of the 10 administrative policies more often than sheriffs' departments did. There

were statistically significant differences between municipal and sheriffs' departments with regard to the implementation of—

- Organizational guidelines about handling specific types of problems (municipal: 68%, and sheriff: 59%; p=.009)
- Special recognition for officers who performed well as CP officers and/or problem solvers (municipal: 58%, and sheriff: 49%; p=.005).

Closely related to the adoption of administrative policies listed above is whether role definitions (job descriptions) had been developed or revised to clarify the CP-related work expectations for officers. Forty-three percent of all agencies said role definitions/job descriptions had been developed or revised to clarify work expectations of CP, 49 percent had not made changes, and an additional 8 percent of the respondents "didn't know." Of those agencies that made changes, 48 percent were municipal and 40 percent were sheriffs' departments. The largest agencies (500+ sworn personnel) were much more likely (72%) to have developed or revised job descriptions compared with the smallest agencies (45% with 5-24 sworn).

The next question dealt with organizational structure. Depending on the size of the law enforcement agency, the number of major administrative levels (e.g., operational, supervisory, managerial, and executive) can range from a low of one to a high of nine, with several sub-levels in between. This traditional structure is based on the militaristic pyramid. Just under 80 percent (79%) of the agencies that responded answered "no" to the following question: "Has the number of managerial levels in the organization been changed in order to support the implementation of community policing?" Generally, this finding is consistent across agency types and sizes, although smaller agencies were more likely than larger agencies to answer in the negative (87% of agencies with 5 to 24, compared with 60% of agencies with more than 500+ sworn personnel).

TRAINING

In order to assess the type of training occurring at the recruit, in-service, and FTO (field training officer) levels, respondents indicated for eight training topics related to CP whether or not those topics were addressed in the academy, in in-service training, and/or in the training of FTOs. (Respondents could also check "other" and write in a topic not provided in the list.)

As shown in Table 4.16, the highest percentages were recorded for in-service training, for which four topics are addressed by 50 percent or more of the agencies. In terms of recruit-level training, a level at which changing attitudes and/or selling the concept of community policing would be most effective, none of the training topics were addressed by more than half of the agencies. Only 31 percent of respondents indicated training in "concepts of community policing" at the recruit level. Training in cultural diversity and communications skills fared a little better, with 36 percent and 43 percent reporting training in these areas, respectively.

Closely related to recruit-officer training is the training provided to field training officers. Arguably, these officers can have more influence on the new recruit than any other academy training experience. FTOs were less likely to receive training than recruits in topics except human resource management (12%) and crime analysis/mapping (7%). Field Training Officers were also less likely than in-service personnel to receive training in the topics, although FTO's receive in-service training. An examination of training by type of organization reveals that across all topics for each level (recruit, in-service, FTO), municipal agencies provide far more training to their officers than sheriffs' departments provide.

Table 4.16: Type of Training Offered—All Agencies and by Type of Agency

Type of Training	Percentage of Agencies That Offered Training At Each Level								
	Recruit			In-Service			FTO		
	All Agencies	Municipal	Sheriff	All Agencies	Municipal	Sheriff	All Agencies	Municipal	Sheriff
a. Organizing groups and communities	**8%**	74%	26%	**34%**	82.5%	17.5%	**7%**	83%	17%
b. Community interactions	**28%**	85%	15%	**50%**	84%	16%	**26%**	86%	14%
c. Cultural diversity	**36%**	83%	17%	**51%**	84%	16%	**15%**	87%	13%
d. Problem-solving	**29%**	82%	18%	**49%**	83%	17%	**25%**	84%	16%
e. Concepts of community policing	**31%**	83%	17%	**55%**	84%	16%	**23%**	87%	13%
f. Communication skills	**43%**	84%	17%	**51%**	84%	16%	**29%**	85%	15%
g. Human resources management (i.e., selection, training, valuation, discipline, awards, promotion)	**8%**	78%	22%	**39%**	83%	17%	**12%**	85%	15%
h. Crime analysis or mapping	**6%**	81%	19%	**25%**	81%	19%	**7%**	91%	9%

Respondents were also able to check "none" if the topic was not addressed in any of the three types of training programs. The percentages (of all agencies) that checked "none" are—

- Organizing groups and communities: 38%
- Community interactions: 12%
- Cultural diversity: 15%
- Problem-solving: 11%
- Concepts of CP: 9%
- Human resource management: 33%
- Crime analysis/mapping: 50%

ADMINISTRATIVE POLICIES

Another administrative practice related to the adoption of a CP mission involves developing written policies that provide organization and/or programmatic direction for department interactions with outside entities and the handling of neighborhood problems. Each respondent was asked whether the agency had developed or was in the process of developing new written policies concerning police interactions with other government agencies; police interactions with citizens, citizens' groups, or private institutions; and procedures to deal with neighborhood problems. As shown in Table 4.17, 36 percent of the responding agencies reported new written policies addressing police interactions with other government agencies; 41 percent reported new written policies addressing police interactions with citizens, citizens' groups, or private institutions; and 38 percent reported new written policies addressing procedures to deal with neighborhood problems. As indicated in Table 4.18, there was a modest positive association between the adoption of each police type and the size of the organizations.

Table 4.17: New Written Policies That Have Been Developed—All Agencies and by Type of Agency

Procedure	Percentage That Have Developed or Are in the Process of Developing Written Policies			Sig. Level Controlling for Size
	All Agencies	Municipal	Sheriff	
a. Police interactions with other government agencies	**36%**	37%	34%	NS
b. Police interactions with citizens, citizens' groups, or private institutions	**41%**	41%	36%	NS
c. Procedures to deal with neighborhood problems	**38%**	39%	36%	NS

Table 4.18: New Written Policies That Have Been Developed—All Agencies and by Size of Agency

Procedure	Percentage That Have Developed or Are in the Process of Developing Written Policies				
	5-24	25-49	50-99	100-499	500+
a. Police interactions with other government agencies	33%	38%	39%	43%	44%
b. Police interactions with citizens, citizens' groups, or private institutions	36%	43%	47%	50%	48%
c. Procedures to deal with neighborhood problems	36%	37%	43%	45%	55%

Another item sought to determine whether new ordinances or legislation had been created to support their agencies' community policing approach. Only 32 percent of the agencies responded affirmatively, 60 percent said no new ordinances or legislation had been created, and 8 percent said they didn't know. Only in the largest agencies (500+) did more than half (58%) of the respondents indicate that new ordinances or legislation had been created to support their CP approach.

Determining whether CP has been "successfully implemented" is very difficult. To assess agencies' attempts to gauge the success of their efforts, respondents were asked whether progress or success of their CP approach was measured on the basis of officially stated goals or objectives. The majority of respondents (56%) responded negatively to this question, with no differences in the responses across municipal and sheriffs' departments. The data do reveal that nearly three-quarters (74%) of the largest agencies (500+ sworn personnel) reported their success was measured, compared with only 37 percent of the smallest agencies (5-24 sworn personnel).

Respondents were also asked whether other agencies served as models or provided their agencies with useful information for their own CP implementation. The responses were divided

almost evenly between "yes" (45%) and "no" (44%), with 11 percent of the respondents indicating they "didn't know." Municipal agencies and the smallest agencies (5-24 sworn personnel) were least likely to report the use of other agencies as resources.

Respondents who reported that other agencies served as models or provided them with information were given an opportunity to identify those agencies. This information was provided by 378 respondents,[10] and 343 of these responses included usable information.[11] Most of the respondents indicated that they had consulted several agencies regarding CP. Police and sheriffs' departments were the most frequently mentioned agencies, with the vast majority being municipal police departments. National associations and Federal Government agencies were also consulted. Respondents said they obtained information in several ways: visiting sites, reading training materials, and reading published literature.

Table 4.19 presents the law enforcement agencies that were mentioned five or more times. Clearly, the San Diego, CA, and Portland, OR, police departments were consulted most. Federal Government agencies and national associations/organizations that were mentioned five or more times are shown in Table 4.20.

[10] Using unweighted data, 802 respondents answered "yes" to question 16. Forty-seven percent of these individuals (N=378) answered the open-ended followup question.

[11] When no specifics were provided, the information was coded not usable. Examples include statements such as "various agencies" and "other local police agencies."

Table 4.19: Law Enforcement Agencies Most Frequently Contacted

Agency	Location	Frequency
San Diego Police Department	San Diego, CA	35
Portland Police Department	Portland, OR	33
Seattle Police Department	Seattle, WA	15
Madison Police Department	Madison, WI	13
St. Petersburg Police Department	St. Petersburg, FL	12
Houston Police Department	Houston, TX	11
Lumberton Police Department	Lumberton, NC	11
Newport News Police Department	Newport News, VA	10
Reno Police Department	Reno, NV	9
Sacramento Police Department	Sacramento, CA	9
Baltimore County Police Department	Baltimore County, MD	8
Boston Police Department	Boston, MA	8
Hayward Police Department	Hayward, CA	8
New York City Police Department	New York City, NY	8
Charleston Police Department	Charleston, SC	7
Tempe Police Department	Tempe, AZ	7
Chicago Police Department	Chicago, IL	6
Edmonton Police Service	Edmonton, Alberta, Canada	6
Flint Police Department	Flint, MI	6
San Jose Police Department	San Jose, CA	5
Los Angeles Sheriff's Department	Los Angeles, CA	5
Savannah Police Department	Savannah, GA	5

Table 4.20: Government Agencies and Associations/ Organizations Consulted

Agency/Organization	Frequency
U.S. Department of Justice	8
National Institute of Justice (NIJ)	6
COPS Office	6
Bureau of Justice Assistance (BJA)	5
FBI National Academy	8
Community Policing Consortium	9
Police Executive Research Forum (PERF)	8
International Association of Chiefs of Police (IACP)	5
Michigan State University (specifically Dr. Robert Trojanowich)	10

THE EFFECTS OF COMMUNITY POLICING

Respondents were asked about the effects of their community policing approach. Specifically, respondents were provided 15 statements that reflected possible effects of CP and asked to indicate whether each outcome was produced "to a great extent," "to some extent," "not at all," or "don't know." (For the purpose of determining whether the differences between municipal and sheriffs' departments were statistically significant, the "don't know" responses were eliminated from the analysis.) As shown in Table 4.21, only four impacts were reportedly achieved "to a great extent" by 25 percent or more responding agencies. These are—

- Improved cooperation between citizens and police
- Improved citizens' attitudes toward the police
- Increased involvement of citizens in efforts to improve the community
- Increased information from citizens to police.

However, two-thirds or more of the agencies reportedly achieved "to a great extent" or "to some extent" the four outcomes above and—

- Increased volunteer activities by citizens
- Increased officers' level of job satisfaction
- Reduced crime against property
- Reduced citizens' fear of crime.

More than half of the respondents indicated the following effects were "not at all" achieved in association with their CP efforts:

- Decreased citizens' calls for service
- Increased response time
- Diversion of calls from central dispatch office
- Shortened response time.

Table 4.21: Community Policing Results—All Agencies

Effect of Community Policing	To a Great Extent	To Some Extent	Not at All
a. Improved cooperation between citizens and police	37%	62%	1%
b. Increased involvement of citizens in efforts to improve the community	29%	66%	6%
c. Improved citizens' attitudes toward the police	34%	63%	3%
d. Increased volunteer activities by citizens	17%	58%	24%
e. Increased officers' level of job satisfaction	13%	73%	14%
f. Increased response time	6%	23%	71%
g. Shortened response time	7%	38%	55%
h. Reduced crime against persons	11%	63%	26%
i. Reduced crime against property	11%	66%	23%
j. Reduced citizens' fear of crime	14%	74%	12%
k. Increased citizens' calls for service	20%	53%	28%
l. Decreased citizens' calls for service	2%	12%	86%
m. Resulted in diversion of calls from central dispatch office	3%	32%	65%
n. Increased information from citizens to police	25%	71%	4%
o. Reduced incidence of physical conflict between officers and citizens	12%	59%	29%

Table 4.22 presents these results by type of law enforcement agency. Interestingly, significantly more sheriffs' departments than municipal agencies reported that shortened response time was an effect they attributed to CP. As shown in Table 4.23(a) and 4.23(b), larger agencies (100 or more sworn personnel) were more likely than were smaller agencies to report improved cooperation between citizens and police, and increased involvement of citizens in efforts to improve the community.

Table 4.22: Community Policing Results by Type of Agency

Effect of Community Policing	Municipal			Sheriff			Sig. Level Controlling for Size
	To a Great Extent	To Some Extent	Not at All	To a Great Extent	To Some Extent	Not at All	
a. Improved cooperation between citizens and police	37%	62%	1%	36%	63%	2%	.0001
b. Increased involvement of citizens in efforts to improve the community	29%	66%	5%	28%	66%	6%	.0007
c. Improved citizens' attitudes toward the police	34%	64%	3%	37%	61%	3%	NS
d. Increased volunteer activities by citizens	16%	60%	24%	22%	51%	27%	NS
e. Increased officers' level of job satisfaction	13%	74%	13%	20%	68%	11%	NS
f. Increased response time	6%	22%	73%	8%	28%	65%	NS
g. Shortened response time	7%	36%	57%	9%	46%	44%	.0001
h. Reduced crime against persons	11%	62%	27%	7%	69%	24%	NS
i. Reduced crime against property	12%	67%	22%	8%	64%	28%	.0076
j. Reduced citizens' fear of crime	15%	73%	12%	10%	78%	12%	.0003
k. Increased citizens' calls for service	19%	52%	29%	20%	56%	23%	NS
l. Decreased citizens' calls for service	2%	12%	86%	<1%	11%	89%	NS
m. Diversion of calls from central dispatch office	3%	31%	66%	1%	38%	61%	NS
n. Increased information from citizens to police	25%	71%	4%	23%	72%	5%	NS
o. Reduced incidence of physical conflict between officers and citizens	13%	58%	30%	9%	64%	27%	NS

Table 4.23(a): Results of Community Policing by Size of Agency (5-24 and 25-49 Sworn Personnel)

Effect of Community Policing	5-24 Sworn Personnel			25-49 Sworn Personnel		
	To a Great Extent	To Some Extent	Not at All	To a Great Extent	To Some Extent	Not at All
a. Improved cooperation between citizens and police	34%	65%	1%	33%	66%	2%
b. Increased involvement of citizens in efforts to improve the community	24%	68%	8%	25%	70%	5%
c. Improved citizens' attitudes toward the police	34%	63%	3%	31%	67%	2%
d. Increased volunteer activities by citizens	11%	60%	29%	18%	58%	24%
e. Increased officers' level of job satisfaction	16%	71%	14%	12%	72%	16%
f. Increased response time	9%	22%	69%	3%	18%	79%
g. Shortened response time	7%	42%	50%	8%	32%	60%
h. Reduced crime against persons	12%	62%	27%	9%	58%	33%
i. Reduced crime against property	12%	62%	27%	9%	65%	24%
j. Reduced citizens' fear of crime	12%	73%	14%	15%	74%	11%
k. Increased citizens' calls for service	23%	54%	23%	19%	44%	38%
l. Decreased citizens' calls for service	2%	10%	88%	2%	13%	85%
m. Diversion of calls from central dispatch office	2%	24%	74%	3%	31%	67%
n. Increased information from citizens to police	27%	70%	4%	17%	75%	8%
o. Reduced incidence of physical conflict between officers and citizens	15%	56%	29%	8%	62%	31%

Table 4.23(b): Results of Community Policing by Size of Agency (50-99, 100-499 and 500+ Sworn Personnel)

Effect of Community Policing	50-99 Sworn Personnel			100-499 Sworn Personnel			500+ Sworn Personnel		
	To a Great Extent	To Some Extent	Not at All	To a Great Extent	To Some Extent	Not at All	To a Great Extent	To Some Extent	Not at All
a. Improved cooperation between citizens and police	44%	55%	1%	55%	45%	<1%	58%	43%	0%
b. Increased involvement of citizens in efforts to improve the community	34%	64%	2%	48%	52%	1%	62%	38%	0%
c. Improved citizens' attitudes toward the police	36%	62%	2%	44%	56%	<1%	39%	62%	0%
d. Increased volunteer activities by citizens	28%	55%	18%	38%	52%	10%	34%	60%	6%
e. Increased officers' level of job satisfaction	11%	80%	9%	16%	78%	6%	18%	72%	20%
f. Increased response time	1%	30%	68%	2%	25%	72%	5%	34%	60%
g. Shortened response time	7%	33%	60%	6 %	34%	60%	6%	27%	66%
h. Reduced crime against persons	7%	72%	21%	13%	72%	15%	16%	68%	16%
i. Reduced crime against property	6%	67%	27%	14%	70%	16%	14%	70%	17%
j. Reduced citizens' fear of crime	15%	75%	10%	20%	74%	6%	21%	74%	5%
k. Increased citizens' calls for service	10%	61%	29%	15%	59%	27%	13%	59%	28%
l. Decreased citizens' calls for service	1%	13%	86%	1%	17%	82%	1%	27%	72%
m. Diversion of calls from central dispatch office	1%	43%	56%	7%	54%	39%	8%	65%	27%
n. Increased information from citizens to police	25%	72%	4%	28%	72%	1%	30%	70%	0%
o. Reduced incidence of physical conflict between officers and citizens	8%	64%	28%	15%	8%	29%	8%	62%	30%

ORGANIZATIONAL ARRANGEMENTS

Managerial processes and organizational structure have been discussed earlier in this chapter. In this section, results from the survey pertaining to additional issues related to the organizational structure and function are provided. All respondents, regardless of whether they had or had not implemented CP, were asked to indicate whether each of 17 organizational arrangements were "currently in place," "not currently in place," or "NA (not applicable)." For the purposes of analysis, the "not applicable" responses were eliminated from the analysis. The percentage of agencies that currently had each arrangement is shown in Table 4.24, first for all agencies and then by type of agency. Of the 17 arrangements listed, at least 50 percent of the agencies had the following eight arrangements in place:

- Information regularly provided by detectives to patrol officers (84%)
- Interagency drug task force (78%)
- Detectives integrated into problem-solving efforts (62%)
- Beat or patrol boundaries that coincided with neighborhood boundaries (61%)
- Specialized crime prevention unit (57%)
- Fixed shifts (54%)
- Specialized problem-solving unit (50%)
- Multidisciplinary teams to deal with special problems such as child abuse (50%).

Table 4.24: Organizational Arrangements—All Agencies and by Type of Agency

Organizational Arrangement	Percentage That Currently Had Organizational Arrangement In Place			Sig. Level Controlling for Size
	All Agencies	Municipal	Sheriff	
a. Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction	**38%**	37%	43%	NS
b. Beat or patrol boundaries that coincide with neighborhood boundaries	**61%**	62%	55%	.026
c. Physical decentralization of field service	**27%**	24%	36%	.001
d. Physical decentralization of investigations	**21%**	19%	28%	.001
e. Means of accessing other city or county databases to analyze community or neighborhood conditions	**47%**	48%	44%	NS
f. Fixed shifts (changing no more than annually)	**54%**	53%	56%	NS
g. Centralized crime analysis unit/function	**46%**	47%	43%	.001
h. Decentralized crime analysis unit/function	**8%**	9%	5%	NS
I. Specialized community relations unit	**24%**	25%	19%	.001
j. Specialized problem-solving unit	**50%**	53%	40%	.001
k. Specialized crime prevention unit	**57%**	58%	54%	.001
l. Multidisciplinary teams to deal with special problems such as child abuse	**50%**	47%	61%	.006
m. Interagency drug task force	**78%**	76%	86%	.030
n. Interagency code enforcement	**38%**	41%	19%	.001
o. Geographic responsibility given to detectives	**23%**	19%	35%	.001
p. Information regularly provided by detectives to patrol officers	**84%**	85%	81%	NS
q. Detectives integrated into problem-solving efforts	**62%**	64%	57%	NS

All agencies that implemented or planned to implement CP had these eight organizational arrangements in place (Table 4.25). Of the eight arrangements listed above, at least 50 percent of the agencies that had *not* implemented CP had the following three arrangements in place:

- Information regularly provided by detectives to patrol officers (74%)
- Interagency drug task force (73%)
- Fixed shifts (63%).

A greater percentage of agencies that had *not* implemented CP (63%) had fixed shifts compared to agencies that implemented or planned to implement CP (52%). Only eight percent of all agencies reported they currently had a decentralized crime analysis unit/function. This figure drops to 2 percent for agencies that had *not* implemented CP.

Significantly more municipal than sheriffs' agencies had the following arrangements in place:

- Beat or patrol boundaries that coincide with neighborhood boundaries
- Centralized crime analysis unit/function
- Specialized community relations unit
- Specialized problem-solving unit
- Specialized crime prevention unit
- Interagency code enforcement.

Table 4.25: Organizational Arrangements for All Agencies and CP/Non-CP Agencies

Organizational Arrangement	Percent of Agencies That Currently Had Organizational Arrangement in Place		
	All Agencies	Implemented CP	Have Not Implemented CP
a. Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction	**38%**	41%	18%
b. Beat or patrol boundaries that coincide with neighborhood boundaries	**61%**	63%	42%
c. Physical decentralization of field service	**27%**	28%	21%
d. Physical decentralization of investigations	**21%**	21%	19%
e. Means of accessing other city or county databases to analyze community or neighborhood conditions	**47%**	47%	41%
f. Fixed shifts (changing no more than annually)	**54%**	52%	63%
g. Centralized crime analysis unit/function	**46%**	46%	37%
h. Decentralized crime analysis unit/function	**8%**	8%	2%
I. Specialized community relations unit	**24%**	26%	4%
j. Specialized problem-solving unit	**50%**	54%	26%
k. Specialized crime prevention unit	**57%**	61%	40%
l. Multidisciplinary teams to deal with special problems such as child abuse	**50%**	53%	36%
m. Interagency drug task force	**78%**	78%	73%
n. Interagency code enforcement	**38%**	40%	21%
o. Geographic responsibility given to detectives	**23%**	23%	13%
p. Information regularly provided by detectives to patrol officers	**84%**	75%	74%
q. Detectives integrated into problem-solving efforts	**62%**	53%	47%

Significantly more sheriffs' departments than municipal departments had the following arrangements in place:

- Physical decentralization of field service
- Physical decentralization of investigations
- Multidisciplinary teams to deal with special problems such as child abuse
- Interagency drug task force

Geographic responsibility given to detectives.

As shown in Table 4.26, with only one exception, a higher percentage of the largest agencies compared to the smaller agencies had the various organizational arrangements in place. The exception is that mid-sized agencies (with 25 to 499 sworn personnel) more than the smallest (5 to 24 sworn personnel) or largest (500+ sworn personnel) agencies reported that information was provided regularly by detectives to patrol officers.

Table 4.26: Organizational Arrangements by Size of Agency

Organizational Arrangement	Percentage That Currently Had Organizational Arrangement in Place				
	5-24	25-49	50-99	100-499	500+
a. Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction	32%	35%	44%	60%	87%
b. Beat or patrol boundaries that coincide with neighborhood boundaries	51%	69%	67%	71%	77%
c. Physical decentralization of field services	18%	27%	30%	49%	83%
d. Physical decentralization of investigations	20%	24%	14%	24%	61%
e. Means of accessing other city or county databases to analyze community or neighborhood conditions	47%	40%	53%	53%	62%
f. Fixed shifts (changing no more than annually)	53%	52%	57%	58%	67%
g. Centralized crime analysis unit/function	35%	49%	565	69%	86%
h. Decentralized crime analysis unit/function	8%	5%	8%	9%	35%
I. Specialized problem-solving unit	13%	25%	37%	45%	52%
j. Specialized community relations unit	37%	57%	64%	73%	75%
k. Specialized crime prevention unit	39%	62%	72%	84%	88%
l. Multidisciplinary teams to deal with special problems such as child abuse	45%	47%	58%	64%	82%
m. Interagency drug task force	71%	82%	91%	91%	99%
n. Interagency code enforcement	32%	39%	50%	45%	63%
o. Geographic responsibility given to detectives	14%	20%	23%	50%	79%
p. Information regularly provided by detectives to patrol officers	78%	93%	90%	87%	79%
q. Detectives integrated into problem-solving efforts	62%	66%	60%	55%	71%

PERSONNEL DUTIES AND RESPONSIBILITIES

This section of the report examines the responsibilities of operational and civilian personnel, and managers and supervisors of field operations.

PATROL OFFICER/DEPUTY/CIVILIAN PERSONNEL RESPONSIBILITIES

Revision of an agency's activities, duties, or responsibilities can have a great impact on the managerial functions and human resources interventions (e.g., training, performance evaluation, and classification of jobs). In agencies undergoing the transition to CP, it is imperative that job functions of personnel contribute to CP's goals and objectives and that they provide a map for employees to follow.

Respondents were asked about some of the things patrol officers, deputies, and/or nonsworn officers in their agencies might be expected to do or for which they might be held responsible. For each function or activity, respondents were asked to check the appropriate code or codes to indicate whether it was the responsibility of most of the patrol officers/deputies, the responsibility of some patrol officers/deputies, or the responsibility of a special unit of patrol officers/deputies. In addition, respondents indicated whether the function/activity was the responsibility of civilian personnel. (Note: respondents were able to check all that apply, thus percentages will not total 100 percent in Tables 4.27 and 4.28.) If the function or activity was not practiced, respondents were directed to check "none/not applicable."

Referring to Tables 4.27 and 4.28, the functions were performed by all four groups, with civilians recording the lowest performance in nearly all of the functions. "Most patrol officers/deputies" recorded the lowest participation in—

- Conducting crime analysis for area of assignment (10%)

- Meeting regularly with community groups (11%)
- Conducting surveys in area of assignment (7%).

Most patrol officer/deputies in agencies that had implemented CP still recorded the lowest participation in these three areas. In fact, slightly more (13%) agencies that had not implemented CP said most of their patrol officers or deputies regularly meet with community groups. These activities were more likely to be conducted by "some patrol officers/deputies"; this subgroup may be assigned to community relations or community policing units or squads. Agencies that had implemented CP were more likely to have "some patrol officers or deputies" or a "special patrol unit" carry out these functions. The data indicate that civilians were not being utilized to perform the various functions regardless of whether or not agencies had implemented CP.

The data also reveal that various groups of line-level employees perform the various functions. Since more than 50 percent of the agencies did not have job descriptions or had not revised them, it is likely that role confusion exists for these personnel.

