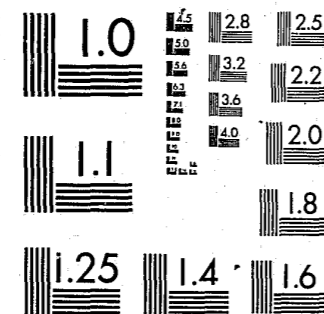


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CONCERNING CRIME AND CRIMINAL JUSTICE :

ATTITUDES AMONG OHIO'S SHERIFFS AND CHIEFS OF POLICE

A Service of:

The Statistical Analysis Center
Office of Criminal Justice Services

State of Ohio
James A. Rhodes, Governor

Department of Economic
and Community Development
James A. Duerk, Director

U.S. Department of Justice 77339
National Institute of Justice

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ACQUISITIONS

EDITED BY: Jeffrey J. Knowles SAC Research Administrator
Harlow J. Keith SAC Research Associate

SUPERVISION: Alphonso Montgomery Deputy Director
Office of Criminal Justice Services

STAFF ASSISTANCE: Timothy A. Aspenwall SAC Research Associate
Emely A. Johanson SAC Research Associate
Linda Moore SAC Research Associate
Hope E. Marsh Secretary

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FOREWORD

The information in this brief report represents some of the first fruits from the 1979 Ohio Law Enforcement Survey, conducted by the Statistical Analysis Center of the Office of Criminal Justice Services with the approval of the Buckeye State Sheriffs Association and the Ohio Chiefs of Police Association. Data was collected on-site in the summer and fall of 1979 from 82 sheriffs' departments and 182 police departments, representing approximately 90% of Ohio's jurisdictional population. This high level of cooperation from the State's chief executive law enforcement officers ensured that the results would not have to be constantly qualified by complex considerations relating to sampling. (See "Survey Methodology," p. 19).

The Survey was never meant to be anything more or less than a comprehensive information gathering effort to allow for a better understanding of the "state of the art" in Ohio law enforcement. It is not intended to prove any pet theories about what police and sheriffs' officers should or should not be doing.

The Survey instrument, itself, was some twenty pages in length and covered a wide range of issues relating to budgeting, salaries and benefits, promotion policy, employment, hiring practices, education and training, technical assistance needs and capabilities, records facilities, and equipment. Additionally, the chiefs and sheriffs were asked eighteen "opinion" questions, the answers to which comprise this report.

Hopefully, the prime benefactors of this information will be the chiefs and sheriffs who, while maintaining communications among themselves, seldom have access to a statistical overview of all law enforcement operations in the State. To make the information more relevant to each chief and sheriff, this report has divided the information on the basis of jurisdictional size (i.e., large, medium and small--see p. 1) and agency type (police and sheriff).

BACKGROUND CHARACTERISTICS

Two agency distinctions have been used in the analysis of the "Opinion" data. First, the law enforcement chief executive officers are identified as either chiefs of police or sheriffs. Second, within these two categories the police departments and sheriffs' offices have been grouped into three subgroups based on the size of the jurisdiction being served. Thus, the 255 chiefs and sheriffs who completed this section of the Survey are represented as follows:

Table 1

The Responding Agencies:
by
Size and Type

	Number*
Large Cities (over 50,000)	18
Medium Cities (25,000 - 49,999)	33
Small Cities (2,500 - 24,999)	127
Large Counties (over 100,000)	21
Medium Counties (50,000 - 99,999)	23
Small Counties (below 50,000)	33
Total Chiefs	178
Total Sheriffs	77

TOTAL.....255

Throughout the report, tables will be listed in this format, with "Cities" representing the responses of chiefs of police and "Counties" representing those of the sheriffs.

The tenure information gleaned from the questionnaire addressed the "length of time as chief/sheriff" and "total years in law enforcement" of the respondents. While there was a slight tendency for sheriffs to have served longer than chiefs in their capacity as chief executive officers, the chiefs demonstrated greater overall tenure (i.e., total experience) in the law enforcement field (Table 2 and 3, Figure 1).

*Only 255 of the 264 chiefs and sheriffs completed the Opinion section of the Survey.

Table 2

Tenure as Chief or Sheriff

	Less Than One Year	1-3 Yrs.	3-5 Yrs.	5-10 Yrs.	Over 10 Years	Row Totals
Large Cities	6%	39%	-0-	33%	22%	100%
Medium Cities	16%	12%	28%	16%	28%	100%
Small Cities	9%	21%	16%	20%	34%	100%
Large Counties	15%	40%	5%	20%	20%	100%
Medium Counties	9%	17%	4%	27%	43%	100%
Small Counties	3%	33%	6%	18%	40%	100%
State Average*.....	9%	24%	13%	21%	33%	100%

