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# Collected Working Papers, Phase 2, Portland Police Bureau/National Institute of Justice Community Policing Assessment Project


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**COLLECTED WORKING PAPERS, PHASE 2,  
PORTLAND POLICE BUREAU/NATIONAL  
INSTITUTE OF JUSTICE COMMUNITY POLICING  
ASSESSMENT PROJECT**

FY 94-95

by  
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September 1993

For  
The National Institute of Justice

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September 1993

PSU Report  
**Collected Working Papers**  
**Phase 2, PPB NIJ Project**

PSU Research Team

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## Preface

Portland State University is one of three agencies, along with the Portland Police Bureau and the University of Oregon, working on a project funded by a grant from the National Institute of Justice, United States Department of Justice. The purpose of the grant is to develop and implement methods of measuring the performance of community policing. As the recipient of the grant, the Police Bureau has contracted with Portland State University, and also with the University of Oregon, to do some of the work for the grant.<sup>1</sup> This PSU report of collected working papers was produced under the contract between the Portland Police Bureau and Portland State University.

This report presents the work of the PSU research team in taking the lead, during Phase 2 of the project, in identifying methods of performance measurement. We are now in the later part of Phase 2 of the project and approaching Phase 3, the phase involving actual implementation of measurement methods. The lead now shifts to the other two agencies involved, the University of Oregon and the Police Bureau. The PSU team has done its best to start the NIJ project off well, and we now look forward to seeing the University of Oregon and the Police Bureau build upon our work. The University of Oregon has the responsibility to create a performance assessment plan and the Police Bureau has the responsibility to implement that plan. The PSU team will resume having a lead responsibility during Phase 4 of the project. During Phase 4, PSU will analyze the data that have been collected and computerized during Phase 3.

We have previously distributed copies of the individual working papers as they became available. This bound report combines all of the papers in one convenient reference, and includes an introduction that precedes the papers.

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<sup>1</sup>NIJ Grant ID# 92-IJ-CX-K037 to the Portland Police Bureau provides funding of \$366,358 over two years. Of the total funding, the PSU contract is \$95,362 (26%), the UO contract is \$152,262 (42%), and the Bureau funding is \$118,734 (32%).

The introduction discusses the concept of performance measurement and explains the basis for the approach that the PSU research team took in producing these working papers.

These working papers often resulted from a collaborative effort and therefore represent the ideas of other team members, not just the primary author(s). The following are the primary authors for the different sections of this report:

- Intro.: Brian Stipak
- Paper 1: Susan Immer, Maria Clavadetscher, Brian Stipak
- Paper 2: Brian Stipak
- Paper 3: Annette Jolin, Brian Stipak
- Paper 4: Brian Stipak
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- Paper 6: Annette Jolin, Brian Stipak
- Paper 7: Maria Clavadetscher, Susan Immer
- Paper 8: Jim Marshall
- Paper 9: Brian Stipak

The PSU research team looks forward to the continued gratifying contacts with the many people we have worked with in the Portland Police Bureau. We would like to thank all employees of the Bureau who have provided assistance, especially the members of the Planning and Support Division.

Additional copies of this report are available upon request.

## Introduction

As explained in the preface, the work of the PSU researchers reported in this collection of working papers has the purpose of developing methods of measuring the performance of community policing. This introduction will examine the following questions:

- Why should we pay any attention to performance measurement?
- How can we use performance measures?
- What approach did the PSU researchers take in working on this phase of the PPB NIJ project?
- Where does the PPB NIJ project go from here?

### Why Should We Pay any Attention to Performance Measurement?

One reason for paying attention to performance measurement is that everyone is paying attention to it now. It has become intensely popular and is central to efforts at government reform. The U.S. Congress has recently passed, and the President has signed, the *Government Performance and Results Act of 1993*. This act states that its purpose is "to improve the efficiency and effectiveness of Federal programs by establishing a system to set goals for performance and to measure results." This act represents the culmination at the federal level of a variety of reformist efforts calling for the improvement of government performance by undertaking efforts to measure government performance.

At a more popular level, the national best-selling book *Reinventing Government* (Osborne and Gaebler, 1992), which advocates using the "entrepreneurial spirit" for "transforming the public sector", includes a section on "The Art of Performance Measurement" (Osborne and Gaebler, 1992, App. B). As Wholey and Hatry (1992) point out, prior popular works such as *In Search of Excellence* (Peters and Waterman, 1982), the writings on total quality management, and others have also advocated the need to obtain and use information on service quality. The 1993 federal act was presaged several years earlier by the *Chief Financial Officers Act of 1990*, which requires each federal agency to provide "systematic measurement of performance" in addition to providing cost and financial data.

In local government, the Governmental Accounting Standards Board (GASB) has been advocating that state and local governments report not just financial data, but also data measuring service quality and outcomes (see Hatry *et al.*, 1990). The GASB effort to promote service efforts and accomplishments (SEA) reporting has resulted in Portland's City Auditor's Office initiating a comprehensive annual SEA report beginning in 1991. The Portland Auditor's SEA measurement effort is at the forefront of the SEA movement and has received national recognition.

In the writings on community policing--just like in the writings on total quality management--we find a concern for obtaining and using information on service quality, especially from the perspective of the "customers". Indeed, a



theme running throughout the community policing literature is that evaluation needs to be part of community policing.<sup>1</sup> Evaluation, however, requires performance measurement. In short, the major efforts to improve government services today, and more specifically the efforts to improve police services through community policing, embrace as part of those efforts the need to measure the performance of those services.

Finally, the very existence of the project for which these working papers were done attests to the importance of performance measurement. The National Institute of Justice, our country's most prominent organization for funding criminal justice research, is spending over one-third of a million dollars on this project for purposes of developing and implementing methods of measuring the performance of community policing.

### How Can We Use Performance Measures?

Performance measures provide information about government programs. Some people limit the term "performance measures" very strictly to only measures of what government produces ("outputs") or to measures of governments' impact ("outcomes"). More commonly, the writings on performance measurement use the term in a broader way that encompasses a

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<sup>1</sup>See the PSU working paper, *Literature Review: What the Community Policing Literature Says About How to Measure Community Policing Performance*, which follows later in this report.

variety of types of measures, including measures of input, process, efficiency, effectiveness, and quality (see Kamensky, 1993, p. 397).

Performance measurement done only at one time has more limited use than performance measurement done periodically as part of an ongoing performance measurement process. "Performance monitoring" refers to periodic performance measurement that is part of such a process. As Wholey and Hatry (1992, p. 605) state:

Performance monitoring systems regularly measure the quality of service delivery and the outcomes (results) achieved in public programs--with monitoring being done at least annually but, in many cases, quarterly or even more frequently. They include, but go beyond, the more typical measurements of program costs, services delivered, and numbers served. Performance monitoring typically covers short-term and medium-term outcomes of program activities.

By providing periodic information on program performance, performance monitoring strives to offer a useful tool for managers to keep up-to-date on what is happening to their programs. An International City Management Association publication identifies several uses for program monitoring information, including planning and improving programs, preparing and justifying budgets, motivating program staff, and checking on the performance of contractors (Hatry *et al.*, 1987, pp. 1-2).

An obvious way for an agency like the Portland Police Bureau to use performance monitoring information would be to present performance monitoring results in the agency's annual report. This information would not

replace traditionally presented information such as information on reported crime rates, but rather would augment such information in order to provide a broader picture of community policing performance.

What Approach Did the PSU Researchers Take in Working on this Phase of the PPB NIJ Project?

The PSU researchers examined three questions to help them decide how to proceed in their work on this phase of the PPB NIJ project. These three questions, or considerations, were:

- 1) What does the published literature on community policing say about how to measure community policing performance?
- 2) How do the managers of the Portland Police Bureau view their needs for performance information?
- 3) What opportunities does the Portland Police Bureau have that we can build upon to the advantage of the NIJ project?

Our efforts to answer these three questions resulted in the three "background" working papers included in this report. First, we undertook an extensive review of the community policing literature, targeted specifically on what the literature says about performance measurement. The findings of this review are presented in the working paper, *Literature Review: What the Community Policing Literature Says About How to Measure Community Policing Performance*. Second, we asked top Bureau managers what type of statistical reports or other assessment information they now get on a regular basis, and what else would they would like to get. The findings from this

investigation are presented in the working paper, *Information Now Available to Police Managers, and Managers' Views of Desired Performance Information*. Finally, we investigated the history and opportunities for performance measurement in the Police Bureau, one result of which was the working paper, *History of Portland Police Work on Community Policing Performance Assessment*.

What did all three of these investigations reveal? The literature review emphasized the importance of citizen surveys and employee surveys, as well as a variety of traditional and non-traditional statistical measures. The management interviews also emphasized citizen and employee surveys, as well as the need to present more information and more frequent information, but in a more accessible format. Finally, the investigation of possible opportunities in the Bureau revealed excellent opportunities to build upon existing Bureau efforts to monitor the satisfaction of crime victims and to monitor crime-related environmental conditions of neighborhoods. An excellent opportunity also presented itself to apply performance monitoring to the evaluation of a new Bureau program.

The working papers in this report therefore cover these different topics that came up in our investigations. The papers cover surveying police employees, surveying citizens, surveying crime victims, and measuring crime-related environmental conditions. A separate paper covers the possible application of performance measures to evaluation of the new program.

Finally, the PSU team decided it was important to try to devise a way of measuring the degree of implementation of community policing in an agency so that police managers could monitor their progress over time in phasing in community policing. Therefore, there is a separate paper on monitoring the implementation of community policing.

To summarize, the PSU working papers in this report consist of the following:

- Five measurement tools papers. These papers present the work and ideas of the PSU team about specific performance measurement tools for use in the next stage of the project, the implementation stage. Some of these papers present specific measurement tools, such as questionnaires, that the PSU research team developed. Other papers are limited to raising issues and providing suggestions for follow-up work by the other two agencies.
- One application paper. This paper takes advantage of an opportunity presented by a new program in the Bureau to examine how performance measures could be applied to program evaluation.
- Three background papers. These provide information that the PSU team used in deciding on its research program. They also provide important background information for the personnel from the other two agencies working on the PPB NIJ project.

#### Where Does the PPB NIJ Project Go From Here?

A related on-going development that needs to be coordinated with the NIJ project is the development of the Police Bureau's computer resources. The Bureau is currently involved in acquiring a new computer aided dispatch system that will affect statistical reporting capabilities. The agency's

computerized statistical reporting capabilities need to be enhanced as much as possible in ways that increase the ability to monitor community policing performance. This requires expanding the computerized statistical reporting capacity beyond the traditional focus on reported crimes and response time to include information on repeat calls, officer time allocation, and other measures appropriate to community policing.<sup>2</sup>

As the preface stated, this report presents the work of the PSU research team in taking the lead during Phase 2 of the project. This Phase 2 work has identified methods of performance measurement for implementation in Phase 3. Some of the Phase 3 work has in fact already been done and is therefore ahead of schedule.<sup>3</sup> Since we are currently in the later part of Phase 2 of the project and approaching Phase 3, the lead will now shift to the other two agencies--to the University of Oregon for developing a performance assessment plan, and to the Police Bureau for implementing the assessment plan.<sup>4</sup>

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<sup>2</sup>See the companion PSU working paper, *Literature Review: What the Community Policing Literature Says About How to Measure Community Policing Performance*, for information about the wide range of potential measures of community policing performance.

<sup>3</sup>Not only have the PSU researchers developed and pretested questionnaires and other instruments, but also at the time of this writing the Police Bureau has already sent out the police employee questionnaire for data collection, and data from completed questionnaires are now being computerized.

<sup>4</sup>An internal project document, *Agency Responsibilities for Project Activities and Products*, defines the responsibilities of the three agencies.

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PSU Working Paper  
**Monitoring the Implementation of  
Community Policing: Implementation  
Profile Analysis**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

This working paper is one of a number of PSU working papers on developing specific performance measurement tools. In addition to these papers, there are several PSU working papers that are background papers.

Each PSU working paper will be circulated individually, and once all papers are available they will be circulated in a report of collected PSU working papers. The purpose of these working papers is to make the work of the PSU researchers conveniently available to all personnel who are working on this project in the three involved agencies.

\* NIJ Grant ID# 92-IJ-CX-K037 to the Portland Police Bureau provides funding of \$366,358 over two years. Of the total funding, the PSU contract is \$95,362 (26%), the UO contract is \$152,262 (42%), and the Bureau funding is \$118,734 (32%).



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## **Monitoring the Implementation of Community Policing: Implementation Profile Analysis**

### Introduction

Of the PSU working papers concerned with developing measurement tools, this is the only paper focusing on implementation. The other papers focus on measuring outcomes, which is the main focus of the PSU research team and the NIJ project. However, the degree that community policing can produce desirable outcomes obviously depends on the degree that community policing is actually implemented. Thus, a fully informative performance measurement system for community policing needs to provide information on the degree to which community policing has been implemented. Based on the existing community policing literature,<sup>1</sup> this paper will 1) examine the steps involved in implementing community policing, and 2) present a measurement tool for analyzing the degree that community policing is implemented.

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<sup>1</sup>The list of references at the end of this paper presents an abbreviated list of the major publications providing the basis for this analysis. The paper is actually based on a more extensive review of the community policing literature, on both published and unpublished sources, and on the Portland Police Bureau's *Community Policing Transition Plan*. For a more complete listing and discussion of the relevant literature, see the companion PSU working paper, "Literature Review: What the Community Policing Literature Says About How to Measure Community Policing Performance".

The first objective of this paper is to examine the steps involved in implementing community policing in order to create a blueprint to guide any police department toward full implementation of community policing. Such a blueprint could also serve as a guide for evaluating the extent that the department has implemented community policing. This blueprint contains the elements of a revised internal structure and general operating policy that is more participatory than in traditional police agencies. These elements are the critical implementation components that define community policing.

The second objective is to develop a tool for measuring the degree that these operating and administrative procedures have been implemented within a police department. This tool, somewhat similar to a questionnaire, could be filled out regularly by police administrators to assess the progress of their agencies in moving toward full implementation of community policing. This tool provides a picture, or "profile", of the agency's relative strengths and weaknesses in implementing community policing.

### Community Policing Implementation

The foundation of community policing rests on a new organizational strategy. This strategy not only requires police departments to redefine their mission and overall purposes, but also to redesign their principal operating methods and key administrative arrangements (Moore, 1992, p. 103). In other words, community policing requires changing what is done, how it gets done,

and who does it. In the presentation below, these changes will be grouped into five major categories:

1. Build Partnerships With the Community
2. Build Partnerships Within the Police Department
3. Decentralize Police Decision-Making
4. Restructure Police Training and Education
5. Go Beyond 911

### Build Partnerships With the Community

The first priority for any police department implementing community policing is to redefine the way it relates to the people outside the police organization. The goal is that police, citizens, media, civic officials and other government and social service agencies all relate as partners in maintaining community peace and safety. This requires the police agency to become more inclusive of others in their traditionally insular organizations, and may require police to initiate the partnerships.

Police must candidly communicate to citizens an accurate vision of the community policing philosophy. People must understand that there will be different police processes, everyone will have new responsibilities, and there will be some trade-offs in future resource allocations. It is a police responsibility to guide citizens toward understanding and accepting their new co-producer or partner role regarding community safety.

A major aspect of true citizen partnership revolves around real two-way communication. All police-citizen group meetings should consist of genuine

problem-solving dialogue. The police will ask each group to prioritize their own crime or safety concerns, and then together, police and citizens, will follow through on those concerns in visible ways. Written partnership agreements that formally document mutually agreed upon responsibilities are a tangible symbol of this new spirit of teamwork. Building a partnership with citizens, therefore, requires that police actively solicit and incorporate outside input, assistance and feedback.

Partnerships must also be forged with other community entities. From the beginning, elected and appointed civic leaders need to be included in community policing planning. Throughout the planning process police leaders--in briefings, prepared materials, and informal dialogues--should emphasize the expected rewards and trade-offs of community-oriented reform. Including these civic leaders in the planning process will help to instill in them an understanding and commitment to community policing. These leaders should then be able to answer the following questions:

- What is community policing?
- What are the potential benefits, risks, and expected outcomes?
- How much does it cost?
- What can I do to further its implementation?

Likewise, the staff of relevant community agencies should be made a partner and included in community policing planning. Such planning should aim for mutual cooperation and joint coordination to solve community problems. Also, by meeting in non-crisis situations and routinely exchanging

small acts of assistance, each side will better understand the role the other plays. To measure the degree of problem-solving cooperation the number of police referrals to other agencies, and the number of referrals actually contacting other agencies, should be monitored.

A new partnership needs to exist with the media. Rather than viewing the media as enemies, the police should use the media as allies to publicize police policy and enhance public understanding of police procedures. The police communication style should be factual, open, and accepting of responsibility, and should avoid "us versus them" and a "we followed the book" rhetoric. Journalists should be briefed on community policing in settings away from news crises. The media can also facilitate valuable public awareness of the complexities of police work if all members of the department are free to speak to the press about their own areas of expertise or their own patrol territory. Police policy should only require officers and staff to speak in a professional manner, strictly adhere to facts, and not voice any personal or inter-departmental disputes.

### Build Partnerships Within the Police Department

No doubt the most important partnership to develop is within the police department itself. To successfully implement community policing, police departments need to encourage a new cooperation between the ranks and an invigorated department-wide team spirit. The chief, as the true leader of the

team, should communicate with every individual on as personal a level as possible. Through written memoranda and small group meetings, the chief must not let the commitment to community policing be diminished by uncooperative middle ranks. It is imperative that top management avoid what Sparrow *et al.* (1990, p. 147) found in *Beyond 911*:

Not one of the departments we visited ... failed to reveal both chiefs more or less confident of the progress and popularity of their reforms and quantities of officers adamantly and colorfully opposed ... The chief executive can believe that the whole force is busy with the ideas that last month he or she asked a deputy to ask captains to implement, while in fact the sergeant is telling his or her officers that the latest missive from those cookies at headquarters who have forgotten what this job is all about shouldn't actually affect them at all.

To foster personal commitment to community policing processes, all ranks, civilian and sworn, should be involved in planning for changes which could affect their job tasks. Reward systems and informal recognition should begin to emphasize new skills such as mediation, problem-solving, creative use of resources, and achieving personal goals. Employees, in a collegial setting with their supervisor, should be empowered to devise their own performance evaluation criteria and to develop their own training and improvement plans.

These internal team-building efforts are not new. As principles of total quality management, they have for years been successfully implemented in private corporations. While innovative to many police operations, these practices demonstrate to employees management's sincere dedication to restructuring the entire police department in line with to community policing

practices. In short, the department will internally practice what it externally preaches.

### Decentralize Police Decision-Making

Partnership requires that the actual participants be vested with decision-making authority. To empower all police officers as partners, decision-making must be decentralized. Many decisions do not need to travel up and down the layers of the traditionally tightly controlled bureaucracy. Department policies must be redone so that decisions can now be made at the lowest possible rank. Management practices must recognize that patrol work demands individual discretion, adaptiveness, and exercise of broad power.

Under community policing, the role of management and specialized units is to support the work of the front line of patrol, rather than to keep it from making a mistake. This means treating officers as conscientious and responsible professionals and not trying to prescribe their every possible decision in voluminous general order books. It means valuing individual initiative that is grounded in appropriate and reasonable action, and tolerating the occasional mistakes that occur. It also means allowing officers to commit not only themselves but also other resources to problem-solving efforts. In short, management's major role is not to carefully control officers, but rather to use to the fullest each officer's problem-solving abilities.

Decentralized decision-making does not mean that officers and department employees act totally independently, without supervision or controls. Decentralized decision-making merely replaces a top-down decision structure with a broad-based participatory process. Teams that are closest to the problem will identify the problems, discuss strategies, and decide on actions. In decisions that affect the entire department, like streamlining the general orders or reviewing internal suggestions, the teams should involve multiple ranks. In neighborhood patrol areas the officers who have adjoining districts and shifts should meet regularly as a team.

#### Restructure Police Training and Education

People are any police organization's largest investment and its greatest asset. An active commitment to personnel training in community policing skills not only supports the department's investment, but also develops the potential talents of the employees. The department's return for this investment is an organization of community policing professionals practicing creative thinking, critical analysis, and team problem-solving with zeal and commitment.

Management initiative is the key to restructuring training. Police chiefs should lobby state police academies to change their curriculum to teach new recruits more community policing skills. An excellent internal training mechanism is to assign experienced patrol officers who are high achievers in



community policing methods to serve as trainers, field training officers, or mentors. These veteran officers can also share their knowledge through informal training sessions. Finally, management must realize that citizen complaints about police conduct can be used for more than fault-finding and individual discipline. Complaints can indicate important training, recruiting, and management deficiencies that need correcting.

Restructuring means broadening the definition of relevant training and education. College courses and other skill development classes that could help officers do community policing should be promoted. Management should provide support for officers to take a range of courses, including communications, group behavior, conflict management, computer skills, and cultural diversity. Supervisory ranks should also seek training in leadership, organizations, total quality management, and other social science areas. In a July 21, 1993 interview with the *Vanguard*, Portland State University's student newspaper, Charles Moose, the recently appointed Portland Police Chief, supported this perspective on training and education:

When I was promoted to sergeant, and found myself managing people, I really felt deficient in those skill areas. I entered the public administration program, which exposed me to budgeting, leadership and management principles and made me better at my job ... More important are the people I met. I became a more well-rounded person.

## Go Beyond 911

Data have revealed that typically 35% to 60% of a patrol officer's time is spent in uncommitted patrol, and that 90% of dispatched calls are not for emergency situations. Two conclusions can be drawn from these findings. The first is that patrol officers have discretionary time that could be better utilized. The second conclusion is that most calls do not need a rapid, patrol car response. Therefore, police departments need to establish new procedures for citizens to report non-emergency situations. In other words, police departments must go beyond the traditional 911-initiated system of citizen-police contact.

A police non-emergency phone alternative to 911 should be established. This non-emergency number should be extensively publicized, with a clear rationale for its purpose and detailed information on what to expect when using it. To facilitate citizen use, it should be prominently displayed in the phone book beside 911. The media should be enlisted to publicize the number as a public service.

Several other means should be employed to improve non-emergency interaction between police and citizens. Departments should create a method for citizens to directly call their neighborhood officers, perhaps by using cellular phones and voice mail.

Another device is a community resource guidebook, cooperatively developed with other community agencies. Ideally this pocket-size guide

should alphabetically index, and cross-reference by problem or function, all pertinent government and non-profit agencies and services. By training all police employees in its use, the department will establish an informed network to supply citizens with problem-solving referrals. This guide should ensure accurate referrals which are appropriate to the problem.

Police and citizen interaction should be further developed by making full use of alternatives to automobile patrol. Foot patrols, bicycle patrols, horse patrols and walking canine teams all bring officers out from the anonymous patrol car and into direct contact with citizens. Direct citizen contact, frequently known as "walk and talk", is a key step to cooperative problem-solving, a basic tenet of community policing.

Finally, the success of community policing and specific problem-solving programs demands detailed information on how officers use their time. The ultimate goal is to understand how outcomes of increased public safety and decreased crime are related to officer activities. The first step is to revise the officer status codes to include more specific community policing activities. Activity codes should reflect time spent initiating citizen contacts, participating in cooperative problem-solving meetings, following up on prior incidents or casual information, and monitoring the public safety of their patrol districts. The second step is to associate activities to outcomes. The third step is to actually use this information to stop doing ineffective activities and to expand effective activities.

## Implementation Profile Instrument

The implementation profile instrument (see Appendix) is a tool for measuring the degree that the implementation steps discussed above have been achieved. We have developed this tool for use by top police managers. Since the items in the instrument cover a broad range of the police department's activities, we feel that only managers who are at a high level and thus have a broad perspective of the agency and the community are in the position to fill out the implementation profile instrument.

The instrument is organized into five categories of changes required for implementing community policing, as discussed above. Within each category, the person filling out the instrument rates the degree of implementation of a number of specific items. These specific items are based on the prior discussion and are derived from the published literature.

### Pretesting

This implementation profile instrument has not been pretested. We recommend that later in Phase 2, or early in Phase 3, of the NIJ project some management personnel in the Bureau pretest this instrument. PSU researchers can debrief the pretesters and make any indicated modifications. One area we will pay special attention to is how well it works to ask respondents to rate the *degree* of implementation of each of the items. Other implementation items that police managers want to monitor could be added to

the instrument. We further recommend that as part of Phase 3 of the NIJ project the Bureau periodically have top Bureau managers use this instrument. PSU researchers can then analyze the resulting data in Phase 4 of the project.

### Statistical Analysis

The first type of analysis that we will do with data generated by this instrument is item analysis of all of the specific items. To do a definitive analysis of this type would require a larger number of cases than will result from the Phase 3 data collection at the Bureau, so the analysis we will do in Phase 4 will be exploratory rather than definitive. The use of item analysis with these data is analogous to item analyses done with educational and psychological testing instruments. The main statistical tools are inter-item correlations, item-scale correlations, and Cronbach's alpha (reliability coefficient that measures internal consistency). The purposes are 1) to identify individual items that have problems of reliability or validity, and 2) to examine the dimensional structure of the items, specifically whether the observed correlational structure fits the posited five categories of change used in this paper. Correlational results too discrepant with the five categories could necessitate developing a new category system.

The second type of analysis we will do of the data will be to analyze the implementation profile, the purpose for which the instrument was designed. Once a person has filled out the instrument, then the average rating for the

items within each of the five categories can be computed. These average ratings could be displayed graphically using a histogram, which would be a graphical representation of the implementation profile. This profile would show, from the perspective of that rater, the relatively strong and weak areas of community policing implementation. Mean category scores could be used to display the profile for groups of raters--for example, for all top managers in the police department. To monitor over time the progression of community policing implementation, line graphs could display the time series of profile means for top police administrators. Another type of analysis potentially useful to top police administrators would be to examine the degree of agreement in the profiles obtained from different managers in the department, and perhaps from people outside the department.

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**Appendix : Implementation Profile Instrument**

The implementation profile instrument appears on the following pages.

# Community Policing Implementation Profile

**Purpose and Overview:** This "community policing implementation profile" form is a tool for analyzing the degree that different community policing activities are implemented in your police agency and community. It is organized into five areas of community policing, and a number of activities are listed under each of these areas.

**Instructions:** For each of the activities listed below, circle a number between 1 ("not implemented") and 5 ("fully implemented") to indicate the degree you feel that the activity is currently implemented in your police agency or community.

<u>Build Partnerships With the Community</u>	Not			Fully	
	Implemented			Implemented	
1. Police communicate the community policing philosophy through news media, community newsletters, or citizen meetings.	1	2	3	4	5
2. Police realistically discuss community policing processes and trade-offs with citizens.	1	2	3	4	5
3. Police at all levels participate in continuous two-way communication with citizens.	1	2	3	4	5
4. Police use each neighborhood's own public safety priorities to guide department activity.	1	2	3	4	5
5. A partnership form documents joint department and citizen group responsibilities concerning specific problem-solving activities.	1	2	3	4	5
6. Police include elected officials in the community policing planning process.	1	2	3	4	5
7. Police involve relevant community agencies in the community policing planning process.	1	2	3	4	5
8. Police coordinate problem-solving activities with appropriate social service agencies.	1	2	3	4	5
9. Police and community agencies track police social service referrals.	1	2	3	4	5
10. Police distribute an information package that gives a realistic picture of community policing.	1	2	3	4	5
11. Top police managers conduct frequent community policing press briefings.	1	2	3	4	5
12. All police personnel are authorized to speak directly to the media about their work.	1	2	3	4	5
13. Police personnel have organized an internal speakers bureau to promote community policing.	1	2	3	4	5
14. Police sponsor public or neighborhood seminars on community policing.	1	2	3	4	5
15. Department personnel stay actively involved as members of civic groups working on problem solving and crime prevention issues.	1	2	3	4	5

**Build Partnerships Within the Police Department**

	Not Implemented			Fully Implemented	
16. Frequent personal communication from top management disseminates community policing philosophy to all personnel.	1	2	3	4	5
17. All personnel participate in community policing planning processes that affect their own work.	1	2	3	4	5
18. Management recruits people who respect community policing values.	1	2	3	4	5
19. Management seriously considers the merits of all internal suggestions for improvement.	1	2	3	4	5
20. Employees are rewarded for doing community policing activities.	1	2	3	4	5
21. Employees help design their own performance evaluation criteria.	1	2	3	4	5

**Decentralize Police Decision-Making**

	Not Implemented			Fully Implemented	
22. Management practices emphasize broad-based participation.	1	2	3	4	5
23. Problem-solving teams are composed of many different ranks.	1	2	3	4	5
24. Management empowers problem-solving teams to implement the team's decisions.	1	2	3	4	5
25. The police general rules and regulations have been streamlined to emphasize broader guidelines to appropriate action.	1	2	3	4	5
26. Management has reduced the rank level of approval required for many decisions.	1	2	3	4	5
27. Management authorizes officers to commit police resources when working with citizen groups to solve problems.	1	2	3	4	5
28. Patrol areas conform to natural neighborhood boundaries.	1	2	3	4	5
29. Officers who work in the same neighborhood areas attend frequent meetings with each other to plan their problem-solving activities.	1	2	3	4	5

**Restructure Police Training and Education**

	Not Implemented			Fully Implemented	
	1	2	3	4	5
30. Management actively supports changing state police academy curriculum to teach more community policing skills.	1	2	3	4	5
31. The department emphasizes community policing skills in its in-service training or internal academy.	1	2	3	4	5
32. Management rewards patrol officers who take outside courses that help them to do community policing.	1	2	3	4	5
33. Department policies encourage managers to take outside courses in participatory management skills.	1	2	3	4	5
34. Management uses citizen complaints about police conduct to identify training deficiencies.	1	2	3	4	5
35. Management uses patrol officers who are high achievers in community policing methods to help train other officers.	1	2	3	4	5

**Go Beyond 911**

	Not Implemented			Fully Implemented	
	1	2	3	4	5
36. The department emphasizes a phone alternative to 9-1-1 for non-emergency police contact.	1	2	3	4	5
37. Citizens can directly contact their neighborhood patrol officers.	1	2	3	4	5
38. Police employees have accurate information for referring citizens to other agencies.	1	2	3	4	5
39. Department makes full use of alternatives to automobile patrols (foot patrols, bicycle patrols, horse patrols and/or walking canine teams).	1	2	3	4	5
40. Officer status codes realistically record the officer's community policing activities.	1	2	3	4	5

PSU Working Paper  
**Police Employee Survey**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

This working paper is one of a number of PSU working papers on developing specific performance measurement tools. In addition to these papers, there are several PSU working papers that are background papers.

Each PSU working paper will be circulated individually, and once all papers are available they will be circulated in a report of collected PSU working papers. The purpose of these working papers is to make the work of the PSU researchers conveniently available to all personnel who are working on this project in the three involved agencies.

\* NIJ Grant ID# 92-IJ-CX-K037 to the Portland Police Bureau provides funding of \$366,358 over two years. Of the total funding, the PSU contract is \$95,362 (26%), the UO contract is \$152,262 (42%), and the Bureau funding is \$118,734 (32%).



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## Police Employee Survey

This working paper concerns the use of a police employee survey as a tool for measuring the performance of community policing. The paper will cover the following topics:

- the importance of employee surveys
- the development of the PPB employee survey
- procedures for analyzing the PPB survey data
- possible alternative types of questionnaires

### Importance of Police Employee Surveys for Performance Measurement

The literature on community policing confirms the importance of police employee surveys as a tool for measuring the performance of community policing. The PSU researchers found that employee surveys were one of the most frequently advocated measurement techniques in the community policing literature.<sup>1</sup> A number of agencies have used employee surveys for gathering information on community policing performance, including Spokane, New York, Reno, Dade County, and others.

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<sup>1</sup>See the companion PSU working paper, *Literature Review: What the Community Policing Literature Says About How to Measure Community Policing Performance*.

For a general discussion of employee attitude surveys, including such topics as questionnaire design, survey administration, response rate, and confidentiality, see Stoner, 1992.

Besides the emphasis in the community policing literature, employee attitude surveys have received considerable attention in the general local government management literature. For example, an International City Management Association report, *Employee Attitude Surveys*, emphasizes the value of employee surveys for helping local government managers to (Stoner, 1992, p. 2):

- identify problems
- demonstrate management's desire to listen
- provide feedback to managers
- monitor informal attitudes
- identify unused resources
- improve communication
- avoid unpleasant surprises
- improve work performance
- identify training needs

In addition to such a wide range of supposed benefits, attitude surveys according to other researchers are important for monitoring job satisfaction because job satisfaction affects performance, or because job satisfaction contributes to lower turnover, absenteeism, tardiness, and grievances (Trojanowicz and Bucqueroux, 1990, p. 178).

#### Development of the 1993 PPB Employee Survey

Earlier this year the PSU researchers, in cooperation with the Bureau's Planning and Support Division (PSD), developed an employee survey for the Bureau. PSD personnel did some preliminary work on topics for the survey, and then requested assistance from PSU. Brian Stipak from the PSU team

then created a draft of an employee survey. After modifications and additions by PSD analysts, this became the survey that was sent out in September, 1993.

The survey population includes all Bureau personnel, sworn and non-sworn. The survey questionnaire (Appendix A) is a three-page, self-administered questionnaire designed to be easy and quick to fill out. The questionnaire includes four main parts.

### 1. Police Activity Items

The first part of the questionnaire consists of items 1-18 on page one of the questionnaire. These items require the respondent to rate the importance of different police activities. These items fall into two broad categories, traditional activities and community policing activities:

- Traditional items: 1, 3, 5, 7, 10, 12, 14, 15, 17
- Community policing items: 2, 4, 6, 8, 9, 11, 13, 16, 18

These two sets constitute rough, over-lapping categories. The traditional activities include activities traditionally emphasized by modern police departments. The community policing activities include activities that receive increased emphasis under community policing.

The purpose of these items is to develop scales measuring the degree of employee commitment to traditional policing and to community policing activities. To the knowledge of the PSU researchers, this has not previously been done. See the subsequent section titled "Procedures for Analyzing PPB

Employee Survey Data" for description of procedures to be used for item analysis and scale construction.

## 2. Job and Work Environment Items

The second part of the questionnaire consists of items 19-46 on page two of the questionnaire. The analysts in the Bureau's Planning and Support Division worked on this section extensively,<sup>2</sup> since the Bureau already had an interest in measuring employee satisfaction. Based partly on information provided by the PSU researchers about published satisfaction measures (e.g. Gregson, 1990; Weiss *et al.*, 1967), the analysts developed items for measuring seven domains of employee work attitudes:

- Job satisfaction items: 19, 26, 33, 40
- Supervisor support items: 20, 27, 34, 41
- Autonomy items: 21, 28, 35, 42
- Recognition items: 22, 29, 36, 43
- Teamwork items: 23, 30, 37, 44
- Fairness items: 24, 31, 38, 45
- Problem-solving support items: 25, 32, 39, 46

The purpose of these items is to develop scales measuring each of these seven domains of work attitudes. See the subsequent section titled "Procedures for Analyzing PPB Employee Survey Data" for description of procedures to be used for item analysis and scale construction.

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<sup>2</sup>The PSU researchers helped on this section by drafting the first version of page two, and providing information from published literature on measuring job satisfaction. Page one was mainly of interest to, and largely the work of, the PSU researcher involved.

### 3. Background Information Items

The third part of the questionnaire consists of the items on background information on page three. This information is for use in analyzing how the attitudes measured in the two prior sections differ for different types of employees. Some demographic information is omitted from this section, such as the employee's age and sex, because of concern that including such items might lower response rate by increasing respondents' concern that they could be identified by the demographic information.

### 4. Open-Ended Suggestions Section

The final part of the questionnaire consists of an open-ended section on page three in which respondents are invited to provide suggestions for improving the Police Bureau. The main purpose of this section is to obtain potentially helpful ideas from employees. A secondary purpose is to increase respondents' positive feelings about the questionnaire and willingness to fill it out by showing they have an opportunity to say whatever they want and are not limited just to pre-defined response formats.

## Procedures for Analyzing PPB Employee Survey Data

### Analysis of Open-Ended Responses

The open-ended responses to section four will simply be printed out in one document and made available for top managers and others to read. If desired, responses could be organized and printed out separately for any

desired category of respondents identified in the background information section, such as precinct or job classification.

### Item Analysis and Scale Construction

The first two pages of the survey contain items designed to measure specific attitude domains, as discussed above. The analysis of the data from these items will first involve standard methods of item analysis and scale construction.<sup>3</sup> The purpose of this analysis is to examine whether the results, as shown in the pattern of inter-item correlations, justify creating scales for measuring the posited attitude domains, and also to determine what items to include in those scales. Typically, item analysis reveals that some items should be discarded because of reliability and validity problems.

The standard statistical tools for item analysis are inter-item correlations, item-scale correlations, and coefficients of scale reliability (Chronbach's alpha). Scales will be constructed by simply summing (or averaging) the component items; such scales are often referred to as summated rating scales.

Once the item analysis and scale construction has been done, this analysis will not need to be repeated each time an employee survey is done. Rather, the purpose of the item analysis is to establish the tools that will then be used over and over to analyze the results from new employee surveys. The

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<sup>3</sup>See, for example, Carmines and Zeller (1979) and Spector (1992).

item analysis is, in effect, a one-shot "methodological" analysis that provides the basis for doing the more interesting periodic "substantive" analyses later. We anticipate that the PSU researchers will take the major role in doing the item analysis, and thereafter the Bureau analysts will do the regular analysis of the employee survey data obtained as part of the performance monitoring process.

### Substantive Analysis Using Created Scales

The scales created from the page one and page two items can then be used for "substantive" analysis of questions of interest to management such as:

- How does support for community policing activities compare to support for traditional policing activities? (from page one items)
  - How has support for community policing activities changed over time?
  - How does support for community policing differ across types of employees?
- What aspects of their work environment do employees feel relatively good about, and relatively bad about?
  - How have those attitudes changed over time?
  - How do those attitudes differ across types of employees?

The main statistical method of analysis will simply be computation of mean scale scores. Bar graphs can effectively make comparisons of different groups or different attitudes, and line graphs can show changes over time.

## Potential Response Rate Problem

Those people having responsibility for the employee survey need to run the survey in a way to insure a good response rate. To understand why response rate is important it is necessary to understand that there are two types of error in any type of survey sampling situation. One type of error, sampling error, results from having data for only some of the cases, not all of the cases. A second type of error, sampling bias, results from having a sample that over-represents some types of cases compared to others. The total amount of error is the combination of the sampling error and the bias. The reason that the response rate is important is that low response rates usually lead to a large amount of bias.

A large amount of bias cannot be fixed by a large sample size.<sup>4</sup> For example, if out of the 1100 Bureau employee surveys only 300 were returned, the potential for a great amount of unrepresentativeness in the returned sample would exist. Applying standard methods of calculating sampling error would indicate, using the typical newspaper terminology, an "error factor of plus or minus 6%." This calculation, however, is only for sampling error and has nothing to do with bias. If the sample is highly unrepresentative, even though the sampling error does not exceed 6% the bias could be 60%.

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<sup>4</sup>The classic example is the 1936 *Literary Digest* poll that, based on a biased sample of several million people, predicted that Landon would defeat Roosevelt in the presidential election.



In short, a reasonable response rate is necessary in order to draw conclusions about the views of Police Bureau employees, and not just about a small and potentially unrepresentative sample of employees. For this purpose we feel a response rate exceeding 50% is necessary, and of course the higher the better. Since the Bureau's employee survey has just been sent out, we do not yet know how high will be the response rate. If the response rate turns out to be low, then better procedures for fielding the survey will be necessary the next time an employee survey is conducted. A variety of procedures for increasing the response rate of surveys has been developed and could be used to increase the response rate (see Dillman, 1978).