Table 4.27: Patrol Officer/Deputy, Special Patrol Unit, and Civilian Personnel Responsibilities—All Agencies

Function/Activity	Percentage of Personnel Who Practice or Are Responsible For the Function/Activities				
	Most Patrol Officers or Deputies	Some Patrol Officers or Deputies	Special Patrol Unit	Civilian Personnel	None/Not Applicable
a. Make door-to-door contacts in neighborhoods	33%	28%	11%	4%	28%
b. Develop familiarity with community leaders in area of assignment	44%	29%	11%	4%	17%
c. Work with citizens to identify and resolve area problems	48%	32%	15%	4%	8%
d. Assist in organizing the community	16%	33%	20%	7%	31%
e. Teach residents how to address community problems	17%	35%	21%	6%	26%
f. Work regularly with detectives on cases in area of assignment	45%	23%	7%	2%	27%
g. Conduct crime analysis for area of assignment	10%	20%	12%	10%	50%
h. Meet regularly with community groups	11%	43%	26%	4%	21%
i. Enforce civil and code violations in area	40%	16%	8%	12%	28%
j. Work with other city agencies to solve neighborhood problems	33%	32%	16%	4%	21%
k. Conduct surveys in area of assignment	7%	15%	14%	7%	58%
l. Act like "chief of beat"	18%	16%	6%	<1%	58%

Table 4.28: Patrol Officer/Deputy, Special Patrol Unit, and Civilian Personnel Responsibilities—CP and Non-CP Agencies

Function/Activity	Percentage of Personnel Who Practice or Are Responsible for the Function/Activity									
	Most Patrol Officers or Deputies		Some Patrol Officers or Deputies		Special Patrol Unit		Civilian Personnel		None/Not Applicable	
	CP	Non-CP	CP	Non-CP	CP	Non-CP	CP	Non-CP	CP	Non-CP
a. Make door-to-door contacts in neighborhoods	35%	27%	31%	16%	13%	2%	5%	<1%	23%	53%
b. Develop familiarity with community leaders in area of assignment	46%	38%	31%	23%	13%	3%	4%	3%	14%	31%
c. Work with citizens to identify and resolve area problems	48%	45%	33%	28%	18%	4%	5%	1%	6%	22%
d. Assist in organizing the community	16%	13%	36%	19%	23%	4%	7%	3%	24%	59%
e. Teach residents how to address community problems	16%	19%	38%	23%	25%	8%	7%	1%	21%	49%
f. Work regularly with detectives on cases in area of assignment	47%	38%	25%	15%	8%	3%	2%	<1%	25%	40%
g. Conduct crime analysis for area of assignment	10%	8%	21%	10%	15%	4%	11%	7%	47%	70%
h. Meet regularly with community groups	11%	13%	47%	29%	29%	12%	5%	1%	16%	44%
i. Enforce civil and code violations in area	41%	40%	17%	10%	10%	3%	14%	6%	25%	41%
j. Work with other city agencies to solve neighborhood problems	33%	34%	34%	24%	19%	4%	5%	1%	18%	35%
k. Conduct surveys in area of assignment	7%	8%	17%	9%	18%	1%	8%	3%	54%	76%
l. Act like "chief of beat"	19%	18%	17%	7%	7%	2%	<1%	0%	55%	68%

AUTHORITY AND RESPONSIBILITY OF MANAGERS AND SUPERVISORS OF FIELD OPERATIONS

The second question in this section sought to identify the tasks assigned to higher ranking personnel. Table 4.29 lists duties or tasks for which captains, lieutenants, sergeants, or other personnel might be responsible. The respondents were instructed to indicate all managers and supervisors in their agency who were responsible for each task, so more than one box could be checked for each listing. If nobody was responsible for a particular duty or task, NA (not applicable) was marked.

The data reveal that these functions were performed by all three ranks—sergeants, lieutenants, and captains. The only clear majority was for the rank of sergeant. Respondents indicated sergeants elicited input from officers/deputies about solutions to community problems (56%), and they provided advice and guidance to officers about community interaction and problem resolution (50%). As shown in Table 4.30, sergeants in agencies that implemented CP were more likely than their counterparts in agencies that had not implemented CP (61% versus 40%) to elicit input from officers/deputies about solutions to community problems and provide advice and guidance to officers about community interaction and problem resolution (56% CP sergeants versus 29% NoCP sergeants).

Cross-tabulation analysis indicates that, in smaller agencies (51-24 sworn personnel), sergeants were more likely to be responsible for more tasks than captains and lieutenants. This may be due to the fact that, in smaller agencies, sergeants may serve as the equivalent of captains in larger agencies.

Table 4.29: Authority and Responsibility of Managers and Supervisors of Field Operations—All Agencies

Task	Percentage Of Personnel Who Are Responsible For the Task				
	Captain	Lieutenant	Sergeant	Other	Not Applicable
a. Redesign organization to support problem-solving efforts	27%	27%	21%	31%	24%
b. Maintain regular contact with community leaders	30%	31%	38%	47%	10%
c. Establish interagency relationships	35%	38%	40%	44%	11%
d. Make final decision about which problems are to be addressed in geographic area of responsibility	27%	27%	26%	39%	15%
e. Make final decision about how to handle most community problems	29%	25%	27%	47%	11%
f. Make final decision about application of agency resources to solve problem in geographic area of responsibility	28%	22%	19%	44%	14%
g. Elicit input from officers/deputies about solutions to community problems	30%	40%	56%	38%	8%
h. Manage crime analysis for geographic area of responsibility	14%	19%	19%	33%	34%
i. Arrange officers' schedules to allow time for community policing and problem-solving	19%	30%	36%	24%	19%
j. Make resources available for officers to use in community policing and problem-solving efforts	28%	31%	35%	34%	0%
k. Provide advice and guidance to officers about community interaction and problem resolution	29%	40%	50%	35%	10%
l. Evaluate performance in geographic area of responsibility	23%	31%	40%	26%	22%

Table 4.30: Authority and Responsibility of Managers and Supervisors of Field Operations—CP and Non-CP Agencies

Task	Percentage Of Personnel Who Are Responsible for the Task									
	Captain		Lieutenant		Sergeant		Other		Not Applicable	
	CP	Non-CP	CP	Non-CP	CP	Non-CP	CP	Non-CP	CP	Non-CP
a. Redesign organization to support problem-solving efforts	30%	14%	30%	13%	24%	10%	32%	30%	21%	40%
b. Maintain regular contact with community leaders	33%	17%	35%	17%	42%	20%	48%	39%	6%	29%
c. Establish interagency relationships	39%	21%	41%	24%	44%	27%	46%	38%	7%	28%
d. Make final decision about which problems are to be addressed in geographic area of responsibility	30%	13%	31%	12%	29%	15%	38%	42%	12%	29%
e. Make final decision about how to handle most community problems	32%	18%	28%	12%	30%	17%	46%	51%	9%	20%
f. Make final decision about application of agency resources to solve problem in geographic area of responsibility	31%	15%	26%	10%	21%	9%	43%	49%	12%	24%
g. Elicit input from officers/deputies about solutions to community problems	33%	19%	44%	25%	61%	40%	38%	36%	5%	22%
h. Manage crime analysis for geographic area of responsibility	16%	8%	20%	13%	21%	15%	32%	34%	33%	39%
i. Arrange officers' schedules to allow time for community policing and problem-solving	22%	9%	35%	11%	42%	13%	23%	29%	14%	41%
j. Make resources available for officers to use in community policing and problem-solving efforts	32%	12%	35%	14%	40%	12%	35%	28%	0%	0%
k. Provide advice and guidance to officers about community interaction and problem resolution	33%	11%	44%	24%	56%	29%	36%	31%	6%	28%
l. Evaluate performance in geographic area of responsibility	26%	8%	34%	19%	45%	22%	26%	25%	18%	42%

COMMUNITY PARTICIPATION

Traditional police culture has not been conducive to community participation. Poor police-community relations have left some community members wary of the police. Some people prefer to be left alone and let the police do their job. When community members are involved in community policing, all too often, members of the community have been given peripheral functions. Opening up operations to people who allegedly have no experience in policing is difficult, at best.

In assessing community participation, respondents were requested to indicate the different ways in which their agencies currently worked with citizens. For each of the 16 items, respondents would select "currently being done" or "not currently being done." As shown in Table 4.31, at least three-fourths of the agencies that had implemented CP involved citizens in the following ways:

- Participation in a Neighborhood Watch program (80%)
- Attend police/community meetings (85%)
- Work with police to identify and resolve community or neighborhood problems (79%).

Just under half (48%) of the respondents from agencies that implemented CP reported that their citizens served as volunteers within their agencies, 36 percent reported that citizens served on citizen's advisory councils at the city or county level, and 33 percent reported that citizens served on advisory councils at the neighborhood level to provide input/feedback on department policies and practices. None of the other modes of citizen involvement were reported by more than one-quarter of the agencies that report having adopted CP.

Table 4.31: Citizens' participation for All Agencies and CP/Non-CP Agencies

Type of Citizen's Participation	Percent of Agencies That Currently Have This Type of Citizens' participation in Place		
	All Agencies	Implemented CP	Have Not Implemented CP
a. Participate in Neighborhood Watch program	**76%**	80%	56%
b. Attend police/community meetings	**80%**	85%	61%
c. Serve as volunteers within the police agency	**44%**	48%	27%
d. Attend citizen police academy	**21%**	25%	6%
e. Serve in citizen patrols coordinated by your agency	**17%**	19%	5%
f. Serve on citizen's advisory councils at the neighborhood level to provide input/feedback on department policies and practices	**28%**	33%	10%
g. Serve on citizen's advisory councils at the city or county level	**32%**	36%	15%
h. Participate in Court Watch program	**9%**	9%	6%
i. Serve on advisory group for chief or other agency managers	**24%**	26%	14%
j. Prepare agreements specifying work to be done on problems by citizens and police	**13%**	15%	7%
k. Work with police to identify and resolve community or neighborhood problems	**73%**	79%	46%
l. Help develop policing policies	**16%**	17%	9%
m. Help evaluate officers' performance	**13%**	12%	11%
n. Help review complaints against police	**11%**	11%	12%
o. Participate in selection process for new officers	**22%**	23%	15%
p. Participate in promotional process	**16%**	16%	13%

With the exception of the 79 percent of CP agencies that work with citizens to identify and resolve community or neighborhood problems, the ways in which citizens were involved with the police are characteristic of traditional ways in which communities have worked with the police. However, the involvement of citizens is clearly greater within the agencies that have implemented

CP, compared with those that have not. The different use of citizens by CP agencies and non-CP agencies was most pronounced for the following modes of citizens' participation:

- Work with police to identify and resolve community or neighborhood problems
- Participate in a Neighborhood Watch program
- Attend police/community meetings
- Serve on citizen's advisory councils at the neighborhood level to provide input/feedback on department policies and practices
- Serve on citizens' advisory councils at the city or county level
- Serve as volunteers within the police agency.

Type of citizens' participation was examined by size and type of agency. As shown in Table 4.32, there is little difference in the rate of participation between municipal and sheriffs' departments. Generally, the larger the agency, the greater the participation of citizens. However, it is worth noting that while very few agencies have citizens help evaluate officers' performance, participate in the selection process for new officers, or participate in promotional process, the smallest agencies (5-24 sworn personnel) reported higher levels of citizens' participation in these three areas than the largest agencies with 500 or more sworn personnel (see Table 4.32).

Table 4.32: Citizens' Participation—All Agencies and by Type and Size of Agency

Type of Citizens' Participation	All Agencies	Type of Agency		Number of Sworn Personnel				
		Municipal	Sheriff	5-24	25-49	50-99	100-499	500+
a. Participate in a Neighborhood Watch program	**76%**	75%	78%	63%	88%	96%	97%	99%
b. Attend police/community meetings	**80%**	80%	80%	74%	85%	88%	95%	100%
c. Serve as volunteers within the police agency	**44%**	43%	47%	33%	50%	59%	77%	82%
d. Attend citizen police academy	**21%**	22%	16%	11%	23%	40%	58%	81%
e. Serve in citizen patrols coordinated by your agency	**17%**	17%	15%	10%	18%	26%	37%	58%
f. Serve on citizen's advisory councils at the neighborhood level to provide input/feedback on department policies and practices	**28%**	29%	25%	21%	36%	34%	47%	72%
g. Serve on citizen's advisory councils at the city or county level	**32%**	31%	34%	27%	32%	37%	49%	75%
h. Participate in Court Watch program	**9%**	8%	10%	7%	11%	9%	13%	17%
i. Serve on advisory group for chief or other agency managers	**24%**	23%	25%	18%	25%	34%	41%	63%
j. Prepare agreements specifying work to be done on problems by citizens and police	**13%**	13%	14%	12%	15%	14%	19%	26%
k. Work with police to identify and resolve community or neighborhood problems	**73%**	74%	68%	68%	71%	85%	90%	97%
l. Help develop policing policies	**16%**	15%	18%	17%	11%	13%	20%	23%
m. Help evaluate officers' performance	**13%**	12%	15%	13%	12%	13%	11%	8%
n. Help review complaints against police	**11%**	11%	15%	13%	9%	7%	11%	29%
o. Participate in selection process for new officers	**22%**	22%	19%	23%	22%	19%	18%	17%
p. Participate in promotional process	**16%**	16%	16%	15%	18%	20%	18%	12%

OTHER APPROACHES

Respondents had the opportunity to share information on other areas not covered in the survey. An open-ended question (number 32) resulted in reiterations of many of the programs, policies, and strategies addressed in the survey itself. Many used it as an opportunity to talk about their agency's strengths. Several of the smaller jurisdictions detailed how, because of their small sizes, they always have been involved in community policing. Those who answered this question focused on programs as opposed to policies. Too numerous to detail in this report, those programs ranged from bike patrol and citizens' academies to equipping officers with mobile computers and working closely with the retail community and senior citizens. Several also indicated they had or were planning to implement youth-focused programs, such as juvenile-based community policing, youth or peer juries, youth mentor programs, at-risk programs, Police Athletic Leagues, and other programs aimed at improving relationships between the police and youth.

One respondent wrote that the department had "abandoned [the] traditional military management approach." Further research should explore the management approach used, the necessary organizational changes and alterations to personnel policies and practices, and the effects of these changes on the organization and the community.

Several jurisdiction-specific problems were discussed in this section. One agency was waiting for Federal funding in order to obtain sorely needed personnel training. Another agency indicated a personnel shortage and that its current priority was to fully staff the department. According to the respondent, "We hope to one day have enough personnel and finances to begin some type of community policing. . . . We hope to be able to readily gauge crime trends on a weekly basis by having [enough] personnel to keep statistics to enable this kind of tracking." Other agencies reported

that they were in the beginning stages of implementing community policing and were meeting resistance from personnel because CP required changes to current policies and processes.

Finally, one respondent shared the experience of rebuilding an agency that had a part-time police chief. The town relied heavily on part-time officers who were academy trained, but who had full-time status with other police agencies. The difficulty was simply trying to deploy two officers per shift. Staffing problems were further exacerbated because three-fourths of the department had left in the past 2 years. Budget problems inhibited the formation of any "special" police functions, such as detectives or crime prevention personnel (funds had not been appropriated).

LESSONS LEARNED

While every organization is unique, it is beneficial to hear about others' experiences with similar situations. In question 33, respondents were asked to share what they had learned from their departments' changed policies or practices. A content analysis of the open-ended responses was conducted to identify major response categories. Of the 1,637 respondents who completed the survey, 253 (15.5%) respondents answered question 33. Six major categories of responses emerged and are listed below. Within each category sample comments are provided.

1. BEFORE SWITCHING TO COMMUNITY POLICING, TAKE THE TIME TO PREPARE FOR THIS CHANGE.

Numerous people discussed the importance of "not jumping into" community policing. For instance, they stressed the value of having a vision, providing training, developing policies, and securing a commitment from department personnel before implementing CP. One respondent reported: "We began to implement without a clear plan. This created confusion and no vision." Another individual said, "Clear policies make clear what the objectives are and reduce confusion and

interpretation." Also, people need to believe in CP and be ready to implement it. Several individuals discussed the importance of having an internal commitment, as well as appropriate training before implementing CP.

Respondents highlighted the importance of involving departmental personnel, as well as community stakeholders in the planning process. One respondent stated, "Involve all personnel in the decision-making process. It will go a long way toward reducing resistance among officers. Also, recruit support from political leaders and city staff." Another person suggested that all stakeholders and community members should be included in developing the community policing approach, and another respondent noted that, "Some of the best ideas come from the community." It also is helpful to learn from agencies that have already implemented CP. Several individuals mentioned contacting agencies that were experienced with community policing.

2. SHIFTING TO COMMUNITY POLICING TAKES A LONG TIME.

"Changing to community policing is not a short-term project. It will take most agencies a decade or more to fully complete the change." Many respondents echoed this person's opinion. Several respondents said it takes at least 5 years to shift to CP, cautioning that agency personnel must have great patience and not expect rapid changes. Numerous people reiterated the importance of patience and not expecting change to occur quickly:

- "Change doesn't come quick, especially infrastructure, which may take years. People require constant coaching, reinforcement, and development."
- "Changing organizational environment, attitudes, and philosophy takes a long time. This is a minimum 5- to 10-year process."
- "Policy changes related to community policing and the acceptance of the policies by police officers is a slow, evolutionary process that requires patience and persistence."

➢ "We made major changes over a very short period of time. It may have 'overloaded' personnel and created some unnecessary resistance. A longer term approach over a period of years may have been easier to implement."

The shift to CP should occur gradually. People need time to adjust to new ideas, and the transition will be smoother if it does not occur too quickly. "It takes time for officers and citizens to change the way they are accustomed to doing business. Full implementation could take years." Similarly, "Make changes slowly. Change is hard for people to accept abruptly." "Go slow, take your time, and do it right."

3. COMMITMENT IS CRUCIAL TO MAKING COMMUNITY POLICING A SUCCESS.

According to many respondents, CP will not succeed without widespread support. Some individuals stressed the importance of buy-in from administrators, while others referenced the need for the support of officers and/or the community. Others mentioned that buy-in from all levels of the organization is critical.

Focusing on the line officers, one respondent suggested that agencies should "communicate the reasons and justification for organizational change." It is helpful to show people how they will benefit from this new approach. For example, "[s]how the officers how COP will benefit them in their daily job. For example, it can save them time by addressing the cause of a problem as opposed to the symptom."

Some respondents discussed the importance of obtaining supervisors' support first, for the subordinates' support then would follow. In one person's opinion, "The top administration of a department must 'show the way' to subordinates for all to 'buy in' to COP."

Referencing both officers and supervisors, respondents indicated that one way to encourage buy-in is to solicit people's input. "The critical factor in making changes in policies is to develop

a feeling of ownership. . . . Adhering to a policy that you feel you developed is much easier to accept than a policy thrust upon you."

Some respondents referred to the need for obtaining community support before implementing a CP approach. "Go out and explain the goals to the community and to the department members before making changes."

4. IT IS CRITICAL TO PROVIDE TRAINING/EDUCATION.

Several respondents conveyed that training or another form of education is critical to CP's successful implementation. Indeed, "[t]raining and educating the workforce about community policing is the most important step in gaining acceptance of the philosophy." People need to be made aware of what CP is and what benefits it offers. "We went 3 years without adequate training. This created a huge lull in the effort." A few individuals mentioned the importance of problem-solving skills, and one person talked about the need for training in community organizing.

Training and education should occur in numerous venues. In addition to providing training to the police force, the public also needs training and education in CP. "Community training sessions are essential to educate and bring on board the people you must have for any real chance at full implementation of community policing." One person described how the department goes to schools, churches, civic organizations, and businesses to hear citizens' ideas and to educate them about CP.

Training needs to be ongoing. It is insufficient to provide training only when CP is first initiated. "We, as many others, have learned there is a definite need for continuous 'inner-agency' training and updating of officers on current and proposed COPS programs. . . . We see a need to allow COPS officers the time to network and exchange ideas, programs, and problems."

5. COMMUNITY POLICING SHOULD INVOLVE EVERYBODY, NOT ONLY A SPECIALIZED UNIT.

According to all who addressed the subject, community policing should involve the entire department and should not be assigned to a specialized unit. Numerous people agreed that "participation at all levels is critical to a successful change." In this way, "you are able to target a larger population base and have the entire department supporting the activities needed to assist the community." One respondent said, "Implementing community policing strategies and concepts is easy when using units specifically designed for that purpose and function. Integrating the entire agency to fulfill community policing goals and objectives is the hard part. However, this must be accomplished so that there is a true partnership, based on mutual understanding and respect, between the police and citizens." Another person stated, "Specialized units tend to make the other employees take a 'not my job' attitude. The best approach is a departmentwide enrollment backed up by training and follow-through."

6. EFFECTIVE COMMUNITY POLICING ENTAILS LEARNING AND MAKING ADJUSTMENTS OVER TIME.

Once a community policing approach is implemented, the work does not end. Rather, as an organization carries out CP, it will identify areas requiring adjustments. A few people mentioned the importance of conducting ongoing evaluations and making the modifications indicated by the evaluations. Carrying out community policing is not a static process; instead, it involves ongoing learning. As one person said, "It takes a continuing effort and great flexibility in dealing with specific problems and specific groups to accomplish goals. What worked in one area in an enforcement problem does not necessarily mean it will work with another." Summarizing this point, another respondent said, "Be willing to make adjustments and have patience."

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Chapter 5. The Changing Face of Community Policing: A Comparison of 1993 and 1997 National Survey Results

CHAPTER 5. THE CHANGING FACE OF COMMUNITY POLICING: A COMPARISON OF 1993 AND 1997 NATIONAL SURVEY RESULTS

INTRODUCTION

Community policing (CP) has been evolving over time. It has changed with new social and political conditions and with different perspectives on the nature and limitations of traditional policing (Wycoff, 1988; Wilson and Kelling, 1982; Kelling and More, 1987; Goldstein, 1990; Skogan, 1990). The 1997 National Update of Police and Sheriffs' Departments project was designed to update and enhance baseline information that was collected in 1993. Another purpose was to help discover the kinds of strategic and tactical changes that have taken place in American policing and the factors that seem to underlie these changes.

The results reported in this chapter represent the responses of 1,233 police and sheriffs' departments that responded to both the 1993 and 1997 surveys. The first section presents a comparative analysis of executives' attitudes and perceptions of CP, indicating the extent to which they have changed since 1993. The following section of the chapter examines organizational programs, practices, and arrangements that were implemented in 1993, and then compares them with their implementation in 1997. The last section examines what changes, if any, have occurred in the ways police agencies work with citizens in their communities. The comparative findings presented in this chapter are limited to the survey questions that will lead to a better understanding of the changes that have occurred in CP.

EXECUTIVE VIEWS ABOUT COMMUNITY POLICING

The first section of both surveys explores executives' attitudes and perceptions about community policing and its potential outcomes. Executives read statements about CP and were asked to state their level of agreement (strongly disagree, disagree, agree, or strongly agree) with each statement. They could also indicate "don't know" if they did not know or had no opinion. Since the response categories were the same for each year, comparison was straightforward. However, tests of significance could not be performed since we were unable to match the records in the 1993 executive data set with the 1997 data set.[1] As a result, the findings presented in this subsection are based on aggregate weighted data for 1993 and 1997.[2] As mentioned in Chapter 3, county agencies were recoded as either municipal or sheriff due to the small number of county agencies that responded in 1993 and again in 1997. Since we did not have the identification numbers for this section of the survey, we were unable to reclassify the 1993 county departments or correct the error in the sworn personnel variable, and thus could not perform cross-tabulation analysis.[3]

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[1] The 1993 survey guaranteed executives who completed the first section of the survey complete confidentiality. The survey contained the following statement: "No reader or other researchers will be able to identify the agency or the individual associated with these responses." As a result of this statement, the Police Foundation provided Macro with two data sets. One file contained responses to Section A—Executive Views. It did **not** include any identification numbers, but it included the type of department (municipal, county, sheriff) and size of department by the original four size categories (5-9, 10-49, 50-99, 100+). The second file contained the responses to the remaining questions and an identification number for each agency.

The treatment of the sample by means of a matched pair design was considered preferable for two reasons—(1) such a design is more powerful when there is no significant attention, and (2) treatment as independent samples cannot distinguish situations in which some agencies implement CP and some do not from situations in which there is stability in agencies' choices.

[2] It should be noted that the weights for the 1993 data were recalculated due to errors discovered in the way the weights were calculated in 1993. For a complete description of the problems associated with the 1993 data, please refer to Chapter 3—Methodology.

[3] See Chapter 3—Survey Methodology for a complete description of the problem with the size variable.

This chapter presents the responses to the nine key statements believed to provide the clearest, most unambiguous understanding of executives' views and how their views may or may not have changed over the 4-year period. Their responses to these statements are of primary interest because executives often serve as catalysts for adopting and implementing new approaches to law enforcement.

AWARENESS AND UNDERSTANDING OF COMMUNITY POLICING

Executives were asked to respond to the following statements that shed light on their awareness and understanding of CP. The statements were—

- ➢ It is not clear what community policing means in practical terms.
- ➢ Community policing is a highly effective means of providing police services.

As shown in the frequency distributions (Table 5.1) and the bar graph (Exhibit 5.1), executives' views about what CP means in practical terms have changed between 1993 and 1997.[4] In 1997, nearly one-third (31%) of executives agreed or strongly agreed that what CP means is not clear—a 16-percent drop from 1993, suggesting that executives believe they have a better understanding of what the concept means. Three percent of the respondents from both years reported they "didn't know" in response to the question.

The overwhelming majority of executives continue to agree that community policing is a highly effective means of providing police services. The percentage of executives who agreed or strongly agreed with this statement increased by 10 percent in 1997 (86% in 1997 versus 76% in

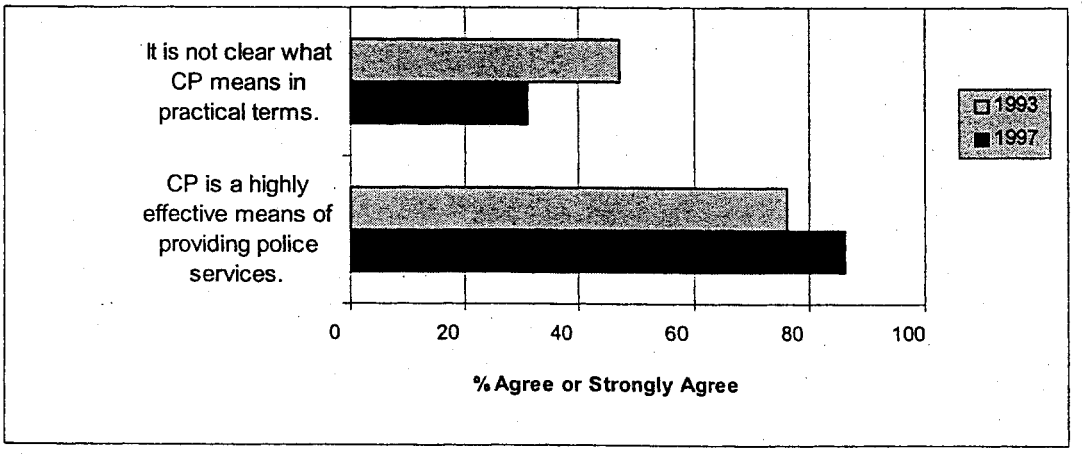
[4] The percentages reported in the tables and exhibits are based on weighted data. Using weighted data allows us to generalize the findings to the population of agencies from which the sample was drawn. See Chapter 3, Weighting of Responses section, for more information.

1993). In 1993, 18 percent of the administrators said they "didn't know" whether CP was a highly effective means of providing services. By 1997, only 8 percent said they "didn't know." Table 5.1 presents the frequency distributions for these two questions with a graphic representation shown in Exhibit 5.1.

Table 5.1: Awareness and Understanding of Community Policing

Statement	Strongly Agree		Agree		Disagree		Strongly Disagree		Don't Know	
	1993	1997	1993	1997	1993	1997	1993	1997	1993	1997
It is not clear what CP means in practical terms.	6%	2%	41%	29%	44%	51%	7%	15%	3%	3%
CP is a highly effective means of providing police services.	20%	23%	56%	63%	6%	7%	1%	1%	18%	8%

Exhibit 5.1: Awareness and Understanding of Community Policing



ORGANIZATIONAL CHANGE

Executives were asked to respond to the following items that dealt with changes that might occur in their organizations as a result of implementing CP. The items were—

- Community policing requires extensive reorganization of police agencies.
- Community policing requires major changes in organizational policies, goals, or mission statements.
- In the long run, implementing community policing requires an increase in police resources.

