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ALACHUA COUNTY SHERIFF'S OFFICE RESEARCH PARTNERSHIP WITH THE UNIVERSITY OF FLORIDA

INTRODUCTION

Introduction

Six sheriff's offices in North Central Florida and the University of Florida are partners in a National Institute of Justice grant that was designed to enhance research skills among the partners as they relate specifically to community law enforcement. In addition, the grant was designed to develop a program intervention related to the communication skills of deputies and then investigate the impact of this intervention on attitudes toward the deputies. Finally, the grant was designed to enhance the partnership so that it would continue into the future.

The specific sheriff's offices that are involved in the partnership are as follows:

> Alachua County Sheriff's Office
> Gilchrist County Sheriff's Office
> Columbia County Sheriff's Office
> Putnam County Sheriff's Office
> Levy County Sheriff's Office
> Union County Sheriff's Office

Most of these counties are very small and rural and may not have the analytical research skills for examining their community law enforcement and other programs. The Florida Survey Research Center (FSRC) provides the data collection and analysis skills for the project.

The four specific components of the grant are as follows:

1. Provide Presentations/Workshops on Approaches to Research

The FSRC developed a series of six presentations/workshops for the partners. The presentations/workshops brought individuals who had expertise in various aspects of research that would be of great value to the law-enforcement partners. The workshops/presentations that were given are as follows:

> 1. approaches to research;
> 2. policy analysis;
> 3. program evaluation;
> 4. survey research;
> 5. strategic management;
> 6 geographic information systems.

2. Communication Training Intervention

The second component of the project was detailed training in communication skills for deputies assigned to neighborhoods on a community law enforcement basis. The training provided deputies with a number of specific skills such as conflict management, as well as a manual that they were able to retain for reference purposes.

3. Research Component

The third component of the project was a pre and post-test analysis of the attitudes of residents of the neighborhoods where the deputies that received the communication training patrolled. The survey was administered door-to-door and designed to assess neighborhood residents attitudes toward the communication skills of the deputies.

4. Enhancing and Continuing the Partnership

The final component of the grant included a number of activities that are designed to enhance and continue the partnership among the partners. The activities under this component are as follows:

a. Identify Program Needs

Each of the members of the partnership has needs in law enforcement and crime programs. Some of these needs are shared by all partners while others are of interest to only a few partners. We have begun a planning process to identify the specific needs of each partner. The PA will work closely with the members of the partnership to identify needs for law enforcement and crime prevention grants.

b. Identify and Inform Members of Grant Opportunities

The PA will not prepare grants applications but will keep the partnership members aware of grant RFPs that could meet the program needs of the partners that were identified in number one above.

c. <u>Grant/program Implementation Procedures</u>

The partners will jointly apply for grants to address the program needs identified in number one above. The joint implementation of these grants will be difficult. Some of the partners have the capacity to implement/manage new grants while several do not have this capacity. In some instances the PA will have to assume responsibility for implementing grants. In other instances the PA will monitor the grants that will be implemented by a law enforcement agency

d. <u>Financial Administration</u>

The PA will develop procedures for the financial administration of joint grants. It is likely that only one of the partners will manage funds for grants. The PA will need to develop an accounting system to monitor the disbursement of funds to the various agencies that may be implementing grant-funded law enforcement programs.

e. <u>Recruitment of New Partners</u>

One of the most important goals of the Locally Initiated Partnership grant is to include additional law enforcement agencies as partners. The PA will contact other agencies to explain the partnership we have developed and the benefits that joining will bring to their department/office.

The report that follows presents a summary of the various activities under each of the four project components.

RESEARCH SKILLS PRESENTATION

Basic Research Skills

As the first in a series of workshops, offered by Dr. David Hedge, this session focused on providing an overview of social science research. A number of topics were discussed including: the character of social science research, steps in the research process, and the value of research for those in law enforcement. In that latter regard, we discussed how an ongoing research effort could be used to identify program needs, as an aid in planning, for ascertaining public opinion, and in evaluating law enforcement programs. In addition, participants were asked to talk about the kinds of decisions they had made in the past year or so and the kinds of information those decisions required. The point of that exercise was to get participants to begin thinking about their information needs and how various kinds of research (e.g. surveys or analysis of existing data) could address those needs.

FLORIDA SURVEY RESEARCH CENTER

Communication Consulting

UNIVERSITY OF
FLORIDA

Improving Interpersonal Communication in Community Policing

Improving Interpersonal Communication

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Chapter

Effective Interpersonal Communication

"By learning to be more effective communicators, police officers can achieve the standards of conduct expected of them by the public, without surrendering authority, responsibility, or discretion." Garry L. Pritchett.

ICON KEY

⇨ Important Information

✒ Assess your Skills

📖 Definition

🖐 Testing your Skills

Officers are faced each day with situations which demand sensitivity and competency in interpersonal communication.

Consider the following scenario: You are concerned that adolescents from the local middle school are in the process of organizing a "gang" in your community beat. Their parents are uncooperative, the school is overwhelmed by other responsibilities and are unable to assist in an intervention, and the local citizens are angry and fearful. How would you respond to this situation? How do you involve the parents, address the citizens' concerns, and communicate with the students?

Interpersonal Communication

Interpersonal Communication is communication between two persons who are somehow connected in an established relationship.[1] As community deputies, you are inherently linked to the citizens in your communities. There is an implicit relationship between you and each individual on your beat. Therefore, each time you answer questions, address concerns, respond to a call or are seen on the streets, you are engaging in interpersonal communication. And your interpersonal skills, in part, determine your effectiveness as a law enforcement deputy.

This manual includes valuable information to assist you in your development of effective interpersonal skills. The materials are designed to introduce you to the current research in communication areas related to law enforcement, and to facilitate your growth as an effective community deputy.

Effective Communication Attitudes

The first step in developing good interpersonal skills is to acknowledge that effective communication is not just about what you say, but how you perceive the process. There are a number of attitudes that lead to effective and successful communication.

Openness - is perceiving the interaction as a way to reveal yourself to others; to be honest about your feelings and needs; to offer feedback and encourage interaction.

Empathy - is basing your communication on the deisire to show that you understand the others' feelings as if they were your own.

Supportiveness - is accepting the other person for who they are and offering encouragement.

Positiveness - is showing that you care about the other person and think positively about him/her.

Equality - is perceiving the interaction as a relationship based on mutual respect.

How could these attitudes influence your interactions with community members?

Effective Communication Behaviors

Along with attitudes, your behaviors also influence your success as an effective communicator. In order to improve your interactions, you should personify the following:

Social Confidence

Illustrate that you are comfortable with the other person by being relaxed, flexible and calm.

Sense of Immediacy

Show that you like the other person by using their name, providing feedback, and forcing and rewarding their communication.

Interaction Management

Involves the control of the interaction to the satisfaction of both parties by monitoring your own behavior, speaking and listening, and keeping the conversation flowing.

Expressiveness

Refers to how you communicate genuine involvement by participating in the communication, expressing your own ideas, and using both verbal and nonverbal modes of expression.

Other Orientation

Communicate your attentiveness and interest in the other party by listening, asking questions and asking for clarification.

How would your daily interactions change if you strived to practice these behaviors?

Effective Listening

"Learn how to listen, and you will prosper even from those who talk badly."[2]

Improving your listening skills is the first step in improving your interpersonal communication. Because listening is such an inherent part of who we are and how we live our lives, we often overlook the importance of its part in our relationships. This chapter outlines common barriers and strategies for improving your listening expertise.

Listening vs. Hearing

It is important that we recognize the difference between listening and hearing. **Hearing** is a *physiological* process involving aural stimuli: sound waves moving through the ear canal to stimulate the parts of the ear which lead to sensory response in the brain. **Listening**, however, is a *psychological perceptual* process of receiving, processing, and retaining aural stimuli.[3] "Effective listening includes both the literal and critical comprehension of ideas and information."[4]

Assumptions About Listening[5]

It is important to remember the following:

- Meanings are in people, not in words

- Both the speaker and the listener are responsible for clarifying the intended message

- Most people are inadequately trained to listen

Assessing Your Listening

How Good A Listener Are You?