#### Possible Alternative Types of Employee Questionnaires

The Portland Police Bureau employee survey questionnaire developed for this research (Appendix A) is quite different than other possible types of employee questionnaires. The Bureau's questionnaire is especially short, and is easy and quick to fill out. We left out some demographic questions to promote respondents' confidence in anonymity. We designed the questionnaire this way to maximize response rate and to minimize resistance to using the questionnaire within the agency. By targeting the questionnaire on critical information, the questionnaire still obtains a lot of data for use in performance measurement, as discussed above.

To illustrate an alternative approach to developing an employee questionnaire, Appendix B contains a copy of an employee questionnaire used in the Spokane Police Department. This is a good quality questionnaire that differs in a number of ways from the Bureau's questionnaire:

- It is much longer (10 pages instead of 3) and takes much more time.
- It obtains more detailed demographic information.
- It contains detailed descriptions of the end-points and mid-points of the numerical response scales.
- The questionnaire uses several different response formats.
- The questionnaire asks for detailed information on health symptoms.

In short, this type of survey could obtain much more information that could potentially be useful, but would require much more time, effort, and commitment to succeed.

Another example of an elaborate police employee survey was conducted in the New York City Police Department. As part of a research study, in-person interviews of over an hour were conducted with the community policing officers. The officers were asked a variety of open-ended questions. They were asked to describe their attitude towards the community, and were asked for explanations of their answers (see McElroy *et al.*, 1993, pp. 23, 35).

### Conclusion

If an employee survey is to be incorporated into a periodic effort at monitoring community policing performance, it must be easy to use and not demand much of the agency's resources. We therefore feel that the approach we have used in developing the Bureau's employee survey is more appropriate

for purposes of periodic performance measurement than some of the more elaborate employee surveys done in some other police agencies. The Bureau's survey attempts to measure important employee attitudes that, if monitored over time, could provide important information as part of a community policing performance monitoring process.

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## **Appendix A: Portland Police Bureau Employee Survey**

A copy of the Portland Police Bureau Employee Survey questionnaire appears on the following pages.

As explained in the working paper, this questionnaire was developed jointly by the Portland State University researchers and the Portland Police Bureau's Planning and Support Division.

# Portland Police Bureau: Employee Survey

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**Purpose of Survey:** The purpose of this survey is to collect information about how employees in the Portland Police Bureau feel about their jobs, the Bureau, and the community. This is a chance to give your views about the Bureau and your work situation.

**Confidentiality:** Results from this survey will be presented in summary statistical form only. Your individual questionnaires will be turned in anonymously and will not be identified.

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## Police Bureau Activities

This section asks you to rate the importance of the different Police Bureau activities listed below. For each activity indicate how important you think that activity is by circling a number between 1 ("not important") and 5 ("very important").

		Not important			Very Important	
1.	Investigating reported crimes	1	2	3	4	5
2.	Providing advice on preventing crime	1	2	3	4	5
3.	Arresting criminals	1	2	3	4	5
4.	Involving the community in fighting crime	1	2	3	4	5
5.	Responding to dispatched calls	1	2	3	4	5
6.	Working with citizens to solve problems	1	2	3	4	5
7.	Patrolling in marked cars	1	2	3	4	5
8.	Foot patrols	1	2	3	4	5
9.	Bicycle patrols	1	2	3	4	5
10.	Enforcing traffic laws	1	2	3	4	5
11.	Helping people to improve community safety	1	2	3	4	5
12.	Working closely with other police agencies	1	2	3	4	5
13.	Working closely with nonpolice agencies	1	2	3	4	5
14.	Drug busts	1	2	3	4	5
15.	Closing down drug houses	1	2	3	4	5
16.	Referring citizens to other agencies	1	2	3	4	5
17.	Making arrests for domestic assaults	1	2	3	4	5
18.	Helping people to solve domestic disputes	1	2	3	4	5

# Your Job and Work Environment

This section concerns your views of your job and your work environment. For each statement below indicate how much you disagree or agree with the statement by circling a number between 1 ("strongly disagree") and 5 ("strongly agree").

		Strongly Disagree			Strongly Agree	
		1	2	3	4	5
19.	I enjoy doing my work.	1	2	3	4	5
20.	I have a good working relationship with my supervisor(s).	1	2	3	4	5
21.	I am given the right level of decision-making authority.	1	2	3	4	5
22.	My supervisor acknowledges work well done.	1	2	3	4	5
23.	My co-workers appreciate my work.	1	2	3	4	5
24.	My shift/Division handles personnel problems and conflicts well.	1	2	3	4	5
25.	Training has helped me understand the different communities I serve.	1	2	3	4	5
26.	I like my current assignment.	1	2	3	4	5
27.	I feel my supervisor trusts me.	1	2	3	4	5
28.	I am encouraged to use initiative in my work.	1	2	3	4	5
29.	The communities I serve appreciate my work.	1	2	3	4	5
30.	I have good working relationships with my co-workers.	1	2	3	4	5
31.	The Police Bureau treats me fairly.	1	2	3	4	5
32.	I am rewarded for helping to solve problems that impact the community.	1	2	3	4	5
33.	My work has value.	1	2	3	4	5
34.	My supervisor listens to my ideas.	1	2	3	4	5
35.	I make job decisions with a minimum of supervision.	1	2	3	4	5
36.	The Police Bureau acknowledges good work.	1	2	3	4	5
37.	I feel I can trust my co-workers to do their job.	1	2	3	4	5
38.	Promotions and assignments are based on merit.	1	2	3	4	5
39.	I am rewarded for helping to solve problems that impact the effectiveness of my unit/Division.	1	2	3	4	5
40.	I am satisfied with my job.	1	2	3	4	5
41.	My supervisor and I communicate effectively.	1	2	3	4	5
42.	I have the appropriate amount of independence on the job.	1	2	3	4	5
43.	My co-workers help to make sure that credit is given when credit is due.	1	2	3	4	5
44.	My co-workers and I work well together as a team.	1	2	3	4	5
45.	Workload is evenly distributed.	1	2	3	4	5
46.	My co-workers are supportive of those who try new ways of doing business.	1	2	3	4	5

## Background Information

(This background information will be used to compare the views of different categories of employees. Results will be presented in summary statistical form only.)

47. Where do you work in the Police Bureau?
- Operations (Precincts, Traffic, PAL, Reserves)  
 Officers only respond Cent \_\_\_\_ East \_\_\_\_ North \_\_\_\_ Traff \_\_\_\_ Other \_\_\_\_
- Investigations (CID, Detectives, ID, DVD, ROCN, TOD, Domestic Violence)
- Services (Liability, Training, Personnel, IID)
- Management Services (Fiscal, Oper. Support, Prop. Evidence, Forfeiture, Records, Data Process.)
- Other (Chief's Office, PIO, Planning and Support)
48. What is your job classification?
- |  |  |
|--|--|
| <input type="checkbox"/> Officer<br><input type="checkbox"/> Detective<br><input type="checkbox"/> Sergeant<br><input type="checkbox"/> Lieutenant<br><input type="checkbox"/> Captain and above | <input type="checkbox"/> Nonsworn<br>Do you either supervise or manage other employees? <input type="checkbox"/> Yes <input type="checkbox"/> No |
|--|--|
49. How long have you worked for the Portland Police Bureau? ..... \_\_\_\_ years
50. How long have you worked in your current assignment? ..... \_\_\_\_ years
51. What hours/shift do you work?
- |           |             |                 |               |
|-----------|-------------|-----------------|---------------|
| 5/8 ____  | 4/10 ____   | 5/9 ____        | Other ____    |
| Days ____ | Nights ____ | Afternoons ____ | Evenings ____ |
52. What days off do you have?
- Mon \_\_\_\_ Tues \_\_\_\_ Wed \_\_\_\_ Thurs \_\_\_\_ Fri \_\_\_\_ Sat \_\_\_\_ Sun \_\_\_\_

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### Optional: Suggestions for Improving the Bureau

This is an optional section for writing down any suggestions you have for improving the Police Bureau. These suggestions will be compiled into a summary report. Attach extra sheets, if needed.

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## **Appendix B: Spokane Police Department Employee Survey**

A copy of an employee survey used by the Spokane Police Department appears on the following pages.

This copy has some writing on it because this is a copy of a "codebook" version of the survey. Simply ignore the writing when looking at the survey.





CODE BOOK



## SPOKANE POLICE DEPARTMENT

### EMPLOYEE SURVEY

1992

The Criminal Justice Program at Washington State University-Spokane is conducting a study of changes which are taking place in the Spokane Police Department as it moves toward Community Oriented Policing. Faculty and senior graduate students will prepare periodic reports on evidence collected in this questionnaire to provide feedback to Spokane P.D. employees and command staff on efforts to promote planned change in the department.

This research instrument addresses topics such as job attachment, work satisfaction, work-based stress, opinions about police work, perceptions of the community, and personal values. This first survey will be used to provide a baseline for subsequent follow-ups.

Your participation in this survey is completely VOLUNTARY; however, in order to gather representative information it is IMPORTANT that as many of you as possible respond to the survey. YOUR ANSWERS WILL BE KEPT COMPLETELY CONFIDENTIAL. They will be recorded so that no single individual can be identified. While your department will be provided with a report of research results, the information will be summarized to insure anonymity. All survey material will be kept at W.S.U. in Pullman and will not be available to department officials. These provisions are designed to reassure you that your frank and honest views can be recorded without fear of violation of your anonymity.

The survey is divided into several sections. To insure accurate information, please follow the instructions. Consider the questions carefully, and answer them as fairly and accurately as possible. Please use the postage-paid, pre-addressed envelope enclosed for your convenience.

ID# C015. 1-4

THANK YOU FOR YOUR COOPERATION IN THIS IMPORTANT PROJECT

**SECTION ONE:** The combination of your answers to the following six questions will provide a code which is unique to you, but does not allow anyone to identify you.

Your answers to these simple questions will permit us to compare answers on subsequent questionnaires, employee by employee, but without being able to identify individual employees. Simply answer in the blank before each question.

VI ID 1-4.

SKIP

1. \_\_\_\_\_ What is the first letter of your first name?
2. \_\_\_\_\_ What is the first letter of the month of your birth?
3. \_\_\_\_\_ What is or was the first letter of your mother's first name?
4. \_\_\_\_\_ What was the first letter of your mother's last name before she was married?
5. \_\_\_\_\_ What is or was the first letter of your father's first name?
6. \_\_\_\_\_ How many older brothers and sisters (living or deceased) do you have?

col. 5 leave blank

**SECTION TWO:** These questions deal with aspects of your personal background and circumstances. This information is needed in order to allow the proper interpretation of results with respect to important groupings of employees (for example, recent hires versus 5-year police veterans, etc.)

- |         |                     |        |                                   |        |                        |
|---------|---------------------|--------|-----------------------------------|--------|------------------------|
| col. 6. | 1. Age (Check one)  | col. 7 | 2. Ethnicity: (Check one)         | col. 8 | 3. Gender: (Check one) |
|         | 1 _____ 24 or under |        | 1 _____ Asian American            |        | 1 _____ Male           |
|         | 2 _____ 25-29       |        | 2 _____ Black                     |        | 2 _____ Female         |
|         | 3 _____ 30-34       |        | 3 _____ Caucasian/White           |        |                        |
|         | 4 _____ 35-39       |        | 4 _____ Mexican American/Hispanic |        |                        |
|         | 5 _____ 40-44       |        | 5 _____ Native American/Indian    |        |                        |
|         | 6 _____ 45-49       |        | 6 _____ Latino                    |        |                        |
|         | 7 _____ 50+         |        | 7 _____ Other                     |        |                        |

enter '9' if answer is missing

col. 9 4. Please check the highest level of schooling you have completed:

- |   |   |
|---|---|
| 1 _____ Not a High School Graduate          | 5 _____ Bachelor Degree                                 |
| 2 _____ High School Graduate                | 6 _____ Some Graduate Coursework (degree not completed) |
| 3 _____ Some College (degree not completed) | 7 _____ Graduate degree                                 |
| 4 _____ Associate Degree                    | 8 _____ Other (please specify) _____                    |

col. 10-11 5. What is your current job title? 01-~~98~~ 04

col. 12-13 6. How long have you had this job title? 01-98  
1 mos. - 5 mos.  
enter as 00

-18-

1) Police  
2) clerical  
3) Mgmt/prof  
4) other  
(See attached list of job titles)



**SECTION THREE:** This part of the questionnaire asks you to describe your job, as *objectively* as you can.

Please do *not* use this part of the questionnaire to show how much you like or dislike your job. Questions about that will come later. Instead, try to make your description as accurate and as objective as you possibly can. A sample question is given below.

Please *circle* the number which is the most accurate description of your job.

A. To what extent does your job require you to work with mechanical equipment?

1-----2-----3-----4-----5-----6-----7

Very little; the job requires almost no contact with mechanical equipment of any kind.	Moderately	Very much; the job requires almost constant work with mechanical equipment.
--	------------	---

If, for example, your job requires you to work with mechanical equipment a good deal of the time--but also requires some paperwork--you might circle the number six.

Col. 26 1. To what extent does your job require you to *work closely with other people* (either "clients," or people in related jobs in your own organization)?

1-----2-----3-----4-----5-----6-----7

Very little; dealing with other people is not at all necessary in doing the job.	Moderately; some dealing with others is necessary	Very much; dealing with other people is an absolutely essential and crucial part of doing the job.
--	---	--

Col. 27 2. How much *autonomy* is there in your job? That is, to what extent does your job permit you to decide *on your own* how to go about doing the work?

1-----2-----3-----4-----5-----6-----7

Very little; the job gives me almost no personal "say" about how and when the work is done.	Modcrate autonomy; many things are standardized and not under my control, but I can make some decisions about the work.	Very much; the job gives me almost complete responsibility for deciding how and when the work is done.
---	---	--

Col. 28 3. To what extent does your job involve doing a "*whole*" and *identifiable piece of work*? That is, is the job a complete piece of work that has an obvious beginning and end? Or is it only a small part of the overall piece of work, which is finished by other people or by automated machines?

1-----2-----3-----4-----5-----6-----7

My job is only a tiny part of the overall piece of work; the results of my activities cannot be seen in the final product or service.	My job is a modcrate-sized "chunk" of the overall piece of work; my own contribution can be seen in the final outcome.	My job involves doing the whole piece of work from start to finish; the results of my activities are easily seen in the final product or service.
---	--	---

4. How much *variety* is there in your job? That is, to what extent does the job require you to do many different things at work, using a variety of your skills and talents?

Col 29

1-----2-----3-----4-----5-----6-----7

Very little; the job requires me to do the same routine things over and over again.

Moderate variety

Very much; the job requires me to do many different things, using a number of different skills and talents.

Col. 30

5. In general, how *significant or important* is your job? That is, are the results of your work likely to significantly affect the lives or well-being of other people?

1-----2-----3-----4-----5-----6-----7

Not very significant the outcomes of my work are not likely to have important effects on other people.

Moderately significant

Highly significant; the outcomes of my work can affect other people in very important ways.

Col. 31

6. To what extent do *managers or co-workers* let you know how well you are doing on your job?

1-----2-----3-----4-----5-----6-----7

Very little; people almost never let me know how well I am doing.

Moderately, sometimes people may give me "feedback," other times they may not.

Very much; the managers or co-workers provide me with almost constant "feedback" about how well I am doing.

Col. 32

7. To what extent does *doing the job itself* provide you with information about your work performance? That is, does the actual *work itself* provide clues about how well you are doing—aside from any "feedback" co-workers or supervisors may provide?

1-----2-----3-----4-----5-----6-----7

Very little; the job itself is set up so I could work forever without finding out how well I am doing.

Moderately, sometimes doing the job provides "feedback," to me; sometimes it does not.

Very much; the job is set up so that I get almost constant "feedback" as I work about how well I am doing.

**SECTION FOUR:** Listed below are a number of statements which could be used to describe a job.

Please indicate whether each statement is an *accurate* or *inaccurate* description of your job.

Write a number in the blank beside each statement, based on the following scale:

1	2	3	4	5	6	7
Very Inaccurate	Mostly Inaccurate	Slightly Inaccurate	Uncertain	Slightly Accurate	Mostly Accurate	Very Accurate

1. 33
- \_\_\_ 1. The job requires me to use a number of complex or high-level skills.
- \_\_\_ 2. The job requires a lot of cooperative work with other people.
- \_\_\_ 3. The job is arranged so that I do not have the chance to do an entire piece of work from beginning to end.
- \_\_\_ 4. Just doing the work required by the job provides many chances for me to figure out how well I am doing.
- \_\_\_ 5. The job is quite simple and repetitive.
- \_\_\_ 6. The job can be done adequately by a person working alone--without talking to or checking with other people.
- \_\_\_ 7. The supervisors and co-workers on this job almost never give me any "feedback" about how well I am doing in my work.
- \_\_\_ 8. This job is one where a lot of people can be affected by how well the work gets done.
- \_\_\_ 9. The job denies me any chance to use my personal initiative or judgment in carrying out the work.
- \_\_\_ 10. Supervisors often let me know how well they think I am performing the job.
- \_\_\_ 11. The job provides me the chance to completely finish the pieces of work I begin.
- \_\_\_ 12. The job itself provides very few clues about whether or not I am performing well.
- \_\_\_ 13. The job gives me considerable opportunity for independence and freedom in how I do the work.
- 01.46 \_\_\_ 14. The job itself is not very significant or important in the broader scheme of things.

**SECTION FIVE:** This section is divided into four subsections, each concerned with a different aspect of your job. Each part contains a number of words or phrases which could describe your job. Put a 1 in the blank before each word or phrase that does describe your job, a 2 in the blank if the word or phrase does not describe your job, or a 3 if you cannot decide.

(c Bowling Green State University, 1975)

**WORK ON PRESENT JOB:** Think of your *present work*. What is it like most of the time?

1 = Yes, does describe    2 = No, does not describe    3 = Cannot decide

- |                        |               |                 |                                 |
|------------------------|---------------|-----------------|---------------------------------|
| Col. 417<br>V38 5-1A-4 | Fascinating 1 | V47 Col. 565-1J | Useful 1                        |
|                        | Routine 2     | V49 5-1L-58     | Tiresome 2                      |
| V40 5-1C-49            | Satisfying 1  |                 | Healthful 1                     |
|                        | Boring 2      | V51 5-1N-60     | Challenging 1                   |
| V42 5-1E-51            | Good 1        |                 | On your feet 2                  |
|                        | Creative 1    | V53 5-1P-62     | Frustrating 2                   |
| V44 5-1G-53            | Respected 1   |                 | Simple 2                        |
|                        | Hot 2         | V55 5-1R-64     | Endless 2                       |
| V46 Col. 555-1I        | Pleasant 1    | Col. 64         | Gives sense of accomplishment 1 |

**OPPORTUNITIES FOR PROMOTION:** Think of the opportunities for *promotion* that you have now. How well does each of the following words describe these?

1 = Yes, does describe    2 = No, does not describe    3 = Cannot decide

- |            |                                    |            |                                    |
|------------|------------------------------------|------------|------------------------------------|
| V56 Col. 1 | Good opportunities for promotion 1 | V61 5-2F-6 | Unfair promotion policy 2          |
|            | Opportunity somewhat limited 2     | V63 5-2H-8 | Infrequent promotion 2             |
| V58 5-2C-3 | Promotion on ability 1             |            | Regular promotion 1                |
|            | Dead-End Job 2                     | V64 Col. 9 | Fairly good chance for promotion 1 |
| V60 5-2E-5 | Good chance for promotion 1        |            |                                    |

**MANAGEMENT AT PRESENT JOB:** Think of the kind of *management* you have on your job. How well does each of the following words describe this supervision?

1 = Yes, does describe    2 = No, does not describe    3 = Cannot decide

- |               |                            |                |                          |
|---------------|----------------------------|----------------|--------------------------|
| V65 Col. 103A | Asks my advice 1           | V74 Col. 19 3J | Tells me where I stand 1 |
|               | Hard to please 2           |                | Annoying 2               |
| V67 5-3C-12   | Impolite 2                 | V76 5-3L-21    | Stubborn 2               |
|               | Praises good work 1        |                | Knows job well 1         |
| V69 5-3E-14   | Tactful 1                  | V78 5-3N-23    | Bad 2                    |
|               | Influential 1              |                | Intelligent 1            |
| V71 5-3G-16   | Up-to-date 1               | V80 5-3P-25    | Leaves me on my own 1    |
|               | Doesn't supervise enough 2 |                | Around when needed 1     |
| V73 Col. 18   | Quick tempered 2           | V82 Col. 27 3R | Lazy 2                   |

**PEOPLE ON YOUR PRESENT JOB:** Think of the majority of the *people* that you work with now. How well does each of the following words describe these people?

1 = Yes, does describe    2 = No, does not describe    3 = Cannot decide

- |             |                        |                |                         |
|-------------|------------------------|----------------|-------------------------|
| V83 Col. 28 | Stimulating 1          | V92 Col. 37 4J | Talk too much 2         |
|             | Boring 2               |                | Smart 1                 |
| V85 5-4C-30 | Slow 2                 | V94 5-4I-39    | Lazy 2                  |
|             | Ambitious 1            |                | Unpleasant 2            |
| V87 5-4E-32 | Stupid 2               | V96 5-4N-41    | Don't respect privacy 2 |
|             | Responsible 1          |                | Active 1                |
| V89 5-4G-34 | Fast 1                 | V98 5-4P-47    | Narrow interests 2      |
|             | Intelligent 1          |                | Loyal 1                 |
|             | Easy to make enemies 2 |                | Hard to meet 2          |

**SECTION SIX:** Below is a list of problems and complaints that people sometimes have. Read each one carefully, and select one of the numbered descriptors that best describes **HOW MUCH DISCOMFORT THAT PROBLEM HAS CAUSED YOU DURING THE PAST WEEK INCLUDING TODAY.** Place that number in the blank to the right of the problem. Do not skip any items, and print your number clearly. If you change your mind, erase your first number completely. Read the example below before beginning.

**EXAMPLE:**

**HOW MUCH WERE YOU DISTRESSED BY: Body Aches**

0 Not at all    1 A little bit    2 Moderately    3 Quite a bit    4 Extremely

Response Indicated.....Answer

Body Aches                    3

oline **HOW MUCH WERE YOU DISTRESSED BY:**

- |         |  |               |     |   |              |
|---------|--|---------------|-----|---|--------------|
| col. 1. | Nervousness or shakiness inside                        | <u>V101-1</u> | 29. | Trouble getting your breath   | <u>V129</u>  |
| 2.      | Faintness or dizziness                                 | —             | 30. | Hot or cold spells  | —            |
| 3.      | The idea that someone else can control your thoughts   | <u>V103-3</u> | 31. | Having to avoid certain things, places, or activities because they frighten you | <u>V131</u>  |
| 4.      | Feeling others are to blame for most of your troubles  | —             | 32. | Your mind going blank   | —            |
| 5.      | Trouble remembering things                             | <u>V105-5</u> | 33. | Numbness or tingling in parts of your body                                      | <u>V133</u>  |
| 6.      | Feeling easily annoyed or irritated                    | —             | 34. | The idea that you should be punished for your sins                              | —            |
| 7.      | Pains in heart or chest                                | <u>V107</u>   | 35. | Feeling hopeless about the future   | <u>V135</u>  |
| 8.      | Feeling afraid in open places                          | —             | 36. | Trouble concentrating   | —            |
| 9.      | Thoughts of ending your life                           | <u>V104</u>   | 37. | Feeling weak in parts of your body  | <u>V137</u>  |
| 10.     | Feeling that most people cannot be trusted             | —             | 38. | Feeling tense or keyed up   | —            |
| 11.     | Poor appetite  | <u>V111</u>   | 39. | Thoughts of death or dying  | —            |
| 12.     | Suddenly scared for no reason                          | —             | 40. | Having urges to beat, injure, or harm someone                                   | —            |
| 13.     | Temper outbursts that you could not control            | <u>V113</u>   | 41. | Having urges to break or smash things   | <u>V141</u>  |
| 14.     | Feeling lonely even when you are with people           | —             | 42. | Feeling very self-conscious with others   | —            |
| 15.     | Feeling blocked in getting things done                 | <u>V115</u>   | 43. | Feeling uneasy in crowds  | <u>V142</u>  |
| 16.     | Feeling lonely   | —             | 44. | Never feeling close to another person   | —            |
| 17.     | Feeling blue   | <u>V117</u>   | 45. | Spells of terror or panic   | <u>V145</u>  |
| 18.     | Feeling no interest in things                          | —             | 46. | Getting into frequent arguments   | —            |
| 19.     | Feeling fearful  | <u>V119</u>   | 47. | Feeling nervous when you are left alone   | <u>V147</u>  |
| 20.     | Your feelings being easily hurt                        | —             | 48. | Others not giving you proper credit for your achievements                       | —            |
| 21.     | Feeling that people are unfriendly or dislike you      | <u>V121</u>   | 49. | Feeling so restless you couldn't sit still                                      | <u>V149</u>  |
| 22.     | Feeling inferior to others                             | —             | 50. | Feelings of worthlessness   | —            |
| 23.     | Nausea or upset stomach                                | <u>V123</u>   | 51. | Feeling that people will take advantage of you if you let them                  | —            |
| 24.     | Feeling that you are watched or talked about by others | —             | 52. | Feelings of guilt   | —            |
| 25.     | Trouble falling asleep                                 | <u>V125</u>   | 53. | The idea that something is wrong with your mind                                 | <u>V153</u>  |
| 26.     | Having to check and doublecheck what you do            | —             |     |   | <u>CO.53</u> |
| 27.     | Difficulty making decisions                            | <u>V127</u>   |     |   |              |
| 28.     | Feeling afraid to travel on buses, subways, or trains  | —             |     |   |              |



PSU Working Paper  
**Victim Call-Back Survey**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

This working paper is one of a number of PSU working papers on developing specific performance measurement tools. In addition to these papers, there are several PSU working papers that are background papers.

Each PSU working paper will be circulated individually, and once all papers are available they will be circulated in a report of collected PSU working papers. The purpose of these working papers is to make the work of the PSU researchers conveniently available to all personnel who are working on this project in the three involved agencies.

\* NIJ Grant ID# 92-IJ-CX-K037 to the Portland Police Bureau provides funding of \$366,358 over two years. Of the total funding, the PSU contract is \$95,362 (26%), the UO contract is \$152,262 (42%), and the Bureau funding is \$118,734 (32%).



**Portland State University**

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**SECTION SEVEN:** Listed below are a number of questions designed to explore the relationship between you, the general public, and your opinions about police work. Please indicate your opinion by writing a number in the blank beside each statement, based on the following scale:

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5  
 Strongly Agree      Agree      Undecided      Disagree      Strongly Disagree

W1110

- 201.1 154 1. Most citizens are really interested in the personal and professional problems of the police.  
 \_\_\_\_\_ 2. There are few dependable ties of any sort between police and the public.  
156 3. The public hardly ever identifies with the police.  
 \_\_\_\_\_ 4. Friendship between the citizens and the police is easy to develop.  
158 5. I prefer to deal with my law enforcement activities rather than engage citizens in casual conversation.  
 \_\_\_\_\_ 6. The citizens and the police work together in solving problems.  
160 7. Spokane police are usually courteous to people.  
 \_\_\_\_\_ 8. Spokane police officers are usually fair.  
162 9. Spokane police officers show concern when you ask them questions.  
 \_\_\_\_\_ 10. Only the police can control crime in Spokane.  
164 11. The Spokane police are more strict in some neighborhoods than in others.  
 \_\_\_\_\_ 12. A good police officer is one who maintains the peace by using problem solving skills.  
166 13. A good police officer is one who maintains the peace by making arrests.  
 \_\_\_\_\_ 14. Spokane police officers should spend more time than they do informing people about available services.  
168 15. Spokane police officers should spend more time than they do trying to understand the problems of minorities.  
 \_\_\_\_\_ 16. Spokane police officers should spend more time than they do investigating serious crimes, serious criminals and suspicious persons.  
170 17. Spokane police officers should spend more time than they do issuing traffic tickets.  
 \_\_\_\_\_ 18. In some neighborhoods, physical combat skills and an aggressive bearing will be more useful to a patrol officer on the beat than a courteous manner.  
172 19. A really effective patrol officer is one who patrols for serious felony violations rather than stopping people for minor traffic violations and other misdemeanors.  
 \_\_\_\_\_ 20. When you're on patrol, you always have to show that you're the boss. If you get pushed around, you lose respect.  
 21 174 21. Without street justice, there would be no justice at all.

**SECTION EIGHT:** Listed below are four goals that many believe describe the police contribution to the creation of a safe and humane community.

Please rank them in terms of their importance to you, with 1 being most important and 4 being least important.      1-2-3-4

- 22-25 175 Increased emphasis on apprehending serious criminals  
 \_\_\_\_\_ Empowerment of officers for problem solving activity  
177 Empowerment of citizens through partnership between the police and community.  
178 Increased emphasis on ticketing or arresting disorderly persons

**SECTION NINE:** In this section we wish to determine what YOU consider to be the most important criteria for evaluating a Spokane police officer's performance.

From the list below, please pick the four (ONLY 4) criteria YOU consider most important and rank them with 1 being the MOST important and 4 being the least important.

01. 26-33 V179 Report writing ability  
\_\_\_ Ability to get along with other people  
V191 - 28     Number of misdemeanor arrests  
\_\_\_ Equal enforcement of the law  
V193 - 30     Number of felony arrests  
\_\_\_ Making good discretionary decisions on the street  
V185 - 32     Number of traffic tickets  
V186 - 33     Problem solving skills

**SECTION TEN:** The implementation of community oriented policing programs has met with a variety of obstacles. Using the following scale please write the number which most accurately portrays an obstacle that your department is currently facing.

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4 \_\_\_\_\_ 5  
No obstacle      Slight obstacle      Moderate obstacle      Serious obstacle      Uncertain

1. 34-43 V187 1. Resistance from middle-management  
\_\_\_ 2. Community concern that community oriented policing is "soft" on crime  
V189 - 36     3. Police officers concerned that community oriented policing is "soft" on crime  
\_\_\_ 4. Police union resistance  
V191 - 38     5. Problems in line-level accountability  
\_\_\_ 6. Departmental confusion over what community oriented policing is  
V193 - 40     7. Lack of support from City government  
\_\_\_ 8. Lack of focused community oriented police training.  
V195 - 42     9. Problems in balancing increased COP activities with other activities  
V195 - 43     10. Other -- please list \_\_\_\_\_

**SECTION ELEVEN:** This section is directed principally toward patrol officers. It asks about specific problems that you may encounter in the area where you work. Using the following scale, please write the number that most accurately describes the extent of these problems in your own work. NOTE: If this section does not relate to your work go on to Section Twelve.

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4  
 No problem                      A problem                      Serious problem                      Uncertain

- 1.44 - 59 V197 1. Traffic problems (congestion, speeding, drunk driving, etc.)  
 \_\_\_\_\_ 2. Groups of teenagers or others hanging out and harassing people  
V199 46 3. Vandalism—that is, kids or others breaking windows or writing things on walls  
 \_\_\_\_\_ 4. Inadequate government services  
V201 48 5. Physical decay—such as abandoned cars, run down buildings, houses in disrepair, etc.  
 \_\_\_\_\_ 6. Victimization of elderly  
V207 50 7. No community interest in crime prevention activities  
 \_\_\_\_\_ 8. Violent crime - assaults, robberies, etc.  
V205 52 9. Property crime - burglary, stealing things  
 \_\_\_\_\_ 10. Juvenile crime  
V207 54 11. Drugs  
 \_\_\_\_\_ 12. Prostitution  
V209 56 13. Police-community relations  
 \_\_\_\_\_ 14. Gangs  
V211 58 15. Noise  
V212 59 16. Other - Please list \_\_\_\_\_

**SECTION TWELVE:** This section asks about specific problems you may encounter in your work. Using the following scale, please write the number that most accurately describes the extent of these problems in your work.

1 \_\_\_\_\_ 2 \_\_\_\_\_ 3 \_\_\_\_\_ 4  
 No problem                      A problem                      Serious problem                      Uncertain

- 60-68 V213 1. Excessive work load  
 \_\_\_\_\_ 2. Inadequate equipment/technology  
V215 - 62 3. Inadequate staff  
 \_\_\_\_\_ 4. Inadequately specific policies/procedures  
V217 - 64 5. Inadequate supervision/direction  
 \_\_\_\_\_ 6. Poor working conditions (space, lighting, furniture, etc.)  
V219 - 66 7. Inadequate budget resources  
 \_\_\_\_\_ 8. "Too much red tape"  
V221 - 68 9. Other. Please specify: \_\_\_\_\_

THANK YOU - Please mail this in the envelope provided within 24 hours.

## Victim Call-Back Survey

### Victim Call-Back and Community Policing

In an introduction to the *Community Policing Transition Plan* (Portland Police Bureau, 1990), Portland's Chief of Police declared that the "Police Bureau will shift to a different mode of policing while retaining its basic mission and traditional police functions." A crime victim call-back program which asks crime victims to provide input about officer performance exemplifies how such a shift in the mode of policing can be combined with important traditional police functions.

While crime victims were always part of the core of traditional policing, their primary role was that of suppliers of information vital to the state's case against the offender. Victims' feelings about their own victimization and how the criminal justice system responded to it were deemed largely unimportant. Despite recent efforts for an expanded victim role in some parts of the criminal justice process, there has been little real change for the victim (Elias, 1993, p. 91).

Community policing provides not only the theoretical underpinnings for increased victim participation, it also mandates the development of implementation strategies. A crime victim call-back program is one of those

strategies. It embodies the values of community policing and effects an expansion of the victim's role in the criminal justice process.

"Partnership" is one of the relevant community policing concepts. Partnership "requires commitment, cooperation and communication. Its foundation is rooted in openness, trust and a sincere desire to value mutual interests and concerns" (Portland Police Bureau, 1990, p. 8). Providing citizens, in this case crime victims, with an opportunity to assess police performance clearly constitutes an implementation device which reflects these values.

"Service orientation" is another prominently featured community policing concept with relevance to victim call-backs. Portland's plan mandates that "citizens will help the police set clear standards for customer service, clarifying service expectations of the community, and continually evaluate our performance" (Portland Police Bureau, 1990, p. 16). One obvious way to meet this mandate is to measure citizens' satisfaction with officer performance. The proposed victim call-back survey represents an essential component in the accomplishment of this task. The proposed program also contributes to the implementation of the other community policing goals of empowerment, accountability and problem solving.

A call-back survey also finds support in several themes in the community policing literature. One relevant theme is the emphasis on citizen or "customer" satisfaction (Couper, 1991; Horne, 1991; Brown, 1992; McElroy,

1993; Greene and Mastrofski, 1988; Peak *et al.*, 1992; Worsnop, 1993). A second relevant theme is the emphasis on citizen participation (Trojanowicz and Bucqueroux, 1992; Skolnick and Bayley, 1988a; Skolnick and Bayley, 1988b; Worsnop, 1993).

### Portland Police Bureau's East Precinct Quality Assurance Program

East Precinct's Quality Assurance Program (QAP) was initiated and implemented in June 1991 by Commander Brooks of East Precinct (see Appendix A). The QAP has remained unique to East Precinct, where it now has been in existence for more than two years.

According to police documents, the QAP has three main purposes:

1. To assure the delivery of high quality police service to East Precinct citizens.
2. To inform all concerned (citizens and officers) of service quality.
3. To identify generalized training or inspection needs.

### QAP Program Operation and Procedures

The Precinct Community Resources Officer is formally responsible for administering the QAP. Since January 1992, however, the actual work has been performed by Portland State University Administration of Justice practicum students. Each month one hundred East Precinct crime reports are randomly selected. The selection criteria that have been used are 1) the type of crime, and 2) whether the victim had been contacted in person. Victims are

interviewed by telephone. The interviewer uses a standard introduction and solicits answers and comments to four yes/no questions which inquire about the responding officer's overall performance, personal appearance, empathy, and offering of prevention information (see Appendix A). Since December 1991 the QAP sample has been limited exclusively to burglary victims.

The QAP First Year Summary Report contains survey results from June 1991 to May 1992. In general, responses were very positive for all questions except for the question about providing crime prevention information. Burglary and theft victims gave more positive responses than victims of person crimes. Burglary victims gave positive responses of 90% and above. Person crime victims gave positive responses in the 80% range.<sup>1</sup> Automobile theft victims gave positive responses of 90% and above.<sup>2</sup> Responses to the question "Did the officer offer crime prevention information or other useful advice before leaving?" yielded consistently lower affirmative responses than the other three questions. Burglary victims answered affirmatively about 60% of the time, person crime victims about 40%, and automobile theft victims about 30%.

### The QAP as a Community Policing Performance Measure

Clearly, the QAP serves several of the community policing goals the Portland Police Bureau identified in its *Community Policing Transition Plan*.

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<sup>1</sup>Person crimes consisted of assault, sex crimes (excluding rape), trespass, and robbery. Calls for person crimes were made only in September, October, and November 1991.

<sup>2</sup>Calls to automobile theft victims were only made during December 1991.



In addition, the mere fact that a police representative contacts a crime victim has additional positive features. It acknowledges, if ever so slightly, the victim's role in the criminal justice process. The literature amply documents how crime victims have been excluded from the criminal justice process once the initial victimization has been established (Elias, 1986; Elias, 1993). Furthermore, by focusing on aspects of crime victimization, the QAP serves as a valuable link between community policing and traditional policing. In other words, it constitutes an enhancement of a traditional police service which is and should be of central concern under community policing.

#### Problems with the Current QAP

There are a number of problems and limitations of the current QAP that suggest possible ways to improve the survey. These problems include:

1. The QAP is not implemented bureau-wide. This contrasts with the Bureau's plan for an organization-wide implementation of community policing.
2. The current crime type selection restricts the program to burglary victims. Burglary victims consistently provide the most positive responses.
3. The yes/no response format is not adequate. This format often yields little variability in responses, thus precluding further statistical analysis.
4. It is not clear what, if any, impact the obtained information has had upon management. For example, was there any attempt made to train officers to provide more crime prevention information to victims, in light of the results obtained from that question?

## Developing an Improved Victim Call-Back Survey

Implementing improvements to the QAP to remove the above problems could lead to an improved victim call-back survey. We first recommend changing the name from "Quality Assurance Program" to the more clearly descriptive "Victim Call-Back Program." We also recommend implementing the following changes:

1. The Victim Call-Back Program should be implemented bureau-wide.
2. Crime victims should be randomly selected regardless of the type of victimization, except for rape and sexual abuse victims.
3. An improved questionnaire should be used. See below for further discussion, and see Appendix B for a revised questionnaire.
4. Management should periodically review the survey results for indications of possible needs for further officer training.

## Improved Victim Call-Back Questionnaire

We developed a new questionnaire, pre-tested it using personnel at East Precinct, and revised the questionnaire based on the pretest results. We feel this questionnaire (Appendix B) is an improvement over the old QAP questionnaire (Appendix A) and will provide more useful results.

The new questionnaire avoids the problem of the yes/no response format by using a four-category rating scale response format. The pretest results confirmed that this response format generates wider variations in responses.

