Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting
NIJ Award Number: 2001-IJ-CX-0019

Final Report
presented to
The National Institute of Justice

by

John P. Crank, Ph.D.
Associate Professor
Criminology/Criminal Justice Department
Florida Atlantic University/Treasure Coast Campus
Port St. Lucie, Fl. 34986
(772) 873-3360
FAX: (772) 873-3388
e-mail: jcrank@fau.edu

Andrew L. Giacomazzi, Ph.D.
Associate Professor
Department of Criminal Justice Administration
Boise State University
Boise, ID 83725-1955
(208) 426-4162
FAX: (208) 426-4371
e-mail: agiacom@boisestate.edu

and

Benjamin Steiner, MA
Research Associate
Division of Criminal Justice
University of Cincinnati
Cincinnati, OH 45221-0389
(513) 556-2691
FAX: (513) 556-3303
e-mail: steinebm@email.uc.edu

June 2004

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CONTENTS

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

BIOGRAPHICAL SKETCHES

John P. Crank is an associate professor of criminal justice at Florida Atlantic University's Treasure Coast Campus. Crank received his PhD. in sociology at the University of Colorado in 1987. His articles have appeared in such journals as Justice Quarterly, Criminal Justice and Behavior, and Journal of Criminal Justice. He has authored several books including Imagining Justice, Understanding Police Culture, and co-authored Police Ethics: The Corruption of Noble Cause. Crank's research interests include attitudes and behavior of the police, institutional theory of organizations, and organizational cultures.

Andrew L. Giacomazzi is an associate professor of criminal justice administration at Boise State University. Giacomazzi received his Ph.D. in political science at Washington State University in 1995. His articles have appeared in such journals as Crime and Delinquency, Justice Quarterly, and Police Quarterly. He is co-author of Community Policing in a Community Era: An Introduction and Exploration. Giacomazzi's research interests include community policing, organizational change, and family violence.

Benjamin Steiner is a doctoral student and research assistant at the Division of Criminal Justice at the University of Cincinnati. Steiner received his MA in criminal justice administration from Boise State University in 2002. His articles have appeared in such journals as Juvenile and Family Court Journal, The Prison Journal, and Criminal Justice Review. He is co-author of Criminal Justice Casebriefs: Significant Cases in Juvenile Justice. Steiner's research interests include community corrections and juvenile justice.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting
NIJ Award Number: 2001-IJ-CX-0019

Abstract
presented to
The National Institute of Justice

by

John P. Crank, Ph.D.
Associate Professor
Criminology/Criminal Justice Department
Florida Atlantic University/Treasure Coast Campus
Port St. Lucie, Fl. 34986
(772) 873-3360
FAX: (772) 873-3388
e-mail: jcrank@fau.edu

Andrew L. Giacomazzi, Ph.D.
Associate Professor
Department of Criminal Justice Administration
Boise State University
Boise, ID 83725-1955
(208) 426-4162
FAX: (208) 426-4371
e-mail: agiacom@boisestate.edu

and

Benjamin Steiner, MA
Research Associate
Division of Criminal Justice
University of Cincinnati
Cincinnati, OH 45221-0389
(513) 556-2691
FAX: (513) 556-3303
e-mail: steinebm@email.uc.edu

June 2004

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

ABSTRACT

The current project enables the Ada County, Idaho Sheriffs Office (ACSO) to apply learning organization principles to recently developed community policing and problem solving practices. The project herein can be stated as an effort to enable a sheriff's office to examine its behavior in five areas which embody its adoption of community policing elements: periodic assessments of citizens' perceptions of crime and police services, substation policing, patrol based in problem oriented identification and resolution, performance evaluation in a COP/POP environment, and the building of community partnerships.

Survey research and focus group interviews of county residents, key-stakeholders, and Ada County deputies were used to assess the ACSO across the five noted areas.

All told, the findings from the current project reveal that the ACSO not only is implementing community policing and problem-solving across the agency, but is also in a position to make use of extensive data collection and analysis. That means it has made progress toward acquiring and using environmental information consistent with notions of a "learning organization." Indeed, other rural sheriff's offices may look to the ACSO model as one from which to consider program elements, particularly its philosophical commitment to COP, beat integrity, and substation based contracting.

One of the goals of this project was to facilitate the ACSO's efforts toward self-reflection, and by so doing become a learning organization. Accordingly, many areas emerged in which the ACSO may fine-tune its efforts to become an agency consistent

with the principles of community policing, and a learning organization, specifically. Hence the body of these findings and recommendations has focused on identifying and sustaining those things the ACSO is doing well, and providing suggestions for improvement in areas resistant to current ACSO efforts. Perhaps the most important and consistent finding revealed was that different communities require different strategies. As such, if the ACSO desires to be most responsive to the needs and wants of the communities to which they are charged to provide services, the office will be required to continually tailor services to the needs of those communities. Put another way, more often that not it will require the office to continue to cast aside a "one size fits all" approach and implement problem-solving tactics associated with a "one size fits one" approach. Policing strategies that recognize areal differences and that use continuous data collection are most likely to facilitate the long term well-being of the ACSO and the communities it polices.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting
NIJ Award Number: 2001-IJ-CX-0019

Final Summary Report
presented to
The National Institute of Justice

by

John P. Crank, Ph.D.
Associate Professor
Criminology/Criminal Justice Department
Florida Atlantic University/Treasure Coast Campus
Port St. Lucie, Fl. 34986
(772) 873-3360
FAX: (772) 873-3388
e-mail: jcrank@fau.edu

Andrew L. Giacomazzi, Ph.D.
Associate Professor
Department of Criminal Justice Administration
Boise State University
Boise, ID 83725-1955
(208) 426-4162
FAX: (208) 426-4371
e-mail: agiacom@boisestate.edu

and

Benjamin Steiner, MA
Research Associate
Division of Criminal Justice
University of Cincinnati
Cincinnati, OH 45221-0389
(513) 556-2691
FAX: (513) 556-3303
e-mail: steinebm@email.uc.edu

June 2004

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

EXECUTIVE SUMMARY

Project Scope: What is a Learning Organization?

Today, many police agencies are undergoing a fundamental change. This change is aimed at building ways of acquiring information from their communities of interest that further their ability to carry a broad array of activities. This change can be called the process of learning, and organizations who systematically incorporate such changes in the process of evaluating practices are called "learning organizations." By learning organization is meant an organization where systematic feedback is acquired from an organization's environment and used to increase the ability of the organization to carry out its missions

A learning model is based on the notion that public organizations can "learn" from their environments in a systematic fashion. The term "learning" is a metaphor for the ability of the organization to become more capable in the delivery of its products, but in a specific way. To learn is to learn from someone, and for organizations in a learning model, learning is accomplished by "listening" to its important audiences. In this research those audiences are (1) citizens and important groups in its service communities, and (2) personnel within the organization who are responsible for carrying out programs. This second group is particularly important because they are the visible expression of the police in the affairs of citizens and as such tend to be the bridge that manages on a day to day basis the "organizational-environmental interface," to use the language of learning organizations. Yet the attitudes and predispositions of this group tend to be the most frequently overlooked during program evaluations.

Learning implies growth, and for organizations this means that the information acquired

from these sources is used in the ongoing evaluation of organizational practices. Learning is not the collection of spare statistics. It is the interpretation of information into meaning that directs the behavior of the organization.

A learning organization, seen in this way, is not about what police department goals and strategies should be. The notion of learning is the application of methodology to the behavior of an organization. The methodology does not tell us what is important for the organization to do, nor does it recommend so-called "best practices." Instead, it suggests ways that organizations should go about assessing whatever they decide are their important goals. Learning models can be applied to community policing, to problem solving, and to other innovative and traditional police practices. There is no reason, for example, why a learning model cannot be used for innovative or traditional practices with equal facility.

Organizational Learning as Strategic Methodology.

Learning organizations make use of a strategic methodology. By strategic is meant that they use a methodology aimed, not simply at evaluating the tactical success of programs, but at using program evaluation to assess the fit between the organization and its working environment, which for the police is the social boundaries of their jurisdiction, particularly citizens, groups or "sovereigns" whose opinions count for the well-being of the department, and the officers who represent the police-citizen interface. Commanders who make strategic decisions in the context of long-term budget planning can use this information.

Central to the methodology of organizational learning is that programs, to be successful, must be perceived as legitimate from the perspectives of those for whom programs are carried out and by those who carry out the program. If an innovation is carried out, a department concerned with organizational learning will want to know if the program was successful, but will

consider the attitudes of these various constituencies in determining program success. Many programs have been technically successful but floundered because of a failure to take into account the way in which programs were received or legitimized by their audiences.

Organizational learning is aimed at determining whether the organization-environmental fit is correct; put plain, it assesses whether the program is being implemented properly and whether it is having the effects it is supposed to have, according to its targeted audience.

A learning organization, as conceived in this research, requires two kinds of strategic information from its environment: information about the **transitive** effects of programs, or the extent to which the program is having its desired effect in environment, and **recursive** effects, or the way in which local departmental and community actors are reacting and adapting to the programs. Transitive effects are typically measured by outcomes evaluations, though here we seek an assessment of the community in which programs are carried out. Recursive effects are often described in the language of process evaluations. In combination, they provide an opportunity to look at programs' intended and unintended effects, and to anticipate problems among those who carry out programs.

The notion of organizational learning proposed here is different from traditional methodologies in an important way. Traditional methodologies aim at the production of statistical portraits that allow inferences regarding program success. Learning models also view program success as determined as much by how well programs are carried out and how they are perceived and received by their intended – and sometimes unintended – audiences. The history of fully integrated police-fire organizations, called public safety organizations, is replete with examples of highly successful organizations that collapsed for the lack of public legitimacy and resistance from important sovereigns in their public audience.

Learning organization methodologies, as applied to police organizations, change them from being about "private policing" engaged in a personal fight against crime to "public policing," engaged in dealing with crimes, public order problems, and recurring service issues as conceived, desired, or disliked by their communities. The strategic purpose of the methodology is to increase the organizational environmental fit, and to do so by providing commanders with the kinds of information that provides systematic public and organizational feedback on programs and practices.

The Ada County Sheriffs Office and Organizational Learning.

The Ada County Sheriffs Office (ACSO) has contracted with the National Institute of Justice to begin the work of becoming a learning organization. With 230 sworn deputies, the ACSO is the largest sheriffs office in the state of Idaho. It has primary law enforcement responsibility in the unincorporated area surrounding Boise, Idaho. It also has primary jurisdiction in the contracted communities of Eagle where it currently has 9 deputies, Kuna where it has 6 deputies, the campus of Boise State University where it has 6 deputies. It has 52 deputies on county patrol, supported by an additional 28 detectives.

Like many police organizations, the ACSO has changed dramatically over the past decade. It has shifted from a traditional reactive police organization to one increasingly engaged in its communities. Five programmatic elements characterize the contemporary transformation of the ACSO. (1) The ACSO has implemented survey assessments of citizens' perceptions of crime, disorder, and police services in order to obtain feedback about community relations and the way specific programs are received. (2) It has institutionalized substation policing, a staple of community policing practices, but has done so in a particular way suited for the contemporary age of policing in which departments are increasingly contracting out their services

competitively: it has developed contracts with the cities of Kuna and Eagle, and via these contracts has established substations in order to foster local identity with the communities. (3) It has incorporated problem oriented policing into routine patrol, in that individual officers are expected to seek patterns of incidents, identify underlying problems and recommend solutions. (4) It has expanded its annual performance evaluation to include a category of community policing that contains 8 individual measures of community policing practices. (5) It has developed community partnerships both with other criminal justice organizations and with a variety of non-justice organizations. Each of these areas of innovation became integral elements in the program evaluation carried out. The programmatic elements, defined and rephrased in terms of the strategic methodology of a learning organization, are as follows:

Areas of Organizational Change

I. Citizen Perceptions of Crime Problems and Satisfaction with Police Services.

Definition: Regularized assessment of the community's perceptions of crime, drug, and juvenile problems, overall satisfaction with police services through a community survey.

Purpose: Assess citizens' perceptions of crime and police service delivery.

Questions for Learning Organization.

1. Transitive Effect: How have crime and service delivery issues changed from the previous survey?

2. Recursive Effect: Overall, how do citizens perceive sheriffs' services?

II. Substation Policing.

Definition: Establishment of substations in Eagle and Kuna to increase local recognition.

Purpose: Increase responsivity to policing needs of local populations: Kuna and Eagle.

Question(s) for Learning Organization:

1. Transitive Effect: Are the local community needs being met by the substations?

2. Recursive Effects: How do members of the local communities perceive the substations and sheriffs' services resulting from them? How do deputies view the beat integrity principle?

III. Problem-Oriented-Policing (POP) Across the Patrol Division.

Definition: Implementation of POP training and use of POP procedures across all elements of the patrol division.

Purpose: Increase ability of officers to identify potential crime problems and assist in crime prevention.

Question(s) for Learning Organization.

1. Transitive Effects: Are officers successful in problem identification and resolution? What kinds of problems are officers identifying?

2. Recursive Effect: How are officers adapting to the POP model of crime prevention?

IV: Performance Evaluation of Deputies.

Definition: Implementation of routine performance evaluation elements for community policing.

Purpose: To provide non-evaluative feedback on the success of officers in all areas of professional activities, including POP elements of their activities.

Question(s) for Learning Organization.

1. Transitive Effect: What are the deputies' perceptions of the performance evaluations and how are supervisors' expectations and the rewards system tied to them?

2. Recursive Effect: How are officers adjusting to the use of an officer checklist?

V: Community Service Partnerships.

Definition: The integration of information about service delivery within substation/community settings.

Purpose: To systematize the flow of information across the various justice and social service agencies in the community.

Questions for Learning Organization.

1. Transitive Effect: To what extent is partnership-building occurring with different agencies?

2. Recursive Effects: How favorably do individual agencies perceive the increased integration of services and what recommendations do they have?

Methods of Data Collection

Survey Research

Citizen Survey. One of the primary sources of feedback for police practices is by asking citizens how police are doing. One of the ways we did this was to carry out a randomized survey of citizen attitudes, aimed at gathering information in the following areas: citizen fear of crime, citizen satisfaction with police services, the extent of public knowledge about and interest in ideas of community policing, and citizens' police service needs. This survey was random and stratified to profile the incorporated communities of Eagle and Kuna, communities where the

ACSO has primary jurisdiction, and where the ACSO has contracted to provide primary law enforcement services. This was a 2nd generation survey that replicated some elements of the 1998 survey carried out under a NIJ "Partnership" grant, permitting the assessment of changes in citizen attitudes over the past 5 years.

Deputy Survey. An often-neglected source of information about police practices is the Deputies who carry out those practices. Central to the evaluation of recursive effects was an assessment of deputies' views of programs and practices. To acquire deputy information, an "Ada County Deputy Survey" was implemented as a self-administered questionnaire to ACSO deputies during their monthly block training. In the first section of the survey, deputies were asked their perceptions of crime problems they had observed, or particular types of calls for service. Additionally, deputies were asked about relevant neighborhood factors associated with disorder.

The deputy survey also asked respondents their opinions regarding the process and substance of performance evaluation under a POP model. In the final section, deputy's views of many aspects of the ACSO's departmental relations were assessed. Fifty-nine (of 80) deputies completed the survey, representing all deputies who attended the block training on the days the survey was administered.

Focus Group Interviews

Residents and Key Stakeholders. One of the aims of this project was to investigate the perceptions of residents in the two contract cities regarding ACSO practices. To acquire this information, focus group interviews of residents and key stakeholders in the cities of Eagle and Kuna were conducted, which added qualitative information that could not be obtained from the citizen survey. This enabled the acquiring of detailed information not obtainable from pre-structured questionnaires.

Deputies. Project staff also carried out two deputy focus groups for Eagle and Kuna. Information obtained from these group interviews was used to assess problem-oriented policing and partnership building at the sites, and to determine the usefulness of the current performance evaluation system for deputies in a problem oriented policing model.

The multiple methods of data collection described above were used to assess five areas of contemporary change toward community policing in the ACSO: (1) citizens' perceptions of crime and police services for police practice improvement; (2) substation policing; (3) incorporation of community policing and problem oriented policing into patrol practices; (4) performance evaluation in a COP/POP environment; and (5) development of community partnerships. Main findings and recommendations are presented below.

Citizen Perceptions of Crime Problems and Satisfaction with Police Services

- Overall, citizens' concerns had changed little since 1998, when a similar community survey was conducted: their main concerns were quality of life issues (i.e. speeding and stray animals).

- There was an inverse relationship between growth and level of neighborliness in that Eagle, the town, which sustained the most growth, reported the highest level of social cohesion or "neighborliness."

- Kuna scored the lowest of the four areas studied on neighborliness. Low levels of social cohesion created a non-resolvable dilemma in Kuna - efforts to satisfy some members of

the community tended to create friction with other members. Because of these differences, deputies in Eagle could engage the community in large projects, while deputies in Kuna tended toward a substantially narrower notion of problem solving, usually working with a small group or one citizen at a time.

- Overall, satisfaction with the ACSO was high, although it was a bit lower than it was for the deputies.

- An areal analysis regarding attitudes towards the ACSO revealed significant inter-community differences for 12 of the 23 variables measured. The two contract cities (Eagle and Kuna) differed significantly in 7 of 23 variables, with Eagle viewing the deputies in a more favorable light for all instances.

- Citizens in different areas view deputies differently, and those in an area which contracts for services view deputies more favorably.

- Attitudes toward police services were better explained through an understanding of community differences than they were through differences in deputies' performance.

- Citizens' perceptions of the ACSO were not generalized, but instead clustered around specific areas of conduct or service.

- Local, idiosyncratic concerns of citizens play an important role in perceptions of police efficacy

- Focus groups with resident and key stakeholders revealed findings complementary to those in the survey, but also provided specific information about local community problems.

- Focus group data revealed that quality of life issues were elevated over major crime in both contract cities; however, each community prioritized problems differently, a finding consistent with the areal findings in the survey data.

- Focus group interviews revealed place-specific information, which added to information found in the mass telephone survey.

Based on the findings above, our recommendation is to continue a tradition of openness, primarily by maintaining important community contact. In addition, we recommend that the

ACSO develop a means to continue to acquire specific community information on a periodic basis.

Substation Policing

- Focus group findings revealed positive support for the substations in both contract communities.
- The focus groups also revealed that the citizenry of both communities viewed the substation as a vehicle for bettering community-citizen relations and building partnerships.
- The high citizen approval suggests the substation model may be one that other rural sheriff's departments may want to consider.
- The deputy survey asked questions about the ACSO's beat integrity principle. The deputies were aware that top management strongly supported both beat integrity and the substations.
- Deputies strongly supported the beat integrity principle. Additionally, the deputies did not feel top management favored the substations when compared to other patrol areas.
- Most deputies perceived that beat integrity works and provides an avenue for them to get to know the citizens and businesses in a given area better.

As such, we recommend that both beat integrity and substations be retained at the ACSO. In addition, opportunities for substation expansion in other areas should be sought.

Problem-Oriented-Policing (POP) Across the Patrol Division

- Through the deputy survey, ACSO deputies identified the most important matters with which they tend to deal: lower level, everyday crimes (i.e. vehicle break-ins, DUIs, and speeding). This was supported by the deputy focus group findings, although different issues emerged in the two contract cities.
- When deputy and citizen findings were compared, however, it was revealed that all but one of the top five deputy problems (speeding) were not among the top five citizen concerns. This is surprising, especially in light of the fact that three of the top five citizen concerns were unchanged from the 1998 findings.

- Three of the top 5 concerns selected by citizens were not traditional law enforcement issues. In view of that, deputies may be more likely than citizens to define problems in terms of "crimes."

- When examining perceptions of deputies in the Kuna and Eagle contract sites, deputies at each site recognized that there was a lack of recreational areas for youth, and considered this a major problem in each community. This finding appears to indicate that the contract process, which lead to beat integrity and neighborhood substations may heighten deputies' awareness of citizen concerns, and increase the level of congruency among views of citizens and deputies.

- It may be best to consider both the citizen and deputy findings as different perspectives of crime and disorder-related issues, and that together they provide a comprehensive view of needed contributions to public order.

- The ACSO is engaged in problem identification in a non-formal way, and across the agency there is substantial buy-in to the POP process. But, problem analysis is piecemeal and thinly spread across the agency.

- The organization has carried out POP-type police work, but the formal use of a SARA-type model is not currently being done. Yet the philosophy of problem solving - that underlying problems drive many crime and disorder incidents - is a way of thinking characteristic of the organization.

- The deputy survey and focus group interviews revealed that deputies perceived top management to be very supportive of POP. Accordingly, deputies consistently supported the notion of POP, and generally indicated that they practiced elements of problem solving.

- Deputy support for POP related activities dropped off when officers weighted it against the importance of suppressing crime and forming partnerships. Additionally, when asked, most deputies considered themselves traditional police officers.

- The majority of deputies did not feel the office provided enough training on the core elements of problem solving. However, deputies at the contract sites felt adequately trained in the area of problem-solving.

- Deputies did not perceive POP any more important for substation officers than regular patrol officers.

- One of the two items in which there was a significant difference between the answers of contract and patrol deputies was in response to the question "I consider myself a traditional law enforcement oriented police officer," with patrol officers typically agreeing and contract officers tending to disagree.

- Eagle deputies reported using SARA only for large projects and intimated that COP is more of a philosophy than a tactic or a strategy. Conversely, the Kuna deputies viewed COP more as solving specific problems by using SARA.

- The deputies in the two contract cities both report practicing COP, with Eagle taking a more general approach and Kuna using a more POP centered approach.

Given the findings regarding problem-oriented policing above, we recommend that ACSO Deputies communicate the kinds of crime and disorder problems facing the communities, discuss departmental priorities to citizens in their patrol sector, and keep records of what concerns citizens have. In addition, we recommend that the ACSO continue to encourage a problem-solving philosophy across the chain of command. The ACSO also should implement periodic training on problem identification and resolution (SARA) for all deputies and sergeants. We also recommend that the teams working at the substations retain records of problems solved, and periodically review them for long term success.

Performance Evaluation of Deputies

- Surveyed deputies indicated a high degree of agreement with the performance evaluation instrument.

- When the words "community policing" were used in the description of the evaluation item, deputy support dropped.

- The deputies in Eagle wanted to see the COP section of the evaluation become more general, while the Kuna deputies wanted to see the COP section focus more on POP instead of more general COP practices. Both sets of deputies also were concerned that the COP section was too subjective and could be problematic with the wrong supervisor evaluating them.

- Both groups of deputies from the contract cities indicated that their current commander was fair and very supportive of both COP and POP. This held true in the deputy survey, as overall the findings revealed widespread support for supervisors.

- Deputies perceived that with regard to POP, supervisors do not have consistent expectations.

- The deputy survey revealed substantial disagreement regarding the fairness of the current rewards' system.

Given the above findings, we recommend the following: (1) The ACSO should change the current community policing section of the performance evaluation to allow supervisors more latitude in what they evaluate, thereby promoting the different "community policing" styles that may be needed to address the often dissimilar problems of the various patrol sectors. (2) The ACSO should remove the phrase "community policing" from the performance evaluation tool and ensure that the items reflect dimensions of problem oriented policing that are part of periodic in-service training. (3) Institute a focus group within the department, made up of individuals across the rank structure, to make sure that POP evaluation is based on what deputies are trained to do. (4) The ACSO might consider expanding the current rewards system to include informal rewards that are conferred to deputies who display problem- solving skills in dealing with specific problems.

Community Service and Crime Fighting Partnerships

- Citizen and stakeholder focus groups revealed good relations between deputies and citizens as well as an adequate understanding by citizens of what community policing is.

- There some differences between citizens in the two contract communities as to what COP is when further questions were asked. For example, Kuna citizens seemed more knowledgeable about the idea of partnership building as an avenue to solve problems, yet they were somewhat resistant to becoming involved, while Eagle residents were very willing to get involved in the COP process.

- Eagle deputies hinted they had little resistance to building partnerships, yet they indicated

they did not need to build many partnerships to be effective. Still, they have forged several partnerships with entities like Animal Control, Americorps, and the crossing guards at the schools to address specific problems.

- Kuna deputies reported more resistance to partnership building; however, Kuna deputies maintained that they have experienced positive results in terms of problems solved and better community relations due to their partnership building efforts. The Kuna deputies have partnered with agencies such as the fire department, chamber of commerce, the administration of the lineman's college, and they have formed their own juvenile justice council.

- The deputy survey revealed general agreement that partnership building was a good idea and is already prevalent among the troops. Ironically, the survey also revealed that deputies perceive that units within the ACSO do not work as well with one another.

Given the findings above, we recommend the following to the ACSO: (1) The current partnership effort is succeeding and should be sustained. The agency has demonstrated success in all its partnership endeavors, to its benefit and to the well-being of contract communities. (2) The ACSO should begin to explore partnerships in Star, which had the lowest overall evaluations of the ACSO deputies and also showed consistently high levels of crime and disorder problems. (3) The ACSO should work to improve both formal and informal communication among various units in the office.

Discussion/Conclusion

All told, the findings from the current project reveal that the ACSO not only is implementing community policing and problem-solving across the agency, but is also in a position to make use of extensive data collection and analysis. That means it has made progress toward acquiring and using environmental information consistent with notions of a "learning organization." Indeed, other rural sheriff's offices may look to the ACSO model as one from which to consider program elements, particularly its philosophical commitment to COP, beat integrity, and substation based contracting.

One of the goals of this project was to facilitate the ACSO's efforts toward self-reflection, and by so doing become a learning organization. Accordingly, many areas emerged in which the ACSO may fine-tune its efforts to become an agency consistent with the principles of community policing, and a learning organization, specifically. Hence the body of these findings and recommendations has focused on identifying and sustaining those things the ACSO is doing well, and providing suggestions for improvement in areas resistant to current ACSO efforts. Perhaps the most important and consistent finding revealed was that different communities require different strategies. As such, if the ACSO desires to be most responsive to the needs and wants of the communities to which they are charged to provide services, the office will be required to continually tailor services to the needs of those communities. Put another way, more often that not it will require the office to continue to cast aside a “one size fits all” approach and implement problem-solving tactics associated with a “one size fits one” approach. Policing strategies that recognize areal differences and that use continuous data collection are most likely to facilitate the long term well-being of the ACSO and the communities it polices.

References

Alarid, L. (2000) “Law Enforcement Departments as Learning Organizations: Argyris’s Theory as a Framework for Implementing Community-Oriented Policing.” *Police Quarterly* 2: 338-364.

Crank, J. (1998) *Performance Criteria Under a Problem Oriented Policing Model: A Report Prepared for the Ada County Sheriff's Office.* Report Prepared for the National Institute of Justice Locally Initiated Partnerships. Boise, ID.

Crank, J., W. Cristensen and the Ada County Sheriff's Office (1998) *Ada County Sheriff's Office-Boise State University Partnership: Final Report.* Report prepared for the National Institute of Justice Locally Initiated Partnerships. Boise, ID.

Denhardt, R. (1995) *Public Administration: An Action Orientation*, 2nd Edition. Belmont, CA: Wadsworth Publishing.

Geller, W.A. and G. Swanger (1996) *Innovation in Policing: The Untapped Potential of the Middle Manager*. Washington D.C.: Police Executive Research Forum.

Kolman, J. (2003) “Census: Kuna is Idaho’s Fastest Growing City.” *The Idaho Statesman*. July 10, 2003.

Rosenbaum, D.P. and A. Lurigio (1994) "An Inside Look at Community Policing Reform: Definitions, Organizational Changes, and Evaluation Findings," *Crime & Delinquency* 40(3): 299-314.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

EXECUTIVE SUMMARY

The Ada County Sheriffs Office (ACSO) with the support of the National Institute of Justice has begun the work of becoming a learning organization. With 230 sworn deputies, the ACSO is the largest sheriffs office in the state of Idaho. It has primary law enforcement responsibility in the unincorporated area surrounding Boise, Idaho. It also has primary jurisdiction in the contracted communities of Eagle where it currently has 9 deputies, Kuna where it has 6 deputies, the campus of Boise State University where it has 6 deputies. It has 52 deputies on county patrol, supported by an additional 28 detectives.

Like many police organizations, the ACSO has changed dramatically over the past decade. It has shifted from a traditional reactive police organization to one increasingly engaged in its communities. Five programmatic elements characterize the contemporary transformation of the ACSO. (1) The ACSO has implemented survey assessments of citizens' perceptions of crime, disorder, and police services in order to obtain feedback about community relations and the way specific programs are received. (2) It has institutionalized substation policing, a staple of community policing practices, but has done so in a particular way suited for the contemporary age of policing in which departments are increasingly contracting out their services competitively: it has developed contracts with the cities of Kuna and Eagle, and via these contracts has established substations in order to foster local identity with the communities. (3) It has incorporated problem oriented policing into routine patrol, in that individual officers are expected to seek patterns of incidents, identify underlying problems and recommend

solutions. (4) It has expanded its annual performance evaluation to include a category of community policing that contains 8 individual measures of community policing practices. (5) It has developed community partnerships both with other criminal justice organizations and with a variety of non-justice organizations.

Each of these areas of innovation became integral elements in the program evaluation carried out, the main findings of which are noted below.

Citizen Perceptions of Crime Problems and Satisfaction with Police Services

- Overall, citizens' concerns had changed little since 1998, when a similar community survey was conducted: their main concerns were quality of life issues (i.e. speeding and stray animals).

- There was an inverse relationship between growth and level of neighborliness in that Eagle, the town, which sustained the most growth, reported the highest level of social cohesion or "neighborliness."

- Kuna scored the lowest of the four areas studied on neighborliness. Low levels of social cohesion created a non-resolvable dilemma in Kuna - efforts to satisfy some members of the community tended to create friction with other members. Because of these differences, deputies in Eagle could engage the community in large projects, while deputies in Kuna tended toward a substantially narrower notion of problem solving, usually working with a small group or one citizen at a time.

- Overall, satisfaction with the ACSO was high, although it was a bit lower than it was for the deputies.