Table 3

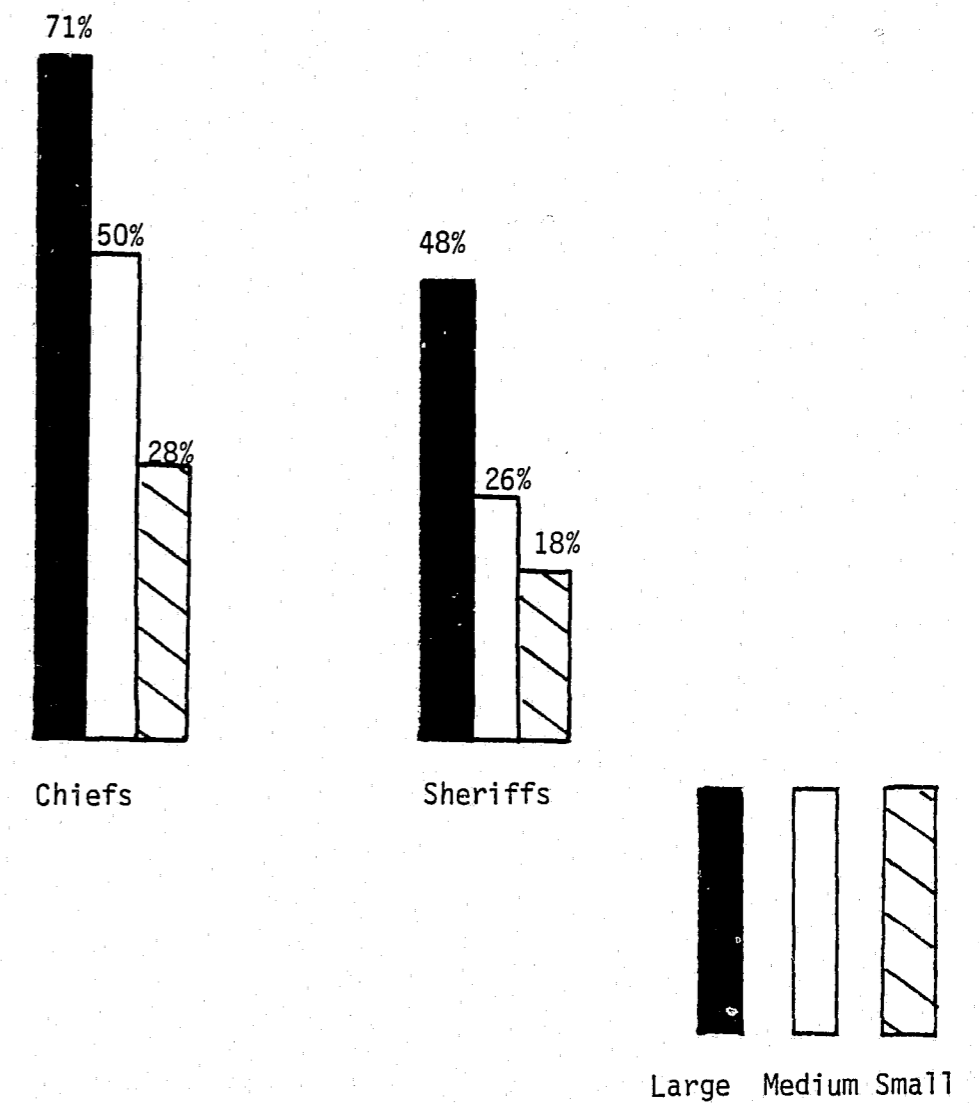
Tenure as Law Enforcement Officer

	1-5 Yrs.	5-10 Yrs.	10-15 Yrs.	15-20 Yrs.	20-25 Yrs.	Over 25 Years	Row Total
Large Cities	6%	-0-	6%	11%	6%	71%	100%
Medium Cities	-0-	3%	3%	12%	32%	50%	100%
Small Cities	-0-	12%	14%	21%	25%	28%	100%
Large Counties	-0-	14%	19%	5%	14%	48%	100%
Medium Counties	4%	17%	22%	9%	22%	26%	100%
Small Counties	6%	15%	18%	28%	15%	18%	100%
State Average*....	1%	11%	13%	18%	22%	35%	100%

*This figure is added so that individual comparisons can be made against the State average for all law enforcement chief executives. Otherwise tables should be read across, with each figure representing the percentage of chiefs and sheriffs in the size grouping who checked that particular answer category.

Figure 1

Chiefs and Sheriffs With Over
Twenty-Five Years in Law Enforcement
by
Jurisdiction Size and Agency Type



(NOTE: Figures denote percentage of all chiefs or sheriffs within the particular jurisdictional size grouping who have more than 25 years of law enforcement experience.)

The tenure issues involve the different means by which chiefs and sheriffs gain their positions--chiefs by appointment or civil service, sheriffs by direct election. The Survey figures would seem to indicate that the elective process, particularly in medium and small counties, provides more job stability than the appointive or merit process. The data also indicate that chief executive officers in large cities and counties have less job stability than their counterparts in smaller jurisdictions even though they bring to their positions greater experience in the law enforcement field (Tables 2 and 3).

While of interest as background information the tenure differences did not cause any great differences in the way Ohio chief executive officers responded to most of the other questions in the Survey. Those with less than three years of experience as chief executive tend to be more supportive of additional academic education for their officers and more concerned with inadequate training as a problem than are their counterparts who have served more than ten years. But there are few differences beyond these.

PERSONNEL ISSUES

Education

The Survey attempted to measure opinion on several important and often controversial issues relating to personnel policy in law enforcement agencies. These included the importance of academic education in developing competent officers, the impact of organized labor activities, the desirability of residency requirements and "moonlighting" among off-duty officers.

There is nearly universal agreement among Ohio chiefs and sheriffs that additional academic education has either some importance or significant importance in the development of a competent law enforcement officer. Eighty-nine percent (89%) of all responding chief executives stated this belief, while only 2 of the 254 respondents felt such education was detrimental. Given this broad-based agreement, the greatest difference of opinion takes place between large city chiefs and small county sheriffs with 56% of the former but only 19% of the latter citing additional education as significantly important (Table 4).