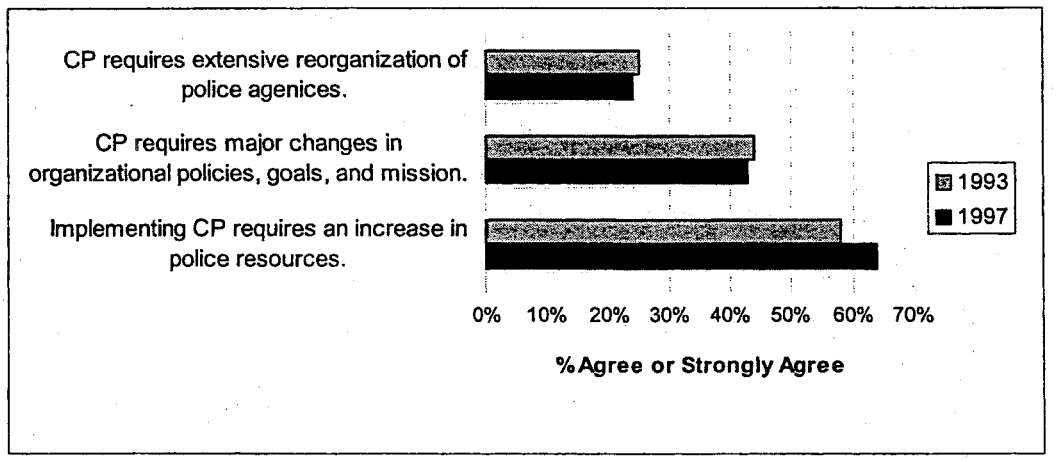
As shown in Table 5.2 and Exhibit 5.2, 24 percent of executives in 1997 and 25 percent in 1993 agreed or strongly agreed that CP required extensive reorganization of police agencies. In 1997, 4 percent said they "didn't know" whether CP required extensive reorganization, which is a decrease from the 7 percent who said they "didn't know" in 1993. Similarly, less than 50 percent of the executives in 1993 and 1997 (44% and 43%, respectively) thought that community policing required major changes in organizational policies, goals, or mission statements. Two percent of the executives in 1997 said they "didn't know" whether CP required major changes, which is a decrease from the 6 percent who did not know in 1993.

In response to the question of whether implementing CP requires additional police resources, executives' views did not change very much between 1993 and 1997. In 1997, 64 percent of executives agreed or strongly agreed with the statement, compared with 58 percent in 1993. The frequently distributions of these questions are presented below in Table 5.2 and are followed by a graphic representation of the same data (see Exhibit 5.2).

Table 5.2: Organizational Change

Statement	Strongly Agree		Agree		Disagree		Strongly Disagree		Don't Know	
	1993	1997	1993	1997	1993	1997	1993	1997	1993	1997
CP requires extensive reorganization of police agencies.	3%	3%	22%	21%	65%	69%	4%	4%	7%	4%
CP requires major changes in organizational policies, goals, and mission statements.	7%	8%	37%	35%	48%	53%	2%	2%	6%	2%
In the long run, implementing CP requires an increase in police resources.	15%	18%	43%	46%	29%	29%	4%	3%	9%	4%

Exhibit 5.2: Organizational Change



COMMUNITY POLICING IMPLEMENTATION AND TRAINING

Executives in 1993 and 1997 were asked their opinions about implementing CP and its effect on training. The statements they responded to were—

- Some form of participatory management is necessary for the successful implementation of community policing.
- Rank-and-file employees are likely to resist changes necessary to accomplish community policing.

- At present, the various police training institutions in this country do not provide adequate training in community policing.
- Community policing requires a major change in the approach to law enforcement training.

Executives were asked the extent to which they agreed or disagreed that participatory management was necessary to implement CP successfully. The vast majority agreed or strongly agreed with the statement in 1993 (89%) and 1997 (93%) (see Table 5.3 and Exhibit 5.3). More than half (52%) of executives in 1993 agreed or strongly agreed that rank-and-file employees were likely to resist changes necessary to implement CP. By 1997, the percentage of executives who agreed or strongly agreed with this statement decreased by 7 percent, to 45 percent.

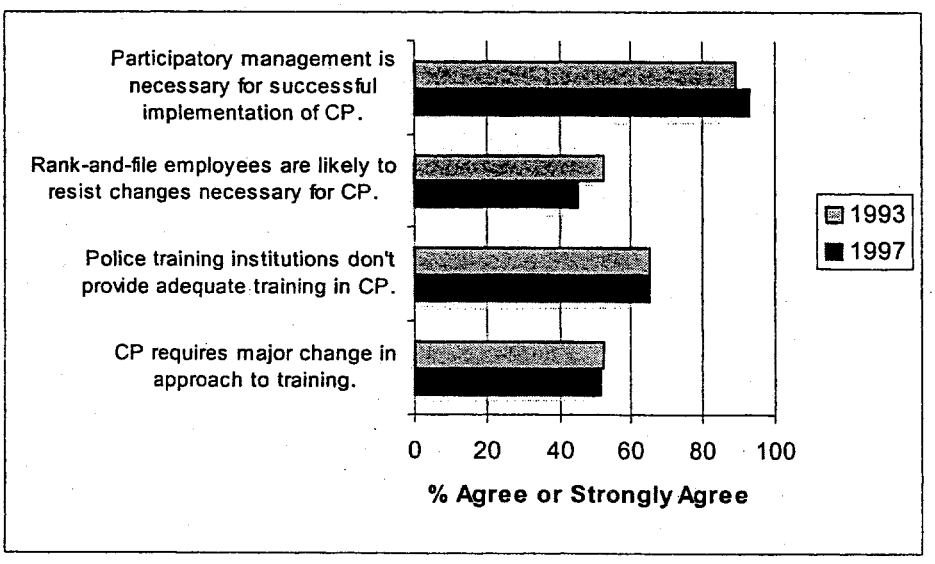
Executives continue to think that police training institutions in this country do not provide adequate training in CP. In both 1993 and 1997, the majority agreed or strongly agreed with the statement (75% and 65%, respectively). Regardless of the decrease over the 4 years, the responses still suggest that executives believe training in CP is inadequate (note: "adequate" could refer to the amount and/or quality of training). The percentage of executives who said they "don't know" remained virtually the same in 1993 and 1997 (12% and 11%, respectively).

Finally, executives were asked whether community policing requires a major change in the approach to law enforcement training. As shown in Exhibit 5.3, in both years executives were fairly evenly divided in their agreement with the statement, with 52 percent agreeing or strongly agreeing in 1993, and 51 percent agreeing or strongly agreeing in 1997. The frequency distribution for these items is presented numerically in Table 5.3 and graphically in Exhibit 5.3.

Table 5.3: Community Policing Implementation and Training

Statement	Strongly Agree		Agree		Disagree		Strongly Disagree		Don't Know	
	1993	1997	1993	1997	1993	1997	1993	1997	1993	1997
Some form of participatory management is necessary for the successful implementation of CP.	18%	17%	71%	76%	6%	3%	0%	0%	6%	5%
Rank-and-file employees are likely to resist changes necessary to accomplish CP.	6%	3%	46%	42%	36%	47%	3%	2%	8%	6%
At present, the various police training institutions do not provide adequate training in CP.	16%	12%	59%	53%	12%	22%	2%	2%	12%	11%
CP requires a major change in the approach to law enforcement training.	8%	8%	44%	43%	40%	44%	2%	2%	6%	3%

Exhibit 5.3: Community Policing Implementation and Training



EXECUTIVES' VIEWS ON THE IMPACT OF COMMUNITY POLICING

Community policing is designed to have an impact on both the agency and the community at large. Executives were asked how likely it was that their agencies or communities would experience each of nine potential outcomes as a result of implementing CP. Respondents were given four choices: (1) not at all likely, (2) somewhat likely, (3) very likely, or (4) don't know. For the purposes of this analysis, the "don't knows" were excluded. Looking at the three response categories as a continuum ranging from a low score of 1.0 (not at all a likely outcome) to a high score of 3.0 (a very likely outcome of CP), the mean scores in 1993 are compared with 1997 in order to see how administrators' perceptions have changed over time. The mean scores for the nine items are presented in Table 5.4.[5]

Table 5.4: Mean Scores of Potential Outcomes, 1993 and 1997

Potential Outcomes of Community Policing	Mean Score 1993	Mean Score 1997
a. Citizens will feel more positive about their police/law enforcement agency.	2.76	2.66
b. Officer/deputy job satisfaction levels will increase.	2.46	2.29
c. The physical environment of neighborhoods will improve.	2.45	2.31
d. The potential for physical conflict between citizens and police will decrease.	2.31	2.10
e. The problems that citizens of the community care about most will be reduced.	2.39	2.27
f. Crime rates will decrease.	2.31	2.21
g. Crime will be displaced to a noncommunity policing area.	2.09	1.97
h. The ability to respond to calls for service will decline.	1.57	1.29
i. Officer/deputy corruption will increase.	1.19	1.08

[5] The mean is often referred to as the "average." It is the sum of the individual values for each case divided by the number of cases.

The outcome executives ranked the highest (i.e., mean score was closest to 3.0) in both 1993 and 1997 was that, as a result of implementing CP, their citizens would feel more positively toward their police/law enforcement agencies. In 1993, administrators thought it was somewhat to very likely (mean=2.46) that job satisfaction levels would increase among their officers/deputies. By 1997, more administrators thought it was a "somewhat likely" outcome (mean=2.29) rather than a "very likely" outcome.

Executives in both years continued to believe that it was not likely that their agencies' ability to respond to calls would decline or that corruption would increase as a result implementing CP. In fact, virtually all administrators in 1997 (93%) thought that officer/deputy corruption would not increase as a result of implementing CP.

IMPLEMENTATION OF COMMUNITY POLICING

In 1993 and 1997, respondents were asked about their current situations regarding the adoption of a community policing approach. Respondents checked one of the following responses:

- We have not considered adopting a community policing approach.
- We considered adopting a community policing approach, but rejected the idea because it was not the appropriate approach for this agency.
- We considered adopting a community policing approach and like the idea, but it is not practical at this time.
- We are now in the process of implementing a community policing approach.
- We have implemented community policing.

A total of 1,233 departments responded to this question in both surveys. Table 5.5 is a matrix of the unweighted counts of each agency's situation regarding the adoption of community policing in 1993 and 1997. The numbers along the diagonal (lightly shaded boxes) represent those agencies whose status regarding the adoption of CP did not change between 1993 and 1997. Of the 336 agencies that said they implemented CP in 1993, 84 percent (n=282) were still using a CP approach in 1997.

The numbers in the top right half (darkly shaded boxes) represent those agencies who moved toward or implemented CP since 1993. For example, the entry in the first row, sixth column (92) is the number of agencies that chose response #1 (we have not considered adopting a community policing approach) in 1993 and response #5 (we have implemented community policing) in 1997. Seventy-three percent (n=333) of the agencies who said they were planning to implement CP in 1993 reported that they had in fact implemented CP by 1997.

The few agencies in the bottom left of Table 5.5 (boxes that are not shaded) represent those agencies where there has been less support for CP since 1993. For instance, in 1993, two agencies reported that they had implemented CP, and in 1997 those same two agencies reported that they had not considered adopting CP.

Table 5.5: Status Regarding Adoption of CP: Unweighted Results

Agencies' Situation Regarding Adopting CP						
1993	1997					
Response Category	Not implemented	Considered, but rejected	Considered, not practical	In process of implementing	Implemented	TOTAL
1. Not implemented	13	[illegible]	[illegible]	[illegible]	[illegible]	208
2. Considered, but rejected	1	3	[illegible]	[illegible]	[illegible]	38
3. Considered, not practical	7	4	16	[illegible]	[illegible]	193
4. In process of implementing	2	7	11	105	[illegible]	458
5. Implemented	2	1	11	40	282	336
TOTAL	25	19	69	296	824	1233

Legend

	No change between 1993 and 1997		Moved toward adoption of CP		Less support for adoption of CP

The weighted percentages of police and sheriffs' departments' situation regarding the adoption of a community policing approach in 1993 and 1997 is shown in Table 5.6. To better understand the changes in implementation between 1993 and 1997, a jackknife technique for variance estimation—WESVAR PC—was used.[6] Tests were conducted for each of the five response categories in 1993 and 1997. For example, we tested whether the percentage of agencies that chose "not considered adopting CP" had changed significantly from 1993 to 1997. As shown in Table 5.6, there was a significant movement toward CP between 1993 and 1997.

Table 5.6: Situation Regarding CP

[6] A jackknife technique refers to the approach used to conduct the analytics for this study. The delete-a-group jackknife was used to create the replicate weights. For more information see Chapter 3, Data Analysis section.

Table 5.6: Situation Regarding CP

Agency's Situation Regarding Adopting Community Policing	Percent 1993	Percent 1997	Level of Significance
a. Not considered adopting CP	28%	5%	.05
b. Considered, but rejected idea because it's not appropriate	3%	2%	NS
c. Considered, but it's not practical at this time	18%	8%	.05
d. In process of planning or implementing CP	31%	27%	NS
e. Implemented CP	20%	58%	.05

The differences by type of agency—municipal and sheriff's departments–were examined. As shown in Table 5.7, municipal agencies implemented CP at a higher rate in both 1993 and 1997 than sheriffs' departments did. In fact, while only 21 percent of municipal agencies implemented CP in 1993, 61 percent of these agencies had done so by 1997. Likewise we see a jump, albeit smaller, from 16 percent to 44 percent, in the number of sheriffs' departments that implemented CP between 1993 and 1997.

Table 5.7: Implementation Change by Agency Type

Agency's Situation Regarding Adopting Community Policing	Municipal			Sheriff		
	Percent 1993	Percent 1997	Sig. Level	Percent 1993	Percent 1997	Sig. Level
a. Not considered adopting CP	24%	5%	.05	47%	7%	.05
b. Considered, but rejected idea because it's not appropriate	3%	3%	NS	7%	1%	NS
c. Considered, but it's not practical at this time	20%	8%	.05	12%	10%	NS
d. In process of planning or implementing CP	33%	24%	.05	20%	38%	.05
e. Implemented CP	21%	61%	.05	16%	44%	.05

We also examined agencies' current situations regarding the adoption of CP by the number of sworn officers. The data reveal a significant change for all agency sizes for those who had implemented CP. There was a 40-percent increase in implementation of CP in the smallest agencies (5–24), and a 34-percent increase for agencies who had 25–49 and 50–99 sworn personnel. The percentage increase for the largest agencies was even greater, 42 percent for 100–499 sworn personnel, and 46 percent for agencies with 500 or more sworn personnel (see Table 5.8).

Table 5.8: Implementation of CP by Number of Sworn Personnel

Agencies' Situation Regarding Adopting Community Policing	Number of Sworn Officers/Deputies														
	5–24			25–49			50–99			100–499			500+		
	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Level
Not considered it	38%	7%	.05	27%	3%	.05	17%	3%	.05	12%	1%	.05	0%	0%	NS
Considered, rejected	1%	3%	NS	6%	2%	NS	7%	1%	NS	2%	1%	NS	1%	0%	NS
Considered, not practical	19%	10%	.05	23%	9%	.05	15%	6%	.05	12%	4%	.05	5%	1%	NS
Planning for CP	28%	24%	NS	29%	36%	NS	35%	28%	.05	43%	20%	.05	49%	8%	.05
Implemented CP	16%	56%	.05	16%	50%	.05	27%	61%	.05	32%	74%	.05	45%	91%	.05

ORGANIZATIONAL PROGRAMS AND PRACTICES

The agencies were asked whether they had implemented various programs and practices. The programs ranged from classifying and prioritizing calls, to increasing officer time for other activities, to making geographically based crime analysis available to officers at the beat level. While the same items were asked both in 1993 and 1997, the response categories differed somewhat. In 1993, respondents checked one of the following categories: "yes, implemented," "plans to implement," or "no plan to implement." In 1997 the categories were "implemented," "not implemented," or "not applicable."

In order to compare the two time periods, the 1997 "not applicables" were recoded as "not implemented" and the 1993 responses "plans to implement" and "no plans to implement" were recorded as "not implemented." Consideration was given to recording the 1997 "not applicable" responses as missing, but we realized the "not applicables" could not be separated from the "no plans to implement" in 1993. The percentage of agencies that implemented organizational programs and practices in 1993 and 1997 is shown in Table 5.9.

Whether the percentage of agencies that said they "implemented" by 1993 or 1997 differed significantly was examined. As shown in Table 5.9, there were significant increases in the percentages for all programs and practices implemented over time with the exception of item "k," making geographically based crime analysis available to officers at the beat level. Interagency involvement in problem identification and resolution (item "l") was implemented the most often by 1993 and by 1997 (53% and 68%, respectively), and landlord/manager training programs for order maintenance and drug reduction (item "h") the least often (8% and 20%, respectively) by both years.

Table 5.9: Implemented Programs and Practices

Organizational Programs and Practices	Agencies That Implemented Program/Practice 1993	Agencies That Implemented Program/Practice 1997	Sig. Level
a. Classification and prioritization calls to increase officer time for other activities	41%	53%	.05
b. Alternative response methods for calls (e.g., telephone reports, mail-in reports, scheduled appointments for some calls)	31%	44%	.05
c. Citizen surveys to determine community needs and priorities	25%	50%	.05
d. Citizen surveys to evaluate police service	26%	46%	.05
e. Regularly scheduled meetings with community groups	45%	62%	.05
f. Specific training for problem identification and resolution	25%	51%	.05
g. Training for citizens in problem identification or resolution	14%	32%	.05
h. Landlord/manager training programs for order maintenance and drug reduction	8%	20%	.05
i. Building code enforcement as a means of helping remove crime potential (e.g., drugs or prostitution) from an area	32%	49%	.05
j. Use of other regulatory codes to combat drugs and crime	40%	55%	.05
k. Geographically based crime analysis made available to officers at the beat level	39%	38%	NS
l. Interagency involvement in problem identification and resolution	53%	68%	.05

The findings also reveal that the percentages of agencies that implemented the following four programs/practices at least doubled between 1993 and 1997: citizen surveys to determine community needs and priorities (25% to 50%); specific training for problem identification and

resolution (25% to 51%); training for citizens in problem identification or resolution (14% to 32%); and landlord/manager training programs for order maintenance and drug reduction (8% to 20%).

Analyses of municipal and sheriffs' departments were conducted to see whether there were significant differences among the rates of implementation of the 12 programs/practices between 1993 and 1997. Detailed information about the percentages of municipal departments that implemented the 12 programs and practices can be found in Table 5.10. This table also provides information about a subset of municipal departments—those agencies that in 1993 and 1997 said they planned to or had implemented CP. For example, as shown in Table 5.10, 13 percent of municipal agencies that in 1993 planned to or had implemented CP provided landlord/manager training programs for order maintenance and drug reduction (row h, column 5). By 1997, 32 percent of municipal agencies reported they had this program (row h, column 6). Not surprisingly, municipal agencies that planned to or had implemented CP implemented these programs and practices more often than all municipal agencies.

Table 5.10: Implementation of Programs and Practices, Municipal Agencies

Organizational Programs and Practices	All Municipal Agencies 1993	All Municipal Agencies 1997	Sig. Level	Municipal Agencies That Plan To or Have Implemented CP 1993	Municipal Agencies That Plan To or Have Implemented CP 1997	Sig. Level
a. Classification and prioritization of calls to increase officer time for other activities	39%	50%	.05	39%	57%	.05
b. Alternative response methods for calls (e.g., telephone reports, mail-in reports, scheduled appointments for some calls	29%	41%	.05	36%	50%	.05
c. Citizen surveys to determine community needs and priorities	27%	52%	.05	40%	69%	.05
d. Citizen surveys to evaluate police service	27%	49%	.05	42%	63%	.05
e. Regularly scheduled meetings with community groups	47%	64%	.05	62%	80%	.05
f. Specific training for problem identification and resolution	26%	52%	.05	33%	68%	.05
g. Training for citizens in problem identification or resolution	13%	33%	.05	18%	45%	.05
h. Landlord/manager training programs for order and drug reduction	9%	21%	.05	13%	32%	.05
i. Building code enforcement as a means of helping remove crime potential (e.g., drugs or prostitution) from an area	38%	55%	.05	43%	64%	.05
j. Use of other regulatory codes to combat drugs and crime	41%	58%	.05	46%	67%	.05
k. Geographically based crime analysis made available to officers at the beat level	40%	38%	NS	47%	48%	NS
l. Interagency involvement in problem identification and resolution	55%	68%	.05	63%	79%	.05

Similar information for sheriffs' departments can be found in Table 5.11. Comparing Table 5.10 and Table 5.11 reveals that sheriffs' departments classified and prioritized calls, and used alternative response methods for calls, more often than municipal agencies did in both 1993 and 1997. Municipal agencies used building code enforcement more often than sheriffs' departments did. However, in both 1993 and 1997, significantly more municipal agencies than sheriffs' departments had implemented the following programs and practices:

- Citizen surveys to determine community needs and priorities
- Citizen surveys to evaluate police services
- Regularly scheduled meetings with community groups
- Specific training for problem identification and resolution
- Landlord/manager training programs for order and drug reduction
- Building code enforcement as a means of helping remove crime potential from an area
- Use of other regulatory codes to combat drugs and crime.

Of particular note are the significant increases in the provision of training to department personnel in problem identification and resolution between 1993 and 1997 among both municipal and sheriffs' departments.

Tests were conducted to see whether there were significant differences in the organizational programs and practices that agencies implemented by the size of the agencies. Statistically significant increases in implementation between 1993 and 1997 were found for each of the five size categories (5–24; 25–99; 100–499; 500+) in the following programs/practices:

- citizen surveys to determine community needs and priorities

Table 5.11: Implementation of Programs and Practices, Sheriffs' Agencies

Organizational Programs and Practices	All Sheriffs' Departments 1993	All Sheriffs' Departments 1997	Sig. Level	Sheriffs' Departments That Plan to or Have Implemented CP 1993	Sheriffs' Departments That Plan to or Have Implemented CP 1997	Sig. Level
a. Classification and prioritization of calls to increase officer time for other activities	52%	63%	NS	53%	61%	.05
b. Alternative response methods for calls (e.g., telephone reports, mail-in reports, scheduled appointments for some calls)	40%	62%	.05	52%	75%	.05
c. Citizen surveys to determine community needs and priorities	18%	40%	.05	39%	58%	.05
d. Citizen surveys to evaluate police service	21%	33%	NS	48%	53%	.05
e. Regularly scheduled meetings with community groups	38%	56%	NS	61%	74%	.05
f. Specific training for problem identification and resolution	21%	50%	.05	24%	60%	.05
g. Training for citizens in problem identification or resolution	16%	30%	NS	37%	36%	.05
h. Landlord/manager training programs for order maintenance and drug reduction	4%	13%	.05	10%	25%	.05
i. Building code enforcement as a means of helping remove crime potential (e.g., drugs or prostitution) from an area	6%	22%	.05	10%	36%	.05
b. Use of other regulatory codes to combat drugs and crime	33%	42%	NS	43%	40%	NS
c. Geographically based crime analysis made available to officers at the beat level	32%	38%	NS	42%	40%	NS
d. Interagency involvement in problem identification and resolution	45%	67%	.05	46%	68%	NS

- specific training for problem identification and resolution
- training for citizens in problem identification or resolution
- landlord/manager training programs for order maintenance and drug reduction.

Eleven percent of departments with 5 to 24 sworn officers/deputies had implemented training for citizens in problem identification or resolution by 1993, compared with 27 percent in 1997. On the other end of the size continuum, 27 percent of departments with 500 or more sworn officers/deputies had implemented training for citizens in problem identification or resolution by 1993, compared with 70 percent of agencies by 1997. As expected, the data reveal that the percentage of agencies that had implemented the programs increased as the department size grew larger.

ORGANIZATIONAL ARRANGEMENTS

Police and sheriffs' departments were asked about the types of organizational arrangements and/or structures they had in place. Both surveys listed the following 14 organizational arrangements:

- Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction
- Beat or patrol boundaries that coincide with neighborhood boundaries
- Physical decentralization of field services
- Physical decentralization of investigations.
- Means of accessing other city or county databases to analyze community or neighborhood conditions (e.g., school data, health data, parole/probation records, tax records, licensing data)
- Fixed shifts (changing no more often than annually)

- Centralized crime analysis unit/function
- Decentralized crime analysis unit/function
- Specialized problem-solving unit
- Specialized community relations unit
- Specialized crime prevention unit
- Multidisciplinary teams to deal with special problems such as child abuse
- Interagency drug task force
- Interagency code enforcement.

While the wording of the items was the same in 1993 and 1997, the response categories changed somewhat. In 1993, respondents checked one of the following: "currently has," "plans to have," or "no plans to have." In 1997, the response categories were: "currently in place," "not currently in place," or "NA." In the 1997 data set the answers "NA" were recoded as "not currently in place," and in the 1993 data set the answers "plans to have" and "no plans to have" were recoded as "not currently in place." Table 5.12 shows the weighted frequency distributions for agencies who had the organizational arrangements in place in 1993 and 1997.

Table 5.12: Comparison of Organizational Arrangements

Organizational Arrangement	Agencies That Currently Have This In Place		Sig. Level
	1993	1997	
a. Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction	23%	26%	NS
b. Beat or patrol boundaries that coincide with neighborhood boundaries	33%	42%	.05
c. Physical decentralization of field services	11%	16%	.05
d. Physical decentralization of investigations	9%	12%	NS
e. Means of accessing other city or county databases to analyze community or neighborhood conditions	31%	38%	.05
f. Fixed shifts (changing no more than annually)	37%	48%	.05
g. Centralized crime analysis unit/function	33%	36%	NS
h. Decentralized crime analysis unit/function	5%	5%	NS
i. Specialized problem solving unit	13%	19%	NS
j. Specialized community relations unit	29%	40%	.05
k. Specialized crime prevention unit	43%	50%	.05
l. Multidisciplinary teams to deal with special problems such as child abuse	38%	43%	NS
m. Interagency drug task force	73%	72%	NS
n. Interagency code enforcement	24%	33%	.05

The percentage changes between 1993 and 1997 were significant for one-half (7) of the organizational arrangements (see Table 5.12). The largest change (11%) occurred in the percentage of agencies that had specialized community relations units (29% in 1993 and 40% in 1997).

Tests were conducted to see whether there were significant differences in the implementation of organizational programs and practices by types and sizes (see Tables 5.13 and 5.14). Significant changes in decentralizing field services and investigations (items c and d) occurred in sheriffs' departments, but not in municipal agencies. The percentage of sheriffs' departments that had decentralized their functions doubled in both categories between 1993 and 1997. By 1997, 26

percent of sheriffs' departments had decentralized field services, compared with 14 percent in municipal agencies. Twenty percent of sheriffs' departments had decentralized their investigations, compared with 10 percent doing so in municipal agencies.

By 1997, sheriffs' departments were more likely to have—

- Command or decision-making responsibilities tied to neighborhoods or geographically defined areas of jurisdiction
- Physical decentralization of field services
- Physical decentralization of investigations
- An interagency drug task force.

By 1997, municipal agencies were more likely to have—

- Specialized community relations units
- Interagency code enforcement.