- An areal analysis regarding attitudes towards the ACSO revealed significant inter-community differences for 12 of the 23 variables measured. The two contract cities (Eagle and Kuna) differed significantly in 7 of 23 variables, with Eagle viewing the deputies in a more favorable light for all instances.

- Citizens in different areas view deputies differently, and those in an area which contracts for services view deputies more favorably.

- Attitudes toward police services were better explained through an understanding of community differences than they were through differences in deputies' performance.

- Citizens' perceptions of the ACSO were not generalized, but instead clustered around specific areas of conduct or service.

- Local, idiosyncratic concerns of citizens play an important role in perceptions of police efficacy

- Focus groups with resident and key stakeholders revealed findings complementary to those in the survey, but also provided specific information about local community problems.

- Focus group data revealed that quality of life issues were elevated over major crime in both contract cities; however, each community prioritized problems differently, a finding consistent with the areal findings in the survey data.

- Focus group interviews revealed place-specific information, which added to information found in the mass telephone survey.

Based on the findings above, our recommendation is to continue a tradition of openness, primarily by maintaining important community contact. In addition, we recommend that the ACSO develop a means to continue to acquire specific community information on a periodic basis.

Substation Policing

- Focus group findings revealed positive support for the substations in both contract communities.

- The focus groups also revealed that the citizenry of both communities viewed the substation as a vehicle for bettering community-citizen relations and building partnerships.

- The high citizen approval suggests the substation model may be one that other rural sheriff's departments may want to consider.

- The deputy survey asked questions about the ACSO's beat integrity principle. The deputies were aware that top management strongly supported both beat integrity and the substations.

- Deputies strongly supported the beat integrity principle. Additionally, the deputies did not feel top management favored the substations when compared to other patrol areas.

- Most deputies perceived that beat integrity works and provides an avenue for them to get to know the citizens and businesses in a given area better.

As such, we recommend that both beat integrity and substations be retained at the ACSO. In addition, opportunities for substation expansion in other areas should be sought.

Problem-Oriented-Policing (POP) Across the Patrol Division

- Through the deputy survey, ACSO deputies identified the most important matters with which they tend to deal: lower level, everyday crimes (i.e. vehicle break-ins, DUIs, and speeding). This was supported by the deputy focus group findings, although different issues emerged in the two contract cities.

- When deputy and citizen findings were compared, however, it was revealed that all but one of the top five deputy problems (speeding) were not among the top five citizen concerns. This is surprising, especially in light of the fact that three of the top five citizen concerns were unchanged from the 1998 findings.

- Three of the top 5 concerns selected by citizens were not traditional law enforcement issues. In view of that, deputies may be more likely than citizens to define problems in terms of "crimes."

- When examining perceptions of deputies in the Kuna and Eagle contract sites, deputies at each site recognized that there was a lack of recreational areas for youth, and considered this a major problem in each community. This finding appears to indicate that the contract process, which lead to beat integrity and neighborhood substations may heighten deputies' awareness of citizen concerns, and increase the level of congruency among views of citizens and deputies.

- It may be best to consider both the citizen and deputy findings as different perspectives of crime and disorder-related issues, and that together they provide a comprehensive view of needed contributions to public order.

- The ACSO is engaged in problem identification in a non-formal way, and across the agency there is substantial buy-in to the POP process. But, problem analysis is piecemeal and thinly spread across the agency.

- The organization has carried out POP-type police work, but the formal use of a SARA-type model is not currently being done. Yet the philosophy of problem solving - that underlying problems drive many crime and disorder incidents - is a way of thinking characteristic of the organization.

- The deputy survey and focus group interviews revealed that deputies perceived top management to be very supportive of POP. Accordingly, deputies consistently supported the notion of POP, and generally indicated that they practiced elements of problem solving.

- Deputy support for POP related activities dropped off when officers weighted it against the importance of suppressing crime and forming partnerships. Additionally, when asked, most deputies considered themselves traditional police officers.

- The majority of deputies did not feel the office provided enough training on the core elements of problem solving. However, deputies at the contract sites felt adequately trained in the area of problem-solving.

- Deputies did not perceive POP any more important for substation officers than regular patrol officers.

- One of the two items in which there was a significant difference between the answers of contract and patrol deputies was in response to the question "I consider myself a traditional law enforcement oriented police officer," with patrol officers typically agreeing and contract officers tending to disagree.

- Eagle deputies reported using SARA only for large projects and intimated that COP is more of a philosophy than a tactic or a strategy. Conversely, the Kuna deputies viewed COP more as solving specific problems by using SARA.

- The deputies in the two contract cities both report practicing COP, with Eagle taking a more general approach and Kuna using a more POP centered approach.

Given the findings regarding problem-oriented policing above, we recommend that ACSO Deputies communicate the kinds of crime and disorder problems facing the communities, discuss departmental priorities to citizens in their patrol sector, and keep records of what concerns citizens have. In addition, we recommend that the ACSO continue to encourage a problem-solving philosophy across the chain of command. The ACSO also should implement periodic training on problem identification and resolution (SARA) for all deputies and sergeants. We also recommend that the teams working at the substations retain records of problems solved, and periodically review them for long term success.

Performance Evaluation of Deputies

- Surveyed deputies indicated a high degree of agreement with the performance evaluation instrument.

- When the words "community policing" were used in the description of the evaluation item, deputy support dropped.

- The deputies in Eagle wanted to see the COP section of the evaluation become more general, while the Kuna deputies wanted to see the COP section focus more on POP instead of more general COP practices. Both sets of deputies also were concerned that the COP section was too subjective and could be problematic with the wrong supervisor evaluating them.

- Both groups of deputies from the contract cities indicated that their current commander was fair and very supportive of both COP and POP. This held true in the deputy survey, as overall the findings revealed widespread support for supervisors.

- Deputies perceived that with regard to POP, supervisors do not have consistent expectations.

- The deputy survey revealed substantial disagreement regarding the fairness of the current rewards' system.

Given the above findings, we recommend the following: (1) The ACSO should change the current community policing section of the performance evaluation to allow supervisors more latitude in what they evaluate, thereby promoting the different "community policing" styles that may be needed to address the often dissimilar problems of the various patrol sectors. (2) The ACSO should remove the phrase "community policing" from the performance evaluation tool and ensure that the items reflect dimensions of problem oriented policing that are part of periodic in-service training. (3) Institute a focus group within the department, made up of individuals across the rank structure, to make sure that POP evaluation is based on what deputies are trained to do. (4) The ACSO might consider expanding the current rewards system to include informal

rewards that are conferred to deputies who display problem- solving skills in dealing with specific problems.

Community Service and Crime Fighting Partnerships

- Citizen and stakeholder focus groups revealed good relations between deputies and citizens as well as an adequate understanding by citizens of what community policing is.

- There some differences between citizens in the two contract communities as to what COP is when further questions were asked. For example, Kuna citizens seemed more knowledgeable about the idea of partnership building as an avenue to solve problems, yet they were somewhat resistant to becoming involved, while Eagle residents were very willing to get involved in the COP process.

- Eagle deputies hinted they had little resistance to building partnerships, yet they indicated they did not need to build many partnerships to be effective. Still, they have forged several partnerships with entities like Animal Control, Americorps, and the crossing guards at the schools to address specific problems.

- Kuna deputies reported more resistance to partnership building; however, Kuna deputies maintained that they have experienced positive results in terms of problems solved and better community relations due to their partnership building efforts. The Kuna deputies have partnered with agencies such as the fire department, chamber of commerce, the administration of the lineman's college, and they have formed their own juvenile justice council.

- The deputy survey revealed general agreement that partnership building was a good idea and is already prevalent among the troops. Ironically, the survey also revealed that deputies perceive that units within the ACSO do not work as well with one another.

Given the findings above, we recommend the following to the ACSO: (1) The current partnership effort is succeeding and should be sustained. The agency has demonstrated success in all its partnership endeavors, to its benefit and to the well-being of contract communities. (2) The ACSO should begin to explore partnerships in Star, which had the lowest overall evaluations of the ACSO deputies and also showed

consistently high levels of crime and disorder problems. (3) The ACSO should work to improve both formal and informal communication among various units in the office.

All told, the findings from the current project reveal that the ACSO not only is implementing community policing and problem-solving across the agency, but is also in a position to make use of extensive data collection and analysis. That means it has made progress toward acquiring and using environmental information consistent with notions of a "learning organization." Indeed, other rural sheriff's offices may look to the ACSO model as one from which to consider program elements, particularly its philosophical commitment to COP, beat integrity, and substation based contracting.

One of the goals of this project was to facilitate the ACSO's efforts toward self-reflection, and by so doing become a learning organization. Accordingly, many areas emerged in which the ACSO may fine-tune its efforts to become an agency consistent with the principles of community policing, and a learning organization, specifically. Hence the body of these findings and recommendations has focused on identifying and sustaining those things the ACSO is doing well, and providing suggestions for improvement in areas resistant to current ACSO efforts. Perhaps the most important and consistent finding revealed was that different communities require different strategies. As such, if the ACSO desires to be most responsive to the needs and wants of the communities to which they are charged to provide services, the office will be required to continually tailor services to the needs of those communities. Put another way, more often that not it will require the office to continue to cast aside a "one size fits all" approach and implement problem-solving tactics associated with a "one size fits one"

approach. Policing strategies that recognize areal differences and that use continuous data collection are most likely to facilitate the long term well-being of the ACSO and the communities it polices.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CHAPTER ONE

INTRODUCTION

What is a Learning Organization?

Today, many police agencies are undergoing a fundamental change. This change is aimed at building ways of acquiring information from their communities of interest that further their ability to carry a broad array of activities. This change can be called the process of learning, and organizations who systematically incorporate such changes in the process of evaluating practices are called "learning organizations." By learning organization is meant an organization where systematic feedback is acquired from an organization's environment and used to increase the ability of the organization to carry out its missions

According to Alarid (2000), when learning models are applied to police organizations, programs and practices are assessed routinely through the collection of information from important environmental constituencies and from those who are responsible for carrying out programs and practices. Put more colorfully, learning organizations seek to enhance organizational capacity so that they can systematically reflect on what they do and build on that reflection. To do this, they are engaged outwardly with their many communities and constituencies, and are engaged internally with reflexive self-examination (Alarid, 2000). Again, applying the concept to the police, to become learning organizations, departments acquire information on all their programs to see if the programs are working. But learning organizations are more than this. They assess whether programs are working from the point of view of their constituencies, and from the point of view of those implementing the programs.

A learning model is based on the notion that public organizations can "learn" from their environments in a systematic fashion. The term "learning" is a metaphor for the ability of the organization to become more capable in the delivery of its products, but in a specific way. To learn is to learn from someone, and for organizations in a learning model, learning is accomplished by "listening" to its important audiences. In this research those audiences are (1) citizens and important groups in its service communities, and (2) personnel within the organization who are responsible for carrying out programs. This second group is particularly important because they are the visible expression of the police in the affairs of citizens and as such tend to be the bridge that manages on a day to day basis the "organizational-environmental interface," to use the language of learning organizations. Yet the attitudes and predispositions of this group tend to be the most frequently overlooked during program evaluations.

Learning implies growth, and for organizations this means that the information acquired from these sources is used in the ongoing evaluation of organizational practices. Learning is not the collection of spare statistics. It is the interpretation of information into meaning that directs the behavior of the organization.

A learning organization, seen in this way, is not about what police department goals and strategies should be. The notion of learning is the application of methodology to the behavior of an organization. The methodology does not tell us what is important for the organization to do, nor does it recommend so-called "best practices." Instead, it suggests ways that organizations should go about assessing whatever they decide are their important goals. Learning models can be applied to community policing, to problem solving, and to other innovative and traditional police practices. There is no reason, for example, why a learning model cannot be used for innovative or traditional practices with equal facility.

The application of the vocabulary of learning models to police work is relatively new (Alarid, 2000; Geller, 1997). Learning organizations are what Agyris (1976) called "double loop" organizations – individual members of the organization not only act on behalf of the organization, but feedback is used to enhance individual officer's abilities to contribute without fear of retribution. According to Senge (1994: 15), a learning organization is one that expands "its capacity to create its future." As such, Geller (1997: 3) noted that "learning organizations collect information on programs, strategies, and tactics, and use this information to learn what works, what doesn't work, and what should be done to achieve an organizational objective. The learning organization uses systematic information to see if it is doing what it wants to do. And, carried out properly, an agency can better understand changes in its environment and adapt practices to meet those changes.

Learning Organizations, Community Policing, Problem Oriented Policing, and Traditional Policing

Learning models of organizational behavior have been compared to community policing and problem solving as innovative and parallel policing modalities. However, learning is a way of thinking about organizational behavior that may fit traditional policing practices as well as community policing or problem oriented policing practices. The notion of learning will be briefly considered for each of these ways of carrying out police practices.

Community policing is embodied in the adoption of particular kinds of organizational structures, values, strategies, and tactics (Maguire, Kuhns, Uchida, and Cox, 1997; Cordner, 1997). A police organization is recognized as a community policing organization to the extent that it adopts these elements (Maguire and Mastrofski, 2000; Zhao, 1996; Crank and

Langworthy, 1992). Community police organizations become learning models when they systematically evaluate the efficacy of their practices for organizational-environmental fit.

Advocates of community policing have long adopted the idea that agencies are closely tied to the communities they service. Central to community policing is the notion that the public has something to offer the police beyond the reporting of crimes. Accordingly, citizen surveys have been widely used to assess overall departmental behavior. Such surveys are consistent with a learning organization methodology, in that surveys can be interpreted as a measure of organizational-environmental congruity. Such assessments typically have been carried out by random telephone or mail-out surveys that assess public attitudes toward some aspect of police activity, or more commonly, measure public favorability toward the police generally. Indeed, one might call the community survey the principle methodology of the community policing movement.

In the present era, community policing programs are increasingly being taken for granted (Maguire and Mastrofski, 2000). These programs are largely institutionalized, which means that their "rightness" is taken for granted. Hence, the early testing and evaluation of programs prevalent in community policing has been supplanted in a belief in their efficacy, in spite of evidence that many do not, in fact, work (Sherman et al., 1997)

Learning models also have been applied to problem oriented policing practices. Indeed, of all contemporary police innovations, problem oriented policing is a way of thinking about the purposes of the police that formally incorporates learning organization principles into its recommended organizational practices. As originally formulated, problem oriented policing applied the SARA (Scanning, analysis, research, and assessment) model of problem solving. This model included the research and assessment components, which can be interpreted to mean

that organizations not only carry out problem solving practices, but then assess and try to learn from their successes and failures. The limitation of this model is that it viewed problems as unique and so did not provide a way to think about incorporating findings back into general agency practices.

In the current era, many departments are carrying out problem solving by incorporating statistical programs aimed at visually grouping incidents in order to respond tactically. This is the underlying basis of statistical routines such as COMSTAT, developed in New York and widely used across the US today. This is often diagnosed as problem solving, but is more accurately described as incident aggregation for purposes of tactical response. Programs such as COMSTAT statistically scan and group incidents, but do not carry out the other elements of problem solving. It also is not typically used to assess underlying problems, but to develop tactical response, usually in the form of increased arrests or other forms of "pressure" in hot spots. Consequently, though a valuable tool in its own right, it falls substantially short of the broad sort of evaluation and expansion of organizational knowledge advocated by pioneers in the field of problem solving analysis. COMSTAT is consequently a widely popular form of organizational learning, though it does not represent learning in the broad sense conceived by early problem solving advocates.

Learning models can be applied as well to traditional practices. Perhaps the classic example of this application is the 1972 evaluation of random preventive patrol carried out in Kansas City and known as the Kansas City Preventive Patrol Experiment. George Kelling and the Police Foundation carried out an extensive evaluation to assess the efficacy of random preventive patrol. A comprehensive set of outcome measures were used. Though this experiment is noted for heralding in the age of research on police organizations, critics have

noted that many problems were involved with the implementation of the experiment. These problems tended to revolve around anecdotal information about the failure of the experimenters to capture the hearts and minds of the patrol of the officers who carried out the experiment, and how that failure might have undercut the validity of experimental results. This sort of problem is addressed in the learning organization model of evaluation, which explicitly assesses the attitudes and behaviors of those who carry out program implementation.

Even though traditional practices are equally amenable to learning organization methods, organizational innovation seems to provide the opportunity and desire to assess organizational practices, because it is during innovation that agencies can justify the expenditure of grants-related or public monies. Hence, the greatest opportunities to implement learning organization methodologies are, as in the current case, during periods of strategic and tactical innovation.

Organizational Learning as Strategic Methodology.

Learning organizations make use of a strategic methodology. By strategic is meant that they use a methodology aimed, not simply at evaluating the tactical success of programs, but at using program evaluation to assess the fit between the organization and its working environment, which for the police is the social boundaries of their jurisdiction, particularly citizens, groups or "sovereigns" whose opinions count for the well-being of the department, and the officers who represent the police-citizen interface. This information can be used by commanders who make strategic decisions in the context of long-term budget planning.

Central to the methodology of organizational learning is that programs, to be successful, must be perceived as legitimate from the perspectives of those for whom programs are carried out and by those who carry out the program. If an innovation is carried out, a department concerned with organizational learning will want to know if the program was successful, but will

consider the attitudes of these various constituencies in determining program success. Many programs have been technically successful but floundered because of a failure to take into account the way in which programs were received or legitimized by their audiences.

Organizational learning is aimed at determining whether the organization-environmental fit is correct; put plain, it assesses whether the program is being implemented properly and whether it is having the effects it is supposed to have, according to its targeted audience.

A learning organization, as conceived in this research, requires two kinds of strategic information from its environment: information about the **transitive** effects of programs, or the extent to which the program is having its desired effect in environment, and **recursive** effects, or the way in which local departmental and community actors are reacting and adapting to the programs. Transitive effects are typically measured by outcomes evaluations, though here we seek an assessment of the community in which programs are carried out. Recursive effects are often described in the language of process evaluations. In combination, they provide an opportunity to look at programs' intended and unintended effects, and to anticipate problems among those who carry out programs.

One might ask whether this methodology answers the basic question "Is the program working," in the sense of whether or not it is doing what it is supposed to do. The evaluation of a wide variety program methodologies and outcomes is well conceived and documented, for example, in the University of Maryland's eminent research tome titled "Crime prevention: What works, what doesn't and what's promising" (Sherman, 1997). This evaluation has provided an excellent review of current research on crime prevention and its implications for broad theories of crime.

The notion of organizational learning proposed here is different from traditional methodologies in an important way. Traditional methodologies aim at the production of statistical portraits that allow inferences regarding program success. The meta-evaluation carried out by the University of Maryland grouped and rated the quality of the various evaluations of program success for crime prevention. The methodology of organizational learning is premised on the humanistic notion that other kinds of information, specifically knowledge about people from their perspectives, is essential to the successful fulfillment of organizational programs and activities. A statistical profile or cluster of findings cannot in themselves tell us much about how a program is received by the public or whether it is likely to succeed or fail. This is not to say that the production of statistical portraits are unimportant. To the contrary, learning organization methods aim at the production of such statistics to see how programs are doing, and are an important part of organizational learning. But learning models also view program success as determined as much by how well programs are carried out and how they are perceived and received by their intended – and sometimes unintended – audiences. The history of fully integrated police-fire organizations, called public safety organizations, is replete with examples of highly successful organizations that collapsed for the lack of public legitimacy and resistance from important sovereigns in their public audience.

Langworthy (1990) famously asked "What works in policing," and concluded that no set of prescriptions are sufficient for understanding what constitutes successful policing: police work occurs in a local public context, and those contexts have a powerful influence on the success and failure of programs. Because contexts are different, the program success in one place does not guarantee success in another. This has important implications for methodological analysis. In the current research, we rephrase the question "What works" to include a narrative dimension:

"what works according to who?" This methodology recognizes that program success is more than a spare statistic, and may be determined by the perspectives of those who carry out the program and those on whom the program is carried out. The narratives are those of the public targeted by the program and those who carry out the program itself. Indeed, the attitudes of the street officer is often the most overlooked part of program analysis, and yet can become that part that undoes any possible gains offered by the program. This methodology recognizes that line officers, who carry out the publicly visible part of police work, are an integral target of any methodological analysis evaluation program success. Their views are consequently important for evaluating overall program success and hence in fashioning a successful organizational environmental fit.

Put another way, learning organization methodologies, as applied to police organizations, change them from being about "private policing" engaged in a personal fight against crime to "public policing," engaged in dealing with crimes, public order problems, and recurring service issues as conceived, desired, or disliked by their communities. The strategic purpose of the methodology is to increase the organizational environmental fit, and to do so by providing commanders with the kinds of information that provides systematic public and organizational feedback on programs and practices.

The Ada County Sheriffs Office and Organizational Learning.

The Ada County Sheriffs Office (ACSO) has contracted with the National Institute of Justice to begin the work of becoming a learning organization. With 230 sworn deputies, the ACSO is the largest sheriffs office in the state of Idaho. It has primary law enforcement responsibility in the unincorporated area surrounding Boise, Idaho. It also has primary jurisdiction in the contracted communities of Eagle where it currently has 9 deputies, Kuna

where it has 6 deputies, the campus of Boise State University where it has 6 deputies. It has 52 deputies on county patrol, supported by an additional 28 detectives.

Like many police organizations, the ACSO has changed dramatically over the past decade. It has shifted from a traditional reactive police organization to one increasingly engaged in its communities. Five programmatic elements characterize the contemporary transformation of the ACSO. (1) The ACSO has implemented survey assessments of citizens' perceptions of crime, disorder, and police services in order to obtain feedback about community relations and the way specific programs are received. (2) It has institutionalized substation policing, a staple of community policing practices, but has done so in a particular way suited for the contemporary age of policing in which departments are increasingly contracting out their services competitively: it has developed contracts with the cities of Kuna and Eagle, and via these contracts has established substations in order to foster local identity with the communities. (3) It has incorporated problem oriented policing into routine patrol, in that individual officers are expected to seek patterns of incidents, identify underlying problems and recommend solutions. (4) It has expanded its annual performance evaluation to include a category of community policing that contains 8 individual measures of community policing practices. (5) It has developed community partnerships both with other criminal justice organizations and with a variety of non-justice organizations. Each of these areas of innovation became integral elements in the program evaluation carried out. The programmatic elements, defined and rephrased in terms of the strategic methodology of a learning organization, are as follows:

Areas of Organizational Change

I. Citizen Perceptions of Crime Problems and Satisfaction with Police Services.

Definition: Regularized assessment of the community's perceptions of crime, drug, and juvenile problems, overall satisfaction with police services through a community survey.

Purpose: Assess citizens' perceptions of crime and police service delivery.

Questions for Learning Organization.

1. Transitive Effect: How have crime and service delivery issues changed from the previous survey?

2. Recursive Effect: Overall, how do citizens perceive sheriffs' services?

II. Substation Policing.

Definition: Establishment of substations in Eagle and Kuna to increase local recognition.

Purpose: Increase responsivity to policing needs of local populations: Kuna and Eagle.

Question(s) for Learning Organization:

1. Transitive Effect: Are the local community needs being met by the substations?

2. Recursive Effects: How do members of the local communities perceive the substations and sheriffs' services resulting from them? How do deputies view the beat integrity principle?

III. Problem-Oriented-Policing (POP) Across the Patrol Division.

Definition: Implementation of POP training and use of POP procedures across all elements of the patrol division.

Purpose: Increase ability of officers to identify potential crime problems and assist in crime prevention.

Question(s) for Learning Organization.

1. Transitive Effects: Are officers successful in problem identification and resolution? What kinds of problems are officers identifying?

2. Recursive Effect: How are officers adapting to the POP model of crime prevention?

IV: Performance Evaluation of Deputies.

Definition: Implementation of routine performance evaluation elements for community policing.

Purpose: To provide non-evaluative feedback on the success of officers in all areas of professional activities, including POP elements of their activities.

Question(s) for Learning Organization.

1. Transitive Effect: What are the deputies' perceptions of the performance evaluations and how are supervisors' expectations and the rewards system tied to them?

2. Recursive Effect: How are officers adjusting to the use of an officer checklist?

V: Community Service Partnerships.

Definition: The integration of information about service delivery within substation/community settings.

Purpose: To systematize the flow of information across the various justice and social service agencies in the community.

Questions for Learning Organization.

1. Transitive Effect: To what extent is partnership-building occurring with different agencies?

2. Recursive Effects: How favorably do individual agencies perceive the increased integration of services and what recommendations do they have?

Our first concern is to briefly review literature pertinent to each area of change. This will be followed by a discussion of how the ACSO is using the learning organizational notion of strategic methods to assess its success in each of the areas of organizational innovation.

Literature Review Regarding Areas of Organizational Change

The sections below briefly review the five areas for which the ACSO seeks information.

Citizen Perceptions of Crime Problems and Satisfaction with Police Services

One of the characteristic forms for assessing the organizational-environmental fit of police departments and their communities is the survey. As a measure of the organizational-environmental fit, surveys provide departments with feedback of the way in which citizens view different aspects of their departments, the demeanor and behavior of officers, crime and disorder, and the perceived efficacy of different programs. These surveys can be placed into different categories.

Crime and Fear of Crime. Public perception of crime and disorder has become an important element in police efforts to secure community support in an era of community policing. Departments seeking to satisfy their public constituencies must be tuned not only to actual crime, but public fear associated with particular kinds of crime. Interestingly, research suggests that actual levels of crime and disorder may not be congruent with citizen perceptions of these events (Skogan, 1986; Giacomazzi, 1995). Perceptions of high neighborhood disorder tend to be linked with low informal social control and perceptions of higher risk of victimization (Skogan, 1990). In such communities, it has been suggested that policing practices and strategies should be geared toward addressing incivility, low levels of local control, and fear

(Wilson and Kelling, 1982). In this sense, a department will need to adapt to the specific problems faced by individual communities both in terms of actual crime and in terms of differing perceptions of crime.

Crime and fear of crime exist in an ambiguous relationship to each other. The presence of crime may not be perceived as a threat to individuals in the community – it may be taken for granted as part of ordinary life, characteristic of the community. Wilson and Kelling (1982) argued that citizens' perceptions of personal safety were more affected by disorder than crime. Studies examining community level data support the notion that perceptions of safety tend to be community specific (Lewis and Salem, 1986). Many of these studies point to various dimensions of social integration as an important determinant of neighborhood fear; that is, where social integration is high, neighborhood levels of fear are low (Hunter and Baumer, 1982; Lewis and Salem, 1980). Other studies have found a link between low levels of community disorder and low levels of fear (Taylor and Hale, 1986; McGarrell, Giacomazzi, and Thurman, 1997). A citizen's perception of community safety may, along with perceptions of crime and disorder, also affect their expectations from the police, and may color their relationship with them.

Neighborhood and Community Variation in Police Support. Webb and Katz (1997:10) suggest "citizen agreement toward the role of police may be dependent upon community characteristics". In addition, community characteristics may affect resident participation in the policing process. For example, Haeberle (1987) in his study of Birmingham, Alabama neighborhoods found that participation in governmental processes, as measured by attendance at neighborhood association meetings varied by neighborhood. Specifically, living in a large neighborhood resulted in less participation. Haeberle (1987) concluded that areas that are neighborly, rather than simply an area where someone lives, are more likely to result in citizen

participation. These findings have implications for community policing, which relies on substantial citizen participation in the co-production of order.

Reisig and Giacomazzi (1998) found significant differences among residents in different neighborhoods concerning attitudes toward the police. However, in all of the neighborhoods examined there was support for problem-oriented policing, despite some negative attitudes towards the police in general. Reisig and Giacomazzi (1998) concluded that data reflective of negative attitudes toward police exhibited in the less integrated and disorderly neighborhood should be used by police executives and line-level officers to develop proactive measures in an attempt to reduce the social distance between citizens and the police, which ultimately may strengthen a police-community partnership.

Additionally, Jacob (1971:78) argued that evaluations of the police were rooted to some degree in "neighborhood cultures," operationalized by way of racial and class differences between neighborhoods. Alpert and Dunham's (1988) assessment of neighborhood variation in attitudes toward police services in Miami, policed by the Metro-Dade police department underscores the importance of Jacob's earlier findings and serves as an example of research linking service delivery to neighborhood determinants characteristics. Alpert and Dunham (1988) found that neighborhood differences in attitudes toward police practices were consistently significant, and that they were more important predictors of attitudes toward the police than ethnicity or gender.

Attitudes Toward Specific Police Practices. Researchers have also investigated citizen attitudes ongoing police practices. Uchida, Forst and Annan (1992) found that citizens were more satisfied with the police in areas where crackdowns and directed patrol were used and where crackdowns and door-to-door interviews occurred in an effort to combat drug trafficking

and violent crimes. In a replication study, Uchida et al. (1992) found similar support for the police (operationalized as police responsiveness to community concerns) in areas where the police engaged in door-to-door interviews and "buy and bust" activities. Additionally, Chermak, McGarrell, and Weiss (2001) found that a general deterrence strategy resulted in citizens feeling better about the police as compared to a specific deterrence strategy. The authors conclude that, "some types of intervention may slightly alter public opinion about the police" (Chermak et al., 2001:385). Departments have sometimes attempted to localize services to the communities in which they deliver them. The tailoring of services to communities is associated with urban departments and is typically achieved through the decentralization of police services and use of substations. It has not been studied in non-urban sheriff's offices, nor has community policing—the primary mode of geographic and organizational decentralization studied here—been studied..

Substation Policing

The geographic decentralization of police services is taken as an article of faith among community policing advocates. Decentralization provides a geographic base for police officers to become more closely attuned to local community dynamics, and also, in the form of substations, provides a place where community members can interact informally with the police. Additionally, placing officers in long-term beats contributes to police-citizen interaction. That is, police and citizens become humanized to each other, each recognizing the essential human qualities to coming to know the identities of the other. Accordingly, officers will become more motivated to improve the community in which they have been dispersed (Thurman, Zhao, and Giacomazzi, 2001).