Table 4
Importance of Additional
Academic Education
(For Law Enforcement Officers)

	Significant Importance	Some Importance	No Importance	Detrimental	No Opinion	Row Total
Large Cities	56%	39%	6%	-0-	-0-	101%*
Medium Cities	36%	58%	6%	-0-	-0-	100%
Small Cities	39%	47%	8%	1%	5%	100%
Large Counties	43%	57%	-0-	-0-	-0-	100%
Medium Counties	39%	52%	4%	4%	-0-	99%
Small Counties	19%	66%	9%	-0-	6%	100%
State Average....	38%	52%	7%	1%	3%	101%

* Any totals not equalling 100% are due to rounding procedures. This will be true for all of the following tables in this report.

Public (Law Enforcement) Unions

For several years law enforcement labor activities have been a concern of chiefs of police and sheriffs. The extent to which these chief executive officers see public unions and collective bargaining as threats to effective law enforcement was measured by the Survey (Table 5).

Table 5

The Impact of Unions and Collective Bargaining on Effective Law Enforcement

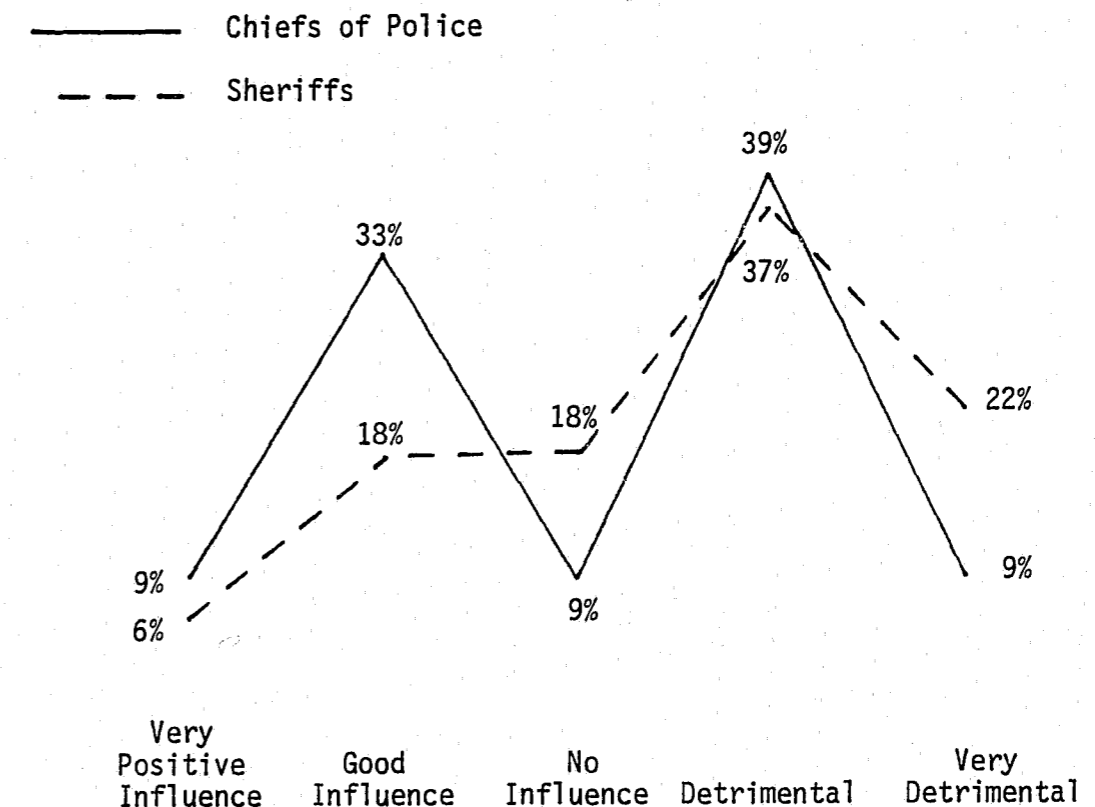
	Very Positive Influence	Good Influence	No Influence	Detrimental	Very Detrimental
Large Cities	7%	27%	13%	47%	7%
Medium Cities	6%	31%	6%	41%	16%
Small Cities	11%	35%	9%	37%	8%
Large Counties	12%	23%	12%	41%	12%
Medium Counties	5%	14%	10%	48%	24%
Small Counties	3%	16%	27%	27%	27%
State Average.....	8%	29%	12%	38%	13%
	100%				

Slightly more than half of the respondents (51%) saw law enforcement unions and collective bargaining as detrimental or very detrimental to effective law enforcement. Only a little more than one-third felt the role of those issues had a positive impact. The greatest sympathy for these labor activities came from small city/township/village chiefs of police who were rather evenly divided on the pros and cons (46%-45%). The greatest disagreement came from medium and small county sheriffs whose favorable ratings (19%) were given only half as often as those given by all chief executives in the State (37%). In the medium counties nearly three-fourths (72%) of all responding sheriffs rated unions and collective bargaining as either detrimental or very detrimental.

One might guess that sheriffs, as independently elected administrators at the county level, would be more negative towards law enforcement labor activities than the chiefs for whom the administrative distinction may not always be so clear, particularly in the small cities category. In fact there is some distinction in this regard, but the differences are not as great as might be expected (Figure 2). With the exception of the village and township chiefs (for whom the issue is often moot) Ohio chief executive officers seem to be "solidly skeptical" about law enforcement labor activities.