Respond to each question according to the following scale:

1 = always

2 = frequently

3 = sometimes

4 = seldom

5 = never

_____ 1. I think about my own performance during an interaction; as a result, I miss some of what the speaker has said.

_____ 2. I allow my mind to wander away from what the speaker is talking about.

_____ 3. I try to simplify messages I hear by omitting details.

_____ 4. I focus on a particular detail of what the speaker is saying instead of on the general meanings the speaker wishes to communicate.

_____ 5. I allow my attitudes toward the topic or speaker to influence my evaluation of the message.

_____ 6. I hear what I expect to hear instead of what is actually being said.

_____ 7. I listen passively, letting the speaker do the work while I relax.

_____ 8. I listen to what others say, but I don't feel what they are feeling.

_____ 9. I evaluate what the speaker is saying before I fully understand the meanings intended.

_____ 10. I listen to the literal meanings that a speaker communicates but do not look for hidden or underlying meanings.

SCORING: All the statements describe ineffective listening tendencies. High scores, therefore, reflect effective listening and low scores reflect ineffective listening. If you scored significantly higher than 30, then you probably have better-than-average listening skills. Scores significantly below 30 represent lower-than-average listening skills. Regardless of your score, however, you can significantly improve your listening skills.[6]

Barriers to Effective Listening

There are a number of barriers to effective listening. These work as "stoppers" to prevent us from fully attending to messages and they are often both physical and psychological. Consider each of the following barriers and try to generate examples of each that you may face or have experienced.

- **Physical impairment**

- **Disinterest**

- **Distracting characteristics of the speaker**

- **Inflammatory language**

- Verbal battles or arguments

- Physical distractions

- Psychological distractions

- Too much or too complex information

- Cultural differences

As you can see, there are a number of traps that we fall into each day that prevent us from truly attending to what others say to us. In doing so, we may perpetuate misinformation, stereotypes, bad behaviors, and ignorance.

SO HOW CAN YOU AVOID THESE LISTENING TRAPS?

✓ Avoid interrupting the speaker whenever possible

✓ Seek areas of agreement with the speaker, not disagreement

✓ Be patient: Remember you can listen faster than the speaker can speak

✓ Ask questions when you don't understand something

✓ Withhold evaluation of the message until the speaker is finished

✓ Repress the tendency to respond emotionally to what is said

✓ Provide clear and unambiguous feedback to the speaker

✓ Concentrate your energies on the speaker

✓ Create a good listening environment[8]

10 Keys to Effective Listening

Effective Listening Keys	A Bad Listener	A Good Listener
• Find areas of interest	Tunes out dry subjects	Opportunizes; asks "What's in it for me?"
• Judge content, not delivery	Tunes out if delivery is poor	Judges content, overlooks delivery errors.
• Hold your fire	Tends to enter into argument	Holds judgment until comprehension complete.
• Listen for ideas	Listens only for facts	Listens for central themes.
• Be flexible	Takes intensive notes with single system	Takes fewer notes. Adapts system to speaker style.
• Work at listening	Shows no energy output. Fakes attention.	Works hard, exhibits active body states.
• Resists distractions	Distracted easily.	Concentrates and fights or avoids distractions.
• Exercise your mind	Resists difficult material. Seeks recreational material	Uses heavier material as exercise for mind.
• Keep your mind open	Reacts to emotional words	Interprets words, does not get hung up on them
• Capitalize on fact that thought is faster than speech	Tends to daydream with slow speakers	Challenges, mentally summarizes, anticipates, listens between the lines'

Active Listening

One very simple, yet effective, strategy for improving listening is Active Listening. **Active listening** is the process of sending back to the speaker what you think the speaker meant in both content and feeling.

There are three steps to Active Listening:

1   **Paraphrase what the speaker said to you.**

2   **Express empathy, that you understand what the speaker feels**

3   **Ask questions**

Let's Practice . . .

Refining Active Listening Skills

THE SCENARIO: During your routine patrol, an elderly woman stops you to complain about a group of young men and women who hang out at a park close to her house. You are aware that the youths are simply gathering after school for a quick game of basketball, and are members of the Boys Club of America. They have no intention of harassing the citizens of the community, and are not members of any gang or group with criminal connections. The elderly woman insists that you force the youths out of the park. She is very angry and afraid.

How would you respond?

Nonverbal Communication

"Whether officers realize it or not, their ability to relate to others directly affects every action they perform on duty. This includes not only what the officers say, but also the way they say it. Their tone of voice, facial expressions, posture, and general demeanor broadcast messages to those with whom they interact." Garry Pritchett

H ow we say something is often much more important than what we say. For law enforcement, it is often perceived as the *most* important part of interpersonal communication. If you have any doubts, witness the current highly publicized debate over the issue of touching behaviors during arrests and interrogations.

In order to safeguard yourself and your agency, it is imperative that you strive to improve both your understanding of nonverbal communication and nonverbal skills. This chapter will outline the different types of nonverbal.

Nonverbal Communication

Nonverbal communication includes all actions, attributes, and objects of humans – other than words – that have shared social meaning and communicate message(s).[9] That means, any behavior that is given meaning can be considered to be part of nonverbal communication, and can impact the effectiveness of your interpersonal communication.

In this section, we will examine eye contact, paralanguage, and haptics.

Nonverbal Communication is important because:

- It represents a large, often unacknowledged part of the message (63-93% of the social/emotional meaning of the message).

- It operates at a low level of awareness.

- It is frequently misunderstood.

- It is constant.

- It is often denied.

- If verbals contradicts our nonverbals, we tend to believe the nonverbals.[10]

Eye Contact

Eye contact is one of the most important types of nonverbal communication. We generally do not trust individuals who withhold eye contact from us. Similarly, people who are lying or withholding information typically avoid eye contact or break eye contact continuously.

If part of the responsibility of a law enforcement deputy is to instill trust in the agency and in his/her self, then an awareness of eye contact is crucial in the performance of the job.

The Functions of Eye Contact

Eye contact serves several important functions, including:

- To assist in monitoring feedback

- To maintain interest and attention

- To signal a conversational turn

- To signal the nature of the relationship

- To compensate for physical distance

Paralanguage

Paralanguage is the nonverbal elements and use of the voice. Research suggests that listeners depend less on words themselves and more on facial cues AND vocal cues...HOW the words are said. For example, less variety in pitch and volume, a slower rate of speaking, and more disfluencies are often perceived as less persuasive, competent and dynamic. We draw assumptions about people's physical makeup, personality, and ethics by focusing on their paralanguage cues.

Components of Paralanguage:

- Rate

- Volume

- Rhythm

- Vocalizations

Let's Test Your Decoding Ability...

To test your ability to decode emotions on the basis of paralanguage, try to "hear" the following voices and identify the physical, ethical and personality characteristics.

1   This voice is soft, with a low pitch, a resonant quality, a slow rate, and a steady and slightly upward inflection. The rhythm is regular, and the enunciation is slurred.

2   This voice is loud, with a high pitch, a moderately blaring quality, a fast rate, an upward inflection, and a regular rhythm.

3   This voice is loud, with a high pitch, a blaring quality, a fast rate, and an irregular up-and-down inflection. The rhythm is irregular, and the enunciation is clipped.

4   This voice is moderate to low in volume, with a moderate-to-low pitch, a moderately resonant quality, a moderately slow rate, and a monotonous or gradually falling inflection. The enunciation is somewhat slurred.[11]

Haptics

Haptics, or touch communication, is probably the first form of communication we use as infants. Immediately upon birth, a baby is stroked, rubbed, kissed, and caressed to communicate affection and love. As we develop, our other methods for communicating improve, yet we continue to rely on those early forms of nonverbal communication.