As shown in Table 5.14, agencies with between 100 and 499 officers/deputies had significant increases in more organizational arrangement categories (n=10) than the other size groups. The data reveal significant increases in the use of four arrangements by the smallest departments (5–24 sworn personnel): accessing other databases, fixed shifts, community relations units, and crime prevention units.

Table 5.13: Comparison of Organizational Arrangements by Type of Agency

Organizational Arrangement	Municipal Agencies That Have This In Place			Sheriffs' Departments That Have This In Place		
	1993	1997	Sig. Level	1993	1997	Sig. Level
a. Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction	22%	25%	NS	23%	30%	NS
b. Beat or patrol boundaries that coincide with neighborhood boundaries	34%	42%	.05	28%	41%	.05
c. Physical decentralization of field services	10%	14%	NS	12%	26%	.05
d. Physical decentralization of investigations	8%	10%	NS	10%	20%	.05
e. Means of access to other city or county databases to analyze community or neighborhood conditions	31%	38%	.05	30%	39%	NS
f. Fixed shifts (changing no more than annually)	35%	47%	.05	46%	51%	NS
g. Centralized crime analysis unit/function	34%	36%	NS	29%	39%	NS
h. Decentralized crime analysis unit/function	6%	5%	NS	4%	4%	NS
i. Specialized problem solving unit	13%	19%	.05	12%	17%	NS
j. Specialized community relations unit	29%	41%	.05	28%	36%	NS
k. Specialized crime prevention unit	45%	51%	.05	37%	48%	NS
l. Multidisciplinary teams to deal with special problems such as child abuse	36%	40%	NS	48%	57%	NS
m. Interagency drug task force	70%	70%	NS	83%	82%	NS
n. Interagency code enforcement	24%	35%	.05	21%	25%	NS

Table 5.14: Comparison of Organizational Arrangements by Number of Sworn Officers/Deputies

Organizational Arrangement	Number of Sworn Officers/Deputies														
	5–24			25–49			50–99			100–499			500+		
	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Leve
a. Responsibility tied to neighborhood	19%	15%	NS	17%	24%	NS	24%	37%	.05	36%	56%	.05	81%	88%	NS
b. Beat boundaries coincide with neighborhood	25%	28%	NS	32%	48%	.05	46%	62%	.05	52%	68%	.05	55%	78%	.05
c. Decentralized field services	7%	5%	NS	8%	18%	.05	9%	24%	.05	26%	47%	.05	72%	80%	NS
d. Decentralization of investigations	7%	7%	NS	8%	15%	NS	7%	12%	NS	13%	22%	.05	48%	59%	.05
e. Access to other databases	26%	33%	.05	29%	33%	NS	40%	48%	NS	43%	52%	.05	44%	62%	.05
f. Fixed shifts	34%	43%	.05	36%	48%	NS	41%	55%	.05	48%	57%	.05	66%	68%	NS
g. Centralized crime analysis unit	20%	23%	NS	34%	37%	NS	51%	52%	NS	63%	69%	NS	81%	86%	NS
h. Decentralized crime analysis unit	5%	3%	NS	5%	5%	NS	6%	7%	NS	6%	7%	NS	30%	33%	NS
i. Crime solving unit	7%	8%	NS	13%	21%	NS	21%	33%	.05	25%	45%	.05	33%	50%	.05
j. Community relations unit	14%	24%	.05	29%	48%	.05	54%	59%	NS	58%	73%	.05	80%	71%	NS
k. Crime prevention unit	24%	33%	.05	52%	59%	NS	70%	69%	NS	78%	84%	.05	90%	100%	NS
l. Multidisciplinary teams	29%	33%	NS	50%	45%	NS	38%	54%	.05	55%	61%	NS	63%	81%	.05
m. Interagency drug task force	64%	59%	NS	74%	80%	NS	88%	90%	NS	88%	89%	NS	96%	98%	NS
n. Interagency code enforcement	21%	24%	NS	25%	39%	.05	25%	45%	.05	27%	43%	.05	49%	61%	NS

CITIZENS' PARTICIPATION

Citizen involvement is a key component of community policing. In both 1993 and 1997, police and sheriffs' departments were asked about different ways in which their agencies worked with citizens in their community. This section examines citizens' participation in six areas—

- Serve as volunteers within the police agency
- Serve on citizens' advisory councils at the neighborhood level to provide input/feedback on department policies and practices
- Serve on advisory group for chief or other agency managers
- Work with police to identify and resolve community or neighborhood problems
- Help develop policing policies
- Participate in selection process for new officers.

While the wording of these six items remained the same both years, the response categories changed. The "planned to be done" and "not planned to be done" categories used in 1993 were combined and recoded to match the "not currently being done" category used in 1997. Table 5.15 presents the weighted frequency distributions for the ways police and sheriffs' departments worked with their citizens in 1993 and 1997 for all agencies, and then by type of agency.

As shown in the table, in both 1993 and 1997, working with police to identify and resolve community and neighborhood problems was the most common type of citizen involvement activity in 1993 (52%) and 1997 (76%). This type of acitvity increased dramatically between 1993 and 1997. The increase occurred most notably in sheriffs' departments, from 42 percent to 72 percent. The

Table 5.15: Citizens' participation by Type of Agency

Type of Citizens' participation	Currently Being Done								
	All Agencies 1993	All Agencies 1997	Sig. Level	Municipal 1993	Municipal 1997	Sig. Level	Sheriff 1993	Sheriff 1997	Sig. Level
a. Serve as volunteer within police agency	42%	48%	.05	41%	47%	NS	48%	55%	NS
b. Serve on citizens' advisory councils at neighborhood level to provide input/feedback on department policies and practices	24%	30%	.05	24%	30%	.05	22%	27%	NS
c. Serve on advisory group for chief or other agency managers	20%	26%	.05	20%	25%	NS	21%	31%	.05
d. Work with police to identify and resolve community or neighborhood problems	52%	76%	.05	54%	77%	.05	42%	72%	.05
e. Help develop policing policies	13%	16%	.05	13%	15%	NS	14%	20%	NS
f. Participate in selection process for new officers	19%	22%	.05	20%	22%	NS	19%	24%	NS

least utilized types of citizen-involvement activities for both years were helping develop policing policies and participating in the selection process for new officers.

Activities involving citizens with their police agencies in 1993 and 1997 are shown in Table 5.16 by the size of the agencies. With the exception of citizens working with police to identify and resolve community problems, more of the largest agencies (500+) used each of the other citizen-involvement activities in both 1993 and 1997. Mid-sized agencies (25–49, 50–99, and 100–499) experienced the greatest increases in citizen-involvement activities between 1993 and 1997. For example, in 1993, 17 percent of agencies with 25–49 sworn officers/deputies reported that citizens served on citizens' advisory councils. This percentage had more than doubled by 1997, to 37 percent of agencies with 25–49 officers/deputies reporting that citizens served on advisory councils at the neighborhood level.

Table 5.16: Citizens' participation by Number of Sworn Personnel

Type of Citizen Participation	Number of Sworn Officers/Deputies														
	5–24			25–49			50–99			100–499			500+		
	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Level	1993	1997	Sig. Level
a. Serve as volunteer within police agency	34%	34%	NS	44%	56%	NS	47%	60%	.05	64%	79%	.05	79%	84%	NS
b. Serve on citizens' advisory councils at neighborhood level to provide input and feedback on department policies and practices	19%	21%	NS	17%	37%	.05	34%	33%	NS	41%	48%	.05	66%	72%	NS
c. Serve on advisory group for chief or other agency managers	17%	18%	NS	16%	30%	.05	24%	35%	.05	31%	42%	.05	58%	63%	NS
d. Work with police to identify and resolve community problems	40%	71%	.05	59%	74%	.05	66%	84%	.05	70%	92%	.05	89%	98%	.05
e. Help develop policing policies	15%	16%	NS	8%	14%	NS	8%	14%	.05	14%	20%	.05	32%	23 %	NS
f. Participate in selection process for new officers	23%	23%	NS	17%	24%	NS	16%	21%	.05	12%	17%	.05	16%	18%	NS

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Chapter 6. COPS Grant Recipients

CHAPTER 6. COPS GRANT RECIPIENTS

INTRODUCTION

In August 1994, Congress passed legislation and on September 13, 1994, President Clinton signed into law the Violent Crime Control and Law Enforcement Act of 1994. This Act led to the creation of the Office of Community Oriented Policing Services (COPS), which oversees the distribution of more than $8 billion to encourage and support the adaptation of community policing (CP). In particular, this office oversees grants to police agencies that have agreed to use the money to hire additional police officers or change current practices that reflect community policing goals. To date, hundreds of police agencies across the United States have received COPS grants and COPS has provided funding for agencies to hire over 92,000 police officers.

This study was primarily geared toward examining the state of community policing in the United States in 1997, and toward examining changes that had taken place in CP between 1993 and 1997. During that time, a growing number of police agencies that had planned to implement or had implemented CP have done so using grants from the Federal Government. In 1997, 72 percent of the responding agencies reported that they had received at least one COPS grant. Of these agencies, 82 percent said that the availability of Federal funding influenced their decision to implement CP. This chapter examines a sample of municipal agencies and sheriffs' departments that received at least one COPS grant from the Community Oriented Police Services office. These agencies completed the same survey that those agencies in the main sample did.

TYPES OF GRANTS

To date, a variety of grant programs have been established to promote CP. The first of these grants, COPS: Phase I, was awarded in October 1994. This grant program provided funding to 392 State, municipal, county, and tribal police agencies to hire more than 2,700 new officers.

In November, 1994, two new grant programs, COPS AHEAD and COPS FAST, were initiated. The COPS AHEAD program (Accelerated Hiring Education and Deployment) was an expedited hiring program for agencies servicing a jurisdiction with a population of more than 50,000. The objective was for agencies that anticipated grant funding to begin hiring new officers immediately. Money to hire more than 4,100 officers was awarded. For the COPS FAST (Funding Accelerated for Smaller Towns) program, the concept was to help speed deployment of new officers to towns with populations of fewer than 50,000. The money that was awarded led to the hiring of more than 6,200 officers and deputies.

In December, 1994, another grant initiative was available, COPS MORE (Making Officer Redeployment Effective). These funds were to be used to acquire new technologies and equipment, to pay overtime, and to hire civilian personnel. The idea behind this initiative was to allow agencies to reassign officers in a manner that allowed them to spend more time on the streets fighting crime instead of doing paperwork.

By May, 1995, the Troops to COPS grant initiative became available. This grant provided up to $5,000 to agencies that hired newly designated veterans. In June 1995 the COPS AHEAD and COPS FAST grants were replaced with the Universal Hiring Program (UHP). The UHP was designed to provide funding for additional officers devoted to community policing as supplements to existing forces or for jurisdictions establishing a new agency.

In June 1996, the COPS Community Policing to Combat Domestic Violence program was created. This grant provided agencies an opportunity to create innovative strategies by using community policing to confront and combat domestic violence. Three hundred and thirty-six (336) communities received a portion of more than $46 million allocated for this new strategy.

The last of the major grant initiatives associated with this study was the Problem Solving Partnerships. More than $40 million was provided to police agencies to create cooperative efforts with community-based organizations to address crime and public safety issues. Other grant initiatives available to agencies in 1997 were designed to establish regional community policing institutes, training, and antigang programs.

As part of this comparative study, a decision was made to augment the main sample so that the 1997 survey would be more representative of the Nation's police agencies that were involved in CP. Moreover, we believed that this supplementation was likely to add to the sample of agencies having 50 to 99 sworn personnel. As it turned out, this was not the case, and the absence of certain information made it impossible to integrate the supplement (new COPS grantee agencies) into the main sample. The result is an independent self-weighting sample of COPS grantees. A more complete description of the sample is provided in the next section, followed by selected findings.

THE COPS GRANTEE SAMPLE

In 1997 the COPS office provided Macro with a comprehensive listing of all COPS grantees. From this list, a random sample of 500 COPS grantees was drawn. This random list of COPS grantees was carefully reviewed and agencies listed more than once were eliminated, as were agencies considered out-of-scope for this study (i.e., fewer than 5 sworn officers, a department that had no patrol function, and special police agencies). Ninety-six agencies in the original sampling frame were also eliminated because they would already be receiving a survey questionnaire. After these out-of-scope agencies were eliminated, 258 new agencies that received one or more COPS grants were added to the sample and surveyed. Of the 258 departments that were added to the sample, 174 (67%) responded. To the 174 agencies, we were able to add 65 agencies that responded

and were in both the original sampling frame and the list of randomly selected 500 COPS grantee agencies. Thus, this analysis is based on a random sample of 239 agencies that received one or more COPS grants. The response rate for the COPS sample was 73.2 percent.

1997 COPS GRANT RECIPIENTS: AN OVERVIEW

Among the sample of 239 agencies, 83 percent were municipal police agencies and 17 percent were sheriffs' departments. Slightly more than one-half of all the agencies (54%) employed between 5 and 24 sworn officers. The largest percentage (29%) indicated serving a town jurisdiction with a population of more than 2,500 (see Table 6.1).

Although all agencies in this sample received one or more COPS grants, respondents in 19 agencies (8%) said they had never received a COPS grant, and another 5 respondents (2%) said they didn't know whether they had ever received a grant. Respondents from 212 agencies (89%) said they had received one or more grants. Lastly, three agencies did not respondent to the question. Of those who reported receiving a COPS grant, more than half (53%) said they had received a COPS FAST grant, 46 percent a Universal Hiring Grant, and 39 percent a COPS MORE grant. The frequency distributions for all grants received are shown in Table 6.1.

Table 6.1: Selected Sample Characteristics

Characteristics	N	Percent
Agency Type		
Municipal	198	83%
Sheriff	41	17%
TOTAL	239	100%
Sworn Officers		
5 to 24 sworn personnel	128	54%
25 to 49 sworn personnel	52	22%
50 to 99 sworn personnel	27	11%
100 to 499 sworn personnel	29	12%
500 or more sworn personnel	3	1%
TOTAL	239	100%
Jurisdiction Type		
Rural	24	10%
Town (2,500 or more)	68	29%
Mixed town and rural	50	21%
Independent city (25,000 or more)	22	9%
Suburb in a metropolitan area	40	17%
Unincorporated sections in a metropolitan area	2	1%
Metropolitan center city	6	3%
Combined city/county area	14	6%
Other	10	4%
TOTAL	236	100%
Type of Grant(s) Received[1]		
COPS FAST	127	53%
Universal Hiring Grant	110	46%
COPS MORE	93	39%
COPS AHEAD	22	9%
Domestic Violence Initiative	16	7%
Problem-Solving Partners	7	3%
Phase I	7	3%

[1] The number of agencies that received grants is greater than 239 because some agencies have more than one grant. The percentage total exceeds 100 percent for that reason.

EXECUTIVES' PERCEPTIONS OF COMMUNITY POLICING

Perhaps one of the most influential catalysts for implementing and adopting CP is the police executive. The decision to become a CP agency often depends on the decision of the police chief or sheriff. Their attitudes and perceptions about CP may help us to better understand why CP has been so popular in some localities and unpopular in others.

Police executives were asked to respond to 18 statements about CP and indicate the extent to which they agreed or disagreed with each statement. A 4-point scale was used that ranged from strongly agree to strongly disagree. Executives could check "don't know" if they were not sure. Ten statements that are thought to have the greatest implications about executives' attitudes and perceptions are discussed.

Some of the statements that executives addressed dealt with the desirability of CP, while other questions had more to do with some of the difficulties inherent in implementing CP. In terms of the desirability of CP, virtually all of the respondents (99%) agreed or strongly agreed that the concept of CP is something that law enforcement agencies should pursue. Ninety-four percent of executives agreed or strongly agreed that CP is a highly effective means of providing police services. When asked to respond to the statement, "It is not clear what community policing means in practical terms," nearly three-quarters (74%) disagreed or strongly disagreed with this statement, suggesting that most executives believe they understand what this concept means. Responding to the statement that "in the long run, implementing CP requires an increase in police sources," 66 percent agreed or strongly agreed. This could be one reason why some of these agencies applied for one or more COPS grants. Finally, 75 percent of the respondents disagreed or strongly disagreed that some communities are not suited for CP.

Executives were asked to respond to several items that may be indicative of some of the difficulties associated with implementing CP. More than half (58%) of the respondents disagreed or strongly disagreed that their rank-and-file employees would likely resist changes necessary to implement CP. While slightly less than half (47%) of executives agreed or strongly agreed that CP requires major changes in organizational policies, goals, or mission statements, only 19 percent agreed or strongly agreed that CP requires extensive reorganization of police agencies. More than half of the respondents (56%) did agree or strongly agree that CP requires a major change in the approach to law enforcement training, and 76 percent of the executives agreed or strongly agreed that the police training institutions in this country do not provide adequate training in CP. Frequency distributions for each of the items just discussed are presented in Table 6.2.

POTENTIAL OUTCOMES OF COMMUNITY POLICING

Executives who had received one or more COPS grants were asked the likelihood that their agencies or communities would experience each of nine potential outcomes as a result of implementing CP. Executives could select "very likely," "somewhat likely," "not at all likely," or "don't know" for each item. For the purposes of this analysis, the "don't know" category was eliminated. Of the possible impacts listed, as shown in Table 6.2, the first six items are positive outcomes that could result from implementing CP, and the last three are negative outcomes.

Table 6.2: Executives' Perceptions of Community Policing

Statement	Strongly Agree		Agree		Disagree		Strongly Disagree		Don't Know	
	N	%	N	%	N	%	N	%	N	%
a. The concept of community policing is something that law enforcement agencies should pursue.	157	66%	80	34%	1	<1%	0	0%	0	0%
b. It is not clear what community policing means in practical terms.	7	3%	51	21%	142	60%	33	14%	5	2%
c. In the long run, implementing community policing requires an increase in police resources.	43	18%	115	48%	66	28%	6	3%	8	3%
d. Rank-and-file employees are likely to resist changes necessary to accomplish community policing.	5	2%	91	39%	128	55%	8	3%	3	1%
e. Community policing requires major changes in organizational policies, goals, or mission statements.	19	8%	91	39%	117	50%	7	3%	1	<1%
f. At present, the various police training institutions in this country do not provide adequate training in community policing.	35	15%	144	61%	37	16%	1	<1%	18	8%
g. Community policing requires extensive reorganization of police agencies.	2	1%	43	18%	167	71%	17	7%	5	2%
h. Community policing is a highly effective means of providing police services.	65	28%	155	66%	6	3%	0	0%	9	4%
i. Community policing requires a major change in the approach to law enforcement training.	16	7%	116	49%	95	40%	3	1%	5	2%
j. Some communities are not suited for community policing.	4	2%	34	15%	141	60%	34	15%	22	9%

One of the most important characteristics of CP is citizen involvement. Through their involvement, citizens are able to assist in improving their own quality of life; they may also develop more positive attitudes toward police officers. In response to the statement that citizens would feel more positive about their police/law enforcement agency, all (100%) executives responded in a positive manner, with 78 percent indicating a "very likely" response.

A few of the previous studies have suggested that job satisfaction among police officers practicing CP was higher than among non-CP police officers. Again, a high percentage (98%) of the respondents said that a somewhat to very likely outcome of implementing CP would be that officer/deputy job satisfaction levels would increase. Ninety-five percent of executives said that it was somewhat or very likely that problems that the citizens of the community care about most would be reduced and that the physical environment of neighborhoods would improve as a result of implementing CP.

Perhaps of greatest interest is community policing's potential for decreasing crime. Many previously published studies have claimed that crime has decreased in areas where CP was implemented. Sixty-three percent of the executives surveyed said this was a somewhat likely outcome of CP, and 31 percent said that crime rates would decrease is a very likely outcome of implementing CP. Interestingly, 64 percent of executives said that it is somewhat likely that crime would be displaced to a noncommunity policing area as result of implementing CP. Twenty-two percent of executives said crime displacement was not at all likely. Finally, the vast majority of executives (93%) do not think it is likely that officer/deputy corruption would increase as a result of implementing CP.

Table 6.3: Potential Outcomes of Community Policing

Potential Outcomes	Very Likely		Somewhat Likely		Not at All Likely	
	N	%	N	%	N	%
a. The problems that citizens of the community care about most will be reduced.	85	37%	133	58%	11	5%
b. The physical environment of neighborhoods will improve.	95	40%	115	52%	11	5%
c. Citizens will feel more positive about their police/law enforcement agency.	185	78%	51	22%	0	0%
d. The potential for physical conflict between citizens and police will decrease.	62	26%	133	61%	23	11%
e. Officer/deputy job satisfaction levels will increase.	84	35%	127	59%	4	2%
f. Crime rates will decrease.	64	27%	130	63%	13	6%
g. The ability to respond to calls for service will decline.	9	4%	48	22%	159	74%
h. Officer/deputy corruption will increase.	5	2%	10	5%	189	93%
i. Crime will be displaced to a noncommunity policing area.	26	11%	117	64%	40	22%

When executives were asked who in their agencies should be responsible for conducting CP procedures, 82 percent said all organizational personnel, 8 percent said all patrol personnel, 5 percent said some specially designated patrol officers, 2 percent said a community relations bureau or unit, and 2 percent checked "other."

FACTORS INFLUENCING DECISIONS TO IMPLEMENT COMMUNITY POLICING

Executives responded to seven statements concerning factors that influenced their decisions to implement (or not implement) CP. The categories were "very influential," "somewhat influential," "not at all influential," and "don't know." As shown in Table 6.4, executives said that their agencies' administrations' desire to implement (or not implement) CP was the most influential aspect of the sources listed in the survey. Slightly more than three-quarters (76%) of the respondents said that the availability of Federal funding had influenced their decision somewhat or very much.

The data reveal that rising crime and social problems, as well as the agencies' officers' desires, also influenced executives' decisions to implement CP.

Although not as influential, police/sheriffs' organizations and associations (65%) influenced some executives as they made their decision to implement (or not implement) CP in their agencies. The two factors that tended to have less influence on the decision to implement CP were citizen group pressure and local government pressure.

Table 6.4: Sources of Influence

Source of Influence	Very Influential		Somewhat Influential		Not at All Influential	
	N	%	N	%	N	%
Agency desire (administration)	159	70%	62	27%	6	3%
Availability of Federal funding	95	42%	78	34%	54	24%
Rising crime and social problems	56	25%	112	50%	57	25%
Agency desire (officers)	32	14%	133	60%	58	26%
Police/sheriffs' organizations/ associations	16	7%	106	49%	95	44%
Citizen group pressure	11	5%	90	40%	122	55%
Local government pressure	11	5%	81	36%	135	59%

ORGANIZATIONAL PROGRAMS AND PRACTICES

In this section and the ones that follow, a person other than the head of the agency could complete the survey. In this section we explore respondents' reports of the organizational programs and practices their agencies have implemented.

While the concept of CP advocates a complete acceptance and change within the police organization, reality indicates that the programmatic approach is the more popular means of implementing CP. To support this stance, respondents were asked to respond to 26 items that were thought to be either a practice or program associated with CP, and asked to indicate whether the

program or practice had been implemented. Twelve items perceived as the truest components of CP (versus police/community relations) are reported in this section. The programs and practices are divided into three categories: Response to Needs, Organizational Commitment, and Expanding the Mandate (see Table 6.5).

RESPONSE TO NEEDS

Two recognizable CP programs and practices are classifying and prioritizing calls, and creating alternative response methods. Among the CP grants recipients, more than half (58%) reported that they had implemented a system to classify and prioritize calls that would increase officers' time for other activities, and 48 percent reported implementing alternative response methods (e.g., telephone reports, mail-in reports, scheduled appointments). To better understand what is needed and how well the police are fulfilling those needs, 54 percent of the agencies said they use citizen surveys to determine community needs and priorities, and 49 percent of the responding agencies conduct citizen surveys to evaluate police service.

ORGANIZATIONAL COMMITMENT

If CP has not become the direction of the whole agency, it is often found in some form of officer-oriented program or practice. According to the literature, some of the more popular approaches include—

- Assigning or designating officers as "community policing" officers who are responsible for certain areas or activities
- Assigning CP officers to attend meetings with community groups on a regular basis.

In this study, 66 percent of the respondents said their agencies had designated some officers as "community" or "neighborhood" officers. These officers are responsible for working in areas identified as having special problems or needs. Seventy percent of the respondents indicated their agencies regularly scheduled meetings with community groups.

Since a major element of CP is problem identification and resolution, it is important that CP officers are prepared for this task. Yet, only a little more than half the respondents (55%) have implemented specific training for problem identification and resolution. Furthermore, because citizens are supposed to be an important part of CP, they too should be able to identify and resolve problems. However, only 34 percent of the agencies had implemented training for citizens in problem identification or resolution.

EXPANDING THE MANDATE

For CP to be truly successful, it requires the use of many sources available to the police, including citizens who can have significant impact because of their position in the community (e.g., landlords), various codes (e.g., building and regulatory), and crime analysis. The data reveal that only 19 percent of agencies had implemented training programs for landlords and building managers

to maintain order and reduce drug use. More than half (55%) of the agencies report their agencies have implemented building-code enforcement as a means of helping remove crime potential; 62 percent of the agencies report implementing other regulatory codes to combat drugs and crimes; and 52 percent have made geographically based crime analysis available to their officers at the beat level.

Table 6.5: Organizational Programs and Practices

Organizational Program or Practice	Implemented Program or Practice		
	N	Percent	Mean*
Response to Needs			
Classification and prioritization of calls to increase officer time for other activities	118	58%	1.42
Alternative response methods for calls	100	48%	1.52
Citizen surveys to determine community needs and priorities	118	54%	1.46
Citizen surveys to evaluate police service	106	49%	1.51
Organizational Commitment			
Designate some officers as "community" or "neighborhood" officers, each of whom is responsible for working in areas identified as having special problems or needs	147	66%	1.34
Regularly scheduled meetings with community groups	159	70%	1.30
Specific training from problem identification and resolution	126	55%	1.45
Training for citizens in problem identification or resolution	76	34%	1.66
Expansion of Mandate			
Landlord/manager training programs to maintain order and reduce drug use	40	19%	1.81
Building-code enforcement as a means of helping remove crime potential	112	55%	1.45
Use of other regulatory codes to combat drugs and crime	135	62%	1.38
Geographically based crime analysis made available to officers at beat level	112	52%	1.48

* Mean scores range from 1 (implemented program or practice) to 2 (have not implemented program or practice). The closer the mean is to 1.0, the closer the agencies are to implementing a particular program or practice.

ORGANIZATION'S EXPERIENCE WITH COMMUNITY POLICING

Because this chapter examines the survey results of agencies that had been identified as receiving some type of COPS grant, what they have done in terms of CP is of particular interest. Respondents were given five statements and each was asked to choose the one that best represented his/her agency's current situation with respect to the implementation of CP. As shown in Table 6.6, 63 percent of all agencies who received a COPS grant said they had implemented CP, and an additional 28 percent were in the process of planning or implementing a CP approach. Six percent of the respondents said their agencies liked CP and considered adopting it, but decided that it was not practical at this time. Three percent of the agencies said they had not considered adopting a CP approach.

Table 6.6: Agencies' Current Situation Regarding Implementation of CP

Agency's Current Situation With Respect to the Adoption of a CP Approach	N	Percent
1. We have not considered adopting a CP approach	6	3%
2. We considered adopting a CP approach but rejected the idea because it was not the appropriate approach for this agency	1	<1%
3. We considered adopting a CP approach and liked the idea, but it is not practical at this time	13	6%
4. We are now in the process of planning or implementing a CP approach	66	28%
5. We have implemented CP	147	63%

Of the 20 agencies that said they did not implement CP or were not in the process of implementing CP, 18 were municipal agencies and two were sheriffs' departments. Sixteen of the 20 agencies that did not implement or plan to implement CP had 5 to 24 sworn officers, 3 had 25 to 59 sworn officers, and one agency had 50 to 99 sworn personnel.