Figure 2

The Impact of Unions and Collective Bargaining: Chiefs v. Sheriffs



Residency Requirement

It was anticipated that there would be significant differences of opinion between chiefs and sheriffs on a residency requirement for law enforcement personnel (i.e., requiring officers to live within the agency's jurisdictional limits). In this the surveyors were not disappointed. While a solid majority of the chiefs were opposed to such a requirement, the vast majority of the sheriffs favored it. Essentially, the difference is one of geography. City chiefs of police are responsible for jurisdictions which often are "hubs" upon which other independent cities, townships and villages rely. Thus, an officer living in the suburbs of a large city may feel a vested interest in the well-being of that city even though he or she is not an actual resident. The same is not true in the counties where there is no such "hub" effect among adjacent counties. Another more practical concern of the chiefs was probably the impact such a requirement would have on recruiting in terms of available manpower, an issue which, again, is not of critical importance in a countywide setting.

Table 6

A Residency Requirement for
Law Enforcement Officers?

	Yes	No	No Opinion	Row Total
Large Cities	28%	67%	6%	101%
Medium Cities	33%	58%	9%	100%
Small Cities	31%	61%	8%	100%
Large Counties	95%	5%	-0-	100%
Medium Counties	74%	22%	4%	100%
Small Counties	88%	6%	6%	100%
State Average.....	47%	46%	7%	101%

Off Duty Employment

As a whole the chief executive officers were sympathetic to a "second job" for their officers, with nearly three-quarters of all respondents answering "yes" to this question. To the extent that there was identifiable opposition, it tended to come from medium and small county sheriffs (although a majority in those groups favored the concept). Somewhat surprisingly, the respondents were slightly more favorable toward non-law enforcement work than law enforcement related work for their officers' second jobs, possibly reflecting a concern for safety or legal complications which might compromise their sworn positions (Table 7).

Table 7

Off-Duty Employment for Sworn Officers
(Law Enforcement Related Jobs v. Non Law Enforcement Related Jobs)

	L.E. Related			Not L.E. Related		
	Yes	No	No Opinion	Yes	No	No Opinion
Large Cities	78%	22%	-0-	89%	11%	-0-
Medium Cities	76%	15%	9%	76%	18%	6%
Small Cities	74%	20%	6%	77%	14%	9%
Large Counties	86%	14%	-0-	67%	14%	19%
Medium Counties	61%	35%	4%	65%	31%	4%
Small Counties	64%	30%	6%	58%	33%	9%
State Average.....	73%	22%	6%	73%	19%	8%

SUPPORT AND POLICY ISSUES

Law enforcement officers, moreso than most public servants, are sensitive to the degree of support they receive from the public and their local unit of government. Because many traditional law enforcement problems have been defined in terms of such support the Survey posed several questions aimed at measuring the intensity of these perceptions among the chief executive officers.

Respondents were first asked how they perceived the "public attitude toward law enforcement performance." This question was asked to determine if the "support" issue related to basic citizen satisfaction with law enforcement or to some other intervening issue (eg., attitudes about taxes, channels of bureaucracy, etc.).

A followup question attempted to measure how well, in the respondents' estimation, the public translated its attitude toward law enforcement performance into actual support for higher pay, improved facilities and other practical concerns of law enforcement agencies. The following graphs illustrate the matchup answers to these two questions. (Note: "No Opinion" answers are not included)