The questions asked in the new questionnaire consist of more specific questions about officer performance. For example, instead of inquiring whether

the responding officer's performance was satisfactory or not, the new questionnaire asks the respondents to rate from excellent to poor the officer's helpfulness, knowledge, concern, respect for the victim, and the overall quality of service.<sup>3</sup> The first draft of these questions (which included several additional items) was modeled after the Customer Survey currently in use in Madison, Wisconsin (Madison Police Department, 1992); however, the pretest results showed the need to drop several of the Madison questions. The QAP question regarding crime prevention information was retained and only slightly modified.

The new questionnaire also adds several questions on a new topic, citizen involvement. Two questions are aimed at finding out whether the victim currently participates in neighborhood association or crime prevention activities. Insofar as community policing emphasizes that the solution to crime problems must involve the active partnership of citizens and police, answers to these questions should provide some insight into the degree of involvement by citizens at the time of their victimization. In other words, this question assesses how well the citizens, as well as the police, are participating as partners under community policing.

We had the first version of the new questionnaire (labelled "DRAFT" in Appendix B) pretested at East Precinct. Seven telephone interviews were

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<sup>3</sup>The victim survey described by Yarmey (1991) also asked victims to rate officer concern, as well as courtesy and efficiency.

conducted on 7/26/93 by the interviewer who currently does the QAP interviews. A PSU researcher debriefed the interviewer and, based on the pretest results, made several further modifications to the questionnaire (new version is labelled "Revised Version" in Appendix B).

The modifications made based on the pretest results included dropping several questions that used words ("problem-solving ability", "professionalism") that respondents had difficulty understanding. Also, the method for soliciting open-ended comments was changed. The first version of the new questionnaire included a question asking victims to describe the overall encounter with the officer in their own words. The pretest found, however, that most victims were quick to volunteer open-ended comments after each of the first five closed-ended questions concerning officer performance. Therefore, we revised the questionnaire to allow space for the interviewer to record any comments following each question.

The revised version of the questionnaire was not further pretested. Although we feel this questionnaire is ready for use, its use should be monitored to identify any further problems or possible improvements.

### Analysis and Presentation of Survey Results

There are a number of ways that results from the victim call-back survey could be incorporated into periodic performance monitoring reports. At the precinct level, means or response distributions could be presented to compare

the different items, especially the five ratings of officer performance. Graphical (bar graph) presentations would probably be most effective. At the bureau level, comparisons could be made between precincts and, after the survey has been in operation long enough, comparisons over time (probably using line graphs). Comparisons of performance ratings for victims of different types of crimes would also be possible.

If it is desired to be able to do analysis comparing the performance ratings of victims of different demographic characteristics (e.g. gender, age, race), additional information would have to be recorded. The survey form could be expanded to allow the interviewer to record the gender of the victim, and to record other demographic information obtained from the crime reports.<sup>4</sup> The potential value of such information would be to facilitate analysis of differences in satisfaction across sub-groups. Such analysis might identify, for example, that although overall ratings for an item were high, the ratings for certain categories of victims were low, which might direct management to examine a potential problem area.

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<sup>4</sup>Since the questionnaire was designed to be very short, we would discourage lengthening it with additional questions, especially with demographic questions since such questions tend to be sensitive.

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**Appendix A: Quality Assurance Program Description and Questionnaire**

The following pages contain these materials from the Portland Police Bureau:

- 1) description of the East Precinct Quality Assurance Program
- 2) copy of Quality Assurance questionnaire



S.O.P. \_\_\_\_\_ #43  
Effective \_\_\_\_\_ June 1, 1991  
Review \_\_\_\_\_ June 1, 1992

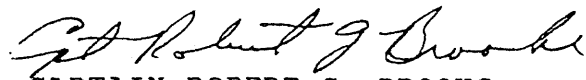
SUBJECT: Quality Assurance Program

PURPOSE: To assure the delivery of high quality police contacts to East Precinct citizens; to inform all concerned of service quality; to disclose generalized training or inspectional needs.

PROCEDURE:

1. The East Precinct Community Resource Officer will be responsible for administering the Quality Assurance Program on an on-going, monthly basis.
2. Each month the Resource Officer will determine a sample of crime victims from that month's criminal activity within East Precinct.
3. The Resource Officer will coordinate the telephone contact of those victims. The calls will be made from the Precinct and the desk personnel will be notified that Quality Assurance calling is in progress.
4. The results of a particular month will be forwarded to the Captain by the 15th day of the following month.
5. The Resource Officer will ensure that the program maintains certain features:
  - a) A consistent number of victims will be contacted each month
  - b) Quality Assurance callers will utilize the script (attachment A)
  - c) Callers will not record individual officers names, but are encouraged to record significant comments, good or bad

- d) Complaints will be referred to IID, supervisors, or other appropriate agencies. Callers will focus on the performance of East officers only
  - e) Responses will be recorded on the Questionnaire Forms only, (attachment B), for future consolidation by the Resource Officer
  - f) the samples will randomly represent all geographic areas of the Precinct.
6. The monthly results of the Quality Assurance survey will be prominently posted and reviewed with all personnel.

  
CAPTAIN ROBERT G. BROOKS  
Commander, East Precinct

Attachments:

- 1. Telephone Script
- 2. Questionnaire Form

RGB:max

S.O.P. #43  
Attachment A

SCRIPT

SUGGESTED PARAGRAPH TO BE USED IN TELEPHONE SURVEY

My name is \_\_\_\_\_ of the East Precinct of the Police Department. Our records indicate that you recently were a victim of a \_\_\_\_\_, and I am calling to ask your assistance in rating the overall performance of our officer who called on you.

The questions I would like to ask you will take only a few minutes of your time, but will be of great help to us in determining if we are doing a good job when we make our contacts.

We would also appreciate any suggestions you might offer to help us improve our performance.

My first question is:

QUESTIONNAIRE

QUALITY ASSURANCE PROGRAM  
EAST PRECINCT

NAME OF VICTIM: \_\_\_\_\_ TEL NO. BUS \_\_\_\_\_  
RES \_\_\_\_\_  
ADDRESS: \_\_\_\_\_  
CRIME: \_\_\_\_\_ CASE NO. \_\_\_\_\_  
DATE & TIME: \_\_\_\_\_ DISTRICT \_\_\_\_\_

1. WAS THE OVERALL PERFORMANCE OF THE POLICE OFFICER SATISFACTORY?

YES \_\_\_\_\_ NO \_\_\_\_\_

IF NOT, WHY NOT? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

2. WAS THE PERSONAL APPEARANCE OF THE POLICE OFFICER SATISFACTORY?

YES \_\_\_\_\_ NO \_\_\_\_\_

IF NOT, WHY NOT? \_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

3. WAS THE POLICE OFFICER SYMPATHETIC TO YOUR SITUATION?

YES \_\_\_\_\_ NO \_\_\_\_\_

\_\_\_\_\_  
\_\_\_\_\_

4. DID THE POLICE OFFICER OFFER CRIME PREVENTION INFORMATION OR OTHER USEFUL ADVICE BEFORE LEAVING?

YES \_\_\_\_\_ NO \_\_\_\_\_

## **Appendix B: Victim Call-Back Questionnaires**

The victim call-back questionnaires developed by the PSU research team appear on the following pages. The first questionnaire, marked "DRAFT", is the first version and was the version used in the pretest. The second questionnaire, marked "Revised Version", is a new version that incorporates revisions based on the pretest results.

# Portland Police Bureau Crime Victim Call-Back Survey

Victim's name:	Case No.:
Address:	District No.:
Type of crime:	Bus. telephone:
Date of crime:	Res. telephone:
Time of crime:	Date of call-back:

Can I please speak with (victim name). My name is (interviewer's name). I am calling on behalf of (East, Central, North) Precinct of the Portland Police Bureau. Our records indicate that you have recently been the victim of a (crime type).

We would like to ask you a few questions about the officer who came to your house. We will ask you to rate specific aspects of the officer's performance.

Your answers will remain strictly confidential. We are asking these questions to help us to improve the quality of our police services.

1. How would you rate the officer's helpfulness?  excellent  good  fair  poor

2. How would you rate the officer's knowledge?  excellent  good  fair  poor

[CONTINUE TO ASK THE FULL QUESTION AND REPEAT THE CATEGORIES IF IT SEEMS NECESSARY. IF NOT, ASK THE SHORTENED VERSIONS BELOW WITHOUT REPEATING THE CATEGORIES. DO WHAT SEEMS RIGHT FOR THE RESPONDENT.]

3. How about the officer's concern?  excellent  good  fair  poor

4. How about the officer's problem-solving ability?  excellent  good  fair  poor

5. How about the officer's respect for you?  excellent  good  fair  poor

6. How about the officer's professionalism?  excellent  good  fair  poor

7. How about the officer's help in offering crime prevention information?  excellent  good  fair  poor

8. In your own words, how would you describe your overall encounter with the officer?

9. Do you participate in your neighborhood association?  yes  no

10. Are you involved in any neighborhood crime prevention activities?  yes  no

-- Thank you very much for your time. --

DRAFT

# Revised Version Portland Police Bureau Crime Victim Call-Back Survey

Victim's name:	Case No.:
Address:	District No.:
Type of crime:	Bus. telephone:
Date of crime:	Res. telephone:
Time of crime:	Date of call-back:

Can I please speak with (victim name). My name is (interviewer's name). I am calling on behalf of (East, Central, North) Precinct of the Portland Police Bureau. Our records indicate that you have recently been the victim of a (crime type).

We would like to ask you a few questions about the officer who came to your house. We are asking these questions to help us to improve the quality of our police services. Your answers will remain strictly confidential.

[IF RESPONDENT OFFERS ANY COMMENTS TO QUESTIONS 1-5, WRITE THEM DOWN BELOW THE QUESTIONS.]

1. How would you rate the officer's helpfulness?  excellent  good  fair  poor

Comments:

2. How would you rate the officer's knowledge?  excellent  good  fair  poor

Comments:

[CONTINUE TO ASK THE FULL QUESTION AND REPEAT THE CATEGORIES IF IT SEEMS NECESSARY. IF NOT, ASK THE SHORTENED VERSIONS BELOW WITHOUT REPEATING THE CATEGORIES. DO WHAT SEEMS RIGHT FOR THE RESPONDENT.]

3. How about the officer's concern?  excellent  good  fair  poor

Comments:

4. How about the officer's respect for you?  excellent  good  fair  poor

Comments:

5. How about the overall quality of service?  excellent  good  fair  poor

Comments:

6. Did the officer give you any information about how to prevent crime?  yes  no

7. Do you participate in your neighborhood association?  yes  no

8. Are you involved in any neighborhood crime prevention activities?  yes  no

-- These are all the questions I have. Is there anything you would like to ask?

PSU Working Paper  
**Example of Using Performance Measures  
for Program Evaluation: Evaluation of  
Domestic Violence Unit**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

This working paper applies performance measures for purposes of program evaluation. In addition to this paper, there are a number of PSU working papers on developing specific performance measurement tools, as well as several PSU working papers that are background papers.

Each PSU working paper will be circulated individually, and once all papers are available they will be circulated in a report of collected PSU working papers. The purpose of these working papers is to make the work of the PSU researchers conveniently available to all personnel who are working on this project in the three involved agencies.

\* NIJ Grant ID# 92-IJ-CX-K037 to the Portland Police Bureau provides funding of \$366,358 over two years. Of the total funding, the PSU contract is \$95,362 (26%), the UO contract is \$152,262 (42%), and the Bureau funding is \$118,734 (32%).



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## Citizen Surveys

The literature on community policing emphasizes the use of surveys of citizens for measuring the performance of community policing.<sup>1</sup> Writers have advocated using surveys to ask questions of the general citizenry, of residents of specific neighborhoods, of crime victims, of citizens who have had recent police contact, and even of offenders. A number of police agencies have used citizen surveys for assessing community policing, and the survey questionnaires from several of these agencies appear in this working paper (see appendices). Since this is a broad topic, this working paper cannot cover everything. Rather, this working paper will summarize some of the major relevant issues concerning citizen surveys, and will offer recommendations for how the project should proceed in using citizen surveys during Phases 3-4 of the project.

For project participants desiring more information about citizen surveys, there is a wide range of available published literature. Two International City Management publications are good places to look for practical information addressed to local governments interested in conducting surveys (see Miller

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<sup>1</sup>See the companion PSU working paper, *Literature Review: What the Community Policing Literature Says About How to Measure Community Policing Performance*.

and Miller, 1991; Hatry *et al.*, 1992, Ch. 13). Fowler (1993), Webb and Hatry (1973), and Warwick and Lininger (1975) are some other general references, whereas Stipak (1982) provides a review of the writings and controversies about using client surveys to evaluate programs. The applied and the academic writings on survey research are voluminous.

Several companion working papers are specifically targeted on several types of surveys, and present specific survey questionnaires that the PSU research team has developed.<sup>2</sup> This working paper, in contrast, is a general paper discussing the overall topic. The paper briefly reviews the reasons for using citizen surveys, the disadvantages of citizen surveys, and the different types of citizen surveys. The paper then examines examples of other police agencies' use of citizen surveys, the Portland City Auditor's annual citizen survey, and then concludes with recommendations for the PPB NIJ project.

### Reasons for Using Citizen Surveys

The community policing literature emphasizes that citizen surveys are "valuable tools" for measuring the performance of community policing.<sup>3</sup> The basic idea is that since relationships with citizens are so central to the concept

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<sup>2</sup>See the three companion PSU working papers, *Victim Call-Back Survey*, *Police Employee Survey*, and *Example of Using Performance Measures for Program Evaluation: Evaluation of Domestic Violence Unit*.

<sup>3</sup>Again, for an examination of what the community policing literature says about measuring community policing performance see the companion PSU working paper, *Literature Review: What the Community Policing Literature Says About How to Measure Community Policing Performance*.

of community policing, measuring community policing performance requires going to the citizens to get their views. Since surveys offer the most commonly used method of researching the views of a group of people, this logic provides a compelling argument for using citizen surveys to measure community policing performance.

When citizen surveys are used to get the views of citizens, what purpose can they serve? Peak *et al.* (1992, p. 28) advocate using surveys to measure perceptions of officer performance as well as the effectiveness of the department's communication with the public. Other commonly advocated uses are to measure fear of crime, perceptions of crime levels, frequency of victimization, participation in crime prevention efforts, people's feelings about the liveability of their neighborhoods, and attitudes toward the police department and police services. Probably the most commonly advocated attitude to measure is people's feeling of satisfaction with their police services.

The writings in the community policing literature that advocate using citizen surveys identify a wide range of purported benefits. For example, Marenin (1989, p. 80) says that surveys:

- "can alert the police to problem areas and discontents simmering beneath their attention"
- "can help clarify the structure of choices faced by the police"
- "are a democratizing influence on the police and the public"
- "justify police discretion and autonomy"

Clearly, the proponents of greater use of citizen surveys are not always modest in their claims about the benefits of using surveys.

Aside from the specific advantages cited in these publications, the most compelling rationale for using surveys in community policing performance measurement stems from the simple logic mentioned earlier. Community policing emphasizes the importance of citizen involvement. Citizen surveys are the most practical method of getting widespread citizen involvement in measuring community policing performance. Therefore--use them.

#### Disadvantages of Citizen Surveys

The disadvantages of citizen surveys are less frequently mentioned in the literature than are the advantages. One disadvantage is the cost; surveys can be very expensive. Their cost limits the frequency of their use and the number of people surveyed (sample size). Small sample size creates a large amount of sampling error. Even if the total sample size is large, sub-samples for small geographic areas will still be small, resulting in prohibitively large sampling error. Also, surveys work best for obtaining answers to simple questions in which possible answers are suggested (closed-ended questions), and do not work as well for obtaining more complex information using open-ended questions.

Good surveys require the services of people knowledgeable about survey research methods, including questionnaire design, sampling, interviewing, and

data analysis. Poor work in any of these aspects of doing a survey can produce worthless results. For example, a poor sample design or a low response rate can result in an unrepresentative sample that cannot represent the population of citizens.

Another potential disadvantage that writers seldom comment on is the potential for generating meaningless results. For example, a national citizen survey once found that most Americans said they were in favor of the "Metallic Metals Act", a fictitious act. Similarly, one of the PSU researchers has questioned whether citizen satisfaction surveys may sometimes generate similarly meaningless results (Stipak, 1979).

Because of these potential disadvantages and problems with surveys, we need to think carefully about the types of surveys we want to use and the information we want to obtain.

### Types of Citizen Surveys

#### Target Population

One important distinction in the types of surveys we could use for community policing performance measurement is the population, or group, of citizens that we are targeting for the survey. The obvious target populations are all adult residents of the jurisdiction, adult residents of a specific neighborhood or other geographic area, crime victims, or other users of police services such as people who have made requests for service.

When surveying target populations that are service users, such as crime victims, questions can be asked concerning the specific services provided. Thus, surveys of users or crime victims have the most potential to provide information useful for changing specific police procedures, for personnel evaluation, or for assessing training needs.

For surveys of the general citizenry the target population consists of recent users of police services, as well as citizens who have no recent experience with police services. For such surveys we advise caution in interpreting the results from questions asking about citizens' satisfaction with police services or asking citizens to rate police services. Such surveys probably serve more appropriately for asking other types of questions, such as questions about victimization, fear of crime, participation in crime prevention efforts, and others.

#### Mail, Telephone, or In-Person

The three main ways for conducting citizen surveys are mail questionnaires, telephone interviews, and in-person interviews. In-person interviews are too expensive for large-scale citizen surveys conducted by police agencies. Mail surveys are the cheapest, but tend to have the lowest response rate. Several follow-up mailings are usually required to obtain a good response rate. Telephone surveys contracted to professional survey firms offer a good

in-between alternative. With costs of roughly \$15-\$20 per interview, a contracted survey of 600 interviews could be done for about \$12,000.

#### Other Police Agencies' Use of Citizen Surveys

The Reno, Nevada, Police Department provides an example of a police agency that extensively uses telephone surveys of citizens for measuring community policing performance. The department currently conducts two major community attitude surveys of 700-800 respondents a year. Because these surveys have been done since 1987, the department can examine changes in departmental performance over time as measured in the survey results. Thus, this provides a good example of performance monitoring, not just performance measurement.

Appendix D shows the questions asked in Reno's citizen survey. Questions 1-16 are a set of rating questions (with follow-up questions) that ask the citizen to make general ratings of the department. The major remaining questions concern feelings of safety, several miscellaneous questions, and background information on the respondent.

Appendix B contains a citizen survey mail questionnaire used by the Spokane Police Department. This is a fairly long and complicated questionnaire that covers a lot of topics, including service quality, neighborhood problems, perceptions of police officer behavior, criteria for evaluating officer performance, citizens' crime prevention behaviors, community policing policies,

contacts with department personnel, crime victimization, respondent background information, and other topics. The questionnaire uses a variety of response formats. A mail survey this long and complicated could never get a reasonable response rate without a vigorous procedure for fielding the survey. For the Spokane survey, the procedure involved 1) a first mailing, 1st class, 2) a second mailing (follow-up to non-respondents), bulk class, 3) phone calls to non-respondents asking them to respond, and 4) a third mailing (follow-up to non-respondents), bulk class. The use of these elaborate follow-up procedures brought the response rate up to over fifty percent.<sup>4</sup>

Appendix C contains a citizen survey mail questionnaire used by the Washington State Patrol. This is also a fairly long and complicated questionnaire that covers a lot of topics, but not as long or complicated as the Spokane survey. The topics covered include perceptions and attitudes towards the agency, perceptions and attitudes towards several specific units within the agency, and background information on the respondent. For this survey the fielding of the survey involved four mailings, combined with some phone calls to non-respondents in geographic areas in which the response rate was lagging. Using these follow-up procedures brought the response rate up to about sixty percent.

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<sup>4</sup>Information on fielding the Spokane and Washington State Patrol surveys was obtained by personal communication with Nicholas Lovrich, Director, Division of Governmental Studies and Services, Washington State University.



## Portland City Auditor's Annual SEA Survey

A special opportunity exists for the Portland Police Bureau to incorporate into its performance measurement efforts the results from an existing periodic citizen survey. The Portland City Auditor's Office conducts an annual citizen survey as part of its annual Service Efforts and Accomplishments (SEA) study and report, which is now in its third year (see Portland City Auditor, 1991, 1993). The SEA work in Portland is at the forefront of the type of service efforts and accomplishments reporting promoted by the Governmental Accounting Standards Board (see Hatry *et al.*, 1990).

The annual SEA survey done as part of the Auditor's SEA study is a mail survey to randomly selected Portland addresses. This is a general survey that covers a variety of city services, and it contains a number of questions on police services. For the 1992 survey 9,100 questionnaires were mailed out, and the response rate was about 45%. The Auditor's office did some follow-up analysis to assess the degree of representativeness of the respondents, and found no serious problems of non-representativeness (see Portland Auditor, 1993, p. A-2).

Appendix A contains the survey questionnaire for the SEA survey. The first and third pages of the questionnaire contain the questions relevant to police services. The questions include six questions about feelings of safety, one question (with a follow-up) about crime victimization, one about knowledge of the respondent's neighborhood police officer, another concerning the respondent's willingness to help the police, and one overall rating of police

services. Thus, for the small number of questions concerning police services, the SEA survey does a good job of touching on a number of topics relevant to assessment of community policing performance.

### Recommendations for PPB NIJ Project

Given the expense of citizen surveys, we recommend that the NIJ project first make sure that it takes full advantage of available opportunities. These opportunities include using the SEA survey and an expanded victim call-back survey. If project resources allow additional citizen survey work beyond that, then additional work could be done.

### Use of SEA Survey

The SEA survey presents a neglected opportunity to improve performance monitoring at little cost. The SEA survey is a good quality mail survey with a moderate response rate and a very large sample size. The large sample size allows breakdowns for geographic areas within the city. This is the third year for the survey, so a three year time series for the data will shortly become available. This already existing three year time series provides a head-start for using performance monitoring for tracking trends. The Auditor's Office is anxious for the data to be used further, has provided the data for the first two surveys to the PSU researchers, and would cooperate with the NIJ project and the Police Bureau in maximizing the value of future SEA surveys for monitoring community policing performance. We therefore recommend that the

NIJ project incorporate the SEA data into the community policing performance measurement process.

The utility of the SEA survey data can be enhanced in several ways. First, data presentations should emphasize the presentation of trends by using line graphs to present time series results for the police items. Such graphs could be included in the annual Police Bureau report. Second, in addition to examining the data for trends over time, other analyses not done in the City Auditor's report could be done to yield further information for community policing performance measurement. In particular, we recommend analyzing the results to show the differences in responses for people having different background characteristics--age, income, sex, ethnicity, and education. This will provide information about the relative fear of crime, willingness to help the police, and evaluation of quality of police services among different sectors of the citizen population. The relative levels among the different sub-groups can then be monitored over time. We intend that in Phase 4 of the project the PSU researchers will carry out these type of analyses to show the type of results that could be presented.

Another possible way that the utility of the SEA survey could be enhanced would be for Police Bureau personnel or personnel on the NIJ project to explore with the Auditor's Office the possibility of adding any desired questions. Although the general nature of the SEA survey precludes devoting

too much of it to one service area, it might be possible to make some desired modifications.

### Victim Call-Back Survey

Recent crime victims are an important group of citizens to survey, since they have had recent contact with the police and can be thought of as police "customers". Since a program for surveying crime victims exists in the Bureau already, this provides a natural opportunity to build upon. The companion PSU working paper, *Victim Call-Back Survey*, examines this opportunity and suggests improvements for the current program.

### Possible Further Citizen Survey Work

We feel that making better use of the SEA survey and developing an improved victim call-back survey could satisfy the Police Bureau's needs for incorporating citizen survey information into a system for monitoring the performance of community policing. Further uses of surveys could, of course, be found in the NIJ project if resources allow. We recommend that any large-scale telephone surveys be contracted out for fielding to professional survey research firms.

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**Appendix A: Portland City Auditor's Annual Service Efforts and Accomplishments (SEA) Citizen Survey**

A copy of the 1992 citizen survey questionnaire used by the Portland City Auditor appears on the following pages.

The Auditor's 1991 survey had exactly the same questions about police services, except for one question which was dropped in the 1992 survey.

The questions concerning police services appear on the first and the third pages.

1992

# PORTLAND Citizen Survey

**INSTRUCTIONS:** The adult (age 18 or over) in your household who had the *most recent birthday* should fill out this survey. For each question, circle the one number that best fits your opinion.

-15-

<b>1</b>	How safe would you feel walking alone <i>during the day</i> :	VERY SAFE	SAFE	NEITHER SAFE NOR UNSAFE	UNSAFE	VERY UNSAFE	DON'T KNOW
	• in your neighborhood?	1	2	3	4	5	6
	• in the park closest to you?	1	2	3	4	5	6
	• downtown?	1	2	3	4	5	6
	How safe would you feel walking alone <i>at night</i> :						
	• in your neighborhood?	1	2	3	4	5	6
	• in the park closest to you?	1	2	3	4	5	6
	• downtown?	1	2	3	4	5	6
<b>2</b>	Did anyone break into, or burglarize, your home during the last twelve months?	YES	NO				
		1	2				
	<i>If YES:</i>						
	• Was it reported it to the police?	1	2				
<b>3</b>	Do you know, or have you heard of, your neighborhood police officer?	YES	NO				
		1	2				
<b>4</b>	How willing are you to help the police improve the quality of life in your neighborhood (for example, go to meetings or make phone calls)?	VERY WILLING	WILLING	NEITHER WILLING NOR UNWILLING	UNWILLING	VERY UNWILLING	DON'T KNOW
		1	2	3	4	5	6
<b>5</b>	Did you use the services of the Portland Fire Bureau in the last twelve months?	YES	NO				
		1	2				
	<i>If YES:</i>						
	• What type of service was it? (the last time, if more than once)	FIRE	MEDICAL	OTHER			
		1	2	3			
	• How do you rate the quality of the service you got? (the last time, if more than once)	VERY GOOD	GOOD	NEITHER GOOD NOR BAD	BAD	VERY BAD	DON'T KNOW
		1	2	3	4	5	6
<b>6</b>	How well do you think the City's sewer and storm drainage systems protect streams and rivers?	VERY WELL	WELL	NEITHER WELL NOR POORLY	POORLY	VERY POORLY	DON'T KNOW
		1	2	3	4	5	6

<b>7</b>	Do you receive garbage and recycling service at your home (includes single family homes, 2-, 3- or 4-plexes, not apartments)?	YES	NO				
		1	2				
	<i>If YES, how do you rate:</i>	VERY GOOD	GOOD	NEITHER GOOD NOR BAD	BAD	VERY BAD	DON'T KNOW
	• the cost?	1	2	3	4	5	6
	• the quality of garbage service?	1	2	3	4	5	6
	• the quality of recycling service?	1	2	3	4	5	6

<b>8</b>	In general, how do you rate the quality of the parks near your home in the following categories?	VERY GOOD	GOOD	NEITHER GOOD NOR BAD	BAD	VERY BAD	DON'T KNOW
	• clean grounds	1	2	3	4	5	6
	• well-maintained grounds	1	2	3	4	5	6
	• beauty of landscaping & plantings	1	2	3	4	5	6
	• clean facilities	1	2	3	4	5	6
	• well-maintained facilities	1	2	3	4	5	6

<b>9</b>	In general, how satisfied are you with the City's recreation programs (such as community centers and schools, classes, pools, sports leagues, art centers, etc.)?	VERY SATISFIED	SATISFIED	NEITHER SATISFIED NOR DISSATISFIED	DISSATISFIED	VERY DISSATISFIED	DON'T KNOW
	• easy to get to	1	2	3	4	5	6
	• affordable	1	2	3	4	5	6
	• open at good times	1	2	3	4	5	6
	• good variety	1	2	3	4	5	6
	• adequate number of classes, teams, etc.	1	2	3	4	5	6

<b>10</b>	In the past twelve months, how many times did you:	NEVER	ONCE OR TWICE	3 TO 5 TIMES	6 TO 10 TIMES	MORE THAN 10 TIMES	DON'T KNOW
	• visit any City park?	1	2	3	4	5	6
	• visit a City park near your home?	1	2	3	4	5	6
	• take part in a City recreation activity?	1	2	3	4	5	6

<b>11</b>	In general, how do you rate the streets in your neighborhood in the following categories?	VERY GOOD	GOOD	NEITHER GOOD NOR BAD	BAD	VERY BAD	DON'T KNOW
	• smoothness	1	2	3	4	5	6
	• cleanliness	1	2	3	4	5	6

(CONTINUE ON BACK)



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OVERALL, how do you rate the quality of each of the following Portland City services?

- Police
- Fire
- Parks
- Recreation centers/activities
- Street maintenance
- Street lighting
- Traffic management
- Recycling
- Sewers
- Storm drainage
- Water

	VERY GOOD	GOOD	NEITHER GOOD NOR BAD	BAD	VERY BAD	DON'T KNOW
• Police	1	2	3	4	5	6
• Fire	1	2	3	4	5	6
• Parks	1	2	3	4	5	6
• Recreation centers/activities	1	2	3	4	5	6
• Street maintenance	1	2	3	4	5	6
• Street lighting	1	2	3	4	5	6
• Traffic management	1	2	3	4	5	6
• Recycling	1	2	3	4	5	6
• Sewers	1	2	3	4	5	6
• Storm drainage	1	2	3	4	5	6
• Water	1	2	3	4	5	6

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What part of the City do you live in?

	NW	N	NE	SE	SW	NOT IN CITY
	1	2	3	4	5	6

The following questions are included only to help us know how well this survey represents all the citizens of Portland.

What is your sex?

Male	Female
1	2

What is your age?

Under 20	20-29	30-44	45-59	60-74	Over 74
1	2	3	4	5	6

Which of these comes closest to describing your ethnic background?

1 Caucasian/White	3 Asian or Pacific Islander	5 Hispanic
2 African-American/Black	4 Native American/Indian	6 Other

How much education have you completed?

1 Elementary	3 High school graduate	5 College graduate
2 Some high school	4 Some college	

COMMENTS . . .

END OF SURVEY - Thank you!

Re-fold here first



**Appendix B: Spokane Police Department Citizen Survey**

A copy of a citizen survey used by the Spokane Police Department appears on the following pages.

COMMENTS: We would appreciate any observations or suggestions you would like to record.  
Your comments will receive our careful attention.



SPOKANE POLICE DEPARTMENT CRIME AND  
CRIMINAL JUSTICE SURVEY

1992

You are being asked to take part in a community-wide survey sponsored by the Spokane Police Department. Your participation is important.

The survey was requested by Spokane P.D. as another step in its commitment to community oriented policing. It has three goals:

First, to give our clients--the taxpayers--an opportunity to identify problems in their own neighborhoods as well as city-wide problems that might involve police services.

Second, to suggest how much information citizens have about the various services police provide. Some people think only of a patrol officer in a car when they think of police, and yet there are many other elements to an involved law enforcement agency that can benefit citizens.

Third, this survey will provide a yardstick against which to measure new programs and enhanced services that result from the information gained here. That is, another sample of our community will be surveyed a year from now in order to provide feedback concerning our efforts to serve Spokane..

This is a request for completely voluntary participation, and your responses will remain totally anonymous--neither your name nor any other identifying information will be asked or recorded. Please note that Washington State University is conducting this survey for the Spokane P.D. You are assured that the university will maintain the anonymity of results, providing the Spokane P.D. only with general findings from the survey such as average responses and percentages. You have been provided a pre-addressed, postage-paid envelope for your convenience.

Thank you in advance for your participation in this important community effort.

If you would like to  
receive a copy of results,  
please check this box.

*Terry Mangan*  
Chief of Police

ID# \_\_\_\_\_

THANK YOU FOR YOUR COOPERATION IN THIS IMPORTANT UNDERTAKING

NOTE: The ID number on this questionnaire is used only to coordinate mailings. When you return your survey, your number is checked off our mailing list and you will not be bothered by follow-up contacts.

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**SECTION ONE:** This section asks your opinion of the services provided by Spokane police officers. The questions ask about the **QUALITY** and **LEVEL** of service provided.

1. How frequently do you come into contact with the services provided by the Spokane Police Department?

SELDOM 1 - 2 - 3 - 4 - 5 - 6 - 7 QUITE OFTEN

2. Taking into account both your own contacts and the number of times you have seen police officers, how **VISIBLE** is the Spokane Police Department in your community?

VERY VISIBLE 1 - 2 - 3 - 4 - 5 - 6 - 7 NOT VISIBLE AT ALL

The following questions relate to the level and quality of service provided by the Spokane Police Department.

Please pay close attention to the following definitions:

**LEVEL of service:** the amount or frequency of provision of services. For example, how frequently do police officers patrol one's neighborhood or offer service?

**QUALITY of service:** how good are the services that are provided? For example, how courteous, professional and effective are police officers in their contacts with the public?

3. Please indicate your opinion of the **LEVEL** of service provided by the Spokane Police Department. Please check one.

- Not an adequate level of service
- About the right level of service
- Too high a level of service
- Do not know enough to judge

4. Please indicate your opinion about the **QUALITY** of service provided by the Spokane Police Department. Please check one.

POOR  FAIR  GOOD  EXCELLENT  DON'T KNOW

5. In comparison to other Spokane city programs and services, how would you characterize the services provided by the Spokane Police Department?

POOR  FAIR  GOOD  EXCELLENT  DON'T KNOW

6. Some people are rather cynical about **GOVERNMENT OFFICIALS** generally, and others tend to accord a high degree of respect to persons in responsible positions in government. Which one of the following statements best reflects your view of government officials in Spokane?

- A LARGE NUMBER of "incompetents" work in Spokane's government service.
- A SIGNIFICANT NUMBER of "incompetents" work in Spokane's government service.
- There are A FEW "incompetents" in Spokane's government service.
- Only on RARE OCCASIONS are "incompetents" given government authority in Spokane.

7. The Spokane P.D. seeks to have a positive impact on the quality of life in its community. To what degree do you think the Spokane P.D. has had a positive impact in the areas listed below: (Circle the number reflecting your view)

	Negative Impact	No Impact	Positive Impact
CIVIC PRIDE	1	2	3 4 5
SOCIAL JUSTICE	1	2	3 4 5
SENSE OF COMMUNITY	1	2	3 4 5

**SECTION TWO:** Questions in this section ask about specific problems that may exist in your neighborhood. Using the following scale, please write the number which most accurately describes the extent of these problems.

(1) NO PROBLEM (2) A PROBLEM (3) SERIOUS PROBLEM (4) UNCERTAIN

- People's homes being broken into and things stolen
- People being robbed or having their purses/wallets taken
- People being beaten up
- Drunk drivers
- Groups of teenagers or others hanging out and harassing people
- People using illegal drugs
- Child abuse/neglect
- Vandalism-- that is, kids or others breaking windows, writing things on walls, or damaging property
- Inadequate police services
- Inadequate city government services
- Physical decay-- such as abandoned cars, run down buildings, houses in disrepair, etc.
- Victimization of the elderly
- Lack of community interest in crime prevention activities
- Police-community relations
- Noise-- such as barking dogs, loud parties and juvenile drinking
- Other (please specify) \_\_\_\_\_

Now, please rate how much of an **EFFORT** Spokane Police officers make in responding to, remedying or fixing the **MOST SERIOUS** problem you identified from the list above. Please check one.

EXCELLENT  VERY GOOD  GOOD  FAIR  POOR  NOT SURE

**SECTION THREE:** The following questions refer to your perceptions of illegal drug and alcohol use in your community. Questions also will be asked regarding Drug Abuse Resistance Education (DARE) programs.

1. To what extent do you feel there is an illegal drug problem in your neighborhood? (Circle one)

NO PROBLEM 1 - 2 - 3 - 4 - 5 - 6 - 7 A SERIOUS PROBLEM

2. To the best of your knowledge, what type of illegal drugs, if any, are a problem in your neighborhood? (Check as many as apply)

- Marijuana                       Heroin  
 Cocaine/Crack                   No Problem  
 Amphetamines                   Other (please specify)  
 Barbiturates                      \_\_\_\_\_

3. Listed below are several potential causes of drug abuse. Please mark the THREE ITEMS which you believe are most responsible for causing drug abuse.

- Unemployment                   Poor Drug Abuse Education  
 Lack of Youth Activities        Inadequate Policing  
 Poor Educational System        Other (please specify)

4. Which would be the most effective way to curb the drug problem in your neighborhood? (Check one)

- More severe penalties for convicted drug offenders  
 More treatment and/or rehabilitation for convicted drug offenders  
 More drug abuse education in schools  
 Increased police patrols in neighborhoods where drugs are a problem  
 Other

5. To what extent is alcohol abuse a problem in your neighborhood? (Circle one)

NOT A PROBLEM 1 - 2 - 3 - 4 - 5 - 6 - 7 A SERIOUS PROBLEM

6. Does the elementary school in your neighborhood have a DARE program?

YES     NO     DON'T KNOW

7. Have you or your child(ren) ever been involved with a DARE program?

YES     NO

8. To the best of your knowledge, who is responsible for administering the DARE program in your neighborhood?

- State Police                       County Sheriff                   Other (please specify) \_\_\_\_\_  
 Local Police                       Local School                       Don't Know

9. How EFFECTIVE do you feel the DARE program in Spokane is in educating children about the dangers of drug abuse? (Circle one)

NOT EFFECTIVE 1 - 2 - 3 - 4 - 5 - 6 - 7 VERY EFFECTIVE

8. DON'T KNOW

**SECTION FOUR:** Listed below are 20 items designed to explore the relationship between the general public and the Spokane Police Department. Please indicate YOUR opinion by writing a number in the blank beside each statement, based on the following scale:

(1)STRONGLY AGREE (2)AGREE (3)UNDECIDED (4) DISAGREE (5)STRONGLY DISAGREE

- \_\_\_\_\_ Most citizens are really interested in the problems faced by Spokane police officers.  
 \_\_\_\_\_ There are few dependable personal ties between police officers and the public.  
 \_\_\_\_\_ Friendship between the citizens and the police officers is easy to develop.  
 \_\_\_\_\_ Police officers seem content staying in their patrol cars rather than interacting with the citizens.  
 \_\_\_\_\_ The citizens and Spokane police officers work together in solving problems.  
 \_\_\_\_\_ Spokane police officers are usually fair.  
 \_\_\_\_\_ Spokane police officers are usually courteous.  
 \_\_\_\_\_ Spokane police officers are usually honest.  
 \_\_\_\_\_ Spokane police officers are usually intimidating.  
 \_\_\_\_\_ In general, Spokane police officers treat all citizens equally.  
 \_\_\_\_\_ Spokane police officers show concern when asked questions.  
 \_\_\_\_\_ Only the police department can control crime in Spokane.  
 \_\_\_\_\_ Spokane police officers are more strict in some neighborhoods than in others.  
 \_\_\_\_\_ A good police officer is one who maintains the peace by using creativity to solve problems relating to public safety.  
 \_\_\_\_\_ A good police officer is one who maintains the peace by making frequent arrests.  
 \_\_\_\_\_ Spokane police officers should spend more time than they do informing people about available services.  
 \_\_\_\_\_ Spokane police officers should spend more time talking to people about their problems.  
 \_\_\_\_\_ Spokane police officers should spend more time than they do investigating serious crimes, serious criminals and suspicious persons.  
 \_\_\_\_\_ Spokane police officers should spend more time working with individuals and groups to solve problems.  
 \_\_\_\_\_ I believe police must pay attention to and enforce relatively minor law violations if there is to be general compliance with laws in our community.

**SECTION FIVE:** In this section we wish to determine what YOU consider to be the most important criteria for evaluating a Spokane police officer's performance. Using the scale below, please indicate your opinion about the importance of each criterion by placing a number in the space beside each item.