The number of agencies that reported that they had not implemented CP (N=20) nearly corresponds with the number of agencies (N=19) that said they had never received a COPS grant and the number of agency respondents (N=5) that didn't know whether their agencies had received a grant. Since it is not clear why responding agencies have not implemented CP or do not plan to implement CP, two assumptions can be made: either the agencies that have not implemented CP returned the grant and should not have been in this sample, or that grants were kept but renegotiated in a way that the individual completing the survey decided it was no longer a CP grant and answered accordingly. It was our assumption that only those agencies that indicated they implemented or were in the process of implementing CP answered the remaining questions in Section C of the survey (which is supported by the number of missing responses, more than 20). Those who had not implemented CP were directed to move to Section D: Organizational Arrangements.

Respondents were asked what year their agencies began implementing CP procedures. The years ranged from 1940 to 1997, the year of the survey. One percent of the responding agencies reported adopting CP between 1940 and 1969. In the 1970s, an additional 5 percent of agencies had a CP approach. This percentage increased by 9 percent in the 1980s. The majority (85%) of agencies reported implementing CP in the 1990s. Of the agencies that implemented CP in the 1990s, 38 percent of the agencies did so between 1990 and 1994, and 47 percent implemented CP between 1995 and 1997.

To assess administrative policies that may have been implemented by agencies, respondents were asked to indicate which of 10 policies their agencies had implemented as part of their CP strategy. The majority of agencies had the following eight administrative polices in place:

- Reporting processes to document use of excessive physical force (90%)

- Recruitment and/or selection criteria designed to create a workforce that is representative of the community (75%)
- Organizational guidelines about the handling of specific types of problems (69%)
- Special recognition for officers who perform well as community policing officers and/or problem solvers (60%)
- Recruitment practices and/or selection criteria that target personnel who would be considered especially suited to CP and problem solving (59%)
- A management approach designed to support well-intended risk taking (54%)
- Employee evaluation designed to reflect CP and problem-solving skills and activities (53%)
- Structured "seminars" or discussion groups in which officers, supervisors, and managers discuss specific problems and approaches to CP and problem solving (53%).

Less than half of the agencies had implemented the following two policies:

- Measures that reflect organizational performance as related to solving problems in the community (44%)
- A disciplinary system redesigned to support a problem-solving approach (34%).

Related to the adoption of these administrative policies is whether role definitions or job descriptions had been developed or revised to clarify the CP-related work expectations for officers. Forty-five percent of all agencies said role definitions/job descriptions had been developed or revised to clarify work expectations of CP, 48 percent had not made changes, and 7 percent of the respondents "didn't know."

Another question dealt with organizational structure. Twenty-five percent of the agencies said the number of managerial levels in their organizations had changed (either increased or decreased) in order to support the implementation of CP. The majority of agencies (72%) had not made any

changes in the number of managerial levels, and an additional 3 percent "didn't know" whether those changes had been made.

TRAINING

Agencies that had implemented CP or were in the process of planning to implement CP were asked to respond to questions about eight types of officer training their agencies may teach. Respondents were asked to indicate whether each type of training was addressed in the academy (initial recruit training), in-service, and/or in the training of FTOs. Respondents could check all responses that applied to each type of training. If the training was not provided, respondents were asked to check "none."

Of the eight types, the four believed to be most closely linked with CP are examined in this section. As shown in Table 6.7, the highest percentages were recorded for in-service training for which three of the four topics were addressed by 50 or more of the agencies. Slightly more than one-third (36%) of recruits are exposed to training about the concepts of CP at the academy. This course is much more likely to be given in-service (61%). Training in community interactions was offered by 31% percent of the agencies during initial training and 54 percent of agencies during an in-service. Since problem-solving is a major component of CP, it would seem reasonable that all agencies provided some type of training. Yet only 13 percent of the agencies indicated they offered one. However, at least 31 percent of all the agencies did offer problem-solving training in at least one of the three training arenas.

Probably one of the most important training needs for CP is training officers about the concepts of CP. Surprisingly, less than half the officers (42%) are exposed to organizing groups and

communities in-service, with only 9 percent receiving such training at the academy and 10 percent as FTOs.

Table 6.7: Training Offered

Type of Training[2]	Recruit		In-Service		FTO		None	
	N	%	N	%	N	%	N	%
Organizing groups and communities	22	9%	101	42%	23	10%	93	39%
Community interactions	75	31%	128	54%	65	27%	34	14%
Problem solving	75	31%	125	52%	74	31%	32	13%
Concepts of community policing	86	36%	146	61%	70	29%	16	7%

ORGANIZATIONAL ARRANGEMENTS

Some practitioners argue that CP requires changes in the police organization. All respondents, regardless of whether or not they had implemented CP, were asked to indicate whether each of 17 organizational arrangements were "currently in place," "not currently in place," or "not applicable." For the purposes of this analysis, the "not applicables" were eliminated from the analysis.

Listed below are the nine organizational arrangements that 50 percent or more of the agencies currently had in place:

- Information regularly provided by detectives to patrol officers (88%)
- Interagency drug task force (79%)
- Beat or patrol boundaries that coincide with neighborhood boundaries (65%)
- Detectives integrated into problem-solving efforts (64%)
- Specialized crime-prevention unit (61%)

[2] Percentages do not add up to 100% because respondents were asked to check all responses that apply to each type of training. They were instructed to check "none" if the training was not provided.

- Specialized community-relations unit (59%)
- Fixed shifts (changing no more often than annually) (53%)
- Means of accessing other city or county databases to analyze community or neighborhood conditions (51%)
- Multidisciplinary teams to deal with special problems such as child abuse (50%).

The organizational arrangements least likely to be in place were decentralized crime analysis unit/function (10%), physical decentralization of investigations (22%), and geographic responsibility given to detectives (25%). Only 32 percent of agencies reported having a specialized problem-solving unit.

PATROL OFFICER/DEPUTY/CIVILIAN PERSONNEL RESPONSIBILITIES

One of the components that supports how well CP is implemented is how the job functions are distributed among police personnel. Respondents were asked about 12 different functions and/or activities that patrol officers, deputies, and/or civilian personnel in their agencies might be expected to do or for which they might be held responsible. Respondents were instructed to check the appropriate code or codes to indicate whether it was the responsibility of most of the patrol officers/deputies, the responsibility of some patrol officers/deputies, or the responsibility of a special patrol unit. Respondents also indicated whether the function/activity was the responsibility of civilian personnel. If the function was not practiced, respondents were directed to check "none/not applicable."

Overall, civilians had the lowest performance in nearly all functions (see Table 6.8). While "most patrol officers/deputies" had the highest participation (50%) in working with citizens to identify and resolve area problems, their lowest participation (9%) occurred in meeting regularly

with community groups. The data reveal that "some patrol officers/deputies" (45%) and "special patrol units" (30%) were more responsible for meeting with community groups.

Forty-five percent of "most patrol officer/deputies" work regularly with detectives on cases in area of assignment, while only 24 percent of "some patrol officers/deputies" and 8 percent of "special patrol unit" do so.

When working a particular area, it is important to become familiar with community leaders for that area, a task that all officers, regardless of whether CP is practiced, should attempt to do. This was the practice or responsibility of 41 percent of "most patrol officers/deputies," 31 percent of "some patrol officers/deputies," and 22 percent of "special patrol units." Another related function is teaching residents how to address community problems. Again, agencies seem to minimize this function among some officers by having only some fulfill it, or by having it completed by a special unit (37% and 29%, respectively).

Working with other city agencies to solve problems is a key aspect of CP. Thirty-five percent of the agencies indicated this was done by "some patrol officers/deputies," 31 percent said "most patrol officers/deputies," and 22 percent said this function was performed by a "special patrol unit." See Table 6.8 for a complete breakdown of the frequency distributions for these and other functions.

Table 6.8: Functions of Patrol/Deputy/Civilian Personnel

Function/Activity[3]	Number and Percentage of Personnel Who Practice or Are Responsible for the Function/Activities									
	Most Patrol Officers/ Deputies		Some Patrol Officers/ Deputies		Special Patrol Unit		Civilian Personnel		None/Not Applicable	
	N	%	N	%	N	%	N	%	N	%
1. Make door-to-door contacts in neighborhoods	85	36%	73	31%	42	18%	12	5%	49	21%
2. Develop familiarity with community leaders in area of assignment	97	41%	75	31%	52	22%	14	6%	30	13%
3. Work with citizens to identify and resolve area problems	119	50%	74	31%	53	22%	16	7%	15	6%
4. Assist in organizing the community	32	13%	96	40%	68	29%	17	7%	47	20%
5. Teach residents how to address community problems	39	16%	89	37%	68	29%	17	7%	48	20%
6. Work regularly with detectives on cases in area of assignment	108	45%	58	24%	19	8%	6	3%	64	27%
7. Conduct crime analysis for area of assignment	25	11%	443	18%	37	16%	31	13%	109	46%
8. Meet regularly with community groups	21	9%	107	45%	72	30%	13	5%	43	18%
9. Enforce civil and code violations in area	89	37%	50	21%	29	12%	34	14%	56	23%
10. Work with other city agencies to solve neighborhood problems	75	31%	83	35%	53	22%	14	6%	36	15%
11. Conduct surveys in area of assignment	23	10%	41	17%	46	19%	16	7%	117	49%
12. Act like "chief-of-the-beat"	39	16%	50	21%	23	10%	2	1%	130	54%

[3] Respondents were instructed to check the appropriate category or categories for each function or activity. They were told to check "none/not applicable" if the function or activity is not practiced, or is not applicable to patrol officers/deputies in their agency. As a result, the percentages do not total to 100 percent for the various functions/activities.

CITIZENS' PARTICIPATION

The final section of this chapter presents the findings of one of the most important characteristics of CP: citizens' participation. In assessing community participation, respondents were requested to indicate the different ways in which their agencies currently worked with citizens. For each of the 16 items, respondents would select "currently being done" or "not currently being done." As shown below, at least 75 percent of the agencies that had implemented CP involved citizens in the three following ways:

- Attend police/community meetings (83%)
- Work with police to identify and resolve community or neighborhood problems (81%)
- Participation in Neighborhood Watch program (77%).

With the exception of these three programs, the ways in which agencies currently work with their citizens drops below 50 percent for the remaining 13 types of citizens' participation listed in the survey. Just under half (45%) of the respondents reported that their citizens served as volunteers within their agencies, 34 percent reported that citizens served on citizens' advisory councils at the city or county level, and 32 percent reported that citizens served on advisory councils at the neighborhood level to provide input/feedback on department policies and practices. Twenty-nine percent of the respondents said that citizens in their community attend a citizen police academy and 28 percent said citizens serve on an advisory group for the chief or other agency managers.

As shown below, the remaining eight modes of citizen involvement were reported by less than 25 percent of the responding agencies:

- Serve in citizen patrols coordinated by your agency (23%)
- Participate in selection process for new officers (23%)

- Participate in promotional process (21%)
- Help develop policing policies (17%)
- Help review complaints against police (14%)
- Help evaluate officers' performance (12%)
- Prepare agreements specifying work to be done on problems by citizens and police (7%)
- Participate in Court Watch program (6%).

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CHAPTER 7. SUMMARY AND CONCLUSIONS

THE ORIGINS OF COMMUNITY POLICING

In the late 18th century, local policing was dominated by politics. In response, the "reform" or "progressive" era of policing attempted to separate the police from the political process. Specifically, the policies and practices adopted during this era of reform were geared toward severing the external pressure and control over police, producing "professional," "legalistic" crime-fighters loyal to the law and not to the politicians. Unfortunately, these policies and practices (as well as advancing technology) also led to the increased estrangement of the police from the general citizenry.

Starting in the mid 1900s, accelerating in the 1950s and 1960s, the police profession attempted to bridge this gap. The first efforts to address the isolation of police from its citizens were police-community relations and crime-prevention units. The development of these units, however, did not substantially change how police did their day to day jobs. The officer on the street was still a professional, impersonal crime fighter.

A number of factors—including the riots of the 1960s, research which raised questions regarding the effectiveness of traditional police practices, and rising crime rates—pushed law enforcement to reconsider how they do business. The adoption of community policing reflected a fundamental shift in how police operate, changing, in particular, and quite dramatically, their relationship with the citizenry. As set forth earlier, Trajanowicz and Bucqueroux (1994:2) define community policing as

> ...both a philosophy and an organizational strategy that promotes a new partnership between people and their police. It is based on the premise that both the police and the community must work together to identify, prioritize, and solve contemporary problems.

This definition encompasses the two core components of community policing: community partnerships and problem solving. Under community policing, agencies partner with individual citizens, as well as, neighborhoods, citizens' groups, other government agencies, non-profit organizations, and businesses. The "problem solving" component sets forth the purpose of these partnerships: to work together to identify and solve community problems.

The purpose of the research conducted by Macro International Inc. with the assistance of PERF was to characterize how community policing—this most recent in a long line of reforms—is being implemented across the nation and to document how it has changed during recent years. Below we briefly review the project methodology and summarize the key findings. The final section of this chapter draws some conclusions from these results.

PROJECT METHODOLOGY

To identify the nature and extent of contemporary community policing, Macro with the assistance of PERF, conducted in 1997 a large-scale survey of local law enforcement departments. To assess recent changes in CP, this survey was designed to replicate one conducted by the Police Foundation in 1993. The 1997 survey targeted two samples. The "main sample" consisted of the same 2,314 agencies surveyed in 1993, which represented a random sample of local law enforcement departments stratified by size (the "main sample"). The 1,637 agencies that returned completed surveys during August through December 1997 represent a response rate of 74.7%. The "COPS Supplement" sample represents agencies that have received one or more COPS grants. Of the 500 randomly selected from the universe of COPS grantees, 258 were identified as within the criteria for inclusion (relating to size and function) and not represented in the main sample. Surveys were received from 174 of these agencies representing a response rate of 67 percent. The results were

combined for these 174 and for the 65 additional agencies that were COPS grantees in the main sample that returned surveys.

In the main sample, 79 percent of the responding agencies were municipal and 21 percent sheriffs. Over half (58 percent) had fewer than 24 sworn officers, 33 percent had between 25 and 99 sworn personnel, and 9 percent had 100 or more sworn personnel. Seventy-two percent of the responding agencies had received one or more COPS grants. Of the agencies represented in the COPS Supplement, 83 percent were municipal and 17 percent were sheriffs' departments. Just over half (53%) had received a COPS FAST grant, 46 percent had received a Universal Hiring Grant, and 39 percent had a COPS MORE grant.

The survey instrument used in 1997 included virtually all of the contents of its 1993 counterpart and added additional items and sections to further our understanding of present day CP. Specifically, the 1997 survey solicited executives' attitudes toward and perceptions of community policing and collected information from each department about whether or not it had adopted community policing and about its organizational programs and practices, organizational arrangements, and personnel responsibilities and duties; the survey also queried respondents about citizens' involvement in police activities. Additionally, agencies that indicated that they had adopted community policing were asked questions related to implementation, organizational change, and perceived outcomes.

RESULTS FROM THE 1993 AND 1997 SURVEYS

Below we summarize some of the key findings by topic areas, describing the current status of CP and comparing how CP, or views of CP, have changed since 1993. The reader should keep in

mind that the results for the 1997 ("main sample") survey were weighted for their presentation in Chapter 4, and in Chapter 5 when compared to the 1993 results.

Generally, the responses provided by agencies represented in the main sample and agencies represented in the COPS Supplement were very similar. (This is not surprising as 72 percent of the agencies represented in the main sample report that they are COPS grantees.) For the sake of clarity and simplicity, we report the results from the COPS Supplement only where differences are apparent.

EXECUTIVES' VIEWS OF COMMUNITY POLICING

Both the 1993 and 1997 surveys solicited the viewpoints of agency executives regarding CP. The executives responding to the 1997 survey (hereafter referred to as the "1997 executives"), compared to the executives responding to the 1993 survey (the "1993 executives") reported a clearer understanding of CP. Over two-thirds (66%) of the 1997 executives (74% of the COPS Supplement executives, or "COPS grantees"), compared to just one-half (51%) of the 1993 executives thought CP was clear "in practical terms." By 1997, 86 percent of the 1997 executives (the figure is 92% when the 1997 data are weighted), compared to 76 percent of the 1993 executives believed ("agreed" or "strongly agreed") that community policing is a highly effective means of providing police service. The increase of 10 percent in positive responses from 1993 to 1997 corresponds with a 10 percent decrease in the "don't know" responses.

The 1997 executives were asked about the positive and negative aspects of CP adoption. All of the 1997 executives respondents (i.e., 100% of weighted responses) believed that the concept of community policing is something that law enforcement officials should pursue; however, one-quarter (26%) reported that some communities are not suited for CP. Regarding perceived support in their communities, 93 percent believed that most government officials and political leaders will support

CP and 84 percent said that citizens will respond to CP efforts in sufficient numbers to permit police and citizens to work together effectively. Significantly more municipal than sheriff executives (95% versus 88%, respectively) agreed or strongly agreed that most government officials and political leaders will support CP.

Less than half (45%) of the 1997 executives believed that rank-and-file employees were likely to resist the implementation of CP. This reflected a slight reduction (7%) in the expectation of resistance reported in 1993. The 1997 results indicate that sheriffs and executives of smaller agencies were less likely to anticipate employee resistance than were municipal executives and executives of larger agencies.

Executives in 1993 and 1997 were asked to indicate their perceptions of the potential impacts of community policing. Both groups of executives reported that all of the listed potential positive outcomes were between "somewhat likely" and "very likely." That is, they reported it was somewhat or very likely that citizen attitudes toward police would improve, job satisfaction on the part of line personnel would increase, physical environments of neighborhoods would improve, police-citizen conflict would be reduced, the problems citizens care about would be reduced, and crime rates would decrease. The executives in both the 1993 and 1997 groups thought that improved citizen attitudes toward police would be the most probable outcome of CP.

Generally, those two groups believed that the potential negative outcomes listed–crime displacement, inability to respond to calls for service, and corruption–were not at all to somewhat likely. Interestingly, the executives responding in 1993, compared to those responding in 1997, had higher hopes for positive outcomes, but also more dire expectations of negative outcomes. Also

interesting is the fact that the COPS Supplement respondents had greater concerns about crime displacement than did the other two groups.

IMPLEMENTATION OF COMMUNITY POLICING

The positive attitudes of the executives toward CP is reflected in their actions. The results from the two surveys indicate a great increase since 1993 in the adoption of community policing around the country among agencies of all types and sizes. Whereas in 1993 only 64 percent of the responding agencies reported that they were in the process of implementing (37%) or had already implemented (27%) CP, by 1997, 67 percent had already implemented and an additional 24 percent were in the process. That is, by 1997 a full 91 percent of responding agencies in the COPS sample either had implemented or were implementing CP.

The 91 percent reflects the unweighted 1997 COPS sample agency responses; the corresponding weighted percentage is 82, encompassing 54 percent of agencies which had implemented CP by 1997 and 28 percent that were in the process of planning or implementing a CP approach. By 1997, close to 60 percent (57%) of the municipal departments had implemented CP and an additional 27 percent were in the process of planning or implementing a CP approach. Although only 40 percent of the sheriffs' agencies had adopted CP by 1997, another 35 percent were in the process. That is, 84 percent of municipal agencies and 75 percent of sheriffs' agencies either had implemented or were implementing CP by 1997. A plurality of agencies (25%) had initiated the implementation of CP in the year 1995.

In both 1993 and 1997, larger agencies were more likely than were the smaller agencies to have adopted CP, but significant increases in the proportion of agencies adopting CP occurred within all size categories. Amongst the smallest agencies, with 5 to 24 sworn personnel, the percentage of

agencies that had adopted CP increased from 16 to 56 percent from 1993 to 1997; corresponding increases for the other size categories are 16 to 50 percent for 25 to 49 sworn personel; 27 to 61 percent for 50 to 99 sworn personnel; 32 to 74 percent for 100 to 499 sworn personnel, and 45 to 91 percent for 500 or more sworn personnel.

The 1997, but not the 1993 executives, were asked about the factors that influenced their decisions to implement, or not implement, community policing. They rated each of the seven factors as "very influential," "somewhat influential," or "not at all influential." The desire of the agency administration to adopt CP was the most potent factor, with 56 percent of the 1997 executives (70 % of the COPS executives) indicating that this was very influential and another 37 percent (27% of the COPS executives) indicating that it was somewhat influential. Three-fourths of the executives (75%) ranked rising crime and social problems as either very influential (20%) or somewhat influential (55%) and a similar proportion (73%) indicated that the availability of federal funds was either very influential (39%) or somewhat influential (34%). Significantly more executives of sheriffs' departments (51%) than executives of municipal agencies (36%) said that the availability of federal funding was very influential in their decisions to implement or not implement CP.

The 1997 (but not the 1993) survey asked agency respondents to indicate the types of resources their agencies used to formulate their approaches to law enforcement (a CP or other approach). Of eleven different resources that might be used to develop a law enforcement approach, the 1997 respondents reported the most reliance on the talents and expertise of their own departmental personnel (95% reporting that this was used "substantially" or "somewhat"); academic courses, seminars or conferences (91%); peer agencies (87%); journal articles and books (86%); and government grants (84%). Of the agencies which self-identified as either having implemented or

in the process of implementing CP (hereafter referred to as "CP agencies"), the top resources were the talents and expertise of their own departmental personnel (58% used substantially); government grants (45%); and academic courses, seminars and conferences (28%).

ORGANIZATIONS' EXPERIENCES WITH COMMUNITY POLICING

The 1997 respondents that reported that they had implemented or were in the process of implementing CP were asked questions regarding training, policies, and impacts of community policing. They also were asked about personnel roles, changes in managerial structure, and attempts to measure the success of CP.

A majority of the self-identified CP agencies reported having:

- Recruiting and/or selection criteria in place that were designed to create a workforce that was representative of the community (73%);
- Recruiting practices and/or selection criteria that targeted personnel who were considered especially suited to CP and problem solving (59%);
- Special recognition for officers who performed well as community policing or problem-solving officers (56%); and
- A management approach designed to support well-intended risk taking (51%).

Although 84 percent of the 1997 executives reported that performance evaluation should be revised to support CP, less than half of the self-identified CP agencies had, in fact, redesigned their employee evaluations to reflect CP and problem-solving skills and activities (47%).

Results from items pertaining to role definitions and job descriptions reveal that 43 percent of these self-identified CP agencies have developed or revised their job descriptions to reflect CP. The largest agencies (500+ sworn personnel) were much more likely (72%) to have developed or revised job descriptions compared with the smallest agencies (45% of those agencies with 5 to 24 sworn personnel).

Whereas half of the executives in both the 1993 and 1997 groups believed that CP requires major changes to law enforcement training, three-fourths (75%) of the 1993 executives and two-thirds (65%) of the 1997 executives reported that CP training was inadequate. The information provided by the 1997 self-identified CP agencies seems to confirm these perceptions. The 1997 CP agencies were asked to indicate for eight CP topics whether or not each topic was addressed in recruit, FTO, or in-service training curricula. The results indicate that CP topics are most likely to be addressed during in-service training, but no topic was included in the curricula of more than 55 percent of the responding agencies. Four topics–concepts of CP, cultural diversity, communication skills, and community interactions–are addressed in the in-service training of 50 to 55 percent of the agencies. (Sixty-one percent of the COPS grantees reported that CP concepts were addressed in their in-service curricula.) Those four topics and one additional one, problem-solving, were the most likely to be addressed in academy training, but these topics are only addressed by between 28 (community interactions) and 43 (communication skills) percent of the agencies.

Municipal agencies are much more likely than are sheriffs' departments to have incorporated CP topics into their recruit, FTO, and in-service training curricula. At least three-fourths of the municipal agencies indicated the inclusion of each of the eight topics in their recruit training, and over 80 percent indicated the inclusion of each in their in-service and FTO training. In contrast, there was no topic that more than one-quarter of the sheriffs offices addressed in their academy, FTO, or in-service training curricula.

The 1997 CP agencies provided their perceptions of the impact of community policing by responding to 15 statements that reflect possible effects and that indicate whether each outcome had been produced in their jurisdictions "to a great extent," "to some extent," or "not at all." Twelve of

the outcomes listed denoted positive results and three denoted negative. Combining the percentages of agencies which responded "to a great extent" and "to some extent" reveals that at least 70 percent of the respondents believe that CP had achieved 10 of the 12 positive impacts listed. Of these top perceived positive impacts, five related to the improved relationship between the police and the citizens. That is, these agencies reported that CP had improved cooperation between citizens and police (99%, including 37% that reported impact "to a great extent"); improved citizens' attitudes toward the police (97%); increased information from citizens to police (96%); increased involvement of citizens in efforts to improve the community (94%); and increased volunteer activities by citizens (75%). The respondents also reported that CP resulted to some or a great extent, in reduced crime and fear of crime. Specifically, three-fourths of the agencies reported that CP reduced crime against property (77%) and crime against persons (74%), and 88 percent reported that CP reduced—to some or a great extent—citizens' fear of crime. Other perceived impacts included increased job satisfaction on the part of officers (86%) and a reduction in the incidence of physical conflict between officers and citizens (71%). With regard to potential negative impacts, two-thirds (73%) reported that CP had increased calls for service by citizens, but a majority of departments said that CP had not impacted their response times nor resulted in a diversion of calls from central dispatch offices.

CITIZENS' PARTICIPATION

The involvement of citizens in the activities of the police is a key component of community policing. To gauge the extent to which law enforcement partners with the community, the 1997 survey asked respondents to indicate whether they used each of 16 methods of involving citizens. Only three of the methods have been adopted by more than half of the agencies that self-identified

as CP agencies. Specifically 85 percent of the CP agencies hold police/community meetings, 80 percent have Neighborhood Watch programs, and 79 percent work with their citizens to identify and resolve community or neighborhood problems. As expected, much larger proportions of agencies which had or were in the process of implementing CP, compared to their non-CP counterparts—

- Had neighborhood watch programs (80% versus 56%)
- Held police-community meetings (85% versus 61%)
- Used citizens as volunteers (48% versus 27%)
- Had citizens' police academies (25% versus 6%)
- Had citizen advisory boards for neighborhoods (33% versus 10%), for jurisdictions (36% versus 15%), or the agency executives (26% versus 14%).

Further, reflecting the problem-solving component, CP agencies were significantly more likely than their non-CP counterparts to report working with their citizens to identify and resolve community or neighborhood problems (79% versus 46%).

The proportions of municipal and sheriffs' agencies using the various methods were very similar. Generally, the largest agencies were more likely to involve citizens in the various ways listed.

The increase in the adoption of community policing is reflected in the increases–albeit modest—over time in the extent to which agencies worked with the citizens in their communities. Six types of citizens' participation that were listed in both the 1993 and 1997 surveys allow us to assess this change. Forty-eight percent of the 1997 agencies reported using citizens as volunteers, which reflects an increase of six percent since 1993. Similarly moderate increases are indicated for

citizen service on neighborhood level (30% for 1997 versus 24% for 1993) and department level (26% versus 20%) advisory boards, and for citizen involvement in the development of police policies (16% versus 13%) and in the selection of new officers (22% versus 19%). The greatest change was in the percentage of agencies which involve citizens in the identification and resolution of community or neighborhood problems. That is, whereas slightly over half (52%) of the agencies reported using citizens in this way in 1993, three-fourths (76%) were working with citizens in this manner by 1997.