Figure 3

Ohio Chiefs of Police:
Perceived Public Attitudes v. Perceived Public Support

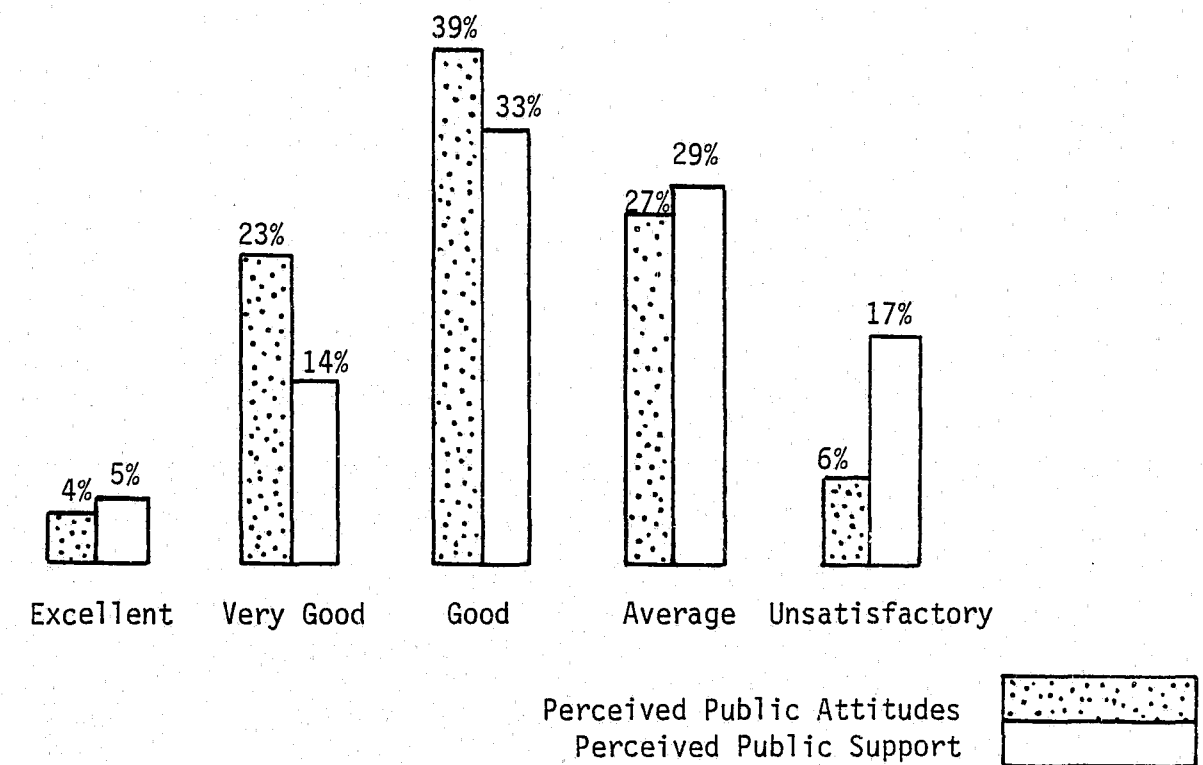
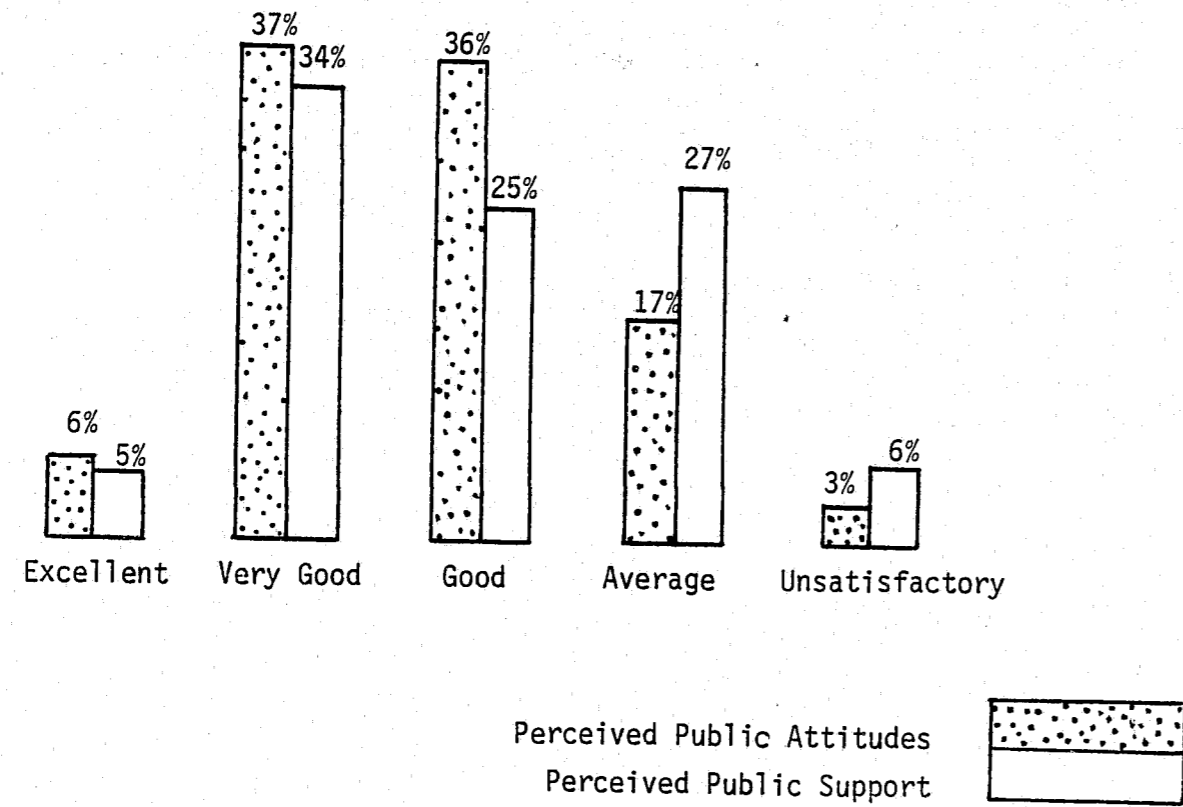


Figure 4 *
Ohio Sheriffs:
Perceived Public Attitudes v. Perceived Public Support



The percentage figures in the two preceeding bar graphs reveal two interesting facts:

- Sheriffs have a more favorable perception of public attitudes toward and support of law enforcement than do the chiefs (although the latter are still basically positive with regard to the same views); and
- A significant number of chiefs feel that a positive public attitude about law enforcement performance does not necessarily translate into support for higher pay, better facilities and other law enforcement needs.

The difference in attitudes between chiefs and sheriffs could, once again, be attributable to differences in the job selection process for each. It is logical that sheriffs, as elected officials, might feel a closer bond with the public than the chiefs. Another factor, from the negative perspective, is the complex issue of urban alienation which, of course, is more likely to affect the perceptions of the chiefs.

*Note: "No Opinion" answers are not included.

Local Government Support

There is a noticeable change in attitudes when the question (concerning support) is phrased in terms of support "received from local government in providing higher pay and better equipment and facilities" for local law enforcement. The responses, particularly from the sheriffs, become more negative, with slightly over half of the chief executive officers rating local government support as "average" or "unsatisfactory" (Table 8).