In the spirit of community policing, many departments have localized services. For example, Skolnick and Bayley (1986) described how areal variation in service delivery

characterized the "new" policing in six major American cities. And, Skogan and Hartnett (1997) in their research on the Chicago Alternative Policing Strategy noted that police officers in the experimental police districts were assigned fixed beats in an effort to learn local customs, to become acquainted with residents, and to understand their problems.

Sherman (1983) suggested that departments might use a mixed strategy model, according to which general strategy is shaped by a department's broad goals, and is relatively stable though flexible to budgetary considerations and changes in the public safety environment. However, at the local level, particularistic characteristics of neighborhoods could direct day-to-day police practice. This mixed strategy model is consistent with learning organization models of police service delivery (see Senge, 1994) allowing police to think about specific problems and appropriate responses at the most local levels, yet maintaining overall organizational goal integrity.

Problem-Oriented-Policing (POP)

Problem-oriented policing (POP) emerged as a locally tailored notion of policing in the late 1980s (see Goldstein, 1987). Unlike community policing, which built its core identity on rebuilding damaged relationships between the police and the policed, problem oriented policing focused on underlying causes of problems. POP emerged in the wake of research that suggested that traditional approaches to policing did not work well for some kinds of problems, and the recognition that many incidents tended to be clustered together in time and space (see Spelman and Brown, 1981).

Problem solving focuses on "identifying why things are going wrong" and then responds with a variety of techniques, many of which are non-traditional (Kennedy and Moore, 1997). Like community policing, it represents a fundamental rethinking of the way in which the police

carry out their work. POP focuses on the underlying dynamics that are seen to lead to the grouping of criminal and disorderly incidents. It represents a hard turn away from incident based policing. Goldstein argued that, to break from the incident-oriented approach, problem definition should intentionally avoid using the language of crime in describing underlying causes.

In the current era, POP has focused on the way in which incidents cluster in time. Supporting problem oriented strategies, Eck (1997: 7-39) concluded that "over 90 percent of the interventions reported evidence of crime reduction following the installation of an opportunity-blocking tactic." Recently, problem-solving efforts have become increasingly blended with certain kinds of recurring problems, and specific strategies have been evaluated. Contemporary research has increasingly used statistical modeling techniques to visualize the spatial clustering of crime incidents (Sherman and Weisburd, 1995).

The SARA model is the most well known POP strategy used to identify and remedy neighborhood problems. Four process components encompass the SARA problem-solving strategy: scanning, analysis, response, and assessment. *Scanning* refers to the identification of potential problems. In the *analysis* phase, information is collected to determine the magnitude and causes of the problem. *Response* refers to the implementation of potential solutions to remedy a problem. Finally, the effectiveness of responses are determined in the *assessment* stage of the process.

Some police departments have experimented with the SARA model as an across-the-board change in personnel policy, in which the role of rank and file police officers has been recast. Others have formed specialized community policing units, which primarily engage in neighborhood problem-solving or are assigned a specialized set of tasks. Eck and Spelman

(1987), who conducted an evaluation of the SARA model as designed and implemented in Newport News, Virginia, found promising evidence that line-level police officers, private citizens, and other agencies not only can implement such a process, but also that the process can reduce the magnitude of the problems.

Scant research has examined place-specific problem solving in non-metropolitan sheriff's offices.

Performance Evaluation of Deputies

Much of the work on the evaluation of police in a community policing or POP environment has been carried out by Oettmeier and Wycoff (see Ottmeier and Wycoff 1995; 1997; Wycoff and Oettmeier, 1994; Wycoff, 1982). Their work has focused specifically on community policing and problem solving innovations, but their core ideas can be applied to organizational change directly.

They argue that evaluation has to be adaptable to changing circumstances. A single, managerial tool of evaluation may be unsatisfactory because it fails to recognize the nuances of specific assignments, especially under change circumstances. This is particularly the case under problem solving circumstances, where the criteria for success for one officer may be different for another. An otherwise successful change to community policing and problem-solving can be hampered when performance appraisal systems reward officers for traditional, incident-based policing. Officers will resist change efforts if they are not meaningful to promotion, assignment improvement, or salary (see Sparrow et al. 1990 for further discussion of task similarity).

The adoption of novel police procedures and tactics, to be successful, requires changes throughout the agency's infrastructure (Oettmeier and Wycoff 1995). In terms of the organization's appraisal system, Oettmeier and Wycoff (1995:136) observe "a personnel

performance measurement process designed to reflect and reinforce the functions that officers are expected to perform can provide structural support for a philosophy of policing and can be a valuable aid in the implementation of organizational change". Oettmeier and Wycoff (1997) identified three transitional areas for agencies moving to a community-policing model of service delivery: socialization, documentation, and system improvement. Socialization is important because the evaluation should convey expectations content and style of (an officer's) performance and reinforce the mission and values of the department. Documentation enables officers to record the types of problems and situations encountered in their neighborhoods. System improvement is designed to measure what organizational conditions impede improvement in line officer performance (Oettmeier and Wycoff 1997).

Evaluations should meet certain criteria. Matrofski and Wadman (1991) indicate that an evaluation must be valid, reflecting the content of the work the employee is expected to perform. This begs a familiar question: What "work" is the community-policing officer expected to perform? According to Kelling and Cole (1996), community policing recognizes that police serve multiple aims, as reflected in their broad functions. An evaluation also needs to be equal among the officers. This may be difficult in a community-policing environment, where officers are encouraged to deal with problems differently and in creative ways. In addition, evaluations should be reliable. This can be difficult in a community policing context since evaluators tend to revert to easily counted outcomes related to enforcement type data (i.e. arrests, stops, and the like) (see Wycoff 1982 for further discussion of this trend). Complicating reliability is a core notion of problem solving, that problems are different in different places.

In order to reward what matters, the police must examine and prize matters that contribute to community safety and fear reduction through non-criminal justice as well as

criminal justice tactics, provide other emergency services, enhance officers' knowledge of and involvement in the community in various appropriate ways, and consider the point of view of citizens who live and work in the affected neighborhoods. Typically included in such assessments are officers' behaviors towards the public, and officers' initiatives in confronting problems (Geller and Swanger 1996).

The move to a POP centered organization has a large impact on the responsibilities of the sergeant. A problem-oriented police sergeant would need to be familiar with the area the officers work, the problems and concerns within that area, and the efforts made by the officers to address those issues (Oettmeier and Wycoff, 1997). In order for this to occur a sergeant needs to be approachable, and also needs to be actively acquire information from the officer and the community at large. Oettmeier and Wycoff (1997) suggest frequent interaction between sergeants and officers in order to gauge what problems are occurring in the community, and how officers are addressing the problems.

Peer assessment is also increasingly used in a POP environment (Mastrofski and Wadman, 1991). Including deputies in the performance appraisal process leads to the critical evaluation of routine informal practices. Research has suggested that peer appraisals are as reliable as supervisors' ratings (Farr and Landy, 1979). By including peer evaluation in the process the often-found resistance to performance evaluation seems to be lessened (see Mastrofski, 1996 for further discussion of this occurrence). Supervisors should take peer evaluations into account and justify significant differences between those evaluations and their own (Mastrofski and Wadman, 1991). Correspondingly, the organization's leadership should take a proactive stance in encouraging peer evaluation.

For purposes of the current project, what is known about performance evaluation in a community-policing environment is applied to a non-metropolitan sheriff's office.

Community Service Partnerships

Central to the notion of an organizational-environmental fit is the relationship of the department with other important constituencies in its local setting. We described this above with regared to citizens in terms of a methodology of surveys. However, another important dimension is that of what might be called "sovereigns," or more commonly called stakeholders, who are important groups and individuals whose opinions are important in local communities. Institutional theory has emphasized that the successful adaptation of police organizations to their environments, especially under conditions of change, require that they acknowledge the way in which sovereigns perceive their organization. This is central to the process of acquiring legitimacy for desired innovations, and is accomplished through mutual collaboration.

For the police, stakeholders tend to be interested in core community institutions. In the environment of the police, these institutions—church, school, and family—are central to moral development (Oakes, 1995). Service partnerships linking policing agencies to these organizations carry out the important work of informal moral development.

For example, community service partnerships can help to provide opportunities for youth so that they can engage in constructive activities (Podolefsky and DuBow, 1981). According to Bennett and Lavrakas (1988), these activities may include police athletic leagues, drug prevention programs, and job training programs. In addition, other programs serve to enforce social norms (Greenberg et al., 1983), increase social interactions, and develop sense of community (DuBow and Emmons, 1981). Multi-level, collaborative partnerships between citizens, service providers, and the justice system seem to offer much potential for reducing

crime, allaying fear of crime, and enhancing the overall quality of life (Thurman, Zhao, and Giacomazzi, 2001).

In a review of eleven community crime prevention evaluations, Yin (1986:306) concludes that although specific community crime prevention activities vary in form, "successful crime prevention efforts require joint activities by the residents and police, and the presumed improvement of relationships between these groups." Supporting Yin's findings, Muray (1983), Hirsch (1983), Sherman (1983), Thurman et al. (1994) observe that the most promising programs for combating crime seem to involve co-productivity among citizens, police, prosecutors, and citizen groups. For the current project, the types of partnerships that exist through community policing efforts in a non-urban sheriff's office are examined.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CHAPTER TWO

METHODOLOGY

Setting for Current Study

Ada County, Idaho is in the inter-mountain west, and is undergoing substantial growth in the current period. Typical of the sun-belt across the south and west, the non-urban area of the county has witnessed substantial growth over the past two decades.[1] From 1977 to 1991 the non-urban population has more than doubled, increasing from 31,448 to 66,124. From 1991 to 1996 the population increased by an additional 18.4%, to 78,305 (Idaho Department of Law Enforcement, 1977, 1991, 1996). Much of this population growth can be characterized as ex-urban growth. It has tended to occur around small towns, and follows the familiar cycle of rapid-built construction on relatively inexpensive rural land followed by incorporation into one of the county's towns or cities. Boomtown levels of growth are also suggested by growth in housing construction. From 1990 to 1998, the number of housing units across Ada County grew from 81,000 to 115,200, a 42.2 percent increase (Miller, 1999). In 1999, Ada County was listed as the fourth fastest growing county in the United States. Ada County anticipates an additional 100,000 residents within the next 20 years.

The Ada County Sheriff's Office (ACSO) is responsible for the delivery of police patrol services to the outlying rural areas of the county, including the towns of Eagle and Kuna. It plays a more limited role in the cities of Garden City, Boise, and Meridian, all of which have their own municipal police forces. The City of Eagle has grown by 233.2% between 1990 and 2000 and at the end of 2002 had an estimated population of 13,659 residents (Kolman 2003).

The City of Kuna has grown by 175.3% in the same period. At the end of 2002, Kuna's population was approximately 7,773 residents (Kolman 2003).

Crime has accompanied the county's population growth. The sheriff's office reported a 17% increase in total crime from 1977 to 1991. From 1991 to the present, total rural crime increased by 106% (Crime in Idaho, 1977, 1991, 1996). In 1991, the odds of a rural citizen being the victim of any crime were 1 in 41.6. By 1996 the odds had increased to 1 in 21.1. Research has suggested that crime increases disproportionately to growth, at a rate of approximately 3 to 1 (Freudenburg and Jones, 1991). Given the current rates of growth, it can be anticipated that crime and the related quality of life and public disorder concerns will increase in the coming decades.

The Locally Initiated Partnership Grant, 1996-1998.

The ACSO and Boise State University carried out a Locally Initiated Partnership Grant, which enabled the ACSO to acquire several products in its efforts to convert to a community-policing agency. Particularly important for the ACSO was a county-wide survey where the ACSO had primary jurisdiction, conducted to assess citizens' perceptions of crime problems, fear of crime, and the quality of service delivery regarding both general patrol and jail services (Crank, Cristensen, and ACSO, 1998) (See Appendix 1). The partnership grant also produced a survey of deputies and a report that provided information on the development of performance criteria under a problem oriented policing model (Crank, 1998) (See Appendix 2).

The WRICOPS Report

The ACSO transition to community policing was also encouraged by an assessment carried out by the Western Regional Institute for Community Oriented Public Safety (WRICOPS) in 1998. This report called for organizational changes consistent with the

WRICOPS model of community policing, including the decentralization of command authority, training focused on community policing, clarification of deputy roles under a community policing philosophy, and development of performance guidelines. The WRICOPS report coincided with incipient changes in the ACSO service delivery model. A central recommendation of the proposal was that the ACSO should "strive to provide a personalized version for communities and areas that define themselves as communities" (WRICOPS, 1998:32). The changes in the ACSO reflect the recommendations of the WRICOPS report and the grants-work undertaken as the result of the partnership.

The ACSO is now turning to the next phase of its development: becoming a learning organization. The current project is an effort to assist the ACSO in institutionalizing the efforts at becoming a learning organization, consistent with the contemporary notion of “information-led policing.”

Based on a series of meetings among project staff and representatives from the ACSO, a number of areas were identified and targeted research questions were developed, that provided a starting point for the systematic collection of data that would help the ACSO examine itself. The following five areas, described in detail in Chapter 1 were identified: citizen perceptions of crime problems and satisfaction with police services; substation policing; problem-oriented-policing (POP) across the patrol division; and performance evaluation of deputies.
Community Service Partnerships. The elements of this project made use of both survey research (telephone and self-administered questionnaires), and focus group interviews. Below, the merits of these research approaches are generally reviewed, and the “nuts and bolts” of the project are more specifically described.

Survey Research

Both telephone interviews (Ada County citizens) and self-administered questionnaires (Ada County deputy sheriffs) were implemented during the course of this project. Survey research is a widely used data collection method in the social sciences, and typically attempts to determine attitudes, values, perceptions, feelings, and beliefs of individuals (Frankfort-Nachmias and Nachmias, 1992). In particular, the survey method is used extensively in assessing community policing and crime prevention programs, and at times, is the sole source of data for determining the effectiveness of these kinds of programs (Lurigio and Rosenbaum, 1986).

Although widely used already, there are indications that the use of survey research is increasing, especially as a tool for local government accountability. According to Frankfort-Nachmias and Nachmias (1992:234), “roughly one-half of cities with populations over 100,000 have used some form of survey at some point in time.” This likely is the result of wide experimentation with idea of "reinventing government" in which community input and "customer satisfaction" are considered vital components in determining the effectiveness of governmental services.

Citizen Survey

Residents of Ada County were interviewed by employing a telephone survey. This specific method was utilized for a number of reasons. First, the results of many of the survey items would be directly comparable to the 1997 Ada County Citizen Survey that was implemented during the Locally Initiated Partnership Grant. As such, this survey was able to track any long-term changes in resident perceptions in the following areas: citizen fear of crime, citizen satisfaction with police services, the extent of public knowledge about and interest in

ideas of community policing, and citizens' police service needs. Second, a telephone survey was selected because response rates for telephone surveys tend to be high, at times above 90 percent, which increases the external validity of the resident sample (Schutt, 1996).

The sampling frame consisted of 750 Ada County residents. Those surveyed were drawn from the population of citizens who receive patrol services from the Ada County Sheriff's Office. Because findings could have been confounded, those areas where Boise, Meridian, and Garden City Police Departments have primary responsibility for patrol and detective services were not surveyed.

The survey method proposed by Dillman (1984) was utilized to contact county residents. The telephone survey of 750 Ada County residents was undertaken in March and April of 2002 by the Social Science Research Unit at the University of Idaho under the direction of Dr. Sandra Cann. Using CATI technology, a stratified random survey was collected to profile the incorporated communities of Eagle and Kuna, communities where the ACSO has primary jurisdiction. Telephone prefixes were used as geographic indicators to identify the residence of the respondents, and screening questions ensured that contracted respondents were members of the population in the survey. Respondents were selected randomly within particular telephone prefixes, using proportionate sampling techniques. More detailed geographic data was gathered during the interview to discount the possible error of mis-designating rural and urban respondents. From Eagle, 237 surveys were obtained, and 251 were acquired from Kuna. The remainder of the surveys were collected from rural Ada County where the ACSO has primary jurisdiction for law enforcement services. Of these, 201 were collected from residents who identified themselves as residents of Star, a community where the ACSO has primary law

enforcement jurisdiction, but one that has not entered into a contract with the sheriff's office for tailored policing services. All told, 761 surveys were collected, and 6 of these were not useful.

The survey was designed to correspond to a similar survey carried out in 1997 under the aforementioned "partnership" grant. Part 1 in both surveys, concerned crime and disorder problems faced by citizens. Also reproduced are those elements of Part 2, assessing attitudes toward ACSO services and perceptions of the demeanor of ACSO deputies. Added in the current survey is a section evaluating the sense of "community" among residents.

The final sample of 755 residents insured that the sample was representative of the various population groups of the county. This sample size also satisfied the technical consideration that parameter estimates of the sample population are adequate for statistical purposes of significance in analysis and measurement.

The citizen survey was used to glean information for two learning organization components: (1) citizen's perceptions of crime and police services, and (2) substation policing.

Deputy Survey

The Ada County Deputy Survey, intended to assess the current state of problem-oriented policing at the Ada County Sheriff's Office and to assess the current performance evaluation instrument for deputies, was implemented as a self-administered questionnaire to ACSO deputies. Here, as was the case with the 1997 Deputy Survey during the Locally Initiated Partnership Grant, a high response rate was anticipated. Survey distribution was presented to coincide with the deputies' regular monthly training schedule. Twenty-four deputies were present at the first meeting and thirty deputies were in attendance at the second meeting, resulting in 54 deputy respondents plus an additional 5 sergeants, equating to 79 percent of the 80 commissioned deputies in the ACSO. Surveys were distributed and returned during the first

hour of the training. Information obtained from the survey was used to inform the Ada County Sheriff's Office of the current level of problem-oriented policing among the troops, whether problem-oriented policing has been embraced department-wide or is simply a phenomenon in its contract cities, examples of successful problem-oriented projects, and strategies for enhancing the problem-oriented mandate at the sheriff's office. As such, the deputy survey served as a process evaluation of problem-oriented policing in Ada County and was meant to be formative in nature.

Additionally, the survey examined the deputies' views regarding the sheriffs department's beat integrity principle. And, the survey gauged deputies' views about partnership building and their perceptions of the level of partnership building that is occurring between the organization and other criminal justice and social service agencies.

In addition, the deputy survey asked respondents their opinions regarding the process and substance of performance evaluation under a POP model. This section of the survey was helpful in assessing the effectiveness of the performance evaluation instrument that combined more traditional performance objectives with more contemporary community policing principles.

In the first section of the survey deputies were asked their perceptions of crime problems they had observed, or particular types of calls for service. Additionally, they were asked about relevant neighborhood factors associated with disorder. Deputies were asked to respond to a list of 38 examples of crime or disorder by rating each one on a scale of 1 to 5, where 1 is no problem, 3 is somewhat of a problem, and 5 is a big problem.

In the second section of the survey deputies were asked to respond to questions using a likert scale designed to measure deputies' views about the performance evaluation. In assessing

the performance evaluations deputies responded to questions by answering 1 to 5, with 1 being not important, 3 being somewhat important, and 5 being very important.

In the third section, departmental relations, deputy's views of many aspects of the ACSO's departmental relations were assessed. Deputies were asked to respond to questions by using 1 to 5, with 1 indicating strong disagreement, 3 being neutral, and 5 indicating strong agreement. Three techniques were used in this section. First, the overall means were examined. Additionally, a factor and correlational analysis was used to further clarify some findings. Factor analysis allows the researcher to determine if individual questions are related to each other in a way that there seems to be an underlying similarity. The common intent of the items that group together was measurable using factor analysis. Correlational analysis allowed examination of patterns of agreement and disagreement among the questions, and consequently allowed a deeper understanding of the findings. A copy of the deputy survey is presented in Appendix 2.

Additionally, several control questions were asked in an effort to attain background characteristics about the responding deputies. This was deemed important for interpreting results with respect to groups of employees. (See Appendix 3, "Ada County Sheriffs Office Survey: Perceptions of Crime and Policing.")

Focus Group Interviews

Despite the wide use of survey research in its various forms, the limitations of this method were recognized, and therefore as a means of triangulation, focus groups were used as a supplement to survey research.

Focus group interviews, yet another way to collect information for the purpose of program evaluation, have been recommended as a useful strategy for the identification of problems under a POP model of policing (McGarrell, Benitez, and Gutierrez, 1997). The

interviews are designed to tap perceptions or opinions of individuals in a group of 8 to 10. According to Stewart and Shamdasani (1990:16), “focus group interviews are an ideal way to collect data that are qualitative in nature”. In addition, there are other advantages to focus group interviews including: (1) focus group interviews allow the researcher to interact directly with the program recipients; (2) the focus group format allows the researcher to obtain large amounts of data in the respondents' own words; and (3) focus group interviews allow the researcher to further question responses and build upon answers for further discussion. Furthermore, Reiss (1971) notes that interviewing in general can prove useful in augmenting naturalistic observations.

Because of the value of focus group interviews as a supplement to survey research, the use of this method was employed extensively throughout the project. As described in the sections above, citizens, community stakeholders, sheriff’s deputies, and ACSO criminal justice partners were interviewed in an effort to attain the goals of the proposed research.

As a social science research tool, there exist several notable limitations for focus groups. There is the potential for the researcher to influence the responses of subjects. In addition, there is the potential for any given focus group to be dominated by one or more individuals, the result of which may be the researcher's reliance on information which may not be representative of the entire group. Similarly, some focus group participants may be less willing to talk openly than others, also resulting in data which may not be representative of the entire collection of focus group respondents. The role of the focus group moderator is important with respect to the previous two limitations. Through a variety of techniques, a well-trained interviewer is able to casually extract responses from all (or at least most) focus group participants (Stewart and Shamdasani, 1990).

One of the aims of this project was to investigate the attitude of various respondents of two cities regarding the community policing efforts of their county's sheriffs' office. In an effort to do as such focus group interviews of two factions within each of the cities of Eagle and Kuna were conducted. The first group targeted the key stakeholders of each city, while the second focus group concentrated on the residents of each city.

Residents

The sample of participants used for the resident focus groups was comprised using the 2002 Boise area directory listings. Two names were randomly selected from each letter of the alphabet using the following system:

A: First A name in Eagle/Kuna plus next as alternate

B: Second B name in Eagle/Kuna plus next as alternate

C: Third C name in Eagle/Kuna plus next as alternate

D: Fourth D name in Eagle/Kuna plus next as alternate

E: First E name in Eagle/Kuna plus next as alternate

F: Second F name in Eagle/Kuna plus next as alternate

G: Third, etc…

In all, 19 and 16 resident respondents were randomly selected to participate in the focus groups for Kuna and Eagle, in that order. Of the 16 invited from Eagle, five were present at the focus group, 3 men and 2 women.

Kuna presented additional problems. After the researchers placed a number of calls to the selected respondents, none of them responded. The reasons for the noncompliance varied from lack of interest to scheduling conflicts. As a result, the data collection method was changed from a single focus group discussion to face-to-face interviews. In view of that, several of the

originally selected respondents were asked to provide the researchers with names of other residents who would likely be interested in participating in the study. Ultimately, eight citizen respondents were located and face-to-face interviews were conducted utilizing the same set of questions used for the focus groups. The interview participants in Kuna consisted of five women and three men.

Key Stakeholders

The stakeholder focus groups consisted of people from the following occupations: government (i.e. city government, fire department, probation and parole), business (i.e. retailers, restaurants, development and construction, media, and others), associations and organizations (i.e. faith based organizations, sports associations, chamber of commerce, and senior citizen organizations), education (i.e. public schools), public defenders and attorneys, and residents who have previously shown intense involvement in public causes.

In total, 19 stakeholder participants were invited from each of the cities. Of the 19 invited from Kuna, seven were present the day the focus group was held. These included two government officials, one business owner, two involved citizens, one school official, and one church official. Four were men and 3 were women. Additionally, of the 19 invited from Eagle, 12 were in attendance the day of the focus group—6 men and 6 women. These included three government officials, three representatives from the local school district, four individuals from the private sector, one member from the Chamber of Commerce, and one representative from the senior citizens center.

Deputies

Project staff also undertook two deputy focus groups for the contract sites of Eagle and Kuna. Information gleaned from these groups was used to assess problem-oriented policing at

the sites, the level of partnership building in the contract communities, and to determine the usefulness of the current performance evaluation system for deputies in a problem oriented policing model.

Eight deputies from Eagle and six deputies from Kuna (a census at each site) were asked targeted questions in the areas of problem-oriented policing and performance evaluation. An experienced focus group moderator asked questions from the interview schedule, while a graduate assistant and undergraduate assistant recorded responses.

In all, the above methods of evaluation provided diverse data for the five project components (See Exhibit 1). For example, the proposed Ada County Resident Survey served the dual function of providing information regarding ACSO service delivery (project component 1), and information concerning the effectiveness of the beat integrity model (project component 2). Similarly, the deputy survey provided information concerning the current state of POP at the ACSO (project component 3) and information regarding beat integrity (project component 2) and performance evaluation (project component 4) as well as information regarding partnership building (project component 5). Likewise, the resident, deputy, and stakeholder focus groups served multiple purposes as outlined above. The functions of the different methods of data collection are made clear in Exhibit One, and serve to form a triangulation matrix.

-- Insert Exhibit One about here --

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CHAPTER 3

CITIZENS' PERCEPTIONS OF CRIME PROBLEMS AND SATISFACTION WITH POLICE SERVICES

In a community policing era police are becoming increasingly accountable to local communities. Yet, as police turn toward communities, a core question emerges: What is a community? This question has been widely addressed (Alpert and Dunham, 1988). However, a core element in emergent notions of communities is that jurisdictions often comprise multiple communities, each with its particular needs and problems. The professional "one size fits all" notion of service delivery that characterized policing through the 1960s is increasingly being replaced by a more tailored notion. According to advocates, services should be tailored to the specific needs of neighborhoods or communities (see Skolnick and Bayley, 1986; Goldstein, 1988; Cordner, 1997; Alpert and Moore, 1998). If professional policing can be called a "one size fits all" model of policing, community policing might be called a "one size fits one," meaning that police work needs to be adapted to the needs of identifiable constituencies at areal levels smaller than a jurisdiction. To identify constituent needs, police departments have begun to rely upon input from citizens with regard to crime problems in their neighborhoods. In the current effort residents attitudes towards the services delivered by the ACSO were measured across the common jurisdiction of Ada County, but stratified areally by small cities in the county. The basis for stratification was the contractual relations between the ACSO and the cities of Eagle and Kuna, and as such allowed us to see if differences in community expectations

at the county level paralleled difference at the neighborhood level hypothesized by community policing advocates.

Citizens' surveys are widely used in the current era to assess the success of police organizational activities. In this project, the idea of a citizens' survey was integrated into the practice of the ACSO as a learning organization. The survey provided practical information about crime and public order problems faced by citizens throughout the county. Further, it is by its nature recursive, in that it provides information on how well the sheriff's office is dealing with all aspects of service delivery. The survey is in this way the central pillar of the current effort. Through a comprehensive survey, stratified for the local communities where the sheriff has contractual policing services, a great deal of information can be acquired concerning community differences as well as successes in achieving contracted goals.

A resident survey was conducted in Ada County where the sheriff's office has primary and enhanced jurisdiction. This survey assessed citizens' concerns over quality of life, fear of crime and the delivery of ACSO services. Additional questions assessed the overall success of the transition to problem oriented policing, information about crime that will be useful for strategic decision-making, plans for future patrol activities, and questions about ACSO community-based programs. This survey was also a "second generation" survey, updating information obtained from a "locally initiated partnership" grant in 1997. For the current effort, the ACSO was interested in two primary questions, representing transitive and recursive effects of citizen perceptions of crime problems and satisfaction with police services.

1. **Transitive Effect:** How have crime and service delivery issues changed from the previous survey?
2. **Recursive Effect:** How do citizen's perceive sheriff's services overall?

The findings for the citizen survey are presented below, followed by focus group data from the contract cities of Kuna and Eagle.

Citizen Survey

Citizens' Perceptions of Crime Problems: Overall Findings

In the first section of the telephone survey respondents were asked about their perceptions of problem areas, crime they had observed, and their fear of themselves or their children being victimized. Additionally, they were asked about relevant factors of well-being.

The first concern was the identification of problems residents encountered in the neighborhoods. Residents were asked about 36 crimes and crime-related problems (see Appendix 4). The five most frequently cited concerns are noted below:

- **Speeding was most frequently identified as a serious problem. It was selected by 81.7 percent of the respondents.**
- **67.1 percent were concerned with lack of recreation areas for youth.**
- **65.5 percent cited stray animals as a problem.**
- **Profanity or foul language by students in public areas was noted by 56 percent.**
- **More than half (54 percent) of the respondents indicated that streets were too dark at night.**

When these results were compared to the 1997 findings it was noted that the top 3 findings are the same and have similar magnitude. In 1997, the 4 and 5 most important findings were "excessive noise" and "vandalism." In this survey "profane language" and "dark streets" were more important.

The five least important areas were identified as follows:

- **Shootings and violence by gangs had the lowest overall score cited by 7.7 percent of residents.**
- **Homeless people or vagrants was cited as a problem by 13.1 percent.**
- **About 17 percent (16.7) considered poaching a problem.**
- **Gang violence was noted by 19.5 percent.**
- **People being robbed or having their purses or wallets stolen was cited by 19.9 percent.**

Drug and alcohol issues are of considerable importance in today's political climate.

- **Concerns over "drug related crime" were noted by 39.5 percent of the respondents.**
- **"Crack houses or meth labs" were cited by 26.9 percent.**
- **Drunk drivers were identified as a problem by 52.4 percent.**
- **"Teenagers using drugs or alcohol" was cited as a problem by 55.8 percent.**

It was also important to find out how safe residents thought they are in their neighborhood.

- **About 98 percent of the respondents indicated that they were safe in the neighborhood during the day.**
- **Roughly 81 percent, a smaller but still sizable number indicated that they were safe after dark. This is a drop of 5 percent from the previous (1997) survey. Only 3.5 percent stated that they were "very unsafe".**
- **About 83 percent noted that their children were safe in schools and school zones.**
- **Only 61.9 percent judged the safety level of traffic activity as safe.**

Citizens' Perceptions of Neighborliness: Overall Findings

Over the past 20 years Ada County has sustained a large in-migration. Traditionally, rural areas are rapidly suburbanizing and incorporated into local jurisdictions. In repsonse to this, a section assessing residents' perceptions of neighborliness was included.