ORGANIZATIONAL PROGRAMS AND PRACTICES

Both the 1993 and 1997 surveys collected information on the organizational programs and practices that agencies had implemented. The 1997 survey listed 26 organizational programs and practices and asked the respondents to indicate which they had implemented. Fifteen of these programs and practices had been adopted by over 50 percent of the responding agencies, including drug education programs in schools (94%); drug-free zones around schools, parks, or churches (75%); victim-assistance programs (74%); interagency involvement in problem identification and resolution (70%); and police-youth programs (66%).

CP agencies were more likely than their non-CP counterparts to have adopted each of 24 of the 26 programs and practices. There were only three programs or practices that were significantly more likely to have been adopted by the sheriffs' agencies compared to the municipal agencies, but 14 programs or practices that were more likely to have been adopted by the municipal agencies than sheriffs' offices. For instance, 52 percent of the municipal departments, compared to 37 percent of the sheriffs' agencies, had implemented citizen surveys to determine community needs and priorities and 56 percent of the municipal agencies, compared to 23 percent of the sheriffs' agencies, reported

using building code enforcement as a means to remove crime potential from areas. Generally, the larger agencies were more likely to have implemented each of the programs or practices listed.

The great increases in the number of agencies which had implemented CP by 1997 is also reflected in the changes over time in the proportion of all agencies (not just self-identified CP agencies) that had implemented various CP-related programs and practices. Here we report on the subset of 12 organizational programs and practices that were listed in both the 1997 and 1993 surveys. In 1997, the agencies were significantly more likely than in 1993 to report the adoption of 11 of the 12 CP-related programs and practices common to both surveys. These 1997 percentages for these programs and procedures reflected statistically significant increases over the 1993 reports by 12 to 25 percent each. (Only one practice, geographically based crime analysis made available to officers at the beat level, did not show an increase over time.)

The most pertinent comparison is between the 1993 and 1997 subgroups of CP agencies. Reflecting the development of CP over time, the survey results for the *municipal* agencies indicate that in 1997, compared to 1993, the percentage of self-identified CP agencies that adopted specific problem-solving training for personnel (68% in 1997, versus 33% in 1993) and adopted training for citizens to identify and solve problems (45% versus 18%) had more than doubled. In 1997 compared to 1993, many more self-identified CP agencies had also adopted citizen surveys to identify needs and priorities (69% versus 40%); adopted citizen surveys to evaluate police (64% versus 42%); used building codes to remove crime potential (64% versus 43%); and used other regulatory codes to combat drugs and crime (67% versus 46%).

Comparing the 1993 and 1997 subgroups of CP *sheriffs'* agencies, the results indicate a similar increase over time in the programs and practices adopted. Most striking is the very large percentage

over the time period in the proportion of CP agencies which provide their officers with specific training in problem-solving (60% in 1997, versus to 24% in 1993) and in the enforcement by police of building codes to remove crime potential (36% versus 10%).

In both 1993 and 1997, significantly more municipal agencies than sheriffs' departments had implemented:

- Citizen surveys to determine community needs and priorities
- Citizen surveys to evaluate police surveys
- Regularly scheduled meetings with community groups
- Specific personnel training for problem identification and resolution
- Landlord/manager training programs for order and drug reduction
- Building code enforcement as a means of helping remove crime potential from an area
- Use of other regulatory codes to combat drugs and crime.

ORGANIZATIONAL ARRANGEMENTS

Both the 1997 and 1993 surveys solicited executives' perceptions of the organizational changes required by CP. The results indicate no significant changes in those perceptions over time with regard to whether CP requires organizational restructuring; changes to policies, goals and missions; and/or increased resources. One quarter of the 1993 and one quarter of the 1997 executives believed that CP requires extensive reorganization and 4 out of 10 of both the 1993 and 1997 executives thought that CP requires major changes in organizational policies, goals, or mission statements.

Another portion of the survey requested information from all agency respondents (whether or not they had implemented CP) regarding whether or not they had implemented various CP-related organizational arrangements and/or structures. Of the 17 arrangements listed in the 1997 survey, at

least 50 percent of all of the agencies had eight of them in place. Of note are the arrangements that CP agencies had implemented in greater proportions than had their non-CP counterparts. For instance, agencies that had implemented or were planning to implement CP were more likely to have:

- Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction (41% versus 18%)
- Beat or patrol boundaries that coincide with neighborhood boundaries (63% versus 42%)
- Specialized community relations units (26% versus 4%)
- Specialized problem-solving units (54% versus 26%)
- Specialized crime prevention units (61% versus 40%)
- Multidisciplinary teams to deal with special problems such as child abuse (53% versus 36%)
- Interagency code enforcement (40% versus 21%)
- Geographic responsibility given to detectives (23% versus 13%).

Fourteen of the 17 "arrangements" listed in the 1997 survey had also been included in the 1993 version. In 1997, compared to 1993, the agencies were significantly more likely to have:

- Specialized crime prevention units (50% versus 43% for 1997 and 1993, respectively)
- Fixed shifts (changing no more than annually) (48% versus 37%)
- Beat or patrol boundaries that coincide with neighborhood boundaries (42% versus 33%)
- Specialized community relations units (40% versus 29%)
- Means of accessing other city or county data bases to analyze community or neighborhood conditions (38% versus 31%)
- Interagency code enforcement (33% versus 24%).

The largest change (11%) occurred in the percentage of agencies that had specialized community relations units.

In 1997, sheriffs' departments were significantly more likely than were municipal agencies to have physical decentralization of field services (36% versus 24%), physical decentralization of investigations (28% versus 19%), multidisciplinary teams to deal with special problems such as child abuse (61% versus 47%), and interagency drug task forces (86% versus 76%). Municipal agencies were more likely than sheriffs' offices in 1997 to have specialized units, such as those that deal with crime analysis (47% versus 43%), community relations (25% versus 19%), problem-solving (53% versus 40%), and crime prevention (58% versus 54%). Further, municipal departments were more likely to be working with other agencies to enforce codes (41% versus 19%).

With regard to agency size, the greatest changes in organizational arrangements between 1993 and 1997 occurred among the largest agencies (those with 100 to 499 and those with 500 or more sworn personnel). By 1997, the larger agencies were, in general, more likely to have each of the 17 listed organizational arrangements.

Respondents in the COPS Supplement were more likely than were their counterparts in the 1997 main sample to report beat or patrol boundaries that coincide with neighborhood boundaries (65% versus 42%; the latter being the weighted figure for 1997); specialized community relations units (59% versus 38%); and means of accessing other city or county data bases to analyze community or neighborhood conditions (51% versus 38%).

PERSONNEL FUNCTIONS AND ACTIVITIES

The 1997 (but not the 1993) executives were asked which personnel within agencies should be responsible for implementing CP. Almost three-quarters (70%) of the executives responding to

the 1997 survey believed that *all* organizational personnel should be responsible for implementing community policing, whereas 14 percent thought that this responsibility lay only with patrol personnel. The remainder believed that only designated patrol officers were responsible (12%) or that the responsibility lay only with the community relations bureau or unit (4%). More of the executives within the COPS Supplement (82%) than within the 1997 main sample (70%) believed that *all organizational personnel* should be responsible for implementing community policing.

The 1997 survey then asked the responding agencies to indicate how, in fact, the CP-related responsibilities were allocated to various types of personnel. In the first section all respondents (not just CP agencies) indicated for a series of 12 responsibilities whether each was the responsibility for (1) most patrol officers or deputies, (2) some patrol officers or deputies, (3) special unit patrol, or (4) civilian personnel. If the function or activity was not practiced, respondents were directed to check "none/not applicable."

Civilian personnel were least likely to be responsible for each of the 12 functions listed. A plurality of departments indicated that *most* patrol officers or deputies:

- Worked with citizens to identify and resolve area problems (48%)
- Worked regularly with detectives on cases in areas of assignment (45%)
- Developed familiarity with community leaders in their areas of assignment (44%)
- Enforced civil and code violations in their areas (40%).

A plurality of agencies indicated that *some* patrol officers or deputies:

- Met regularly with community groups (43%)
- Taught residents how to address community problems (35%)
- Assisted in organizing communities (33%).

Of all the tasks listed, special patrol units were most likely to meet regularly with community groups (26%), but more departments indicated that this was the responsibility of *some* patrol officers or deputies (43%), rather than special units.

Although 70 percent of the executives believed that all organizational personnel should be responsible for implementing CP procedures, it appears from the results that many CP activities are delegated to subgroups of patrol officers.

In comparing CP and non-CP agencies in terms of the assignment of functions it is not surprising that non-CP agencies were more likely *not* to assign these CP-related tasks to *any* personnel group. That is, more than half of the non-CP agencies indicated that the following tasks were "not applicable" to any of their patrol personnel, special units, or civilian personnel:

- Conducting surveys in area of assignment (76% indicated "not applicable," compared to 54% of the CP agencies)
- Conducting crime analysis for area of assignment (70% versus 47% not applicable)
- Acting like "chief of beat" (68% versus 55% not applicable)
- Assisting in organizing the community (59% versus 24% not applicable)
- Making door-to-door contacts in neighborhoods (53% versus 23% not applicable).

The second list of tasks (n=12) were managerial or supervisory ones. For most of the tasks listed, agencies were fairly evenly split as to whether they were performed by captains, lieutenants, or sergeants. For instance, 35 percent of the agencies assigned the task of establishing interagency relationships to captains, 38 percent to lieutenants, and 40 percent to sergeants. Sergeants, however, had key roles within a majority of agencies with regard to eliciting input from officers/deputies about solutions to community problems (56%) and providing advice and guidance to officers about

community interaction and problem resolution (50%). And although the sergeants were to help the line officers to formulate and implement problem solving solutions, a plurality of agencies (28%) reported that captains made the final decisions about the allocation of agency resources to specific problem-solving activities.

LESSONS LEARNED

Open-ended items requested respondents to identify the lessons they have learned in implementing CP. The most frequently mentioned lessons learned were:

- It takes time to prepare for the adoption of community policing
- It takes time to implement CP
- Commitment from the community and agency personnel is crucial to the successful implementation of CP
- Training the police and educating the public in CP is critical
- CP should be adopted agency-wide, not allocated to a special unit
- Once adopted, CP must be adapted in accordance with lessons learned and changing circumstances.

CONCLUSIONS

Despite some early claims that community policing was no more than a passing "fad," the results of this research indicate that CP can, in fact, be regarded as a "movement," no less important to policing than its historical predecessors. Over 92 percent of the executives surveyed in 1997 believed that CP is a highly effective means of providing police services and, indeed, 82 percent of the agencies responding to the 1997 survey reported that they either had implemented, or were in the process of implementing, CP. The increase in the adoption of CP since 1993 is reflected among agencies of all types and sizes.

The results indicate that municipal agencies adopted community policing earlier than did their sheriff counterparts. This is reflected in the difference in the proportion of agencies of the two types that *had already adopted* community policing by 1997: 60 percent of the municipal agencies and 40 percent of the sheriffs' departments. However, more sheriffs' departments than municipal departments were *in the process* of implementing CP. The later adoption by sheriffs' departments corresponds with the availability of federal funds, which the executives of sheriffs' agencies indicated was a major factor in their decisions to adopt CP.

The current status and development of CP can be assessed in terms of its two traditional key components: community partnerships and police-community problem solving. Although police-citizen partnerships advanced between 1993 and 1997, it is somewhat surprising that, even in 1997, only two of 16 methods of involving citizens listed in the survey (neighborhood watch programs and police-citizen meetings) had been adopted by more than half of the agencies that self-identified as CP agencies. Further, although police-citizen problem-solving is considered the second core element of CP, by 1997 over 20 percent of self-identified CP agencies reported that they did not engage in such activities.[1] Despite the fact that sheriffs' agencies report a later adoption of the CP approach, the proportions of municipal and sheriffs' agencies using the various methods of involving citizens were very similar.

That CP continues to evolve is indicated by the recent promotion of "organizational transformation" from merely an issue associated with CP to a "core element." Specifically, the Community Policing Consortium (CPC), which is administered and funded by the COPS Office of

[1] It is important to note here, however, that the group labeled "CP agencies" includes not only those that report having implemented CP, but also those that are planning to do so. As such, these figures–for both partnerships and problem-solving—may actually underestimate the proportion of "true" CP agencies that have initiated these activities.

the Department of Justice, recently added "organizational transformation" to their list of "core elements" of community policing that had previously included only "community partnerships" and "problem solving." According to the CPC, the maintenance of community policing requires organizational, administrative and managerial changes. Specifically, the CPC (forthcoming) reports that the traditional military organization of departments with "procedure-driven, centralized decision-making facilitated through a singular chain of command, tightly controlled at each level of the organizational hierarchy" (p. 44) is not conducive to either police-citizen partnerships or innovative problem solving.

This "recognition" in the literature, however, is not reflected in the views of the responding agency executives or in the activities of their agencies. In 1993, just 44 percent of the agency executives thought that community policing required major changes in organizational policies, goals, or mission statements. In 1997, the corresponding percentage was 43. Indeed, the self-identified CP agencies responding in 1997 indicated, for instance, that 41 percent still had not redesigned recruiting and selection procedures to target personnel who were especially suited to CP and problem solving, 49 percent had yet to revise job descriptions to reflect CP, and 53 percent had not revised employee evaluations to reflect CP and problem-solving skills and activities.

Less than one-third of the agencies reported the inclusion of the "concepts of community policing" in academy training and 45 percent did not include this topic in their in-service training. The topic "problem solving" fared even worse. It's important to note, however, that these low proportions reflect the impact of the responses from sheriffs' agencies regarding their curricula. Indeed, community policing training again highlights the differential development of CP between municipal agencies and sheriffs' departments; much higher proportions of municipal agencies,

compared to sheriffs' departments, reported the inclusion of CP topics in recruit, FTO, and in-service training.

It is possible to interpret the survey results to indicate that at least some of these organizational transformations are forthcoming. For instance, the majority of agency executives report that CP requires major changes to training curricula and they acknowledge that CP training is currently inadequate. Similarly, while less than half of the agencies had redesigned their performance evaluations to support CP, 84 percent of the executives acknowledged that performance evaluations *should* be revised.

A key finding of the research is that CP is perceived to have met expectations. Executives from both CP and non-CP agencies believed that CP is a highly effective means of providing police services and they shared expectations that adopting this approach to policing would improve police-community relations, increase the job satisfaction of personnel, and reduce crime. Indeed, the agencies responding in 1997 that had adopted CP reported that police-citizen relations had improved, crimes against property and persons were down, fear of crime was down, and job satisfaction had increased.

In sum, these results indicate that community policing has taken hold in the United States with an impressive proportion of agencies reporting that they have adopted this form of policing. What is also clear, however, is that much work remains to be done to fully implement the concepts of community policing and to develop the organizational structures necessary to sustain it. It appears that there is much potential for future growth in developing methods for involving the community, working in collaboration with the community to identify and solve community problems, and institutionalizing CP through organizational policies, procedures, and training.

FINAL THOUGHTS REGARDING REPLICATION OF THIS STUDY

This final section of the report offers some strategies that NIJ may want to consider as it contemplates conducting another national CP survey update of police and sheriffs' departments. While most researchers would be interested in conducting a new survey with results comparable to the two previous surveys, we believe any new survey must be capable of yielding precise estimates and other information. Often there is a tension between the desire to achieve comparability of results and a desire to obtain the best possible estimates for the latest survey. The 1993 sample was drawn using a variable which was not the intended one (i.e., total number sworn **and** civilian personnel). In addition there is a question of the degree to which the sample was optimal for the purposes intended.

If a totally new sample is drawn, researchers would gain better precision, but would not be able to conduct a longitudinal analysis of the changes that have taken place. One would, for instance, still be able to tell if community policing had increased (results would still be comparable), but one would not know whether this was due to existing agencies (1993 or 1997) who have implemented community policing and some new agencies who implemented, or if the change was due to attrition among existing CP agencies.

The 1993 oversampled the large agencies, but the intent seemed to have been to present the estimates as a proportion of all agencies. Had this been the only intent, the largest and smallest agencies should have been sampled with the same probability and the sample design would have been inefficient. In other words, one could have obtained greater precision using a smaller sample size. If examining individual agencies or providing estimates in terms of the number of

officers/deputies affected by any given policy and/or size categories was the intent, then this design would have been closer to the mark.

Given the problems we uncovered with the 1993 survey and the difficulties we experienced comparing 1993 and 1997 data, we recommend that a new sample be drawn and that the objectives of the survey (every intended use of the data) be identified and prioritized. Among these objectives of the study may be the estimates to be obtained (national and for size categories), the case histories (i.e., knowing everything about specific departments) to be derived, and the comparison with the previous sample. There may be ways of designing a more efficient survey with a subsample capable of allowing matched comparisons with the previous surveys. Importantly, the new design can only be obtained after an extensive consideration of project objectives and desired estimates are obtained. Several key variables from the previous survey could be identified and the responses to those variables from the previous sample used to design the new one. In addition, the available files and their quality must be reviewed prior to the design.

If we have national estimates in mind, the new sample will need a larger proportion of small agencies, unless an analysis of the previous survey indicates that they are very homogeneous with respect to key variables. A stratified sample by number of sworn officers, with approximately the same number of agencies in each stratum, may well turn out to be the optimal model, but this cannot be determined until the objectives are examined.

REFERENCES

Community Policing Consortium (in press). *Understanding Community Policing: A Framework for Action*. United States D.O.J.: Office of Community Oriented Policing Services.

Jordan, T. 1998. *Citizens' Police Academies: A Comprehensive Description of Existing Programs and a Pre-Experimental Outcome Evaluation*. A doctoral dissertation submitted to the School of Criminology and Criminal Justice at Florida State University.

NIJ

NATIONAL INSTITUTE OF JUSTICE

APPENDIX A. PERSONALIZED COVER LETTERS FROM NIJ AND PERF

U.S. Department of Justice

Office of Justice Programs

Washington, D.C. 20531

August 11,1997

Dear :

I am writing to encourage your participation in an important survey of law enforcement agencies about the various attitudes and practices pertaining to community policing. This research effort is necessary to update the Department of Justice on the recent changes and trends in community policing. Further, the survey results will provide information of value to other government officials, law enforcement agencies, funding organizations, and researchers.

The Police Executive Research Forum (PERF) and Macro International Inc. will use the current survey data to update information collected during a 1993 survey sponsored by the National Institute of Justice. There has been a large increase in the number of agencies that have implemented community policing during the past several years, as well as changes in opinions and practices relating to community policing. Your input is very important in helping us to obtain and disseminate data on the recent developments in this area.

We look forward to your participation in this survey. If you have any questions or comments, please contact Mr. Robert Kaminski, the NIJ Project Manager for the study. Mr. Kaminski can be reached at (202) 616-9135.

Sincerely,

Jeremy Travis
Director
National Institute of Justice

3035

1120 CONNECTICUT AVENUE, N.W., SUITE 930
WASHINGTON, D.C. 20036
PHONE: (202) 466-7820
FAX: (202) 466-7826
TTY: (202) 466-2670

POLICE EXECUTIVE
RESEARCH FORUM

CHUCK WEXLER
EXECUTIVE DIRECTOR

August, 11,1997

Dear :

In 1993, the Police Foundation, in cooperation with the National Institute of Justice, conducted a national survey of law enforcement agencies about their attitudes and practices pertaining to community policing. The survey was highly successful, and generated a great deal of information of practical value to police and sheriffs' agencies, government officials, funding agencies and researchers. Since 1993, community policing has been adopted by thousands of agencies and implemented in many forms throughout the country. It is now time to conduct another national survey to update our knowledge and understanding of community policing, and to inform the law enforcement field of recent developments in this critical area. We would greatly appreciate your assistance in this research effort.

The current survey is being conducted by the Police Executive Research Forum (PERF) in conjunction with Macro International Inc., a major survey research organization. Financial support for this survey was provided by the National Institute of Justice.

We are asking each agency to complete the enclosed questionnaire and return it to Macro International by **September 15, 1997.** A self-addressed, postage-paid envelope has been included for your convenience. If you have any questions about this survey, please telephone Sadie Bennett at 1-800-769-0322.

Thank you for your cooperation and assistance in this project.

Sincerely,

Chuck Wexler

Chuck Wexler
Executive Director
Police Executive Research Forum

3035

NIJ

NATIONAL INSTITUTE OF JUSTICE

Appendix B. Community Policing: 1997 National survey Update of Police and Sheriffs' Departments

Community Policing

1997 National Survey Update of Police and Sheriffs' Departments

Conducted for:

The U.S. Department of Justice
National Institute of Justice

Grant No. 96-IJ-CX-0045

August 1997

General Information and Instructions

Community policing is a philosophy that has received considerable attention during the past few years. In the most general sense, community policing seeks to increase interaction between police and citizens for the purpose of improving public safety and the quality of life in the community.

Macro International Inc. and the Police Executive Research Forum have been awarded a grant by the National Institute of Justice (NIJ) to conduct a national survey of law enforcement agencies. The survey will examine views regarding community policing, and document strategies employed by police and sheriffs' departments. This study will update and enhance the information collected during a 1993 national survey conducted by the Police Foundation.

The questionnaire is divided into 10 sections. **Section A is designed to be completed by the head of the agency. The remaining sections may be delegated by the executive to other staff members, as appropriate.**

The items in Section A reflect the attitudes and opinions of the executive. The factual information requested in Sections B through J is designed to be shared with members of the law enforcement profession. We believe that this survey can provide the basis for a network among agencies that are interested in learning more about community policing.

This survey includes agencies of various sizes. Therefore, the questionnaire is designed to be generally inclusive. For this reason, some of the items may not be completely applicable to your agency. Please answer these questions to the best of your ability, and check the "not applicable" response category as necessary. Also note that we are very much interested in your responses to this survey, whether or not your agency has implemented community policing procedures.

Finally, we acknowledge that sheriffs' departments are law enforcement agencies rather than "police" agencies. **However, for purposes of this study, the term "community policing" is used in broad terms, and is intended to apply to both police *and* sheriffs' departments.**

Thank you for your time and commitment in completing this questionnaire. Your effort will help to provide valuable information to the law enforcement community.

If you have questions regarding the survey, please contact Sadie Bennett at (800) 769-0322.

To ensure that your questionnaire is received in time to be included in the survey results, please complete and return it to the following address by September 15, 1997:

Macro International Inc.
126 College Street
Suite 2A
Burlington, Vermont 05401
ATTN: NIJ Project

Section A—Executive Views

Section A should be completed by the head of the agency. In the spaces provided below, please enter the name, rank (or position), telephone number, fax number, and e-mail address of the person completing Section A of the questionnaire, whom we may call to clarify answers, if necessary. This information will be kept strictly confidential, and will be used for followup purposes only.

Name: _____

Rank/Position: _____

Telephone Number: _____

Fax Number: _____

E-mail Address: _____

If your agency name and/or address is different from the label on the front cover, please correct it in the space below. **(If no corrections are necessary, skip to Question 1 of Section A.)**

Agency Name: _____

Agency Address: _____

_____

Section A (Continued)

1. In what year did the current top executive officer at your agency assume office? _____

2. Was the top executive office in your department elected or appointed? **Please check one response.**

☐ Elected

☐ Appointed

2a. Was the top executive promoted from within, or hired from outside the department? **Please check one response.**

☐ Promoted from within

☐ Hired from outside the department

☐ Other (please specify): _____

3. Was the top executive mandated at the time of hiring to implement or guide the agency in community policing?

Yes	No
☐	☐

4. As you read each of the following statements, think about community policing as you understand it. Please check the code for each statement that most closely represents the extent to which you: strongly agree, agree, disagree, or strongly disagree with each item. **Check <u>one</u> response for each item. Check "Don't Know" if you don't know or have no opinion.**

STATEMENT	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
a. The concept of community policing is something that law enforcement agencies should pursue.	☐	☐	☐	☐	☐
b. It is not clear what community policing means in practical terms.	☐	☐	☐	☐	☐
c. In the long run, implementing community policing requires an increase in police resources.	☐	☐	☐	☐	☐
d. Other government agencies (non-police) are unlikely to commit sufficient effort to make community policing work.	☐	☐	☐	☐	☐

Section A (Continued)

STATEMENT	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know
e. Most government officials and political leaders will support community policing.	☐	☐	☐	☐	☐
f. Rank-and-file employees are likely to resist changes necessary to accomplish community policing.	☐	☐	☐	☐	☐
g. Community policing requires major changes in organization policies, goals, or mission statements.	☐	☐	☐	☐	☐
h. Performance evaluation should be revised to support community policy.	☐	☐	☐	☐	☐
i. There is no conflict between close police/citizen cooperation and enforcing the law.	☐	☐	☐	☐	☐
j. At present, the various police training institutions in this country do not provide adequate training in community policing.	☐	☐	☐	☐	☐
k. Community policing requires extensive reorganization of police agencies.	☐	☐	☐	☐	☐
l. Citizens will respond to community policing efforts in sufficient numbers to permit police and citizens to work together effectively.	☐	☐	☐	☐	☐
m. Conflict among different citizens groups will make it difficult for police and citizens to interact effectively.	☐	☐	☐	☐	☐
n. Community policing is a highly effective means of providing police service.	☐	☐	☐	☐	☐
o. Community policing may lead law enforcement personnel to become inappropriately involved in local politics.	☐	☐	☐	☐	☐
p. Some form of participatory management is necessary for successful implementation of community policing.	☐	☐	☐	☐	☐
q. Community policing requires a major change in the approach to law enforcement training.	☐	☐	☐	☐	☐
r. Some communities are not suited for community policing.	☐	☐	☐	☐	☐

Section A (Continued)

5. Listed below are several possible impacts of community policing. How likely do you think it is that your agency or community, or ones similar to them, will experience each potential outcome as a result of implementing community policing: very likely, somewhat likely, or not at all likely? **Check <u>one</u> response for each item. If you don't know, or have no opinion, please check "Don't Know."**

POTENTIAL OUTCOME OF COMMUNITY POLICING	Very Likely	Somewhat Likely	Not at All Likely	Don't Know
a. The problems that citizens of the community care about most will be reduced.	☐	☐	☐	☐
b. The ability to respond to calls for service will decline.	☐	☐	☐	☐
c. The physical environment of neighborhoods will improve.	☐	☐	☐	☐
d. Citizens will feel more positive about their police/law enforcement agency.	☐	☐	☐	☐
e. Officer/deputy corruption will increase.	☐	☐	☐	☐
f. The potential for physical conflict between citizens and police will decrease.	☐	☐	☐	☐
g. Officer/deputy job satisfaction levels will increase.	☐	☐	☐	☐
h. Crime rates will decrease.	☐	☐	☐	☐
i. Crime will be displaced to a non-community policing area.	☐	☐	☐	☐

6. Who in the agency do you believe should be responsible for conducting community policing procedures? **Please check only <u>one</u> response.**

All organizational personnel ☐

All patrol personnel ☐

Some specially designated patrol officers ☐

A community relations bureau or unit ☐

Other (please specify): _____ ☐

Section A (Continued)

7. How influential were each of the following in the decision to implement (or not to implement) community policing at your agency?