Five Meanings of Touch

1 Positive Emotions

2 Playfulness

3 Control

4 Ritualistic

5 Task-related

Who Touches Whom and Where?

Research suggests the following findings regarding haptic communication:

✓ Those who fear oral communication seem to avoid touch

✓ Women tend to avoid touch more from men than other women

✓ Women tend to initiate touch and are touched more often than men

✓ Individuals in higher status position touch those in lower positions more often[12]

What You Need to Know About Touch

In law enforcement, body contact is the area of nonverbal communication that causes the most trouble, especially with cross cultural communication. It is important to realize that some cultures are contact-based and others are not.

Contact cultures perceive touching as an important and desired aspect of communication. Contact cultures include, for example, Arab, Southern Mediterranean and Latin American cultures.

Conversely, non-contact cultures do not perceive touching as desirable, and often even offensive. Non-contact cultures include English, Asian, and Northern European cultures.[13]

Your attempts at touch and assessing others' haptics should be interpreted based on the type of culture from which the individual is socialized.

Proxemics

Proxemics is the study of spatial communication, or how individuals use space to communicate a variety of messages. Like touch, spatial issues are extremely important parts of our nonverbal communication competency. It is especially important that you understand the factors that influence interpersonal distance.

According to research by Edward T. Hall, there are four interpersonal distances that correspond to the major types of relationships: intimate, personal, social, and public.

Intimate distances range from 6 to 18 inches. This close distance is usually reserved for lovemaking, wrestling, comforting and protecting.

Personal distances range from 18 inches to about 4 feet. This distance signifies a more formal relationship between individuals.

Social distances range from 4 to 12 feet. At this distance you lose the visual detail of closer distances and the intimacies of the Personal and Intimate distances

Public distances range from 12 to more than 25 feet. These distances reflect the space that people choose for protection.[14]

Theories About Proxemics

Protection Theory -- argues that people establish "buffer zones" order to protect themselves from attack or unwanted touching. The more endangered you feel, the more space you establish around you. Conversely, the more secure you feel, the smaller your buffer zone.

Equilibrium Theory – argues that intimacy and distance are correlated: the greater the intimacy, the closer the distance. And if your distance does not accurately reflect your level of intimacy, you will make adjustments.[15]

Hints for Interpreting Nonverbal Cues

- Don't over-read the nonverbal message

- Look for a message to be repeated or supported in more than one channel, then verify your perceptions

- Be sensitive to individual, contextual, and cultural differences

Conflict Management

"Communication represents the key to resolving critical incidents successfully" Arthur Slatkin

Problem solving and conflict management can occur in any context, but it is especially important in law enforcement.

Conflict management is an art that demands that we be skillful communicators by analyzing accurately and choosing the appropriate means to deal with a problem. It is basically a disagreement between connected individuals.

Conflict Styles

Earlier this week, you completed an assessment of your conflict style. The Thomas-Kilman Styles Instrument reveals the conflict style that you prefer in most interactions. Each style has appropriate and inappropriate uses.

What is your conflict style?

Conflict Styles

ASSERTI
VENESS

UNASSE
RTIVE --

ASSERTI
VE

| COMPETING |
| COLLABORATING |
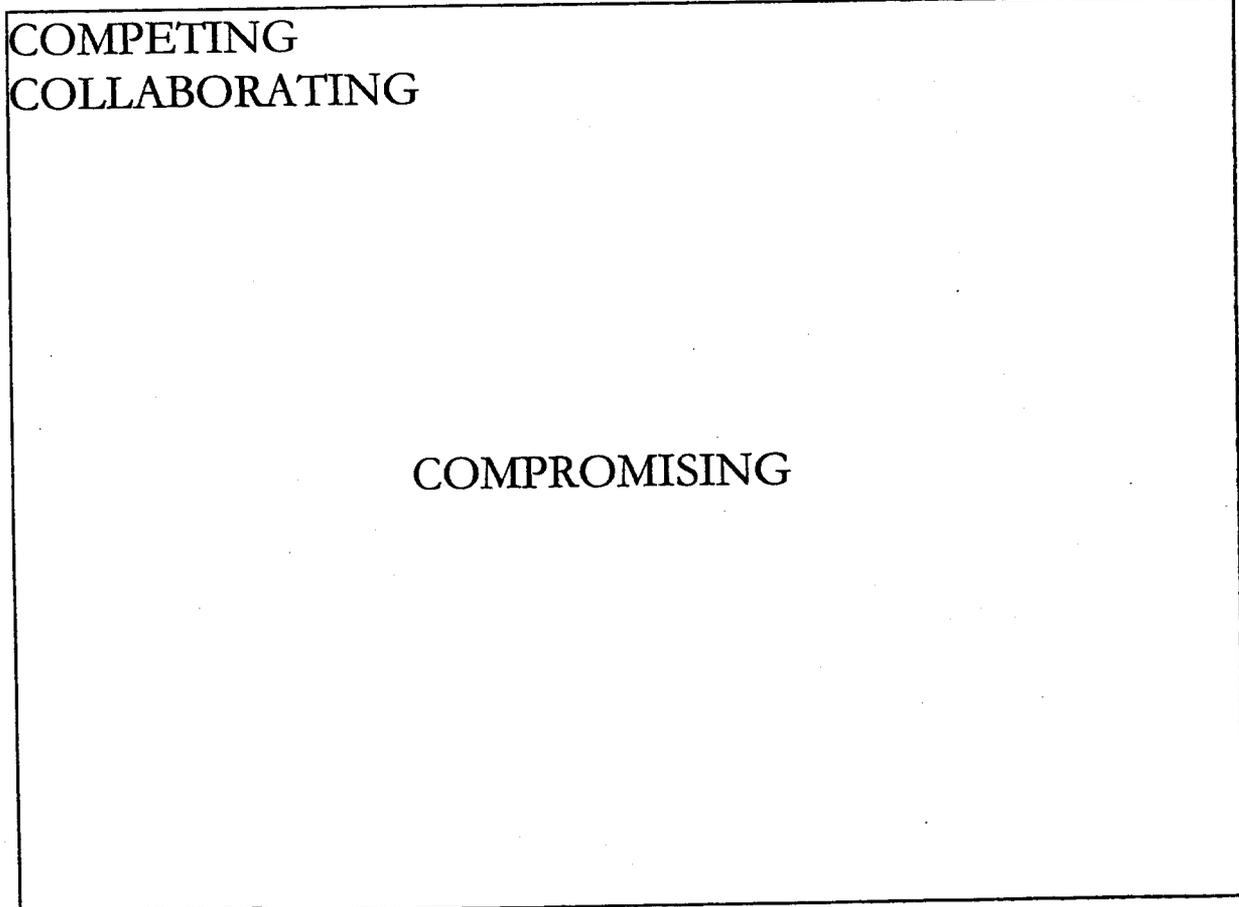
COMPROMISING

UNCOOPERATIVE ----------------COOPERATIVE

COOPERATIVENESS

Avoidance

Avoiding is based on low concern for self and low concern for others. It is associated with withdrawal, buckpassing, sidestepping, or simply ignoring the conflict. Of the five styles, avoiding is least likely to produce a solution.

Avoiding is appropriate when:

1   The issue is trivial

2   The potential negative effects of confrontation outweigh the benefits

3   Delay is need to allow for a cooling off period to reduce intense emotion and unconstructive communication

Avoiding is not appropriate when:

1   Prompt attention to the issue is necessary

2   The issue necessitates resolution

3   It is part of your job to resolve conflict

Competition

Competition represents a high concern for self and a low concern for others. It is often seen as both uncooperative and aggressive. This strategy is frequently based on a position of power

Competing is appropriate when:

1   A person feels strongly about an issue

2   A quick decision is needed

3   An unpopular course of action is implemented

4   Subordinates lack expertise to make decisions

Competing is not appropriate when:

1   It is important to cultivate commitment to a decision

2   It is used as the primary strategy for conflict management

Accommodation

Accommodation represents a low concern for self and a high concern for others. It is most often associated with sacrifice in order to maintain relationships. It is used by people who want to be liked or who are genuinely concerned for others.