UNIMPORTANT 1 - 2 - 3 - 4 - 5 - 6 - 7 - 8 - 9 - 10 VERY IMPORTANT

- |   |  |
|---|--|
| <input type="checkbox"/> ability to get along with other people   | <input type="checkbox"/> felony arrests a priority concern                                   |
| <input type="checkbox"/> appearance   | <input type="checkbox"/> use of minimum force necessary to accomplish task                   |
| <input type="checkbox"/> being active in community affairs  | <input type="checkbox"/> human relations skills  |
| <input type="checkbox"/> complaints (have no complaints in one's files)   | <input type="checkbox"/> initiative (works well without direct supervision)                  |
| <input type="checkbox"/> courteous to citizens  | <input type="checkbox"/> judgment (taking appropriate action)                                |
| <input type="checkbox"/> court presentation   | <input type="checkbox"/> knowledge of procedures and laws                                    |
| <input type="checkbox"/> demeanor (professional attitude)   | <input type="checkbox"/> misdemeanor arrests   |
| <input type="checkbox"/> dependability (predictable job behavior, including attendance, promptness and calm reaction to stress and criticism) | <input type="checkbox"/> personal problems do not influence an officer's on-duty performance |
| <input type="checkbox"/> discretion (making good decisions on the street)   | <input type="checkbox"/> report writing  |
| <input type="checkbox"/> equal enforcement of the law   | <input type="checkbox"/> traffic violation enforcement                                       |
|   | <input type="checkbox"/> problem solving skills  |

**SECTION SIX:** These questions deal with your opinions about crime prevention activities. Using the scale below, please indicate your feelings about the following statements by placing the appropriate number in the blank provided.

(1) YES (2) NO (3) UNDECIDED

- I lock the doors to my home when I leave, even if I know I will be gone only for a brief period of time.
- I talk to my neighbors about crime prevention in our neighborhood.
- I have done several things to improve the security of my place of residence.
- I think the Block Watch Program is a good idea for citizens to adopt in their neighborhoods, so that police get help in fighting crime.
- My neighborhood has a Block Watch Program in operation at this time.
- Crime prevention is really the responsibility of the Spokane P. D., and their work should not be interfered with by local residents.

**SECTION SEVEN:** In this section, you will be asked questions about local programs and policies and your support for them.

The Spokane Police Department is guided by the philosophy of Community Oriented Policing. Some of the programs that have evolved from Community Policing are D.A.R.I. the Citizens' Academy, the Police Advisory Committee (made up of citizens), the new Community Resource Officer program being tested in the West Central and East Central neighborhoods, and the three "COP Stations" in high-crime neighborhoods.

Please indicate whether you AGREE or DISAGREE with the following statements concerning these programs?

- I think police should concentrate more on catching criminals than on working with the public. AGREE \_\_\_ DISAGREE \_\_\_
- I think Community Oriented Policing is good if it can be shown that it leads to reduced crime. AGREE \_\_\_ DISAGREE \_\_\_
- I think police should put more officers on the streets even if that means reducing other services such as traffic control, crime analysis, volunteer services and other, non-patrol services. AGREE \_\_\_ DISAGREE \_\_\_
- I think Community Oriented Policing is just another name for coddling people on welfare and criminals. AGREE \_\_\_ DISAGREE \_\_\_
- I think Community Policing sounds like the direction all police will have to take if we are to reduce drugs, gangs, and crime. AGREE \_\_\_ DISAGREE \_\_\_
- I think the City Council should hire more police officers even if other essential city services have to be cut. AGREE \_\_\_ DISAGREE \_\_\_
- I think citizens must take more responsibility through programs such as Block Watch for the safety of their neighborhoods. More police officers alone can never solve the problem of crime. AGREE \_\_\_ DISAGREE \_\_\_

**SECTION EIGHT:** In this section you will be asked questions about your contacts with Spokane Police officers, your previous victimizations (if any) and your perceptions of safety in your neighborhood.

- In the past 6 months how many personal contacts have you had with the Police Department? (Check one)  
 NONE  ONE  TWO  THREE OR MORE
- The reason for the MOST RECENT contact in the past six months was: (Check one)  
 Traffic violation  Information/request for service  Had no contact  
 Reported crime  Other \_\_\_\_\_
- The quality of this MOST RECENT contact was: (Check one)  
 POOR  FAIR  GOOD  EXCELLENT  HAD NO CONTACT

4. In the past 6 months, have you been a victim of any of the following crimes? (Check all that apply)

- No, I have not been a victim in the last 6 months.  
(IF NO PLEASE SKIP TO QUESTION 10 ON THE NEXT PAGE.)
- Assault (an unlawful attack by one person upon another for the purpose of inflicting bodily injury)
- Robbery (the taking or attempting to take anything of value from the care, custody, or control of a person by force or threat of force and/or by putting the victim in fear)
- Burglary (the unlawful entry of a structure to commit a felony or a theft)
- Larceny-theft (the unlawful taking, carrying, leading, or riding away of property from the possession of another)
- Racial/Sexual "Hate Crime" (victim of harassment based on race or sexual orientation)
- Automobile theft (the theft or attempted theft of a motor vehicle)
- Vandalism (willful or malicious destruction, injury, disfigurement, or defacement of any public or private property without the consent of the owner)
- Other (please specify) \_\_\_\_\_

5. Were you physically injured in your most recent victimization? (Check one)

NO  YES

6. With regard to your most recent victimization, did you lose property and/or money?

NO  YES

7. Did you report your most recent criminal victimization to the Spokane Police Department?

YES (If YES, please skip question 9)  NO (If NO, please skip question 8)

8. Please evaluate your view of the Spokane Police Department's response to your most recent victimization.

VERY SATISFIED 1 - 2 - 3 - 4 - 5 - 6 - 7 DISSATISFIED

9. What is the reason why you or someone from your home did not report your last criminal victimization to the Spokane Police Department? (Check one)

- It's useless to notify the Police Department; they won't do anything
- It's useless to notify the Police Department; they can't do anything
- Fear of retaliation
- Fear of police investigation
- Because the crime wasn't very important
- Because of the potential loss of time and work
- Fear or shame of potential police questioning
- I was too busy

10. In general, after reporting a violent crime to the Spokane Police Department, what is the likelihood that the crime will be solved?

NOT LIKELY 1 - 2 - 3 - 4 - 5 - 6 - 7 VERY LIKELY

11. In general, after reporting a property crime to the Spokane Police Department, what is the likelihood that the crime will be solved?

NOT LIKELY 1 - 2 - 3 - 4 - 5 - 6 - 7 VERY LIKELY

12. How safe do you feel being outside and alone in your neighborhood at night?

VERY SAFE 1 - 2 - 3 - 4 - 5 - 6 - 7 VERY UNSAFE

**SECTION NINE: In this section, we are interested in your views on matters of general social and political concern.**

There is a lot of talk these days about what your country's goals should be for the next ten or fifteen years. Listed below are some of the goals that different people say should be given top priority. Please mark the one you yourself consider the most important in the long run. What would be your second choice? Please mark that second choice as well.

	1st CHOICE (mark one)	2nd CHOICE (mark one)
-Maintaining order in the nation	_____	_____
-Giving people more say in important governmental decisions	_____	_____
-Fighting rising prices	_____	_____
-Protecting freedom of speech	_____	_____

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

1. Please indicate the year of your birth 19\_\_.

2. Ethnic background (Check one)

- Asian American  Native American/Indian
- Black/Afro-American  Latino
- Caucasian/White  Other (Please Specify) \_\_\_\_\_
- Mexican American/Hispanic

3. Gender (Check one)

MALE  FEMALE

123-

4. Please check the highest level of schooling you have completed:

- Not a High School Graduate     Bachelor Degree
- High School Graduate     Some Graduate Coursework  
(degree not completed)
- Some College  
(degree not completed)     Graduate degree
- Associate Degree     Other (please specify) \_\_\_\_\_

5. What is your present occupation? (If retired, please put an "X" in this blank and mark your former occupation.)

- | SELF-EMPLOYED  | EMPLOYED   | OTHER                                      |
|--|--|--|
| <input type="checkbox"/> Farmer, fisher, etc.                            | <input type="checkbox"/> Manual worker (blue collar, etc.)         | <input type="checkbox"/> Homemaker         |
| <input type="checkbox"/> Professional (lawyer, accountant, doctor, etc.) | <input type="checkbox"/> White collar (office worker, staff, etc.) | <input type="checkbox"/> Student           |
| <input type="checkbox"/> Business owner                                  | <input type="checkbox"/> Executive (management, director, etc.)    | <input type="checkbox"/> Unemployed        |
|  |  | <input type="checkbox"/> Other: List _____ |

6. What is the total number of persons in your household? \_\_\_\_\_

7. Please record the number of school-age children currently living in your household. \_\_\_\_\_

8. Please indicate your approximate family income before taxes in 1991.

- |  |  |
|--|--|
| <input type="checkbox"/> less than \$4,000 | <input type="checkbox"/> \$20,000-\$24,999 |
| <input type="checkbox"/> \$4,000-\$6,999   | <input type="checkbox"/> \$25,000-\$29,999 |
| <input type="checkbox"/> \$7,000-\$9,999   | <input type="checkbox"/> \$30,000-\$49,999 |
| <input type="checkbox"/> \$10,000-\$14,999 | <input type="checkbox"/> \$50,000 and over |
| <input type="checkbox"/> \$15,000-\$19,999 |  |

9. Are you a homeowner or a renter?

- HOMEOWNER     RENTER

10. Type of residence (Check one)

- |   |                                      |
|---|--------------------------------------|
| <input type="checkbox"/> Apartment          | <input type="checkbox"/> Mobile Home |
| <input type="checkbox"/> Single Family Home | <input type="checkbox"/> Condominium |
| <input type="checkbox"/> Duplex             | <input type="checkbox"/> Other       |

11. How long have you lived in Spokane? \_\_\_\_\_ YEARS

12. Where would you place yourself on the following scale regarding political outlook (Check the appropriate space)

- VERY LIBERAL \_\_\_    LIBERAL \_\_\_    MIDDLE OF THE ROAD \_\_\_    CONSERVATIVE \_\_\_    VERY CONSERVATIVE \_\_\_

13. Compared to the average citizen, how well informed would you say you are on crime and criminal justice issues?

- LESS INFORMED \_\_\_    EQUALLY WELL INFORMED \_\_\_    BETTER INFORMED \_\_\_

14. In general, police services in Spokane have been:

- |  |   |   |   |                     |   |   |   |     |   |
|--|---|---|---|---------------------|---|---|---|-----|---|
| GETTING WORSE<br>THE PAST COUPLE<br>OF YEARS | 1 | 2 | 3 | 4                   | 5 | 6 | 7 | --- | GETTING BETTER<br>THE PAST COUPLE<br>OF YEARS |
|  |   |   |   |                     |   |   |   |     |   |
|  |   |   |   | STAYING<br>THE SAME |   |   |   |     |   |

15. In general, crime in Spokane has been:

- |  |   |   |   |                     |   |   |   |     |   |
|--|---|---|---|---------------------|---|---|---|-----|---|
| GETTING WORSE<br>THE PAST COUPLE<br>OF YEARS | 1 | 2 | 3 | 4                   | 5 | 6 | 7 | --- | GETTING BETTER<br>THE PAST COUPLE<br>OF YEARS |
|  |   |   |   |                     |   |   |   |     |   |
|  |   |   |   | STAYING<br>THE SAME |   |   |   |     |   |



**Appendix C: Washington State Patrol Citizen Survey**

A copy of a citizen survey used by the Washington State Patrol appears on the following pages.



WASHINGTON STATE PATROL SURVEY

1992



56. There is a lot of talk these days about what your country's goals should be for the next ten or fifteen years. Listed below are some of the goals different people say should be given top priority. Please mark the one you consider the most important in the long run. What would be your second choice?

	1st Choice	2nd Choice
Maintain order in the nation	_____	_____
Giving people more say in important government decisions	_____	_____
Fighting rising prices	_____	_____
Protecting freedom of speech	_____	_____

57. What is your ethnic background?

White ( ) Black ( ) Hispanic ( ) Native American ( ) Asian ( ) Pacific Islander ( )  
Other (Please specify) \_\_\_\_\_

58. Thinking of your total family income before taxes last year, was it:

Less than \$8,000 ( )	30,000 to 39,999 ( )
8,000 to 9,999 ( )	40,000 to 49,999 ( )
10,000 to 19,999 ( )	50,000 to 59,999 ( )
20,000 to 29,999 ( )	\$60,000+ ( )

59. If you were a member of a citizens advisory group that could decide Washington State Patrol policy, what changes would you suggest? [Enclose additional sheets if needed.]

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

60. Is there anything you would like to add about the topics covered in this survey?

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

61. OTHER COMMENTS:

\_\_\_\_\_  
\_\_\_\_\_  
\_\_\_\_\_

Thank you very much for your cooperation.

.....  
The Division of Governmental Studies and Services of Washington State University is conducting this survey in cooperation with the Washington State Patrol. In the interest of improving services to the public, the Washington State Patrol has secured the services of Washington State University for the administration of this independent survey of public opinion.

We are contacting citizens throughout Washington in order to find out their attitudes and opinions about law enforcement, particularly as they pertain to the Washington State Patrol. The results of this study will be used by the State Patrol to identify specific ways to better serve the citizens of Washington.

In the following pages you will be asked to give your opinions about the level and quality of services provided by the Washington State Patrol. In addition, you will be asked some questions about how familiar you are with the work done by the State Patrol, about law enforcement in general, and about some background characteristics which are needed for assuring the representativeness of this survey.

We are asking for 15 to 20 minutes of your time to complete the survey and return it to us in the postage pre-paid envelope provided. Your participation is VOLUNTARY, and your answers are entirely CONFIDENTIAL: only the researchers at Washington State University will see your answers and comments. The Washington State Patrol will receive only a summary of results for all survey respondents. The identification number at the bottom of this front page is used only to remove your name from the mailing list to avoid continued receipt of survey materials.

If you have any questions about the survey you may direct them to the Division of Governmental Studies and Services at Washington State University (509-335-3329). If you would like to have a summary of survey findings, please check this box.

We would like to thank you in advance for your assistance in this effort to determine what the citizens of Washington think about the work done by the Washington State Patrol.

Sincerely,

\_\_\_\_\_  
George B. Tellevik  
Chief  
Washington State Patrol

Nicholas P. Lovrich  
Director  
Division of Governmental Studies and Services  
Washington State University

THANK YOU FOR YOUR COOPERATION IN THIS IMPORTANT STUDY OF THE WSP

.....  
Division of Governmental Studies and Services  
Department of Political Science and Criminal Justice Program  
Washington State University

I.D. # \_\_\_\_\_

.....  
**Mission**

*The Washington State Patrol shall serve the public by providing assistance, coordination, and delivery of law enforcement and support services for the safety and protection of people and property.*

**Values**

*The Washington State Patrol has been entrusted with duties and responsibilities to assist, preserve, protect, and defend people and their property and to maintain social order. This public trust mandates that all members exemplify the highest standard of conduct while on and off duty. Departmental members shall adhere to and uphold all laws and serve the public in an ethical, courteous, impartial, and professional manner while respecting the rights and dignity of all persons.*

**Given these definitions of what the Washington State Patrol is supposed to be doing and how it is supposed to be acting, we would like to know how well --in your opinion-- the agency is doing in living up to its duties.**

.....

**General Impressions of the Washington State Patrol (WSP)**

*Please indicate the extent to which you agree or disagree with the following statements by placing a checkmark next to one of the following terms: Strongly Agree, Agree, Neither Agree nor Disagree (Undecided), Disagree, or Strongly Disagree. If you "don't know" or have "no opinion" on any of these questions please do not check any response and move on to the next item.*

1. If I was experiencing car trouble, a passing WSP Trooper would certainly stop to assist me.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
2. The Washington State Patrol practices strict enforcement of traffic laws.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
3. I would be proud to have a relative who was a Washington State Patrol Trooper.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
4. In general, Washington State Patrol Troopers seem to be well educated.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
5. Overall, the Washington State Patrol does a good job of performing its mission.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
6. Some citizens believe the Washington State Patrol issues traffic citations mainly to provide a safe motoring environment on state highways. How do you feel about that belief?  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
7. Some citizens believe the frequent issuing of citations helps prevent accidents. How do you feel about that belief?  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
8. Washington State Patrol Troopers seem to be well trained.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree

9. In general, Washington State Patrol Troopers treat citizens courteously.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
10. I think the Washington State Patrol typically treats citizens the same regardless of their ethnic background.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
11. I am quite satisfied with those services provided by the Washington State Patrol with which I am familiar.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
12. The news media (newspapers and television) generally portray the WSP fairly.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
13. In my personal contacts, Washington State Patrol Troopers have always been helpful.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
14. The Washington State Patrol generally responds to emergencies in a timely manner.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
15. With regard to the enforcement of drinking and driving laws, the Washington State Patrol is doing a good job of keeping drunk drivers off state highways.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
16. All vehicles licensed in Washington should be inspected for safety every year.  
 Strongly Agree    Agree    Undecided    Disagree    Strongly Disagree
17. Have you been stopped or assisted by a Washington State Patrol Trooper in the past two years?  
Yes ( ) If yes, please answer question 18.  
No ( ) If no, please skip down to question 19.
18. When last contacted by the Washington State Patrol, did you receive a traffic citation (ticket)?  
( ) Yes   ( ) No
19. Getting a traffic citation (ticket) is never a pleasant experience. If you ever received a traffic ticket from a WSP Trooper, did you feel you were treated fairly?  
( ) Yes   ( ) No   ( ) Have never received a ticket
20. Have you ever been stopped by a Washington State Patrol Trooper and received a warning (verbal/written) instead of a traffic citation (ticket)?  
( ) Yes   ( ) No   ( ) Never been stopped
21. If you ever received either a ticket or a warning, did the Trooper explain to you clearly why you were being cited (given a ticket/warning)?  
( ) Yes   ( ) No   ( ) Never been stopped
22. Have you ever visited a Washington State Patrol office?  
6 Yes ( ) If yes, answer question 23.  
No ( ) If no, skip to question 24.

23. If you answered yes to question 22, how satisfied were you with the service you received?  
 Very Satisfied    Somewhat Satisfied    Somewhat Dissatisfied    Very Dissatisfied
24. Have you ever called a State Patrol office for assistance?  
 Yes  If yes, answer next question.  
 No  If no, skip to question 26.
25. If you answered yes to question 24, how satisfied were you with the service you received?  
 Very Satisfied    Somewhat Satisfied    Somewhat Dissatisfied    Very Dissatisfied
26. How would you describe the amount of visibility/coverage the Washington State Patrol generally maintains on state highways/freeways?  
 Too little    About the right amount    Too much
27. If you were having car trouble on a state highway in the countryside and required assistance, what would you consider an adequate response time?  
 15 Minutes    30 Minutes    45 Minutes    1 Hour
28. If you were involved in an accident or an emergency on a state highway in the countryside, what would you consider an adequate response time?  
 15 Minutes    30 Minutes    45 Minutes    1 Hour
29. If you saw someone having car trouble on a state highway in the countryside around noon on a summer day, what would you be most likely to do?  
 Proceed without stopping, assuming the WSP will be along soon    Proceed to a phone to call the WSP    Stop and render assistance
30. Do you feel it is worthwhile for the Washington State Patrol to monitor Citizen Band (CB) Channel #9 for emergencies?  
 Yes    No
31. How often do you think Washington State Patrol employees are sincerely trying to do the best job they can?  
 Not often enough    Most of the time    Nearly always    Always
32. Did you know the Washington State Patrol is one of only ten American state police agencies to be an internationally accredited law enforcement agency?  
 Yes    No
33. How would you describe the work of the Washington State Patrol in detecting the movement of drugs on the state highways/freeways?  
 It is not aggressive enough    It is doing as much as it should  
 It is too aggressive in this area    Don't know enough to judge

.....

**Field Operations Bureau**

The primary responsibilities of the Field Operations Bureau (FOB) are traffic enforcement, collision investigation, and assisting motorists on Washington state highways.

In addition to its responsibilities to traffic troopers, FOB maintains a variety of specialized operations and capabilities to ensure the Washington State Patrol effectively performs its primary mission of providing a safe motoring environment on the highways of Washington State. The Aviation Division, Commercial Vehicle Division, Safety Education, Breath Test Section, and the Safety and Technical Section all provide special services about which the next several questions seek your reactions.

.....

34. Were you aware the Aviation Division is a major tool utilized in the enforcement of traffic laws (i.e., locating speeders and reckless or negligent drivers)?  
 Yes    No
35. Do you feel aviation patrols are an effective tool for the WSP?  
 Yes    No    Undecided
36. The State Patrol maintains a high level of traffic enforcement on commercial motor vehicles (trucks and buses) on highways?  
 Agree    Disagree    Don't know enough to judge
37. The State Patrol does a good job of pursuing commercial motor vehicles which are in violation of size, weight, and load restrictions?  
 Agree    Disagree    Don't know enough to judge
38. State Troopers do a good job in presenting safety education classes in our public schools?  
 Yes    No    Don't know enough to judge
39. We are interested about what you feel are the most serious problems in traffic law enforcement. Please RANK ORDER the following problems facing traffic law enforcement in order of seriousness (with 1 being most serious and six being least serious):
- \_\_\_ Speed violators
  - \_\_\_ Drunk drivers
  - \_\_\_ Reckless/unsafe car drivers
  - \_\_\_ Reckless/unsafe truck drivers
  - \_\_\_ Unsafe vehicles (defective equipment)
  - \_\_\_ Other (please specify) \_\_\_\_\_

.....  
**Investigative Services Bureau**

*The Investigative Services Bureau supports the Washington State Patrol and the criminal justice community through the Crime Laboratory Division, Traffic Investigation Division, Investigative Assistance Division, and the Criminal Records Division. The Crime Laboratory Division operates seven crime laboratories which apply the principles of natural, biological, and physical sciences to analyze crime evidence collected by the criminal justice community. The Traffic Investigation Division is charged with completing follow-up investigations of felony traffic collisions, auto thefts, and vehicle license fraud cases. The Investigative Assistance Division is comprised of the Narcotics Section and the Investigative Assistance Section. These sections provide narcotics, organized crime, and criminal investigative support and training to law enforcement agencies throughout Washington State. The Criminal Records Division is comprised of the Criminal Telecommunications, Criminal Information, and the Identification and Criminal History sections. The division operates the statewide law enforcement data link to the federal government providing criminal law enforcement data on stolen property and wanted persons. It also serves as the state's central repository for criminal history records compiled on the basis of fingerprints.*

.....

40. Were you aware the State Patrol's Narcotics Section works closely with local and federally-funded task forces in targeting major drug traffickers and organizations?  
 Yes  No
41. Were you aware the State Patrol has seven crime laboratories and that they analyze evidence from city, county, State Patrol, and other state and federal agencies?  
 Yes  No
42. Did you know the Washington State Patrol has the Automated Fingerprint Identification System (AFIS) which is a large mainframe computer that quickly and automatically searches fingerprints, eliminating labor-intensive manual methods?  
 Yes  No
43. The Missing Children Clearinghouse was established in 1985 to coordinate the exchange of information between law enforcement, citizens, schools, the Department of Social and Health Services, and other interested groups regarding the location and return of missing children. Were you aware the State Patrol has been providing this service?  
 Yes  No

.....  
**Support Services Bureau**

*The Support Services Bureau is responsible for the agency's administrative and technical functions.*

.....

44. Did you know all reportable motor vehicle traffic collisions occurring in Washington are reported to the State Patrol's Records section where they are processed, coded, and entered into a computer file maintained by the agency?  
 Yes  No

45. Were you aware the State Patrol is responsible for the installation and maintenance of a statewide emergency communications system?  
 Yes  No
46. The driving program at the Washington State Patrol Academy is widely considered one of the best of its kind. Were you aware the State Patrol Academy provides driving instruction to police officers from city/county/state agencies as well as officers from other states?  
 Yes  No
47. Were you aware the State Patrol operates an active recruiting program which includes job fairs and college presentations?  
 Yes  No
- .....

*Just a few more questions to make sure the people we surveyed are representative of all Washingtonians.*

.....

48. About how long have you lived in Washington?  
\_\_\_\_\_ (in years)
49. In what year were you born?  
19\_\_\_\_
50. Gender:  Male  Female
51. Do you own an automobile?  
 Yes  No
52. How many miles do you drive in a normal week? \_\_\_\_\_
53. During the past 2 years, how many traffic citations (tickets) have you received? \_\_\_\_\_
54. How would you describe your housing arrangements:  
 Rent an apartment  Own a condominium  Public housing  
 Rent a house  Own a house  Other (please describe) \_\_\_\_\_  
 Rent a condominium  Own a mobile home \_\_\_\_\_
55. What is the highest level of education you have completed?  
 Completed grade school  Some college or trade school  
 Some high school  College graduate  
 High school graduate  Advanced degree

## **Appendix D: Reno Police Department Citizen Survey**

A copy of a citizen survey used by the Reno Police Department appears on the following pages.

This copy is not an exact copy of the actual survey questionnaire, but rather is a presentation of the frequencies obtained for the possible responses for each of the questionnaire items. However, this copy does show the wording of the questionnaire items, which is what we care about for purposes of this working paper. Simply ignore the frequencies when looking at the survey.

## FREQUENCIES

1. How would you rate the Reno Police Department's performance overall?

Very Poor	8
Poor	19
Fair	99
Good	348
Very Good	165

2. What is it that caused you to give this evaluation of the Police Department?

Personal experience	92
Good officer performance issues	87
Good response time	60
Media issues	56
Chief Kirkland	35
Poor response time	24
Positive officer attitude	16
Neighborhood patrols and visibility	14
Not enough police	13
Friends opinion	12
Poor officer performance issues	12
Poor officer attitude	10

3. How would you rate the Police Department in dealing with those who break the law?

Very poor	7
Poor	13
Fair	108
Good	339
Very Good	116

4. What is it about how the Police Department deals with those who break the law that caused you to give that rating?

Media coverage	126
Good officer performance issues	84
Personal experience	41
Issues relating to other agencies	20
Friends opinion	18
Brutality	14
Need to get tougher	14
Poor officer performance issues	13
Good officer attitude	9
Good response time	8

5. How would you rate the Reno Police Department's image within the community?

Very poor	5
Poor	29
Fair	129
Good	347
Very Good	134

6. What is it about the Department's image that has caused you to give that response?

Media coverage	100
Friends opinion	61
Positive management	51
Personal experience	46
Good officer performance issues	44
Citizen's attitude towards police	42
Community involvement	24
Poor officer attitude	13
Good officer attitude	12
Neighborhood patrols	11
Improving	11
Poor officer performance issues	11

7. Within the past two years, have you come into direct personal contact with an officer of the Reno Police Department?

Yes	358
No	322

8. How did your last contact occur?

Given assistance	49
Given a citation	61
Complainant	41
Social	66
Other	49
Involved in an accident	20
Reported incident	28
Interviewed	26
Arrested	11

9. How would you evaluate the quality of that last contact?

Positive	277
Neutral	34
Negative	39



10. Is there something specific about that contact that influenced your opinion?

Yes	261
No	66

11. If yes, please explain?

Good officer performance	32
Poor officer performance	132
Good officer attitude	119
Good response time	14
Poor officer attitude	28
Should not have been cited	11

12. Within the past two years, have you come into direct personal contact with a member of the Reno Police Department, who is not an officer?

Yes	130
No	544

13. With whom was your last contact?

Animal control	25
Front desk	27
Other	24
Dispatch	22
Work cards	9
Social	14
Parking attendant	3

14. How would you evaluate the quality of that last contact?

Positive	94
Neutral	16
Negative	15

15. Is there something specific about that contact that influenced your opinion?

Yes	76
No	33

16. If yes, please explain?

Good job performance	11
Poor job performance	7
Good employee attitude	29

17. Do you feel that Reno is a safe place to live?

Yes	524
No	129

18. How safe do you feel Reno is compared to other cities of comparable size?

Safer	222
The same	278
Less safe	107

19. In the past year has Reno become a more safe or a less safe place to live?

More safe	53
Stayed the same	175
Less safe	408

20. Why is that?

Gangs	127
Increased population growth	87
Crime is increasing	60
No change	42
Increasing murder and violent crimes	40
Media coverage	38
Transients	16
Personal experience	11
Reno is unsafe	9

21. In your opinion, what is the number one problem in Reno?

Theft	167
Gangs	160
Drugs	131
Murder and violent crimes	58
Family violence	23
DUI/traffic	21
Homeless	12

22. How effective has the Reno Police Department been in dealing with gang issues in the Reno area?

Very Poor	14
Poor	44
Fair	137
Good	260
Very Good	114

23. Do you feel that Reno has a gang problem?

Yes	548
No	87

24. Do you feel that the Reno Police Department is community oriented?

Yes	563
No	45

25. Why that response?

Departmental programs	221
Chief Kirkland	54
Media	48
Good officer attitude and performance	31
Patrolling and Visibility	22
Not enough police citizen interaction	22
Personal experience	21
Department's open communication	15
Improving	15
Substations	14

26. The amount of information available to you, about the Reno Police Department, is?

More than needed	45
Satisfactory	392
Not enough	169

27. Why that response?

Adaquate coverage	123
Not enough information given	80
Department's open media policy	39
Department's own communications	32
Media sensationalizes events	21

28. How long have you lived in Reno?

Less than one year	44
One to five years	169
Six to ten years	98
Eleven to fifteen years	86
More than fifteen years	261

29. What area of Reno do you reside in?

Northeast	65
Northwest	197
North Sub.	26
Southeast	108
Southwest	215
Central	50

30. Do you live in a house, apartment, mobile home, or condo?

House	391
Apartment	160
Mobile Home	42
Condo	62

31. Do you rent or own?

Rent	270
Own	382

32. Are you currently employed?

Employed	417
Unemployed	43
Retired	137
Homemaker	33
Student	25

33. Which of the following categories best describe your total family income during the past year?

Under \$20,000	144
\$20,000 - \$29,999	140
\$30,000 - \$39,999	88
\$40,000 - \$49,999	68
\$50,000 - \$59,999	54
\$60,000 - \$69,999	27
\$70,000 & Higher	66
Refused	94

34. What is the highest level of formal education you have received?

Less than high school	32
High school graduate	165
Some college	225
College graduate	145
Post graduate college	81

35. Which one of the following ranges best describes your age?

18 - 25	87
26 - 35	134
36 - 45	130
46 - 55	112
56 - 65	79
66 - 75	76
76 & older	29

36. What was the respondents' gender?

Male	331
Female	350

37. What is your race?

White	578
Black	15
Hispanic	23
Asian	17
American Indian	7
Other	7

38. Are you a registered voter?

Yes	542
No	105

39. What is a major intersection near your home?

Northeast	58
Northwest	167
North Sub.	32
Southeast	147
Southwest	188
Central	58

PSU Working Paper  
**Measuring the Physical Condition of  
Buildings and Other Visual Environmental  
Characteristics of Community Condition**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

This working paper is one of a number of PSU working papers on developing specific performance measurement tools. In addition to these papers, there are several PSU working papers that are background papers.

Each PSU working paper will be circulated individually, and once all papers are available they will be circulated in a report of collected PSU working papers. The purpose of these working papers is to make the work of the PSU researchers conveniently available to all personnel who are working on this project in the three involved agencies.

\* NIJ Grant ID# 92-IJ-CX-K037 to the Portland Police Bureau provides funding of \$366,358 over two years. Of the total funding, the PSU contract is \$95,362 (26%), the UO contract is \$152,262 (42%), and the Bureau funding is \$118,734 (32%).



**Portland State University**

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## **Measuring the Physical Condition of Buildings and Other Visual Environmental Characteristics of Community Condition**

The main purpose of this short working paper is to bring to the attention of all researchers on the NIJ project some areas for possible further development of community policing performance measures. This paper differs from most of the other PSU working papers in that it does not present any new measurement tools. Rather, it highlights and makes suggestions about some areas that the PSU researchers feel the total NIJ project should consider carefully for possible further work in developing and testing measures in the next phase of the project.

The type of measures that this paper is concerned with are any type of measures of the physical and visual condition of the community. Such measures would typically come from ratings by trained interviewers using standardized forms for recording the ratings (see Hatry *et al.*, 1992, Ch. 12). This paper will discuss 1) why measuring physical/visual conditions is important to policing, 2) why it is related to community policing, and 3) what procedures could be used for making such measurements.

### Importance of Condition of Physical Environment of Community to Policing

Oscar Newman's book *Defensible Space* (1972) represents one of the early attempts to delineate the connection between characteristics of the physical environment and crime. More recently, Wilson and Kelling (1989) popularized some of the same ideas in an article entitled "Broken Windows." What these authors have suggested is that crime is linked to various aspects of the physical environment in which people live. The environment can be conducive to crime if public places lack visibility or lighting (Newman, 1972) or if disrepair and disorder create the impression that "no one cares" (Wilson and Kelling, 1989).

### Relevance of Condition of Physical Environment to Community Policing

Given that physical conditions in the community affect crime, how is this related to community policing? The answer is that physical conditions, such as the "broken windows", are conditions that community members, once organized and working in cooperation with the police, can change. Fixing run-down physical conditions is an obvious target for community policing activities. In fact, as part of its community policing efforts the Portland Police Bureau has been involved in projects that are exactly of this type, since that has been one aspect of the Bureau's "community policing demonstration projects".



## Portland's Community Policing Demonstration Projects

The *Community Policing Transition Plan* (Portland Police Bureau, 1990, p. 1) lists among its first year implementation goals the designation of three or more "Community Policing demonstration projects". The need to conduct community policing demonstration projects was recognized early in the planning process as a way to test various community policing activities. The idea was that such projects would allow the police to develop, implement and evaluate a variety of community policing techniques, and simultaneously "provide a window for the Bureau and the community to get a glimpse of how Community Policing works (Bureau, 1990, p. 22)".

The process of selecting projects for this purpose fits with two pivotal community policing concepts: partnership and empowerment. "Key community agencies, organizations, and individuals were asked to submit problems for resolution and potential demonstration projects (Bureau, 1990, p. 22)." The community, in other words, became a full partner in the identification of problems to be considered for resolution.

The community responded by submitting to the police nearly fifty projects for consideration as community policing demonstration projects. Three of these were chosen for implementation. Each of the three police precincts administered one demonstration project. North Precinct implemented the Iris Court Demonstration Project, Central Precinct choose the Washington Park

Project, and East Precinct administered the Central Eastside Community Policing Demonstration Project.

### Central Eastside Community Policing Demonstration Project<sup>1</sup>

This project brought together a variety of citizen groups, governmental agencies and the police to address chronic crime problems in one specific geographic location in Portland. The creation of task forces which involve citizens in guiding police activities constitutes one of the core characteristics of community policing (Peak *et al.*, 1992; Alpert and Dunham, 1986; Skolnick and Bayley, 1988; Trajanowicz and Bucqueroux, 1990). As stated in an internal Bureau document:

A portion of the Central Eastside Industrial area is currently the target of a task force comprised of the East Precinct of the Police Bureau, the Central Eastside Industrial Council, SE Uplift, and a wide variety of city, county and state agencies. The purpose of this task force will be to use the philosophy of Community Policing in dealing with chronic crime problems that affect not only the inner eastside, but the City as a whole.

The main purpose of the project was the reduction of crime. However, because of the area's unique geographic and demographic characteristics, the majority of police activities in this area involve order maintenance tasks rather than traditional crime fighting activities. Along its riverfront, the district encompasses numerous industrial properties, bridges, freeway ramps and vacant lots which have long been used for illegal transient camps. The

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<sup>1</sup>See Appendix A for materials from this project.

remaining parts of the district consist of businesses and transitional housing. Most illegal activities involve transient camping under bridges and in rail yards, loitering, public drunkenness, and at times prostitution and drug activities in and near transitional housing. Hence, unsightliness of the physical environment and attendant disorder, more so than serious crime, characterize the concern of property and business owners in this area.

The demonstration project task force recognized that elements of these criminogenic conditions existed in their community. Together with the support of the Police Bureau they embarked on a year-long community rejuvenation project which was punctuated by a widely publicized "Clean Up" effort in the Spring of 1993 (see Appendix A).

#### Building Survey Done During Last Two Years

As part of the Eastside Demonstration Project, the Bureau's Planning and Support Division devised a survey form (Appendix B) which was designed to collect information on environmental factors that promote crime. This form is really two instruments in one: 1) an observer recording form for recording visual observations of the building, and 2) a questionnaire for interviewing the building owner. The part of the form that is relevant to this working paper is the first part, the observer recording form.

The observer recording form records information on a variety of visible conditions of the property. These conditions include:

- Broken windows and other damage to windows
- Condition of paint, siding, roof
- Condition of stairways
- Condition of sidewalks
- Presence of trash/debris
- Open dumpsters
- Evidence of rodents
- Abandoned vehicles
- Adequacy of lighting
- Condition of fences

In short, the form covers a range of environmental conditions that under the "broken window" theory are viewed as criminogenic.

The Police Bureau contacted Portland State University's Administration of Justice Department in the beginning of 1992 with a request to have students conduct the survey. About forty PSU students carried out the survey and did interviews under the direction of Joe Midgett of the Bureau's Planning and Support Division. A year later, the Bureau again requested PSU students' help for repeating the survey. Todd Stangel, an Administration of Justice senior coordinated the effort under the direction of Joe Midgett. Mr. Stangel and another PSU practicum student are currently working on a report based on the data that were gathered.

#### Possible Improvements to Current Building Survey

An expanded, improved, environmental condition survey could be developed for the NIJ project and incorporated into Phase 3. The first suggestion we have for developing improved methods for measuring environmental conditions is to create a separate observer rating form. If any

interviews are to be done of owners or tenants, a separate questionnaire should be created for that purpose. The fielding of an observer survey should probably be administered separately from any interview surveys. There is no reason that observers using rating forms could not do an environmental survey without any companion interview survey. Trained observers focusing only on doing environmental observations using a rating form could survey a large area fairly quickly and inexpensively.

Although the currently used survey form covers a range of important (according to the "broken window" theory) environmental conditions, an improved form could be developed. We recommend that observers rate conditions on four or five point rating scales, with categories defined as clearly as possible following the examples of Hatry *et al.* (1992, App. 10). We recommend considering the use of the method that Hatry *et al.* (1992, p. 9-11) have developed for using a photographically-based rating scale to rate the degree of cleanliness of a neighborhood. Perhaps a photographically-based scale could also be developed for rating the presence of graffiti. Hatry *et al.* (1992, Ch. 12) provide suggestions for how to improve the training of observers. Using these ideas, a further improved survey form and survey procedures could be developed.

To incorporate such a survey into a system for monitoring the performance of community policing would require sampling procedures and reporting procedures. A plan for periodic sampling could make it possible to

monitor a much larger area, even the entire city, than would otherwise be economically feasible. Of course, it could be decided to limit the survey to specific targeted areas. Results should be reported using graphical displays that show changes over time and make comparisons between areas.

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**Appendix A: Eastside Community Policing Demonstration Project Materials**

The materials from the demonstration project appear on the following pages.



CITY OF  
**PORTLAND, OREGON**

BUREAU OF POLICE

J.E. BUD CLARK, MAYOR  
Richard D. Walker, Chief of Police  
1111 S.W. 2nd Avenue  
Portland, OR 97204

**CENTRAL EASTSIDE COMMUNITY POLICING DEMONSTRATION PROJECT**

A portion of the Central Eastside Industrial area is currently the target of a task force comprised of the East Precinct of the Police Bureau, the Central Eastside Industrial Council, SE Uplift, and a wide variety of city, county and state agencies. The purpose of this task force will be to use the philosophy of Community Policing in dealing with chronic crime problems that affect not only the inner eastside, but the City as a whole.

