

JUSTICE RESEARCH and STATISTICS ASSOCIATION

Grant 96-IJ-CX-0006

FINAL REPORT *Archive*

Approved By: *[Signature]*

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September 11, 1998

Phyllis McDonald
Social Science Analyst
National Institute of Justice
810 7th Street, NW
Washington, DC 20531

DEPARTMENT OF
National Criminal Justice Reference Service (NCJRS)

Re: Grant No. 96-IJ-CX-0006

Dear Ms. McDonald:

The purpose of this letter is to summarize the events and decisions made regarding the project carried out as a joint effort of the Justice Research and Statistics Association (JRSA) and International Association Chiefs of Police (IACP), "Police-Researcher Partnership: Building the Infrastructure for Effective Program Evaluation." As part of the National Institute of Justice's (NIJ) Locally Initiated Research Partnerships Program, JRSA and IACP assisted with the development of formal police-researcher partnerships in six sites across the nation: Baltimore County, MD; New Orleans, LA; Charleston, WV; Grand Rapids, MI; Wichita, KS; and Charlotte-Mecklenburg, NC.

The goal of the project was "to promote, create, and strengthen academic research/law enforcement partnerships to facilitate effective analysis and evaluation of emerging law enforcement programs, particularly community or problem oriented policing." To this end, we identified police research partnerships that had the potential to benefit from JRSA-IACP support in developing research teams to explore evaluation issues. Final selection of sites was made in collaboration with NIJ. We then carried out the objectives as originally planned:

- determined the strengths and weaknesses of each of the partnerships;
- created "trust-building" activities for the partnerships designed to both foster the relationships as well as to facilitate support from the broader police and academic communities;
- worked with the sites to identify and prioritize research topics; and
- promoted the development of realistic methodologies which could be used to evaluate a high priority police issue.

The results of each partnership and the overall project results are described in the final project report to NIJ dated July 31, 1997, a copy of which is enclosed.

We originally proposed development of a report and handbook to be disseminated to police departments. The intent was for JRSA and IACP to document a process police departments could use to identify research needs, and to develop a handbook which would promote a model for developing a police-researcher partnership. As the project progressed, it became clear that these products would not serve the purposes for which they were intended. The following factors played a role:

- (1) Our goal was to foster relationships at the local level. We wanted police departments which we identified to learn about the resources of both the state Statistical Analysis Center and academic researchers available to provide assistance with evaluation research needs. The information was very site specific, and did not lend itself to being generalized to a wide range of departments.
- (2) The interaction among the police department representatives and researchers who came together for the initial planning meeting was extremely valuable to all parties. As the project progressed, it became clear that a meeting at the end of the project would be just as critical. However, there were no plans in the proposal to convene such a meeting. Based on information from the site participants, discussions between JRSA and IACP, and consultation with you as grant monitor, we convened a meeting of all sites at the conclusion of the project. The agenda, list of participants, and exercise developed for that meeting are also enclosed. Each site gave a presentation on what it had set out to do and what it had accomplished. As I am sure you will recall, the level of interaction and quality of information shared was impressive, as was the fact that the sites gave joint presentations; i.e., the police representatives and researchers planned and presented as teams. This was striking evidence that the project was successful. In fact, following the project at least two of the teams worked together on joint proposals to evaluate community policing efforts, and all of the partnerships developed an ongoing relationship.
- (3) The project was funded at an extremely modest level. We realized the scope of the plan was ambitious—two organizations working for a year with six teams in six states, each of which received funds for local activities—but not how ambitious. In the end, JRSA and IACP both devoted staff time to the project beyond the funding level, even without the preparation of a handbook, which was not budgeted separately but included in the tasks IACP was assuming. Convening the final meeting, noted above, was clearly a choice made at the expense of another “product.”
- (4) Finally, as you know, the Institute for Law and Justice (ILJ) began conducting a comprehensive evaluation of the Locally Initiated Partnerships Program that will include information from 41 grant projects. The evaluation will not only describe the partnership efforts in each site, but will also identify and document the factors

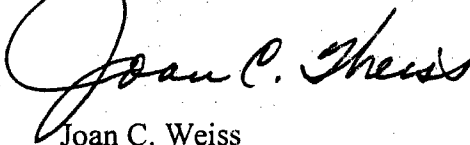
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for successful partnerships. JRSA and IACP believe that the proposed manual will not provide a substantial contribution to the body of research and knowledge on police-researcher partnerships that is already known or is being collected by ILJ for the evaluation. Furthermore, the results of the evaluation by ILJ will successfully and effectively convey how to develop police-researcher partnerships in a way that can be generalized to a broad audience. That evaluation will be based on information from many different partnerships and the results will be published in a variety of formats and disseminated to a number of audiences. JRSA and IACP have shared with ILJ all information pertaining to each of the sites and the overall project results.