Accommodating is appropriate when:

1   The issue is much more important to the other person

2   A person in power wants a subordinate to learn from his/her mistakes

3   One conflict participant is willing to relinquish something in exchange for something else

Accommodating is not appropriate when:

1   The issue is important to the accommodator

2   The accomodator has information which is important to the resolution

3   The accommodator feels strongly that s/he is correct

Compromise

Compromise seeks an acceptable combination of gains and losses for both parties, leaving the concerns of each party partially satisfied and partially dissatisfied.

Compromise is appropriate when:

1   The goals of the parties are mutually exclusive

2   Consensus cannot be reached

3   Collaboration has not been successful

4   There is a time restraint in solving the problem

Compromise is not appropriate when:

1   One person is right

2   There is clearly a better solution

3   The problem has re-surfaced from the last compromise

Collaboration

Collaboration represents a high concern for self and for others

Collaboration is appropriate when:

1   You need a commitment from the other party

2   Time constraints are not pressing

3   A synthesis of ideas is needed to achieve the best solution

4   Resources possessed by different parties are required to solve a common problem

Collaboration is not appropriate when:

1   The issue is simple

2   An immediate decision is necessary

3   One party is unconcerned about the outcome

Testing Your Conflict Skills

THE SCENARIO: There have been a series of car thefts in the community which you regularly police. You have been invited to speak at a meeting citizens organized to address their concerns regarding the crimes. A very large, vocal part of the group is alleging that the community police are not concerned with preventing personal property crimes, but handing out traffic violations.

How do you respond?

Research Project

Part 1

Background of the Research Project

Field Research

The field research for this project was implemented to assess the attitudes of neighborhood residents regarding community law enforcement in general and the communication skills of deputies assigned to the neighborhoods. This section of this report will describe the data collection activities as well as analyze the results of the data that was collected.

The Neighborhoods

The focus of this "research" phase of the study is an area targeted for a community-oriented law-enforcement (COLE) program in Alachua County. The program was implemented in the geographic area bounded by SW 20th Avenue, I-75 and Tower Road, identified by Census Tract 22.95, Block Group 5. This area is economically and socially different from the surrounding neighborhoods. The area is under severe economic distress; 37 percent of all families in the area live below the poverty level and 57 percent of all families with children under the age of five live below the poverty level. Additionally, 82 percent of all housing units in the area are renter occupied and 53 percent of all households moved into the area within the past year.

The crime statistics for the area are alarming. Although this area comprises only 3.2 percent of the overall population of Alachua County, 57 percent of the calls received by the Alachua County Sheriff's Office were from this area. Almost 76 percent of the crimes reported in this area are for burglary or larceny.

The Survey Approach

There are a number of different approaches to implementing surveys including telephone, mail, and in-person interviews. For this research, we believe that a door-to-door in-person interview would be the most effective technique in collecting data on the attitudes of neighborhood residents regarding the communication and interpersonal interaction skills and

behaviors of Alachua County Sheriff's Office deputies. Many residents do not have telephones and would be unlikely to return a mail questionnaire.

Each interviewer was provided with a supply of questionnaires and a clipboard, and the sampling instructions (see below). The survey interviewers were carefully trained in how to conduct the interviews.

The Sampling Approach

The sampling approach used for this research was, basically, a random sample of households/individuals in the target neighborhoods. The sampling was difficult because there are a variety of types of dwellings in the neighborhoods. Some of the units are duplexes, some have four units, and some are apartment buildings and have multiple units. In addition, the instructions for sampling the neighborhood, with these many different types of dwelling units, had to be sufficiently simple so that interviewers in a field situation could make correct, yet easy, decisions of which unit to contact for an interview.

With the cooperation of Dr. Richard Schaeffer, a faculty in the University of Florida Statistics Department with expertise in sampling, we developed guidelines for the interviewers to follow in selecting units to contact for interviews. A copy of the sampling guidelines is attached.

The Survey Instrument

The survey instrument developed for this project was designed to achieve a number of specific goals, The first objective was to assess neighborhood respondents attitudes of community law enforcement. Community law enforcement, of course, has been defined in many different ways; one only rarely sees an operational measure of this concept. In general, however, community law enforcement suggests the assignment of deputies to neighborhoods on a longer term (not just patrol) basis. Some of the goals of community policing are that neighborhood

residents will become familiar with the deputies/officers assigned to the neighborhood and also will work with the deputies to develop and implement crime prevention programs. To operationalize and obtain data on community law enforcement programs the survey asked three questions (questions 2-4). These questions asked respondents to indicate how important it was

1. to have deputies assigned to their neighborhoods on a long-term basis;

2. to know the names of deputies assigned to their neighborhoods;

3. to work with deputies on crime prevention programs.

While these questions do not address all of the specific community law enforcement programs that could be provided, they do offer a broad overview of the major concepts that relate to community law enforcement activities.

The bulk of the survey instrument examined neighborhood residents' attitudes toward the communication skills of deputies assigned to the community. The source(s) of the items that were used in the field research are a series of validated instruments that are contained in Communication Research Measures edited by Rubin, Palmgreen, and Sypher (1994). This book provides a wealth of information about various communication research tools that have been validated in their literature. We did not use any of the instruments contained in the book fully. Nor did we always use the exact wording of the various items in a specific scale. The length of the questions and limitations of using the complete scales in a field setting really precluded a longer (that took more time to implement) instrument. We did, however, draw from the concepts used in these scales in crafting the survey items we used.

The first set of concepts we used related to the Communication Competence Scale that was developed by Wiemann in 1977. Communication competence is defined as the ability to

choose among available communication behaviors to accomplish one's own interpersonal goals during an encounter.

Another set of concepts was drawn from the Feelings of Understanding/Misunderstanding scale that was created by Cohen and Shulman (1984) to measure perceptions of feelings of understanding and misunderstanding when communicating with another person.

The individualized trust scale was developed to measure the holding of certain favorable perceptions of another individual in risky situations where the expected outcome of the interaction depends upon another individual and the outcome is not known. As such, citizen interactions with law enforcement personnel would be a good fit with the measurement objectives of this scale. The object of the trust is another individual (for this research a law enforcement person) rather than trust in general (Wheless and Gritz, 1977).

The final set of concepts for the survey was drawn from the source credibility scale which refers to the believeability of information and the important dimension of credibility of perceived expertise (Belo, Lemet, and Metz, 1970)

Instructions for Field Interviewers:

1. Go to address listed

2. Assess what type of dwelling this is: i.e. single housing unit, duplex, quadraplex, apartment bldg, trailer, etc.

3. If this is a single housing unit, either a house or trailer, then procede to step #5.

4. If this is a multiple-dwelling housing unit, then use the rules and chart below to determine which unit within the dwelling you should sample.

5. Go to the unit chosen and if someone responds, tell them who you are and that you are with the FSRC. If only one person is present, ask if they are over the age of 18, and if they would like to participate in the survey. If more than one person is present, ask if the next person to have a birthday over the age of 18 would like to participate. If so, procede with the questionairre portion of the survey.

RULES FOR DETERMINING WHICH UNIT TO SELECT AT MULTI-DWELLING HOUSING:

DUPLEXES: At the first duplex you encounter, select the first unit to your left to begin. At the next duplex you encounter, choose the unit to your right. Alternate between the two at each duplex you encounter. Be sure to keep track of which unit you should select next by using the chart at the bottom.