- **About 90 (89.5) percent of the respondents supported the statement "people around here are willing to help friends".**
- **The statement "people in this neighborhood can be trusted" received support from 81.9 percent of the respondents, indicating a high level of trust. The statement "I feel at home in this neighborhood" received support from 91 percent of the respondents.**
- **About 86 (85.5) percent disagreed with the statement that "people in their neighborhood didn't get along with each other."**
- **About 87 (86.8) percent stated that they could recognize most people, who lived in their neighborhood.**
- **70.9 percent expect to live in their neighborhood for a long time.**
- **A lower but still substantial percentage of 62.2 percent disagreed with the notion "neighbors do not share the same values."**
- **61.1 percent consider their neighborhood a close-knit neighborhood.**

In summary these findings suggest that a high level of friendliness and trust is present. A smaller, but still substantial majority indicated that neighbors shared the same values.

Citizens' Perceptions of Neighborliness: Areal Findings

One of the significant issues facing Ada County and its communities is growth. Over the past 30 years all areas in Ada County have experienced significant growth. From 1991 to 2000

the population of Ada County under the sheriff's jurisdiction, excluding the university area, grew by 32.9%. A breakdown of community growth by area is presented in Exhibit 2.

-- Insert Exhibit 2 about here --

These findings reveal significant growth in Ada County, growth that has been characterized as "boomtown" growth. Boomtown growth has been associated with sharp increases in crime. Though specific figures for each area are unavailable, crime as reported across the ACSO jurisdiction during this period has grown from 1600 reported index crimes per year to its current level of 3626, or an increase of 227 percent. The relative size of areal growth patterns also shows that growth has focused on the small communities, rather than distributed evenly around the county. The unincorporated part of Ada County, though receiving substantial growth, has not experienced the magnitude of development the communities of Kuna and Eagle have sustained.

The boomtown phenomenon is explained by the extent of neighborliness of citizens. Neighborliness is a general factor measuring the concept of social solidarity. It is measured by determining how well neighbors know each other, how long they plan to live in the current neighborhood, whether they feel at "home" there, whether neighbors share the same values, and the like.

In conducting this research, there was concern about the boomtown phenomenon and its impact on neighborliness. It was determined that it was important to know to what extent the different areas studied here shared a sense of neighborliness, and by implication, might be able to resist some of the crime-producing effects of boomtown growth. In the telephone survey, 9 questions (Q51 to 59) were asked about neighborliness (see Appendix 4). A statistical analysis of the variables showed that they formed a unitary scale, and so they were summed to create an

overall measure that was called “neighbor” (See “a methodological note,” endnote 2). It is scored so that higher values mean that particular areas have higher degrees of neighborliness. Exhibit 3 presents the levels of neighborliness reported in each of the four areas studied in this research.

-- Insert Exhibit 3 about here --

Exhibit 3 shows that Eagle displays the highest overall levels of neighborliness. Kuna, on the other hand, shows the overall lowest levels. Yet, Eagle has shown the highest overall rate of growth, almost 50% higher than Kuna. An analysis of variance indicated that the overall effects of area on neighborliness were significant at the .005 level. And using a Sheffe test of significance to assess areal differences, Eagle was significantly higher than both Kuna and Star. Hence, boomtown growth doesn’t seem to adversely affect neighborliness - its highest levels were in areas with the greatest growth.

Neighborliness, however, may affect citizens’ attitudes toward the ACSO deputies and toward the quality of service delivery. It was anticipated that the greater the degree of social integration in an area, that is, the greater the degree to which neighbors viewed their area similarly and thought they shared the same values, the more likely it is that they could agree on what deputies in their area should be doing. Neighborliness is a measure of social integration, and the work of deputies is social control, part of the glue that sustains social integration. If social integration is weak, it is difficult to imagine that consensus could be reached on social control. Relatively low levels of neighborliness would create problems for deputies, in that, what might make some residents satisfied might bother others. The overall importance of neighborliness for understanding attitudes toward deputies and the ACSO generally was

analyzed in the final section, the "citizens' attitudes toward ACSO service delivery: areal findings."

Citizens' Perceptions of Crime Problems: Areal Findings [2]

One of the purposes of this research was to develop data about perceptions of problems and views of police in different areas in the county. Areal analysis stems from the ACSO's desire to optimize police services for the various communities under their jurisdiction. In the survey four areas were identified: Eagle, Kuna, Star, and Unincorporated Ada County, which are predominantly rural. In this section some comparisons between these communities are provided. These comparisons are not provided in a "better" or "worse" sense – full analysis of the findings make clear that community differences are such that simple comparisons of policing quality are not meaningful. Of interest is how the differences provide insight into the differential demand and needs of policing services in the areas.

In the first set of analyses below (Exhibit 2 and Exhibits 4, 5, 6, 7, 8, and 9), differences in the way in which crime and disorder problems are perceived were examined. Recall that these problems are presented in questions 1 to 36. The methodological note (see endnote 2) describes how these 36 items are organized into 6 general domains of content. These 6 domains are titled "youth issues," "physical disorder," "street crime," "moral disorder," 'felony crime," and "violent disorder."

The first two mean plots below are concerned with youth issues and violent disorder.

-- Insert Exhibit 4 and 5 about here --

Higher scores for the items mean that residents perceive the problems more seriously. For youth issues, an inspection of the mean plot shows that youth issues are more important in Kuna than in any other area. When violent disorder is considered, Star residents have the greatest concerns.

However, these differences are not statistically significant, meaning that no significant differences were noted when citizens' responses are compared across the different area (see Exhibit 10). These two mean plots are presented in Exhibits 4 and 5.

Four measures display significant areal differences. For all four measures – physical disorder, moral disorder, crime, and minor disorder – the greatest concerns are associated with Star residents. The mean plots for the four variables are presented in Exhibits 6, 7, 8, and 9.

--Insert Exhibits 6 and 7 about here --

For both physical and moral disorder, Star residents perceive the greatest overall problems, followed by Kuna. The lowest degree or problems are perceived by unincorporated Ada County and Eagle, who display similar scores.

-- Insert Exhibit 8 and 9 about here --

For both crime and minor disorder, it was revealed that Star has the greatest perceived problems, followed closely or matched by Kuna. This is reversed for minor disorder, where unincorporated Ada County has a greater perceived problem than does Kuna.

Overall, this data suggests that residents in the different communities perceive the level of crime and disorder differently, and that residents in Star are most concerned for all categories of problems. Summary findings are presented in Exhibit 10, below.

-- Insert Exhibit 10 about here --

Citizens' Attitudes Toward ACSO Service Delivery: Overall Findings

The questions in this section were concerned with the citizens' perceptions of the sheriff's office service delivery. Residents were asked about the relationship between the community and the sheriff's office, and about their perception of the deputies' professionalism and demeanor.

They were also asked about the frequency and the quality of their contacts with deputies. The findings are presented below.

Initial interest was the residents perceptions of deputy demeanor and the quality of service delivery.

- **About 88 (87.5) percent agreed that deputies were courteous. 78.4 percent supported the statement that they were honest, and 76.1 percent consider them fair. These numbers were essentially unchanged since the 1997 survey.**
- **Approximately 80 (80.4) percent agreed that deputies seemed to care about the people. 76.7 agreed that the deputies are interested in the problems faced by the people in their area, up from 53 percent in the previous (1997) survey.**
- **About 79 (79.1 percent) of respondents agreed that deputies show concern when asked questions.**
- **72.5 percent supported the notion that more time should be spent to inform people about problems faced by the deputies. 60.7 percent indicated that the deputies should spend more time listening to what people in the county think are problems.**
- **About forty-three percent (43.2 percent) of the residents observed that the deputies should spend more time on traffic enforcement. Forty-two percent agreed that deputies should give tickets for minor traffic violations.**
- **Approximately twenty-one percent (21.1 percent) indicated that deputies were usually intimidating.**
- **Only 7.9 percent of respondents indicated agreement with the statement that the sheriff's office doesn't seem to understand their problems.**

- **Sixty-seven (67.4) percent indicated that the person who answered their call in the sheriff's office was helpful.**

These findings indicate a consistently high level of satisfaction with the deputies' demeanor and comportment. However, a majority also considered that deputies should show greater attention to citizens' problems. A large minority was concerned with traffic enforcement, likely reflecting concerns about the increased pressures on roadways associated with growth.

In the next section, citizens' satisfaction with the quality of ACSO services were assessed. Residents graded overall satisfaction with Ada County Sheriffs Office services as follows:

- **17.8 percent outstanding, 53.9 percent good, 24.3 percent adequate and only 4 percent inadequate or poor. About 6 percent (6.2 percent) of the residents were dissatisfied with the sheriff's office, while 18.6 percent were neutral and 76.4 were satisfied or very satisfied.**
- **Fifty-three percent (53.3 percent) have not requested information from the sheriff's office at all within the past year, 17.4 percent requested information one time, 20.8 percent requested information two to three times and only 8.4 percent four times or more. Of those who requested assistance, 84.7 percent indicated that they were satisfied or very satisfied with the response they received, 5.2 percent were neutral and10.1 percent were dissatisfied or very dissatisfied with the response they received.**
- **About 64 (63.9) percent have not requested assistance at all in the past year, 19.4 percent one time, 12.9 percent two to three times, and 3.9 percent four times or more. 79.7 percent were satisfied or very satisfied with the way their request was**

handled while 7 percent were neutral and 13.3 percent of those were dissatisfied or very dissatisfied.

- **84.7 percent of residents did not receive a traffic citation within the past year. 12.2 percent received one citation and 3.1 percent received two citations or more. Of those who received a citation, 72.4 percent were satisfied or very satisfied with the way the ACSO handled it, 15.5 percent were neutral and12.1 percent were very dissatisfied or dissatisfied.**

These numbers suggest that global satisfaction with the ACSO was high, though lower than for deputies as noted in the previous findings. These findings also show that the use of the ACSO by citizens is widespread, with over 35% indicating they had sought assistance in the past year. The relatively high level of satisfaction of individuals who had a negative contact or a citation, suggests that officers are ably handling difficult police-citizen interactions. The ability to handle such situations in a non-aggressive way has been cited as central to long-term agency legitimacy and respect for law.

Citizens' Attitudes Toward ACSO Service Delivery: Areal Findings

In this section, a descriptive analysis of residents perceptions of police services in each of the four areas (Eagle, Kuna, Star, and Unincorporated Ada County) is presented. In total, 23 questions about police services were asked. (See Appendix 4, questions 60-82.)

The first concern was the identification of areal differences in the 23 measures. Significant areal differences were noted for 12 variables (see Exhibit 11).

-- Insert Exhibit 11 about here --

Findings regarding each significant relationship are briefly summarized below:

Q63: Deputies seem content staying in their cars rather than interacting with citizens. Eagle displays the lowest mean. Star has the highest mean, with the only average scores over 3 (tipping over the mean toward general dissatisfaction).

Q64: Citizens and Deputies work together in solving problems. Star citizens indicate the greatest disagreement with this view. Eagle and Kuna, at the other end, have similar supportive scores.

Q66: Sheriffs Deputies are usually courteous. Eagle residents were most in agreement with this, and Unincorporated Ada County was the least in agreement. Of the three communities, Star was in the least agreement.

Q68. Sheriffs Deputies are usually intimidating. Eagle residents were most in disagreement with this. Star residents were most in agreement.

Q70. Deputies show concern when asked. Eagle residents were most in agreement with this statement. Star, Kuna, and Unincorporated Ada County all showed similar levels of agreement.

Q73. Deputies should spend more time listening to what people in the county think are problems. Eagle showed the lowest overall scores, and Star residents were the most in agreement with the statement.

Q74. Deputies should spend more time working with individuals and groups to solve problems. Kuna residents were most in agreement with this statement. Unincorporated Ada County residents were the least in agreement.

Q76. Deputies should spend more time on traffic enforcement. Star residents were mot in agreement with this statement. Kuna residents were the least in agreement.

Q77. Deputies take too long responding to a citizen's call. Star residents were most in agreement. Eagle residents were the least in agreement.

Q80. Deputies seem to care about the people around here. Eagle residents were most in agreement. Unincorporated Ada County and Star were the least in agreement, with similar scores.

Q81. Deputies understand the problems faced by people in this area. Eagle residents were the most in agreement. Star was the least, followed closely by unincorporated Ada County.

Q82. The sheriff's office doesn't seem to understand the issues we have here. Eagle residents were the least in agreement, and Star residents were the most in agreement with this issue.

Two additional sets of data were run to specify area differences. First, Eagle and Kuna were compared to each other with t-tests. This was carried out because many individuals, officers, and citizens alike, had suggested that Kuna residents were less satisfied with ACSO services than Eagle residents. Consequently, for each of the measures, it was hypothesized that Eagle residents would score more favorably than Kuna residents. This directionality suggests a 1-tailed test of significance. Findings indicated that, of the 23 demeanor and service variables, significant differences were noted in seven instances: Q63, 65, 66, 70, 73, 74, and 77 (See Appendix 4). Four of these were demeanor variables, two expressed concern that deputies did not spend enough time working with citizens, and one expressed concerns over taking too long to respond to calls. In all instances Eagle citizens viewed the deputies in a more favorable light than did Kuna residents. It should be noted that non-significant differences were noted in 16 cases, or about 2/3 of the analyses.

In the second analysis Eagle and Kuna, combined into a single group, were compared to Star. This was carried out to test the hypothesis that communities that had negotiated a contract for police services would be more favorable to the police overall than cities who had not, and consequently tended to receive relatively undifferentiated police services. This is also a

directional hypothesis, evaluated with a 1-tailed t-test. Findings indicated that Star significantly differed from the other groups in 15 of the 23 analyses, or about 2/3 of the cases. In all cases, Star residents were likely to perceive deputys' demeanor and sheriff's services in a more negative light than Eagle and Kuna residents combined. Statistically significant differences were noted for variables 62, 63, 64, 66, 68, 69, 70, 72, 73, 75, 76, 77, 80, 81, 82.

In summary, attitudes toward the demeanor of deputies and the delivery of sheriffs services vary significantly from area to area, depending on the specific issue. Eagle residents are most likely to view services and attitudes in a positive light overall. For 11 of the 13 measures, Eagle ranked highest. On the other hand, in 12 of the 13 measures, Star residents rated demeanor and services the lowest.

Eagle residents rated ACSO services higher than Kuna residents in 7 cases; in the 16 other cases their scores were quite close. This pattern, combined with the generally high ratings for both departments, suggests that (1) both departments are receiving good ratings overall, and (2) Kuna residents may have some unresolved issues related to the contractual relationship with the sheriff's office. This is suggested by the relatively low scores on the two questions concerning police working with citizens (73 and 74), and the generalizing effect this might have for attitudes toward police demeanor.

Eagle and Kuna residents, when combined into a single category, showed significantly better scores in 16 analyses. This is a stand-out statistic. Clearly, the level of citizen satisfaction in the two contract cities is much higher than in Star, which does not have a contract with the ACSO. One explanation is that the nature of the contract-developing process fosters heightened interest and awareness of the ACSO. Another is that the community–policing nature of both

contracts fosters good rapport with citizens, one of the goals of the ACSO in the contracts. In Exhibit 10 is a summary means chart for the variables discussed in this section, by area.

Finally, overall satisfaction measures were assessed by combining variables 83 and 84. This created a global satisfaction measure. Overall, Eagle residents had the greatest satisfaction with the ACSO. Kuna rates second. Star is third, followed by unincorporated Ada County. This finding is significant at the .000 level (F = 7.535). These findings mirror and focus findings previously discussed. The two areas with their own contract rate substantially higher than the two other areas. Surprisingly, however, Unincorporated Ada County rates the lowest. This suggests that current patterns of service delivery are tailored to citizen expectations for the community of Star in a way than they are in the remainder of the county.

In Exhibit 8 and the related discussion, the presence of areal differences for many of the measures of attitudes toward services and deputy demeanor was noted. In the following section, a more elaborate statistical analysis of the data was conducted. The goal was to organize the data into a more manageable form and to identify, through general linear modeling techniques, the factors that account for areal differences in ACSO services and deputies demeanor. [3]

The question asked in this section is two fold: (1) what is the relationship between area type and the four dependent variables (demeanor, problems, interaction, and control) and (2) if areal differences in these variables are identified, are there other factors that account for this difference? The second question may be restated as follows: If differences are found, do they stem from differences in the quality of police service or from some underlying difference in community characteristics?

In Exhibit 12, an ANOVA was used to assess the differences of means for each of the dependent variables by area type.

-- Insert Exhibit 12 about here --

Exhibit 12 displays the means and levels of significance for each of the dependent variables. It was revealed that significant differences in area type were noted for all four dependent variables. In other words, citizens in the areas display significant differences in their perceptions of deputies and the ACSO in all analyses.

One of the limitations of the findings in Exhibit 12 is that they only reveal that significant differences exist when the data as a whole are considered. It doesn't show among which groups the differences are located. It is a "3-degree of freedom" test, generating overall results only. To isolate and test for differences among the four areas "nested contrast codes" were created. Contrast codes are similar to the more well known dummy variables, except that they have two advantages, the b-values are not differenced from some missing category, but from the grand mean of the nominal variable from which the contrasts are constructed. And, they are orthogonal to each other, minimizing the correlation between them. By nested, it means that contrasts are constructed that assess differences noted by other contrast codes.

The contrasts were constructed from the variable Q104. It was important to assess whether Kuna and Eagle, two communities thought to rival each other for deputies, were significantly different, and created a contrast titled "C2." The differences between Eagle and Kuna combined against Star (titled "C1") were also of interest. The query was whether communities that had contracted community policing differed significantly from the community that did not. Finally, the difference between Star and Unincorporated Ada County was also of interest. This assessment provided information about area differences in the delivery of sheriffs' services independent of the contracts ("titled C3"). Findings are presented in Exhibit 13.

-- Insert Exhibit 13 about here --

In this analysis, each of the dependent variables were regressed on the three contrast codes. The following patterns are identifiable in the findings.

When the variable demeanor was assessed, it was noted that only C1 displayed a significant effect. This means that significant differences were noted when Eagle and Kuna combined were compared with Star. This means that respondents from Eagle and Kuna judged Star different from unincorporated Ada County.

When the variable problems was assessed, significant differences were noted between Eagle and Kuna (C2). This means that Eagle residents indicated that the deputies had a better understanding of their problems than did Kuna residents. (Note that problems is coded in the reverse direction of the other variables and consequently has a negative sign in front of it). Neither C1 or C3 were significant.

When interaction was assessed, significant differences were noted for both C1 and C2. This means that Kuna and Eagle residents combined had a more positive view of interaction than did Star, and that Eagle residents had a more positive perception of interactions than did Kuna residents. C3 was not significant.

When overall was assessed, significant differences were noted for all three variables C1, C2, and C3.

A practical implication of these findings is that officers experience differences in residents' perceptions of them across each of the settings described above. An important policy question emerges here – are these differences due to the quality of ACSO service delivery and attitudes, or are there community differentials that account for the different perceptions of the police services. Put simply, are the differences due to the ACSO or to the communities?

A way to test this question is to introduce variables to the analysis that measure community differences. If variables that are added are statistically significant, and the different measures of area (Q104, C1, C2, and C3) drop below significance, it can be infered that the differences are attributable to community characteristics. However, if the impact of area differences continues to be significant even after other variables are added, the implication is that, whether or not community variables have a significant impact on the dependent variables, it can be infered the persistence of differences attributable to ACSO service delivery and deputies' comportment.

Exhibit 14 below is an ANOCOVA (Analysis of Covariance) on the regression of the dependent variables on Q104 (area type) with the six measures of crime and disorder, neighborliness, and child safety added as covariates. Exhibit 14 provides a summary of significant relationships.

-- Insert Exhibit 14 about here --

Exhibit 14 reveals a diminution of the effects of area type (Q104) when the covariates measuring community variables are included. For only one dependent variable, "interaction," did area type continue to exhibit significant effects. This finding, in the context of the previous findings, suggests that attitudes toward delivery of services are better explained through an understanding of community differences than they are through differences in the comportment and demeanor of deputies.

What differences are important? The patterns of the findings suggest that differences vary substantially depending on which dependent variable was examined. Only X6, moral disorder, significantly affects all dependent variables. This means that, as residents see higher levels of moral disorder in their areas, they are more likely to be dissatisfied with the quality of sheriffs'

services, independent of the individual effects associated with particular areas. And, only the measure of social integration, called neighbor, significantly affects three of the dependent variables. This means that, as neighborliness increases, satisfaction increases. These findings also mean that citizens perceptions of the ACSO are not generalized, but tend to cluster around specific areas of conduct or service. If the ACSO desires to address concerns over comportment or demeanor, a "one size fits all" approach to improvement may be appropriate. However, citizens' attitudes tend to be specifically focused on particular areas, and policy should have the same degree of specificity. In such endeavors, a "one size fits one" attitude will better enable the ACSO to adapt their work to citizen's preferences.

In the next analysis, a regression was carried out in which the three contrast codes (C1, C2, and C3) replaced Q104. This regression was designed to specify the effects of areal differences in the presence of community characteristics (as noted in the previous table). Findings are presented in Exhibit 15.

-- Insert Exhibit 15 about here --

When demeanor was examined, it was evident that none of the contrasts for area type exhibit significant differences. The significant predictors were X3 (violent disorder), X4 (moral disorder), X6 (minor disorder), and child safety. The pattern of the findings suggests that conditions of disorder have significant effects on citizen's perceptions of officers demeanor, regardless of community type. This finding suggests that, for all communities, officers need to be more attentive to citizens' concerns about disorder. Research has suggested that police officers in urban areas tend to be concerned about crime issues, while citizens are often more affected by disorder conditions (Wilson and Kelling, 1982). The data in this case suggests that a

similar pattern may hold in non-urban settings as well, and point to the role of disorderly conditions in understanding attitudes toward sheriffs' deputies in this research frame.

Four variables were significantly associated with "problems:" X2, X4, X5 and X6. (Keep in mind that a null sign means that increases in the value of the independent variable is associated with an increase in the perception that deputies are not attentive to citizens' problems.) As moral disorder increases, problems seem to be ameliorated. This finding is inconsistent with the hypotheses and was discarded. However, as physical, and minor disorder increases, and as perceptions of crime increase, citizens' perceptions of problems worsens, consistent with the hypothesis.

Five variables -- C2, X3, X4, X6 and neighborliness – show significant regression coefficients. Hence, for this variable, citizens perceptions of the quality of their interaction with deputies are affected by three of the measures of disorder and crime and by neighborliness. It is also affected by C2: Eagle citizens are more likely than Kuna citizens to have favorable opinions about the quality of their interaction with the ACSO deputies.

Overall was significantly affected by C1, X1, X6, and neighborliness. This means that two of the measures of crime and disorder -- youth issues and minor disorder – and neighborliness affect citizens' overall perceptions of the quality of service delivery of the ACSO. Also, significant effects for all three contrast codes were evident. Residents in the two contract cities, Kuna and Eagle, were significantly more likely to have favorable perceptions of the ACSO than Star. Residents of Eagle were more likely to have favorable opinions of the ACSO generally than residents of Kuna. And, residents of Star had a more favorable impression of the ACSO than those of unincorporated Ada County.

Citizens' Attitudes Toward ACSO Service Delivery: Summary

1. Area type has strong bivariate effects on the ACSO. When bivariate analyses were conducted of the relationship between area type and citizens attitudes, it was consistently found that area type has significant effects of attitudes toward the ACSO. These effects were strong and compelling in every case. The effects were as follows: Eagle citizens were more favorable to the ACSO in all four dimensions of citizen-officer and citizen-ACSO relations than Kuna, Eagle and Kuna combined were more favorable than Star, and Star is more favorable than unincorporated Ada County.

2. The effects of area type was affected by the combined effects of neighborliness and residents' perceptions of crime and disorder. Eagle scored highest of all areas on neighborliness and Kuna scored the lowest. This is important for the overall findings. One of the central questions of this research is: are differences in citizens' attitudes toward the ACSO and deputies the result of differences in deputy and ACSO behavior in those communities, or does it stem from characteristics of the community itself? Kuna's low score on neighborliness suggests that consensus-building is a more difficult task in Kuna than in Eagle - what may satisfy some may not be acceptable to others. The level of social integration to achieve agreement on the contractual elements with the sheriffs' office are always likely to be more controversial in Kuna than in Eagle, where levels of neighborliness, with its grounding in commonly shared values, is present.

The multivariate analysis also found that when citizens' perceptions of crime and disorder were included in the analysis, the effects of area type on attitudes toward the ACSO and deputies is mitigated and drops below significance in most cases. For the three deputy measures

– demeanor, problems, and interaction, the significance of the relationship between all contrasts and area type disappears altogether. These patterns were as follows:

Kuna is higher than Eagle in all categories of citizens' perceptions of disorder. The differences are consistent over all measures of disorder. And, these differences affect citizens' perceptions of deputies behavior and the ACSO generally. This pattern of findings suggests the following interpretation: attitudes toward the ACSO are contingent on existing levels of problems as perceived by the communities. The findings also suggest that by addressing local disorder issues -- and crime issues in Star, which frequently displays the highest levels of concern over crime and disorder issues -- and communicating that work through concerted interaction with the citizenry, citizens are more likely to perceive that the ACSO is "tuned into" their concerns.

The following explanation of this finding is offered. For individual deputies, area differences in attitudes regarding their comportment disappear when community characteristics are included. That is, attitudes toward deputies' comportment can be accounted for by community characteristics, not area type. Citizens become less satisfied with increases in crime and disorder - on the other hand, they are more satisfied with increases in the levels of neighborliness. However, attitudes toward deputies are a more local measure - it taps citizens' perceptions of their actual deputy citizen interactions.

3. Area type is significantly affected by overall satisfaction with the ACSO. Significant though weak effects linking area type to overall satisfaction with the ACSO are continuous throughout. Attitudes toward the ACSO tapped by the variable "overall" are a global variable - they represent an assessment of the ACSO generally, not the behavior of any particular deputy. This suggests that efforts to improve the delivery of services, or to otherwise improve attitudes

concerning the delivery of services, should not be viewed as a "deputy" problem per se, but as an issue of fit between the services offered generally by the ACSO in a particular area and the needs or desires of the citizens there. This again is a "one size fits one" conclusion - that citizens will respond most favorably to the ACSO when the delivery of services are tailored to local needs as those needs are perceived by the citizens.

Eagle and Kuna citizens have significant differences for the variable. A systematic effort to communicate and interact with the community might help complete the circle of reciprocity between the deputies and the community. However, it must be emphasized that any comparison of Eagle and Kuna must recognize that key characteristics as reported by the citizens themselves - higher levels of neighborliness and lower levels in all crime and disorder categories – make Kuna an inherently more difficult place to police.

These findings also suggest that local, idiosyncratic concerns of citizens play an important role in perceptions of police efficacy. In this analysis, these concerns tend to turn around less serious crime, emphasizing instead public order and citation-level (street-related) concerns. Even if those concerns are inconsistent with what the ACSO recognizes as important local problems, they are relevant to the community's perception of its well-being. This finding, in combination with the findings above, emphasize the importance of communication to the citizenry about what is important for self-protection, and a willingness to take criticism and recommendations from the community.

Additional Comments

At the conclusion of the telephone interview, respondents were asked if they would like to make additional comments. Below is a summary of their observations, by area type (see Appendix 4).

Eagle. If there is a consistent theme among Eagle residents in the closing comments, it is that the sheriffs' office is doing a good job. Of the 30 specific comments, 12 commended the ACSO and their deputies. Another appreciated the cost-effectiveness of the contract arrangement. One commended the presence of the sub-station, and another noted that gangs were weaker than they were a few years ago.

A couple of respondents were concerned about the contract. One respondent was concerned that investment in the ACSO led to a curtailment of other needed community services. (One stated that it was the State Police that needed improvement.) Another stated that they would like to see Eagle have its own police force.

Some themes can be inferred in the remaining comments, with the observation that they respresent the views of only a few respondents. Some noted that there was too much emphasis on traffic enforcement. One person observed that when he/she saw a stop there were "about 3 cop cars there..." This was in relation to other desired services. One person suggested that the ACSO should spend more time on other problems. Others stated they would like to see the office focus on rental properties during the summer, more community policing, and more interaction with the community. Several requested a heightened focus on children, on youth, and on the high school.

Drugs were not widely mentioned, perhaps because they were previously addressed in the survey. One person encouraged involvement in "Parents and Youth against Drugs." Another stated that the ACSO needed to "get tough" on drugs, teenage crime, graffiti, and curfew violators."

Growth was a concern. One person worried about their neighborhood being ruined. Another thought the services were too focused on the city, and that rural areas next to Eagle were neglected.

In sum, there is a broad reservoir of support for the ACSO, mixed with a variety of highly focused concerns about specific problems. The trend of these concerns is that allocation of resources should move in the direction of problem solving and away from traffic enforcement. However, the overall favorability level suggests that any such change should be gradual - things are currently working well.

Star. Star showed quite different responses than Eagle. The reservoir of support for the ACSO displayed in Eagle was not present to the same degree in Star. Of 22 responses, 5 were supportive. Several were quite critical of ACSO services. Two stated that officers were rude, and one of these complained of brutality. (The other noted that the ACSO had the "best officers"). One complained that the police were not visible, and another noted that secluded neighborhoods only saw a patrol officer every 6 months. More police were needed at nights, and more were needed on the streets. One stated that deputies needed to walk through the community more, and another stated that deputies needed to talk to people more. Another requested that deputies observe property owners' rights. One indicated a concern with drugs, and wanted the ACSO to investigate her neighbor.

In sum, the responses displayed some support for the ACSO, but this support should be interpreted against a background of criticism about deputy comportment and absence of police presence. The comments suggest that some citizens in Star think that the police are sometimes reluctant to become involved in the community, and when they find themselves engaged in police-citizen interactions, they are brusk.