I hope this overview of the project is helpful. We greatly value our relationship with NIJ, and apologize for the delay in clarifying the issues addressed in this letter. If you need additional information, we would be happy to provide it.

Sincerely,



Joan C. Weiss
Executive Director

Encl.

cc: John Firman, IACP
Kellie Dressler, OJJDP

**Police-Researcher Partnership:
Building the Infrastructure for Effective Program Evaluation**

96-IJ-CX-0006

Project Activities April 1, 1997 - June 30, 1997

FINAL PROJECT REPORT

Project Overview

Community policing has moved over the last decade from a model in a few select cities to massive implementation throughout the nation's policing community. State, county, and local police now espouse the community-oriented policing (COP) philosophy, and are implementing a number of community-based efforts under the COP banner. One unfortunate issue relative to the explosion of COP programs is the substantial lack of ongoing evaluation or research efforts to look at COP from a critical viewpoint. Police agencies need to create effective partnerships with experts in the field of research, creating teams that include high degrees of expertise in both community policing and evaluation. The police bring the hands-on street law enforcement experience to the table, while the researchers bring methodological and analytical skills that enhance police departments own research efforts.

In response to police departments' need for evaluating community policing efforts, the National Institute of Justice (NIJ) and the Community Oriented Policing Services (COPS) Office established the Locally Initiated Collaborative Program which funded 25 projects that bring together police departments and researchers. As part of this program, JRSA and the International Association of Chiefs of Police (IACP) facilitated the development of formal partnerships between police and researchers by linking local police departments which want to evaluate their community policing efforts with researchers at local or regional universities and State Statistical Analysis Centers (SACs). Such partnerships create an environment for opportunistic, locally-initiated research that captures and assesses innovative efforts in policing strategies.

JRSA and IACP assisted with the development of formal police-researcher partnerships in six sites across the nation: Baltimore County, MD; New Orleans, Louisiana; Charleston, West Virginia; Grand Rapids, Michigan; Wichita, Kansas; and Charlotte-Mecklenburg, North Carolina. JRSA and IACP facilitated a process for developing police-researcher partnerships that: (1) determined the programmatic and research strengths and weaknesses of the six police-researcher partnerships; (2) created trust-building activities for each partnership to strengthen support for the team from other academic and police personnel; (3) identified and prioritized research topics; and (4) promoted the development of at least one realistic methodology to research/evaluate the top selected police issue.

Project Goals and Objectives

The goal of this project is to promote, create, and strengthen academic research/law enforcement partnerships to facilitate effective analysis and evaluation of emerging law enforcement programs, particularly community or problem oriented policing. The objectives implemented to meet the project goal were:

1. *Identify five police-researcher partnerships where financial and programmatic support from the project would yield creative and effective research teams to address law enforcement specific evaluation projects.*

The five partnerships identified for this project include:

- Wichita Police Department, Wichita State University, and Kansas Statistical Analysis Center;
- Baltimore County Police and Maryland Statistical Analysis Center at the University of Maryland
- New Orleans Police and Louisiana Statistical Analysis Center (in the Louisiana Commission on Law Enforcement)/Loyola University
- Grand Rapids Police and Michigan Statistical Analysis Center at the Michigan State University
- Charleston Police and West Virginia Statistical Analysis Center at the Marshall University

These teams represent different parts of the U.S. and varying size police departments. However, these teams have several important elements in common: Each police department is committed to implementing an effective COP program, each researcher has the skills to design a realistic and achievable COP (or other) evaluation methodology, and both partners (police-researchers) committed themselves to the partnership.

IACP and JRSA carefully selected these candidate partnerships based on several criteria. One important selection key was the involvement of a state Statistical Analysis Center (SAC). These research entities have a proven track record with the Office of Justice Programs, IACP, and JRSA as competent and skilled research organizations. Their involvement in this project enhanced credibility to the effort. Specifically, each SAC has at least some prior collaborative experience with local law enforcement in their area.