QUAD's (or anything more than 2 units per dwelling): At the first quad that you encounter, select the unit in the farthest lower right corner. As you encounter more quad's (or larger) move in a counter clockwise motion through the building. For example, in a two story, four unit dwelling, the next unit you would select would be upper right, and then upper left, and then lower left. For single story housing with more than two units, begin at the far right unit and then move to your left. Be sure to keep track of which unit you should select next by using the chart at the bottom.

Duplexes: 1. Left _____ 2. Right _____ 3. Left _____ 4. Right _____ 5. Left _____ 6. Right _____
7. Left _____ 8. Right _____ 9. Left _____ 10. Right _____ 11. Left _____ 12. Right _____

Quad's Two-Stories: 1. Lower Right _____ 2. Upper Right _____ 3. Upper Left _____
4. Lower Left _____ 5. Lower Right _____ 6. Upper Right _____ 7. Upper Left _____
8. Lower Left _____

Multiple units, one story: 1. Far Right _____ 2. 2nd in from the right _____ 3. 3rd in from the right _____ 4. 4th in from the right _____ 5. 5th in from the right _____

Hello, my name is _____, and I'm working with the Florida Survey Research Center at the University of Florida. In cooperation with the Alachua County Sheriff's Office, we're doing a survey of residents in this neighborhood to find out how you feel about the job the sheriff's officers are doing here. This survey is completely confidential; the Sheriff's Office won't know who answered the survey, but we hope your answers will help them better serve your community.

You do not have to answer any question that you do not wish to answer. You can stop the interview at any time during the survey which should take about 5 to 10 minutes to complete. Would you like to participate in this survey?

1. First, I'd like to ask you about the law enforcement activities of the Sheriff's Office. What is the most important thing that Sheriff's officers do in your neighborhood? Would you say...	Crime Prevention...................................1 Traffic Patrol...2 Drug Enforcement................................3 Responding to Calls for Assistance....4 Neighborhood Patrols...........................5 Other _____6
2. How important is it to you to have the same deputies assigned to the neighborhood where you live on a long-term basis? Would you say it is...	Very important......................................1 Somewhat important............................2 Neither important nor unimportant...3 Somewhat unimportant.......................4 Very unimportant.................................5 Don't know..6
3. How important is it to you to personally know the names of the Sheriff's Office deputies who are assigned to your neighborhood? Would you say it is...	Very important......................................1 Somewhat important............................2 Neither important nor unimportant...3 Somewhat unimportant.......................4 Very unimportant.................................5 Don't know..6
4. How important is it for you to work with the Sheriff's Office deputies on Crime Watch or other programs to prevent crime? Would you say that it is...	Very important......................................1 Somewhat important............................2 Neither important nor unimportant...3 Somewhat unimportant.......................4 Very unimportant.................................5 Don't know..6

Next, I'd like to ask you some questions about how well the Alachua County Sheriff's officers who work in your neighborhood communicate with you. I'll read you a statement. Please tell me if you strongly agree, agree, neither agree nor disagree, disagree or strongly disagree.

5. The Sheriff's officers deal with neighborhood residents effectively. Do you...	Strongly Agree...1 Agree..2 Neither agree nor disagree......................3 Disagree...4 Strongly disagree......................................5 Don't know...6
6. The Sheriff's officers are good listeners. Do you...	Strongly Agree...1 Agree..2 Neither agree nor disagree......................3 Disagree...4 Strongly disagree......................................5 Don't know...6
7. The Sheriff's officers are easy to talk to. Do you...	Strongly Agree...1 Agree..2 Neither agree nor disagree......................3 Disagree...4 Strongly disagree......................................5 Don't know...6
8. The Sheriff's officers let the residents know that they understand them. Do you...	Strongly Agree...1 Agree..2 Neither agree nor disagree......................3 Disagree...4 Strongly disagree......................................5 Don't know...6
9. The Sheriff's officers listen to what the residents say to them. Do you...	Strongly Agree...1 Agree..2 Neither agree nor disagree......................3 Disagree...4 Strongly disagree......................................5 Don't know...6
10. The Sheriff's officers are interested in what residents have to say. Do you...	Strongly Agree...1 Agree..2 Neither agree nor disagree......................3 Disagree...4 Strongly disagree......................................5 Don't know...6

11. The Sheriff's officers are flexible. Do you..	Strongly Agree..1 Agree...2 Neither agree nor disagree.....................3 Disagree...4 Strongly disagree.....................................5 Don't know...6
12. Residents can go to the Sheriff's officers with their problems. Do you...	Strongly Agree..1 Agree...2 Neither agree nor disagree.....................3 Disagree...4 Strongly disagree.....................................5 Don't know...6
13. The Sheriff's officers are sensitive to residents' needs of the moment. Do you...	Strongly Agree..1 Agree...2 Neither agree nor disagree.....................3 Disagree...4 Strongly disagree.....................................5 Don't know...6
14. Alachua County Sheriff's officers are generally...	Very trustworthy...1 A little trustworthy.....................................2 Neither trustworthy nor untrustworthy....3 A little untrustworthy................................4 Very untrustworthy.....................................5 Don't know...6
15. Alachua County Sheriff's officers are generally...	Very safe to deal with...............................1 A little safe to deal with..........................2 Neither safe nor dangerous to deal with..3 A little dangerous to deal with...................4 Very dangerous to deal with.....................5 Don't know...6
16. Alachua County Sheriff's officers are generally...	Very tricky..1 A little tricky..2 Neither tricky nor straightforward.................3 A little straightforward...............................4 Very straightforward....................................5 Don't know...6

17. ASO officers are generally...	Very respectful of you...1 A little respectful of you..2 Neither respectful nor disrespectful of you..3 A little disrespectful of you...............................4 Very disrespectful of you...................................5 Don't know...6
18. ASO officers are generally...	Very inconsiderate...1 A little inconsiderate..2 Neither inconsiderate nor considerate......3 A little considerate...4 Very considerate..5 Don't know...6
19. ASO officers are generally...	Very honest..1 A little honest...2 Neither honest nor dishonest.......................3 A little dishonest...4 Very dishonest...5 Don't know...6
20. ASO officers are generally...	Very unreliable..1 A little unreliable..2 Neither unreliable nor reliable...................3 A little reliable..4 Very reliable..5 Don't know...6
21. ASO officers are generally...	Very insincere..1 A little insincere..2 Neither insincere nor sincere.......................3 A little sincere...4 Very sincere..5 Don't know...6
22. ASO officers are generally...	Very friendly..1 A little friendly...2 Neither friendly nor unfriendly...................3 A little unfriendly..4 Very unfriendly..5 Don't know...6

23. ASO officers are generally...	Very polite...1
	A little polite...2
	Neither polite nor rude...........................3
	A little rude...4
	Very rude...5
	Don't know...6

24. ASO officers are generally...	Very uninformed.....................................1
	A little uninformed.................................2
	Neither uninformed nor informed...........3
	A little informed....................................4
	Very informed...5
	Don't know...6

25. ASO officers are generally...	Very smart..1
	A little smart...2
	Neither smart nor dumb...........................3
	A little dumb...4
	Very dumb...5
	Don't know...6

26. ASO officers are generally...	Very helpful...1
	A little helpful...2
	Neither helpful nor worthless...................3
	A little worthless....................................4
	Very worthless.......................................5
	Don't know...6

Next, I'd like to ask you about any contacts you've had with the Sheriff's Office.

| 27. During the past 12 months have you personally had contact with a deputy or other member of the Sheriff's Office? | Yes...............................1
 No................................2
 Don't know.......................3
 (If yes, go to question 28.   If no, go to question 30) |
| 28. How many times in the past 12 months have you had contact with a deputy or other member of the Sheriff's Office? | _____ |

29. Which of the following best describe(s) the contact(s) you had with the Sheriff's Office? (Circle all that apply)	You requested information from the Sheriff's Office..1 You reported a crime, accident, or other problem...2 You were a victim of crime (home, business, etc.)...3 You were questioned by the Sheriff's Office about a crime, accident, or other problem...4 You were served a summons............................5 You were arrested, given a citation, or warning..6 Attended a meeting where a Sheriff's Office representative spoke about law enforcement...7 Other_____8

Now I just have a few questions for statistical purposes.