Kuna. Kuna reveals patterns similar to Eagle - overall support for the ACSO, mixed with concerns over specific community problems. A few respondents requested more officers, but these requests were in the context of addressing specific problems. One noted that the ACSO was doing the "best they can with the amount of people in the county."

Concerning youth, a couple of observations were noted. One lauded the school resource officer, while another stated that more officers should be on the street instead of "teaching after-school programs." Another called for a skate park in the community, and asked that the ACSO set up a neighborhood watch. No one commented on youthful problems, such as drugs or violence.

A few respondents were critical of the deputies. One expressed concerns that the police mishandled sexual abuse and robbery incidents. Another stated "Work with the people. Don't bully us." Another complained about lack of police follow-up after her house was robbed. A third complained of being "re-victimized by the sheriffs department" after an unnamed incident.

Finally a few noted specific problems in Kuna. One requested more officers on Cloverdale road (It should be noted that Cloverdale is outside the city limits of Kuna). Another observed that the streets were too dark. A couple indicated that more information should be in the newspaper: one person requested that the local paper should write about the problems "as they are currently happening," and another stated that they should have "basic reports or major crimes reported in the newspaper." And concerns were voiced over speeding violations and the quality of paint on the roads.

Unincorporated Ada County. Unincorporated Ada County residents provided a grab-bag of comments. Of 13 comments, three simply expressed support for the ACSO. One would like to see more neighborhood watch, and wanted the police to be "less grumpy" when

they were present. Another stated that the ACSO was too concerned with public opinion. A third stated that he or she lived in a rural area, and the deputies did not deal with the speeders and were rude when they arrived. Another stated that there was good interaction with the department regarding after-school times, but the interaction disappeared other times. And another stated that the ACSO did not respond to traffic calls. To summarize, about a third of the commenters were generally satisfied. With the remaining, the principal concern of this group was under-enforcement of minor violations, associated with unfriendly police contacts.

Additional Comments Summary. In summary, in the two areas where the ACSO has installed community teams (Kuna and Eagle), the overall attitude of respondents was supportive, mixed with concerns over specific problems and with a sprinkling of complaints about police service. In the two areas without local substation identity (Star and Unincorporated Ada county), complaints over the ACSO increased, and tended to focus on under-enforcement, follow-up, and police attitudes.

It should be emphasized that the respondents are self selected from a random sample and their views are unlikely to be representative. As such, their comments should be taken as areas for further exploration rather than as conclusive. In themselves, these comments should not provide the basis for policy development.

Resident and Key Stakeholder Focus Groups

Focus groups with residents and key stakeholders of Eagle and Kuna were conducted to supplement the above findings from the citizen surveys. Focus group interviews, another way to collect information for the purpose of program evaluation, have been recommended as a useful strategy for the identification of problems under a POP model of policing (McGarrell, Benitez, and Gutierrez, 1997). Focus groups were employed as a means to gage both citizens and key

stakeholders perceptions of crime and disorder problems and also to determine their satisfaction with ACSO services.

Eagle

In the City of Eagle, when asked about what they perceived to be the most important role of the Ada County Sheriffs' Office (ACSO), the overarching themes proclaimed by the citizens were security, traffic safety, and a quick response time. When respondents were asked about their impression of the ACSO's handling of traffic safety, they emphasized that deputies had responded to their concerns with traffic safety. For example, a respondent explained how one complaint to the sheriff's office concerning the excessive amounts of speeding in the respondent's neighborhood resulted in a swift deliverance of cars patrolling the area.

Correspondingly, respondents were asked what they believed could be done to improve the service provided by the ACSO. Many responded by underscoring the need for improvement in the field of traffic enforcement. One respondent proposed that the issuing of more tickets could improve traffic enforcement. Another respondent regretted seeing patrol cars parked at the substation and wanted more time spent patrolling. Also, two more respondents indicated that traffic around the High School is a problem that should be accorded extra police surveillance during peak hours. Additionally, other respondents proposed that open houses could be utilized to enhance the level of awareness, while other respondents pointed out that some neighborhoods were lacking a neighborhood watch program, which could be established quickly and effectively with the support of the deputies.

Kuna

In the City of Kuna, the respondents were also asked about what they believed to be the most important role of the ACSO. The consistent themes mentioned by the respondents were that

of protection, safety of kids and adults, the role of peacemaking, and quick incident response. In addition, the respondents believed that it was the duty of the deputies to walk the neighborhoods, show community involvement with neighbors and businesses, and to uphold the rule of law. Also, many mentioned the advantages of having the same deputies patrol the same area for extended periods of time. They viewed the deputies as a liaison between the citizens and the county and thought that the deputies' presence enhanced their level of perceived safety and security.

When asked to identify the problems that were of most importance, the respondents specifically cited drunk driving, domestic incidents, traffic control, juveniles hanging out, and juveniles running stop signs as the problems they were concerned of most. Respondents were also concerned with speeding, underage smoking, and gang activity. The respondents felt that a hot spot for criminal activity was the park (mainly drug dealing) and that more consistent and extensive surveillance of the area was needed.

Focus Groups Summary

In all, both cities' citizen respondents believe that the most important issues were security, traffic safety, and a rapid response time. In addition, the respondents of both cities acknowledge the need for more surveillance of juveniles in the areas of schools and recreational settings. Also, both groups believe that it is the responsibility of the deputies to be involved in their communities. Both respondent groups also wanted increased visibility and closer police-citizen relationships.

At the same time, it seemed that the citizen respondents from Eagle elevated the problem of traffic enforcement above the other issues, while the respondents from Kuna seemed to emphasize the importance of community involvement. Also, the respondents from Kuna seemed

to require more of their deputies. That is, while the Eagle respondents wanted their deputies to execute the duties of their job and be more visible in the community, the Kuna respondents believed that it was the responsibility of their deputies to not only carry out the ordinary functions of their job, but to also take to the time to build relationships with their constituents.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CHAPTER FOUR

SUBSTATION POLICING

The geographic decentralization of police services is taken as an article of faith among community policing advocates. Decentralization provides a geographic base for police officers to become more closely attuned to local community dynamics, and also provides a place where community members can interact informally with the police. The advantages of geographic decentralization of services are less well understood for county-based agencies such as the ACSO. For the ACSO, the expansion to community substations was more the product of municipal pressures to tailor police services to local needs than the result of efforts to "look like" a community-policing agency.

At present, ACSO currently operates a substation in both the cities of Eagle and Kuna as part of its contractual arrangements with the two municipalities. In the city of Eagle, the ACSO substation is located in a strip mall near a fire station about a half-mile from downtown. The substation has been situated in its current location for nearly four years since its move from city hall. Plans for a new city hall building to accommodate Eagle's growth have been designed and include a new ACSO substation within it.

The Eagle substation has been a twenty-four/seven operation since it opened. Currently, there are eight deputies, a sergeant, and one full-time civilian assigned to the substation. There are two deputies on patrol during most hours of the day. In addition, State of Idaho Felony Adult Probation and Parole has an office within the substation, and it is used by a county juvenile probation officer, patrol officers assigned to the neighboring sector, and the three school resource

officers assigned to Eagle schools during the school year. One of the resource officers is assigned to the grade schools, of which one is year round, keeping that deputy in Eagle during the summer months as well.

In the city of Kuna, the substation is located in a strip mall adjacent to the town's primary grocery store and to the city council and planning and zoning office. The mall is situated on the outskirts of town, but at the current pace of growth, it will soon be encompassed by the city. Currently there are five deputies, one sergeant, and a part time civilian assigned to the Kuna substation, which expanded to a twenty-four/seven operation in April of 2003. Additionally, three school resource officers work in the Kuna schools during the school year; however, they are reassigned in the summer months. Furthermore, State of Idaho Felony Adult Probation and Parole has an office within the substation, as does county juvenile probation. Also, within the substation is the meeting room for the newly created juvenile justice council.

Agencies face financial pressures to justify their services, and small communities, like Eagle and Kuna, have the ability to collect competitive bids for police services. The presence of substations creates a physical presence for the ACSO, providing local residents with a sense that they have their own police station. Accordingly, the advantages of substation policing may be as—if not more—important for competitive, county-based policing service delivery that serves a variety of smaller communities, as it may be for large municipal agencies.

1. Transitive Effect: Are the local community needs being met by the substations?

2. Recursive Effects: How do members of the local community perceive the substations and sheriffs' services resulting from them. How do deputies view the beat integrity principle?

Focus groups and a deputy survey were conducted to answer these questions. The satisfaction of Eagle and Kuna residents with their substation was measured through the use of the citizen survey and by conducting focus groups with residents and key stakeholders. Additionally, the deputies were surveyed about the managerial support of the substations and the concept of beat integrity, which is an assignment principle ACSO established in 1998 to place deputies in long-term assignments. The purpose of beat integrity was to build positive relationships between deputies and the local citizens and get to know the characteristics of specific areas they are assigned to better. The findings from the multiple data sources are presented below.

Resident and Key Stakeholder Focus Groups

Eagle

In the City of Eagle, when asked what they thought was the ACSO's most important contribution to the quality of life, the participants responded with security, being a positive role model, and the availability of the ACSO deputies. Citizens also wanted the ACSO to respond to incidents in a professional manner and defuse difficult situations quickly and effectively. Some respondents suggested the development of a bicycle patrol. Respondents also stated that they were concerned with public order problems, citing barking dogs, traffic, juvenile delinquents, and vandalism.

Respondents overwhelmingly perceived their experiences with the ACSO as positive. One respondent, for instance, explained how on several occasions he/she asked the deputies if they could drive by and survey his/her residence while he/she was on vacation, a responsibility that, according to the respondent, was respectively accepted. Furthermore, from their experiences, many respondents were very satisfied with the short response time and the visibility of the patrol cars.

Accordingly, when asked about what they thought about the police services in Eagle from the ACSO, the participants focused on the cooperative nature of the ACSO with their community. One respondent, for instance, told a story of a time he/she saw a student from Emmett, whose car had broken down; the deputy took care of the student and called her father in Emmett to pick her up. In addition, participants emphasized deputy qualities of protection, friendliness, professionalism, and community involvement.

The respondents also were asked about problems with the ACSO. One participant explained his/her frustration about the substation only being open for a few hours each day. "[T]hey are there, they are not there. Then they make you call dispatch." The respondents expressed a desire for 24-hour service. Another respondent explained his/her frustration with the traffic situation around the high school during the afternoon hours. "That's my biggest thing. At noon, I don't leave my house, there are too many crazy kids. There's been a ton of accidents. Why don't they place a police car there?" Another participant agreed: "Nobody watches or stops for pedestrians on crosswalks. I even see deputies go by. I once stopped and two cars went by." Both participants agreed that increased presence in the area would help.

Kuna

In the City of Kuna, the participants were asked to assess the level of service they received and about recommendations for the ACSO to improve. One of the respondents remarked that some of the officers should improve their "children skills," suggesting that they could be kinder and gentler in their treatment of juveniles. Accordingly, the need for training in this area was a concern for many stakeholder respondents. One respondent would like to see a juvenile detective present after business hours. Another respondent questioned whether deputies were adequately prepared for the multifaceted types of cases they are faced with. The

respondent described a case, which he observed, where officers were unable to exterminate a fire because they lacked masks. Other participants wanted to see more deputies for events, such as high school football games, where large crowds assemble.

Many citizen respondents noted that they would like to see more collaboration between the deputies and the citizenry. One respondent felt that the deputies could be more noticeable—visibility acts as a deterrent for delinquent juveniles. Increasing the amount of patrol cars, foot officers, and bike patrols were also important issues among the citizen respondents.

When asked about their attitudinal dispositions towards the ACSO substation, the respondents expressed the benefits of having a substation in Kuna. The substation enabled a quick response time to calls. Respondents were more easily able to approach the deputies as well. And citizens like the contact with dispatch—the respondents described it as being inconspicuous, yet convenient. Its present location near the grocery store was more convenient than the prior location in the bank downtown.

As such, stakeholders preferred the current location to the old location. A major concern for them was the accessibility of the officers; they felt the new location provided them more access, which allowed for a more effective and efficient service. And the addition of deputies to Kuna improved community involvement. When asked about what came to mind when they thought of the police services in Kuna from the ACSO, the respondents stated that deputies were cooperative, beneficial, dedicated, concerned, courteous, and responsive.

Though services had improved, many Kuna respondents suggested that there is more that could be done. When asked about the drawbacks of the substation, one citizen respondent along with one stakeholder respondent mentioned that there were too many patrol vehicles parked at

the substation on a consistent basis. That the deputies were possibly in their offices instead of on the streets was perceived as detrimental to the perceived security of the city's residents.

Focus Groups Summary

The participants in Eagle and Kuna were both concerned with the visibility and availability of their deputies. In Eagle, the respondents wanted to see the development and employment of a bicycle patrol in their city, while the respondents from Kuna wanted the ACSO to increase the amount of patrol cars, foot officers, and bike patrol teams throughout their city.

On the other hand, the participants from Kuna were more concerned than Eagle participants about the management of their juvenile population. The Kuna respondents not only emphasized the concern for improved children skills, they repeatedly expressed the need for a juvenile task force, giving examples to bolster their case for such a force.

In sum, both cities' respondents perceive their substations to be positive forces in their communities. Both of the respondent groups also were pleased with deputies' response times and the beneficial nature of the services provided by the substations. In a similar fashion, both groups emphasized a need for more access to the substation. The Eagle respondents, for instance, expressed interest in a 24-hour service, while the Kuna participants liked the new location of their substation, which increased its accessibility and quality of service.

Differences among the two cities' respondents were also evident. The respondents from Eagle wanted to see more aggressive responses to traffic problems and viewed the substation as an intermediary between the citizenry and the law enforcement community. The Kuna respondents, on the other hand, were more concerned about increased community involvement and a more visible deputy presence in the city main streets and neighborhoods.

Deputy Survey

In section four of the deputy survey, entitled "Departmental Relations," deputies were asked to respond to questions regarding their views of top management and its commitment to problem solving and community policing endeavors. Specifically, the survey attempted to glean if deputies thought managers were committed to the broad areas of organizational change undergone in the current era. Questions x93, x94, x96, and x97 all dealt with issues surrounding substation policing or the ACSO's beat integrity initiative.

The first two questions (x93 and x94) asked if managers were committed to contemporary changes in the ACSO, specifically with regard to beat integrity and substations. Deputies viewed top management to be very committed to beat integrity, with 34 agreeing and 11 disagreeing (mean = 3.47). Accordingly, the deputies also perceived top management to be quite committed to the substations. Here, 38 agreed and 7 disagreed (mean = 3.72). Additionally, in question x95 deputies were asked if top management was committed to problem oriented policing. Again, the deputies overwhelmingly felt top management was committed to POP, with 42 agreeing and only 6 disagreeing (mean = 3.88).

Questions also were asked to discern whether the deputies perceived top management acting differently toward the contract substations. When asked whether top management provides a balanced approach to meeting the needs of both the contract substation deputies and those on patrol, the deputies felt they did, with 30 in agreement and 14 in disagreement (mean = 3.44). Additionally, when asked a reverse coded question: "top management doesn't seem to know how to balance the substations with officers on county patrol" 33 deputies disagreed and 9 agreed (mean = 2.34).

Overall, the items factored together, suggest underlying agreement. The mathematical center of the factor clustered around x96, "provides a balanced approach to meeting the needs of contract substations and officers on traditional patrol assignments". This factor can be called "managerial balancing of the needs of new and traditional police activities" and the overall meaning of the numerical scores confirms support for the assertion that managers balance contemporary and traditional work activities.

When correlations were examined, it was noted that all these questions correlated significantly and substantially. This is further evidence that the questions tap a consistent underlying theme; managers are committed to the various areas of change undertaken in the ACSO in recent years. This speaks well to the office, that deputies believe that the agency is serious about the various innovations it has undertaken that are the substance of this evaluation.

The section of the deputy survey which measured deputies' attitudes towards beat integrity was comprised of questions x121 to x125. Findings from the deputy survey revealed wide support for beat integrity. When asked if long-term assignment helped do good police work, 8 disagreed while 38 agreed (mean = 3.68). And, when responding to the statement "beat integrity seems to work: deputies demonstrate a sense of ownership for the areas to which they are assigned" 11 disagreed and 34 agreed (mean = 3.58). When deputies were presented the negative statement "beat integrity is an oversold idea," only 12 agreed, and 31 disagreed (mean = 2.55). The informational question "deputies get to know the citizens and businesses in the communities to which they are assigned" received 9 disagreements and 31 agreements (mean = 3.5). Additionally, 46 deputies agreed and only 2 disagreed (mean = 4.01) that deputies maintain positive relationships with the people in the communities in which they are assigned.

The factor analysis showed all questions forming one factor, with the highest value the negative of the question on beat integrity being oversold. This suggests that this factor can be called "beat integrity is a good idea". In a correlational analysis, only the "oversold" statement displayed a negative relationship with the other variables. A full statistical presentation of the findings of the deputy survey can be found in Appendix 3.

These findings show widespread support of the key elements associated with the contracts—substation (or beat integrity), which allows for long-term commitments to the sub-stations. The ACSO can comfortably move deputies in and out of the substations, and can consider expanding substations to other areas. Hence, according to this "process" element of substation assessment, contract policing is widely supported among the deputies across the organization. This sort of support is surprising given the generally poor reception of innovations in many police organizations. This finding speaks positively to the ACSO capacity in implementing change across the organization.[4]

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CHAPTER FIVE

PROBLEM ORIENTED POLICING

A component central to many community policing efforts is problem solving (Goldstein, 1990; Rosenbaum and Lurigio, 1994; Lurigio and Skogan, 1998). In implementing community-policing initiatives with a problem-solving component, departments have typically taken two approaches. A general approach is one in which problem solving and community-policing activities are intended to be boundary-spanning and performed by all the officers. A specialized approach is one in which departments will commission specialized units that are designed to perform community policing functions or solve specific problems.

The Ada County Sheriff's Office has taken the general approach, and all deputies assigned to the patrol command are expected to engage in the activities of problem identification, plan development, and resolution. Officers have undergone block training in the SARA model (Spelman and Eck, 1987) of problem identification and resolution. A "beat integrity" policy was established, providing deputies with long-term assignments in particular areas. This policy was designed to complement the problem-oriented strategy by providing deputies with long-term areal responsibilities in the county. Additionally, deputies are evaluated on their abilities to identify community problems and work to resolve them (see Chapter 6).

In this section the ACSO's problem solving efforts were examined, using data collected from several sources. Deputies' views of problem solving were assessed through the use of the deputy survey. Focus group interviews with the contract deputies provided additional information. The following transitive and recursive effects were assessed.

1. **Transitive Effects:** Are officers successful in problem identification and resolution? What kinds of problems are officers identifying?
2. **Recursive Effect**: Are officers committed to and adapting to the POP model of crime prevention?

The findings are presented below.

Deputy Survey

ACSO deputies were surveyed about 38 crimes and crime related problems. In Section 4 of the deputy survey, entitled "Departmental Relations," deputies were asked to respond to questions regarding their views of top management and its commitment to problem solving and community policing endeavors. Specifically, the survey attempted to ascertain if deputies thought managers were committed to the broad areas of organizational change undergone in the current era. Here, question x95 inquired whether deputies thought top management was committed to problem oriented policing. Deputies generally perceived top management was committed to POP, with 42 agreeing and 6 disagreeing (mean = 3.88)

Also in Section 4 of the deputy survey, deputies were asked about various aspects of problem solving. Problem solving is associated with crime prevention activity, and represents a specific set of strategies for identifying underlying problems that generate individual crime incidents. The findings were generated from questions x113 to x120.

Findings show consistent support for problem solving. When asked if they focus on root causes or conditions that lead to crime or affect quality of life, one of the key components of problem solving, the mean response of deputies was 3.70, with 5 disagreeing and 35 agreeing. Similarly, when asked if they focused on long-term solutions to problems in their neighborhoods 5 disagreed and 38 agreed (mean = 3.67). And, when asked if they researched trends and

obtained information from the community, 32 agreed and 8 disagreed (mean = 3.51). It should be noted that this question could be construed in terms favorable to traditional policing, in that any effort to investigate a crime is obtaining information from the community. However, obtaining information and researching trends are typically considered core elements of the SARA process (Spelman and Eck, 1987) of problem solving. In sum, the findings on these three questions suggest broad support for the implementation of problem solving.

Another concern was the extent to which problem solving was integrated into the rest of patrol work. When responding to the statement "problem solving is not integrated into the rest of patrol work," 27 disagreed and 8 agreed (mean = 2.56). Similarly, when asked their views on the statement "problem solving is particularly effective," only 4 agreed and 41 disagreed (mean = 2.10). However, when asked if the sheriff's office provided training on problem solving, most deputies disagreed. Twenty-four deputies stated that the office did not provide problem solving training, while 9 stated that it was provided (mean = 2.72).

Also of interest was whether problem solving was more important for substation deputies, since they were on specific contracts with their communities and had community policing elements written into those contracts. When asked if problem solving was more important for the substations, deputies tended to disagree (mean = 2.24), with 38 disagreeing and 10 agreeing. Finally, partnership activity was seen as equally important to law enforcement activity. When asked if deputies should focus more on suppressing crime than on forming partnerships, 20 disagreed and 22 agreed with 17 neutral (mean = 3.03).

A correlational analysis showed that those who view problem solving as more important to the substations or who think that it is not integrated into police work are less likely to be carrying out elements of problem solving themselves (x113, x 115, and x116). In other words,

those who do not do it or who do not support it are also likely to believe that problem solving creates problems at the agency level. It should be emphasized that those who are not doing problem solving or who view it as a problem are not necessarily those who view themselves as traditional police officers. Many who view themselves as traditional officers also support problem solving. Put differently, there are two views here, but they cannot be simply described as traditional versus problem solvers. It is probably better to think of it as those who have been convinced and those who still need to be convinced of the reasonableness and effectiveness of problem solving.

Also in Section 4 of the deputy survey was a section entitled “Policing Strategy.” In this section deputies were posed questions designed to ascertain their general orientations towards police work. Questions x126 to x132 asked about community policing, problem solving, and traditional policing.

The findings revealed support for all orientations to police work. Deputies supported problem solving. When asked if problem solving was a good way to do police work, 2 disagreed and 42 agreed (mean = 3.93). And when faced with the negative statement, “There is no way our department can make problem solving effective," 1 agreed and 43 disagreed (mean = 1.89).

Most deputies also considered themselves traditional police officers. When asked, 10 disagreed that they were traditional officers while 33 agreed (mean = 3.61). However, when asked if traditional policing was better than community policing or problem solving, most disagreed, with 24 disagreements and 14 agreements (mean = 2.66).

When a correlation matrix of x126 to x132 was examined, two opposing views of problem solving seemed to appear. One view represented those who viewed themselves as traditional officers and did not tend to think that problem solving was an effective police

strategy. They were also more likely to believe that community policing is public relations. On the other hand, those who supported problem solving were strongly behind recent changes in the ACSO and believe in the future of community-policing as well as problem solving in the ACSO. Correlations from this data are strong and consistent. A full statistical presentation of the findings from the deputy survey can be found in Appendix 3.

Deputy Focus Groups

Deputy focus groups in the contract cities of Eagle and Kuna provided the opportunity to examine specific problems and strategies for problem resolution. The findings are detailed below.

Eagle

In the city of Eagle, the deputies identified the three main problems in Eagle as "traffic issues," "barking dogs," and "juveniles." The deputies opined that Eagle had an affluent population and consequently a lot of kids were "spoiled and not given consequences for their behavior." The local high school, Eagle High, was associated with speeding and alcohol and drug use. Additionally, deputies noted that vehicle burglaries and construction burglaries had risen as the city had grown.

In terms of actual problem oriented strategies, the Eagle deputies stated that community policing was a philosophy, not a program. The deputies indicated they have been trained in the SARA model, but they only use it for "large" problems. Consequently, the deputies approached problems with increased "pressure" (physical presence) and educative practices. Deputies felt that problems tended to resolve themselves when more attention was paid to problem-causers. The deputies indicated that adequate resources are already on hand, and that further "formalized" training for problem solving was not needed. "ACSO has plenty of the right tools, we just need

to use them." "Our philosophy comes from the top, a certain level is expected, and it is explained to us what we are supposed to do, and why we are doing it."

Eagle currently provides one officer each for traffic and parking enforcement. The Eagle deputies have also increased their presence at the high school during the breaks and on lunch hour. A foot patrol has been implemented in the neighborhoods during which the deputies will often speak with residents about the traffic problems. Additionally, the Eagle deputies have been working with traffic guards at the elementary schools, providing them training and education on how to solve the problems they are encountering. Despite their efforts, the deputies indicated they felt inadequately staffed to deal with traffic problems, as "it is hard to catch all the problem speeders with only one officer, especially around the high school". Hence, the Eagle deputies are requesting additional officers, one of whom will be devoted solely to traffic.

In response to the continuous complaint of barking dogs, the Eagle deputies have partnered with Animal Control in an effort to improve responsiveness to that issue. Additionally, the Eagle deputies have attempted to address Eagle's juvenile problem. The Eagle deputies forged a partnership with Americorps and started a youth action council at the high school. However, it was noted that student participation was low, which has lead the Eagle deputies to search for other ways to work on this problem.

Deputies have reported limited success in solving construction and vehicle burglaries. Deputies indicated they are not adequately staffed to conduct the follow-up needed to remedy these problems. Accordingly, the Eagle deputies are attempting to add a full-time detective to the Eagle complement in the next year. Otherwise, it was reported, the deputies "deal with problems as they come up."

The Eagle deputies viewed the staffing issue as a major barrier to building collaborative partnerships because of the types of problems they have encountered. Traffic problems, neighbor conflicts, and nuisance calls all could be better addressed, they suggested, by taking more time and using a problem oriented approach.

The deputies said that the use of a bike patrol was effective in dealing with some quality of life issues. However, the bike patrol officer only works full-time during the summer. Consequently, in the winter, "it's hit and miss," "we can't dedicate a full-time team," "we can only spare the bike officers when it's slow."

Kuna

In the city of Kuna, the deputies identified bars, and specifically the "Red Eye", as a major problem for the city. Overcrowding, heavy drinking, and influx of out-of-town visitors contribute to a considerable number of fights within these establishments. In addition, as the town expands, bar patrons are more likely to drive home, making driving while intoxicated is a larger concern. The deputies also referred to a "juvenile problem." The Kuna deputies believed that increased juvenile issues had emerged as a consequence of the "boomtown growth" experienced in Kuna. They said the low income families living in Kuna, coupled with the lack of positive activities for youth, created supervision problems.

The deputies also discussed friction between the city and ACSO. This friction was associated with a "good old boy network" that existed in Kuna. The network held the ACSO responsible for problems that occurred in the city. Relatedly, the deputies mentioned instances where citations were torn up and ignored. In addition, the residents have proposed a caretaker attitude toward DUIs, suggesting that the ACSO should just drive DUI offenders home as opposed to arresting them. Finally, there have been continued episodes of rude treatment by the

bar owners and employees toward the deputies, including an instance where service was refused. On the other hand, Kuna deputies mentioned some positive deputy-citizen interactions: Some citizens in the Chamber of Commerce and the recently added juvenile justice council were working with them on problems. However, the mayor (who is part owner of the "Red Eye" tavern) and some members of the city council have been unfriendly and have advocated a separate, "controllable" Kuna city police force. Consequently, the deputies indicated that the mayor and city council avoid meeting with the deputies. The deputies felt "new blood" needed to come into city government for change to occur. However, the deputies did not view this as likely to occur in the upcoming city elections.

The Kuna deputies indicated that they do not feel adequately staffed to handle all of the problems in Kuna. They said they need at least two officers in the evening hours to deal with the "bar crowd." Higher visibility, they said, might be the best way to deal with the problems identified in Kuna. The deputies obtained help from the nearby patrol area, but they indicated that they needed their own officers in Kuna. The deputies said they were trying to build community support but it was slow going.

In terms of the deputies' problem solving efforts, they indicated they have made efforts, some of which have worked, but things have been difficult without the community's support. Nevertheless, progress in solving important problems has been made. For instance, deputies have been able to talk with the bar patrons during the day when they are away from the bar milieu. The deputies said that this has led to some improvement. ACSO deputies also organized a meeting with the bar owners in an effort to educate them on ways to deal with the problems they are facing. The Kuna deputies are also working with MADD to put on a seminar for bar

patrons and high school students. Additionally, the Kuna deputies have been working with the fire department to enforce capacity codes in the bars.

The deputies said that the juvenile problem has worsened, although they have initiated several programs for juvenile crime prevention. Many kids are unsupervised and "roaming the streets." The deputies reported they had tried to enforce the curfew ordinances, but they thought that this was just a “bandaid” approach. The city government was not interested in providing assistance in dealing with juveniles, and was unwilling to contribute any resources. The deputies have proactively established a juvenile justice council, which has founded an after school program in a local church. The council persuaded the city to donate $5,000 for the program, and one of the deputies is working on a grant with Boys and Girls Club. Since the deputies have begun working on this problem, the juvenile probation caseload in Kuna has been reduced by 10 percent.

Deputies have resolved a couple of other community problems through partnerships. The deputies met with the lineman’s college and worked out an agreement to deal with problems there. In addition, another deputy frequently meets with homeowners' groups and writes editorials for the paper in an effort to strengthen community relations. Another deputy was successful in working with an apartment complex manager and HUD to improve quality of life issues at the Carol Manor apartment complex. This officer said that he learned to “act more like a manager than a cop.” Taken as a whole, the deputies appeared committed to problem solvingin Kuna, but felt undermined by inadequate staffing and weak community support.

Focus Groups Summary

In sum, it appears the problems experienced in the two contract cities are different. Eagle focus groups identify quality of life issues (traffic, barking dogs, and the like), and Kuna deputies

tend to be concerned with bar related crime (drunkenness, fights, and DUIs). However, both deputy focus groups cited growing problems with juveniles, which they attributed to the rapid growth in each city.