The boundaries of the demonstration project are NE Glisan to the north, SE Clay to the south, the river on the west, and 12th Avenue on the east.

**COMMUNITY POLICING**

A working definition of Community Policing is that it is the recognition of the shared responsibility between the police and the public to address those crime issues that require broad-based and long-term solutions. The Police Bureau cannot hope to solve all the problems that plague society, and it's imperative that they enlist the aid of strong business communities and neighborhoods.

**PROBLEMS TO BE ADDRESSED**

The Demonstration Project has identified broad categories of problems that need to be dealt with and has formed subcommittees to review resources and plans of action. The following is a listing of the subcommittees, the problems they are working on, and the chairpeople to contact.

**Buildings/Properties/Vacancies Subcommittee**

- \*Deteriorating Buildings
  - \*Vacant/Abandoned Buildings
  - \*Billboard and Bench Areas, Unkept/Trashed
  - \*Graffiti
- Joanne Ferrero, chairperson, 232-3151

**Environmental Changes Subcommittee**

- \*Misuse of dumpsters, trailers, and building materials by transients.
  - \*Physical/visual pollution (noise, vandalism, crime on streets)
  - \*Illegal camps
- Dan Coyne, Chairperson, 235-8655

**Police Officer Liaisons**

- \*East Precinct District Officers, 823-2143

Requests for resources and information will be made through surveys, notices in the CEIC newsletter, and public meetings.

**POLICE CONTACT CENTERS**

In each precinct the community has come together to donate space, materials, and labor to create police contact offices. These offices are out in the community in the area of the demonstration projects. Their purpose is to establish closer ties between the Police and the community, which will help both parties in working together. In East Precinct the contact office is located at 33 SE Grand Avenue.

Urban crime, fueled by such problems as drugs, gangs, and poverty, is tough and has developed over a long period of time. The solutions will not be simple and may not be accomplished quickly, but they can be done if people are willing to put in the time.

If your business or neighborhood is interested in donating time or resources to this project, contact one of the chairpeople listed above.





# CENTRAL EASTSIDE COMMUNITY POLICING DEMONSTRATION PROJECT

33 SE GRAND  
PORTLAND, OR. 97214  
(503) 243-7351

## I M P O R T A N T M E E T I N G

THE DEMONSTRATION PROJECT FOCUSES ON IMPROVING ALL AREAS OF THE CENTRAL EASTSIDE FOR THE BENEFIT OF BUSINESSES, RESIDENTS, AND VISITORS

WHEN: Thursday, June 17, 4:30 pm

WHERE: SE Ash Street between MLK Blvd. and Grand Avenue at the Salvation Army Adult Rehabilitation Center. Go downstairs and turn right. You may park in their lot.

WHY? LT. DENNIS MERRILL (East Precinct) and ROGER SINNOTT (Southeast Uplift Crime Prevention Coordinator) will present the Partnership Agreement draft, a resource guide for persons who "Adopt a Block"

SGT. LANNY BENNETT (Night Shift, East Precinct) Specifics of court order for Travel Inn. What is happening in the district after business hours?

LAW ENFORCEMENT ACTIVITY DURING DAY -- Police Report

"WHERE DO WE GO FROM HERE?" Open discussion of district people's preferences concerning what happens when the Community Policing Demonstration Project ends this fall. Should we become a separate group? remain a part of the Central Eastside Industrial Council? disband?

COME JOIN YOUR BUSINESS NEIGHBORS, RESIDENTS, POLICE, SOCIAL SERVICE REPRESENTATIVES, AND GOVERNMENT OFFICIALS AS THEY WORK TOGETHER TO MAKE THE CENTRAL EASTSIDE A CLEAN AND SAFE COMMUNITY FOR YOUR CUSTOMERS AND EMPLOYEES.

# CLEAN UP

## CENTRAL EASTSIDE

YOUR COMMUNITY POLICING DEMONSTRATION  
PROJECT/CENTRAL EASTSIDE INDUSTRIAL  
COUNCIL IN ACTION

SATURDAY, APRIL 24

10 AM TO 3 PM

MEET AT CORDIAL HALL -- 315 SE 3RD STREET

SPONSORED BY: U S BANCORP

CHAIRD BY: ROB FIGLEY, U.S. BANCORP MORTGAGE CO.  
731 1236

### REFRESHMENTS

COFFEE, PUNCH, COOKIES - BREWED HOT COFFEE  
COLA DRINKS - PLAID PANTRY  
BARBEQUED LUNCHEON - CORDIAL HALL

SUPPORTED BY SOUTHEAST UPLIFT NEIGHBORHOOD COALITION



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**Appendix B: Eastside Community Policing Demonstration Project  
Survey Form**

The survey form appears on the following pages.



# CENTRAL EASTSIDE COMMUNITY POLICING DEMONSTRATION PROJECT

33 SE GRAND  
PORTLAND, OR. 97214  
(503) 243-7351

Printing donated by **CENTRAL PRINTING & GRAPHICS** 238-7315

SURVEY FORM

Block Number \_\_\_\_\_

## CHECKLIST FOR EXTERIOR OF BUILDINGS AND BUILDING SITE

Name of Business \_\_\_\_\_

Address \_\_\_\_\_

Realtor Information (for vacant buildings, vacant lots, billboards)

Realtor name \_\_\_\_\_ Realtor phone \_\_\_\_\_

- 1. Property vacant, but no realtor posted
- 2. Building vacant, no realtor posted, and doors and windows boarded
- 3. Building vacant and open

### TYPE OF STRUCTURE

- 4. Commercial (Sales or services)
- 5. Industrial (Manufacture)
- 6. Residential (Single House)
- 7. Multi-tenant (Hotel)
- 8. Vacant Building
- 9. Parking Lot
- 10. Vacant Lot
- 11. Billboard
- 12. Garage
- 13. Under Bridge
- 14. Under Highway
- 15. Railroad
- 16. Address not visible from street

### DOORS WINDOWS

- 17. Broken window in door
- 18. Boarded up door
- 19. Broken hardware
- 20. Broken framework
- 21. Broken glass
- 22. Broken framework
- 23. Window wells filled with debris

### DETERIORATED SURFACES (circle one)

- |                                 |   |   |   |
|---------------------------------|---|---|---|
| 24. Deteriorated paint          | 1 | 2 | 3 |
| 25. Deteriorated siding         | 1 | 2 | 3 |
| 26. Deteriorated brick veneer   | 1 | 2 | 3 |
| 27. Deteriorated concrete block | 1 | 2 | 3 |
| 28. Deteriorated Roof           | 1 | 2 | 3 |

### STAIRWAYS

- |                            |   |   |   |
|----------------------------|---|---|---|
| 29. Deteriorated/hazardous | 1 | 2 | 3 |
| 30. Lacks railings         | 1 | 2 | 3 |

1 = Some signs of age, weathering, cracking, etc 2 = More severe damage, but material still servicable 3 = Needs repair/replacement

31. Graffiti \_\_\_\_\_

## BUILDING SITE

### SANITATION/TRASH

- 32. Loose wooden pallets/wood
- 33. Trash/debris
- 34. Overgrown weeds/shrubs
- 35. Evidence of rodents (droppings, holes in ground next to drain pipes)
- 36. Open/Unlocked dumpsters
- 37. Concrete in sidewalk/streets cracked, heaved uneven, or pitted

### ABANDONED VEHICLES

- 38. On property
- 39. On street

### LIGHTING Additional lighting needed at:

- 40. Entryway
- 41. Loading docks
- 42. Street
- 43. Alleyway
- 44. Alcoves
- 45. Lot, Under Highway, Under Bridges
- 46. Existing lights not operating

**FENCES**

- 47. Area Fenced
- 48. Holes in fence

**ACTIVITIES IN VICINITY OF**

- 49. Drug Dealing
- 50. Panhandling
- 51. Prostitution
- 52. Public Drinking
- 53. Person Down
- 54. Fighting
- 55. Loitering
- 56. Transient Camping

**PERCEPTION OF CRIME**

57. Respondent:  1. Owner  2. Manager  3. Staff  4. Tenant

58. Over the past year, how significant a problem has crime been in the area where your business is located? Would you say it was:

- 1. Very significant
- 2. Somewhat significant
- 3. Not significant

59. Over the past year, would you say that criminal activity in your area has

- 1. Increased
- 2. Stayed Same
- 3. Decreased

60. Which of the following types of crime, if any, would you say have been significant problems in your area in the past year? A. Very Significant B. Somewhat Significant C. Not Significant

- |   |  |  |                                      |
|---|--|--|--------------------------------------|
| <input type="checkbox"/> 1. Drug Dealing    | <input type="checkbox"/> 2. Prostitution     | <input type="checkbox"/> 3. Pan Handling | <input type="checkbox"/> 4. Vagrancy |
| <input type="checkbox"/> 5. Public Drinking | <input type="checkbox"/> 6. Assault/fighting | <input type="checkbox"/> 7. Vandalism    | <input type="checkbox"/> 8. Robbery  |
| <input type="checkbox"/> 9. Burglary        | <input type="checkbox"/> 10. Other           |  |                                      |

62. Has a burglary, robbery, assault, or other crimes taken place on your premises in the past year?

1.  NO 2.  YES If yes, specify \_\_\_\_\_

63. Did you report these crimes to the police? 1.  NO 2.  YES

64. If you didn't report the crime, was it because

- 1. You didn't think it would do any good,
- 2. It wasn't important enough to report,
- 3. You thought your insurance rates would go up,
- 4. Other \_\_\_\_\_

65. In the last year, how much financial impact, if any, has criminal activity had on your ability to do business?

- 1. Very high impact - crime may force you to relocate or go out of business within a year. Customers fearful.
- 2. High impact - won't be moving, but crime is an ongoing worry and concern. Customers aware of problems.
- 3. Moderate - some loss of revenues due to crime.
- 4. Small impact - crime may cause some loss of revenue, but it's not significant.
- 5. No significant impact.

66. Which, if any, of the following steps have you taken in the last year to help address this problems?

- |  |  |
|--|--|
| <input type="checkbox"/> 1. Contacted 911  | <input type="checkbox"/> 7. Installed or upgraded an alarm system                              |
| <input type="checkbox"/> 2. Contacted non-emergency police lines   | <input type="checkbox"/> 8. Attended meetings with other merchants and neighbors on the block  |
| <input type="checkbox"/> 3. Contacted other city agencies  | <input type="checkbox"/> 9. Met with representatives of the Police Bureau                      |
| <input type="checkbox"/> 4. Added extra lighting at night  | <input type="checkbox"/> 10. Met with representatives of Neighborhood Crime Prevention Program |
| <input type="checkbox"/> 5. Upgraded locks   | <input type="checkbox"/> 11. Taken other steps (describe) _____                                |
| <input type="checkbox"/> 6. Changed operating procedures to reduce the likelihood of criminal acts on the premises |  |

67. In the coming year, what steps would you like to see taken to improve safety in your area?

\_\_\_\_\_

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PSU Working Paper  
**Citizen Surveys**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

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## **Example of Using Performance Measures for Program Evaluation: Evaluation of Domestic Violence Unit**

The purpose of this paper differs from the other PSU working papers produced in the NIJ project. Since the project concerns the measurement of community policing performance, the other papers have to do with developing performance measurement tools. This paper, however, concerns the application of performance measurement tools to the evaluation of a specific unit of the Portland Police Bureau--the Domestic Violence Unit.

Joseph Wholey and Harry Hatry, two pioneers in developing methods of monitoring performance of public agencies, make the distinction between performance monitoring and program evaluation:

Performance monitoring systems regularly measure the quality of service delivery and the outcomes (results) achieved in public programs--with monitoring being done at least annually but, in many cases, quarterly or even more frequently. They include, but go beyond, the more typical measurements of program costs, services delivered, and numbers served. Performance monitoring typically covers short-term and medium-term outcomes of program activities....They usually do not attempt to estimate the extent to which programs caused observed outcomes (Wholey and Hatry, 1992, p. 7).

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**Acknowledgements:** The PSU researchers thank the personnel of the Portland Police Bureau's Domestic Violence Unit, as well as Jean Gordon of the Planning and Support Division, for their help.

In other words, performance monitoring is a measurement task that is a prerequisite, but does not itself encompass, the task of estimating the extent that programs cause specific outcomes--the task of program evaluation. Since one purpose for monitoring performance is to have the capability of doing program evaluations, this working paper will examine the possibility of using performance measures for evaluating a new program.

Since it goes beyond performance measurement, the task of program evaluation is necessarily more ambitious and hence more difficult. For that reason, the NIJ project team could decide after further consideration that it is best not to undertake the evaluation project discussed in this paper. On the other hand, a powerful argument for incorporating this evaluation into the NIJ project is the importance of evaluation as one use for performance monitoring. Thus, including an evaluation in the NIJ project provides a test of the value of monitoring the performance of community policing.

If the Domestic Violence Unit (DVU) evaluation is incorporated into the NIJ project, the project will need to provide sufficient support to the DVU. The DVU cannot undertake the work discussed in this paper unassisted, although the DVU could itself do part of the performance monitoring work that the paper proposes. Not only is the work for the evaluation substantial, but also the evaluation has enough complexity to ensure that difficulties will occur. Indeed, as this paper discusses later regarding the victim call-back survey, difficulties have already occurred. Doing this evaluation would require



assistance of a substantial part of the time of an analyst from the Bureau's Planning and Support Division for one year, in addition to the already available resources.<sup>1</sup>

### Problem Solving in Partnership: the Creation of a New Unit to Fight Domestic Violence

Year three of the Portland Police Bureau Community Policing Transition Plan calls for the implementation of Bureau activities that "Target at-risk youth for special attention through Juvenile Division/Program" (1990, p. 60). In the fall of 1992 the Bureau assigned Captain Brooks to explore with the community what form such an effort should take. What followed were extensive discussions between Captain Brooks and a wide variety of community representatives who ultimately identified the "need to break the cycle of violence" as an immediate problem the Portland police should address (Brooks, 1992, p. 1).

These discussions noted that the police in Portland receive over 11,000 domestic violence emergency calls per year (Brooks, 1992), and that family violence has consistently been associated with generating future violence in affected children and adults (Blackburn, 1993). These facts, combined with the questionable effectiveness of the current criminal justice system's response to

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<sup>1</sup>Professor Annette Jolin, Portland State University, has offered to provide some assistance, including the recruiting of PSU practicum students to assist in some tasks. Evelyn Morely, PSU Ph.D. student in Social Work, has written a separate NIJ grant application for further funding to study the treatment of domestic violence in Portland. Morely also provided help to Jolin in creating this PSU working paper.

domestic violence, led to a consensus decision between community representatives and police officials urging the creation of a special police unit to address family violence in Portland.

The process by which the Domestic Violence Unit was created, as well as its implementation strategies and goals, embody the goals of partnership and problem solving in the Bureau's *Community Policing Transition Plan* (Portland Police Bureau, 1990, pp. 9, 12). In this specific context, Portland's partnership and problem solving efforts involve community-based crime prevention activities, which according to Skolnick and Bayley (1988) are one of four types of activities consistently found when departments begin changing to community policing.

While the DVU is a police unit and as such represents only one element (albeit that of initiator) in a community-wide response system to domestic violence, it was created with the full understanding that it needs to work in close partnership with other elements of the criminal justice system and with relevant community agencies. To ensure ongoing system-wide coordination DVU representatives are part of the Family Violence Steering Committee, whose membership is composed of delegates from all public and private agencies involved in addressing domestic violence issues in Portland. In its daily operations, the DVU engages in a variety of other community policing activities which together with traditional investigatory efforts are aimed at short-term and long-term violence reduction.

In April, 1993, the Portland City Council authorized the creation of a special division within the Portland Police Bureau, the Family Services Division. Budget allocations for fiscal year 1993-94 provided for the implementation of one of the proposed units within that Division--the Domestic Violence Unit. The DVU consists of one Lieutenant, one Sergeant and six Family Services Officers. It began operations on July 1, 1993.

### Description of the Domestic Violence Unit

#### Domestic Violence Unit Goals and Strategies

Violence reduction, the impetus for the unit's inception, is also its ultimate goal (Brooks, 1992). Portland police officers, on average, make about 14 domestic violence arrests a day, or roughly 5000 such arrests a year. At the present time, prosecutors dismiss all misdemeanor domestic violence cases unless the victim signs a complaint indicating her willingness to testify against the suspect.

National data show that on average only 3 percent of domestic assault arrests are prosecuted (Field and Field, 1973). Applying the national prosecution rate to Portland<sup>2</sup> (local data are not available) suggests that each year an estimated 4850 domestic violence arrests result in no further action on the part of the criminal justice system. These cases are dropped, not because

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<sup>2</sup>The Multnomah County deputy district attorney in charge of domestic violence prosecutions indicated in a personal communication that the national prosecution rate could probably be used as an appropriate reflection of local conditions (Smith, 1993).

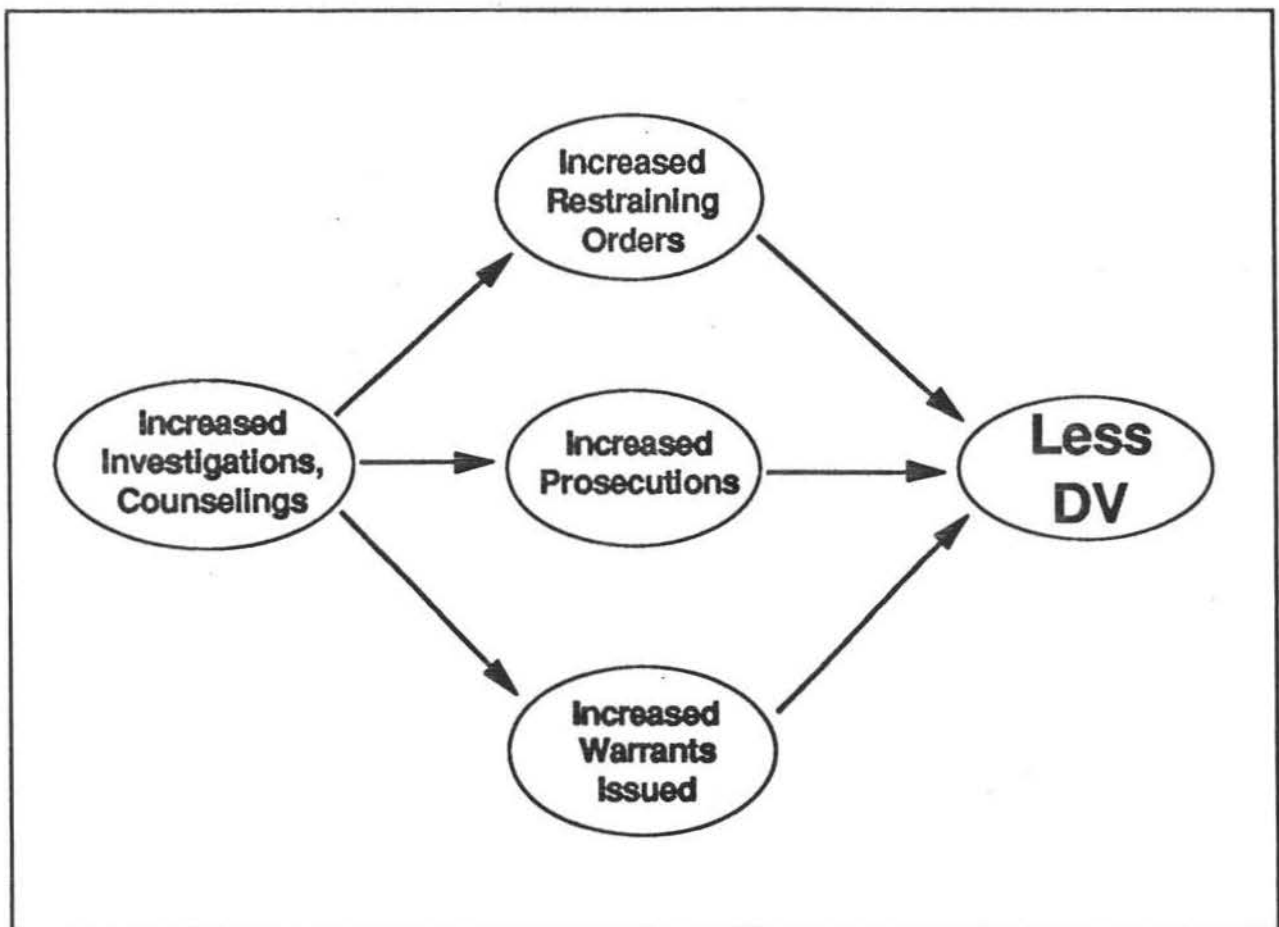
they lack merit, but because prosecutors do not have the time to prepare cases for prosecution when victims are reluctant to participate. In other words, 97 percent of misdemeanor domestic violence cases are dismissed for lack of resources. Thus, for more than 4800 suspected assailants, the arrest remains the sole consequence for their alleged criminal conduct. These circumstances, when combined with the knowledge that arrest does not effectively deter some types of assailants (Sherman, 1992, p. 17), lead inevitably to the conclusion that any improvement in the criminal justice system's response to domestic violence must begin with efforts to increase prosecution rates. The Domestic Violence Unit aims to do precisely that.

The main strategy to accomplish this goal involves conducting traditional follow-up investigations of those cases that remained uninvestigated prior to the inception of the DVU, namely misdemeanor domestic violence cases in which prosecutors are unable to secure the victim's participation. In conjunction with the investigation, DVU officers provide a variety of victim services, such as helping victims obtain restraining orders, developing safety plans for victims, and coordinating victims' involvement with other public or private agencies.

Figure 1 diagrams the main logic underlying the DVU programs. By doing investigations and counsellings three main intermediate outcomes will result: more restraining orders, more prosecutions, and more warrants issued. These intermediate outcomes will, over a longer time period, lead to less

Figure 1

## **Program Logic of the Domestic Violence Unit**



domestic violence. Reading the diagram (Figure 1) from left to right, this implies that a comprehensive performance measurement system requires 1) workload measures to monitor investigations, 2) intermediate outcome measures to monitor prosecutions, restraining orders, and warrants, and 3) long-term outcome measures to monitor domestic violence. This paper will later examine more specifically these three types of measures.

### Domestic Violence Unit Procedures

The Domestic Violence Unit receives, on a daily basis, all police reports involving misdemeanor domestic violence cases. Criminal violations such as assault, menacing, death threats or stalking are referred to the unit when any one of the following types of personal relationships exist between the victim and suspect: adult persons related by blood or marriage, persons formerly married, and past or present cohabitants irrespective of gender. The unit also handles violations of restraining orders between persons who have children in common but have not been married to each other or have not previously cohabitated (DVU Standard Operating Procedure #1, 1993).

The DVU sergeant reviews each case to verify the appropriateness of the referral, and to ascertain whether or not it meets the unit's criteria for further investigation. The decision to investigate a case rests on a determination of the case's priority status, which in turn requires that at least one of the following three conditions apply:

- 1) A history of domestic violence.
- 2) The presence of children.
- 3) The use of a weapon.

Priority cases are further differentiated by custody and non-custody status. DVU procedures dictate that officers investigate custody cases first. Cases that do not meet the criteria for priority status receive no further attention from the DVU, unless the victim notifies either the prosecutor or the police that she wishes to pursue the case. In all, the daily review of domestic violence reports results in cases being assigned to one of four categories:

- 1) Priority / Investigated
- 2) Priority / Not Investigated
- 3) Non-Priority / Investigated
- 4) Non-Priority / Not-investigated

Except for weekends, case assignment occurs on a daily basis. Priority cases are assigned to two-person investigative teams whose task is to prepare the cases for prosecution. The district attorney has agreed to prosecute DVU investigated cases whether the victim chooses to participate or not. Since the policy prior to the creation of the DVU required victim participation as a necessary condition for prosecutorial action, this marks a significant departure in prosecutorial policy.

Temporal considerations play a large role in the unit's activities. As a rule custody investigations must be completed within four to five hours. In order for the prosecutor to proceed with the case, the completed investigation must be in the prosecutor's hands in time for misdemeanor arraignments which

begin at 2 p.m. each weekday. If an investigation does not meet the arraignment deadline, and the state therefore is not ready to proceed against the suspect, the suspect is released from custody. While it is hoped that this sequence of events will be the exception rather than the rule, it still does not necessarily mean that the case is lost forever. It does mean, however, that any further proceedings against the suspect, once he is released, must be initiated via the issuance of a warrant.

#### Evaluation Design: A Quasi-Experimental Time Series Design

This design involves recording monthly data on performance measures for a period beginning prior to creation of the DVU. Thus, both "pretest" data, data prior to the creation of the DVU, and "posttest" data, data after creation of the DVU, will eventually be available. Such a design allows examining the on-going trends over time in the performance measures to look for indications that the "intervention", the creation of the DVU, made a difference. Specifically, the most important questions this design will try to answer are the following:

- Did the unit's activities increase the number of prosecutions in misdemeanor domestic violence cases?
- Did the unit's activities reduce the incidence of domestic violence in Portland?

Answers to the first questions will be sought via monthly comparisons of prosecution rates before and after the DVU's existence. We expect the



prosecution rate for misdemeanor domestic violence cases to go up in response to the investigative activities of the new unit. Answering the second question concerning the impact of the DVU on domestic violence is more difficult, since the effects are longer-term and since a greater range of factors beyond the DVU's control could affect the level of domestic violence. The evaluation will address this question using before and after comparisons of the level of domestic violence.

#### Program Performance Measures

The logic of the DVU programs (see Figure 1), as discussed earlier, is that increasing the number of prosecutions, warrants, and restraining orders will increase the number of offenders who receive mandatory treatment or criminal sanctions. The expected rehabilitative or deterrent effects of such interventions should be reflected in each of our long-term outcome measures: the number of domestic violence police calls, recidivism rates, and re-victimization rates.

Appendix C contains a form for recording monthly figures for performance measures ("monthly workload/outcome measures"). These measures will be discussed below under the categories of workload measures, intermediate outcome measures, and long-term outcome measures.<sup>3</sup>

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<sup>3</sup>As discussed earlier, these three categories are graphically represented, left-to-right respectively, by Figure 1.

### Workload Measures

Workload measures are indicators of the level of work done by the DVU.

The specific workload measures include the following:

- Number of custody cases investigated
- Number of cases forwarded for prosecution
- Number of non-custody cases investigated
- Number of cases forwarded for issuance of warrants
- Number of victims counselled about obtaining restraining orders
- Number of victims receiving complaint participation assistance
- Number of victims referred to shelters
- Number of cases coordinated with outside agencies

### Intermediate Outcome Measures

DVU activities most directly affect prosecutions, warrants and restraining orders. The stated purpose of DVU investigations is to present prosecutors and judges with enough evidence to allow them to proceed even without the victim's filing charges against the perpetrator. It is expected that, as a result of DVU activities, the number of misdemeanor prosecutions, the number of warrants, and the number of restraining orders will increase. Pre and post DVU monthly comparisons of prosecutions, warrants and restraining orders will be conducted.

The specific intermediate outcome measures include the following:

- Number of prosecutions for Portland DV cases
- Number of warrants issued for Portland DV cases
- Number of restraining orders issued for Portland DV cases

### Long-Term Outcome Measures

The specific long-term outcome measures include the following:

- Number of Portland 911 calls for DV
- Number of Portland 911 calls to chronic households
- Number of Portland 911 calls to chronic locations
- Revictimization rate
- Reoffense rate

The long-term outcome measures include requests for domestic violence police service calls. An assessment of the DVU's impact on police calls for service will involve before and after, month-by-month comparisons of 1) 911 domestic violence calls, 2) 911 domestic violence calls to households with a history of such calls, and 3) 911 domestic violence calls to geographical locations with a history of such calls.

The long-term outcome measures also include recidivism. If the DVU indirectly exposes offenders to either rehabilitative services or increased punitive sanctions, then we would expect the DVU to have some effect over time in reducing recidivism. Recidivism, defined as rearrest for domestic violence offenses, will be compared for pre and post DVU offenders.

Finally, the long-term outcome measures include re-victimization and reoffense rates. The so-called "dark figure" of unreported victimization may exceed the figure actually reported to the police (Elias, 1986, p. 134). Reasons for victim non-reporting are many. In cases of domestic violence reasons for non-reporting range from the victim's fear of retaliation to not wanting to see the offender punished. Given what we know about reporting practices, it is

imperative that measuring the impact of DVU activity on criminal conduct not be restricted to the measurement of reported crime. This requires the use of a victim call-back survey to get information to estimate re-victimization rates.

### Victim Call-Back Survey

This study may be able to obtain re-victimization data through telephone interviews with DVU victims. A questionnaire for that purpose was developed and consists of two parts.<sup>4</sup> Part 1 is taken from the generic victim call-back survey that is presented in a companion working paper and is designed to solicit input from all types of crime victims about the quality of their contact with the police officer.<sup>5</sup> Domestic violence victims are asked to recall the incident of six months ago and to rate the responding officer's performance. Part 2 of the questionnaire asks the victim whether she has been re-victimized since that time. If so, the questionnaire asks what the renewed victimization consisted of, whether the victim was frightened by the assailant, and whether she reported the new victimization to the police. We expect that re-victimization rates for post DVU victims will be lower than those for pre DVU victims.

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<sup>4</sup>See Appendix B for the questionnaire, and Appendix C for the instructions for the interviewer.

<sup>5</sup>See the companion PSU working paper, *Victim Call-Back Survey*.

### Pretest Results

The first version of the victim call-back questionnaire appears in Appendix A with "DRAFT" written on it. This was pretested with telephone interview of ten victims. The pretest resulted in a number of changes of wording. Also, several changes were made to keep the DV victim call-back questionnaire as similar as possible to the generic victim call-back questionnaire. The resulting second version of the revised DV questionnaire appears in Appendix A with "Revised Version" written on it.

### Problems in First Efforts in Using Survey

The second version of the victim call-back questionnaire was used in the DV Unit in an effort to begin collecting data on re-victimization rates. A trained PSU practicum student working in the DV Unit conducted the interviews. An attempt was made to call fifty-one victims who had been victimized six months earlier. Unfortunately, this effort resulted in greater difficulty in contacting victims than was evident from the pretest.

Of the fifty-one attempted interviews of victims, only ten successful interviews were completed. The breakdown of results was as follows:

- 51 attempted interviews
  - 10 successful interviews
  - 20 no phone number
    - 6 non-published phone numbers
    - 6 got "run-around"
    - 6 left unreturned messages
    - 3 no answer or answering machine

The 20 failed attempted interviews for which there was no phone number involved victims for whom no number could be obtained by directory assistance, the phone book, or the police computer. The 6 failed attempts that were "run-arounds" either involved victims who continually put-off the interview, or else involved husbands or others who presented an obstacle. The 6 failed attempts involving unreturned messages were for victims with message phones or victims otherwise not contactable except by leaving messages. The 3 no answers were for victims whom the interviewer tried to call at least three times at different times of the day without success.

The interviewer's only recommendation for dealing with this call-back problem was to try also to track down the phone number of the abuser to make sure we are not missing victims that are still with their abusers or victims at a phone number still in the abuser's name. The interviewer also felt that when interviews were completed the responses to the revictimization question (question 6) were not accurate. She stated, "I feel as though they [the victims] are either not willing to divulge accurate information or they are unsure as to what exactly I'm asking."

These difficulties raise some questions about how to use a victim call-back survey to obtain re-victimization data, since a successful interview rate of only twenty percent makes the results unusable for estimating re-victimization. In addition, the interviewer's comments question the validity of the answers to the re-victimization question. According to Evelynn Morely,

one of the researchers involved in the DVU evaluation,<sup>6</sup> experience from other domestic violence research demonstrates that these problems can be fixed, primarily by using a better designed questionnaire. These research issues concerning the use of a call-back survey still need to be settled by the researchers involved in the evaluation.

### Sources of Data and Data Collection Procedures

Portland Police Bureau reports of domestic violence misdemeanor cases form the basis for much of the needed data. Other sources will be records maintained by the prosecutor's office, the judicial data bank for warrants and restraining order information, police computerized records for offender and call-for-service data, and telephone interviews for revictimization information. Data for the pre DVU time period will be for the six months prior to operation of the DVU, and data for the post DVU time period will be for a six month or longer period following the start of the DVU.

Three data recording forms have been created to facilitate data collection, and these forms are in Appendix A. First, there is a case information form for recording the data for each case. Second, there is a form for recording the monthly figures for all of the workload, activity, and outcome measures to be monitored, as discussed earlier. Some of these workload/outcome measures will be collected for both the pre and post DVU periods, and other for only the post

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<sup>6</sup>See footnote 1.

DVU period. Third, there is a daily recording form for recording revictimization and reoffense counts.

These three forms are interrelated in several ways. The case information form records information for computing some of the measures to be recorded on the monthly workload/outcome measures form. Also, the case data collected on the case information form will yield a database for additional analysis of factors that predict to reoffense. The revictimization recording form generates the computed revictimization rate and offense rate figures required on the last two lines of the monthly workload/outcome measures form.

Appendix D describes in detail the data collection procedures for this evaluation. Some of these procedures will undoubtedly require modification to handle problems or new circumstances that develop.

### Conclusion

This working paper has described the broad outlines for doing an evaluation of the DVU using performance measurement data that could be regularly collected as part of a community policing performance measurement system. As stated in the introduction, doing this evaluation would require a commitment from the NIJ project to provide the DVU with necessary support. Part of that support would involve dealing with the difficulties, such as the problems that surfaced with the call-back survey, that will inevitably come up within the outlines of the evaluation described in this working paper. This



proposed evaluation provides an opportunity to examine the value of performance monitoring data for use in the evaluation of community policing activities.

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## **Appendix A: DV Unit Data Recording Forms**

This appendix contains three forms for recording information:

- 1) A form for recording DV case information
- 2) A form for recording monthly information on workload and outcome measures
- 3) A form for recording revictimization/reoffense counts on a day-by-day basis.

# Domestic Violence Case Information Form

Information about the Case	
Case Number	
Custody / Non-Custody	<input type="checkbox"/> custody <input type="checkbox"/> non-custody
Type of offense (ORS #)	
Location of occurrence (address)	
Date of report (mm/dd/yy)	
Time of report (hour, am/pm)	
Case involves prior location	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves children	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves weapons	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves injury	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves alcohol	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves drugs	<input type="checkbox"/> yes <input type="checkbox"/> no
Information about the Victim	
Victim's name	
Victim's sex	<input type="checkbox"/> male <input type="checkbox"/> female
Victim's race (PPB category)	
Victim's DOB (mm/dd/yy)	
Victim's CRN (criss #)	
Prior victimization	<input type="checkbox"/> yes <input type="checkbox"/> no
Victim's address	
Victim's telephone number	
Information about the Suspect	
Suspect's name	
Suspect's race (PPB category)	
Suspect's DOB (mm/dd/yy)	
Suspect's CRN (criss #)	
Prior offenses	<input type="checkbox"/> yes <input type="checkbox"/> no
Prior DV offense	<input type="checkbox"/> yes <input type="checkbox"/> no

**DVU Recording Form**

**Month:** \_\_\_\_\_

**Monthly Workload/Outcome Measures**

**Year:** \_\_\_\_\_

Measure	Value
Total number of misdemeanor DV cases	
Total number of custody misdemeanor DV cases	
Number of custody cases identified as priority	
Number of custody cases investigated	
Number of cases forwarded for prosecution	
Total number of non-custody misdemeanor DV cases	
Number of non-custody cases identified as priority	
Number of non-custody cases investigated	
Number of cases forwarded for issuance of warrants	
Number of victims counselled about obtaining restraining orders	
Number of victims receiving complaint participation assistance	
Number of victims referred to shelters	
Number of cases coordinated with outside agencies	
Number of prosecutions for Portland DV cases	
Number of warrants issued for Portland DV cases	
Number of restraining orders issued for Portland DV cases	
Number of Portland 911 calls for DV	
Number of Portland 911 calls to chronic households*	
Number of Portland 911 calls to chronic locations*	
Revictimization rate	
Reoffense rate	

\*A chronic household is a household that was subject to a DVU investigation at least once during the preceding 12 month period. A chronic location is an address with two or more DV 911 calls in the preceding 12 month period.

DVU Recording Form, Daily Information

Month: \_\_\_\_\_

Revictimization/Reoffense Counts

Year: \_\_\_\_\_

Day				Telephone Calls to Victim		Computer Check
	Current Date	Original Date	# Priority Cases	# Victims Contacted	# Victims Revictimized	# Offenders Reoffended
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
12						
13						
14						
15						
16						
17						
18						
19						
20						
21						
22						
23						
24						
25						
26						
27						
28						
29						
30						
31						

## **Appendix B: DV Victim Callback Survey Questionnaire**

The DV victim call-back questionnaires developed by the PSU research team appear on the following pages. The first questionnaire, marked "DRAFT", is the first version and was the version used in the pretest. The second questionnaire, marked "Revised Version", is a new version that incorporates revisions based on the pretest results.

# Portland Police Bureau Domestic Violence Victim Call-Back Survey

Victim's name:	Case No.:
Address:	District No.:
Type of crime:	Bus. telephone:
Date of crime:	Res. telephone:
Time of crime:	Date of call-back:

Can I please speak with (victim name). My name is (interviewer's name). I am calling on behalf of the Portland Police Bureau to ask you to help us find out how to improve the way we handle domestic violence situations. Our records show that you were the victim in a domestic fight about six months ago.

- Are you free to talk with me now?  yes  no  
 IF NO: Can I call you back later?  yes  no  
 IF NO: Are you afraid that talking to me will endanger your safety?  yes  no

We would like to ask you a few questions about the officer who came to your house. We will ask you to rate specific aspects of the officer's performance.

Your answers will remain strictly confidential. We are asking these questions to help us to improve police services to victims of domestic violence.

- How would you rate the officer's helpfulness?  excellent  good  fair  poor
  - How would you rate the officer's knowledge?  excellent  good  fair  poor
- [CONTINUE TO ASK THE FULL QUESTION AND REPEAT THE CATEGORIES IF IT SEEMS NECESSARY. IF NOT, ASK THE SHORTENED VERSIONS BELOW WITHOUT REPEATING THE CATEGORIES. DO WHAT SEEMS RIGHT FOR THE RESPONDENT.]
- How about the officer's concern?  excellent  good  fair  poor
  - How about the officer's problem-solving ability?  excellent  good  fair  poor
  - How about the officer's respect for you?  excellent  good  fair  poor
  - How about the officer's professionalism?  excellent  good  fair  poor
  - How about the officer's help in offering crime prevention information?  excellent  good  fair  poor
  - In your own words, how would you describe your overall encounter with the officer?

9. Has anything like what happened to you six months ago happened to you again?  yes  no
- IF YES:
- What was it?
  - Were you frightened?  yes  no
  - Did you call the police?  yes  no

-- Thank you very much for your time. --

# Portland Police Bureau Domestic Violence Victim Call-Back Survey

Victim's name:	Case No.:
Address:	District No.:
Type of crime:	Bus. telephone:
Date of crime:	Res. telephone:
Time of crime:	Date of call-back:

Can I please speak with (victim name). My name is (interviewer's name). I am calling on behalf of the Portland Police Bureau to ask you to help us find out how to improve the way we handle domestic violence situations.

Is now a good time to talk?  yes  no

Is this a safe time to talk?  yes  no

IF NO TO EITHER ABOVE: When would be a good/safe time to talk? \_\_\_\_\_

Our records show that you were the victim in a domestic fight about six months ago. We would like to ask you a few questions about the officer who came to your house six months ago. We are asking these questions to help us to improve the quality of our police services to victims of domestic violence. Your answers will remain strictly confidential.