30. Gender (Don't ask, just record)	Male...1 Female.....................................2
31. Could you please tell me your age?	_____
32. Just for statistical purposes, could you tell me if your family's total yearly income before taxes is less than $20,000 or over $20,000?	Less than $20,000............................1 Over $20,000.....................................2 Don't know.......................................3 Refused...4
33. What is your employment status?	Full time..1 Part time...2 Not employed..................................3 Retired...4
34. And, just to insure that we have a representative sample, could you please tell me your race?	Black/African American............................1 White (non-Hispanic)................................2 Asian/Pacific Islander................................3 Hispanic/Latino...4 Native American.......................................5 Bi-racial..6 Other...7 Refused...8

35. Finally, what is the highest level of education you completed?	8th grade or less...1
	Some high school..2
	High school graduate/GED.........................3
	Vocational/Technical...................................4
	Some college...5
	College graduate...6
	Graduate school...7

If you have any questions or concern about this survey, the Florida Survey Research Center can be reached at 392-3475. We are located on the campus of the University of Florida. Thank you for your participation.

Part 2

Results of the Research

Section One-Neighborhood Community Policing Activities

The purpose of this section is to identify the impact of the communications training program on community attitudes toward community law enforcement activities. The survey asked neighborhood residents a series of questions related to community policing. The first of this series of questions asked respondents to identify the most important activity for Sheriff's deputies in their neighborhood. The choices were:

> Crime prevention
> Traffic patrol
> Drug enforcement
> Responding to calls for assistance
> Neighborhood patrols
> Other

The particular community law enforcement activities of interest in this research project are crime prevention and neighborhood patrols. We would expect, if the communications program was successful, that we would indeed see an increase from the pretest to the postest in the percentage of respondents that felt that these were the most important law enforcement activities for the Sheriff's Office. The results of the responses to this question are presented in Table 1. Table 1 presents the results for both the pretest as well as the protest.

Table 1
Most Important Activity in Your Neighborhood

	Pretest	Postest
Crime Prevention	17.8%	20.9%
Traffic Patrol	7.3%	5.5%
Drug Enforcement	20.7%	25.3%
Calls for Assistance	15.3%	10.3%
Neighborhood Patrols	27.6%	35.2%
Other	11.3%	2.9%
	100.0%	100.0%

The results in Table 1 indicate that neighborhood residents do indeed want an increase in law enforcement activities generally related to community law enforcement. There is a small, about 3 percent, increase in the number of individuals who believe that crime prevention programs are the most important activities for the Sheriff's Office. There is also a more substantial, approximately 8 percent increase, in the neighborhood patrols. Interestingly, there is a decrease in law enforcement activities most important to neighborhood residents that relate to more traditional forms for law enforcement, particularly traffic patrol and calls for assistance. In sum, from the pretest to the protest, there was an increase in interest in law enforcement broadly related to community law enforcement and a decrease in those activities more associated with traditional police activities such as patrols and calls for assistance.

The next three questions asked community residents about the importance of three activities that are generally described as community law enforcement. There are, of course, many different activities that are defined as community law enforcement. For the purposes of this

survey, however, we defined or operationalized three general types of community law enforcement activities.

The first question we asked respondents was to indicate the importance of having deputies assigned to the neighborhood on a long-term basis. Of course, one of the important goals of community law enforcement is having police and sheriff's deputies assigned to a neighborhood on a long-term basis. The important goals of having deputies assigned for a long period of time is for neighborhood residents to both know, and eventually trust, law enforcement personnel who are assigned to the neighborhood. The results in Table 2 present the responses to the question in which neighborhood residents were asked how important it was to them to have the same deputies assigned to the neighborhood in which they live on a long-term basis. The possible responses are "Very important," "Somewhat important," "Neither important nor unimportant," "Somewhat unimportant," "Very unimportant," and "Don't know."

Table 2
Importance of Having Same Deputies Assigned to Neighborhood
on a Long-Term Basis

	Pretest	Postest
Very important	43.6%	57.9%
Somewhat important	23.3%	17.9%
Neither important nor unimportant	12.4%	7.7%
Somewhat unimportant	12.7%	5.1%
Very unimportant	5.5%	9.2%
Don't know	2.5%	2.2%
	100.0%	100.0%

The responses in this table clearly indicate the respondents in the postest are more likely to

believe that it is either "Very" or Somewhat" important to have the same deputies assigned to the neighborhood. In the pretest, 66.9 percent of the respondents indicated that it was either "Very" or "Somewhat" important to have deputies assigned to the neighborhood on a long-term basis. In the postest, however, almost 76 percent indicated that is was either "Very" or "Somewhat" important to have deputies assigned to the neighborhood on a long-term basis. There was, however, a small increase from the pretest to the postest of individuals who felt that it was "Very unimportant" to have deputies assigned to the neighborhood on a long-term basis.

The next question, again related to community law enforcement activities, asked respondents to indicate how important it was to them to personally know the name of the deputies from the Sheriff's Office assigned to the neighborhood. The possible responses, again, are "Very important," "Somewhat important," "Neither important nor unimportant," "Somewhat unimportant," "Very unimportant," and "Don't know." The results of this question, again for both the pretest and the postest are presented in Table 3.

Table 3
Importance of Knowing Names of the Deputies

	Pretest	Postest
Very important	41.1%	44.7%
Somewhat important	24.4%	25.6%
Neither important nor unimportant	14.5%	7.3%
Somewhat unimportant	10.9%	10.6%
Very unimportant	8.0%	11.4%
Don't know	1.1%	.4%
	100.0%	100.0%

The results in Table 3 indicate, as in Table 2, an increase in interest on the part of

community residents of knowing the names of the deputies. The percent of respondents who indicated that is was either "Very" or "Somewhat" important increased from about 65 percent in the pretest to slightly over 70 percent in the postest. It is also, important to note, that community residents are somewhat less interested in knowing the names of the deputies than they are in having the same deputies assigned to the neighborhood on a long term basis. This suggests that while residents may not necessarily desire to know the deputies personally, they are interested in having deputies assigned on a long term basis, who, presumably, would become familiar with the neighborhood and the problems it faces.

The last question in this initial series asks respondents to indicate how important it was to them to work with Sheriff's Office deputies on crime watch or other programs to prevent crime in the neighborhood. Of course, crime prevention programs and cooperation between law enforcement personnel and neighborhood residents is considered to be one of the most important community law enforcement activities. The results of the question in which neighborhood residents were asked to indicate the importance of working with law enforcement personnel on crime prevention programs are presented in Table 4.

Table 4
Importance of Working with Deputies to Prevent Crime

	Pretest	Postest
Very important	40.7%	57.9%
Somewhat important	23.3%	21.6%
Neither important nor unimportant	13.1%	3.7%
Somewhat unimportant	11.3%	5.1%
Very unimportant	9.1%	10.6%
Don't know	2.5%	1.1%
	100.0%	100.0%

Table 4, as in Table 2 and 3, demonstrates an increase in the percent of community residents who believe that it is either "Very" or "Somewhat" important to work with Sheriff's office deputies on crime prevention programs. In the pretest, about 64 percent of respondents thought working with deputies on crime prevention programs was either "Very" or "Somewhat" important. In the postest, however, nearly 80 percent of respondents felt that working with deputies on crime prevention was an important activity.

In summary, for the series of general questions about community law enforcement, there was a clear increase from the pretest to the postest in the percentage of respondents who believe that law enforcement activity generally related to community policing were important.