Table 8
Perceived Support From Local Government
for Higher Pay, Better Equipment

	Excellent	Very Good	Good	Average	Unsatis- Factory	No Opinion
Large Cities	6%	11%	28%	39%	17%	-0-
Medium Cities	12%	30%	24%	22%	9%	3%
Small Cities	2%	15%	24%	31%	26%	2%
Large Counties	-0-	19%	14%	48%	19%	-0-
Medium Counties	9%	13%	13%	23%	43%	-0-
Small Counties	3%	18%	27%	27%	22%	3%
State Average.....	4%	18%	24%	31%	21%	2%
						100%

Ranking Law Enforcement Problems

One of the most informative areas of the Survey was one which asked the chief executive officers to rank their major agency problems on a seriousness scale of one to ten, with one equalling the most serious problem and ten equalling the least serious problem. The ten problem areas listed were those which traditionally have plagued law enforcement officers, but the respondents were also given the opportunity to list "other" problems not included in the ranking categories. The relatively few "other" listings offered by the chiefs and sheriffs indicate that most of the serious problems were included in the original listing.

Table 9

Ranking Law Enforcement Problems

(1=most severe: 10=least severe)

Problem Area	Lg. City	Med. City	Small City	Lg. County	Med. County	Small County	State Ave.
Manpower							
Overall Ranking	1	1	1	1	1	1	1
Average Response	2.7	2.6	3.1	1.8	1.4	2.6	2.7
Supreme Ct. Decisions							
Overall Ranking	7	3	2	2	4	2	2
Average Response	6.6	4.5	4.9	4.9	5.0	3.1	4.8
Lack of Public Support							
Overall Ranking	8	6	3	6	6	6	3
Average Response	6.8	5.2	5.1	6.3	5.5	6.0	5.4
Inadequate Training							
Overall Ranking	2	8	5	4	2	9	5
Average Response	5.9	5.5	5.6	5.5	4.9	6.6	5.6
CJ System Coordination							
Overall Ranking	3	2	7	5	5	3	6
Average Response	6.0	4.3	6.3	6.1	5.2	5.0	5.7
Lack of Policy (Govt.)							
Overall Ranking	4	4	8	8	8	7	8
Average Response	6.1	4.8	6.7	6.8	6.6	6.2	6.3
Outside Interference							
Overall Ranking	9	7	6	9	7	8	7
Average Response	6.9	5.3	6.1	6.9	6.5	6.2	6.2
Officer Misconduct							
Overall Ranking	10	10	10	10	10	10	10
Average Response	7.8	7.3	8.7	8.6	8.7	9.0	8.5
Personnel Policies							
Overall Ranking	6	9	4	3	3	4	4
Average Response	6.5	5.6	5.5	5.1	5.0	5.9	5.5
L.E. Labor Organizations							
Overall Ranking	5	5	9	7	9	5	9
Average Response	6.4	5.0	7.5	6.8	8.2	5.9	6.9

An exercise such as this needs a word of caution. While the respondents were asked to prioritize a series of problem areas there is no way to determine how seriously these may impact agency operations and morale. The seriousness of each problem can be seen only in relation to other problems listed in the question. A particular chief or sheriff may have ranked "manpower" shortages as the most bothersome of ten relatively insignificant issues in the jurisdiction, whereas another executive officer could be experiencing major difficulties with six or seven of the listings. Hence, one jurisdiction's number-one problem may not be as disruptive as another's number-five-ranked problem. Interpretations should be judged in light of some of the other Survey questions in which respondents had an opportunity to make positive as well as negative judgements about various issues (eg., labor unions, government support, etc.).

Overwhelmingly, Ohio chiefs and sheriffs see "manpower shortages" as their most severe problem. On the one-to-ten ranking scale "manpower" was more than two whole numbers below the next most serious problem, "Supreme Court decisions" (Table 9). Conversely, all six of the jurisdictional groupings rated "corruption/misconduct among sworn officers" as their least serious problem.

Several observations can be made about the rankings:

- Sheriffs were considerably more concerned about manpower shortages than the chiefs, even though both groups rated this as the number-one problem. The sheriffs' ranking for this category was approximately one full number (2.0) below that of the chiefs (3.0). This difference could, in part, be explained by larger physical jurisdictions of the sheriffs.
- Problems related to Supreme Court decisions were ranked second by small counties, but only seventh by large cities. This would seem to be contrary to expectations since such decisions are more likely to affect the daily operations of latter.
- Medium cities appear to have special difficulties in three problem areas. These include "lack of clear policy" (from local government), "outside interference" and "law enforcement labor organizations," all of which were significantly below the ranking figures of the other groupings of cities and counties.
- The greatest variance in rankings occurred in the "inadequate training" category, which saw a range of second (medium counties) to ninth (small counties).

SELECTED CRIMINAL JUSTICE SYSTEM ISSUES

Law enforcement operations are often directly affected by actions or inactions of the courts, correctional agencies, legislature and other components of the Criminal Justice System. Ohio chiefs and sheriffs are, to varying degrees, concerned with the impact of such actions, as can be seen in the problem rankings (Table 9) which saw "Supreme Court decisions" ranked second and Criminal Justice System "coordination" ranked sixth in overall seriousness. The Survey examined three controversial issues which concern law enforcement but which originate in other components of the System. These include capital punishment, prosecuting the violent juvenile offender and plea bargaining.