Community relations were described in sharply different ways in the two cities. Eagle deputies reported good community relations and positive support from city government, a view bolstered by the city council's support for a new substation and its inclusion in their plans for a new city hall. Conversely, Kuna deputies reported a great deal of animosity between the ACSO, some businesses, citizens and city government. The difference in community support has affected how deputies approach their common problem, juveniles. Eagle deputies have partnered with Americorps and the school district to offer several programs for the youth in their community. On the other hand, Kuna has experienced resistance when they have attempted to partner with city government on juvenile issues. Although, the deputies have recently started a juvenile justice council in Kuna, they indicated that the mayor and city council were unwilling to provide financial support.

Both Kuna and Eagle deputies indicated that staffing was an impediment to community policing projects. The officers said their current staffing does not provide them with enough time to implement crime reduction programs or problem solving activities. Eagle has nine officers and a full time civilian employee assigned to their substation, while Kuna has six officers and a part-time civilian. Consequently, Kuna rarely has more than one officer on duty at a time, while Eagle typically has two. And given the community relations it is unlikely Kuna will be afforded any further officers by the city.

Interestingly, both areas felt adequately trained in the SARA model of problem solving. However, the deputies in Kuna and Eagle viewed problem solving differently. Eagle deputies

reported SARA was only supposed to be used for large projects and indicated that community policing is a philosophy, not just solving problems. This was reinforced by the deputies' continuous reference to themselves as a "team." However, Kuna deputies saw problem solving in a more concrete way, in terms of solving specific problems by using the SARA model.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CHAPTER SIX

PERFORMANCE EVALUATIONS OF DEPUTIES

Innovative changes in performance appraisal systems are germane to the success of community policing. Deputies not only need to understand how community policing contributes to their work. They must also recognize that their performance in COP affects their opportunities for promotion and assignment (Wycoff and Ottmeier, 1994; Crank, 1998).

In 1999 the ACSO redesigned their deputy assessment criteria, adding a community policing component. This evaluation provided the opportunity to measure the effects of the revised assessment. (See Appendix 5).

One of the products of the1997 partnership grant carried out by the ACSO and Boise State University was a document that provided recommendations for the development of performance criteria across the rank structure in the ACSO. The WRICOPS report provided a similar recommendation that a "personnel evaluation instrument and process should be revised to ... measure the individual employees actions that have furthered the community policing mission" (WRICOPS, 1998:23). In this evaluation we asked: Does the instrument adequately capture the community policing activities undertaken by deputies? What are the deputies' impressions of the instrument? These questions were addressed in the evaluation of the ACSO's implementation of the new performance evaluation instrument.

The following transitive and recursive effects were considered.

1. **Transitive Effects:** What are the deputies' perceptions of the performance evaluations and how are supervisors' expectations and the reward system tied to it?

2. Recursive Effect: How are officers adjusting to the use of an officer checklist to gauge their performance?

These effects were measured using the deputy survey as well as the deputy focus groups. Findings are presented below.

Deputy Survey

Deputies' Views Of The Assessment Tool

Section two of the deputy survey examined deputies' views of the current performance evaluation. In an effort to assess deputies' views, representative questions were taken from all nine subsections of this component of the survey. For the first eight subsections, four questions each were used. For the ninth subsection, "Productivity," eight questions, three of which did not mention community policing and five that did, were used. The resulting score is based on a scale of 1 to 5, where a score of 1 means that the deputy thinks that the item on which he or she is evaluated is not important, and a score of 5 indicates that it is important. In other words, the higher the score, the greater the congruency between the deputy's sense of appropriate occupational activity and the activities for which he or she is evaluated. Exhibit 17 below shows the overall average scores for each category of evaluation used in the survey.

-- Insert Exhibit 17 about here --

Overall, the high scores in Exhibit 17 suggest that there is a high degree of congruity between the way in which deputies are evaluated and how they think they should be evaluated. Perfect congruity would be a score of 5 and no congruity would be a score of 1. The greatest congruity was for "personal abilities and attitudes," with a score of 4.56. Put differently, the deputies thought that items in this category were the most important items by which they should

be judged. In total, 8 of the categories showed scores over 4.00, indicating a high level of agreement with the performance evaluation.

Deputies rated two categories below 4.0. “Use of time,” second from the bottom, was rated 3.76. It has been noted elsewhere that deputies are uncomfortable with managers second guessing their use of discretionary time. Yet, the overall rating is still quite good, with the majority of deputies supporting this category.

When the eight items comprising "productivity" are considered, several findings emerge. The first is that, unlike the elements of the other categories used for evaluation, the scores for “productivity” items are quite dissimilar. Deputies rate quite highly, for example, the item “quality of work performed” (mean = 4.35) indicating their support for rating their work according to its quality (as opposed to quantity, for example). Deputies also showed support for crime prevention with a rating of 4.08, suggesting that they are favorable to the development of crime prevention strategies in the ACSO. However, support drops sharply when the catchphrase “community policing” is used.

The average for all community policing items is 3.28, considerably lower than all other categories. The item “community policing planning” has the lowest overall rating, a score of 3.15. The relatively low score on these items is scaled to indicate that deputies do not see how community policing is important to their work. It may be that many deputies do not have a clear image of what they need to do that is evaluated as community policing.

It should be noted that deputies overall support community policing, but they do not view it with the same relevance to the core police task structure as they do other categories of the evaluation. The mean score breakdown for “community policing” items and for “personal attitudes and abilities” is placed in Exhibit 18 for comparison purposes.

-- Insert Exhibit 18 about here --

The top row of Exhibit 18 shows the average number of deputies for the five community policing items. It shows that 5.5 officers on average stated that community policing was not important to their work. At the other end, nearly twice that many, 10.6, agreed that it was important. In the middle, 15.4 officers on the average selected "somewhat important."

The bottom row shows the breakdowns for the evaluation category "personal attitudes and abilities." Here a highly skewed distribution was revealed. Less than one deputy on average believed that the items are not important. At the other end, 33.5 of the deputies on average agreed that the items are important.

Promotional/Administrative Fairness

Performance assessment also carries a more general notion. Aside from the evaluation of a specific instrument, one can ask whether the general pattern of supervision and rewards is fair. In this part we sought information on deputies' overall sense of promotional and administrative fairness. In Section 4 of the deputy survey, "Department Relations", deputies' views of many aspects of the ACSO's departmental relations were assessed.

A widely heard criticism in the literature on policing is that police agencies are punishment rather than reward oriented. In many agencies, line officers frequently complain about the "good old boy network" and about favoritism in promotions. Subsection 4 of the survey was designed to assess the extent to which deputies thought that rewards were distributed fairly. Items assessed were questions x98 to x101.

When asked if the office recognized and rewarded officers for problem solving, the deputies scored an average of 2.96, with 22 disagreeing and 26 agreeing. When asked if the office treated officers fairly, the mean response was 2.79, with 24 disagreeing and 20 agreeing.

This may be an uncomfortable finding, yet this may not be unusual. A characteristic feature of promotion policy in most police organizations is that "many are called and few are chosen." Competition for limited positions is often uncomfortable, particularly when those not promoted must continue to work with those who did not promote them.

The survey also probed whether promotion unfairness was associated with the substations. Overall, deputies did not think substation deputies were more likely to receive promotions, with 27 disagreeing and 15 agreeing with this statement (mean = 2.55). Additionally, when faced with the statement "officers are not rewarded for good police work", 30 disagreed and 16 agreed (mean = 2.55). All told, deputies thought that they were rewarded for their work, though a sizeable minority disagreed.

The four items factored together, suggest a meaning of the items that could be called "overall sense of reward fairness." Overall, deputies' views of the rewards are quite mixed, with the majority generally believing it is adequate but with sizeable minorities having divergent opinions. Additionally, the statement "officers are not rewarded for good police work" was unrelated to perceptions about substation rewards. This finding can be taken to mean that while there is some perception that officers in substations are more frequently rewarded, many who carry this view may also think that this is a fair practice.

The subsection "supervision" examines attitudes toward the lower management ranks, specifically the deputies' supervisors. Questions x102 to x107 were assessed here.

Findings suggested a wide perception that supervisors have uneven POP expectations. Overall, deputies stated that expectations regarding problem oriented policing (POP) varied widely, with 10 deputies disagreeing and 33 agreeing (mean = 3.69). That said, the deputies generally felt supervisors communicated their expectations clearly and effectively, as 28 deputies

agreed with this, while 12 disagreed (mean = 3.27). Additionally, there was general agreement that supervisors encouraged innovative strategies (x104), with 30 deputies in agreement and 10 who disagreed (mean = 3.40).

Two negative statements were included. When asked if "supervisors are self absorbed," deputies scored a mean 2.08, with 39 disagreeing and 8 agreeing. When asked if "supervisors do not understand the issues faced by deputies," 24 deputies disagreed and 14 agreed (mean = 2.72). Additionally, 33 officers agreed and 10 disagreed (mean = 3.62) that supervisors are concerned with the welfare of the deputies. Overall these findings reveal widespread support for supervisors by the deputies, although suggesting that, with regard to POP, supervisors do not perceive consistent expectations.

The questions in this section all factored together, formed a unitary identity. The meaning of this factor can be called “adequacy of supervision”. The overall scoring showed widespread support for supervisors. A correlational analysis revealed the same pattern of findings, generally showing support for supervisors in the ACSO. A full statistical presentation the findings from the entire deputy survey can be found in Appendix 3.

In sum, when the findings from the deputy survey are taken as a whole the deputies strongly supported the performance evaluation system. A notable exception was the items related to community policing. A sizeable number felt they were treated unfairly, and the deputies felt their supervisors had uneven expectations with regard to POP expectations. In view of this, it may be a lack of a clear-cut definition of COP or POP that is contributing to these low scores. Traditionally, police officers are measured in items that are black and white (i.e. arrests, tickets, and the like). However, in a COP/POP performance evaluation format the evaluator is allowed more subjectivity, as what is COP in one area may not be COP in another area.

Deputy Focus Groups

Eagle

In the city of Eagle, the deputies indicated that the importance "community-policing" was emphasized in their evaluations, making it vital to promotions and job performance. The Eagle deputies understood that the philosophy comes from the top of the ACSO. The deputies indicated that they were trained on the SARA problem-solving model, but were only expected to implement it for large projects. The deputies said the ACSO had the resources to carry out projects, as well. They were clear on what was expected of them in terms of community policing and why it was expected. Hence, the deputies did not feel further training on problem solving was needed.

As for the actual evaluations, the deputies would like to see changes to the community policing sections of the evaluations. They recommended rewording the performance evaluation to provide more detail than the single term "community policing projects." Also, some voiced a lack of opportunities for "projects" in their jurisdiction. The Eagle deputies felt community policing was a philosophy not a program.

Kuna

The deputies in Kuna supported the sheriff's decision to implement community policing and keenly recognized that doing "community policing" counted for their evaluations. The deputies reported that the current leadership was very good at promoting projects and quite POP centered.

Deputies considered the evaluations effective in general. However, they would like to see a de-emphasis of community policing on the evaluations. The deputies perceived what they were doing in Kuna as more "problem oriented" policing, utilizing the SARA approach, and not

necessarily "community policing." They would like to see more emphasis on this type of policing and not the type of "community policing" measured on the evaluations. The deputies felt the community policing section of the evaluation and the office's "vision" was ambiguous and open to the subjectivity of the evaluator. On the other hand, the deputies did report the evaluations were effective in Kuna because the current sergeant is very COP/POP centered.

Focus Groups Summary

All told, deputies in both Kuna and Eagle would like to see changes made to the community policing section of the evaluation. Interestingly, Eagle deputies would like to see the COP section of the evaluation become more general and less focused on COP projects. Conversely, Kuna deputies would like to see more focus on POP and less focus on COP. These differences may stem in part from the broad public support Eagle deputies receive, hence a willingness to take on large projects, versus the general absence of support in Kuna and the narrower view of police effectiveness there. Here, the two sets of deputies are working different beats with different kinds of problems and levels of community support, which may contribute to their respective policing philosophies and capacities for effective problem solving. As such, the deputies may actually be doing "what works" given their respective community circumstances, and they would like to be rewarded for their efforts. While both sets of deputies support the ACSO's move to a COP agenda, deputies do not believe that the current evaluation instrument captures the nuanced differences required to implement COP or POP in the two cities.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CHAPTER SEVEN

COMMUNITY SERVICE PARTNERSHIPS

The ACSO has entered into several partnerships with other organizations in Ada County, including criminal justice and non-justice organizations. In 1999, the ACSO began forming partnerships with the Idaho Department of Probation and Parole, the Idaho Department of Health and Welfare, and Ada County Juvenile Court Services in an effort to co-locate services in their Eagle substation, and to integrate the delivery of traditionally separate services. This same partnership venture is also developing in Kuna. As such, Eagle and Kuna will be prototypes of future efforts to co-locate services and share information.

The purpose of these partnerships is to assist in the interagency flow of information. As the Commander of the Patrol Division observed, "We arrest a kid, the parent is already on probation, we're already involved with the family in several different agencies. Today, we're too specialized, and we don't know what the other agency is doing."

The current evaluation was implemented in order to inform the ACSO of the current state of these partnerships, particularly in Eagle and Kuna, and to provide recommendations in the delivery of these services. Resident and stakeholder findings were supplemented with data from the deputy survey and the deputy focus groups. The following transitive and recursive effects of community service partnerships were assessed.

1. Transitive Effect: To what extent is partnership-building occurring with different agencies?

2. **Recursive Effect:** How favorably do individual agencies perceive the partnership-building activities and what recommendations do they have?

The findings are presented below.

Citizen and Key Stakeholder Focus Groups

Eagle

One dimension of partnerships is at the individual officer level, and is indicated by the activities that officer carries out in conjunction with citizens. At the most general level, we wanted to know if citizens knew who their officers were. In the City of Eagle, the respondents were asked about their ties to the deputies and if any of them knew any of the deputies by name. A citizen respondent explained that she knew a deputy by name because her son played on the same team as the deputy's son. Another participant explained how she knew two deputies by face but not their names. Accordingly, the respondents were asked what they believed to be the ACSO's most important role. Many participants saw the roles of personal involvement, caring for the young, protection, and prevention as the most important. The majority of the respondents focused strongly on the fact that the ACSO deputies in Eagle were assigned to the city, which enhanced their personal involvement. An example they offered was the neighborhood watch program, where officers are actively involved in the lives of the citizenry.

Participants were asked about partnerships and instances of working together; they were able to offer several examples of community policing partnerships. Perhaps the most widely cited was the local neighborhood watch program. Also mentioned was the establishment of the local skateboard park, which was initiated by the ACSO and carried out by the community with the assistance of five deputies. Some stakeholder participants mentioned the presence of the deputies at high school football games and their frequent contact with local business owners. When asked whether there were any cases where the deputies seemed to be under-involved, the participants countered with additional examples of cooperation. For example, they mentioned

the personal appearance of the Sheriff at meetings and the close cooperation of the deputies with the fire department.

The respondents were asked if they would participate if the ACSO sought volunteers for programs. In general, the participants stated that they would be willing to volunteer a couple hours per month, if their volunteerism was directly tied to their neighborhoods.

Kuna

In Kuna, the respondents were also asked about their impressions of the deputies and if any of them knew any deputy by name. Four participants knew one or more officers by name, and each participant reported having a good perception of the officer. In one instance, a respondent mentioned an officer negatively. However, another respondent countered by depicting that same officer as a "good person" and doing an excellent job. This brief exchange largely describes the ambivalent social environment in which Kuna deputies carry out their work.

Respondents' perceptions of community-oriented policing were phrased in terms of police/citizen relations. One resident, for instance, suggested that community policing had to do with police involvement in the community, while another indicated that community policing meant that the community worked together with law enforcement to build positive rapport and friendly relationships with the city. A third respondent mentioned having his or her own cops, neighborhood watch programs, and block associations. And a fourth described community policing as community wide involvement that enabled citizens and community heads alike to have a vested interest in social capital. Residents also discussed the importance of a proactive rather than reactive role in the community, and supported the idea of fusing a partnership between the ACSO and its communities to watch over the city. Keeping the community of Kuna safe is the highest priority.

When the stakeholder participants were asked to judge the communication, dialogue, and partnership between them and the ACSO, they responded by recalling several consultation events and gatherings that had been held with the ACSO. Respondents were asked about ways the ACSO could expand its partnerships. One proposal expressed by several respondents was to provide classes and/or seminars for citizens to raise community awareness of crime and disorder problems. The classes provided by the Canyon County Sheriff's Department, a neighboring agency, were mentioned. One of the respondents expressed the idea of facilitating resource access for shelters, food banks, and child protection services. Other respondents expressed interest in having the deputies involved such events as youth outreach, high school ride-a-longs, and acting as mentors to youth.

Lastly, the respondents were asked if they would participate if the ACSO sought volunteers for community programs. One participant, expressed a desire for regular meetings with the ACSO about matters concerning the community. Another respondent described his/her informal neighborhood watch efforts. Accordingly, a participant suggested that citizens should act as the "eyes and ears" for the deputies in the community, while another respondent proposed that citizens should be watchful and should alert police of unusual or suspicious behavior. Several respondents expressed a desire to be involved in strategic planning.

Respondents had different notions about what might stimulate their involvement in community policing activities. One participant said that it would take a new mayor and a note in the mail to get him/her involved. Another participant argued that it would take an invitation from someone who is already involved to get him/her interested, and another participant would need to see a good reason and understand how their contribution would help. In other words,

residents had many ideas for police/citizen activities, but were not energetic about personal participation.

Focus Groups Summary

Both cities' respondents have a general understanding of what community policing is and the overall notion of police/community relations. In addition, it seems that respondents from both cities have forged good relationships with some of the deputies in their area. They also view as part of the deputies' tasks a seeking out of partnerships with both the citizenry and representative community groups.

However, there were some notable differences between the two cities' respondents. The Eagle respondents seemed to be far more willing to work with the police to facilitate community policing endeavors. For instance, in Eagle, the respondents expressed a simple willingness to get engaged in the self-defense of their neighborhoods. On the contrary, Kuna residents, while having several ideas of how to get involved in the process, were far less motivated to become personally involved. And, although both respondent groups expressed a general understanding of the community-policing model, the respondents from Kuna seemed to be more knowledgeable of their contractual relationship with the ACSO.

Deputy Survey

Section four of the deputy survey, entitled "Departmental Relations," contained questions about collaborative partnerships. The questions in the "partnerships" subsection examined the deputies' views of how well they and the organization develops partnerships. Partnerships can be with other criminal justice organizations, service organizations, community groups, or across the office itself. Questions asked here were x108 to x112. A factor analysis of these items revealed a unitary structure. This factor captures the underlying theme that can be called

"effective partnership formations." However, the generally weak factor loading for the item "inter-unit relations" (x112) suggests that this item should be left out of the factor.

Each item is here considered individually. Overall, deputies perceive a high degree of effective interaction with other organizations. With regard to criminal justice organizations, 7 deputies disagreed and 38 agreed (mean = 3.69) that effective partnerships were formed, and similar numbers were noted for service organizations, with 8 deputies disagreeing and 35 agreeing (mean = 3.64). Deputies also indicated that they were active in the development of partnerships with non-police organizations, with 6 disagreeing and 29 agreeing (mean = 3.57). However, when asked if different units in the office communicated effectively with each other, deputies tended to disagree, with 19 disagreeing and 15 agreeing (mean = 2.83). In other words, deputies tended to agree with their partnering effectiveness with all organizations except among themselves. Finally, mixed views were noted when deputies were asked if they should focus more on suppressing criminal activity than on building community partnerships, as 22 agreed with this, while 20 disagreed.

A full statistical presentation of the findings from the deputy survey can be found in Appendix 3.

Deputy Focus Groups

Eagle

In the city of Eagle, the deputies said they were doing a good job identifying problems and partnering to resolve them. One example was the Eagle deputies' response to the problems they have encountered in the schools. The deputies indicated that they spend time at the elementary schools with the crossing guards. Additionally, the Eagle deputies have partnered with Americorps and started a program called the Youth Action Council at the high school. A

deputy stated that, “We see this as taking a positive step in resolving our problems here.” Some thought that the program was undermined by lack of student support; however, the partnership is ongoing.

Deputies have also partnered to deal with disorder problems. For instance, the deputies have partnered with Animal Control to deal with animal problems. They have also helped implement neighborhood watch programs, partnering with the various homeowners’ associations. The deputies indicated that they try to create a sense of citizen “ownership” in their end of the partnership, by including them in problem evaluation. Additionally, the Eagle deputies reported they work closely with the Chamber of Commerce, meeting with them once a month. The deputies also reported involvement with Eagle’s other community groups such as the Lions and Kiwanis clubs. These groups have facilitated their efforts to strengthen police-citizen relations.

Kuna

The Kuna deputies reported sporadic efforts to partner with the community. The deputies attributed this to animosity with the city government and some of the residents. However, the deputies identified some positive efforts. According to the deputies, Kuna has a group of people in the Chamber of Commerce, the Juvenile Justice Council, and in a few other community endeavors, who support them. However, a group of individuals they call the “old timers” are not as supportive of ACSO as the deputies would like. In addition, during the summer, a lot of outsiders reportedly come into the city who are unfriendly to the ACSO. Deputies said that apparently, "Kuna has that kind of reputation." In conducting “walk-throughs,” deputies also reported being able to sense the animosity from the owners, workers, and patrons of the bars.

In response to the “bar problem” the deputies have been working with the fire department to enforce occupancy codes. The deputies have also invited MADD to conduct presentations for citizens and youth. Also, deputies have attempted to talk to known bar patrons during the daytime hours and this has seemed to help police/citizen relations. However, the deputies reported it was too early to tell if any of these efforts were having any effect.

Kuna deputies report that effective partnerships have occurred in spite of weak community support. For example, the lineman’s college used to be a source of significant problems. However, now during student orientation, deputies have started a program in which they meet with students and explain what to expect from ACSO in Kuna. Additionally, the school has agreed that any student who is arrested or charged with a crime will be expelled from the college. Accordingly, the deputies reported a sharp reduction in crime and disorder associated with the college.

Another partnership was carried out in one of the Housing and Urban Development housing complexes, Carol Manor. A lot of “partying, drinking, fighting, and other such problems" were occurring within the complex. In response, an ACSO deputy worked with the manager to reword the lease to disallow alcohol in the common areas. Although the manager did not tend to enforce the terms on the lease agreements, one of the deputies, “acting more like a manager than a cop”, was able to use the lease to reduce alcohol-related problems in the complex. Additionally, the complex is now under new management that enforces the lease agreements more stringently.

In terms of neighborhood partnerships, the deputies indicated homeowners' groups make a significant difference in those neighborhoods that have them. The deputies meet with homeowners groups; however, they noted that the groups often expect the deputies to do the

majority of the problem solving work. The deputies wanted the homeowners' groups to contribute to crime prevention activities. Additionally, neighborhood watch was not utilized much in Kuna, because most residents did not believe it worked. The deputies disagreed, indicating their belief that neighborhood watch could work if there were more interest in it. One of the deputies has written editorials in the local newspaper to try to stimulate more interest in neighborhood watch programs. However, the deputies reported their efforts in this area are still in the development stage.

The deputies noted that many of the juvenile problems were improving. The deputies indicated that youth still need more supervision and Kuna needed more programs for youth. Kuna has a BMX park and a skate park, but they are only open until dusk, and the deputies are experiencing problems as youth leave these activities. The deputies initiated the formation of a juvenile justice council, which holds its meetings in the Kuna substation. The deputies are also working on a grant for Boys' and Girls' Clubs to see if they organize a local club. Recently, the deputies and juvenile justice council were able to start an after school program at one of the local churches and obtained $5,000 from the city to buy supplies.

The Kuna deputies said that their lack of staff was a significant obstacle to building more partnerships. The deputies advised they needed two officers during the evening shift, or at least until the bars closed. The deputies suggested that a proactive show of force and ACSO support to combat the problems they are experiencing in Kuna would help ameliorate the "bar problem." According to the Kuna deputies, “we are trying to build support, but it’s really slow here, it needs to speed up some, but we are doing what we can.” When Kuna has community events, “we don’t have the support and acceptance that Eagle has.”

> "An example is Kuna Days...it's great during the day...we are wanted then...[but]during the street dance at night, the City Council doesn't want us anywhere near there. There are drunks in the street, kids running wild; it's like one big brawl down there. Kuna sheriffs have to band together, and work as a team. We have been accused of running 'speed traps' and other stuff like that; we are trying to be proactive, but keep getting shut down. Traditionally, officers are very aggressive towards speeding and traffic issues, but out here we can only do so much, and we work one at a time, we need more officers."

Focus Groups Summary

Both Eagle and Kuna deputies are active in the partnership-building effort. Both have sought out community members and community organizations, and have approached outside organizations to contribute to their communities. However, the dynamics of partnership-building have been tempered by the relationships between constituents and the ACSO. And community differences affect both the kinds and durability of partnerships formed. Eagle deputies have had broad community support building partnerships and have implemented several partnerships in different contexts. The Eagle deputies also tend to believe that traditional notions of policing based on deterrence through high visibility and the creation of "pressure" in high crime areas constitute good policing. Given the affluent Eagle population, it may be that this "high visibility" satisfies community desires and thus increases support for the contract in Eagle. This way of thinking helps explain their more "generalist" approach to community policing, indicating it was a "philosophy, not a program."

On the other hand, Kuna deputies reported a lot of resistance in their attempts to build local partnerships. One result has been that Kuna deputies have become more creative in looking

for ways to partner. They have formed community councils, worked with vested residents (i.e. Chamber of Commerce) to build community support and establish some programs. Additionally, they have tended to take on problems in small doses, working one housing area or college at a time.

Building Tools for a Learning Organization:
Assessing the Delivery of Community Policing Services in a Non-urban Setting

CHAPTER EIGHT

CONCLUSIONS

The conclusions are organized into two general classes of observations.

1. What recommendations can we make specifically for the ACSO? Because this is an investigator-initiated grant, our recommendations are by nature of the solicitation primarily responsible to the agency receiving the grant. It has been argued, and we believe demonstrated throughout, that the learning organization methodology provides a great deal of detailed data that contribute to tactical and strategic decision-making. Those recommendations are included in this section.

2. What can we conclude about the efficacy of the strategic methodology employed by the learning organization model and what are implications of findings for other departments? Because the research is based on one organization – the ACSO – and because the methods design is new, findings are considered exploratory. They are often of the form "this method enables us to find this," though in many instances we achieve findings pertinent to community policing and problem solving in a non-urban environment that we recommend for further study.

Recommendations Specific For The ACSO

This investigator-initiated project was aimed at a "mid-course" assessment of innovative practices by the Ada County Sheriff's Office. By mid course is meant that we carried out this assessment to evaluate innovative practices begun over the past 5 years by the ACSO. The ACSO had wanted to know if the changes were beneficial to the communities they policed, and if they needed to adjust the way in which some of the changes were being implemented.

The learning model form of assessment has been carried out with the goal of providing recommendations on both the processes of innovation and its products. We have used a "learning organization" model to design and carry out this assessment. Accordingly, recommendations herein are itemized to facilitate the ability of ACSO to behave as learning organizations behave. Alarid (2000) observed that police organizations should strive to become "learning organizations," engaged outwardly with their many communities and internally with reflexive self-examination. Learning organizations measure important outcomes and use the information for constant adaptation to environmental conditions (Geller, 1997). We have constructed this evaluation around a two-fold notion of learning: (1) the acquiring of information about the transitive effects of programs, or the extent to which the program is having the intended effects in its working environment, and (2) the evaluation of recursive effects, or the way in which local departmental and community actors are reacting and adapting to the program.

In this project, transitive and recursive effects were combined in a systematic way to enable the ACSO to examine its behavior in five areas which characterize COP and POP innovations by the ACSO: assessments of citizens' perceptions of crime and police services, substation policing, patrol based in problem oriented identification and resolution, performance evaluation in a COP/POP environment, and building community partnerships. The long-term challenge for the ACSO is to build into its research and development the ability to continue these assessments. These findings provide some suggestions on doing this.

One of the goals of this evaluation was to provide critically needed feedback on the various innovative initiatives undertaken by the ACSO. Embedded within the goals of this project were focused components that would allow the ACSO to gain a nuanced understanding of its environment (Brown and Brudney, 2003: 34). For instance, citizens' perceptions of crime

problems and satisfaction with the police services were measured in an attempt to discern how different areas perceive the quality of ACSO services. This information was enhanced by narrative data drawn from focus groups among deputies and citizens and from open ended survey questions. Service assessment was in turn sampled in a way that permitted analyses of differences by area, with an eye toward inter-city comparison. This enabled us to provide a much richer data portrait than a survey alone could provide. It particularly permitted the interpretation of the data to emerge from the perspectives of those carrying out and receiving police services, rather than being superimposed by the views of the researchers.

Overall, we found that in the aggregate, citizens' concerns had changed little since the 1997 findings: their main concerns were quality of life issues (i.e. speeding and stray animals). However, there was an inverse relationship between growth and level of neighborliness in that Eagle, the town which sustained the most growth, reported the highest level of social cohesion or "neighborliness." The findings also revealed that Kuna scored the lowest of the four areas on neighborliness. The low levels of social cohesion created a non-resolvable dilemma in Kuna - efforts to satisfy some members of the community tended to create friction with other members. Because of these differences, deputies in Eagle could engage the community in large projects, while deputies in Kuna tended toward a substantially narrower notion of problem solving, usually working with a small group or one citizen at a time.

Residents also were assessed regarding their perceptions of deputy performance and the ACSO generally. Overall, satisfaction with the ACSO was high, although it was a bit lower than it was for the deputies. This finding is not surprising, in that researchers have often found more favorable support for close rather than more distant governmental agencies. However, an areal analysis regarding attitudes towards the ACSO revealed significant inter-community differences

for 12 of the 23 variables measured. The two contract cities (Eagle and Kuna) differed significantly in 7 of 23 variables, with Eagle viewing the deputies in a more favorable light for all instances. And, when the contract cities were combined and compared to a community (Star) which had not negotiated a contract for police services, the findings differed significantly for 15 of the 23 variables, with the contract cities viewing deputies more favorably. In sum, citizens in different areas view deputies differently, and those in an area which contracts for services view deputies more favorably.