SOURCE OF INFLUENCE	Very Influential	Somewhat Influential	Not At All Influential	Don't Know
a. Availability of Federal funding.	☐	☐	☐	☐
b. Local government pressure.	☐	☐	☐	☐
c. Citizen group pressure.	☐	☐	☐	☐
d. Rising crime and social problems.	☐	☐	☐	☐
e. Agency desire (administration).	☐	☐	☐	☐
f. Agency desire (officers).	☐	☐	☐	☐
g. Police/sheriffs' professional organizations/associations.	☐	☐	☐	☐
h. Other (please specify): _____	☐	☐	☐	☐

Section B—Organizational Programs and Practices

The remaining sections of this survey may be completed by someone other than the head of the organization. In the spaces provided below, please enter the name, rank (or position), telephone number, fax number, and e-mail address of the person who will complete the remainder of the questionnaire, whom we may call to clarify answers if necessary. This information will be kept strictly confidential, and will be used for followup purposes only.

Name: _____

Rank/Position: _____

Telephone Number: _____

Fax Number: _____

E-mail Address: _____

Section B (Continued)

8. To what extent has your agency made use of the following resources in formulating its current approach to policing/law enforcement? Please indicate whether each resource has been used substantially, used somewhat, or has not be used at all at your agency. **Check only <u>one</u> response for each resource.**

TYPE OF RESOURCE	Used Substantially	Used Somewhat	Not Used at All	Don't Know
a. Other police/sheriffs' departments	☐	☐	☐	☐
b. Federal agencies	☐	☐	☐	☐
c. State planning agencies	☐	☐	☐	☐
d. Government grants	☐	☐	☐	☐
e. Journal articles and books	☐	☐	☐	☐
f. U.S. Government publications	☐	☐	☐	☐
g. Academic courses/seminars/conferences	☐	☐	☐	☐
h. Police/sheriffs' professional organizations/meetings	☐	☐	☐	☐
i. Talents and expertise of own departmental personnel	☐	☐	☐	☐
j. Consultants	☐	☐	☐	☐
k. Community groups	☐	☐	☐	☐
l. Other (please specify): _____ _____	☐	☐	☐	☐

Section B (Continued)

9. Which of the following organizational programs and practices have been implemented at your agency? **Please check "NA" if the item is not applicable to your agency.**

ORGANIZATIONAL PROGRAM/PRACTICE	Implemented	Not Implemented	NA
a. Classification and prioritization calls to increase officer time for other activities	☐	☐	☐
b. Alternative response methods for calls (e.g., telephone reports, mail-in reports, scheduled appointments for some calls)	☐	☐	☐
c. Citizen surveys to determine community needs and priorities	☐	☐	☐
d. Citizen surveys to evaluate police service	☐	☐	☐
e. Victim assistance program	☐	☐	☐
f. Permanent neighborhood-based offices or stations	☐	☐	☐
g. Mobile neighborhood-based offices or stations	☐	☐	☐
h. Drug-free zones around schools, parks, or churches	☐	☐	☐
i. Police/youth program (e.g., PAL program, school liaison program, mentoring program)	☐	☐	☐
j. Drug education program in schools	☐	☐	☐
k. Drug tip hot line or Crime Stoppers program	☐	☐	☐
l. Fixed assignment of patrol officers to specific beats or areas	☐	☐	☐
m. Designation of some officers as "community" or "neighborhood" officers, each of whom is responsible for working in areas identified as having special problems or needs	☐	☐	☐
n. Foot patrol as a specific assignment	☐	☐	☐
o. Foot patrol as a periodic expectation for officers assigned to cars	☐	☐	☐
p. Regularly scheduled meetings with community groups	☐	☐	☐

Section B (Continued)

ORGANIZATIONAL PROGRAM/PRACTICE	Implemented	Not Implemented	NA
q. Specific training for problem identification and resolution	☐	☐	☐
r. Training for citizens in problem identification or resolution	☐	☐	☐
s. Regular radio or television programs or "spots" to inform community about crime and police activities	☐	☐	☐
t. Landlord/manager training programs for order maintenance and drug reduction	☐	☐	☐
u. Building code enforcement as a means of helping remove crime potential (e.g., drugs or prostitution) from an area	☐	☐	☐
v. Use of other regulatory codes to combat drugs and crime	☐	☐	☐
w. Geographically based crime analysis made available to officers at the beat level	☐	☐	☐
x. Interagency involvement in problem identification and resolution	☐	☐	☐
y. Integration with community corrections programs	☐	☐	☐
z. Integration with Alternative Dispute Resolution (ADL)	☐	☐	☐

Section C—Organization's Experience with Community Policing

10. Which of the following statements best describes your agency's current situation with respect to the adoption of a community policing approach? **Please check only <u>one</u> response.**

- We have not considered adopting a community policing approach. ☐
- We considered adopting a community policing approach but rejected the idea because it was not the appropriate approach for this agency. ☐
- We considered adopting a community policing approach and liked the idea, but it is not practical here at this time. ☐
- We are now in the process of planning or implementing a community policing approach. ☐
- We have implemented community policing. ☐

If your agency has not implemented community policing, or is not in the process of planning or implementing community policing, please check this box ☐, and skip to Section D on page 16.

11. In what year did your agency begin implementing community policing procedures?

Year: _____

Section C (Continued)

12. Listed below are several types of administrative policies that may have been implemented by your agency as a part of its community policing strategy. For each type of policy or practice, please check the response that indicates whether or not it has been implemented by your agency. **Check <u>one</u> response for each item.**

ADMINISTRATIVE POLICY	Implemented	Not Implemented
a. Recruiting practices and/or selection criteria that target personnel who would be considered especially suited to community policing and problem solving.	☐	☐
b. Recruiting and/or selection criteria that are designed to create a work force that is representative of the community.	☐	☐
c. Employee evaluation designed to reflect community policing and problem-solving skills and activities.	☐	☐
d. Reporting processes to document use of excessive physical force.	☐	☐
e. Special recognition for officers who perform well as community policing officers and/or problem solvers.	☐	☐
f. Organizational guidelines about the handling of specific types of problems.	☐	☐
g. A management approach designed to support well-intended risk taking.	☐	☐
h. Structured "seminars" or discussion groups in which officers, supervisors, and managers discuss specific problems and approaches to community policing and problem solving.	☐	☐
i. Measures that reflect organizational performance as related to solving problems in the community.	☐	☐
j. A disciplinary system redesigned to support a problem-solving approach.	☐	☐

13. Have role definitions or job descriptions been developed or revised to clarify the work expectations of community policing?

<u>Yes</u>	<u>No</u>	Don't <u>Know</u>
☐	☐	☐

Section C (Continued)

14. Has the number of managerial levels in the organization been changed in order to support the implementation of community policing?

Yes	No	Don't Know
☐	☐	☐

15. For each of the following types of officer training, please indicate whether **initial (recruit), in-service, and/or FTO specialized training** is provided by your agency. **Check all responses that apply to each type of training. Check "None" if the training was not provided.**

TYPE OF TRAINING	Initial (Recruit) Training	In-Service Training	FTO Training	None
a. Training in how to organize groups and communities.	☐	☐	☐	☐
b. Training in community interactions.	☐	☐	☐	☐
c. Cultural diversity training.	☐	☐	☐	☐
d. Training related to problem solving.	☐	☐	☐	☐
e. Training about concepts of community policing.	☐	☐	☐	☐
f. Training in communication skills.	☐	☐	☐	☐
g. Training in human resources management (i.e., selection, training, evaluation, discipline, awards, promotion).	☐	☐	☐	☐
h. Training in crime analysis or mapping.	☐	☐	☐	☐
i. Other (please specify): _____	☐	☐	☐	☐

16. As your agency planned its approach to community policing, did any other agencies serve as models or provide your organization with useful information?

Yes	No	Don't Know
☐	☐	☐

Section C (Continued)

If you responded "YES" to question 16, please identify the agencies in the space below:

_____

_____

_____

_____

_____

_____

17. Has your agency developed, or is it in the process of developing, new **written** policies concerning the following procedures?

PROCEDURE	Yes	No	Don't Know
a. Police interactions with other government agencies.	☐	☐	☐
b. Police interactions with citizens, citizens groups, or private institutions.	☐	☐	☐
c. Procedures to deal with neighborhood problems.	☐	☐	☐
d. Other (please specify): _____	☐	☐	☐

18. Have new ordinances or new legislation been created to support your community policing approach?

Yes	No	Don't Know
☐	☐	☐

19. Is the progress or success of your community policing approach measured by your agency on the basis of officially stated goals or objectives?

Yes	No	Don't Know
☐	☐	☐

Section C (Continued)

20. To what extent has your agency's approach to community policing had the following effects?

EFFECT	To a Great Extent	To Some Extent	Not at All	Don't Know
a. Improved cooperation between citizens and police.	☐	☐	☐	☐
b. Increased involvement of citizens in efforts to improve the community.	☐	☐	☐	☐
c. Improved citizens' attitudes toward the police.	☐	☐	☐	☐
d. Increased volunteer activities by citizens.	☐	☐	☐	☐
e. Increased officers' level of job satisfaction.	☐	☐	☐	☐
f. Increased response time.	☐	☐	☐	☐
g. Shortened response time.	☐	☐	☐	☐
h. Reduced crime against persons.	☐	☐	☐	☐
i. Reduced crime against property.	☐	☐	☐	☐
j. Reduced citizens' fear of crime.	☐	☐	☐	☐
k. Increased citizens' calls for service.	☐	☐	☐	☐
l. Decreased citizens' calls for service.	☐	☐	☐	☐
m. Resulted in diversion of calls from central dispatch office.	☐	☐	☐	☐
n. Increased information from citizens to police.	☐	☐	☐	☐
o. Reduced incidence of physical conflict between officers and citizens.	☐	☐	☐	☐

Section D—Organizational Arrangements

21. Which of the following organizational arrangements/structures are currently in place at your agency? **Please check "NA" if the arrangement is not applicable to your agency.**

ORGANIZATIONAL ARRANGEMENT	Currently in Place	Not Currently in Place	NA
a. Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction.	☐	☐	☐
b. Beat or patrol boundaries that coincide with neighborhood boundaries.	☐	☐	☐
c. Physical decentralization of field services.	☐	☐	☐
d. Physical decentralization of investigations.	☐	☐	☐
e. Means of accessing other city or county data bases to analyze community or neighborhood conditions (e.g., school data, health data, parole/probation records, tax records, licensing data).	☐	☐	☐
f. Fixed shifts (changing no more often than annually).	☐	☐	☐
g. Centralized crime analysis unit/function.	☐	☐	☐
h. Decentralized crime analysis unit/function.	☐	☐	☐
i. Specialized problem-solving unit.	☐	☐	☐
j. Specialized community relations unit.	☐	☐	☐
k. Specialized crime prevention unit.	☐	☐	☐
l. Multidisciplinary teams to deal with special problems such as child abuse.	☐	☐	☐
m. Interagency drug task force.	☐	☐	☐
n. Interagency code enforcement.	☐	☐	☐
o. Geographic responsibility given to detectives.	☐	☐	☐
p. Information regularly provided by detectives to patrol officers.	☐	☐	☐
q. Detectives integrated into problem-solving efforts.	☐	☐	☐

Section E—Patrol Officer/Deputy/ Civilian Personnel Responsibilities

22. This question asks about some of the things patrol officers, deputies, and/or nonsworn officers in your agency might be expected to do or for which they might be held responsible. For each function or activity, please check the appropriate code(s) to indicate whether it is—the responsibility of most of the patrol officers/deputies in your agency, the responsibility of some patrol officers/deputies, or the responsibility of a special unit of patrol officers/deputies. Also, please indicate whether it is the responsibility of civilian personnel. **Check the appropriate category or categories for each function or activity. Check "None/Not Applicable" if the function or activity is not practiced, or is not applicable to patrol officers/deputies at your agency.**

FUNCTION/ACTIVITY	Most Patrol Officers/ Deputies	Some Patrol Officers/ Deputies	Special Patrol Unit	Civilian Personnel	None/Not Applicable
a. Make door-to-door contacts in neighborhoods.	☐	☐	☐	☐	☐
b. Develop familiarity with community leaders in area of assignment.	☐	☐	☐	☐	☐
c. Work with citizens to identify and resolve area problems.	☐	☐	☐	☐	☐
d. Assist in organizing the community.	☐	☐	☐	☐	☐
e. Teach residents how to address community problems.	☐	☐	☐	☐	☐
f. Work regularly with detectives on cases in area of assignment.	☐	☐	☐	☐	☐
g. Conduct crime analysis for area of assignment.	☐	☐	☐	☐	☐
h. Meet regularly with community groups.	☐	☐	☐	☐	☐
i. Enforce civil and code violations in area.	☐	☐	☐	☐	☐
j. Work with other city agencies to solve neighborhood problems.	☐	☐	☐	☐	☐
k. Conduct surveys in area of assignment.	☐	☐	☐	☐	☐
l. Act like "chief of the beat."	☐	☐	☐	☐	☐

Section F—Authority and Responsibility of Managers and Supervisors of Field Operations

23. For each of the tasks listed below, please check the appropriate code or codes to indicate which ranks (i.e., captain, lieutenant, and/or sergeant) are responsible for the task. **Check as many codes as necessary for each item, in order to represent all ranks that have responsibility for the task. Check N/A if a task is not applicable to your agency.**

TASK	Captain	Lieutenant	Sergeant	Other	N/A
a. Redesign organization to support problem-solving efforts.	☐	☐	☐	☐	☐
b. Maintain regular contact with community leaders.	☐	☐	☐	☐	☐
c. Establish interagency relationships.	☐	☐	☐	☐	☐
d. Make final decision about which problems are to be addressed in geographic area of responsibility.	☐	☐	☐	☐	☐
e. Make final decision about how to handle most community problems.	☐	☐	☐	☐	☐
f. Make final decision about application of agency resources to solve problem in geographic area of responsibility.	☐	☐	☐	☐	☐
g. Elicit input from officers/deputies about solutions to community problems.	☐	☐	☐	☐	☐
h. Manage crime analysis for geographic area of responsibility.	☐	☐	☐	☐	☐
i. Arrange officer's schedules to allow time for community policing and problem-solving.	☐	☐	☐	☐	☐
j. Make resources available for officers to use in community policing and problem-solving efforts.	☐	☐	☐	☐	☐
k. Provide advice and guidance to officers about community interaction and problem resolution.	☐	☐	☐	☐	☐
l. Evaluate performance in geographic area of responsibility.	☐	☐	☐	☐	☐

Section G—Citizen Participation

24. This question asks about different ways in which your agency currently works with citizens in the community. For each item listed below, please indicate whether or not the activity is currently being done by citizens in your jurisdiction.

TYPE OF CITIZEN PARTICIPATION	Currently Being Done	Not Currently Being Done
a. Participate in Neighborhood Watch program.	☐	☐
b. Attend police/community meetings.	☐	☐
c. Serve as volunteers within the police agency.	☐	☐
d. Attend citizen police academy.	☐	☐
e. Serve in citizen patrols coordinated by your agency.	☐	☐
f. Serve on citizen advisory councils at the neighborhood level to provide input/feedback on department policies and practices.	☐	☐
g. Serve on citizen advisory councils at the city or county level.	☐	☐
h. Participate in Court Watch program.	☐	☐
i. Serve on advisory group for chief or other agency managers.	☐	☐
j. Prepare agreements specifying work to be done on problems by citizens and police.	☐	☐
k. Work with police to identify and resolve community or neighborhood problems.	☐	☐
l. Help develop policing policies.	☐	☐
m. Help evaluate officers' performance.	☐	☐
n. Help review complaints against police.	☐	☐
o. Participate in selection process for new officers.	☐	☐
p. Participate in promotional process.	☐	☐

Section H—Organizational Characteristics

25. In the table below, please complete the information for each of the listed organizational characteristics describing the current sworn and civilian personnel at your agency.

ORGANIZATIONAL CHARACTERISTIC	SWORN PERSONNEL	CIVILIAN PERSONNEL
Total number of full-time personnel		
Total number of part-time personnel		
Average number of hours worked during a typical week for part-time employees		
Number of personnel currently performing patrol duties		
Number of personnel currently serving in an investigative division		
Number of personnel currently assigned to support units that perform planning, research, and analysis		
Number of employees (including the chief/sheriff) currently in a first-line supervisory rank or higher		NA

26. Has your agency ever received a COPS grant?

Yes	No	Don't Know
☐	☐	☐

26a. If you responded "Yes" to Question 26, what type(s) of COPS grant(s) has (or have) your department received? **Check all that apply.**

- Universal Hiring Program ☐
- COPS More ☐
- Domestic Violence Initiative ☐
- Problem Solving Partnerships ☐
- Phase I ☐
- COPS Fast ☐
- COPS Ahead ☐

Section H (Continued)

27. Does your agency have an internal affairs function?

Yes	No	Don't Know
☐	☐	☐

28. What is the current population of the jurisdiction(s) served by your agency?

Population: _____

29. Does your agency provide 24-hour patrol service to the jurisdiction?

Yes	No	Don't Know
☐	☐	☐

30. Which of the following categories best describes your jurisdiction? **Please check one response.**

- Rural area ☐
- Town (2,500 or more) ☐
- Mixed town and rural ☐
- Independent city (25,000 or more) ☐
- Suburb in a metropolitan area ☐
- Unincorporated sections of a metropolitan area ☐
- Metropolitan center city ☐
- Combined city/county area ☐
- Other (please specify): _____ ☐

31. What was the size of your agency (in terms of the number of sworn officers) in **1990**?

Number of full-time sworn officers in 1990: _____

Section I—Other Approaches

32. What is your agency doing or planning to do that is not reflected in this survey, but which you wish to share with your professional colleagues? **Please describe below.**

33. What lessons did your department learn in the process of making changes in policies or practices that you think would be useful to other agencies? **Please describe below.**

Section J—Comments Regarding This Survey

34. We appreciate your taking the time to complete this questionnaire. Please use the space below for any comments you wish to make concerning any of your responses to the questions, or about the survey in general.

Thank You for Completing This Survey.

NIJ

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APPENDIX C. REMINDER NOTIFICATION LETTER

DATE: September 22, 1997

TO: (NAME OF CHIEF/SHERIFF)
AGENCY: (NAME OF AGENCY)
FROM: The Police Executive Research Forum
Macro International Inc.
SUBJECT: NIJ Community Policing Survey (Grant No. 96-IJ-CX-0045)

The Police Executive Research Forum (PERF) and Macro International Inc. were recently awarded a grant by the National Institute of Justice to conduct a national survey of law enforcement agencies. The survey examines views and strategies regarding community policing. A copy of the *1997 National Survey Update of Police and Sheriffs' Departments* was mailed to your agency. As of the date of this correspondence, we had not received a response from your agency. We would greatly appreciate your assistance in this research effort, whether or not your organization has implemented community policing procedures. Your participation is very important in helping us to provide valuable information to the Department of Justice and other government officials, and to law enforcement agencies. The information from the survey will also be very useful to funding organizations and researchers.

The National Sheriffs' Association promotes the *1997 National Survey Update of Police and Sheriffs' Departments*. All State Sheriffs' Associations have been notified of N.S.A.'s promotion of the survey.

If you have already completed and returned the survey, we thank you very much for your participation. If you would like to request another copy of the survey, or if you have questions regarding the study, please contact Sadie Bennett at 1-800-769-3284.

If either (or both) of the following situations apply to your agency, please check the appropriate box (or boxes) below, and fax or mail this form to the fax number or address indicated above.

This agency has less than five sworn officers. [ ]
This agency does not perform patrol functions. [ ]

Again, we thank you for your cooperation and assistance in this project.

NIJ

NATIONAL INSTITUTE OF JUSTICE

Appendix D. NIJ Telephone Reminder CATI Script

1. May I please speak with _____ or Community Liaison Officer(CLO)?

   0.1 Yes
   0.2 No longer at the department {Need to be able to enter new chief/DO NOT ENTER CLO NAME}
   0.3 Not available [Schedule a call back]
   0.4 Busy {System call back: Set for 30 mins}
   0.5 No {Terminate - Refusal Staff}

LABEL A

2. Hello this is _____. I'm calling on behalf of the Macro International and the Police Executive Research Forum. Recently, we sent you a questionnaire about Community Policing. Do you remember receiving it?

   0.1 Yes
   0.2 No, I did not receive it {Skip to Label G}
   0.3 I don't remember/know {Skip to Label E}

LABEL B

3. Have you completed the survey and returned it to us?

   0.1 Yes {Skip to Label J}
   0.2 No
   0.3 Don't practice community policing {Skip to Label D}
   0.4 I don't know {Skip to Label F}
   0.5 Refused {Terminate - Refusal - Respondent}

LABEL C

4. Your participation is very important in helping us to provide valuable information to the Department of Justice, other government officials, and law enforcement agencies. We would like to have the survey completed within the week. You can return it in the postage-paid envelope, or fax it to us at (800)639-2030. Will you please help us by completing and returning the survey? **[Agencies that have five or few sworn officers or agencies that do no perform patrol functions do not need to complete the survey -- note below]**

   0.1 Return by mail {Skip to Label J}
   0.2 Return by fax {Skip to Label J}
   0.3 Need Copy of Survey {Skip to Label G}
   0.4 Agency has under 5 sworn officers {Terminate}
   0.5 Agency does not perform patrol functions {Terminate}
   0.6 No/Refused

LABEL D

5. The survey is designed to examine views and strategies regarding community policing. We are interested in your agency's responses to the survey even if you do not currently practice community policing. Will you please help us by completing and returning the survey?

0.1 Return by mail {Skip to Label J}
0.2 Return by fax {Skip to Label J}
0.3 Need Copy of Survey {Skip to Label G}
0.4 Agency has under 5 sworn officers {Terminate}
0.5 Agency does not perform patrol functions {Terminate}
0.6 No/Refused {Terminate - Refusal - Respondent}

LABEL E

6. The first mailing was sent August 6, 1997 and the survey had a light blue cover entitled 1997 National Survey Update of Police and Sheriff's Department . The second survey was sent on October 6, 1997 and had a bright yellow cover with the same title [grant # 96-IJ-CX-0045]. Do you remember receiving either of these?

0.1 Yes {Return to Label B}
0.2 No {Skip to Label G}
0.3 I don't know

LABEL F

7. Is there anyone else in your department who may have completed and returned the survey?

0.1 Yes
0.2 No {Skip to Label G}
0.3 Don't know/refused {Skip to Label G}

8. Can you transfer me to that person?

0.1 Yes {need to be able to add contact name} {Return to Label A in beginning}
0.2 Not able to transfer/Not available [Schedule a call back]
0.3 Busy [System call back] {System call back: Set for 30 mins}
0.4 No {Terminate - Refusal - Respondent}

LABEL G

9. May I fax a copy to your attention?

   0.1 Yes
   0.2 No, do not fax {Skip to Label H}
   0.3 No, not interested/Refused

10. Can I confirm your fax number? Is it {Restore FAX Number}?

    0.1 Correct
    0.2 Incorrect {Record Correct Fax Number}
    0.3 No, not interested/Refused {Skip to Label H}

11. I'll fax the survey in a few minutes. You should expect to receive a 25 page fax. The majority of the questions only require you to check off boxes, so the survey only takes a few minutes to complete. We would like to have the survey completed within a week. The return information will be on the cover sheet; you can return it to us by fax or mail. If you have questions please call (800)639-2030. Thank you for your time and cooperation. **{Terminate}**

LABEL H

12. May I mail a survey to your attention?

    0.1 Yes
    0.2 No, not interested/Refused {Terminate - Refusal - Respondent}

13. Can I confirm your address? Is it {Restore Address}?

    0.1 Correct
    0.2 Incorrect {Record Correct Address}
    0.3 No, not interested/Refused

14. You should receive the survey in a few days. Your participation is very important in helping us to provide valuable information to the Department of Justice, other government officials, and law enforcement agencies. We would like to have the survey completed within a week after receipt. Please return it in the postage-paid envelope as soon as you can. Thank you for your time and cooperation. Have a nice day.

LABEL J

Thank you for taking the time to complete the survey. NIJ appreciates your assistance. Have a nice day.

TRAINING NOTES:

If the Chief, Sheriff, or Marshall we have listed is no longer there, ask for the current chief. You'll need to change this in the contact screen.

If the chief transfers you to someone else please record their name.

Leave detailed notes about who you spoke with and what they said. We will be calling people more than once.

If they need another copy faxed to them fill out the fax cover letter and give it to the person faxing them out with a personal note. It is really important that the tracking numbers be written on the cover letters correctly.

Make sure you note if the refusal is from a target respondent or a gatekeeper.

PROGRAMMING NOTES:

We need to be able to confirm addresses and correct those that are incorrect.
Same for names.

We need to be able to enter a contact name in question 8 & 12.

We need to have the tracking number appear on the screen throughout the interview.

We need the call history displayed at the top of the first screen.

We need dispositions for less that 5 sworn officers and agency does not patrol.

Please set the system scheduled call backs for 30 minutes.

Set max attempts to 10

NIJ

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APPENDIX E. COMMUNITY POLICING: 1997 NATIONAL SURVEY UPDATE OF POLICE AND SHERIFFS' DEPARTMENTS ITEM-BY-ITEM SPECIFICATIONS AND LOGIC CHECKS CODEBOOK

Community Policing

1997 National Survey Update of Police and Sheriffs' Departments

Item-by-Item Specifications and Logic Checks

Conducted for

U.S. Department of Justice
National Institute of Justice
Grant No. 96-IJ-CX-0045

August 1997

QID CC1-4

Item Specifications and Logic Checks

- With the exception of the following questions, only one response per item should be entered: Q.15, Q.22, Q.23, Q26a
- If more than one response is entered for any item other than those specified above, change to "blank" (for no answer).
- Q.15—If "none" (code 9) is entered for an item, then no other code should be marked for that item. If this situation occurs, change to "blank."
- Q.22—If "none/not applicable" (code 9) is entered for an item, then no other code should be marked for that item. If this situation occurs, change to "blank."
- Q.22—Codes 4, 3, and 2 (or any combination of the three codes) should <u>not</u> be marked simultaneously for the same item. If this situation occurs, refer questionnaire to Calverton for review.
- Q.23—If "not applicable" (code 9) is entered for an item, then no other code should be marked for that item. If this situation occurs, change to "blank."
- If an "other specify" category is marked for an item, but no response has been entered, then write in "not specified."
- If NOCP = 1, then Q.11 through Q.20 should be blank.
- If Q.26 = 2 or 8, then Q.26a should be blank.
- If more than 50 percent of a questionnaire is left blank, refer the questionnaire to Calverton for review.

- Please scan all open-ended responses into a separate file.
- Set "other specify" (OS) record length to 30.
- Set "open-ended comments" (OC) record length to 240.

Attached is a copy of the survey instrument which specifies the variable name(s), codes and column number(s) for each questionnaire item.

Section A—Executive Views

Section A should be completed by the head of the agency. In the spaces provided below, please enter the name, rank (or position), telephone number, fax number, and e-mail address of the person completing Section A of the questionnaire, whom we may call to clarify answers, if necessary. This information will be kept strictly confidential, and will be used for followup purposes only.