Capital Punishment

Nine-out-of-ten chief executive officers in Ohio feel that the death penalty is an effective deterrent against capital crimes. There was no significant disagreement with this belief among any of the six jurisdictional groupings, and only nine officers (all chiefs) from among the 251 respondents to this question answered in the negative. The others (14) indicated no opinion on the matter (Table 10). This attitude is somewhat stronger among the chiefs and sheriffs than among Ohioans in general, 70% of whom agreed with the deterrence effect of the death penalty in the 1979 Ohio Survey of Citizen Attitudes conducted by the Office of Criminal Justice Services.

Table 10

Is the Death Penalty an Effective Crime Deterrent?

	Yes	No	No Opinion
Large Cities	94%	-0-	6%
Medium Cities	94%	3%	3%
Small Cities	88%	6%	6%
Large Counties	90%	-0-	10%
Medium Counties	91%	-0-	9%
Small Counties	100%	-0-	-0-
State Average.....	91%	4%	6%

Prosecuting Violent Juvenile Offenders

An often-cited concern of law enforcement officials is that violent juvenile offenders, when treated within the less restrictive environment of the Juvenile Justice System, are too soon returned to society. Many feel that such juvenile offenders should be tried and sentenced as adults.

Table 11

Should Violent Juvenile Offenders be Automatically Tried as Adults?

	Yes	No	No Opinion
Large Cities	22%	61%	17%
Medium Cities	32%	68%	-0-
Small Cities	40%	55%	5%
Large Counties	42%	53%	5%
Medium Counties	39%	57%	4%
Small Counties	50%	34%	16%
State Average.....	39%	54%	7%
			100%

With the exception of small county sheriffs all of the groupings rejected the notion of automatic bindovers for violent juvenile offenders. This finding may be contrary to the public attitude as noted in the previously mentioned 1979 citizen attitude survey. That report found that 71% of Ohioans agree that "juveniles should be tried as adults for serious, violent offenses." However, the word "automatically" was not included in that question, and it is probable that many of the chiefs and sheriffs found that term too restrictive.

Plea Bargaining

The respondents were more decisive concerning the issue of plea bargaining. Two-thirds indicated their belief that the practice has "encouraged more crime," and the same number felt that it should be prohibited when dealing with Part I offenders.

Table 12

Has Plea Bargaining Encouraged More Crime?

	Yes	No	No Opinion
Large Cities	83%	11%	6%
Medium Cities	81%	19%	-0-
Small Cities	72%	22%	6%
Large Counties	67%	24%	9%
Medium Counties	61%	39%	-0-
Small Counties	66%	28%	6%
State Average.....	65%	29%	6%

Table 13

Should Plea Bargaining be Prohibited
For Part One Offenses?

	<u>Yes</u>	<u>No</u>	<u>No Opinion</u>
Large Cities	50%	39%	11%
Medium Cities	75%	22%	3%
Small Cities	66%	21%	13%
Large Counties	62%	14%	24%
Medium Counties	68%	32%	-0-
Small Counties	80%	10%	10%
State Average.....	68%	21%	11%

100%

The most remarkable difference between Tables 12 and 13 occurs among the large city chiefs. While 83% of those chiefs felt that plea bargaining has encouraged more crime, only 50% felt that it should be prohibited in cases involving Part One offenses. This seemingly inconsistent response is probably due more to the presence of practical concerns than to the absence of logic. One possible consequence of eliminating plea bargaining--and certainly of concern to big city law enforcement--is a greatly delayed and burdened court system due to a dramatic increase in demands for jury trials.

SELECTED SOCIAL ISSUES

The Survey left little doubt that Ohio's chiefs and sheriffs feel that other factors in society play critical roles in affecting crime and the process of criminal justice. While this report makes no attempt to comprehensively analyze all of those factors and their impact it does record the respondents' attitudes toward the roles of the home, church, school and government in impacting crime. Additionally, concerning what could be an important comment on the public's knowledge about law enforcement operations, the chief executive officers were asked about the realism of the law enforcement programs on television.

Institutions Impacting Crime

The respondents were asked to rank in order of importance four societal institutions which, traditionally, have been mentioned with regard to crime trends and other social issues. The question used the phrase "potential impact" (good or bad) so as to minimize biases caused by personal experiences.

The responses to this question demonstrated near unanimous agreement among the chief executive officers. All six of the jurisdiction size groupings rated "the home" as the most influential element affecting crime problems. Each of the groupings rated "the school" second in importance. Five of the six then ranked "the church" third and "the government" fourth. Medium counties reversed these last two rankings providing the only disagreement among the 24 ranking categories, and even here the difference was less than one-tenth of a point.

While the order of the rankings is not too surprising, the overwhelming agreement in all rankings among officers who serve vastly different jurisdictions is worth noting. For example, all 33 small county sheriffs rated "the home" as number-one in importance, as did 28 of 31 medium city chiefs.

A point of considerable interest is that five of the six groupings rated the impact of "the government" as least important among the four institutions. As law enforcement is nearly always a function of government, this ranking indicated the extent to which the chiefs and sheriffs feel they can, by themselves, control crime problems.

Law Enforcement as Presented on Television

This particular question may or may not hold great importance for law enforcement officials, depending upon the extent to which people believe what they see on television. As sociologists are still debating the issue, there is no clear answer. It is interesting to note, however, that law enforcement as portrayed in television shows is not at all representative of real life law enforcement operations. It might also be noted that large city chiefs, whose type of jurisdiction provides the setting for most law enforcement shows on television, saw even less realism in those shows (78% negative) than did all chief executive officers as a group (61% negative).

Table 14

How Representative are Law Enforcement Shows on Television?