This finding produced an important policy question: were these differences due to the quality of ACSO service delivery and attitudes, or were there community differences that accounted for the different perceptions of sheriff's office services. The findings suggested that attitudes toward police services were better explained through an understanding of community differences than they were through differences in deputies' performance. Additionally, the findings revealed that citizens' perceptions of the ACSO were not generalized, but instead clustered around specific areas of conduct or service. The finding that as citizens' perceptions of moral disorder increased, satisfaction with the sheriff's office decreased best supported this contention. Citizens' attitudes tend to be specifically focused on particular areas, and policy should have the same degree of specificity.

The findings also suggested that local, idiosyncratic concerns of citizens play an important role in perceptions of police efficacy. It was revealed these concerns were focused on less serious crime, emphasizing instead public order or quality of life concerns. Even if those concerns are inconsistent with what the ACSO recognizes as important local problems, they are relevant to the community's perception of its well-being. This finding, in combination with the findings above, emphasize the importance of communication to the citizenry about what is

important for self-protection, and a willingness to take criticism and recommendations from the community. The ACSO has displayed an openness in its willingness to consider external criticism. It has recognized the discomfort that such criticism creates, and in turn has been able to adapt more effectively to changes in its environment. To an extent, this openness is forced by the nature of the contractual services provided by the ACSO. Our recommendation is to continue that tradition of openness, primarily by maintaining important community contact.

Strategic Recommendation 1:

The ACSO should continue to engage in the periodic surveying of citizens in Ada County, and in the contract and non-contract cities, in an effort to measure citizens' perceptions of crime and related problems and to gauge satisfaction with sheriff's services. This process will benefit the contract elements of ACSO's enterprises and will assist the ACSO in adapting to current boom-town growth and the dynamic areal changes that flow from such growth.

Focus group interviews also served as an element of the evaluation. Focus group interviews have been recommended as a useful strategy for the identification of problems under a POP model of policing (McGarrell, Benitez, and Gutierrez, 1997). The advantage for a learning organization is that focus groups provide a level of detail usually unavailable from surveys and useful at the tactical level. In the current effort, focus groups with resident and key stakeholders revealed findings complementary to those in the survey, but providing specific information about local community problems. Quality of life issues were elevated over major crime in both contract cities; however, each community prioritized problems differently, a finding consistent with the areal findings in the survey data. Focus group interviews revealed place-specific information, which added to information found in the mass telephone survey. The question for a

learning organization is: How can this kind of detailed information be reproduced practically. Deputies alone cannot obtain the information because they lack the neutrality that is essential for citizens to "open up" and discuss problems.

Strategic Recommendation 2:

The ACSO should develop means to continue to acquire specific community information on a periodic basis. One way to do this is to have quarterly meetings of a group made up of citizens and sheriff's deputies in each of the contact communities, whose purpose is to identify and develop projects for dealing with community problems. As a model, the ACSO might use the "Gang Team" developed in the 1990s as an ACSO-citizen committee aimed at identifying youth problems in Ada County. However, the specific purpose here would be to bring forward and discuss specific problems encountered by citizens or projects desired by deputies.

This project also sought to determine whether substations were meeting local community needs and how the members of the contract communities perceived the substations and ACSO services resulting from them. Focus group findings revealed positive support for the substations in both contract communities. This echoed what was found earlier in the citizen survey, where residents of the contract communities were more satisfied with the sheriff's office services than the areas, which did not have a substation but still receive sheriff's services. The focus groups also revealed that the citizenry of both communities viewed the substation as a vehicle for bettering community-citizen relations and building partnerships. The high citizen approval suggests the substation model may be one that other rural sheriff's departments may want to consider.

Relatedly, the deputy survey asked questions about the ACSO's beat integrity principle. The deputies were aware that top management strongly supported both beat integrity and the substations. This is important, and not to be overlooked. Sometimes in decentralized police agencies, top management is unaware and uninvolved in what is going on in the various units. However, that does not seem to be the case here, and likely contributes to a second finding: deputy support for the beat integrity principle. Additionally, the deputies did not feel top management favored the substations when compared to other patrol areas. Accordingly, most deputies perceived that beat integrity works and provides an avenue for them to get to know the citizens and businesses in a given area better. All told, this is an unexpected, yet positive finding for the ACSO, as COP efforts such as decentralization and beat integrity frequently are resisted by the "troops" (Zhao et al. 1995).

Strategic Recommendation 3:

Both the substation model of contract policing and beat integrity are well received by deputies and citizens alike. From all evaluational elements, these areas of organizational change are successful. Both should be retained, and opportunities for substation expansion in other areas should be sought.

Two aspects of this evaluation are concerned with problem identification. One aspect focused on deputies' and citizens' identifications of problems facing the areas when studied. The other is the assessment of the deputies' use of problem-oriented policing, a strategy developed by Goldstein (1990) and modified in this setting. Here we look at the first aspect, citizen/deputy views of problems facing their area.

Through the deputy survey, ACSO deputies identified the most important matters with which they tend to deal: lower level, everyday crimes (i.e. vehicle break-ins, DUIs, and

speeding). This was supported by the deputy focus group findings, although different issues emerged in the two contract cities.

When deputy and citizen findings were compared, however, it was revealed that all but one of the top five deputy problems (speeding) were not among the top five citizen concerns. This is surprising, especially in light of the fact that three of the top five citizen concerns were unchanged from the 1997 findings. However, it should be noted that three of the top 5 concerns selected by citizens were not traditional law enforcement issues. In view of that, deputies may be more likely than citizens to define problems in terms of "crimes." It also might be that deputies were keen to changes associated with growth.

When examining perceptions of deputies in the Kuna and Eagle contract sites, deputies at each site recognized that there was a lack of recreational areas for youth, and considered this a major problem in each community. This finding appears to indicate that the contract process, which lead to beat integrity and neighborhood substations may heighten deputies' awareness of citizen concerns, and increase the level of congruency among views of citizens and deputies.

Hence, it may be best to consider both the citizen and deputy findings as different perspectives of crime and disorder-related issues, and that together they provide a comprehensive view of needed contributions to public order. Deputies have a responsibility to explain to citizens why they have the priorities that they have. Similarly, the ACSO needs to take the lead, through either the headquarters or the substation, as the ACSO has done through this evaluation, to find out what citizens are concerned about and to assist in addressing those concerns. Such a goal is consistent with the long-term health of the various contracts the ACSO has with its various communities.

Strategic Recommendation 4:

ACSO Deputies should communicate the kinds of crime and disorder problems facing the communities, discuss departmental priorities to citizens in their patrol sector, and keep records of what concerns citizens have. This is already being done to a limited degree. This recommendation is aimed at encouraging this process of communication to be a general strategy in all areas policed. For instance, a written record of police-community meetings as mentioned in Recommendation 3 might provide a baseline for police-citizen projects.

This section is concerned with problem-oriented policing. Is the ACSO doing POP? The answer is, generally speaking, no. It is engaged in problem identification in a non-formal way, and across the agency there is substantial buy-in to the POP process. But, generally speaking, problem analysis is piecemeal and thinly spread across the agency.

Follow-up evaluation is similarly thin. The organization has carried out POP-type police work, but the formal use of a SARA-type model is not currently being done. Yet the philosophy of problem solving - that underlying problems drive many crime and disorder incidents - is a way of thinking characteristic of the organization. So in response to the question, "Is the formal use of a POP model of crime prevention doing well in this evaluation?" the answer is no. However, in response to the question, "Does the department, and particularly do the substations, take an 'underlying problem' orientation to crime control and prevention?" the answer is a qualified yes.

The deputy survey and focus group interviews revealed that deputies perceived top management to be very supportive of POP. Accordingly, deputies consistently supported the notion of POP, and generally indicated that they practiced elements of problem solving. However, support for POP related activities dropped off when officers weighted it against the importance of suppressing crime and forming partnerships. Additionally, when asked, most

deputies considered themselves traditional police officers. Although these findings appear to contradict the wide support for POP among the deputies, the data here should be interpreted cautiously. A reasonable explanation for this contradiction is that deputies who felt as such might not be opposed to POP, they just may need to be sold on its effectiveness. This could be achieved through training and a continued emphasis of POP by first-line supervisors as the operational philosophy of the ACSO. Here, it should be noted that the majority of deputies did not feel the office provided enough training on the core elements of problem solving. And while it was discovered through focus group interviews at the contract sites that the last training of the SARA problem-solving approach was approximately 3 years ago, deputies at the contract sites felt adequately trained in the area of problem-solving.

According to the survey findings, deputies did not perceive POP any more important for substation officers than regular patrol officers. However, one of the two items in which there was a significant difference between the answers of contract and patrol deputies (see Exhibit 16) was in response to the question "I consider myself a traditional law enforcement oriented police officer," with patrol officers typically agreeing and contract officers tending to disagree. This difference may be because community policing elements are written into the contacts with the two contract cities, and in combination with beat integrity and substation practices, deputies are necessarily "closer" to those they serve. All told, the differences among patrol deputies and contract deputies in terms of their daily activities may result in differences in deputies' conceptions of themselves.

We also noted that Eagle deputies reported using SARA only for large projects and intimated that COP is more of a philosophy than a tactic or a strategy. Conversely, the Kuna deputies viewed COP more as solving specific problems by using SARA. In view of these

findings, as well as those above, it is reasonable to infer that the contract deputies are, to an extent, practicing POP. Additionally, the word COP may be confounding the data as the deputies in the two contract cities both report practicing COP, with Eagle taking a more general approach and Kuna using a more POP centered approach. An unclear understanding of COP has been noted as an impediment to implementing a COP agenda (Zhao et al. 1995). On the other hand, given the high community support for these two teams of officers, as indicated in the aforementioned areal findings, it may be that these two contract cities have discerned what works for their respective communities instead of holding to the literal definitions promulgated by the ACSO. In other words, instead of implementing a "one size fits all" approach the contract deputies have implemented a style better described as "one size fits one."

Strategic Recommendation 5:

Part 1: The ACSO should continue to encourage a problem-oriented philosophy across the chain of command. A part of the success is the consistent support from supervisors, who do not view it as "soft" policing. The philosophy has taken hold and is well received by deputies and citizens alike.

Part 2: ACSO should implement periodic training on problem identification and resolution (SARA) for all deputies and sergeants. Deputies do not have a clear notion of problem solving as a crime prevention strategy and consequently do no fully grasp its tactical implications.

Part 3: Contract deputies seem to have the strongest "buy-in" to problem solving, and have adapted elements of it to the specific circumstances in which they work. It is recommended that the substations retain records of problems solved, and periodically review them for long term success. This will (1) better integrate their problem solving

techniques into the SARA model and (2) provide written documentation about the ACSO's activities that will illuminate the activities of the agency at subsequent contract negotiations.

This project also sought to examine the current performance evaluation instrument of the ACSO. The ACSO had previously moved to an evaluation tool containing a community policing component, as a result of the 1997 partnership grant. Here, the deputies' perceptions of the evaluations were examined.

Overall, surveyed deputies indicated a high degree of agreement with the performance evaluation instrument. However, when the words "community policing" were used in the description of the evaluation item, support dropped. Possible explanations for this could be a lack of understanding of what COP is, or the feeling that the COP section of the evaluation is too subjective, which is different from a traditional police evaluation. The deputy focus groups afforded some support for these notions. However, the focus groups also revealed a divergence in view between the substations. The deputies in Eagle wanted to see the COP section of the evaluation become more general, while the Kuna deputies would like to see the COP section focus more on POP instead of more general COP practices. Both sets of deputies also were concerned that the COP section was too subjective and could be problematic with the wrong supervisor evaluating them.

On the other hand, both groups of deputies from the contract cities indicated that their current commander was fair and very supportive of both COP and POP. This held true in the deputy survey, as overall the findings revealed widespread support for supervisors. However, deputies perceived that with regard to POP, supervisors do not have consistent expectations. From this, and the focus groups findings, it would be reasonable to conclude that deputies and

sergeants (supervisors) have inadvertently determined COP to require a “one size fits one” approach. Recall that the changes to the evaluation mentioned by deputies in the Eagle and Kuna focus groups would mirror the style of policing both of the respective cities are currently employing. Furthermore, the deputies in the focus groups felt the evaluations were too subjective, leaving the possibility unfairness could arise with the wrong supervisor. Yet, they were quick to point out their supervisor did a good job evaluating them. Additionally, the survey revealed supervisors do not perceive consistent POP expectations. Consequently, it may be that the current supervisors have done a good job of determining what is required to do POP in their sector and are evaluating their officers accordingly. Yet the inherent problem of subjective performance evaluations is that they are perceived as unfair by some officers, who desire "hard counts" to show they are doing their job. This problem is amplified in a POP evaluational setting, where problem solutions are by their nature unique, and in which many problems do not tend to "solve well."

Currently, the ACSO provides supervisors with monthly block training on the evaluation instrument and how to utilize it. By making the COP section more subjective the ACSO would be allowing the supervisors to evaluate what works, with regard to COP, in their assignment area. As was evident from the focus groups, COP in Eagle looks quite different than COP in Kuna, a finding that is likely to hold true if compared to other patrol sectors, given the findings concerning the community differences. Additionally, the other sections of the evaluation are more traditional and would not allow the deputy being evaluated to be completely open to the subjectivity of the supervisor.

Strategic Recommendation 6:

The ACSO should change the current community policing section of the performance evaluation to allow supervisors more latitude in what they evaluate, thereby promoting the different "community policing" styles that may be needed to address the often dissimilar problems of the various patrol sectors. This could be done having a "written evaluation" component to the COP section of the evaluation in addition to the individual categories. However, they could retain the current items, so that a part of the evaluation would be uniform across the agency.

Second, the office may want to consider striking the catchphrase "community policing" from the evaluations entirely. This is due to the lack of support from the deputies with regard to items on the evaluation that mentioned community policing. The phrase may actually add to the ambiguity over what officers are actually supposed to be doing. Recall that when asked deputies were supportive of COP/POP and COP/POP related activities (i.e. crime prevention). Moreover, the individual items in the evaluation tapped POP, not COP.

Strategic Recommendation 7:

The ACSO should remove the phrase "community policing" from the performance evaluation tool and ensure that the items reflect dimensions of problem oriented policing that are part of periodic in-service training.

Another area that is worthy of some attention is the current rewards system. Rewarding behavior associated with COP has been an effective way to encourage officer buy (Weisel and Eck, 1994; Wycoff and Oettmeir; Glensor and Peak, 1996; Carter and Sapp, 1998). The deputy survey revealed substantial disagreement regarding the fairness of the current system. While this is often the case in police agencies as "many are called and few are chosen," some minor

changes may be an effective way to sell officers on COP/POP as an operational philosophy. In a police agency it is unlikely many new promotion opportunities will be created; therefore, the agency must look for other, more creative ways to reward good work. Typically, an evaluation will examine an officer's work for a period of time (i.e. 6 months, 1 year, etc.), as it should. However, it may be of some benefit to reward particular instances of COP/POP as well. For example, in the focus groups with the deputies it was revealed that a deputy had taken it upon himself to work with the management of a housing complex to rid it of problems that may not have been crime, but more disturbance related. But, under the current system it is unclear if the deputy would be rewarded for this, even though it is an example of the kind of policing the office is promoting. However, if the office instituted a reward system, call it "deputy of the month", to distinguish the behavior it may further its promulgation of a COP agenda. The reward would not necessarily need to be monetary, but instead a certificate, a dinner out, or a day off, as long as the behavior did not go unnoticed. Additionally, it is worth noting the deputies were aware of the aforementioned example, and as such, it may not be necessary the leadership nominate or select the deputies to receive the reward. In any event, smaller incentives, such as in the examples above, may be an effective way to increase deputy satisfaction with the current system and promote the office's agenda.

Strategic Recommendation 8:

Part 1: Institute a focus group within the department, made up of individuals across the rank structure, to make sure that POP evaluation is based on what deputies are trained to do.

Part 2: The ACSO might consider expanding the current rewards system to include informal rewards that are conferred to deputies who display problem-solving skills in dealing with specific problems.

Finally, as part of its move toward a learning organization, the ACSO was interested in the state of its partnership building efforts, including the extent to which partnership-building was occurring with different agencies and how favorably agencies perceived the partnership-building activities.

Citizen and stakeholder focus groups revealed good relations between deputies and citizens as well as a adequate understanding by citizens of what community policing is. However, there some differences between citizens in the two contract communities as further questions were asked. For example, Kuna citizens seemed more knowledgeable about the idea of partnership building as an avenue to solve problems, yet they were somewhat resistant to becoming involved, while Eagle residents were very willing to get involved in the COP process. A possible explanation for this could be the different COP/POP approaches taken by the two teams of deputies. This was supported by deputy focus group data, as Eagle deputies hinted they had little resistance to building partnerships, yet they indicated they did not need to build many partnerships to be effective. Still, they have forged several partnerships with entities like Animal Control, Americorps, and the crossing guards at the schools to address specific problems. On the other hand, Kuna deputies reported more resistance to partnership building; however, Kuna deputies maintained that they have experienced positive results in terms of problems solved and better community relations due to their partnership building efforts. The Kuna deputies have partnered with agencies such as the fire department, chamber of commerce, the administration of the lineman's college, and they have formed their own juvenile justice council. As a result, and

in view of the high community support for the deputies, it appears the community characteristics again dictate the COP/POP approach taken.

The deputy survey revealed general agreement that partnership building was a good idea and is already prevalent among the troops. Ironically, the survey also revealed that deputies perceive that units within the ACSO do not work as well with one another. This is often found as police departments specialize and decentralize their approach. However, that does not mean it should not be addressed, given the fact the deputies have apparently been considering it. Accordingly, the ACSO or other agencies experiencing this problem should develop both formal and informal methods of communication in addition to the chain of command (i.e. e-mail, newsletters, face-to-face meetings, etc.). Good information sharing and communication is critical to the success of any policing effort. COP should be an intricate part of providing basic police services, and as a result of good policing practices. Therefore provision of good information and the effective flow of communication across the department are key components to successful community policing.

Strategic Recommendation 9:

Part 1: The current partnership effort is succeeding and should be sustained. The agency has demonstrated success in all its partnership endeavors, to its benefit and to the well-being of contract communities.

Part 2: The ACSO should begin to explore partnerships in Star, which had the lowest overall evaluations of the ACSO deputies and also showed consistently high levels of crime and disorder problems.

Part 3: The ACSO should work to improve both formal and informal communication among various units in the office.

All told, the findings from the current project reveal that the ACSO not only is implementing community policing and problem-solving across the agency, but is also in a position to make use of extensive data collection and analysis. That means it has made progress toward acquiring and using environmental information consistent with notions of a "learning organization." Indeed, other rural sheriff's offices may look to the ACSO model as one from which to consider program elements, particularly its philosophical commitment to COP, beat integrity, and substation based contracting. One of the goals of this project was to facilitate the ACSO's efforts toward self-reflection, and by so doing become a learning organization. Accordingly, many areas emerged in which the ACSO may fine-tune its efforts to become an agency consistent with the principles of community policing, and a learning organization, specifically. Hence the body of these recommendations has focused on identifying and sustaining those things the ACSO is doing well, and providing suggestions for improvement in areas resistant to current ACSO efforts. Perhaps the most important and consistent finding revealed was that different communities require different strategies. As such, if the ACSO desires to be most responsive to the needs and wants of the communities to which they are

charged to provide services, the office will be required to continually tailor services to the needs of those communities. Put another way, more often that not it will require the office to continue to cast aside a "one size fits all" approach and implement problem-solving tactics associated with a "one size fits one" approach. Policing strategies that recognize areal differences and that use continuous data collection are most likely to facilitate the long term well-being of the ACSO and the communities it polices.

Broader Implications of the Findings

Assessing Community Views of the Department: The Efficacy of the Community Survey Versus Learning Organization Data Collection

The survey, as we discussed at the outset, is the sine qua non of community policing research. The community policing logic of the survey is straightforward: if citizen input is seen as providing a contribution to police practice, the community survey provides a general and cross-sectional snapshot of community attitudes towards the department, its personnel, and its practices.

The strategic methodology of the learning organization turns up the "focus" provided by traditional surveys. By turning up the focus is meant that the survey carried out here was stratified across key communities, and it was enhanced by narrative data provided by focus groups and open ended questions. The combined output was a great deal of information specificity, at a level meaningful for street officers as well as for the strategic decision-making of commanders.

In other words, the methodology when compared to traditional surveys is transformative. Instead of a generalized "feel-good" (or sometimes "feel-bad") set of findings about attitudes toward a department that has little interpretive utility, this survey/narrative methodology for

acquiring community input into agency practices provides findings that have concrete meaning. The statistical profiles of the communities are expanded by specific information about agency practices provided by the other sources of information. This, in turn, enhances the validity of the strategic recommendations through the provision of specific examples and situations. This level of data specificity further gives the findings a sense of a highly technical report, which the methodology enable it to be. In other words, the method is useful at both the strategic and tactical level, and for the provision of general to highly specific recommendations.

The Limits of Formalized Problem-Oriented Policing

Problem-oriented policing (POP) has been able to acquire an increasingly strong foothold in urban police practices. Since first developed by Goldstein in 1978, the notion that most incidents stem from a few places has become increasingly central to police criminology. In its current form, POP increasingly makes use of technological and data intensive innovations that enable departments to identify and track changing clusters of crime incidents and display a wide variety of information about those incidents.

It may be, however, that problem solving as characterized by the SARA model developed by Goldstein is fundamentally at odds with policing in smaller communities. Problem solving is a highly involved activity that requires discretionary time to carry out. As Buerger has noted, problem solving is not a quick exercise: problems may take a year to carry out, and the problem solving activity does not always end in successful reduction of problems. In the problem identification phase of problem-solving police officers, acting alone or in groups, identify clusters of criminal incidents and begin the process of attempting to identify the underlying pattern and its cause. This entails research that may be time consuming and often depends on the support or good will of local residents. After the problem is identified, a plan is put forth by the

agency, and data on the short and long term success of the plan is collected for evaluation. Thus, even though problem solving engages the police in the community, it is time intensive for the police and requires discretionary officer time and independence to develop the problem and its response.

Independence is often in short supply in smaller communities. That small town police are highly influenced by local preferences has been widely noted in the literature. Departments in smaller communities are highly interpenetrated by local actors, and the capacity for independence occurs as departments grow in size.

Lack of independence and occupational interpenetration is suggested in the current research by the extent to which communities used their relations with the police to influence what work the police did, and by the morphing of problem solving in many officer's views from a formal strategy to a philosophy of policing. As we saw in this research, the city of Kuna had clear expectations of what their police would do and did not show much tolerance for variation from those expectations.

Moreover, the data-driven notions of contemporary problem solving such as COMSTAT are of limited utility, simply because the volume of crime is low. It is hard to identify underlying patterns when there are only a few scattered data points. Moreover, departments do not want to spend a lot of time training and investing in computer software when their primary concerns are minor criminal activity. In sum, the problems deputies get involved in are not of their volition, but are heavily influenced by local actors, particularly stakeholders. Both the definition of the problem and the appropriateness of the response are heavily conditioned by local actors, and consequently may limit the capacity for formal problem solving as practiced in many urban areas today.

Traffic as a Core Issue

In the survey, and in detail in the narratives, we found that quality of life issues related to traffic, especially speeding, were consistently the most important concerns among citizens. Criminal justice literature has treated speeding and other traffic concerns in terms of their criminological implications. However, traffic concerns can be viewed from an urban planning perspective. What these traffic concerns might be indicating from the planning perspective is that residents are worried about traffic noise and congestion, declining quality of life, and lowering property values. Research in urban planning consistently has shown how a resident's use of a house is related to the quantity of street noise, and that as noise increases, casual activities move out of the front and side yards and into the interior of the house, and ultimately leads to the relocation of residents who can afford to.

Seen from this perspective, traffic issues should not be treated simply as enforcement issues. Instead, they should be thought of as symptomatic of declining neighborhood quality of life. The appropriate response is not suppression, though this may make a short-term tactical contribution, but street and neighborhood design or redesign to divert or slow traffic quantity and speed. Put in this way, speeding problems do not indicate a juvenile or criminal problem, though they may be related to such problems, but rather should be dealt with in the context of urban planning and growth. This suggests that police acting alone cannot solve these problems or adequately address underlying causes, but must work with local city councils to correctly identify the roots of the problem and develop solutions for the long term economic good of the community.

Social Cohesion and the Capacity for Positive Police-Community Relations

One of the central purposes of community policing is the improvement and/or maintenance of positive community relations. The ACSO placed substations in the cities of Kuna and Eagle specifically for the purposes of carrying out localized community policing. In the current research, we found that the two communities with substations showed consistently higher levels of support for measures of police demeanor and with overall views of the ACSO. However, we also found that the positive relationship between views of the police and community type tended to disappear when social cohesion was controlled.

At least in the current setting, the disappearance of significant differences among the communities on measures of demeanor and support for the agency when social cohesion is included as a control variable suggests that social cohesion may limit the capacity for police to improve their relations with citizens. This was particularly noted with regard to the city of Kuna, where both survey and narrative information indicated low levels of social cohesion and relatively low support for the police. Put simply, this finding can be summarized by the notion that there was no shared consensus on what was good policing. The narrative data suggested that the lack of consensus noted in the community overall extended to disagreement about the appropriate role of the police, and indeed, to whether the city should even have a contract with the ACSO. In other words, one of the central goals of community policing – positive relations – may be limited by factors out of police control, as measured herein by social cohesion or "neighborliness."

Community Policing Performance Evaluation

One of the 5 goals of this project was to develop information for the evaluation of the community policing part of the performance evaluation currently used by the ACSO. This

analysis is broadly useful because it taps an area of research infrequently assessed: line deputy attitudes toward efforts to evaluate them for their community policing efforts. It will be recalled that one of the principle justifications for assessing line attitudes in the organizational learning model was to assess program viability as seen by those who actually carry out programs. Findings were clear: deputies had high positive views of all elements of the performance evaluation except the community policing section, where their views were neutral to negative.

What the strategic methodology allowed us to do was acquire a great deal of narrative as well as survey data on the performance evaluation instrument. This data lead us to conclude that the essential structure of the instrument was sound, and that the problem-oriented items assessing deputy performance were in line with deputy's views of the philosophical nature of problem solving. The central problem was not substantive but instead to be an issue of word-smithing – the use of the term "community policing" in the instrument was misused to describe items better thought of as problem solving, and word adjustment that removed the community policing terminology could solve the distaste many deputies held toward this aspect of the evaluation.

Such a small change as "word smithing" might appear to be symbolic rather than substantive, and might also seem to be a very small product for a key element of the evaluation carried out here. Our view is that the diverse sources of information on this problem enabled us to recommend highly focused corrections in the instrument. We were able to avoid throwing the baby out with the bathwater, by which we mean that we did not end up making wholesale revisions on an instrument that was generally well received.

Performance evaluations are among the most contentious problems facing line-supervisor relations, and are often seen as out of touch with street activities by line personnel. This change brought the instrument more into line the work carried out by deputies and, we hope, will

reinforce already positive sentiment toward problem solving. The strategic methodology can be thought of using a statistical metaphor of a 1-degree of freedom test – we were able to isolate and focus on a specific problem in the overall performance evaluational process.

Substation Policing in a Non-urban Setting

If survey data have been the method of choice in community policing assessments of public opinion, decentralization through the establishment of substations have been one of the central strategies for public outreach. The current research assessed two aspects of substations that are little understood yet important in many places – substation placement in non-urban areas, and the use of substations in the delivery of competitive police services.

Our findings are discussed in great detail in the strategic recommendations section. To briefly summarize, we assessed 4 areas, three of which were incorporated communities and one of which was the general outlying area of the county. Two of the communities had substations, permitting us to compare substation to non-substation areas on several measures of deputy demeanor and overall attitudes toward the ACSO. The substations were established for the explicit reason to organize the department in line with community policing practices.

The survey found that the two areas with substations had consistently more positive views of the deputies and the office than the areas without substations. The narrative data revealed sometimes sharply negative attitudes toward the delivery of police services in the other two areas, particularly in the town of Star. Again recognizing that our findings are exploratory, this suggests that the process of establishing substations is embedded in a negotiated contract process that aligns the law enforcement goals of the department with the policing preferences of the community. That process itself helps to elevate community attitudes toward the police. This positive effect also suggests that the substation element of community policing, specifically

aimed at community outreach, is an advantageous strategy in the process of competitive bidding for police services among rural communities who cannot or do not desire to form their own police departments.

Community Variation

Our final finding was the substantial and significant variation we found on the four dimensions of demeanor, the two dimensions of agency attitudes, the 6 dimensions of crime and public order problems, and the social cohesion or "neighborliness" measure across the four areas studied here. Areas were remarkably different in these dimensions, leading to our conclusion in the previous chapter that "one size fits one," by which was meant that central concerns about the community, the police, and crime and public order, varied to such an extent that a general strategy of policing for all areas was inappropriate. This is significant for 2 reasons. First, the notion of community variation has been widely described in the literature on urban policing, but is a finding relatively unblemished by research in non-urban departments. The current research suggests that, even in non-urban areas within a county, substantial variation may exist. Put differently, a researcher should approach departments with an expectation of difference, not an assumption of similarity.

Second, this variation cannot be attributed to the factors traditionally used to mark difference among communities – income, race, and ethnicity. These communities were not dramatically different in income, and they were all heavily white communities. The differences hence cannot be attributes to those core differences that seem to separate the police and the policed that seem to drive community policing concerns in urban areas. Explanations of differences in communities on key issues of crime and disorder, police attitudes, and social cohesion cannot in the current instance be accounted for in terms of the traditional big city

explanators of race, income, and ethnicity. Additional research is needed to fully explore the reasons for community differences on key measures affecting police attitudes in non-urban areas.

REFERENCES

Alarid, L. (2000) "Law Enforcement Departments as Learning Organizations: Argyris's Theory as a Framework for Implementing Community-Oriented Policing." *Police Quarterly* 2: 338-364.