Name: _____

Rank/Position: _____

Telephone Number: _____

Fax Number: _____

E-mail Address: _____

If your agency name and/or address is different from the label on the front cover, please correct it in the space below. **(If no corrections are necessary, skip to Question 1 of Section A.)**

Agency Name: _____

Agency Address: _____

_____

Section A (Continued)

1. In what year did the current top executive officer at your agency assume office? _____ 5-8

Q2 2. Was the top executive officer in your department elected or appointed? **Please check one response.** 9

[1] Elected

[2] Appointed

Q2A 2a. Was the top executive promoted from within, or hired from outside the department? **Please check one response.** 10

[1] Promoted from within

[2] Hired from outside the department

[3] Other (please specify): _____ Q2AOS

Q3 3. Was the top executive mandated at the time of hiring to implement or guide the agency in community policing? 11

Yes	No
[1]	[2]

4. As you read each of the following statements, think about community policing as you understand it. Please check the code for each statement that most closely represents the extent to which you: strongly agree, agree, disagree, or strongly disagree with each item. **Check one response for each item. Check "Don't Know" if you don't know or have no opinion.**

	STATEMENT	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know	
Q4A	a. The concept of community policing is something that law enforcement agencies should pursue.	[4]	[3]	[2]	[1]	[8]	12
Q4B	b. It is not clear what community policing means in practical terms.	[4]	[3]	[2]	[1]	[8]	13
Q4C	c. In the long run, implementing community policing requires an increase in police resources.	[4]	[3]	[2]	[1]	[8]	14
Q4D	d. Other government agencies (non-police) are unlikely to commit sufficient effort to make community policing work.	[4]	[3]	[2]	[1]	[8]	15
Q4E	e. Most government officials and political leaders will support community policing.	[4]	[3]	[2]	[1]	[8]	16
Q4F	f. Rank-and-file employees are likely to resist changes necessary to accomplish community policing.	[4]	[3]	[2]	[1]	[8]	17

Section A (Continued)

VAR	STATEMENT	Strongly Agree	Agree	Disagree	Strongly Disagree	Don't Know	CC
Q4G	g. Community policing requires major changes in organizational policies, goals, or mission statements.	4	3	2	1	8	18
Q4H	h. Performance evaluation should be revised to support community policy.	4	3	2	1	8	19
Q4I	i. There is no conflict between close police/citizen cooperation and enforcing the law.	4	3	2	1	8	20
Q4J	j. At present, the various police training institutions in this country do not provide adequate training in community policing.	4	3	2	1	8	21
Q4K	k. Community policing requires extensive reorganization of police agencies.	4	3	2	1	8	22
Q4L	l. Citizens will respond to community policing efforts in sufficient numbers to permit police and citizens to work together effectively.	4	3	2	1	8	23
Q4M	m. Conflict among different citizens groups will make it difficult for police and citizens to interact effectively.	4	3	2	1	8	24
Q4N	n. Community policing is a highly effective means of providing police service.	4	3	2	1	8	25
Q4O	o. Community policing may lead law enforcement personnel to become inappropriately involved in local politics.	4	3	2	1	8	26
Q4P	p. Some form of participatory management is necessary for the successful implementation of community policing.	4	3	2	1	8	27
Q4Q	q. Community policing requires a major change in the approach to law enforcement training.	4	3	2	1	8	28
Q4R	r. Some communities are not suited for community policing.	4	3	2	1	8	29

5. Listed below are several possible impacts of community policing. How likely do you think it is that your agency or community, or ones similar to them, will experience each potential outcome as a result of implementing community policing: very likely, somewhat likely, or not at all likely? **Check <u>one</u> response for each item. If you don't know, or have no opinion, please check "Don't Know."**

VAR	POTENTIAL OUTCOME OF COMMUNITY POLICING	Very Likely	Somewhat Likely	Not at All Likely	Don't Know	CC
Q5A	a. The problems that citizens of the community care about most will be reduced.	3	2	1	8	30
Q5B	b. The ability to respond to calls for service will decline.	3	2	1	8	31
Q5C	c. The physical environment of neighborhoods will improve.	3	2	1	8	32
Q5D	d. Citizens will feel more positive about their police/law enforcement agency.	3	2	1	8	33
Q5E	e. Officer/deputy corruption will increase.	3	2	1	8	34
Q5F	f. The potential for physical conflict between citizens and police will decrease.	3	2	1	8	35
[redacted]	g. Officer/deputy job satisfaction levels will increase.	3	2	1	8	36
Q5H	h. Crime rates will decrease.	3	2	1	8	37
Q5I	i. Crime will be displaced to a non-community policing area.	3	2	1	8	38

Q6 6. Who in the agency do you believe should be responsible for conducting community policing procedures? **Please check only <u>one</u> response.** 39

- All organizational personnel [1]
- All patrol personnel [2]
- Some specially designated patrol officers [3]
- A community relations bureau or unit [4]
- Other (please specify): Q6OS _____ [5]

Section A (Continued)

7. How influential were each of the following in the decision to implement (or not to implement) community policing at your agency?

VAR	SOURCE OF INFLUENCE	Very Influential	Somewhat Influential	Not at All Influential	Don't Know	CC
Q7A	a. Availability of Federal funding.	3	2	1	8	40
Q7B	b. Local government pressure.	3	2	1	8	41
Q7C	c. Citizen group pressure.	3	2	1	8	42
Q7D	d. Rising crime and social problems.	3	2	1	8	43
Q7E	e. Agency desire (administration).	3	2	1	8	44
Q7F	f. Agency desire (officers).	3	2	1	8	45
Q7G	g. Police/sheriffs' professional organizations/associations.	3	2	1	8	46
Q7H	h. Other (please specify):_____Q7OS_____	3	2	1	8	47

Section B—Organizational Programs and Practices

The remaining sections of this survey may be completed by someone other than the head of the organization. In the spaces provided below, please enter the name, rank (or position), telephone number, fax number, and e-mail address of the person who will complete the remainder of the questionnaire, whom we may contact to clarify answers if necessary. This information will be kept strictly confidential, and will be used for followup purposes only.

Name: _____

Rank/Position: _____

Telephone Number: _____

Fax Number: _____

E-mail Address: _____

Section B (Continued)

8. To what extent has your agency made use of the following resources in formulating its current approach to policing/law enforcement? Please indicate whether each resource has been used substantially, used somewhat, or has not been used at all at your agency. **Check only <u>one</u> response for each resource.**

VAR	TYPE OF RESOURCE	Used Substantially	Used Somewhat	Not Used at All	Don't Know	CC
Q8A	a. Other police/sheriffs' departments	3	2	1	8	48
Q8B	b. Federal agencies	3	2	1	8	49
Q8C	c. State planning agencies	3	2	1	8	50
Q8D	d. Government grants	3	2	1	8	51
Q8E	e. Journal articles and books	3	2	1	8	52
Q8F	f. U.S. Government publications	3	2	1	8	53
Q8G	g. Academic courses/seminars/conferences	3	2	1	8	54
Q8H	h. Police/sheriffs' professional organizations/meetings	3	2	1	8	55
Q8I	i. Talents and expertise of own departmental personnel	3	2	1	8	56
Q8J	j. Consultants	3	2	1	8	57
Q8K	k. Community groups	3	2	1	8	58
Q8L	l. Other (please specify): Q8OS _____	3	2	1	8	59

9. Which of the following organizational programs and practices have been implemented at your agency? **Please check "NA" if the item is not applicable to your agency.**

VAR	ORGANIZATIONAL PROGRAM/PRACTICE	Implemented	Not Implemented	NA	CC
Q9A	a. Classification and prioritization calls to increase officer time for other activities	1	2	9	60
Q9B	b. Alternative response methods for calls (e.g., telephone reports, mail-in reports, scheduled appointments for some calls)	1	2	9	61
Q9C	c. Citizen surveys to determine community needs and priorities	1	2	9	62
Q9D	d. Citizen surveys to evaluate police service	1	2	9	63
Q9E	e. Victim assistance program	1	2	9	64
Q9F	f. Permanent neighborhood-based offices or stations	1	2	9	65
Q9G	g. Mobile neighborhood-based offices or stations	1	2	9	66
Q9H	h. Drug-free zones around schools, parks, or churches	1	2	9	67
Q9I	i. Police/youth program (e.g., PAL program, school liaison program, mentoring program)	1	2	9	68
Q9J	j. Drug education program in schools	1	2	9	69
Q9K	k. Drug tip hot line or Crime Stoppers program	1	2	9	70
Q9L	l. Fixed assignment of patrol officers to specific beats or areas	1	2	9	71
Q9M	m. Designation of some officers as "community" or "neighborhood" officers, each of whom is responsible for working in areas identified as having special problems or needs	1	2	9	72
Q9N	n. Foot patrol as a specific assignment	1	2	9	73
Q9O	o. Foot patrol as a periodic expectation for officers assigned to cars	1	2	9	74
Q9P	p. Regularly scheduled meetings with community groups	1	2	9	75
Q9Q	q. Specific training for problem identification and resolution	1	2	9	76
Q9R	r. Training for citizens in problem identification or resolution	1	2	9	77

Section B (Continued)

VAR	ORGANIZATIONAL PROGRAM/PRACTICE	Implemented	Not Implemented	NA	CC
Q9S	s. Regular radio or television programs or "spots" to inform community about crime and police activities	1	2	9	78
Q9T	t. Landlord/manager training programs for order maintenance and drug reduction	1	2	9	79
Q9U	u. Building code enforcement as a means of helping remove crime potential (e.g., drugs or prostitution) from an area	1	2	9	80
Q9V	v. Use of other regulatory codes to combat drugs and crime	1	2	9	81
Q9W	w. Geographically based crime analysis made available to officers at the beat level	1	2	9	82
Q9X	x. Interagency involvement in problem identification and resolution	1	2	9	83
Q9Y	y. Integration with community corrections programs	1	2	9	84
Q9Z	z. Integration with Alternative Dispute Resolution (ADL)	1	2	9	85

Section C—Organization's Experience with Community Policing

VAR **CC**

Q10 10. Which of the following statements best describes your agency's current situation with respect to the adoption of a community policing approach? **Please check only one response.** 86

We have not considered adopting a community policing approach.	1
We considered adopting a community policing approach but rejected the idea because it was not the appropriate approach for this agency.	2
We considered adopting a community policing approach and liked the idea, but it is not practical here at this time.	3
We are now in the process of planning or implementing a community policing approach.	4
We have implemented community policing.	5

NOCP **If your agency has not implemented community policing, or is not in the process of planning or implementing community policing, please check this box ☐, and skip to Section D on page 16.** 87

Checked = 1 Not Checked = Blank

Q11 11. In what year did your agency begin implementing community policing procedures? 88-91

Year: _____

12. Listed below are several types of administrative policies that may have been implemented by your agency as a part of its community policing strategy. For each type of policy or practice, please check the response that indicates whether or not it has been implemented by your agency. **Check <u>one</u> response for each item.**

VAR	ADMINISTRATIVE POLICY	Implemented	Not Implemented	CC
Q12A	a. Recruiting practices and/or selection criteria that target personnel who would be considered especially suited to community policing and problem solving.	1	2	92
Q12B	b. Recruiting and/or selection criteria that are designed to create a work force that is representative of the community.	1	2	93
Q12C	c. Employee evaluation designed to reflect community policing and problem-solving skills and activities.	1	2	94
Q12D	d. Reporting processes to document use of excessive physical force.	1	2	95
Q12E	e. Special recognition for officers who perform well as community policing officers and/or problem solvers.	1	2	96
Q12F	f. Organizational guidelines about the handling of specific types of problems.	1	2	97
Q12G	g. A management approach designed to support well-intended risk taking.	1	2	98
Q12H	h. Structured "seminars" or discussion groups in which officers, supervisors, and managers discuss specific problems and a approaches to community policing and problem solving.	1	2	99
Q12I	i. Measures that reflect organizational performance as related to solving problems in the community.	1	2	100
Q12J	j. A disciplinary system redesigned to support a problem-solving approach.	1	2	101

Q13 13. Have role definitions or job descriptions been developed or revised to clarify the work expectations of community policing? 102

Yes	No	Don't Know
1	2	8

Section C (Continued)

Q14 14. Has the number of managerial levels in the organization been changed in order to support the implementation of community policing? 103

Yes	No	Don't Know
1	2	8

15. For each of the following types of officer training, please indicate whether **initial (recruit), in-service, and/or FTO specialized training** is provided by your agency. **Check all responses that apply to each type of training. Check "None" if the training was not provided.**

TYPE OF TRAINING	Initial (Recruit) Training	In-Service Training	FTO Training	None	
a. Training in how to organize groups and communities.	Q15A1 [1]	Q15A2 [1]	Q15A3 [1]	Q15A4 [9]	104-107
b. Training in community interactions.	Q15B1 [1]	Q15B2 [1]	Q15B3 [1]	Q15B4 [9]	108-111
c. Cultural diversity training.	Q15C1 [1]	Q15C2 [1]	Q15C3 [1]	Q15C4 [9]	112-115
d. Training related to problem solving.	Q15D1 [1]	Q15D2 [1]	Q15D3 [1]	Q15D4 [9]	116-119
e. Training about concepts of community policing.	Q15E1 [1]	Q15E2 [1]	Q15E3 [1]	Q15E4 [9]	120-123
f. Training in communication skills.	Q15F1 [1]	Q15F2 [1]	Q15F3 [1]	Q15F4 [9]	124-127
g. Training in human resources management (i.e., selection, training, evaluation, discipline, awards, promotion).	Q15G1 [1]	Q15G2 [1]	Q15G3 [1]	Q15G4 [9]	128-131
h. Training in crime analysis or mapping.	Q15H1 [1]	Q15H2 [1]	Q15H3 [1]	Q15H4 [9]	132-135
i. Other (please specify): _____ Q15OS	Q15I1 [1]	Q15I2 [1]	Q15I3 [1]	Q15I4 [9]	136-139

Q16 16. As your agency planned its approach to community policing, did any other agencies serve as models or provide your organization with useful information? 140

Yes	No	Don't Know
1	2	8

VAR CC

If you responded "YES" to question 16, please identify the agencies in the space below:

Q16OC

_____

_____

_____

_____

_____

_____

17. Has your agency developed, or is it in the process of developing, new **written** policies concerning the following procedures?

	PROCEDURE	Yes	No	Don't Know	
Q17A	a. Police interactions with other government agencies.	1	2	8	141
Q17B	b. Police interactions with citizens, citizens groups, or private institutions.	1	2	8	142
Q17C	c. Procedures to deal with neighborhood problems.	1	2	8	143
Q17D	d. Other (please specify): _____ Q17OS	1	2	8	144

Q18 18. Have new ordinances or new legislation been created to support your community policing approach? 145

Yes [1] No [2] Don't Know [8]

Q19 19. Is the progress or success of your community policing approach measured by your agency on the basis of officially stated goals or objectives? 146

Yes [1] No [2] Don't Know [8]

Section C (Continued)

20. To what extent has your agency's approach to community policing had the following effects?

VAR	EFFECT	To a Great Extent	To Some Extent	Not at All	Don't Know	CC
Q20A	a. Improved cooperation between citizens and police.	3	2	1	8	147
Q20B	b. Increased involvement of citizens in efforts to improve the community.	3	2	1	8	148
Q20C	c. Improved citizens' attitudes toward the police.	3	2	1	8	149
Q20D	d. Increased volunteer activities by citizens.	3	2	1	8	150
Q20E	e. Increased officers' level of job satisfaction.	3	2	1	8	151
Q20F	f. Increased response time.	3	2	1	8	152
Q20G	g. Shortened response time.	3	2	1	8	153
Q20H	h. Reduced crime against persons.	3	2	1	8	154
Q	i. Reduced crime against property.	3	2	1	8	155
Q20J	j. Reduced citizens' fear of crime.	3	2	1	8	156
Q20K	k. Increased citizens' calls for service.	3	2	1	8	157
Q20L	l. Decreased citizens' calls for service.	3	2	1	8	158
Q20M	m Resulted in diversion of calls from central dispatch office.	3	2	1	8	159
Q20N	n. Increased information from citizens to police.	3	2	1	8	160
Q20O	o. Reduced incidence of physical conflict between officers and citizens.	3	2	1	8	161

Section D—Organizational Arrangements

21. Which of the following organizational arrangements/structures are currently in place at your agency? **Please check "NA" if the arrangement is not applicable to your agency.**

VAR	ORGANIZATIONAL ARRANGEMENT	Currently in Place	Not Currently in Place	NA	CC
Q21A	a. Command or decision-making responsibility tied to neighborhoods or geographically defined areas of the jurisdiction.	1	2	9	162
Q21B	b. Beat or patrol boundaries that coincide with neighborhood boundaries.	1	2	9	163
Q21C	c. Physical decentralization of field services.	1	2	9	164
Q21D	d. Physical decentralization of investigations.	1	2	9	165
Q21E	e. Means of accessing other city or county data bases to analyze community or neighborhood conditions (e.g., school data, health data, parole/probation records, tax records, licensing data).	1	2	9	166
Q21F	f. Fixed shifts (changing no more often than annually).	1	2	9	167
Q21G	g. Centralized crime analysis unit/function.	1	2	9	168
Q21H	h. Decentralized crime analysis unit/function.	1	2	9	169
Q21I	i. Specialized problem-solving unit.	1	2	9	170
Q21J	j. Specialized community relations unit.	1	2	9	171
Q21K	k. Specialized crime prevention unit.	1	2	9	172
Q21L	l. Multidisciplinary teams to deal with special problems such as child abuse.	1	2	9	173
Q21M	m. Interagency drug task force.	1	2	9	174
Q21N	n. Interagency code enforcement.	1	2	9	175
Q21O	o. Geographic responsibility given to detectives.	1	2	9	176
Q21P	p. Information regularly provided by detectives to patrol officers.	1	2	9	177
Q21Q	q. Detectives integrated into problem-solving efforts.	1	2	9	178

Section E—Patrol Officer/Deputy/Civilian Personnel Responsibilities

22. This question asks about some of the things patrol officers, deputies, and/or nonsworn officers in your agency might be expected to do or for which they might be held responsible. For each function or activity, please check the appropriate code(s) to indicate whether it is—the responsibility of most of the patrol officers/deputies in your agency, the responsibility of some patrol officers/deputies, or the responsibility of a special unit of patrol officers/deputies. Also, please indicate whether it is the responsibility of civilian personnel. **Check the appropriate category or categories for each function or activity. Check "None/ Not Applicable" if the function or activity is not practiced, or is not applicable to patrol officers/ deputies at your agency.**

VAR	FUNCTION/ACTIVITY	Most Patrol Officers/ Deputies	Some Patrol Officers/ Deputies	Special Patrol Unit	Civilian Personnel	None/Not Applicable	CC
	a. Make door-to-door contacts in neighborhoods.	Q22A1 [1]	Q22A2 [1]	Q22A3 [1]	Q22A4 [1]	Q22A5 [9]	179-183
	b. Develop familiarity with community leaders in area of assignment.	Q22B1 [1]	Q22B2 [1]	Q22B3 [1]	Q22B4 [1]	Q22B5 [9]	184-188
	c. Work with citizens to identify and resolve area problems.	Q22C1 [1]	Q22C2 [1]	Q22C3 [1]	Q22C4 [1]	Q22C5 [9]	189-193
	d. Assist in organizing the community.	Q22D1 [1]	Q22D2 [1]	Q22D3 [1]	Q22D4 [1]	Q22D5 [9]	194-198
	e. Teach residents how to address community problems.	Q22E1 [1]	Q22E2 [1]	Q22E3 [1]	Q22E4 [1]	Q22E5 [9]	199-203
	f. Work regularly with detectives on cases in area of assignment.	Q22F1 [1]	Q22F2 [1]	Q22F3 [1]	Q22F4 [1]	Q22F5 [9]	204-208
	g. Conduct crime analysis for area of assignment.	Q22G1 [1]	Q22G2 [1]	Q22G3 [1]	Q22G4 [1]	Q22G5 [9]	209-213
	h. Meet regularly with community groups.	Q22H1 [1]	Q22H2 [1]	Q22H3 [1]	Q22H4 [1]	Q22H5 [9]	214-218
	i. Enforce civil and code violations in area.	Q22I1 [1]	Q22I2 [1]	Q22I3 [1]	Q22I4 [1]	Q22I5 [9]	219-223
	j. Work with other city agencies to solve neighborhood problems.	Q22J1 [1]	Q22J2 [1]	Q22J3 [1]	Q22J4 [1]	Q22J5 [9]	224-228
	k. Conduct surveys in area of assignment.	Q22K1 [1]	Q22K2 [1]	Q22K3 [1]	Q22K4 [1]	Q22K5 [9]	229-233
	l. Act like "chief of the beat."	Q22L1 [1]	Q22L2 [1]	Q22L3 [1]	Q22L4 [1]	Q22L5 [9]	234-238

Section F—Authority and Responsibility of Managers and Supervisors of Field Operations

23. For each of the tasks listed below, please check the appropriate code or codes to indicate which ranks (i.e., captain, lieutenant, and/or sergeant) are responsible for the task. **Check as many codes as necessary for each item, in order to represent all ranks that have responsibility for the task. Check N/A if a task is not applicable to your agency.**

VAR	TASK	Captain	Lieutenant	Sergeant	Other	N/A	CC
a.	Redesign organization to support problem-solving efforts.	Q23A1 [1]	Q23A2 [1]	Q23A3 [1]	Q23A4 [1]	Q23A5 [9]	239-243
b.	Maintain regular contact with community leaders.	Q23B1 [1]	Q23B2 [1]	Q23B3 [1]	Q23B4 [1]	Q23B5 [9]	244-248
c.	Establish interagency relationships.	Q23C1 [1]	Q23C2 [1]	Q23C3 [1]	Q23C4 [1]	Q23C5 [9]	249-253
d.	Make final decision about which problems are to be addressed in geographic area of responsibility.	Q23D1 [1]	Q23D2 [1]	Q23D3 [1]	Q23D4 [1]	Q23D5 [9]	254-258
e.	Make final decision about how to handle most community problems.	Q23E1 [1]	Q23E2 [1]	Q23E3 [1]	Q23E4 [1]	Q23E5 [9]	259-263
f.	Make final decision about application of agency resources to solve problem in geographic area of responsibility.	Q23F1 [1]	Q23F2 [1]	Q23F3 [1]	Q23F4 [1]	Q23F5 [9]	264-268
g.	Elicit input from officers/deputies about solutions to community problems.	Q23G1 [1]	Q23G2 [1]	Q23G3 [1]	Q23G4 [1]	Q23G5 [9]	269-273
h.	Manage crime analysis for geographic area of responsibility.	Q23H1 [1]	Q23H2 [1]	Q23H3 [1]	Q23H4 [1]	Q23H5 [9]	274-278
i.	Arrange officer's schedules to allow time for community policing and problem-solving.	Q23I1 [1]	Q23I2 [1]	Q23I3 [1]	Q23I4 [1]	Q23I5 [9]	279-283
j.	Make resources available for officers to use in community policing and problem-solving efforts.	Q23J1 [1]	Q23J2 [1]	Q23J3 [1]	Q23J4 [1]	Q23J5 [9]	284-293
k.	Provide advice and guidance to officers about community interaction and problem resolution.	Q23K1 [1]	Q23K2 [1]	Q23K3 [1]	Q23K4 [1]	Q23K5 [9]	294-298
l.	Evaluate performance in geographic area of responsibility.	Q23L1 [1]	Q23L2 [1]	Q23L3 [1]	Q23L4 [1]	Q23L5 [9]	299-303

Section G—Citizen Participation

24. This question asks about different ways in which your agency currently works with citizens in the community. For each item listed below, please indicate whether or not the activity is currently being done by citizens in your jurisdiction.

VAR	TYPE OF CITIZEN PARTICIPATION	Currently Being Done	Not Currently Being Done	CC
Q24A	a. Participate in Neighborhood Watch program.	1	2	304
Q24B	b. Attend police/community meetings.	1	2	305
Q24C	c. Serve as volunteers within the police agency.	1	2	306
Q24D	d. Attend citizen police academy.	1	2	307
Q24E	e. Serve in citizen patrols coordinated by your agency.	1	2	308
Q24F	f. Serve on citizen advisory councils at the neighborhood level to provide input/feedback on department policies and practices.	1	2	309
Q24G	g. Serve on citizen advisory councils at the city or county level.	1	2	310
Q24H	h. Participate in Court Watch program.	1	2	311
Q24I	i. Serve on advisory group for chief or other agency managers.	1	2	312
Q24J	j. Prepare agreements specifying work to be done on problems by citizens and police.	1	2	313
Q24K	k. Work with police to identify and resolve community or neighborhood problems.	1	2	314
Q24L	l. Help develop policing policies.	1	2	315
Q24M	m Help evaluate officers' performance.	1	2	316
Q24N	n. Help review complaints against police.	1	2	317
Q24O	o. Participate in selection process for new officers.	1	2	318
Q24P	p. Participate in promotional process.	1	2	319

Section H—Organizational Characteristics

25. In the table below, please complete the information for each of the listed organizational characteristics describing the current sworn and civilian personnel at your agency.

VAR	ORGANIZATIONAL CHARACTERISTIC	SWORN PERSONNEL	CIVILIAN PERSONNEL	CC
	Total number of full-time personnel	Q25A1	Q25A2	320-327
	Total number of part-time personnel	Q25B1	Q25B2	328-335
	Average number of hours worked during a typical week for part-time employees	Q25C1	Q25C2	336-339
	Number of personnel currently performing patrol duties	Q25D1	Q25D2	340-347
	Number of personnel currently serving in an investigative division	Q25E1	Q25E2	348-355
	Number of personnel currently assigned to support units that perform planning, research, and analysis	Q25F1	Q25F2	356-363
	Number of employees (including the chief/sheriff) currently in a first-line supervisory rank or higher	Q25G	NA	364-367

Q26 26. Has your agency ever received a COPS grant? 368

Yes	No	Don't Know
1	2	8

26a. If you responded "Yes" to Question 26, what type(s) of COPS grant(s) has (or have) your department received? **Check all that apply.**

Q26A1	Universal Hiring Program	1	369
Q26A2	COPS More	1	370
Q26A3	Domestic Violence Initiative	1	371
Q26A4	Problem Solving Partnerships	1	372
Q26A5	Phase I	1	373
Q26A6	COPS Fast	1	374
Q26A7	COPS Ahead	1	375

VAR | CC

Q27 27. Does your agency have an internal affairs function? 376

Yes	No	Don't Know
1	2	8

Q28 28. What is the current population of the jurisdiction(s) served by your agency? 377-384

Population: _____

Q29 29. Does your agency provide 24-hour patrol service to the jurisdiction? 385

Yes	No	Don't Know
1	2	8

Q30 30. Which of the following categories best describes your jurisdiction? **Please check one response.** 386

Rural area	01
Town (2,500 or more)	02
Mixed town and rural	03
Independent city (25,000 or more)	04
Suburb in a metropolitan area	05
Unincorporated sections of a metropolitan area	06
Metropolitan center city	07
Combined city/county area	08
Other (please specify): Q30OS _____	09

Q31 31. What was the size of your agency (in terms of the number of sworn officers) in **1990**? 387-390

Number of full-time sworn officers in 1990: _____

RICODE 391-405

Section I—Other Approaches

32. What is your agency doing or planning to do that is not reflected in this survey, but which you wish to share with your professional colleagues? **Please describe below.**

Q32OC

33. What lessons did your department learn in the process of making changes in policies or practices that you think would be useful to other agencies? **Please describe below.**

Q33OC

Section J—Comments Regarding This Survey

34. We appreciate your taking the time to complete this questionnaire. Please use the space below for any comments you wish to make concerning any of your responses to the questions, or about the survey in general.

Q34OC

Thank You for Completing This Survey.