<u>Responses to the survey questions by race</u>

The first analysis in this section summarizes the responses to each of the questions relating to communication and interaction between deputies and community residents for both the pretest and the postest. In addition, the tables present the breakdown by race. One of the most important considerations in developing community law enforcement programs is to ensure that individuals of both races believe that they can communicate and interact effectively with law enforcement personnel. The results of this analysis are presented in Table 5.

The results in Table 5 clearly indicate an increase in the percentages of respondents who either "Agree" or "Strongly Agree" with the survey questions or indicate that for example, "Deputies are very or a little honest" in response to a particular statement. The table demonstrates that almost all of the scores for African Americans have increased from the pretest to the postest. In addition, the scores for white respondents, while somewhat more mixed, have generally increased from the pretest to the postest. Those instances where there was a decline in scores among white respondents the decline was generally, though not always, very small. It is also interesting to note that in the pretest almost all of the scores for African Americans were lower than those for white neighborhood residents. In the postest however, the scores for African Americans either approached or in some instances exceeded the scores of white respondents in the target neighborhood.

The results clearly suggest that there has been a positive impact from the intervention. The survey measures relating to communication and interaction almost all demonstrate an increase in scores from the pretest to the postest. The impact seems especially noticeable on African American community residents who, generally, had lower scores during the pretest.

Again the format of this analysis is similar to what was presented in Table 5, but the individuals included in this analysis are only those that had this positive contact with the Sheriff's office. The patterns in Table 6 are similar to what is evident in Table 5. There is a clear indication that the postest scores are higher than the pretest scores. More importantly, the postest scores, especially for African American respondents, for those individuals that had contact with the Sheriff's office are higher than simply all individuals whether they had or did not have contact with the Alachua County Sheriff's office.

Again, the results of this second analysis both support and clarify the findings in Table 5 and suggest that contact with the Sheriff's office did have a positive effect on their assessment of the quality of communications or interaction with the Sheriff's deputy.

Table 5
Percent of Respondents that Strongly or Somewhat Agree or Support Statement by Race

| | Pretest | | Postest | |
	Black	White	Black	White
Deal effectively	47.5	55.6	53.7	43.4
Good listeners	43.6	53.7	46.9	57.8
Easy to talk to	43.1	55.6	52.0	47.0
Understand residents	37.6	48.2	49.7	45.8
Listen to residents	46.5	51.9	56.0	54.2
Interest in residents	42.6	51.9	52.6	53.0
Officers are flexible	50.0	31.5	53.7	47.0
Go to officers with problems	60.9	63.0	57.2	50.0
Sensitive to needs	38.1	44.4	63.2	60.5
Trustworthy	49.0	64.8	57.7	59.0
Safe to deal with	58.4	72.2	72.0	71.1
Tricky	37.1	48.2	38.9	44.6
Respectful	55.0	61.1	60.0	63.9
Inconsiderate	50.0	55.6	60.6	61.5
Honest	45.5	66.7	58.7	60.2
Unreliable	65.4	57.4	55.4	56.6
Insincere	48.5	46.3	55.4	55.4
Friendly	60.4	57.4	64.5	57.8
Polite	49.5	64.8	57.1	59.0
Uninformed	62.9	46.3	61.1	57.8
Smart	48.0	70.4	63.4	60.2
Helpful	66.8	74.1	66.3	73.5

<u>Communications and Interaction scores by contact with deputies.</u>

The next analysis examines those individuals in the neighborhood that actually had positive contact with the sheriff's deputies. The survey asks the individuals if they had contact in the past 12 months with a deputy or other member of the Sheriff's office. If the individual indicated that they had contact a subsequent question asked the individual which of the following best describes the contact that they had with the Sheriff's office. There were a number of possible types of contact including being served a summons, being arrested, being a victim of a crime and so on. The options that we pulled for this analysis were what we deemed positive, in that the individual was not arrested and would not likely have a positive evaluation. The type of contact included in this analysis were requesting information from the Sheriff's office, reporting a crime, or attending a meeting where a Sheriff's office representative spoke about law enforcement. The results of this analysis are presented in Table 6.

Table 6

Percent of Respondents Who Had Contact with Deputies that Strongly or Somewhat Agree or Support Statement by Race

| | Pretest | | Postest | |
	Black	White	Black	White
Deal effectively	32.0	50.0	55.6	40.0
Good listeners	44.0	50.0	55.6	70.0
Easy to talk to	52.0	65.0	63.0	53.3
Understand residents	56.0	45.0	44.4	50.0
Listen to residents	64.0	50.0	74.1	63.3
Interest in residents	52.0	45.0	59.3	53.3
Officers are flexible	40.0	35.0	59.3	53.3
Go to officers with problems	68.0	50.0	72.0	51.0
Sensitive to needs	43.0	35.0	44.0	36.0
Trustworthy	52.0	70.0	55.6	66.7
Safe to deal with	68.0	75.0	81.5	63.3
Tricky	48.0	55.0	51.9	50.0
Respectful	76.0	55.0	59.3	70.0
Inconsiderate	60.0	55.0	62.9	73.3
Honest	40.0	65.0	59.3	66.7
Unreliable	84.0	50.0	59.3	56.7
Insincere	56.0	45.0	44.4	60.0
Friendly	76.0	55.0	77.8	60.0
Polite	72.0	60.0	63.0	70.0
Uninformed	76.0	50.0	74.1	63.3
Smart	52.0	80.0	70.4	73.3
Helpful	72.0	75.0	70.4	83.3

The Partnership

Enhancing and Continuing the Partnership

Meeting the challenges of providing effective law enforcement in today's climate is a more complex task than ever. The collaborative effort to deal with specific law enforcement issues such as that represented by the Locally-Initiated Partnership is an innovative approach that has the potential to increase law enforcement presence and effectiveness in North Florida. Collaboration is a necessary component of success for many smaller local law enforcement agencies, and the benefits also extend to larger partners. Continuing and enhancing the current partnership is a goal that will provide benefits to citizens of all jurisdictions participating in the law enforcement partnership initiative.

The FSRC engaged the services of a partnership administrator (PA) to work with the partnership for the purposes of program enhancement and partnership continuation. The PA worked with partners to identify program needs and to identify and inform members of grant opportunities. In addition, she developed grant/program implementation procedures and established a system for financial administration based on the needs and institutional capacities of partnership members.

Program Needs

One of the key components in the successful implementation of a plan for enhancing and continuing the Locally-Initiated Partnership begun under a grant from the National Institute of Justice was identification of program needs. The PA worked with the six sheriffs' offices that are members of the partnership to identify program needs that might be addressed through current and future grant-funded opportunities.

Four of the six sheriffs identified a wide variety of programmatic needs that might be addressed through the partnership initiative. In a number of cases, the needs identified showed some overlap among counties represented in the partnership, while in other cases, the needs differed among counties. One sheriff (Putnam County) stated that there were no unmet programmatic needs in his county. One sheriff (Columbia County) was unable to respond to the PA's request for feedback on program needs prior to preparation of the final NIJ grant report.

A summary of the programmatic needs identified by each sheriff who participated in this component of the partnership's work is shown in the table below. A detailed discussion of each identified program need is presented following the table.

Identified Program Needs

Program Need	Alachua	Gilchrist	Levy	Union
Mobile data terminal (MDT) in every patrol unit	X			
Drug prevention/intervention programs	X		X	X
Community policing issues/research	X			X
Juvenile justice issues/research	X	X	X	X
Child neglect/abuse issues/parenting programs		X		X
School resource officers				X
Crime prevention				X
Challenges associated with high population growth		X	X	

Mobile Data Terminal. Mobile data terminals (MDTs) for every patrol unit were cited as a means of bringing community policing into the 21st century. The use of MDTs dramatically decreases the amount of time necessary to do paperwork and permits immediate updating of critical law enforcement information. As a program need within the Locally-Initiated Partnership, it was identified as an area where future grant funding for equipment purchase could be effective.