[IF RESPONDENT OFFERS ANY COMMENTS TO QUESTIONS 1-5, WRITE THEM DOWN BELOW THE QUESTIONS.]

1. How would you rate the officer's helpfulness?  excellent  good  fair  poor

Comments:

2. How would you rate the officer's knowledge?  excellent  good  fair  poor

Comments:

[CONTINUE TO ASK THE FULL QUESTION AND REPEAT THE CATEGORIES IF IT SEEMS NECESSARY. IF NOT, ASK THE SHORTENED VERSIONS BELOW WITHOUT REPEATING THE CATEGORIES. DO WHAT SEEMS RIGHT FOR THE RESPONDENT.]

3. How about the officer's concern?  excellent  good  fair  poor

Comments:

4. How about the officer's respect for you?  excellent  good  fair  poor

Comments:

5. How about the overall quality of service?  excellent  good  fair  poor

Comments:

6. Has anything like what happened to you six months ago happened to you again?  yes  no

IF YES:

a. What was it? \_\_\_\_\_

b. Has he/she done anything else that frightened you?  yes  no

c. Did you call the police?  yes  no

-- These are all the questions I have. Is there anything you would like to ask? --

- Revised Version -



**Appendix C: DV Victim Callback Survey Questionnaire, Instructions to Interviewer**

**Instructions for Domestic Violence Victim Call-Backs**

1. When unable to reach a victim, VARY the calling times.
2. When the police report fails to give the victim's phone number, try directory assistance. The most likely reason for the non-existence of a phone number is that the victim does not have a telephone.
3. If the victim has trouble staying with the incident we want her to talk about, let her talk for a bit but then bring her back to the incident six months ago.
4. When a victim asks for specific information about other agencies that might be able to help her, use the PPB Problem Solving Resource Guide, or ask DVU officers.
5. Should a victim tell you about other victimizations (non-DV), and you get the impression she has not reported them to the police, you might consider advising her to do so. If she tells you about a child abuse case you must report it to the Child Abuse Hotline. Oregon has a mandatory child abuse reporting law.
6. Police policy does not permit taking crime reports away from the Police Bureau; taking survey forms, on the other hand should not present a problem.

## Appendix D: DV Unit Data Collection Procedures

Note: These instructions describe procedures on how to collect data on DV cases in order to 1) fill out the monthly recording forms (see Appendix A), and 2) create a database of DV cases that can later be analyzed.

### Data Collection Instructions and Procedures for DVU Pre/Post Outcome Evaluation

Pre DVU data gathering time period: 2/1/93 through 7/15/93  
Post DVU data gathering time period: to be determined

#### **1. Identify all DV cases by day and month**

To be considered a DV case the conditions set forth in DVU SOP #1 must be met.<sup>1</sup>

Note: The decision whether or not a case represents an appropriate referral to the DVU generally has been made by the officer who wrote the report, and the officer's Sgt. who reviewed the case prior to sending it to the DVU. Hence, unless a case appears unusual, for example, the description of the victim indicates that s/he is not an adult, it can probably be safely assumed that the criteria for dv status have been met.

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<sup>1</sup>Temporary SOP #1 specifies cases appropriate for referral to the DVU as follows:

A. Domestic assaults, menacings, death threats, stalkings or violations of domestic restraining orders between adult persons related by blood or marriage; Persons formerly married; or Cohabitants or former cohabitants irrespective of gender.

B. Violations of domestic restraining orders between persons who have children in common but have not been married to each other or have not previously cohabited.

**2. Decide whether a case is a priority case or not.**

Read the narrative to determine if:

- a. weapons, children or prior violence were involved.
- b. if the narrative does not clearly indicate whether weapons, children or prior violence were involved, the case must be submitted to the DVU Sgt. for priority status determination.

**3. Once priority/non-priority status is determined, record the number of each for the day by date.**

**4. Record the following information for each priority case:**

**INFORMATION ABOUT THE CASE**

Case Number	Actual number
Custody/Non Custody	C NC
Type of Offense	ORS number
Location of occurrence	complete address
Date/time of report	actual date, round time to nearest hour
Case involves prior location	Yes No
Case involves children	Yes No
Case involves weapons	Yes No
Case involves injury	Yes No
Case involves alcohol	Yes No
Case involves drugs	Yes No

**INFORMATION ABOUT THE VICTIM**

Victim sex	Female Male
Victim race	Use PPB categories
Victim Date of Birth	month/day/year
Victim CRN (criss number)	actual number
Prior Victimization	Yes No
Victim address	complete address
Victim telephone number	actual number

## INFORMATION ABOUT THE SUSPECT

Suspect sex	Female	Male
Suspect race	Use PPB categories	
Suspect Date of birth	month/day/year	
Suspect CRN	actual number	
Suspect Prior Offenses	Yes	No
Prior Offenses DV	Yes	No

## THE FOLLOWING INFORMATION IS TO BE OBTAINED FROM SOURCES OUTSIDE THE DVU:

For the time periods under study:

Pre: February 1, 1993 through July 15, 1993

Post: to be determined

### GET FOR EACH MONTH:

From the Multnomah County District Attorney's office (Helen Smith):

- 1) the number of Portland misdemeanor DV prosecutions.
- 2) the number of Portland warrants issued for misdemeanor DV cases

**Note:** It is not certain at this point who retains warrant information. Since the Multnomah County Sheriff's Office (MCSO) serves the warrants, the logical first step would be to check with them for the number of warrants that were issued in misdemeanor domestic violence cases between 2/1/93 and 7/15/93. Should this approach fail, Doug Bray of the Multnomah County District Court might know whether the Oregon Judicial Information Network (OJIN) contains the needed data. Each of these was suggested as possible source by Helen Smith of the Victim's Assistance Program of the District Attorney's office. When you check with either or both of above sources indicate that you were referred by Helen Smith.

- 3) the number of Portland restraining orders issued for misdemeanor DV cases

**Note:** Consult the same sources as for warrant information.

## **REPEAT CALL INFORMATION**

For each time period obtain by month:

1. The number of DV 911 calls in Portland
2. The number of DV 911 calls to chronic Portland DV households
3. The number of DV 911 calls to chronic Portland DV locations

**Note: Jean Gordon of the PPB Planning and Support Division will have this information.**

## **COLLECTING RECIDIVISM DATA (SUSPECT REOFFENDING)**

1. Get suspect name and dob, crn #
2. Run computer check to determine if he has been rearrested during the six months period following his original arrest. For example, if the suspect's original case was reported on January 22, 1993 all rearrests between then and July 22, 1993 will be counted.
3. Record date of rearrest and ORS number i.e. type of crime the offender is rearrested for.
4. Collect information in #3 for each arrest in the 6 months time period under study.

## **COLLECTING RE-VICTIMIZATION DATA**

1. Determine six months follow-up date for victim call-back. For example, if the original case was reported on March 3, 1993 the victim must be called back on September 3, 1993.
2. If you call and get no answer, make in all three separate attempts to contact victim. You should vary the times you call.
3. Record the time and date for each time you attempted to contact the victim.
4. If you were successful in contacting victim conduct interview.
5. Use the Victim Call-Back Questionnaire to gather revictimization data.

PSU Working Paper  
**Literature Review: What the Community  
Policing Literature Says About How to  
Measure Community Policing Performance**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

This working paper is one of several PSU working papers that are background papers. In addition to these background papers, there are a number of PSU working papers on developing specific performance measurement tools.

Each PSU working paper will be circulated individually, and once all papers are available they will be circulated in a report of collected PSU working papers. The purpose of these working papers is to make the work of the PSU researchers conveniently available to all personnel who are working on this project in the three involved agencies.

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# **Literature Review: What the Community Policing Literature Says About How to Measure Community Policing Performance**

## **Introduction**

This working paper reviews the community policing literature with the purpose of identifying what the literature says about how to measure community policing performance. This paper consists of three major parts:

- 1) A concise overall summary of what the literature says about measuring the performance of community policing
- 2) A list of the specific measures of community policing performance found in the literature, ordered by their popularity in the literature. The list indicates for each measure the percentage of the publications covered in the literature review that cited that measure.
- 3) Reviews of a large number of individual articles and books in the community policing literature. The review for each publication focuses on what the publication says about the goals and outcomes of community policing, and about how to measure community policing performance.

## Summary of What the Literature Says About Measuring the Performance of Community Policing

A constant theme running throughout the community policing literature is that evaluation should be part of community policing. Community policing evaluation is concerned with the levels of police performance that produce broad outcomes--a cooperative community actively involved in reducing crime, eliminating opportunities for crime, lowering the fear of crime, and increasing public safety. Therefore, the goal of measuring community policing performance is to track the degree of achievement of these outcomes.

The literature consistently agrees that citizen surveys of various types are a primary source for measuring community policing outcomes. The issue is how satisfied are the police customers, the citizens, with the performance and level of service that the police provide. The most commonly cited types of surveys are general surveys of city residents, targeted neighborhood surveys, and surveys of citizens who have had some kind of direct police contact. Less commonly cited are surveys of actual crime victims or surveys of offenders.

The literature also promotes internal surveys of police employees as very important measures of performance. Primarily designed to measure job satisfaction, employee surveys can also measure police attitudes toward the community and employee support for community policing activities.

The community policing literature also recommends using several traditional measures, including reported crime rates. Since the community



policing literature still views the ultimate goal of police work as the reduction of crime, the literature views crime rates as important indicators of community policing performance. Less significant measures, but still recommended, are crime clearance rates, incident response times, and types of calls for service. A few authors suggest using personnel statistics, like absenteeism and turnover rates. The literature stresses that these traditional measures are primarily useful for specific program analysis and improvement.

Finally, the community policing literature suggests the need for new types of statistical measures for monitoring performance. The three most commonly cited measures in this group are 1) the number of police and citizens involved in problem-solving groups, 2) the number of officers permanently assigned to the same patrol area, and 3) the number of repeat calls to the same location. The first measure indicates the level of active cooperation in the community or neighborhood. The second indicates the degree that patrol assignment practices increase officers' familiarity with their patrol areas. The third identifies the need to define and address underlying problems associated with specific locations.

Other recommended statistical measures include the time officers allocate to various tasks, the number of citizen complaints about police behavior, and the percent of citizen calls that are handled without dispatching an officer. According to the literature, measuring community policing performance requires collecting data on these measures over time.

## List of Specific Measures of Community Policing Performance Found in the Literature

The table on the following page lists all of the specific types of performance measures or measurement methods cited in the articles that we reviewed. This table is based on a total of twenty-nine articles, all of which are reviewed individually in the next section of this paper. We selected this list of twenty-nine articles for review by searching the community policing literature for specific publications that addressed performance measurement. Each of the articles we selected says something about measuring community policing performance. Although we read other valuable articles on community policing, we did not include them for review because they lacked any coverage of performance measurement. Thus, the table on the following page provides information about the relative popularity of different methods of performance measurement, as reflected in the community policing publications that cover the topic of performance measurement.

The table shows, for each of the measures, the number or frequency of the total articles ("f" column) and the percent of the total articles ("% column) that refer to that measure as a tool for measuring the performance of community policing. As the table shows, several different types of surveys--including surveys of police employees, neighborhood residents, and city residents--were the most commonly cited. Perhaps surprisingly, the traditionally used measure of reported crime rates was also frequently cited. A variety of both traditional and newer types of measures follow in popularity.

# Literature Review

## Community Policing Performance Measures

### Frequency of Citation of Specific Measures

<b>Measure</b>	<b>f</b>	<b>%</b>
Surveys of police employees	17	59%
Surveys of neighborhood residents	13	45%
Reported crime rates	13	45%
Surveys of city residents	12	41%
Number of police/citizens in problem-solving groups	8	28%
Number of repeat calls to same location	7	24%
Officer time allocation to tasks	7	24%
Permanent of assignment of officers to beats	7	24%
Number and types of 911 calls	6	21%
Number of police misconduct complaints by citizens	4	14%
Crime clearance rates	3	10%
Percent of calls handled without dispatching an officer	3	10%
Personnel statistics	3	10%
Response time	2	7%
Surveys of citizens who had police contact	2	7%
Surveys of crime victims	2	7%
Surveys of offenders	1	3%
<b>Total number of publications reviewed:</b>		<b>29</b>

**Note:**

The number in the "f" column gives the number of publications.  
 The number in the "%" column gives the percent of publications.

## Reviews of Individual Publications

Reviews of individual publications are on the following pages of this section. These reviews are not general reviews of the publication, but rather are reviews specifically targeted, for purposes of this research project, on community policing performance measurement. The reviews examine the following:

- What does the publication say about the goals and outcomes of community policing?
- What does the publication say about how to measure community policing performance?
- What does the publication say about specific performance measures for assessing community policing performance?

Although there is some variation in the format of the individual reviews, most of the reviews are organized around these questions.

Alpert, Geoffrey P. and Roger G. Dunham. 1986. "Community Policing". *Journal of Police Science and Administration* 14(3):212-222.

### Goals and Outcomes

Community policing is a return to two aspects of earlier police work, before the advent of cars and 9-1-1 radio dispatch: the citizens closely watched the officer perform his duties; the officer learned about his territory from them and adapted his policing style to the characteristics of the neighborhood. This mutual observation was the basis of the officer's knowledge of community problems and of the community's confidence and trust in the officer. A primary goal of community policing is to re-design police work to correspond to individual neighborhood characteristics. Differential policing may require decentralization of police organizations and will require tailored training when an officer is permanently assigned to an area.

### How To Measure

The purpose of this study was to compare and contrast priorities assigned to 20 various police tasks by officers, supervisors, and five unique neighborhoods. The unspoken assumption of the whole study is that one way to measure community policing performance will be the amount of congruence between officers, supervisors, and local residents about the relative priorities of police tasks. The tasks ranged from crime-fighting duties (Number of felony arrests.) to job-related duties such as "human relations skills" or "court presentation". (The tasks did not depart far from traditional reform police duties, except 16. "Being active in community affairs.")

This study used a rigorous modified random sampling method in selecting citizen respondents which should be emulated. The police sample of all officers attending quarterly training in a two-week period, was both random and representative, yet easy to administer in the training setting. All respondents were asked to assess the degree of emphasis they felt should be placed on the twenty tasks when supervisors evaluate police officers. Police officers were also asked their own assessment of how their supervisors rate the same tasks in their current evaluation systems.

The results of the neighborhood surveys showed that different areas value and desire different police activities. The results of the officer survey revealed that officers are evaluated by criteria different from what they think should be used.

Credible measurement of officers' community policing performance must include the following factors. First, the evaluation criteria "must be consistent with the police mission and how officers are trained to perform." (p.421) Second, police officers must agree upon or at least have knowledge about the evaluation criteria used and how they are measured. Third, the evaluation criteria must reflect the police style and activities desired by the neighborhood.

Bayley, David H. 1989. *A Model of Community Policing: The Singapore Story*. Washington D.C.: National Institute of Justice.

### Goals and Outcomes

The transition to community policing, begun in 1981, has involved three elements: Development of community-based crime prevention. Deemphasis on motorized patrolling in favor of foot patrols. Creation of more decentralized area commands. All three elements were accomplished with the development of 91 Neighborhood Police Posts (NPP) which are bases of operation for patrol, development of community-based crime prevention activities, non-emergency services, and liaison with the surrounding community.

### How To Measure

Combine traditional measures like crime rate with before and after public opinion surveys conducted by social scientists outside the police agency. Make comparisons of between areas which have and do not have a NPP or have and do not have Neighborhood Watch organization.

### Specific Indicators

Crime rate, especially 'preventable' crimes: burglary, theft, robbery, outraging modesty

Public view of quality of police performance

Percent of people who had personal contact with police

Victimization rate

Citizen's sense of security and sense of personal efficacy in preventing crime

Fear of specific crimes

Bayley, David H, and Egon Bittner. 1989. "Learning the Skills of Policing." Pp. 87-110 in *Critical Issues in Policing*, edited by Roger G. Dunham and Geoffrey P. Alpert. Prospect Heights, IL: Waveland Press.

### Goals and Outcomes of Community Policing

One of the goals of Community policing is to develop, recognize, and learn from the "master craftsman" patrol officer (p.105). The objective is to "convince patrol officers that the creative use of experience in learning to perform more effectively is appreciated" (p.106). The expected outcome from this process is to raise morale and self-esteem among patrol officers by emphasizing the value of their work and the skills required to do it.

### How to Measure Community Policing Performance

Police departments need to develop evaluation criteria for patrol officers that measure skills and effectiveness rather than simply quantitative activities. One method for developing criteria is asking actual patrol officers to recognize who is good at patrol work and what skills or performance traits make that person good. Management can then use this information not only to measure officer performance, but also to evaluate the appropriate emphasis and usefulness of specific traditional and innovative skill training programs.



Brown, Lee P. 1992. "Community Policing: A Partnership With Promise." *The Police Chief* Oct 59:45-48.

### Goals and Outcomes

Community policing is a change in policing style from one in which the police respond anonymously from incident to incident to one in which they become problem solvers in the neighborhoods they serve. Everyone in the department--civilians, detectives, special units--is expected to support uniformed police officers in their work and engage in problem-solving efforts themselves. When community policing is fully implemented, each street or group of streets will be the responsibility of an officer or group of officers, making them and their managers accountable for what transpires there. Community policing will involve systemic change in the organization to inculcate its philosophy throughout the police department. Community policing is defined as a working partnership between the police and the law-abiding public to prevent crime, arrest offenders, find solutions to problems, and enhance the quality of life.

### How To Measure

Make distinctions between those elements of crime where police may have an impact and those that are beyond their control. Use traditional measures such as response times, arrests, tickets, clearance rates, patrol strength, arrest, complaint ratios, and crime rates in conjunction with more innovative assessments. Traditional measures don't give a complete picture. Develop citizen surveys and other measures to evaluate progress in reducing the fear of crime and increasing a sense of security and well-being. Make citizen surveys formal tools of management. Measure and evaluate how well police respond to crises which may not involve crime, upon which they spend most of their time. (Domestic disputes, mentally ill, noise problems, loitering, demonstrators, traffic problems.) Continuous evaluation will make learning and innovation two ongoing characteristics of police organizations.

### Specific Indicators

Decrease in repeated responses to the same locations for similar complaints.

Personnel division has identified criteria for selecting recruits for community policing: "Interested more in service than in adventure"

Citizens experience increased predictability that a specific officer will work a specific beat.

Increased officer perceptions of safety

Reward systems include 'medals' for problem solving along with bravery.

Documented decrease in complaints about chronic problems over time.

Increase in felony arrests.

Detectives are assigned to geographic zones and form close ties to beat officers.

Follow-up interviews are conducted to determine whether people who recently called the police were satisfied with the service they received

Public satisfaction with service received at precincts directly.

Gauge community involvement in police/citizen management groups, block watch, and other joint programs.

Traditional measures in "How To Measure" paragraph, applied to problem locations identified by the community and officers.

Brown, Lee P. 1989. "Community Policing: A Practical Guide For Police Officials", in *Perspectives on Policing No. 12*. Washington D.C.: National Institute of Justice and Harvard Kennedy School of Government.

### Goals and Outcomes

Community policing is department-wide philosophy, with values which incorporate citizen involvement. It promotes and rewards results more than process. (Problem solutions over response time, for example.) The department is open and accountable to local citizens and organizations. Power is shared with the community. Decision-making is decentralized. Supervisors and managers exist to coach, train, coordinate the efforts of, and encourage patrol officers. Investigative functions are decentralized except for suspect- or pattern-specific crime waves. Investigators are still responsible for solving problems, just as line officers. 9-1-1 calls for service are managed carefully with alternative strategies to deploying a patrol car given priority.

### Specific Performance Indicators

Have patrol beats been redesigned to match perceived natural neighborhoods?

Are the same officers assigned to the same neighborhood permanently?

Do officer performance evaluations use criteria which address their problem-solving activity?

Are there fewer repeat dispatched calls for service to a location or fewer repeated complaints to the department about chronic minor criminal activity, for example?

Is citizen feedback is incorporated into officer evaluations?

Cordner, Gary W. 1986. "Fear of Crime and the Police: an Evaluation of a Fear Reduction Strategy". *Journal of Police Science and Administration* 14(3): 223-233.

### Goals and Outcomes

Community Oriented Police Enforcement (COPE) project officers (45) were specifically directed to reduce the fear of crime. Reducing the fear of crime is a legitimate police goal under the order maintenance and public service aspects of their mission, even if this reduction of fear is not associated with an actual decrease in crime. Community oriented police tactics should be suited to particular problems, uncovered by gathering and analyzing data from the community itself. Choosing non-traditional tactics and enlisting the aid of public and private social agencies are signs of problem-solving policing. Problem-solving policing, as opposed to saturation patrol and traditional crime prevention citizen contact, appears to get the best results in citizen satisfaction, citizen awareness of police efforts, and fear of crime.

### How To Measure

Survey residents about fear of crime, citizen perceptions of police presence, and citizen satisfaction with police. Respondents rated their agreement with statements on a 10-point scale. Choose a desired sample size, calculate the canvassing pattern to generate this number (Every *n*th house), then use door-to-door canvassing by officers. This study modified this time-consuming rigid sampling method so that if no respondents were home, they went next door, then the opposite side, ... until a respondent was obtained. Then the preset canvass pattern was resumed. Use Pre- and Post- surveys to measure % changes, not absolute conditions. Include half repeat respondent and half new in the post- surveys.

### Specific Indicators

Reduced fear of crime, as measured by % change before and after problem-solving efforts.

Dimensions of "fear" assessed: staying-in behavior, perceived likelihood of victimization, different sources of fear.

Couper, David C. 1991. "The Customer is Always Right: Applying Vision, Leadership and the Problem-Solving Method to Community-Oriented Policing". *The Police Chief* 58(5):19-23.

As the title indicates, this author synthesizes some of the recent concepts arising out of an American business reform movement with those of community policing: total quality management, participative leadership, flattening the hierarchical, bureaucratic pyramid, and customer-oriented decision-making.

### Goals and Outcomes

Officers can be expected to treat citizens with respect and dignity only after their personal experience within the organization is transformed similarly. The control model of management is replaced by a participative one. Police managers think of officers as their customers, and officers think of citizens as their customers. Quality of service is always defined and measured by the customer. Therefore, the community is no longer excluded from police operations decisions.

### How to Measure

Employees should be invited to rate supervisors on four leadership behaviors and 12 principles of quality leadership, outlined in this article and drawn from Pozner and Kouzes' book *The Leadership Challenge*. The ingredients of effective community policing are vision, leadership, and the use of the problem-solving method for police work, so any performance assessment should include examining these elements. People who have had contact with the police, whether as arrested suspects, victims, or witnesses should be surveyed regularly about their satisfaction with police service.

### Specific Performance Indicators

Reduced sick and overtime leave by officers\*  
Increase in job satisfaction of officers\*  
Growing satisfaction over time of citizens served.\*

\*These were all measured and showed expected results in Madison, WI Experimental Police District, now called South Police District. Author Couper is Chief of Police there.

Eck, John E and William Spelman. 1989. "Problem-Solving: Problem-Oriented Policing in Newport News." Pp. 425-439 in *Critical Issues in Policing*, edited by Roger G. Dunham and Geoffrey P. Alpert. Prospect Heights, IL: Waveland Press.

### Goals and Outcomes of Community Policing

A key element of community policing is problem-solving. This approach requires that police analyze and try to alleviate the underlying problems causing individual crimes and calls for service. If problems are not addressed, the incidents will probably recur. The goal in problem-solving is to effectively reduce or resolve problems.

### How to Measure Community Policing Performance

A Newport News Police Department task force designed a four-stage Problem Solving Process called SARA, *Scanning, Analysis, Response, and Assessment*. The process gathers extensive information from multiple sources, such as citizens and other government and service agencies. During an evaluation period, "the number and diversity of problems tackled by department members show[ed] that *police officers can solve problems routinely*" (p.434). A second test revealed the process to be effective in reducing specific crimes in specific areas.

### Specific Performance Indicators

Has the number of criminal incidents or calls for service been reduced through the use of a problem-solving process like SARA.

Greene, Jack R. and Mastrofski and Stephen D. Mastrofski, editors. 1988. *Community Policing: Rhetoric or Reality?* New York, NY: Praeger.

## Part I: The Context of Community Policing

### Goals and Outcomes

Foot patrol or other tactics citizens identify as 'community policing' are only specific elements. Community policing is a profound change in organizational strategy (22-23). Community policing outcomes are broad: improved quality of life in neighborhoods, solutions to problems, conflict resolution, reduction of fear, increased order, citizen satisfaction with police services, as well as crime control (p. 20, 22). Crime control is not accomplished by 'preventive patrol' and 'rapid response' but as an indirect result of the other activities (p. 20).

The goals of community policing are to increase the quality and quantity of police-citizen contact, and to improve mechanisms for citizen input, which will be used to develop plans to address identified problems. Organizational decentralization is inherent in community policing: involvement of officers in diagnosing and responding to problems necessarily pushes operational and tactical decisions to the lower levels of the organization. Use of 9-1-1 is 'de-marketed' except for dire emergencies; citizens are encouraged to bring problems directly to beat officers or mini-precincts. More information is shared between patrol and detectives to increase the possibility of crime clearances.

### How to Measure

Most studies have had ambiguous findings because the independent or treatment variable "community policing" varies from place to place. Studies should be designed so that a "halo effect" could be rejected as explaining positive results (p. 37). The studies of foot patrol in Flint, MI met this criteria and were well-designed and -crafted. In the NYPD CPOP project, police managers conducted weekly and monthly interviews of merchants, residents and civic leaders to solicit their views of the effectiveness of the community patrol officers. (This had the side effect of monitoring any corrupt activities, a major concern of NYPD) Officers should be evaluated on the four dimensions of their new job roles: planner, problem-solver, community organizer, and information link to other public services (pp.77-79). Outcome evaluations should test results for statistical significance.

## Specific Performance Indicators

Permanence in assignment of officers to beats.

Decrease in non-emergency 911 calls and increase in incident reports to beat officer directly.

Increase in arrests due to community information regarding suspect identity (p. 131).

Decrease in reported crime in foot patrol areas

In foot patrol areas:

reduced fear of crime increased citizen satisfaction with police improved police attitudes toward citizens and increased morale and job satisfaction of police (p.18)

Officer performance evaluation: citizen satisfaction in their beat

Percent of time spent on order maintenance by officers (p. 18).

Decrease in repeat 9-1-1 calls to same address during any given shift where community policing has been implemented

Officer perceptions of approval by citizens

Officers feelings of increased safety when out in community



Greene, Jack R. and Mastrofski and Stephen D. Mastrofski, editors. 1988. *Community Policing: Rhetoric or Reality?* New York, NY: Praeger.

## Part II: Community Policing Programs and Their Impact

### Goals and Outcomes

Mary Ann Wycoff defines community-oriented policing as police attempts to define and deliver "effective police services" as a result of listening to citizens, with 'effective' and 'service' defined by police and citizens working together. Efforts to listen and improve attitudes toward each other are the means; delivering a tangible good to the community being served is the end. The community good can be the solution of a particular problem, increased social structure, or reduction of crime and fear, and there are a number of organizational arrangements, operational strategies and activities used to accomplish this good.

### How To Measure

In-person community surveys were conducted in Houston and Newark before and after programs such as a police community station, door-to-door patrol contacts, block organizing and community projects, or intensified order maintenance. These strategies were tested as quasi-experiments, implemented in target areas that were matched in each city with a program-free area for comparison. Surveys were conducted in each area at randomly selected addresses with randomly selected respondents. Regression analysis was conducted for area-wide and individual effects.

In Baltimore, COPE officers went through several stages: door to door surveying with a questionnaire to determine fear of crime, then using surveys and interviews to gather data about problems as an integral part of the service rather than an evaluation measure. Evaluation measures focussed on changes in officer attitudes toward their work, their role, and the community and on citizen fear of crime, satisfaction with police, and perceptions of police presence. Officers completed a questionnaire. A control group of county police officers completed the questionnaire at the same four points over three years as the COPE officers (139-40). Multi-variate analysis was used to determine that observed changes in attitudes toward the community and toward the definition of police role were not a function of demographics. To measure changes in fear of crime, citizen perceptions of police presence, and citizen

satisfaction with the police, officers and evaluators conducted door-to-door administration of before and after surveys (140-1)

Specific Performance Indicators

Decreased police absenteeism

Fewer disciplinary problems among officers

Fewer formal citizen complaints about police conduct

Changes in officer attitudes:

Higher organizational commitment

Higher self-esteem, self-respect, or sense of professional independence.

More ownership and sense of responsibility for community problems.

More positive view of citizens and their concerns

Stronger beliefs that citizens think highly of the police

More flexibility in scheduling working hours

Increased job satisfaction

Public-service orientation

Decreased fear of crime: lower estimation of chances of being victimized, less likely to report staying home or other crime-avoidance activity, decrease in fear of specific sources.

Decrease in target crimes (often Part II) in selected areas

Decrease in calls for service, with allowances for increase in early stages as officers focus on order maintenance and encourage citizens to communicate with them.

Greene, Jack R. and Mastrofski and Stephen D. Mastrofski, editors. 1988. *Community Policing: Rhetoric or Reality?* New York, NY: Praeger.

### Part III: The Prospects of Community Policing

#### How To Measure

Chapter 11 summarizes 8 empirical studies that examined community policing or one facet of it. Due to spotty use of control groups of any kind and statistical significance tests, the authors conclude there is at present no consistent evidence that foot patrol reduces fear of crime, or that community policing unambiguously lowers the crime rate. Six features of the studies where there is considerable room for improvement in design and analysis:

- 1) Inadequate operationalization of "community". Treatment units have ranged from patrol beats to portions of census tracts. None of the studies used ecologically valid neighborhood units.
- 2) Confusion about the appropriate level of analysis. While the rationale for community policing is explicitly neighborhood or community -level, methods like pretest/post-test surveys of residents are individual-level, and give us no information about what is happening at the community level. Suggestions are to use interrupted time series analysis of one measure in a treatment area, or compare at least 50 treatment to 50 control neighborhoods
- 3) Weak quasi-experimental design.
- 4) Weak implementation of the 'treatment'.
- 5) Poor definition of the 'treatment'.
- 6) Vague outcome specification. Broad definitions of fear of crime which included affective, behavioral, and cognitive responses to crime, for example. Following the Wilson-Kelling model, crime rate is not an appropriate measure of outcomes; it should be rate of offenses committed by outsiders to the community which has been 'treated'.

Suggested Empirical Improvements: Select a good quasi-experimental design from among the broad range of interpretable and robust ones available which do not require random assignment of treatments. Designs should incorporate matched control groups and varying treatment strengths. Use ecologically valid neighborhoods as the treatment areas. Use neighborhoods as the unit of analysis.

Horne, Peter. 1991. "Not Just Old Wine in New Bottles: The Inextricable Relationship Between Crime Prevention and Community Policing." *The Police Chief* 58(5): 25-29.

Horne observes that the formalized, modern crime prevention specialties within American policing are over twenty years old and have much to contribute to the newer concept of community policing.

### Goals and Outcomes

Horne offers several specific outcomes of community policing: As departments shift toward the community policing model, crime prevention should become an integral part of every officer's daily activities. Any crime prevention specialists remaining in a crime prevention unit should be used as consultants to line officers and coordinators of projects, "enablers" rather than primary "doers". Crime prevention units should be small, part of the 'front-line' organizationally, and assume planning, training, project evaluation, and resource provider roles (p. 26).

In conclusion, Horne stresses that public safety and security are still the bottom line of police objectives; community policing represents a change in means rather than ends (p. 28). Improved crime control may not lie exclusively in faster response times, enhanced patrol tactics and investigative techniques, although these are still good goals. They must coexist with the goals of diagnosing and managing problems in the community which produce crime, fostering close communication with the public, and increasing self-defense capabilities of the community (p. 29).

### How To Measure

Since crime prevention will become a part of all officers' everyday activities, performance evaluations must include new, qualitative measures of officer activity and success, which will also indicate progress toward organizational goals. Reward systems must recognize officer achievement in areas such as crime prevention. Project evaluation must include crime displacement issues, citizen perceptions, and levels of fear.

Kelling, George L. and Mark H. Moore. 1988. "The Evolving Strategy of Policing", in *Perspectives on Policing No. 4*. Washington D.C.: National Institute of Justice and Harvard Kennedy School of Government.

### Goals and Outcomes

Crime control, crime prevention, and problem solving to preserve the quality of life are the main goals of community policing. Police organizations will develop decentralized, matrix-like designs which will include consultative relationships with the community. Community support and citizen satisfaction will also be outcomes of this approach.

### How To Measure

Assess quality of life in neighborhoods, reduction of fear, increases in public order or the successful results of problem-solving programs, and citizen satisfaction, as well as crime rates.

Leighton, Barry N. 1991. "Visions of Community Policing: Rhetoric and Reality in Canada." *Canadian Journal of Criminology* 33(3):485-522.

### Goals and Outcomes

The central principle underlying community policing is a full partnership between the community and their police in identifying and ameliorating local crime and disorder problems. Community members, as clients of the police, are co-producers of public order and participate in police policy and decision-making through a consultative, reciprocal relationship. Information management is stressed; information is exchanged through formal and informal contacts and networks. Organizational structure is transformed to promote greater responsibility and autonomy for front-line street officers.

### How To Measure

Community policing may not reduce crime itself because it actually generates new clients and problems that the public would not otherwise bother reporting. Balance measures of police service performance which stress community policing processes or structures with those criteria which stress its impact. Conduct community surveys which assess awareness of, attitudes toward, and utilization of mini-stations. Assess both quantitative and qualitative outcomes in neighborhoods with foot patrol. Measure the extent to which local crime and disorder problems are identified and solved through a police-community consultation process.

### Specific Indicators

Officer job satisfaction

Repeat calls for service

Citizen satisfaction with police service, especially victims

Officer knowledge of community and of beat problems

Reporting rates for both crime categories and non-traditional crime and disorder problems

Fear of personal victimization

Lewis, Dan A., Jane A. Grant., and Dennis P. Rosenbaum 1988. *The Social Construction of Reform: Crime Prevention and Community Organizations*. New Brunswick: Transaction Books.

### How To Measure

This book is an analysis of several community groups as they used Ford Foundation grants to implement crime prevention goals built on block watches and neighborhood activities over 1982-1985. Relevant to our work, the introduction stresses critical intellectual dilemmas which should be thought through before a scientific evaluation of a reform program is undertaken. The authors feel that researchers too often adopt the premises and values of the "reform entrepreneurs" they are studying, without analyzing the personal and political interactions necessary between groups for real community change to occur. Studies of social reforms which focus only on the goals and ideas of legislative and intellectual reformers will miss the importance of the implementation by actors and organizations which pursue the reform. True social reform is a collective action whereby many organizations commit to the effort through a process of accommodation, internalization, and acting together while preserving their own interests.

The authors analyze the internalization process of the grantors' goals in community groups through a before and after survey, using hierarchical, multiple regression analysis (p. 82). They used each sequential step of the "block watch" organizing process as a testable hypothesis.

If community policing is a kind of social reform, any analysis of community policing should therefore include consideration of the degree to which "subordinate" (non-police) organizations interact and accommodate to implement its goals, adopt its values, and strengthen their intricate network of relationships promoting civic peace. The community must internalize some of the goals and values of community policing.

Manning, Peter K. 1989. "Community Policing." Pp. 395-405 in *Critical Issues in Policing*, edited by Roger G. Dunham and Geoffrey P. Alpert. Prospect Heights, IL: Waveland Press.

### Community Policing Goals and Outcomes

The goal of community policing is to create "community programs as well as police strategies...to strengthen joint police and community responsibility for the security of neighborhoods" (p.396). This reflects a modern theme in American society that responsive police bureaus will personalize their services toward the community.

### How to Measure Community Policing Performance

A word of caution about measurement conclusions. In several studies, including the Flint and Newark foot patrol studies and the Kansas City preventative patrol study, the evidence supporting several community policing assumptions is mixed. In the argument that "the more people perceive the police to be in the area, the more secure they will feel, the less they will fear crime, and the fewer actions they will take to protect themselves--the data demand one conclusion: the experimental effects were not perceived. Therefore, one cannot attribute changes in dependent variables [perception, security, fear, protective actions] to differential effects of the experimental variable (levels of foot patrol)" (p.400).



Marinelli, Rosalie, Michael Havercamp, Sandra Neese, and Olena Plummer. May 20, 1992. *Reno Police Department Report: Phase I Final Report*. Reno, NV: University of Nevada.

### Goals and Outcomes

Community-oriented policing concepts must be understood and integrated throughout the whole department. Training and organizational development must be tailored (decentralized) to the needs of the specific officers and neighborhoods and shifts. The more positive officers feel about community policing, the fewer negative behaviors they exhibit toward the public (on ride-alongs). They also have a more positive perception of how the public views police.

### How To Measure

To determine the degree to which community-oriented policing concepts were understood and integrated within the department, the authors conducted focus groups, surveyed officers annually via a self-administered questionnaire concerning leadership and stresses in policing, and conducted ride-alongs. Officer behavior and officer perception of how police are viewed by the public were observed in the ride-alongs. The focus groups random composition, format, and questions were first discussed and agreed upon by a team of the university researchers and police managers. The answers to six open ended questions were synthesized into themes by the university researchers and verified with participants. Dominant (4/6 groups mentioned them) and secondary themes (2/6 groups) are provided for police management.

### Specific Indicators

Increased number of officers surveyed who hold leadership attitudes

Stressful aspects of job have reduced impact on officers

Fewer non-verbal negative behaviors exhibited by officers in interactions with citizens

Mastrofski, Stephen. 1983. "Police Knowledge of The Patrol Beat: A Performance Measure." Pp. 45-64 of *Police At Work: Policy Issues and Analysis*, edited by Richard R. Bennett. Beverly Hills: Sage Publications.

### Specific Performance Indicators

In this article, beat knowledge is identified as a possible measure of individual officer performance which could replace traditional measures such as numbers of arrests and crime rates. Mastrofski discusses the long-standing consensus in the police profession of the importance of officer familiarity with the beat. This parameter has never been institutionalized into formal evaluations because it does not accord with the occupation's view of "professionalism": military-style deployment and control of patrolmen using standardized police methods.

A dichotomous measure of officer awareness of voluntary citizen organizations within his or her assigned district was developed to assess the impact of many variables upon such knowledge. Officers able to name one or more citizen groups operating in the neighborhood were categorized as knowledgeable, officers unable to name any groups were considered unknowledgeable.

Data collection was part of a large Police Services Study in 1977 of 24 representative police departments nationwide (60 predominantly residential neighborhoods or beats were sampled). 894 officers were interviewed and patrol duties were observed through ride-alongs for 15 shifts per neighborhood. 200 randomly sampled residents per neighborhood were telephone surveyed about relevant neighborhood characteristics. In a discriminant analysis, officer knowledge was examined against explanatory independent variables such as visibility of citizen organizations, neighborhood income and violent crime levels, jurisdiction population, degree of stability in primary assignment for the officer, experience and residency of the officer, and proportion of patrol time free from assignment.

Selected results: Only 38.5% of responding officers could name at least one citizen organization in the neighborhood. The amount of unassigned patrol time varied from 42-83%, with an average of 65% and S.D. of 9. Citizen knowledge of at least one community organization ranged from 4-55% and was less than 15% in 36 of 60 neighborhoods. Availability of unassigned time is inversely related to officer knowledge. High demand patterns are correlated with knowledgeable officers.

McElroy, Jerome E., Dennis C. Smith, and Jack R. Greene. 1992. "Judging Community Policing: Three Views." *ICMA Newsletter* January 15: 6-8.