2. *Identify one police-researcher partnership that was previously established to serve as an example of the benefits (and problems) of police/academic collaboration.*

The Charlotte-Mecklenburg Police Department's (CMPD) now formalized partnership with the University of North Carolina at Charlotte was identified as an ideal partnership to meet this goal. Through a contract with the University, CMPD now has a full time academic-based educator (Richard Lumb, Ph.D.) serving as the head of its Research, Strategic Planning & Crime Analysis Bureau. Chief Dennis Nowicki, rather than moving a police professional into this position, chose to collaborate with the University to insure that the person running the planning bureau would have the appropriate skills and objectivity to carry out sensitive law enforcement research and policy efforts.

Through an initial two-year agreement, Dr. Lumb splits his time between university and police duties. He serves, due to his position in the Bureau, as a member of Chief Nowicki's Executive Staff, and oversees a bureau staff of twelve. Having begun in November of 1994, this creative partnership is in its early stages. However, it has had time to identify key research targets. The Bureau is focusing its efforts on GIS systems and their potential to become the primary analysis tool for examining crime and community safety trends.

Since its inception, an area of partnership tension has also arisen--staff of the CMPD vary in how they view the efforts of Lumb's Bureau. Some naturally view it with a degree of suspicion since it is led by an "outsider," and other hierarchically trained officers have trouble dealing with Lumb as a member of the CMPD Executive Staff. These are two examples that were explored in detail and used to help facilitate strong partnerships in the other five sites.

3. *Determine the programmatic and research strengths and weaknesses of the six police-researcher partnerships.*

Each of the six selected partnerships is different in areas of strength and weakness. Each police department has a unique role in its community and prioritizes a select number of policing strategies. Likewise, each academic or other research partner has unique analytical skills. Some are focused on survey research, while others concentrate on time series analysis of crime data. JRSA and the IACP worked closely with each team to help them prioritize their respective skills and match those skills to appropriate research concepts.

4. *Create trust-building activities for each partnership to strengthen support for the team from other academic and police personnel.*

As was the experience in Charlotte, it was anticipated that these new partnerships would not get off the ground without experiencing some internal and/or external resistance. Historically, academic investigations/evaluations of policing activities have been viewed by the police as intrusive and based on ineffective partnerships; the findings of these academically-based studies have subsequently been viewed as uninformed or naive by those same law enforcement personnel.

Conversely, academic researchers have, in too many instances, failed to understand police culture and stepped on protocol "land mines" rendering their work either difficult or even impossible.

IACP and JRSA created initial scenarios where police/research teams began building trust among themselves. Once this primary trust factor was established, trust-building efforts were expanded to the larger police community, beginning with all members of participating departments.

5. *Identify and prioritize research topics.*

One of the most creative benefits of research partnering is the interaction of the team members to identify critical topics and then to prioritize those topics. Most likely, police officials will target those issues of greatest concern from a public safety policy or community satisfaction standpoint. Academic/research staff may well target areas of police operation from a methodological viewpoint--where is there sufficient and reliable data to yield a serious analysis/measurement of a police topic? While community policing proved to be a broad catch-all topic that all can agree to, the nuances of subtopics under the COP umbrella were a key concern.

IACP and JRSA staff facilitated communication and coordination within each partnership to insure that topics were carefully selected and prioritized, and that the prioritized topics were in focus with larger public policy and law enforcement issue trends across the U.S. The goal of this facilitation was to help each partnership carefully select one or more research/evaluation topics, that if studied would add substantially to the body of knowledge about the impact of COP on a local jurisdiction.

6. *Promote the development of at least one realistic methodology to research/evaluate the top selected police issue.*

The final phase of this facilitation project was to work with the partnerships to help them develop an appropriately designed methodology to evaluate the topic they selected in phase 5. IACP and JRSA staff collaborated with each partnership to identify various traditional and non-traditional evaluation techniques. Where possible, quasi-experimental designs were considered. The methodologies were tailored to maximize the value of the expertise present on each team.

Project Activities

The first step in establishing the police-researcher partnership was to bring the local police departments together with the SACs and the universities to determine police research needs and assess the capabilities of the researchers to meet those needs. JRSA and IACP coordinated and conducted a "Building the Police-Researcher Partnership" working meeting in Washington, DC in March. Participants included a representative from each police department and participating university, and SAC directors from each of the sites. This meeting provided the police representatives with an opportunity to discuss their department's research needs and to identify gaps

in the research process and resources. The SAC and the university representatives had the opportunity to discuss their research expertise and capabilities and ways they can assist the police departments.