Alpert, G. and R. Dunham (1988) *Policing Multi-Ethnic Neighborhoods*. New York: Greenwood Press.

Bennett, S.F. and P.J. Lavrakas (1988) *Evaluation of the Planning and Implementation of the Neighborhood Program. Final Process Report to the Eisenhower Foundation.* Evanston, IL: Northwestern University, Center for Urban Affairs and Policy Research.

Brown, M.M. and J.L. Brudney (2003) "Learning Organizations in the Public Sector? A Study of Police Agencies Employing Information and Technology to Advance Knowledge." *Public Administration Review* 63(1): 30-43.

Carter, D. and A. Sapp (1998) *Police Program Evaluation*. Washington D.C.: Police Executive Research Forum.

Chermak, S., E. McGarrell, and A. Weiss (2001) "Citizens' Perceptions of Aggressive Traffic Enforcement Strategies," *Justice Quarterly* 18(2): 365-392.

Cordner, G. (1997) "Community Policing: Elements and Effects." Pp. 451-468 in R. Dunham and G. Alpert (eds.), *Critical Issues in Policing: Contemporary Readings.* Third Edition. Prospect Heights, IL: Waveland.

Crank, J. (1998) *Performance Criteria Under a Problem Oriented Policing Model: A Report Prepared for the Ada County Sheriff's Office.* Report Prepared for the National Institute of Justice Locally Initiated Partnerships. Boise, ID.

Crank, J., W. Cristensen and the Ada County Sheriff's Office (1998) *Ada County Sheriff's Office-Boise State University Partnership: Final Report.* Report prepared for the National Institute of Justice Locally Initiated Partnerships. Boise, ID.

Crank, J. and R. Langworthy (1992) "An Institutional Perspective of Policing." *Journal of Criminal Law and Criminology* 83: 338-363.

Denhardt, R. (1995) *Public Administration: An Action Orientation*, 2nd Edition. Belmont, CA: Wadsworth Publishing.

Dillman, D. (1984) *Mail and Telephone Surveys: The Total Design Method.* New York: Wiley.

DuBow, F. and D. Emmons (1981) "The Community Hypothesis," in D. Lewis, ed., *Reactions to Crime*. Beverly Hills, CA: Sage Publications.

Dunham, R. and G. Alpert (1988), "Neighborhood Differences in Attitudes Toward Policing: Evidence for a Mixed-Strategy Model of Policing in a Multi-Ethnic Setting," *The Journal of Criminal Law and Criminology*, Vol. 79, pp. 504-23.

Eck, J. and W. Spelman (1987) *Problem Solving: Problem-Oriented Policing in Newport News*. Washington, D.C.: Police Executive Research Forum.

Eck, J.E. and D.P. Rosenbaum (1994) "The New Police Order: Effectiveness, Equity, and Efficiency in Community Policing," in Dennis P. Rosenbaum (ed.) *The Challenge of Community Policing: Testing the Promises*. Thousand Oaks, CA: Sage Publications.

Farr, J. and F. Landy (1979) "The Development and Use of Supervisor and Peer Scales." Pp. 73 in C. D. Spielberger (ed.), *Police Selection and Evaluation: Issues and Techniques*. New York: Praeger.

Frankfort-Nachmias, C. and D. Nachmias (1992) *Research Methods in the Social Sciences*, Fourth Edition. St. Martin's Press: New York.

Freudenburg, W. and R. E. Jones (1991) "Criminal Behavior and Rapid Economic Growth: Examining the Evidence." *Rural Sociology* 56 (4): 619-645.

Geller, W. A. (1997) "Suppose We Were Really Serious About Police Departments Becoming Learning Organizations?" *National Institute of Justice Journal*. December, 1997: 2-7.

Geller, W.A. and G. Swanger (1996) *Innovation in Policing: The Untapped Potential of the Middle Manager*. Washington D.C.: Police Executive Research Forum.

Giacomazzi, A. (1995) *Community Crime Prevention, Community Policing, and Public Housing: An Evaluation of a Multi-level, Collaborative Drug-Crime Elimination Program in Spokane, Washington*. Doctoral Dissertation, Washington State University, Pullman.

Giacomazzi, A., E. McGarrell and Q. Thurman (1998) *Reducing Disorder, Fear, and Crime in Public Housing: An Evaluation of a Drug Crime Elimination Program in Spokane, Washington*. A Final Report to the National Institute of Justice.

Glensor, R. and K. Peak (1996) "Implementing Change: Community Oriented Policing and Problem Solving." *Law Enforcement Bulletin* 65(7): 14-21.

Goldstein, H. (1990) *Problem-Oriented Policing*. New York: McGraw-Hill.

Greenberg, S. W.M. Rohe, and J.R. Williams (1983) "Neighborhood Conditions and Community Crime Control," in *Community Crime Prevention.* Washington, D.C.: Center for Responsive Governance.

Haeberle, S. H. (1987) "Neighborhood Identity and Citizen Participation," *Administration & Society*, Vol. 19(2): 178-196.

Hammett, T.M., J.D. Feins, T. Mason and I. Ellen (1994) *Public Housing Drug Elimination Program Evaluation*, Vol. 1. Cambridge, MA: Abt Associates, Inc.

Hunter, A. and T.L. Baumer (1982) "Street Traffic, Social Integration, and Fear of Crime," *Sociological Inquiry*, 52: 123-131.

Idaho Department of Law Enforcement (1977; 1991; 1996) *Crime in Idaho*. Meridian, ID: Department of Law Enforcement.

Jacob, H. (1971), "Black and White Perceptions of Justice in the City," *Law and Society Review*, 6: 69-89.

Kelling, G. and C. Coles (1996) *Fixing Broken Windows* New York, NY: Touchstone.

Kolman, J. (2003) "Census: Kuna is Idaho's Fastest Growing City." *The Idaho Statesman*. July 10, 2003.

Langworthy, R. (1990) "Police Organizational Structures: Which Work?" Pp. 87-105 in G. Cordner and D. Hale (eds.), *What Works in Policing: Operations and Administration Examined*. Cincinnati, Ohio: Anderson.

Lewis, D.A. and G. Salem (1980) *Fear of Crime: Incivility and the Production of a Social Problem*. New Brunswick, NJ: Transaction.

Lurigio, A. and D. P. Rosenbaum (1986) "Evaluation Research in Community Crime Prevention: A Critical Look at the Field," in Dennis P. Rosenbaum, ed., *Community Crime Prevention: Does it Work?* Beverly Hills, CA: Sage Publications.

Maguire, E., J. Kuhns, C. Uchida and S. Cox (1997) "Patterns of Community Policing in Nonurban America." *Journal of Research in Crime and Delinquency* 34: 368-394.

Maguire, E. and S.D. Mastrofski (2000) "Patterns of Community Policing in the United States." *Police Quarterly* 3: 4-45.

Mastrofski, S.D. (1996) "Measuring Police Performance in Public Encounters." Pp. 207-241 in L. T. Hoover (ed.), *Quantifying Quality in Policing*. Washington, D.C.: Police Executive Research Forum.

Mastrofski, S. D. and R. Wadman (1991) “Personnel and Agency Performance Measurement.” Pp. 363-397 in W. Geller (ed.), *Local Governmental Police Management*. Washington, D.C.: International City Management Association.

McGarrell, E., S. Benitez and R. Gutierrez (1997) "Getting to Know Your Community Through Citizen Surveys and Focus Group Interviews." Pp. 97-105 in Q. Thurman and E. McGarrell (eds.), *Community Policing in a Rural Setting.* Cincinnati, OH: Anderson Publishing Company.

Miller, K. (1999) "Housing Growth in Idaho Soars." *Idaho Statesman*, Dec 8, p. 1.

Murray, (1983) “The Physical Environment and Community Control of Crime.” Pp. 107-122 in J.Q. Wilson (Ed.) *Crime and Public Policy*. San Francisco: Institute for Contemporary Studies.

National Advisory Commission on Civil Disorders (1968) *Report*. Washington, DC: Government Printing Office.

Oakes, D.H. (1995) “Rights and Responsibilities,” in Amitai Etzioni, ed., *Rights and the Common Good: The Communitarian Perspective*. New York, NY: St. Martin’s Press.

Ottmeier, T. and M. Wycoff (1995) “Police Performance in the 1990's: Practitioner Perspectives.” Pp. 131-56 in G.W. Cordner and D.J. Kennedy (ed.), *Managing Police Organizations*. Washington, D.C.: Community Police Consortium.

Ottmeier, T. and M. Wycoff (1997) *Personnel Performance Evaluations in the Community Policing Era*. Washington D.C.: Community Policing Consortium.

Podolefski, and Dubow, (1981) *Strategies for Community Crime Prevention: Collective Responses to Crime in Urban America*. Springfield, Il.: Charles C. Thomas.

Popkin, S.J., L.M. Olson, A.J. Lurigio, V.E. Gwiasda, and R.G. Carter (1995) "Sweeping Out Drugs and Crime: Residents' Views of the Chicago Housing Authority's Public Housing Drug Elimination Program," *Crime & Delinquency* 41 (1):73-99.

Reiss, A. (1971) *The Police and the Public*. New Haven: Yale University Press.

Reisig, M. and A. Giacomazzi (1998) “Citizen Perceptions of Community Policing: Are Attitudes Toward Police Important.” *Policing: An International Journal of Police Strategies & Management*, Vol. 21(3): 547-561.

Rosenbaum, D.P. (1986) "The Problem of Crime Control," in Dennis P. Rosenbaum, ed., *Community Crime Prevention: Does it Work?* Beverly Hills, CA: Sage Publications.

Rosenbaum, D.P. (1988) "Community Crime Prevention: A Review and Synthesis of the Literature," *Justice Quarterly* 5:323-95.

Rosenbaum, D.P. and A. Lurigio (1994) "An Inside Look at Community Policing Reform: Definitions, Organizational Changes, and Evaluation Findings," *Crime & Delinquency* 40(3): 299-314.

Senge, P.M. (1994) *The Fifth Discipline: The Art and Practice of the Learning Organization*. New York: Currency Doubleday.

Schuerman, L. and S. Kobrin (1986) "Community Careers in Crime," in Albert J. Reiss and Michael Tonry (eds.) *Communities and Crime*. Chicago: University of Chicago Press.

Sherman, L. (1983) "Patrol Strategies for Police," in James Q. Wilson (ed.) *Crime and Public Policy*. San Francisco: Institute for Contemporary Studies.

Sherman, L., D. Gottfredson, D. MacKenzie, J. Eck, P. Reuter, and S. Bushway in collaboration with members of the Graduate Program (1997). *Preventing Crime: What Works, What Doesn't, and What's Promising*. Washington, DC: U.S. Department of Justice.

Skogan, W.G. (1986) "Fear of Crime and Neighborhood Change," In A.J. Reiss and M. Tonry (eds.) *Communities and Crime*. pp. 203-229, Chicago: University of Chicago Press.

Skogan, W.G. (1987) "Community Organizations and Crime," in Albert J. Reiss, Jr. and Michael Tonry, (eds.) *Crime and Justice: A Review of Research*. Chicago: University of Chicago Press.

Skogan, W.G. (1990) *Disorder and Decline: Crime and the Spiral of Decay in American Neighborhoods*. New York: The Free Press.

Skogan, W.G. and S. Hartnett (1997) *Community Policing, Chicago Style*. New York: Oxford University Press.

Skolnick, J. and D. Bayley (1986) *The New Blue Line*. New York: The Free Press.

Sparrow, M.K. (1988) "Implementing Community Policing," *Perspectives on Policing*. November 1988. Washington, DC: Office of Justice Programs, U.S. Department of Justice.

Sparrow, M., M. Moore, and D. Kennedy (1990) *Beyond 911: A New Era for Policing*. United States: Harper Collins/ Basis Books.

Stewart, D.W. and P.N. Shamdasani (1990) *Focus Groups: Theory and Practice*. Sage Publications: Newbury Park, CA.

Taylor, R.B. and M. Hale (1986) Testing Alternative Models of Fear of Crime," *Journal of Criminal Law and Criminology*. 77: 151-189.

Thurman, Q., J, Zhao, and A. Giacomazzi (2001) *Community Policing in a Community Era: An Introduction and Exploration*. Roxbury: Los Angeles, CA.

Uchida, C.D., B. Forst, and S.O. Annan (1992) *Modern Policing and the Control of Illegal Drugs: Testing New Strategies in Two American Cities*. Washington, DC: National Institute of Justice.

Walters, J. and the Western Regional Institute for Community Oriented Public Safety (1998) *Community Policing Assessment Report: Ada County, Idaho Sheriff's Office*. Spokane, WA: WRICOPS.

Webb, V.J. and C.M. Katz (1997) "Citizen Ratings of the Importance of Community Policing Activities," *Policing: An International Journal of Police Strategy and Management* 20(1): 7-23.

Weisburd, D. and L. Green-Mazerolle (2000) "Crime and Disorder in Drug Hot Spots: Implications for Theory and Practice," *Police Quarterly* 3(3): 331-349.

Weisel, D. and J. Eck (1994) *The Challenge of Community Policing: Testing and Promises*. Sage Publications.

Wilson, J. Q and G. Kelling (1982) "The Police and Neighborhood Safety." *Atlantic Monthly* March: 29-38.

Wycoff, M.A. (1982) "Improving Police Performance Measurement: One More Voice." *The Urban Interest*. Spring.

Wycoff, M.A. and T. Oettmeier (1994) *Evaluating Police Officer Performance*. Washington, D.C.: National Institute of Justice.

Yin, R.K. (1986) "Community Crime Prevention: A Synthesis of Eleven Evaluations," in Dennis P. Rosenbaum, ed., *Community Crime Prevention: Does it Work?* Beverly Hills, CA: Sage Publications.

Zhao, J. (1996) *Why Police Organizations Change: A Study of Community Oriented Policing*. Washington, D.C. Police Executive Research Forum.

Zhao, J., Q. Thurman, and N. Loverich (1995) "Community-Oriented Policing Across the U.S.: Facilitators and Impediments to Implementation." *American Journal of Police* (1): 11-28.

EXHIBITS

Exhibit 1

Methodological Triangulation Matrix

Methods	LEARNING ORGANIZATION COMPONENTS				
	Citizen's Perceptions of Crime and Police Services (CH. 3)	**Substation Policing (CH. 4)**	**Problem-Oriented Policing (CH. 5)**	**Performance Evaluations of Deputies (CH. 6)**	**Community Service Partnerships (CH. 7)**
Citizen Survey	**X**	**X**			
Resident/Stakeholder Focus Groups	**X**	**X**			**X**
Deputy Survey		**X**	**X**	**X**	**X**
Deputy Focus Groups			**X**	**X**	**X**

Exhibit 2

Growth in Ada County, 1990-2000

Location	1990	2000	Increase	Percent Change
Eagle	3327	11085	7758	233.2%
Kuna	1955	5382	3427	175.3%
Star	No data	1795	Unknown	Unknown
Uninc. Ada County	64072	85171	21099	32.9%

Exhibit 3

Neighborliness, by Area

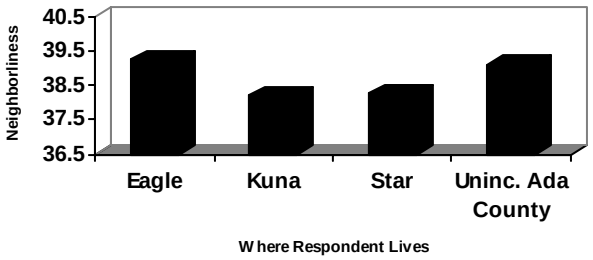
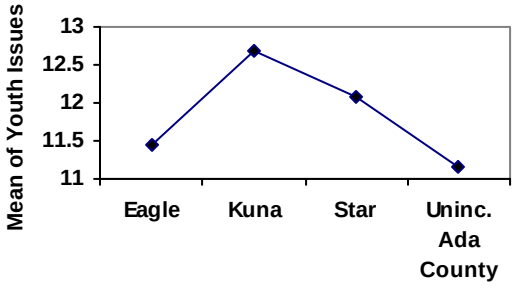


Exhibit 4

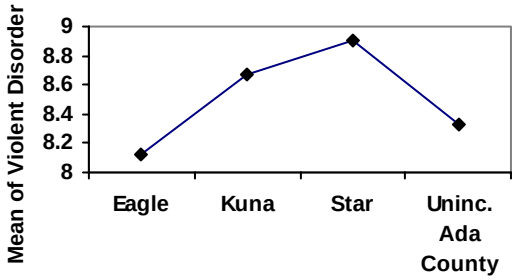
Mean Plot for Youth Issues



Q104. Where do you live?

Exhibit 5

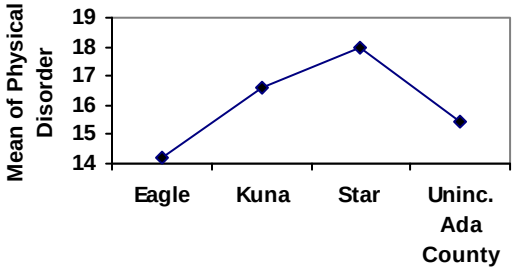
Mean Plot for Violent Disorder



Q104. Where do you live?

Exhibit 6

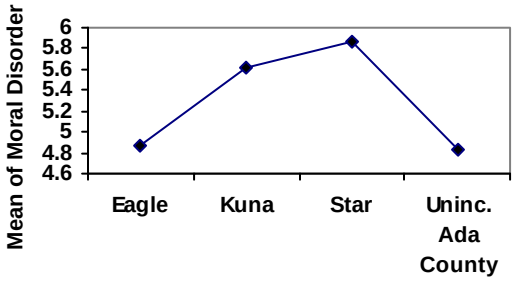
Mean Plot for Physical Disorder



Q104. Where do you live?

Exhibit 7

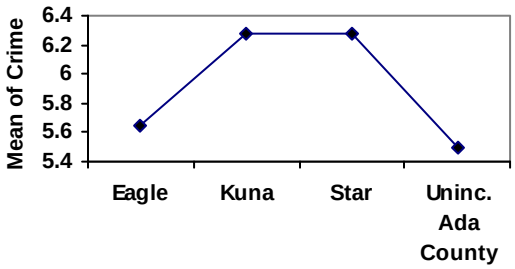
Mean Plot for Moral Disorder



Q104. Where do you live?

Exhibit 8

Mean Plot for Crime



Q104. Where do you live?

Exhibit 9

Mean Plot for Minor Disorder

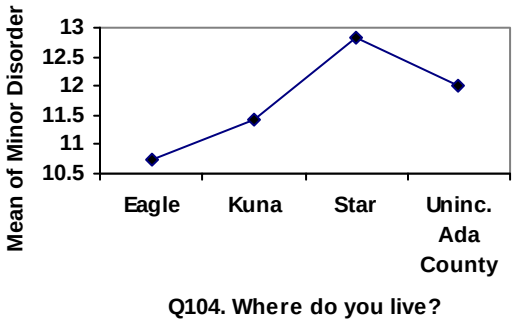


Exhibit 10

ANOVA of the Relationship Between Area and Perceptions of Crime and Disorder

Location	Youth Issues Disorder	Physical Disorder	Violent Disorder	Moral Disorder	Crime	Minor
Eagle (n=192)	11.46	14.23	8.12	4.86	5.64	10.74
Star (n=178)	12.07	18.00	8.90	5.87	6.28	12.84
Kuna (n=237)	12.69	16.61	8.67	5.62	6.27	11.44
Un. Ada (n=48)	11.17	15.43	8.33	4.83	5.5	12
Total	12.04	16.15	8.53	5.39	6.01	11.62
F	2.16	17.47	1.76	6.51	3.7	9.97
Significance	.091	.000	.154	.000	.012	.000

Exhibit 11

Citizens' Attitudes Towards Variables Tapping Deputies' Demeanor and Service Quality, by Area

Question	Eagle	Kuna	Star	Uninc. Ada Cty	F	Significance
Q 60	3.50	3.47	3.38	3.24	1.555	.199
Q 61	2.71	2.89	2.90	3.02	2.175	.090
Q 62	3.58	3.56	3.41	3.49	1.299	.274
Q 63	2.58	2.91	3.02	2.87	6.433	.000**
Q 64	3.69	3.67	3.48	3.54	2.648	.048**
Q 65	3.92	3.77	3.75	3.79	2.378	.069
Q 66	4.14	3.99	3.96	3.91	3.371	.018**
Q 67	3.98	3.91	3.88	3.80	1.262	.286
Q 68	2.55	2.68	2.82	2.68	2.568	.053**
Q 69	3.65	3.57	3.47	3.37	2.069	.103
Q 70	3.99	3.84	3.81	3.80	3.390	.018**
Q 71	3.72	3.79	3.80	3.64	.749	.523
Q 72	3.30	3.31	3.46	3.24	1.411	.238
Q 73	3.54	3.79	3.89	3.73	6.552	.000**
Q 74	3.55	3.77	3.68	3.48	3.593	.013**
Q 75	3.07	3.04	3.27	2.95	2.360	.070
Q 76	3.18	3.13	3.45	3.29	4.296	.005**
Q 77	2.48	2.71	2.84	2.79	5.433	.001**
Q 78	3.74	3.66	3.60	3.63	1.227	.299
Q 79	3.75	3.75	3.73	3.79	.072	.975
Q 80	4.00	3.90	3.79	3.77	3.789	.010**
Q 81	3.92	3.81	3.74	3.75	2.609	.051**
Q 82	2.12	2.24	2.44	2.36	6.083	.000**

** Indicates a statistically significant relationship

Exhibit 12

ANOVA of Dependent Variables by Area Type

Dependent Variable	Eagle	Kuna	Star	Ada County	F	Significance
Demeanor	30.838	30.252	29.411	29.872	7.53	.000
Problems	10.418	10.882	11.061	10.491	3.14	.020
Interaction	17.717	16.902	16.634	16.707	3.95	.008
Overall	8.094	7.761	7.533	7.333	4.52	.004

Exhibit 13

Regression of Differences in the Dependent Variables by Area Type: Contrast Codes

Dependent Variables	C1			C2			C3		
	b	**t**	**sig**	**b**	**t**	**sig**	**b**	**t**	**sig**
Demeanor	.452	2.04	.041	.293	1.32	.186	.221	.41	.667
Problems	-.062	-.67	.505	-.232	-.090	.017	.223	.998	.319
Interaction	.319	2.11	.035	.407	2.65	.008	.283	.777	.437
Overall	.247	3.91	.000	.166	2.54	.011	.347	2.33	.020

Exhibit 14

ANOCOVA of the Relationship Between the Dependent Variables, Area Type, and Community Characteristics

	Demeanor		Problems		Interaction		Overall	
	F	Sig.	F	Sig.	F	Sig.	F	Sig.
Area Type	1.10	.351	1.659	.175	4.439	.004	1.602	.188
X1	2.86	.091	.974	.324	1.522	.218	5.065	.025
X2	.024	.877	5.705	.017	.221	.639	.580	.446
X3	3.785	.052	.014	.905	6.091	.014	.021	.884
X4	2.600	.108	5.421	.020	10.346	.001	.598	.440
X5	2.128	.145	4.152	.042	1.253	.264	3.022	.083
X6	4.785	.029	4.714	.030	15.081	.000	9.984	.002
Childsafe	.001	.976	.055	.815	.399	.528	.461	.498
Neighbor	44.47	.000	.613	.434	20.822	.000	13.543	.000

Exhibit 15

Regression of the Relationship Between the Dependent Variables, Contrasts for Area Type, and Community Characteristics

	Demeanor		Problems		Interaction		Overall	
	b	Sig.	b	Sig.	b	Sig.	b	Sig.
C1	.256	.260	.018	.864	.151	.322	.170	.018
C2	.115	.628	-.178	.105	.340	.034	.125	.096
C3	.101	.846	.242	.316	.100	.775	.311	.059
X1	.071	.252	-.039	.172	.050	.232	.036	.065
X2	-.024	.961	.041	.077	.088	.792	-.019	.236
X3	-.211	.012	.075	.846	-.142	.012	-.017	.524
X4	.280	.005	-.119	.011	.224	.001	.046	.147
X5	-.038	.660	.067	.098	.012	.833	-.007	.791
X6	-.187	.009	.094	.004	-.196	.000	-.074	.001
Childsafe	.029	.717	.042	.259	.028	.610	.028	.274
Neighbor	.230	.000	.082	.594	.111	.000	.039	.000

Exhibit 16

T-Score Analysis of differences Between Contract and Non-Contract Deputies

Question	Deputy Assignment	Contract/Patrol Means	T-Score	Sig.
	Patrol	2.66		
x101	***Contract***	1.61	2.88	.008
	Patrol	3.88		
x126	***Contract***	2.92	2.79	.012

*Equal Variances Not Assumed

Exhibit 17

Composite Scores for Deputy Survey Categories Assessing the Deputy Performance Evaluations

Categories (questions)	Mean Score
Personal Abilities and Attitudes (x51-x54)	4.56
Safety, Force and Control Issues (x67-x70)	4.43
Appearance and Image (x47-x50)	4.34
Teamwork (x55-x58)	4.21
Field Skills (x59-x62)	4.20
Technical Knowledge and Skills (x63-x66)	4.15
Productivity-Non-COP Items (x76-x78)	4.12
Administrative Responsibility (x39-x42)	4.01
Use of Time (x43-x46)	3.76
Productivity-COP Items (x71-x75)	3.28

Exhibit 18

Comparison of "Community Policing" and Personal Attitudes and Abilities" Items on the Performance Evaluation Section of the Deputy Survey

	(1) Not Important	(2)	(3) Somewhat Important	(4)	(5) Important
Community Policing Items (Mean)	5.5	8.8	15.4	17.2	10.6
Personal Attitudes and Abilities (Mean)	.7	.7	4.7	19	33.5

Endnotes

[1] By non-urban, we mean all areas outside the three major incorporated cities in the county.

[2] A methodological note.

In the opening section of the questionnaire, citizen's perceptions of 36 problems were assessed. Factor analysis (oblimin method) was used to find underlying structure and alpha reliabilities were calculated to assess the scalability of the crime and disorder items. A .4 factor loading was used to mark the minimum threshold for factor identity, and a .6 level was considered minimal for alpha scale integrity.

Six domains of content that captured the following areas were identified. First, the measure "Youth Issues" is made up of items 22, 23, 27, 28, 29, 30, and 35 (alpha = .872). Second, "Physical disorder" is constructed from items 12, 13, 15, 16, 18, 20, 33, and 36 (alpha = .750). The third scale is called "street crime," from items 24, 25, 26, 31, 32, and 34 (alpha = .823). Fourth, "moral disorder" is a summative scale from items 6, 7, and 8 (alpha = .798). Fifth, a general "felony crime" scale is made up of items 1, 2, 3, and 4 (alpha = .745). This is different from street crime, in that the street crime scale is made up of items whose consequences are publicly visible. "Minor disorder" is the sixth scale, comprised of items 9, 10, 11, 17, 19, and 21 (alpha = .660).

Comparisons were made using ANOVA (Analysis of Variance). This procedure allows the comparison of equality among means in more than two groups, in this case, the four county areas. The level of statistical significance was set at .05. Mean plots were also developed to visually inspect the pattern in the data.

In some analyses, t-tests were conducted. These were independent group t-tests, and are intended to assess whether citizens average scores differed significantly in different areas. The level of significance, or level that we concluded that differences were not by chance alone, was set at .05.

[3] A statistical note: Data reduction.

Data reduction techniques were used to reduce the number of variables and to increase their overall scalability. These are the same techniques used to create the six crime and disorder indexes above, oblimin factor analysis, combined with a measure of the alpha reliability of scales identified with singular factor structures. The following scales were constructed.

Dependent variables. Four dependent variables were created. A variable called "demeanor" was constructed with questions 62, 64, 65, 66, 67, 69, 80, and 81. This provided an overall measure of officers demeanor with citizens. Its alpha is .878. A variable called "problems," made by adding together questions 72, 73, and 74, taps the extent to which officers were seen as understanding the problems faced by citizens (alpha = .699). "Interaction," constructed from 61, 63, 77, 78, and 79, assesses citizen's perceptions of the quality of their interactions with deputies. Finally, "overall" is a scale made by combining 83 and 84, which

measured citizens overall perceptions of the quality of the services provided by the ACSO (83) and their satisfaction with the ACSO (84) (alpha = .818).

Independent variables. "Area type." Area type is the categorical variable Q104, which identifies area as Eagle, Kuna, Star, and Unincorporated Ada County. This variable was also contrast coded according to the following nested contrasts which provide a set of orthogonal contrast codes comparing Eagle and Kuna to Star

	C1	C2	C3
Eagle	1	1	0
Kuna	1	-1	0
Star	-2	0	1
Uninc. Ada County	0	0	-1

(C1), Eagle to Kuna (C2), and Star to Unincorporated Ada County (C3). A variable called "neighborliness" is created with the items 49, 50, 51, 52, 53, 54, 55, 56, 57, and 58,which showed a unitary factor structure (alpha = .812). "Neighborliness" is the extent to which residents feel a sense of identity and community with the residents in their community. "Childsafe" is the resident's perception of how safe children are in the neighborhood. It is constructed from variables 40 and 41 (alpha = .851). Finally, the six variables tapping dimensions of crime and disorder are again used in this analysis.

[4] During the early phases of this project, the ACSO asked the research team to conduct focus groups of students and key stakeholders for another one of their contracts at Boise State University. This additional data collection was beyond the scope of the project as originally conceived, so we present these findings in Appendix 6.

Appendix 1
Ada County Citizen Survey Results, 1997

Appendix 2
Ada County Sheriff's Office Patrol Deputy Survey

Appendix 3
Ada County Sheriffs Office Survey: Perceptions of Crime and Policing
(Deputy Survey)

Appendix 4
Perceptions of Crime and Policing: A Survey of Ada County
(Citizen Telephone Survey)

Appendix 5
Ada County Sheriff's Office: Patrol Section Progress Review

Appendix 6
Focus Group Results—Boise State University Contract