### Goals and Outcomes

When properly implemented, community policing aims to: correct neighborhood disorder, reduce mutual ignorance and mistrust between police and citizenry, decrease the sense of fear and insecurity of residents, and enable communities to use their own resources to control local crime and disorder. Since community policing involves a more responsive and complex organizational structure, it will require a larger investment in performance measurement than traditional policing.

### How To Measure

Because implementation is a 3-5 year process, , at first it is not appropriate to measure community policing by such bottom-line indicators as volume of crime and clearance rates. It is not logical to expect these to change rapidly, given all other causal factors. Instead, problem-solving strategies, new activities of patrol officers, and citizen perceptions of police should be monitored and assessed in a developmental manner to determine to what extent community policing reforms are happening. What works, and what can be learned from what doesn't, should be constantly evaluated in the implementation phase. When and where community policing is fully implemented, it is appropriate to expect changes in some of the conventional indicators of police activity. Many conventional measures illustrate efforts and output rather than effects and impacts. New indicators of success will also have to be introduced and accepted by policy-makers and the public. Baseline data must be collected for both new and old measures. A multi-factor model of police performance amenable to multivariate analysis should be developed.

### Specific Indicators

Crime complaints (certain kinds may go up, others down)

Arrest Statistics

Calls for service

Response times

Percentage of 9-1-1 calls from the same address

Percent of time on patrol spent answering calls for service

Patrol strength

Clearance rates

Number and types of complaints about corruption and police conduct

Stability of assignment of specific officers to beats

Employee Attitudes

Officer's positive perceptions and attitudes about community

Productivity and morale of officers

Cynicism about new community-based/management strategy among officers

Periodic random sample citizen surveys, patterned after victimization surveys, to assess:

citizen satisfaction with services

level of community involvement

success of problem-solving efforts

Market share of urban public police vis a vis private security

Meese, Edwin III. 1993. "Community Policing and the Police Officer" *Perspective on Policing* 15. Washington, D.C.: National Institute of Justice and Harvard University, Kennedy School of Government.

### Goals and Outcomes

Community policing changes the position of the individual police officer in the organization. The officer becomes a thinking professional, utilizing imagination and a wider range of methods to identify and solve problems. He or she plans, analyzes, and develops cooperative relationships with community resources. To make these new roles possible, in formerly rigid, rule-oriented police organizations, changes must be made in their management structure and in recruiting, selecting, training, and supporting officers in the field. One possible outcome of community policing may be the development of many levels of patrol officer pay, responsibility, and qualifications so that a person who is good at street policing could achieve raises and career growth without having to leave operations for administration.

### How To Measure

Inspection and audit programs to determine whether police employees are complying with regulations are obsolete. The model should be the new quality assurance programs of modern business and industrial institutions, with their emphasis on an activity's results and correlation with values. Techniques such as self-evaluation by individuals and patrol teams, citizen surveys, and performance audits should be used to stimulate analysis and improvement rather than to penalize.

### Specific Indicators

Increased percentage of officers with college and advanced degrees

Increased job satisfaction for patrol officers

Moore, Mark Harrison. 1992. "Problem-solving and Community Policing." Pp. 99-158 in *Modern Policing*, edited by Michael Tonry and Norval Morris. Chicago: University of Chicago Press.

### How to Measure Community Policing Performance

Community policing can be evaluated as "managerial ideas that seek to instruct policing executives about the best ways to define their purposes or structure their organizations."(p.103) These ideas are expressed in an organizational strategy, "a declaration of goals to be achieved...along with detailed plans of achieving them". (p.104) Any evaluation should match the extent this declared organizational strategy compares with actual performance or accomplishments. Did management establish accountability to the community and employees that is consistent with their stated goals? Is management using their "administrative tools to nudge the organization toward the purposes and kinds of performances envisioned in their strategy?" (p.105)

It is very difficult to evaluate strategic changes because implementation may take years or decades. The best that can be done is to examine empirical evidence on specific signature or demonstration projects that use community policing tactics. Any demonstration project evaluation should answer these two questions. First, did the community policing efforts eliminate or abate the problem attacked? Second, is the department capable of incorporating these same efforts throughout the organization as a routine way of operating? (p.130) Caution must be exercised in relying on anecdotal evidence because the outcomes might not be a direct result of the specific police efforts.

### Specific Performance Indicators For Demonstration Projects

Within the targeted crime category, did the employed community policing tactics reduce the number of reported incidents?

Did the community policing activities used in this project reduce the citizen's fear of crime?

- 1)How many officers were engaged in the community policing project?
- 2)What percent of the total police force were engaged in the project?
- 3)What percent of the city's total crime problem did this project represent?

What percent of the officer's time was spent in community policing activities as opposed to traditional reactive activities?

Peak, Ken, Robert V. Bradshaw, and Ronald W. Glensor. 1992. "Improving Citizen Perceptions of the Police: "Back to the Basics" With A Community Policing Strategy." *Journal of Criminal Justice* 20:25-40.

### Goals and Outcomes

Community policing is a pro-active, decentralized approach or philosophy which is designed to reduce crime, disorder, and fear of crime, by involving the same officer in the same community on a long term basis. No single program exemplifies community policing, but community building, trust, and cooperation are its cornerstones everywhere. Regardless of the details of its approach, each program yields similar benefits, including improved delivery of police services, improved police-community relations, and mutual resolutions to identifiable concerns. Community policing increases the quantity and quality of citizen contacts. It utilizes thoughtful analysis of causes of and contributions to offenses. Citizens, through intimate involvement with generalist patrol officers, contribute more to definitions of and solutions to problems.

### How To Measure

No other component of government in U.S. Society has more frequent and direct contact with the public than does the police. The importance of surveying community needs, opinions, attitudes, and satisfaction with police service cannot be overstated. Telephone surveys are used in Reno with a computer-generated list of random telephone numbers, provided by the phone company with equal representation from each prefix, with businesses and other non-residential phones eliminated first. Trained college students and senior citizen volunteers conduct this survey twice per year. Baseline data was collected prior to COP+ implementation in June 1987. The + in COP+ is the Quality Assurance unit, which does not dictate change or invoke sanctions for poor performance, but has expertise in scientific survey methodology and other program evaluation methods to provide "guideposts" for police managers. Quality Assurance also conducted a voluntary and confidential, anonymous survey of all sworn personnel using a self-administered questionnaire asking for the officers' attitudes toward the program. Calls for service and offenses reported to police were also cautiously analyzed, as they increased over all the first three years of COP+, apparently due to annexation and population and department growth. Citizen survey responses were analyzed using chi-square, ANOVA statistical significance, and other statistical methods.

## Specific Indicators

Increasingly positive citizen responses to 20 attitudinal survey questions about the department's overall performance, image, concern, handling of law-breakers, and the respondents' perception of the city as a safe place to live.

Percentage of sworn employees who hold positive views of aspects of COP+ reorganization, as measured by a survey with Likert-type, yes/no, and open-ended questions covering community input, informal citizen contact, working environment, and strengths and weaknesses of COP+ operations.



Sherman, Lawrence W. 1992. "Attacking Crime: Policing and Crime Control." Pp. 159-230 in *Modern Policing*, edited by Michael Tonry and Norval Morris. Chicago: University of Chicago Press.

### Goals and Outcomes of Community Policing

One goal of community policing is to reduce chronic crime or disorder with crime prevention initiatives. It is believed that "police could control crime better if they targeted the specific situations creating opportunities for specific offence types to occur" (p.175). Ultimately, achieving or not achieving specific outcomes may be incidental to the success of community policing. Real success may simply lay within the broad scope of aggressive crime prevention.

### How to Measure Community Policing Performance

New police research has focused attention on the "epidemiology" of specific crime problems, especially the concentrations of problems in small proportions of offenders, places and victims... [and] the results of police work in relation to specific crime-control objectives." (p.160) However, research has not settled the discussion that police efforts actually reduce crime. Various research methods have revealed both successes and failures in community policing strategies and objectives. Further studies and experiments are needed to accumulate and replicate results.

Community policing can measure the officer's performance or the desired results of a specific police strategy. In either case, performance measurements must focus on homogeneous situations with similar problems. Accurate assessments and conclusions can not be made if a single broad outcome, like reducing repeat calls for service from chronic-call locations, is not subdivided into equivalent locations targeted, related tactics employed, and parallel levels of police attention.

Skolnick, Jerome H. and David H. Bayley. 1988. "Theme and Variation in Community Policing". Pp. 1-37 in *Crime and Justice: A Review of Research*, Volume 10, edited by Michael Tonry and Norval Morris. Chicago: University of Chicago Press.

### Goals and Outcomes

Community policing should be said to exist only when new programs are implemented that raise the level of public participation in the maintenance of public order. Four necessary program elements include encouraging community-based crime prevention activity, reorientation of patrol work to stress non-emergency interactions, increased police accountability to the public (or increasing public input into police policy), and decentralization of command. Accountability to the public means enhanced knowledge of police activities and the opportunity to comment on them; it is the "price police pay" for wholehearted community participation. Community policing is most substantial when it is part of a broader vision implying a change of values as well as programs. Improvements such as participatory management or increased minority representation among officers, while "good things", do not necessarily change the dynamics of public-police interaction and therefore do not qualify as community policing.

### How To Measure

The most critical measure will be whether community policing will produce safer communities. Thus far police departments (except Singapore) have not been able to supply convincing data; they plow ahead without careful analysis, preoccupied with implementation. Singapore found that serious crime rates went down and minor crime rates went up, due to reporting increases presumably.

### Specific Performance Indicators

Targeted crime rates before and after a specific community policing effort

Increased numbers of blocks organized into neighborhood watches.

Percentage of officers on foot patrols, horse patrols, bicycle patrols, mini-stations, or engaged in community organizing, public education,

information and referral. (They may also answer or cover emergency calls as able.)

Official personnel rewards for a wider range of job performance skills.

Number of citizen-police joint committees or work groups

Increased influence of citizen complaint tribunals over grievance outcomes.

Increased ride-along activity

Increased job satisfaction of officers

Increased self-worth in officers

Changes in community attitudes: providing information to police, sense of self-efficacy against crime, trust in neighbors, reduced fear of crime

Skolnick, Jerome H. and David H. Bayley. 1988. "Community Policing: Issues and Practices Around The World" in series *Issues and Practices in Criminal Justice*. Washington D.C.: National Institute of Justice.

### Goals and Outcomes

The central premise of community policing is that the public should play a more active and coordinated part in enhancing safety (p. 3). The public should be seen as "co-producers" with the police of safety and order. Community policing thus imposes a new responsibility on the police--to devise appropriate ways to raise the level of public participation in the maintenance of public order (p. 4). Past practices should not be referred to as community policing simply because their intent was to lead to greater public involvement (p. 4). Community policing should be attached to departures from past operating practices and should reflect a *new* strategic and tactical reality.

### How to Measure

Examining community policing around the world, the authors consistently found four areas of programmatic change: community crime prevention organizing, reorientation of patrol activities to non-emergency services, increased accountability to local communities, and decentralization of command and decision-making. Each of these areas is discussed extensively (pp. 4-16) and one flows into the other. Evaluation of community policing must assess activity in each area to be complete.

### Specific performance indicators

Emotional maturity of officers (p.50-51): the degree to which they hold attitudes which are insular, suspicious, or intolerant of ordinary citizens, or which divide the world into "us" and "them".

The estimated amount of crime an officer contributed to preventing (p. 61).

Changes in community behavior and attitudes (p. 61):

- More citizens participating in crime prevention activities
- People provide more information to police
- Referral services are more effectively engaged
- The fear of crime diminishes
- There is a greater sense of trust between neighbors?

Sparrow, Malcolm K., Mark H. Moore, and David M. Kennedy. 1990. *Beyond 911*. New York: Basic Books/ Harper Collins Publishers.

Beyond 911 is a very readable philosophical and intellectual analysis of the basic mission, operational methods, and organizational structure of urban police agencies in a decade of transition. Critically reviewing several productive problem-solving programs and seven innovative police chiefs, *Beyond 911* suggests changes police organizations should make to become more effective: close, productive alliances with other parts of government, with the public, and with other social services; and changed managerial methods and culture within departments to make police organizations adaptive and results-oriented.

### Goals and Outcomes

The reform model from the first third of this century is apparent in police institutions surprising similarities across the nation (p. 30): tightly controlled management styles, military organizational structures, emphasis on rapid response, marked vehicle patrol and reactive investigation as the best means to control crime. Crime control and law enforcement are the only "real" jobs of police in this model, and organizational cultures characterized by absolute internal loyalty and a cynical us-versus-them attitude toward politicians, the public, and especially, crime-ridden communities. (Chapters 1-2). All of these characteristics imply that their opposites would be the outcomes of a department which has moved beyond the reform model. Line police officers will be accorded respect and status in the new police culture, rather than patrol being perceived as the worst job in the department. The other elements of a police organization must adopt supporting the work of the line officers as their mission and organizing principle.

### How To Measure

The Chapter 4 debate implies evaluation measures of whether a department has achieved a new approach, but there are no specific suggestions as to how to evaluate changing police organizations. Pages 224-230 of the last chapter describe a new performance evaluation outline for a "beat officer". A new evaluation model for individual officers would have a ripple effect on that of managers and programs (pp. 228-30). Any new measurements should not be compared with some ideal police success model,

but only against current reality: random vehicle patrol, rapid response, and investigation methods' actual results (p. 100).

### Specific Performance Indicators (Implied)

The authors articulate 6 unwritten, hidden, limiting beliefs of police culture on pages 50-51; a loosening of consensus about these beliefs could be considered a strong indicator of successful transformation of attitudes within a police department.

Has the percentage of time increased in which patrol officers address problems rather than incidents?(pp. 17-20)

Is the operations manual getting shorter and more amenable to individual circumstances (p. 54)

Are officers who handle neighborhood disputes or family crises well receiving rewards for performance (p. 102)

Are 911 calls coming from a wider array of addresses than before community policing (p.105)

Are there fewer 911 calls overall in areas targeted by police/community problem solving activities?

Have the types or sources of citizen complaints about police conduct changed?  
Has the number of complaints decreased? (p. 166)

Trojanowicz, Robert and Bonnie Bucqueroux. 1990. *Community Policing: A Contemporary Perspective*. Cincinnati: Anderson Publishing Company.

### Goals and Outcomes

The hallmarks of community policing are problem-solving efforts tailored to individual characteristics of cities, neighborhoods, and streets (p. 17).

### How To Measure

Any effort to measure community policing performance will include qualitative, non-traditional data (pp. 17, 177-178). Unique results will be produced which are unsuited to measurement by counts such as numbers of arrests, miles driven, tickets issued, and the like (pp. 18, 284). Community policing also means the police accept new responsibilities, although controlling crime is still their first priority: fear of crime, quality of life, public disorder, and neighborhood decay (pp. 14-15). These new areas of police effort generate very different measures of success.

Trojanowicz himself used a combination of surveys, meetings with "stakeholders", and friendly, personal interaction with line officers on their walking beats when evaluating the effectiveness of the Flint, Michigan foot patrol program. Target areas of the trial foot patrol were compared with control parts of the city (pp. 201-202).

### Specific Performance Measures

Public supportiveness, especially in those subgroups with high victimization rates, for example, black or hispanic communities, low-income communities (p. 179)

Reviews of progress toward specific problem-solving plans created by officers and citizens, management and supervisors (p. 17)

The degree to which the whole police department has re-oriented its attitudes and values toward a focus on good community relations (p. 180)

Less "uncommitted" random patrol time, which has been shown to be ineffective in preventing crime, increasing citizen's sense of safety, or their satisfaction with the police (pp.168-170, 177, 181)

Trojanowicz, Robert and Bucqueroux, Bonnie. 1992. *Toward Development of Meaningful and Effective Performance Evaluations*. East Lansing, MI: National Center For Community Policing, Michigan State University.

### Goals and Outcomes

Community policing rests on the belief that the police must become partners with the people in the community, so that together they can address local priorities related to crime, fear of crime, social and physical disorder, and neighborhood decay. Community policing restructures the department so that creative problem-solving and face-to-face contact change from being an informal, unrecognized part of the job to the essence of police work. The resulting challenge is to find ways to capture and present community policing outcomes to policy-makers and the public (p. 3). Community policing success depends on the involvement and interaction of the "Big Five": 1) the police within, 2) individual citizens and community groups, 3) civic officials, 4) public and private service agencies, and 5) the media. Pages 6-15 outline a comprehensive checklist of items which are both goals of community policing and actual criteria to measure the progress of a police agency toward department-wide community policing.

### How To Measure

Traditional police performance evaluation has overvalued quantitative results, especially arrests and reported crime. For example, traditional evaluation ignores the officer who convinces a youngster suspected of burglarizing dozens of homes to enroll in drug treatment and cuts red tape for his admission, while it would record and reward the officer who arrested the youngster for possession, even if this arrest accomplished little (p.2). Therefore, one outcome of community policing must be to modify every position's performance evaluation criteria. This booklet focuses on structuring a workable performance evaluation for a community policing officer, believing big-picture and managerial evaluations should logically flow (pp. 9, 16, 29). Officers, who are now granted more autonomy and treated as professional, responsible adults, should have input into developing at least portions of their own performance review (pp. 17-20, 36). For a suggested performance evaluation of first-line supervisors: (pp. 31-2).



## Specific Performance Indicators

Have civic officials and the public been educated about the timetable, trade-offs, and risks of community policing?

Do the media and elected officials understand the possibility of embarrassing mistakes?

Do they support or explain community policing trade-offs if powerful constituents or wealthier neighborhoods complain their services have changed?

Have community agencies and civic officials been included in the planning process and in ongoing strategic planning?

Has top command met with top media editors and publishers?

Have the majority of officers learned to survey residents to identify problems and needs?

Have officers been assigned to the same area for at least 18 months?

Are rates of jointly targeted crimes decreasing? (p. 24)

Is there a reduction in numbers and types of outward signs of social or physical disorder (p. 24-25).

Are there more community-based problem-solving activities which employees are involved in? (pp. 24-27).

PSU Working Paper  
**History of Portland Police Work on  
Community Policing Performance  
Assessment**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

This working paper is one of several PSU working papers that are background papers. In addition to these background papers, there are a number of PSU working papers on developing specific performance measurement tools.

Each PSU working paper will be circulated individually, and once all papers are available they will be circulated in a report of collected PSU working papers. The purpose of these working papers is to make the work of the PSU researchers conveniently available to all personnel who are working on this project in the three involved agencies.

\* NIJ Grant ID# 92-IJ-CX-K037 to the Portland Police Bureau provides funding of \$366,358 over two years. Of the total funding, the PSU contract is \$95,362 (26%), the UO contract is \$152,262 (42%), and the Bureau funding is \$118,734 (32%).



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## **History of Portland Police Work on Community Policing Performance Assessment**

This paper is one of the background papers for Phase 2 of the NIJ Project. The purpose of this paper is to examine the history of the development of community policing in Portland in order to understand the work that has been done to date on community policing performance assessment. Specifically, this paper will examine the origin, development, and implementation of ideas about measuring and evaluating the performance of community policing in the Portland Police Bureau.

### Initial Work of Consultants

The formal planning process for Portland's version of community policing began in January 1989. Assistance from Portland State University's School of Urban and Public Affairs, in the form of two consultants (James Marshall and Daniel O'Toole), was obtained to develop a transition plan for guiding the Police Bureau in its move from a traditional police organization to a community policing agency. In May the Community Policing Division was created to coordinate all the various activities necessary in this major planning effort. In July the first of three City Council resolutions concerning the city's community policing planning effort was passed.

Working on such a tight timeline, it was necessary to make use of whatever ideas and experiences were available within the Bureau and throughout the country. Evaluation was no exception: an overview of assessing police services found in the basic sourcebook on public service effectiveness, *How Effective Are Your Community Services?* by Harry Hatry *et al.*, was used by the consultants to get the thinking going. The book's section on "Crime Control" contains a number of measures for assessing community policing efforts (Hatry *et al.*, pp. 86-87):

- Reported crime rates
- Victimization rates
- Peacekeeping in domestic quarrels
- Perceived responsiveness
- Perceived safety
- Perceived fairness
- Courtesy
- Police behavior: complaints and outcomes
- Citizen satisfaction with police handling of miscellaneous incidents
- Citizen satisfaction with overall performance

#### Planning Process for Transition Plan

The Portland Police Bureau went through an extensive, community-based, planning process to develop a five-year plan to transition to community policing. As might be expected, a major part of the discussions that took place throughout the community, governmental agencies, and the Bureau revolved around what community policing was, what its goals and expected outcomes were, and how those expected outcomes could be measured.

An eighty-four item flow chart was developed to guide the development of the Bureau's transition plan. This flow chart included a number of linked items on evaluation. The milestones on the flow chart were three City Council resolutions: 1) the Council's approval of the Bureau's definition of community policing for Portland, 2) the Council's approval of overall design of the program, and 3) the Council's approval of the five-year transition plan. Item number 27 on the flow chart, which appears prior to the first Council resolution, called for "Develop overall approach to evaluation--outcome measures; planning process; implementation process". Flow chart item number 32, appearing between the first and second Council resolutions, called for "Ensure existence of baseline data for future comparisons". Flow chart item number 69, appearing between the second and third Council resolutions, called for "Develop more specific approaches to evaluation", and item number 70 called for "Revise baseline data as necessary". Finally, flow chart item number 82, appearing after the third Council resolution, called for "Implementation plan, with periodic evaluations and mid-course correction points".

The first major product of this evaluation-oriented work was to be the "expected outcomes" planned as part of the first Council resolution on community policing in Portland. The discussion of these outcomes and what was reasonable to expect from the Bureau and from the new, largely untested, idea of community policing lasted longer than expected. Of particular concern was the idea that the Bureau should commit itself to an outcome of reducing

crime through community policing when so many of the elements necessary to reduce crime (the district attorney, the courts, the prison and probation systems) were outside the Bureau's control. The issue was finally resolved, and reducing crime was included in the expected outcomes, but the time necessarily expended on this critical discussion meant that the expected outcomes were postponed until the second resolution, when they were approved by the Portland City Council.

A positive unintended consequence of this delay was that a series of nine committees was created by the Bureau in June, 1989, to look into the key issue areas that had major potential impacts on the development of community policing in Portland. These were known as the "second phase committees", referring to the phase of the plan between the first and second resolutions. One of these committees, with membership drawn from the community as well as the Bureau, looked into the whole issue of evaluation. The evaluation committee was able to begin work with the results of the Bureau's employee survey on community policing (February 1989), the results of surveys given out at five community meetings (April 1989), and the input from a national survey of 366 police departments conducted by the Bureau (July 1989). The expected outcomes found in the second council resolutions had the benefit of this committee's preliminary work.

Portland's version of community policing was defined in the first resolution, approved by the Council on July 5, 1989:

Community Policing is based on a philosophy which recognizes the interdependence and shared responsibility of the police and community in making Portland a safer, more livable city. It is a method of policing which encourages a partnership that identifies community safety issues, determines resources, and applies innovative strategies designed to create and sustain healthy, vital neighborhoods. Community Policing will coordinate with efforts being made by private, nonprofit, and public agencies to bring a comprehensive approach to Portland's problems of crime and disorder. Community Policing reflects the values of: community participation; problem solving; officer involvement in decision making; police accountability; and deployment of police personnel a level closer to the neighborhood.

A second resolution, passed by the Council on October 25, 1989, laid out the expected outcomes for community policing in Portland. These expected outcomes form the basis for any evaluation which would be done:

NOW, THEREFORE, BE IT RESOLVED by the Council of the City of Portland that the Council hereby adopts the following as expected outcomes of a fully implemented Community Policing program:

**INCREASED PUBLIC SAFETY**

- Reduced incidence of crime
- Increased neighborhood livability
- Reduced fear of crime
- Increased citizen satisfaction with service provided by the Police Bureau
- Increased citizen empowerment to prevent and fight crime and disorder in a partnership with the Police Bureau
- Engagement by appropriate City bureaus to support this partnership
- Better coordination and allocation of responsibilities among social, criminal justice and other service agencies to prevent and solve problems

**INCREASED OPPORTUNITIES FOR OFFICER INITIATIVE**

- More time spent by officers on pro-active missions
- Empowerment of officers to design strategies to solve problems
- Increased job satisfaction by Police Bureau members

A third Council resolution adopted on January 31, 1990, approved the Bureau's *Community Policing Transition Plan*, a five-year transition plan. The plan broke the overall concept of community policing into six goals:

- Partnership
- Empowerment
- Problem Solving
- Accountability
- Service Orientation
- Project Management and Direction

It is in the fourth goal, accountability, and three of the four objectives under that goal that assessment of community policing is addressed in the transition plan:

#### 4.3 Program Evaluation

Enhance productivity through continual evaluation and necessary revision of Bureau programs (page 15).

4.3.1 Develop Police Bureau service delivery standards that are both qualitative and quantitative.

4.3.3 Develop performance measures based upon citizen's assessment of our ability to solve community problems.

4.3.4 Develop evaluation programs flexible enough to provide a constructive response to ineffective outcomes of risk taking (page 66).

So, the process of developing a transition plan for the Portland Police Bureau to follow to get to community policing included a clear commitment to specific expected outcomes and to program evaluation activities to assess the degree of progress attained in achieving those outcomes. The work done in



early 1993 by consultant James Marshall during the mid-course review of the transition plan's progress indicated that the quantitative (as opposed to the qualitative or anecdotal) side of this evaluation component of the accountability goal had not progressed to the point of producing a definitive set of outcome measures and indicators. This became a major focus of the mid-course review, which is still underway.

Part of the approach to transition planning brought to the project by the consultants and the Bureau planning team was to suggest that information in a number of areas be gathered in anticipation of its future use. In the area of assessment and evaluation, a large number of possible assessment measures were collected for possible use in evaluating the impact of community policing. This collection (or "menu") was put together by the Bureau's consultant, Jim Marshall and Sergeant David Austin in order to provide raw material for the Bureau's later use in developing evaluation measures and indicators. See Appendix A for a list of these possible assessment measures.

#### Other Sources of Possible Performance Measures

In addition to the assessment measures discussed for use specifically to evaluate community policing, there are a variety of measures which have been used by the Bureau for different purposes at different times which measure different aspects of community policing. For example, the *FY 1992-93 Adopted*

*Budget* for the City of Portland contains the following measures of police activity which could be used to measure aspects of community policing:

- Percent of Employee Satisfaction (p. 260)
- Percent of Calls-For-Service Handled by Non-Patrol Officers (p. 260)
- Calls for service handled (p. 261)
- Information & referral calls handled (p. 261)

The Bureau's annual statistical reports also offer measures which could be used to measure aspects of community policing. The following are from the most recent report, *Building the Partnership; 1990 Statistical Report*:

- The opening of a neighborhood police contact office (p. 2)
- Various partnership efforts (p. 2)
- A sports camp for 600 at-risk youth (p. 3)
- Landlord training for 1,600 landlords (p. 3)
- Rate of Calls for Service per 1,000 citizens (p. 6)
- A variety of crime statistics (p. 7)

Anecdotal information abounds about community policing accomplishments. For example, a Bureau publication entitled *Community Policing Transition; Information Packet* contains an entire section (Section 21) devoted to highlighting accomplishments of the first year of transition.

The City Auditor has begun publishing a report on City government called *Service Efforts and Accomplishment* which includes a section on Police performance. The second annual report was released January 1993. The report notes that "Performance data needed to evaluate community policing will not be available until after implementation of the new computer-aided dispatch system, scheduled for November 1993 (p. 13)." Included in the section

on general police activities are measures which could be used to evaluate community policing and its effectiveness in meeting its goals.

- Time spent on community policing (under development) (p. 15)
- Crimes reported (p. 15)
- Responses: Dispatched and Telephone (p. 15)
- Number of partnership agreements (p. 16)
- Percent of time spent on pro-active community policing (under development) (p. 16)
- Decrease in number of repeat calls (under development) (p. 16)
- Employee satisfaction rating (under development) (p. 16)
- Overall rating of police service quality (p. 17)
- Feeling of safety walking in neighborhood *during the day* (p. 17)
- Feeling of safety walking in neighborhood *during the night* (p. 17)
- Willingness to work with police to improve neighborhood (p. 18)
- Know neighborhood police officer (p. 18)

An idea found in some untitled, undated working papers might prove useful as an indicator of community policing efforts:

- Percent neighborhood organized (Neighborhood/Business Watch)

An example of a citizen satisfaction measure is found in East Precinct's quality assurance program. Burglary victims are surveyed to get feedback on the service they received. "In April the survey response rate was roughly 75%, and over 90% of those responding were positive overall." (Portland Police Bureau *Notes and Comments*, May 28, 1992). In an interview conducted on November 17, 1992, by James Marshall as part of the Police Bureau's mid-course review, Chief Tom Potter indicated that he would be suggesting that the other precinct commanders develop something similar to East Precinct's program.

Another example of evaluation by the Bureau of community policing, again in East Precinct, is the evaluation of the East Precinct Demonstration Project evaluation. As reported in an undated document, a walking survey of the area was done during the summer by Portland State University students. This walking survey was combined with a short survey of business owners. As noted in the document, "This method of evaluation was chosen over measures of Calls for Service since most of the police response to illegal activity of the transient population in the area is not recorded as Calls for Service."

The Iris Court Demonstration Project was mentioned in the same document. A series of surveys done by the Piedmont Neighborhood Association focused on perceptions of crime levels and fear of crime among tenants and police officers. Reported crime was also monitored. Newly appointed Police Chief Charles Moose is currently writing a dissertation (for a Portland State University doctoral degree) evaluating the Iris Court Demonstration Project.

The need for a comprehensive evaluation process focused on community policing was highlighted in an *Oregonian* editorial published on April 17, 1993. In referring to a planned audit by the auditor's office to revisit the area of patrol staffing and deployment practices by the Police Bureau, the *Oregonian* editorial writers observed:

Portland's transition to community policing may make comparing the 1987 findings with 1993 performance a bit like comparing apples and oranges. Attending neighborhood meetings and helping citizens solve problems before they develop into crimes takes police time away from street patrol.

Looking back, the Portland Police Bureau apparently focused on getting community policing projects, programs, and activities up and running and did not have the additional resources to vigorously pursue the development of evaluation measures and the concomitant baseline data. However, as mentioned earlier, the mid-course review now underway in the Bureau has focused on filling this gap in the implementation of the transition plan, as will be outlined below.

In a Spring 1993 draft of the mid-course review, consultant to the Bureau James Marshall suggested a selection of possible measures for the expected outcomes contained in the second Council Resolution. Input for these proposed measures came from the materials mentioned previously and from interviews conducted with the Bureau's top managers, as well as from preliminary results from an in-house mid-course survey conducted by the Bureau. See Appendix B for a list of the consultant's proposed measures.

The course of action proposed by the consultant as part of the mid-course review was to have these measures and indicators reviewed by a variety of internal and external individuals and groups, then the Bureau would make a decision as to which of them to use. Baseline (pre-community policing start-up) data would have to be organized or created for the selected measures. This would give the Bureau the ability to report to the Council and to the public on the impact of community policing.

The amount of record keeping already being done by the Portland Police Bureau, combined with the large number of ideas about measures and indicators gathered as part of transition planning, puts the Bureau in the position of being able to consider an array of options and to choose what it wants to measure and how to do so. This could potentially accomplish the purposes of 1) providing much better quantitative information on how community policing in Portland is affecting the quality of life in the city, 2) facilitating evaluation of which community policing initiatives have the most desirable impact, and 3) enabling citizens to play a much more effective role in the partnership with the Police Bureau--an idea at the heart of community policing.

#### References

- City of Portland, *FY1992-93 Adopted Budget* (Portland: City of Portland, 1992).
- Harry Hatry, Louis Blair, Donald Fisk, John Greiner, John Hall, and Philip Schaenman, *How Effective Are Your City Services?* (Washington, D.C.: The Urban Institute, 1977).
- Office of the City Auditor, City of Portland, *City of Portland Service Efforts and Accomplishments: 1991-92* (Portland: Office of the City Auditor, 1993).
- Portland Police Bureau, *Building the Partnership; 1990 Portland Police Bureau Statistical Report* (Portland: Portland Police Bureau, no date).
- Portland Police Bureau, *Community Policing Transition; Information Packet* (Portland: Portland Police Bureau, no date).
- Portland Police Bureau, *Community Policing Transition Plan* (Portland: Portland Police Bureau, 1990).

Appendix A: List of Possible Performance Assessment Measures Collected in the Transition Planning Process, 1989

**OUTCOME/IMPACT**  
**Create a Safer City (Reduce Crime)**

Customer Satisfaction Measures

- Increase in percentage of citizens not victimized by crime in last 12 months

UCR/Traditional Measures

- Reduction in Crime Rate (or in rates of targeted crimes)
- Reduction in Victimization Rate (or in rates of targeted crimes)
- Reduction in Property Loss from crime (constant dollars) (or rates/%)
- Increase in number of convictions / number or arrests percentage
- Increase in number of cases cleared / number of cases percentage
- Reduction in Recidivism Rate
- Reduction in percentage of Domestic Violence Calls with a repeat call within \_\_\_\_.

Efficient Use of Resources Measures

- Increase number of calls for service handled per \$1 million of budget (reduce cost/calls handled) (constant dollars)

**Create a More Livable City**  
**(Reduce Conditions that Contribute to Crime & Disorder)**  
**(Quality of Life)**

Customer Satisfaction Measures

- Increase in percentage of citizens saying city is "Livable" or "More Livable" (number \_\_\_\_)
- Reduction in percentage of vacant commercial buildings
- Reduction in percentage of abandoned residential units
- Reduction in visible negative conditions (abandoned cars, empty buildings, overgrown lots, etc.) (or rate/%)

UCR/Traditional Measures

- Decrease in unemployment rate
- Increase number of problem-solving contracts signed with community (or rate/%)
- Reduction in number of complaints (CFS) on loud parties (or rate/%)
- Reduction in repeat calls for service (or rate/%)
- Reduction in non emergency/non-high priority calls for service (or rate/%)
- Reduction in nuisance (abandoned cars, empty buildings, overgrown lots, etc.) calls to City (or rate/%)
- Reduction in high school drop-out rate
- Decrease in number of traffic accidents (or rate/%)

- Reduction in vandalism and graffiti (or rate/%)
- Reduction in percentage of tenants evicted
- Reduction in health and safety violations in rental units, public housing units and commercial buildings (or rate%)
- Increase (constant dollar) in property values
- Decrease in number of animal control complaints (or rate/%)
- Reduction in Drunk Driving arrests (or rate/%)

#### Efficient Use of Resources Measures

- Increase in Community Policing hours of service per \$1 million of Community Policing budget (reduce cost/Community Policing hours of service) (constant dollars)
- Increase in percentage of Department Budget devoted to pro-active and co-active activities

### **Create a Less Fearful City (Reduce Fear of Crime)**

#### Customer Satisfaction Measures

- Increase in percentage of citizens who feel "safe" in their neighborhoods, or "safer"
- Increase in percentage of citizens using public facilities (parks, pools, libraries, etc.)
- Increase in citizens perceiving a positive police presence

#### UCR/Traditional Measures

- Reduction in response time to emergency/high priority calls (or rate/%)
- Reduction in number of public inebriates and drug abusers (or rate/%)
- Reduction in number of homeless on the streets (or rate/%)
- Reduction in number of mentally ill on the streets (or rate/%)
- Reduction in number of complaints about drug houses (or rate/%)
- Reduction in percentage of juveniles in gangs

#### Efficient Use of Resources Measures

- Reduction in percentage of Bureau budget devoted to reactive activities
- Increase in school-oriented activities per \$1 million of school-oriented Bureau budget (reduce cost/school-oriented hours of service) (constant dollars)

### **MEANS/PROCESS**

#### **PARTNERSHIP (1.0)**

#### Customer Satisfaction Measures

- Increase in percentage of Bureau employees who feel Community Policing will promote "partnership"
- Increase in percentage of Bureau employees who see community is "supportive of Bureau"
- Increase in percentage of citizen "willing to meet" to address problems



- Increase in percentage of citizens knowing name of their neighborhood officer
- Increase in percentage of school principals satisfied with D.A.R.E./P.A.L.
- Increase in percentage of officers "satisfied" with cooperation from other parts of the Bureau
- Increase in percentage of citizens having personal contact with police officers
- Increase in percentage of Bureau employees who feel Community Policing will improve quality of life

#### UCR/Traditional Measures

- Increase in community meetings (or rate/%)
- Increase in officer/citizen contacts (or rate/%)
- Increase in average attendance at community meetings
- Increase in percentage of community articulated problems addressed by officers
- Increase in percentage of citizens belonging to a Neighborhood Association or Crime Watch

#### Efficient Use of Resources Measures

- Increase in percentage of calls referred to appropriate agency by officers
- Increase in percentage of problem-solving activities involving other public/private agencies
- Increase in co-active activities with private security officers (or rate/%)
- Increase in number of cooperative efforts with other parts of Criminal Justice System (or rate/%)

### EMPOWERMENT (2.0)

#### Customer Satisfaction Measures

- Increase percentage of nuisance complaints by citizens to City successfully resolved
- Increase percentage of citizens aware of crime prevention programs
- Increase percentage of citizens aware of drug/alcohol abuse programs
- Increase percentage of Bureau employee "Satisfied" with autonomy

#### UCR/Traditional Measures

- Decrease in percentage of inappropriate calls to 9-1-1
- Increase in percentage of rental units that have received landlord training
- Increase number of contacts between Bureau managers and formal community police advisory groups (or rate/%)

#### Efficient Use of Resources Measures

- Increase in percentage of citizens receiving up-to-date Information & Referral Directory
- Increase in column inches of Community Policing coverage in the newspaper per \$10,000 of PIO budget (rate/%)
- Increase percentage of police officer applicants hired

- Increase number of officers per police manager (Sgt., Lt., Deputy Chief, Asst. Chief, Chief)

### PROBLEM SOLVING (3.0)

#### Customer Satisfaction Measures

- Increase in percentage of citizens satisfied with police problem-solving activities
- Increase in percentage of citizens who feel police are spending "enough" time on community problems
- Increase in percentage of Bureau employees who feel Community Policing will "solve" problems

#### UCR/Traditional Measures

- Reduction in repeat calls for service (or rate/%)
- Percentage of officers with up-to-date neighborhood profiles
- Percentage of eligible properties with up-to-date CPTED information
- Reduction in Child Abuse cases (or rate/%)

#### Efficient Use of Resource Measures

- Increase in percentage of total officer hours used in proactive and co-active activities
- Increase in percentage of total Bureau budget devoted to Community Policing
- Increase in use of Bureau computerized database by officers (or rate/%)
- Increase in number of modifications to/additions to existing laws and ordinances (or rate/%)

### ACCOUNTABILITY (4.0)

#### Customer Satisfaction Measures

- Increase in (constant) dollar total home/commercial improvement loans made in city
- Increase in involvement in Court Watch-type programs
- Increase in percentage of businesses in Crime Watch type (business notification program, etc.) programs
- Decrease in gap between Victimization Rates and Crime Rates
- Increase in percentage of callers "satisfied" with police-service
- Increase in percentage of residents who see "residents" or "residents and police" as responsible for quality of life
- Increase in percentage of Bureau employees who see "all" people (police, citizens, agencies, etc.) at key to Community Policing

#### UCR/Traditional Measures

- Increase in percentage of area covered by Crime Watch neighborhoods
- Increase in number of volunteers for Community Policing activities (or rate/%)
- Increase in percentage of eligible voters voting (in comparable elections)

#### Efficient Use of Resources

- Percentage of Community Policing implementation deadlines met
- Increase in percentage of Bureau units/programs with up-to-date evaluations/performance audits
- Increase in percentage of Bureau employees with up-to-date evaluations
- Increase in percentage of promotional decisions made using Community Policing oriented criteria

### SERVICE ORIENTATION (5.0)

#### Customer Satisfaction Measures

- Increase in percentage of citizens who feel police treat them fairly and with respect
- Increase in percentage of Bureau employees "satisfied" with Bureau response to their needs and performance
- Increase in percentage of citizens aware of Community Policing programs
- Increase in percentage of Bureau employees who feel Community Policing is "wave of future"
- Increase in percentage of Bureau employees "satisfied" with job
- Increase in percentage of Bureau employees with good self-image as Bureau employees

#### UCR/Traditional Measures

- Reduction in complaints against officers (or rate/%)
- Reduction in sustained complaints against officers (or rate/%)
- Increased number of home and/or business security checks (or rate/%)

#### Efficient Use of Resources

- Increase in percentage of officers with up-to-date Community Policing training
- Increase in number of "mentions" of Community Policing activities by the electronic media (or rate/%)
- Increase in number of Reserve Officers, Explorers, others, hours served (or rate/%)

## Appendix B: List of Consultant's Proposed Measures for Mid-Course Review, 1993

Note: The key to the sources used is as follows:

- "A" = *City of Portland Service Efforts and Accomplishments: 1991-92*, Auditor's Office
- "B" = *FY 1993-94 Budget Submission*, Portland Bureau of Police
- "C" = Interviews, Surveys, Focus Groups conducted as part of Mid-Course Review
- "D" = Literature
- "E" = *Oregon Benchmarks*, December 1992

### Increased Public Safety

Reduce incidence of crime

#### Suggested Measures:

- Crimes Reported (A-15)
- Part 1 Crimes/1,000 Residents (A-16), (B-9)
- Burglarized During the Year (A-18)
- Burglaries in target areas (B-146)
- Victimization Rate - Homicide (E-48)

Increased neighborhood livability

#### Suggested Measures:

- Reduced Hate Crimes (E-16)
- Victimization Rate - Hate Crimes (E-49)
- Gang Arrests (D)
- Abandoned Residential/Commercial Units (D)

Reduced fear of Crime

#### Suggested Measures:

- Feeling of safety walking in neighborhood during the day (A-17) (B-9)
- Feeling of safety walking in neighborhood during the night (A-17) B-9)

Increased citizen satisfaction with services provided by the Police Bureau

#### Suggested Measures:

- Overall rating of police service quality (A-17) (B-9)
- Internal Investigations Division complaints resolved without PIIAC appeal (B-47)

Increased citizen empowerment to prevent and fight crime and disorder in a partnership with the Police Bureau

Suggested Measures:

Willingness to work with police to improve neighborhood (A-18)  
Know neighborhood police officer (A-18)  
Number of Citizen Foot Patrols (C)

Engagement by appropriate City bureaus to support this partnership

Suggested Measures:

Number of Inter-Bureau agreements (C)

Better coordination and allocation of responsibilities among social, criminal justice and other service agencies to prevent and solve problems

Suggested Measures:

Information and referral calls handled (B-92-93), (B-261)  
Number of Interagency agreements (C)

Increased Opportunities for Officer Initiative

More time spent by officers on proactive missions

Suggested Measures:

Time spent on Community Policing (A-15)  
Percent of time spent on proactive Community Policing activities  
(A-15), (B-9)

Empowerment of officers to design strategies to solve problems

Suggested Measures:

Percent of calls-for-service handled by nonpatrol officers (B-9)

Increased job satisfaction by Police Bureau members

Suggested Measures:

Employee satisfaction rating (A-16), (B-9)

In addition, a selection of indicators were proposed for each of the six goals contained in the transition plan.