To ensure that collaboration between the police departments, universities, and SACs continued, JRSA and IACP conducted and facilitated on-site meetings for each of the six sites. The on-site meetings provided a forum for the police departments and universities to address problems and concerns in implementing the police-researcher partnership. During the visits, JRSA, IACP, and the SACs met with the chief of police, the police departments' command and line staff, and representatives from the community. The goal of the meeting is to identify and prioritize community policing research topics and to discuss the development and implementation of a research or evaluation plan for assessing the effectiveness of community policing efforts. In each site, the following meetings took place:

- *Command Staff Meeting.* A gathering of the Chief of Police and key advisors was held to get their perspective on how community policing is being implemented in their jurisdiction and to understand their goals and objectives for the COP program.
- *Community Police Officers Meeting.* An informal roundtable with the officers that are out there doing the job was held in each site. The response to these meetings was astounding with candid conversation and good problem solving examples in each jurisdiction.
- *Community Leaders Meeting.* A meeting of leaders in the community who are involved in the process of community improvement and community policing was held in most of the sites. This was one of the most difficult tasks for many departments, leading us to believe that the bridge building element of COP has not been as successful as it could be in several cities.
- *Research Team Meeting.* The last meeting of each site visit was with research team to review what was learned and to provide advice and input to the academic/police research team. At this point, each team was ready to design a credible methodology to evaluate the COP program, building in the issues raised at all previous site visit meetings.

The goal of these meetings at each site visit was to encourage independent discussion from each group (in the first three meetings) to find out how consistent (or varying) the perspectives are from each group. These meetings also provided JRSA and IACP the opportunity to identify gaps in goals or perceptions that would aid the research team in the subsequent evaluation.

Project Results

A meeting of the police department representatives and researchers from the project's six sites was held in April 1997 to report on the results of implementing the police-researcher partnership. Each site reported on the research initiatives undertaken by the partnership. The meeting also addressed community policing measures identified by the six sites. During the meeting, each site was asked to address several questions to assist them in exploring the impact of the police-researcher partnership project:

- How is community policing defined in your jurisdiction? What activities constitute community policing in your jurisdiction?
- What is the status of community policing in your jurisdiction?
- What component of community policing was targeted for the development of this police-researcher partnership?
- How did you spend the funds (6K) allocated for this project?
- Tell us about the development of the police-researcher partnership. What works about it? What doesn't work? Is it useful?
- What do you think would be more useful to police departments: (1) to work with 6 new sites (with the same amount of funding) to establish police-researcher partnerships, or (2) focus on one or two sites that were part of this project to further enhance the research process (with more funds)?
- Did you develop a research agenda and/or a research design and methodology as part of this project? What was the research design and methodology developed?
- How do you see the future of the police-researcher partnership operating in your jurisdiction? Was this a one-time project? Will you work on other projects together? Will you seek further funding from the National Institute of Justice or other Department of Justice agencies?

Wichita, Kansas. A partnership was formed among the Wichita Police Department, the Wichita State University, and the Kansas SAC. The proposed research will be to conduct a house-to-house survey of an African-American community of 5,000 - 6,000 households. Surveys will be geocoded to assist with neighborhood identification and similarities in values and priorities. Residents will be asked to respond to questions designed to gauge their level of attachment to the community, their definition of the boundaries of their community; the problems and priorities they perceive for the community, and how they believe others (including police) view their community. The result will

be a typological classification or road map to provide community policing tailored to the specifics of a neighborhood as the residents define them.

Charleston, West Virginia. The Charleston Police Department established a partnership with the West Virginia SAC to consult on project evaluation and community surveys. A survey has been developed that will assess the knowledge, attitudes and perceptions of the area businesses in Charleston concerning the CPD's Community Policing Initiative by evaluating a 1993 (pre) survey and administer and evaluate a new (post) survey of the knowledge, attitudes and perceptions of business owners or managers; assess the knowledge, attitudes, and perceptions of the general public in Charleston, both residents and nonresidents of low income housing, concerning the CPD's model of community-oriented policing; and evaluate the specific goals of the CPD strategic plan.