	<u>Very Representative</u>	<u>Somewhat Representative</u>	<u>Not at All Representative</u>	<u>No Opinion</u>
Large City	5%	17%	78%	-0-
Medium City	-0-	28%	72%	-0-
Small City	-0-	45%	51%	4%
Large County	5%	33%	57%	5%
Medium County	-0-	35%	65%	-0-
Small County	-0-	18%	82%	-0-
State Average.....	1%	35%	61%	3%
				100%

SURVEY METHODOLOGY

Coverage

The Ohio Law Enforcement Survey was an information-generating study conducted in the summer and early fall of 1979 among two-hundred and sixty-four (264) local law enforcement agencies in the State. These included 82 of the 88 county sheriff's offices and 182 police departments. Because special emphasis was placed on securing information from sheriffs and larger police departments, the Survey was able to claim a "jurisdictional" coverage of 90% of Ohio's population.* This high level of response is important for two reasons:

1. The Survey results do not have to be qualified by the error factors associated with the use of a sample; and
2. The results constitute a largely complete data base of important aggregate data (eg. budgets, employees, etc.), rather than projections based on some criteria.

Questionnaire Development

While nothing quite like this Survey had been done before in Ohio, Statistical Analysis Center (SAC) researchers did consult several other similar research efforts in designing the questionnaire. These included:

"General Administrative Survey" and Survey of Police Operations and Administrative Policies," (1977)
--Police Executive Research Forum

"Police Manpower Distribution in Ohio,"
--Center for State and Local Government, Kent State University

"Survey of Statewide Advanced and Special Training Needs,"
--Ohio Peace Officers Training Academy

"Ohio Criminal Justice Manpower Survey: A Statistical Compendium of Crime Rates, Demographic Characteristics and Projected Demand for Human Resources in Law Enforcement,"
--Program for the Study of Crime and Delinquency, Ohio State University

Additionally, SAC researchers consulted materials from the National Sheriffs Association and the International Association of Chiefs of Police.

*While the 264 surveyed agencies represent only 20%-25% of the total number of law enforcement agencies in Ohio, the 90% figure is partly based on the assumption that many small agencies (fewer than five sworn officers) rely heavily on the county sheriff for some patrol and investigation functions.

The questionnaire was designed in sections, each of which was subjected to three separate levels of review and editing, a process which took several weeks. The first level of review occurred at the staff level and involved SAC researchers, the SAC Research Administrator and two law enforcement planners (and the Planning and Research Bureau Chief) from the Office of Criminal Justice Services. Most of the Survey changes were made at this level of review. The second level involved "outside" persons with special law enforcement expertise, including representatives from the Ohio Peace Officer Training Council, the Buckeye State Sheriffs Association and the Ohio Chiefs of Police Association. A third and final review was done by top level management in the Office of Criminal Justice Services, and by the SAC Advisory Board whose twelve members represent leadership in all of Ohio's Criminal Justice System components.

The final Survey instrument (actually two instruments, one for chiefs and one for sheriffs) was twenty (20) pages in length and addressed numerous agency issues including budgets, salaries, benefits, promotion policy, equipment, deployment, hiring practices, education and training, records and attitudes of chief executive officers.

Data Collection

In order to facilitate completion and return of the Survey, on-site visits were scheduled for all of the targeted law enforcement agencies, some 160 in all. These included all sheriff departments, and police departments serving more than 10,000 people. Mailings were used to secure most of the 127 responses from small police departments.

Prior to these visits and mailings three separate contacts were made with each of the agencies. Initially, a letter was sent from the Assistant Director of the Department of Economic and Community Development, which houses the Office of Criminal Justice Services and SAC, encouraging cooperation with the Survey effort. Approximately ten days later the questionnaire was mailed with a cover letter of endorsement from either the Ohio Chiefs of Police Association or the Buckeye State Sheriffs Association, depending on the type of agency. Several days later a third communication was made by phone confirming receipt of the questionnaire and, for the target agencies, setting a date for the site visit. As follow-up calls and even, on occasion, return visits were sometimes necessary it was not uncommon for SAC staff to make five or six contacts with one agency.

The total process required a large number of mailings and phone calls and some 15,000 road miles from six SAC staff members, but these were rewarded by the exceptionally high rate of return on a large volume of data.

Data Display

Survey data are displayed in six category groupings throughout this report, based on "large", "medium", and "small" agency designations within counties (sheriffs) and cities (chief of police). See page 1 for more detail regarding these groupings.

One special note needs to be made about the "medium cities" category, which was arbitrarily defined as agencies serving populations of 25,000 to 49,999. The report will consistently show thirty-three such agencies in the data displays, but there are only twenty-nine Ohio cities which fall within this population range. The discrepancy occurred because eight "small city" chiefs identified themselves as "medium cities" on the questionnaire. These eight placements were allowed to stand because:

1. All of the eight agencies served populations close to the 25,000 figure. (Since SAC was using 1978 population figures the chiefs may have been attempting to project for late 1979.)
2. The self-perception factor (i.e., these eight chiefs saw their jurisdictions as medium rather than small) is important in its own right. The rationale for the six-way breakout was to allow chiefs and sheriffs to compare their agencies to groupings of similar agencies.
3. Other than the identification factor these eight agencies were not exceptional in terms of their other responses. Hence, there is no reason to believe that this inconsistency biases the categories in question.

The tables displayed in this report are meant to be read across, as rows. However, a "State Average" has been computed for the columns to allow for comparison against all Ohio law enforcement agencies as a whole.