**Partnership:** Strengthen partnerships with the community, City Council, other Bureaus, service agencies, and the criminal justice system.

Suggested Indicators:

- Number of Partnership agreements (A-16) (B-9)
- Number of successfully implemented partnership agreements (C)
- Number of organizations signing partnership agreements (C)

Empowerment: Strengthen the organizational structure and environment to ensure that they reflect community values and facilitate joint citizen and employee empowerment.

Suggested Indicators:

- Percent of rental units that have received Landlord Training (D)
- Employee Survey (E)
- Number of officer-initiated partnerships (C)
- Number of community-initiated partnerships (C)

Problem Solving: Enhance community livability through use of proactive, problem-solving approaches for reduction of incidence and fear of crime.

Suggested Indicators:

- Decrease in number of repeat calls (A-16) B-9)
- Percent of problems identified which were addressed (E)

Accountability: Foster mutual accountability for Public Safety resources, strategies, and outcomes among Bureau management and employees, the community, and the City Council.

Suggested Indicators:

- Percent of neighborhoods with Neighborhood Watch (D)

Service Orientation: Develop a customer orientation in our service to citizens and our Bureau Members.

Suggested Indicators:

- Number (rate) of Internal Investigations Division complaints (D)
- Quality Assurance Survey (E)

Prevention of Crime & Disorder: Develop and implement cost-effective intervention strategies to reduce the causes of crime and disorder.

Suggested Indicators:

- Youth and Family Services cases handled (B-54)
- Child abuse cases presented to District Attorney for prosecution (B-57)
- Juvenile arrests per 1,000 juveniles (E-47)
- The creation of Youth and Family Services Division

PSU Working Paper  
**Information Now Available to Police  
Managers, and Managers' Views of  
Desired Performance Information**

The PSU working papers, Phase 2, NIJ Project, present work done under a contract between Portland State University and the Portland Police Bureau. This work is part of a larger project involving three agencies--the Portland Police Bureau, the University of Oregon, and Portland State University--and funded by a grant from the National Institute of Justice, United States Department of Justice.\* The purpose of the grant is to develop and implement methods of measuring the performance of community policing.

This working paper is one of several PSU working papers that are background papers. In addition to these background papers, there are a number of PSU working papers on developing specific performance measurement tools.

Each PSU working paper will be circulated individually, and once all papers are available they will be circulated in a report of collected PSU working papers. The purpose of these working papers is to make the work of the PSU researchers conveniently available to all personnel who are working on this project in the three involved agencies.

\* NIJ Grant ID# 92-IJ-CX-K037 to the Portland Police Bureau provides funding of \$366,358 over two years. Of the total funding, the PSU contract is \$95,362 (26%), the UO contract is \$152,262 (42%), and the Bureau funding is \$118,734 (32%).



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## **Information Now Available to Police Managers, and Managers' Views of Desired Performance Information**

As part of the preliminary or background work for Phase 2 of the NIJ project, the PSU research team did some investigation about the current state of available performance information in the Portland Police Bureau, as well as what top Bureau managers say about additional information they would like to have for assessing performance. A companion working paper examines the history of efforts for performance assessment in the context of community policing. What this working paper examines is the specific types of written information currently produced within the Bureau, and what Bureau managers say when asked what information they currently use and what information they would like to have for assessing community policing performance.

There are two sources of information for this working paper. First, at the request of the PSU researchers, an analyst in the Bureau's Planning and Support Division carried out an effort to identify the major periodic written reports produced within the Bureau. The second source of information consists of two questions asked in interviews of all top Bureau managers, including the

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**Acknowledgements:** The PSU researchers thank Darrel Schenck and Joe Midget, Planning and Support Division, Portland Police Bureau, for their help in gathering the information used in this working paper.



chiefs, commanders, and top civilian administrators. These two questions were inserted at the request of the PSU researchers into interviews conducted as part of the mid-course review of the Transition Plan. The two questions were prefaced by stating that we wanted to understand what information the managers have available for assessing the performance of the Bureau. The two following questions were then asked: 1) What type of periodic statistical reports or other types of assessment information do you get on a regular basis, and 2) What else would you like to get?

#### Currently Available Reports

A wide variety of periodic reports are currently generated within the Bureau. This includes, of course, the reporting of crime statistics, in weekly, monthly, and annual reports. A wide range of other reports are also produced. Appendix A provides a list of the major periodic written reports produced within the Bureau. Appendix B provides a more detailed list of periodic reports produced only within the Bureau's Planning and Support Division. Examining these two appendices shows clearly that a large amount of written materials are available to police managers.

#### What Assessment Information Managers Say They Get Now

Given the large range of written reports within the Bureau and available to managers, what do top police administrators say when asked about the information they currently get on a regular basis for assessing performance?

Appendix C lists the reports that the administrators identified in their interviews. This list shows a wide range of responses. When the written completed interview questionnaires (not provided in this document) for all of the respondents are examined, little commonality is observed across the answers given by the different top administrators. With the exception of reports on crime statistics, which were cited by a number of the managers, sources of information cited by one manager as important were usually not cited by any other managers. This lack of commonality clearly demonstrates the lack of an adequate source of performance measurement information.

#### What Other Assessment Information Managers Say They Would Like to Have

Appendix D summarizes managers' responses to the question of what additional performance measurement information they would like to receive. The list again shows a wide range without great commonality. When the written completed interview questionnaires (not provided in this document) for all of the respondents are examined, the greatest agreement about the need for specific measurement tools concerns the use of surveys of Bureau employees, of customers/victims, and of citizens.

#### Implications for Developing Performance Assessment Tools

What implications do these findings have for the need for developing performance measurement tools? First, there clearly is no lack of quantity of written reports (see Appendices A and B). Second, currently available reports

do not adequately serve managers' needs for performance measurement information, as evidenced by the additional information managers say they need (Appendix D), and by the lack of commonality in where managers turn to for information on performance.

The literature on information systems commonly distinguishes data from information (e.g. See Senn, 1990, p. 62). Data that are presented in a way that becomes useful to managers or decision makers are information. One problem that can prevent data from being useful information is the existence of too much unorganized data. As Stated by Senn (1990, p. 59), "*Information systems should inform managers, not overwhelm them.*" It appears that Bureau managers currently face this classic problem of too much data but too little information.

The literature on performance monitoring provides some general direction about how to obtain more useful information. Wholey and Hatry (1992, p. 605) describe successful performance monitoring systems as follows:

Performance monitoring systems regularly measure the quality of service delivery and the outcomes (results) achieved in public programs--with monitoring being done at least annually but, in many cases, quarterly or even more frequently. They include, but go beyond, the more typical measurements of program costs, services delivered, and numbers served. Performance monitoring typically covers short-term and medium-term outcomes of program activities....They usually do not attempt to estimate the extent to which programs caused observed outcomes.

In other words, a performance monitoring system should provide periodic information on program outcomes, not just inputs or workloads, but would not

go so far as doing the program evaluation task of estimating the exact effect the programs have had on the measured outcomes.

Combining these ideas with the survey of available management reports within the Bureau and with the results of the top management interviews leads to the following conclusions about the needs for performance monitoring:

- Performance monitoring must provide more outcome information than is currently available.
- Performance information must be presented in a short format that is easily accessible and routinely distributed.
- Performance monitoring reports should present comparisons over time.
- Performance information should come from, among other sources, employee, customer, and citizen surveys.

#### References

Wholey, Joseph S. and Harry P. Hatry. 1992. "The Case for Performance Monitoring." *Public Administration Review* 52, November/December.

James A. Senn. 1990. *Information Systems in Management*. Belmont, California: Wadsworth.

Appendix A: PARTIAL LIST OF REGULAR\PERIODIC REPORTS  
PRODUCED BY DIVISIONS AND UNITS IN THE PORTLAND POLICE  
BUREAU

**ALARM INFORMATION**

Work Plan  
False Alarm Reduction Document

**ASSETS FORFEITURE**

Reports on Seized Property appropriate for request

**CENTRAL PRECINCT**

Weekly Activity Report  
1. Deadly Force Used  
2. Assaulted Officers  
3. Identified Crime Trends  
4. Special Enforcement Activities  
5. Bias\Hate Crimes  
6. Exceptional Incidents  
7. Demonstrations, Dignitary Protection, Etc

Overtime Spending Report

**CHAPLAIN'S OFFICE**

Quarterly Report of Activities

**CRIME STOPPERS**

Annual statistics

**DETECTIVES/PROPERTY CRIME**

Monthly/Weekly Stats on:  
List of Active Cases & Last 30 Days Clearances  
Detective Case Management Summary  
Reported/Assigned/Resolved Cases  
Listing of Offenders  
Reported Stolen Property Processed in Past 15 days  
Pawners and Pawn Shops with 6 or more pawns  
All Property Pawned in Last 15 Days  
Daily Pawner Tracking Notification  
Pawn Entries by BPST

## DRUGS AND VICE

### Annual Report

1. Narcotics Detail
2. Vice Detail
3. Liquor License Detail
4. Drug House Detail
5. Forfeiture
6. Demand Reduction

### Quarterly Report

Updates on activities

## EAST PRECINCT

### Demonstration Project - Quarterly Report - 9 to 12, 1992

Spring Clean-up  
Travel Inn Motel  
The Recovery Inn  
Transient Camps  
Abandoned Auto Problem  
St. Francis Park and Dining Hall  
Bridgeport Hotel  
Illegal Campers\Oaks Bottom  
Drug Free Zone  
East Bank Esplanade Project  
Lower East Side Parking Problem

### 2nd Quarter Workplan Report

Performance Measures

1. Public Satisfaction
2. Satisfactory Appearance
3. Officer Concern
4. Crime Prevention info offered

### Success Indicators

Canine Unit  
Investigative Support  
Citizen and Police allegation of misconduct

### Strategic Activity

1. Treatment of community members as customers
2. Officer liaisons to Neigh and Business Assoc
3. Open and maintain contact centers
4. Continue to investigate drug-house complaints

5. Continue CEIC Demonstration Project
6. Continue bike patrol program
7. Officers assigned to problem areas
8. Use EPCAC as a forum for community input
9. Brent-Darlington Safety Action Team
10. Continue to monitor community satisfaction
11. Continue monitoring strategies and update workplan
12. Youth Outreach activities
13. Use crime analysis to support problem analysis
14. Increase # of Detectives and supervisors
15. Det work with East Crime analysts
16. Allocation Det resources
17. Determine Det access and feedback to the community
18. Update officers of Det activities and services
19. Communication between Det Div and East Det
20. Survey of officer attitude towards Det
21. Train Det in CAP
22. Training for officers in property crime investigation
23. Maintain Det case data base
24. Continue use of K-9 to reduce time for officers
25. " " to increase # of arrests
26. " " to reduce injuries
27. " " and make available to all of Bureau
28. Promote community involvement/ed. by K-9 unit

#### IDENTIFICATION DIVISION

Quarterly Report of activities

#### INTERNAL INVESTIGATIONS

Annual Statistics

#### LIABILITY MANAGEMENT

Quarterly Report of Activities

#### MOUNTED PATROL

Monthly Summaries

Arrests

Demonstrations, activities

#### NORTH

Quarterly Workplan Report

#### PERFORMANCE MEASURES

A. Efficiency Measures

**B. Effectiveness Measures**

**STRATEGIC ACTIVITIES  
28 ACTIVITIES**

**P.A.L.**

Quarterly Report of activities  
Project Narrative  
Drug resistance brochures

**PERSONNEL**

Quarterly Report of Activities

**PROPERTY\EVIDENCE**

Monthly Auto Impound Activity

**RECORDS**

Quarterly Report  
Monthly Reports  
File Searches  
Data Entry Information  
Correspondence

**REGIONAL ORGANIZED CRIME/NARCOTICS (ROCN) TASK FORCE**

Progress Report - Multijurisdictional Task Force  
Quarterly Report - (Finvest) Financial Investigations Program  
Quarterly Report - Organized Crime/Narcotics Program

**STRATEGIC PLANNING**

Statistical Analysis  
Mapping Services  
Survey Analysis  
Community Policing Benchmarks/Information  
Community Policing Training  
Crime Prevention Material and Programs



# APPENDIX B



CITY OF  
**PORTLAND, OREGON**

BUREAU OF POLICE

VERA KATZ, MAYOR  
Tom Potter, Chief of Police  
1111 S.W. 2nd Avenue  
Portland, Oregon 97204

Listing of periodic Performance\Management Reports of the:

PLANNING AND SUPPORT DIVISION

**STRATEGIC PLANNING UNIT**

Chief's Forum Minutes  
(cooperative Police/Public  
investigating law enforcement issues)  
to  
Chiefs Office, interested parties

Comments and Notes  
(Bi-weekly newsletter distributed with paychecks)  
to  
Bureau members, interested parties

Iris Ct/Landlord Training Quarterly Reports  
(Federally funded Community Policing Projects)  
to  
Bureau of Justice Assistance, interested parties

Surveys of Inner East Portland  
(Environmental Survey and Business Owner Interview)  
to  
East Precinct C.P. Demo Project

Career Officer Program Reports  
(Enhance and Identify Career Street Officer paths)  
to  
Committee, Chief's Office, Police Union, Interested parties

BPST Training Handouts - 8hr Seminars  
(Material on implementing Community Policing)  
to  
Seminar attendees, interested parties

Community Policing Benchmarks  
(Updates on general info and specific programs)  
to  
Interested parties

Condensed City Ordinance Book  
to  
Bureau members, interested parties

Police Bureau Recruitment Brochure  
(in conjunction with the Portland Oregon Visitors Association)

General Orders  
(continual revision of policies and procedures)  
to  
Chief's Office, Bureau members

Special Orders  
(Some originating at Training Center, some in Strategic Planning)  
to  
All RU's, selected others

PPB Rosters  
(Alphabetical and by location)  
to  
I & R, Program Managers, DA's Office, Emergency Management, Training,  
Alarms, Court Coordinator

Emergency Call List  
(as information changes)  
to  
Chief's Office, all RU's, selected others

## **Statistical Support**

Weekly Crime Statistics by Neighborhood  
(Breakdown of major crimes by Neighborhood)  
to  
Neighborhood Associations, Bureau members, interested parties

Monthly Crime Statistics By Neighborhood  
(Breakdown of major crimes by Neighborhood)

to

Neighborhood Associations, Bureau members, interested parties

Statistical Analysis - Mainframe and PC applications  
(Analysis of crime and survey data)

to

Bureau members, Neighborhood Associations, City agencies,  
regional law-enforcement agencies, interested parties

Computer Mapping

Mapping of crime locations, and city, neighborhood, precinct, and patrol district  
boundaries

to

Bureau members, Neighborhood Associations, City agencies, interested parties

Annual Report

to

Bureau members, interested parties

New 1993 Transition Plan - (Pending)

(The new plan will incorporate information gathered from interviews with the Chiefs,  
Commanders, Sworn and Non-Sworn Personnel, and Community members. It will  
also use results from the pending Employee Survey as well as the Auditors Office  
survey and the pending Employee Evaluation Project)

to

Bureau Members, City Council, Interested parties

**Info/Referral**

Resource and Problem-Solving Handbook

1) Version for Police Officers

2) Version for Citizens

to

All officers, Bureau members, Neighborhood Associations, Fire Bureau, Tri-Met,  
various city agencies

Precinct Cards

(Emergency #'s and general police #'s)

to

All Officers

ORS Bail Schedule Forms

to  
All Officers

Flip-Chart Spanish Language Guide

to  
All Officers

Kid Sports Guide

(Info for kids and their families on joining athletic teams)

to  
All Officers

Portland Police Data System (PPDS) - Info & Referral Program

(Computerized I & R data that's updated periodically)

to  
Regional law-enforcement agencies

**Crime Prevention**

WomenStrength Training Manual

(Manual used to supplement self-defense training classes)

to  
Training attendees

WomenStrength Newsletter

to  
WomenStrength volunteers

Senior Locks program - Quarterly and Annual Reports

(Statistics on Locks Program)

to  
Housing and Community Development

Senior Locks Program Flyers

(Explanation of program)

to  
(Media, Senior Centers, Public Fairs, etc)

Block Home Roster

(Periodic listing of participating Block Homes by School District)

to  
Volunteer Chairpeople

Block Home Newsletter

(Info on the use of Block Homes and general news)

to

Block Home volunteers and selected others

Senior Telephone Reassurance Service (TRS) Newsletter

(General info on TRS Program)

to

TRS Volunteers

Public Education Material On Telephone Reassurance Service

Prevention of Sexual Abuse

Street Safety

Home Security

Commercial Security

Child Safety

Senior Safety

Purse Snatch

Fraud Prevention

Exhibitionism/Obscene Phone Calls

Property Identification

Appendix C: RESULTS FROM 12 PPB TOP MANAGEMENT INTERVIEWS:  
WHAT INFORMATION TOP MANAGERS SAY THEY REGULARLY GET  
CURRENTLY FOR ASSESSING BUREAU PERFORMANCE

The following written reports/materials were identified in the interviews:

- East Precinct Quality Assurance Survey Reports
- Chiefs Forum Minutes
- Risk Management Reports
- Enforcement Activity Reports
- Regional Drug Initiative Community Survey Reports
- Drug Impact Index
- Community Policing Reports by Neighborhoods
- Crime Reports by Neighborhoods
- Quarterly Reports from Response Units (on work plans and activity plans)
- Accident Review Board Reports
- Overall Fiscal Periods Reports (13 reports/yr)
- UCR Reports
- Bureau of Emergency Communications CAD Reports
- Target Monthly Reports
- Notes and Comments
- Reports on Jail Bookings and Space Availability
- Drug and Vice Reports
- Office of Finance and Administration Reports

Appendix D: RESULTS FROM 12 PPB TOP MANAGEMENT INTERVIEWS:  
WHAT ADDITIONAL INFORMATION TOP MANAGERS SAY THEY WOULD  
LIKE TO GET REGULARLY TO HELP IN ASSESSING BUREAU  
PERFORMANCE

- 1 Community survey: victimization, customer satisfaction  
Internal survey of satisfaction  
Monthly information on support for organization, sense of pride,  
morale, job satisfaction
- 2 Monthly personnel status report and crime statistics report  
Trends on what's going on in the community
- 3 Feedback on problem solving and customer service  
How is the problem solving methodology working
- 4 Peer and subordinate evaluation system to judge supervisors and officers  
Reports from neighborhoods beyond victimization on how police are doing
- 5 Both a quantitative and qualitative review of CP
- 6 Information on tracking of community contacts, meeting attended, results  
of problem solving projects, customer satisfaction, jail bookings and  
space availability, individual officer activity
- 7 Tracking of what we actually do, perhaps tied to dispatch system (CAD),  
but not a timesheet
- 8 Better crime trend information, including short-term trends  
Neighborhood citizen surveys
- 9 Quarterly status reports on how various parts of planning are going
- 10 Periodic performance measurement of extent units have achieved goals in  
work plans  
Unit-specific historical data that shows trends  
More structured reporting process
- 11 Survey of PPB members and of citizens
- 12 Bureau-wide quality assurance survey

Appendix  
**Compilation of Questionnaires and Other  
Data Collection Forms**

This appendix contains a compilation of the main questionnaires and other data collection forms, sometimes referred to as "instruments", developed by the PSU researchers and presented in the various PSU working papers. It does not contain any of the preliminary versions of the forms presented in the working papers, only the last versions. Most of these instruments have been pretested, but not all. These instruments may require further pretesting and revision.



# Community Policing Implementation Profile

**Purpose and Overview:** This "community policing implementation profile" form is a tool for analyzing the degree that different community policing activities are implemented in your police agency and community. It is organized into five areas of community policing, and a number of activities are listed under each of these areas.

**Instructions:** For each of the activities listed below, circle a number between 1 ("not implemented") and 5 ("fully implemented") to indicate the degree you feel that the activity is currently implemented in your police agency or community.

<u>Build Partnerships With the Community</u>	Not Implemented			Fully Implemented	
	1	2	3	4	5
1. Police communicate the community policing philosophy through news media, community newsletters, or citizen meetings.	1	2	3	4	5
2. Police realistically discuss community policing processes and trade-offs with citizens.	1	2	3	4	5
3. Police at all levels participate in continuous two-way communication with citizens.	1	2	3	4	5
4. Police use each neighborhood's own public safety priorities to guide department activity.	1	2	3	4	5
5. A partnership form documents joint department and citizen group responsibilities concerning specific problem-solving activities.	1	2	3	4	5
6. Police include elected officials in the community policing planning process.	1	2	3	4	5
7. Police involve relevant community agencies in the community policing planning process.	1	2	3	4	5
8. Police coordinate problem-solving activities with appropriate social service agencies.	1	2	3	4	5
9. Police and community agencies track police social service referrals.	1	2	3	4	5
10. Police distribute an information package that gives a realistic picture of community policing.	1	2	3	4	5
11. Top police managers conduct frequent community policing press briefings.	1	2	3	4	5
12. All police personnel are authorized to speak directly to the media about their work.	1	2	3	4	5
13. Police personnel have organized an internal speakers bureau to promote community policing.	1	2	3	4	5
14. Police sponsor public or neighborhood seminars on community policing.	1	2	3	4	5
15. Department personnel stay actively involved as members of civic groups working on problem solving and crime prevention issues.	1	2	3	4	5

<b><u>Build Partnerships Within the Police Department</u></b>		<b>Not Implemented</b>			<b>Fully Implemented</b>	
16.	Frequent personal communication from top management disseminates community policing philosophy to all personnel.	1	2	3	4	5
17.	All personnel participate in community policing planning processes that affect their own work.	1	2	3	4	5
18.	Management recruits people who respect community policing values.	1	2	3	4	5
19.	Management seriously considers the merits of all internal suggestions for improvement.	1	2	3	4	5
20.	Employees are rewarded for doing community policing activities.	1	2	3	4	5
21.	Employees help design their own performance evaluation criteria.	1	2	3	4	5

<b><u>Decentralize Police Decision-Making</u></b>		<b>Not Implemented</b>			<b>Fully Implemented</b>	
22.	Management practices emphasize broad-based participation.	1	2	3	4	5
23.	Problem-solving teams are composed of many different ranks.	1	2	3	4	5
24.	Management empowers problem-solving teams to implement the team's decisions.	1	2	3	4	5
25.	The police general rules and regulations have been streamlined to emphasize broader guidelines to appropriate action.	1	2	3	4	5
26.	Management has reduced the rank level of approval required for many decisions.	1	2	3	4	5
27.	Management authorizes officers to commit police resources when working with citizen groups to solve problems.	1	2	3	4	5
28.	Patrol areas conform to natural neighborhood boundaries.	1	2	3	4	5
29.	Officers who work in the same neighborhood areas attend frequent meetings with each other to plan their problem-solving activities.	1	2	3	4	5

### Restructure Police Training and Education

	Not Implemented			Fully Implemented	
30. Management actively supports changing state police academy curriculum to teach more community policing skills.	1	2	3	4	5
31. The department emphasizes community policing skills in its in-service training or internal academy.	1	2	3	4	5
32. Management rewards patrol officers who take outside courses that help them to do community policing.	1	2	3	4	5
33. Department policies encourage managers to take outside courses in participatory management skills.	1	2	3	4	5
34. Management uses citizen complaints about police conduct to identify training deficiencies.	1	2	3	4	5
35. Management uses patrol officers who are high achievers in community policing methods to help train other officers.	1	2	3	4	5

### Go Beyond 911

	Not Implemented			Fully Implemented	
36. The department emphasizes a phone alternative to 9-1-1 for non-emergency police contact.	1	2	3	4	5
37. Citizens can directly contact their neighborhood patrol officers.	1	2	3	4	5
38. Police employees have accurate information for referring citizens to other agencies.	1	2	3	4	5
39. Department makes full use of alternatives to automobile patrols (foot patrols, bicycle patrols, horse patrols and/or walking canine teams).	1	2	3	4	5
40. Officer status codes realistically record the officer's community policing activities.	1	2	3	4	5

# Portland Police Bureau: Employee Survey

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**Purpose of Survey:** The purpose of this survey is to collect information about how employees in the Portland Police Bureau feel about their jobs, the Bureau, and the community. This is a chance to give your views about the Bureau and your work situation.

**Confidentiality:** Results from this survey will be presented in summary statistical form only. Your individual questionnaires will be turned in anonymously and will not be identified.

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## Police Bureau Activities

This section asks you to rate the importance of the different Police Bureau activities listed below. For each activity indicate how important you think that activity is by circling a number between 1 ("not important") and 5 ("very important").

		Not Important			Very Important	
		1	2	3	4	5
1.	Investigating reported crimes	1	2	3	4	5
2.	Providing advice on preventing crime	1	2	3	4	5
3.	Arresting criminals	1	2	3	4	5
4.	Involving the community in fighting crime	1	2	3	4	5
5.	Responding to dispatched calls	1	2	3	4	5
6.	Working with citizens to solve problems	1	2	3	4	5
7.	Patrolling in marked cars	1	2	3	4	5
8.	Foot patrols	1	2	3	4	5
9.	Bicycle patrols	1	2	3	4	5
10.	Enforcing traffic laws	1	2	3	4	5
11.	Helping people to improve community safety	1	2	3	4	5
12.	Working closely with other police agencies	1	2	3	4	5
13.	Working closely with nonpolice agencies	1	2	3	4	5
14.	Drug busts	1	2	3	4	5
15.	Closing down drug houses	1	2	3	4	5
16.	Referring citizens to other agencies	1	2	3	4	5
17.	Making arrests for domestic assaults	1	2	3	4	5
18.	Helping people to solve domestic disputes	1	2	3	4	5

## Your Job and Work Environment

This section concerns your views of your job and your work environment. For each statement below indicate how much you disagree or agree with the statement by circling a number between 1 ("strongly disagree") and 5 ("strongly agree").

	Strongly Disagree				Strongly Agree
19. I enjoy doing my work.	1	2	3	4	5
20. I have a good working relationship with my supervisor(s).	1	2	3	4	5
21. I am given the right level of decision-making authority.	1	2	3	4	5
22. My supervisor acknowledges work well done.	1	2	3	4	5
23. My co-workers appreciate my work.	1	2	3	4	5
24. My shift/Division handles personnel problems and conflicts well.	1	2	3	4	5
25. Training has helped me understand the different communities I serve.	1	2	3	4	5
26. I like my current assignment.	1	2	3	4	5
27. I feel my supervisor trusts me.	1	2	3	4	5
28. I am encouraged to use initiative in my work.	1	2	3	4	5
29. The communities I serve appreciate my work.	1	2	3	4	5
30. I have good working relationships with my co-workers.	1	2	3	4	5
31. The Police Bureau treats me fairly.	1	2	3	4	5
32. I am rewarded for helping to solve problems that impact the community.	1	2	3	4	5
33. My work has value.	1	2	3	4	5
34. My supervisor listens to my ideas.	1	2	3	4	5
35. I make job decisions with a minimum of supervision.	1	2	3	4	5
36. The Police Bureau acknowledges good work.	1	2	3	4	5
37. I feel I can trust my co-workers to do their job.	1	2	3	4	5
38. Promotions and assignments are based on merit.	1	2	3	4	5
39. I am rewarded for helping to solve problems that impact the effectiveness of my unit/Division.	1	2	3	4	5
40. I am satisfied with my job.	1	2	3	4	5
41. My supervisor and I communicate effectively.	1	2	3	4	5
42. I have the appropriate amount of independence on the job.	1	2	3	4	5
43. My co-workers help to make sure that credit is given when credit is due.	1	2	3	4	5
44. My co-workers and I work well together as a team.	1	2	3	4	5
45. Workload is evenly distributed.	1	2	3	4	5
46. My co-workers are supportive of those who try new ways of doing business.	1	2	3	4	5

# Background Information

(This background information will be used to compare the views of different categories of employees. Results will be presented in summary statistical form only.)

47. Where do you work in the Police Bureau?  
 Operations (Precincts, Traffic, PAL, Reserves)  
Officers only respond Cent \_\_\_\_ East \_\_\_\_ North \_\_\_\_ Traff \_\_\_\_ Other \_\_\_\_
- Investigations (CID, Detectives, ID, DVD, ROCN, TOD, Domestic Violence)  
 Services (Liability, Training, Personnel, IID)  
 Management Services (Fiscal, Oper. Support, Prop. Evidence, Forfeiture, Records, Data Process.)  
 Other (Chief's Office, PIO, Planning and Support)
48. What is your job classification?  
 Officer  Nonsworn  
 Detective Do you either supervise or manage other employees?  Yes  No  
 Sergeant  
 Lieutenant  
 Captain and above
49. How long have you worked for the Portland Police Bureau? ..... \_\_\_\_ years
50. How long have you worked in your current assignment? ..... \_\_\_\_ years
51. What hours/shift do you work?  
5/8 \_\_\_\_ 4/10 \_\_\_\_ 5/9 \_\_\_\_ Other \_\_\_\_  
Days \_\_\_\_ Nights \_\_\_\_ Afternoons \_\_\_\_ Evenings \_\_\_\_
52. What days off do you have?  
Mon \_\_\_\_ Tues \_\_\_\_ Wed \_\_\_\_ Thurs \_\_\_\_ Fri \_\_\_\_ Sat \_\_\_\_ Sun \_\_\_\_

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### Optional: Suggestions for Improving the Bureau

This is an optional section for writing down any suggestions you have for improving the Police Bureau. These suggestions will be compiled into a summary report. Attach extra sheets, if needed.

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## Portland Police Bureau Crime Victim Call-Back Survey

Victim's name:	Case No.:
Address:	District No.:
Type of crime:	Bus. telephone:
Date of crime:	Res. telephone:
Time of crime:	Date of call-back:

Can I please speak with (victim name). My name is (interviewer's name). I am calling on behalf of (East, Central, North) Precinct of the Portland Police Bureau. Our records indicate that you have recently been the victim of a (crime type).

We would like to ask you a few questions about the officer who came to your house. We are asking these questions to help us to improve the quality of our police services. Your answers will remain strictly confidential.

[IF RESPONDENT OFFERS ANY COMMENTS TO QUESTIONS 1-5, WRITE THEM DOWN BELOW THE QUESTIONS.]

1. How would you rate the officer's **helpfulness**?  excellent  good  fair  poor

Comments:

2. How would you rate the officer's **knowledge**?  excellent  good  fair  poor

Comments:

[CONTINUE TO ASK THE FULL QUESTION AND REPEAT THE CATEGORIES IF IT SEEMS NECESSARY. IF NOT, ASK THE SHORTENED VERSIONS BELOW WITHOUT REPEATING THE CATEGORIES. DO WHAT SEEMS RIGHT FOR THE RESPONDENT.]

3. How about the officer's **concern**?  excellent  good  fair  poor

Comments:

4. How about the officer's **respect for you**?  excellent  good  fair  poor

Comments:

5. How about the **overall quality of service**?  excellent  good  fair  poor

Comments:

6. Did the officer give you any information about how to prevent crime?  yes  no

7. Do you participate in your neighborhood association?  yes  no

8. Are you involved in any neighborhood crime prevention activities?  yes  no

-- These are all the questions I have. Is there anything you would like to ask? --

# Portland Police Bureau Domestic Violence Victim Call-Back Survey

Victim's name:	Case No.:
Address:	District No.:
Type of crime:	Bus. telephone:
Date of crime:	Res. telephone:
Time of crime:	Date of call-back:

Can I please speak with (victim name). My name is (interviewer's name). I am calling on behalf of the Portland Police Bureau to ask you to help us find out how to improve the way we handle domestic violence situations.

Is now a good time to talk?  yes  no

Is this a safe time to talk?  yes  no

IF NO TO EITHER ABOVE: When would be a good/safe time to talk? \_\_\_\_\_

Our records show that you were the victim in a domestic fight about six months ago. We would like to ask you a few questions about the officer who came to your house six months ago. We are asking these questions to help us to improve the quality of our police services to victims of domestic violence. Your answers will remain strictly confidential.

[IF RESPONDENT OFFERS ANY COMMENTS TO QUESTIONS 1-5, WRITE THEM DOWN BELOW THE QUESTIONS.]

1. How would you rate the officer's helpfulness?  excellent  good  fair  poor

Comments:

2. How would you rate the officer's knowledge?  excellent  good  fair  poor

Comments:

[CONTINUE TO ASK THE FULL QUESTION AND REPEAT THE CATEGORIES IF IT SEEMS NECESSARY. IF NOT, ASK THE SHORTENED VERSIONS BELOW WITHOUT REPEATING THE CATEGORIES. DO WHAT SEEMS RIGHT FOR THE RESPONDENT.]

3. How about the officer's concern?  excellent  good  fair  poor

Comments:

4. How about the officer's respect for you?  excellent  good  fair  poor

Comments:

5. How about the overall quality of service?  excellent  good  fair  poor

Comments:

6. Has anything like what happened to you six months ago happened to you again?  yes  no

IF YES:

a. What was it? \_\_\_\_\_

b. Has he/she done anything else that frightened you?  yes  no

c. Did you call the police?  yes  no

-- These are all the questions I have. Is there anything you would like to ask? --



# Domestic Violence Case Information Form

Information about the Case	
Case Number	
Custody / Non-Custody	<input type="checkbox"/> custody <input type="checkbox"/> non-custody
Type of offense (ORS #)	
Location of occurrence (address)	
Date of report (mm/dd/yy)	
Time of report (hour, am/pm)	
Case involves prior location	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves children	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves weapons	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves injury	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves alcohol	<input type="checkbox"/> yes <input type="checkbox"/> no
Case involves drugs	<input type="checkbox"/> yes <input type="checkbox"/> no
Information about the Victim	
Victim's name	
Victim's sex	<input type="checkbox"/> male <input type="checkbox"/> female
Victim's race (PPB category)	
Victim's DOB (mm/dd/yy)	
Victim's CRN (criss #)	
Prior victimization	<input type="checkbox"/> yes <input type="checkbox"/> no
Victim's address	
Victim's telephone number	
Information about the Suspect	
Suspect's name	
Suspect's race (PPB category)	
Suspect's DOB (mm/dd/yy)	
Suspect's CRN (criss #)	
Prior offenses	<input type="checkbox"/> yes <input type="checkbox"/> no
Prior DV offense	<input type="checkbox"/> yes <input type="checkbox"/> no

DVU Recording Form

Month: \_\_\_\_\_

Monthly Workload/Outcome Measures

Year: \_\_\_\_\_

Measure	Value
Total number of misdemeanor DV cases	
Total number of custody misdemeanor DV cases	
Number of custody cases identified as priority	
Number of custody cases investigated	
Number of cases forwarded for prosecution	
Total number of non-custody misdemeanor DV cases	
Number of non-custody cases identified as priority	
Number of non-custody cases investigated	
Number of cases forwarded for issuance of warrants	
Number of victims counselled about obtaining restraining orders	
Number of victims receiving complaint participation assistance	
Number of victims referred to shelters	
Number of cases coordinated with outside agencies	
Number of prosecutions for Portland DV cases	
Number of warrants issued for Portland DV cases	
Number of restraining orders issued for Portland DV cases	
Number of Portland 911 calls for DV	
Number of Portland 911 calls to chronic households*	
Number of Portland 911 calls to chronic locations*	
Revictimization rate	
Reoffense rate	

\*A chronic household is a household that was subject to a DVU investigation at least once during the preceding 12 month period. A chronic location is an address with two or more DV 911 calls in the preceding 12 month period.

DVU Recording Form, Daily Information

Month: \_\_\_\_\_

Revictimization/Reoffense Counts

Year: \_\_\_\_\_

Day	Current Date	Original Date	# Priority Cases	Telephone Calls to Victim		Computer Check
				# Victims Contacted	# Victims Revictimized	# Offenders Reoffended
1						
2						
3						
4						
5						
6						
7						
8						
9						
10						
11						
12						
13						
14						
15						
16						
17						
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19						
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21						
22						
23						
24						
25						
26						
27						
28						
29						
30						
31						