Charlotte-Mecklenburg, North Carolina. The Charlotte-Mecklenburg Police Department's (CMPD) developed a formalized partnership with the University of North Carolina at Charlotte. Through a contract with the University, CMPD had a full time academic-based educator serving as the head of its Research, Strategic Planning & Crime Analysis Bureau for a two year period. Chief Dennis Nowicki, rather than moving a police professional into this position, chose to collaborate with the University to insure that the person running the planning bureau would have the appropriate skills and objectivity to carry out sensitive law enforcement research and policy efforts. The Bureau is focusing its efforts on GIS systems and their potential to become the primary analysis tool for examining crime and community safety trends.

New Orleans, Louisiana. The New Orleans Police Department formed a partnership with Loyola University and the Louisiana SAC. Through this partnership, the researchers conducted an attitudinal survey of COP officers in the New Orleans Police Department and residents of B.J. Cooper housing development. Crime data from the area was also analyzed to determine the relationship between actual crime activity and attitudes about crime (such as fear of crime). The information obtained in this research effort will constitute baseline data for future research on community oriented policing in New Orleans.

Grand Rapids, Michigan. The Grand Rapids Police Department developed a research partnership with the Michigan Justice Statistics Center, Michigan State University. The principal activity involved in this project was the creation of an ACCESS database that will allow crime analysis personnel to perform queries of this database that would be useful in determining crime patterns. The creation of this database system replaced some operations that had been previously done by hand. Further, it avoided duplicate data entry by being able to read data from the existing system and download it directly to the database.

A second activity involved the analysis of reported crime. Data were obtained from GRPD for all reported crimes for the past 28 months. It was noted that several districts had experienced dramatic increases in burglaries and robberies from a similar three month period in the past year. Analysis was conducted to determine the trends in the occurrence of these offenses in these districts over the past several years. The locations of these offenses were also geocoded and maps were generated to

determine if there were particular concentrations of these crimes over time. In addition, analysis was conducted to determine offense patterns by district that may be useful for problem solving activities.

Baltimore County, Maryland. The Baltimore County Police Department and the Maryland Justice Analysis Center formulated a research partnership to evaluate the community action teams (CAT). These teams are senior officers (43) and sergeants (7) who report to a command staff (a Captain and Lieutenant) in high crime areas. The crime areas have been identified through the Department's Crime Analysis Section. The officers have received specialized training and are now being deployed. Because this project would involve the use of computer-aided data (CAD) data, it was determined that an important capability central to the evaluation efforts would be the ability to receive and analyze CAD data generated by the department. Currently, the police department's CAD data is located on the county main frame which is operated by non-police employees. Over many years the department has had difficulty utilizing these data for evaluation and management purposes. One of the Center's first efforts has been to acquire copies for a six month period of CAD data to determine how the Center could best receive this information and make it available for our purposes. Once protocols for obtaining the CAD data are established, the Center anticipates being able to routinely receive and process CAD data for projects undertaken jointly with the department and also for projects undertaken by the department itself. In developing plans for the assessment of the CAT teams, the Center has developed a protocol that includes both a process and an outcome evaluation. In addition to addressing the above questions, each site was asked to identify ways to measure community policing efforts in their jurisdictions. The list below represents the participants' ideas of possible community policing measures. Due to time constraints during the meeting, participants were not able to engage in a discussion about how to operationalize the variables for outcome measurement. However, participants did agree that most of the methods identified could be translated into measurable outcome variables. Participants also agreed that the most effective way to measure community policing efforts is to employ a variety of measures. The following is a list of measures that participants identified:

Community Policing Measures

- neighborhood individuality
- longitudinal data
- goal achievement
- citizen "distance"; re-enfranchisement
- officer perceptions/attitudes
- quality of life
- night/park/playground activity
- decline in vandalism
- representative samples--kids/businesses/homes
- fear of crime/victimization
- variation in calls for service
- arrestee interviews

- district report card
- problem status
- officer injury/force/accidents
- community meetings
- problem discrimination
- citizen satisfaction surveys
- do citizens know what COP is?
- neighborhood-based record keeping
- mapping/GIS multi-variables
- crime analysis trends
- community ownership of problems
- manpower allocation
- collaboration with other agencies
- district area councils
- crime statistics
- other policing (private)
- what does COP mean?
- service provider data
- service integration
- community problem solving skills
- community meetings--data/dynamics
- media
- school data
- real estate
- insurance rates
- water usage in parks, playgrounds, recreational area
- block face videos/interviews

The six police-researcher partnerships are continuing to work on evaluation strategies to assess community policing efforts. JRSA and IACP have continued to provide assistance to the sites for, prioritizing police research issues and designing evaluation plans for community policing programs.

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