Drug prevention/intervention. Three of the four partners who cited programmatic needs indicated a need for more resources devoted to drug prevention and intervention programs. This particular need can also be tied in with virtually all of the other needs cited by members–it relates to effective community policing, juvenile justice issues, child neglect and abuse, effective parenting programs, the need for school resource officers, crime prevention, and the challenges imposed by high population growth.

Community policing. Half of the members who worked with the PA to identify program needs identified the need for more research and resources devoted to community policing issues. Community policing has the potential to play an integral role in addressing the most critical program needs cited by partnership members. Expanded knowledge and capacity with regard to community policing–finding out what works and what doesn't and then finding the resources to implement local programs–would help local law enforcement officials to address drug prevention and intervention, juvenile justice issues, child neglect and abuse, school resource officers as participants in community policing efforts, crime prevention throughout the local area, and meeting the challenges associated with high population growth.

Juvenile justice. Juvenile justice issues and the need to find new and better means to prevent problems or create effective interventions when problems do arise is an overarching concern of law enforcement officials nationwide, and this concern was reflected in the feedback obtained from local partnership members. Each of the sheriffs who provided their insight related to program needs indicated a concern with juvenile justice issues. As a group, they understand the need to address juvenile issues as not only a current concern, but also with a view towards preventing future criminal behavior and young people move into adulthood.

One sheriff also noted that there is a need for summer programs for children. He indicated that many times problems begin with young people because they have nothing to do and little, if any, supervision during the summer months. He felt that building a positive summer program would do much to help prevent juvenile criminal behavior.

Child neglect/abuse. Child neglect and abuse are also critical problems on a national basis. In addition, local law enforcement officials have cited escalating problems in dealing with and preventing child abuse and neglect. Further, child neglect and abuse are not only a threat to child well-being, they also have the potential to create an atmosphere where children eventually become part of the juvenile justice problem.

One means of preventing child neglect and abuse is through strong education programs designed to increase parenting skills. Parenting education programs also have the potential to reduce juvenile justice problems.

School resource officers. One sheriff noted the need for further school resource officers as a programmatic need. This need relates very strongly to issues of community policing, drug prevention and intervention, juvenile justice, identification of potential child abuse and neglect, and crime prevention overall. School resource officers have the potential to not only create safer schools, they can also serve as a resource to youth facing a wealth of challenges that may arise from peer pressure and problems with child abuse or neglect in the home. Having access to a familiar law enforcement official in the person of the school resource officer may prevent tragic consequences in the form of school violence or further harm to youth experiencing abuse or neglect in the home.

Crime prevention. Crime prevention is a fundamental goal of law enforcement officials throughout the U.S., and the local partnership is a reflection of that goal. Virtually every

programmatic need identified by sheriffs participating in the local partnership has a relationship with crime prevention. From improved and speedier processing of law enforcement data with the introduction of MDTs in patrol units to parenting programs to further work with community policing and juvenile justice issues, the needs cited could be linked to improved crime prevention in local communities.

Challenges associated with high population growth. Two of the four sheriffs who worked with the PA to identify program needs cited the challenges associated with high population growth as an overarching need that must be addressed so that effective law enforcement can continue and be enhanced in the future. U.S. Census Bureau estimates indicate that Gilchrist County's population grew by a phenomenal 42.7 percent between 1990 and 1998, while Levy County also experienced high growth at 22.7 percent for the same period.

High population growth creates challenges in terms of providing adequate manpower, as well as providing a climate where some types of crime may have the potential to escalate disproportionately to population growth alone. One problem local law enforcement officials have is insufficient demographic information circulated to elected officials that would help to identify the need for resources within the local government's annual budgetary process. Additional programs directed at key law enforcement officials could help them to identify appropriate statistical sources and make use of the information for improved resource allocation and performance.

Identify and Inform Members of Grant Opportunities

The PA used feedback from the Locally-Initiated Partnership members to begin identifying potential sources of grant funding to need identified program needs. Potential sources of grant

funding were grouped by program need for the convenience of members. The results of the PA's search for potential grant funding appear below.

Mobile data terminals   The Bureau of Justice Assistance offers funding to local governments through its Local Law Enforcement Block Grants (LLEBG) Program. The seven purpose areas covered by LLEBG include procurement of equipment and technology related to basic law enforcement functions. Mobile data terminals would fall into this category. Further information is available on the World Wide Web at www.ojp.usdoj.gov/BJA.

Drug prevention/intervention New Approach Anti-Drug Grants (formerly Safe Neighborhood Grants Program) are available from the Department of Housing and Urban Development (HUD). These grants are for creation of a comprehensive, coordinated neighborhood/community-based approach to eliminating drug-related and other crime problems at and near low-income housing. Local law enforcement agencies and nonprofit organizations may work together under this grant program. Assistance may range from $33,275 to $250,000. More information is available through the *Catalog of Federal Domestic Assistance*, which can be viewed on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P14868.htm.

The Department of Justice offers Law Enforcement Assistance in the form of Narcotics and Dangerous Drugs Training. This training is offered by the Drug Enforcement Administration and is designed to acquaint local law enforcement and other officials with techniques of drug investigations and related topics. Further information can be obtained through the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16004.htm.

The Bureau of Justice Assistance administers the Edward Byrne Memorial State and Local Law Enforcement Assistance Discretionary Grants Program, frequently known as the Discretionary Drug and Criminal Justice Assistance Program. This program focuses upon enhancing leadership and direction in controlling the use and availability of illegal drugs. Applications that demonstrate innovative, integrated multi-agency approaches to violent crime control and community mobilization are favored. In the past, funds have been used for Drug Abuse Resistance Education (D.A.R.E.) Regional Training Centers, the Comprehensive

Communities Program, Drug Courts, and Boys and Girls Clubs. Funding may range from $25,000 to $1,000,000. Further information is available in the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16580.htm.

Drug-Free Communities Support Program Grants are administered by the Office of National Drug Control Policy. These grants are intended to increase the capacity of community coalitions to reduce adult substance abuse over time by strengthening collaboration among both public and private community entities. Grants may also be used for dissemination of state-of-the-art information on practices that have been proven effective in reducing substance abuse among youth. Grants may be made to community coalitions for up to $100,000. Further information is available from the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16729.htm.

The Drug Enforcement Agency administers the Public Education on Drug Abuse. The purpose of this program is to provide leadership in coordination and facilitation of the involvement of law enforcement and the community in drug prevention and education activities. Training, technical assistance and educational materials are available. Further information is available through the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16005.htm.

The Office of Justice Programs awards grants under the Drug Court Discretionary Grant Program. Three types of grants are available: Planning Grants, Continuation Grants and Enhancement Grants. Grants may be used for establishing drug courts, developing program evaluations, enhancing data collection efforts and enhancing resources available to the drug courts. Grants may range up to $30,000 for Planning Grants, up to $200,000 for Continuation Grants, and up to $100,000 for single-jurisdiction Enhancement Grants. Multi-jurisdictional Enhancement Grants may range up to $300,000. Further information is available from the

Catalog of Federal Domestic Assistance on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16585.htm.

Community Policing

The Bureau of Justice Assistance offers Local Law Enforcement Block Grants (LLEBG) that may be used for establishing cooperative crime prevention programs between community residents and law enforcement personnel to control, detect or investigate crime or prosecute criminals. Further information is available at the BJA World Wide Website at www.ojp.usdoj.gov/BJA.

The National Institute of Justice administers the Corrections and Law Enforcement Family Support grant program. The purpose of grants made under this program is to research the effects of stress on law enforcement and correctional personnel and their families. Grants may also be used to provide technical assistance and training programs to develop stress-reduction and family support programs. Funding may range up to $100,000 if awarded to a single law enforcement or correctional agency. A maximum of $250,000 may be awarded to organizations representing law enforcement or corrections personnel. Further information is available from the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16563.htm.

The Office of Community Oriented Policing Services within the Department of Justice administers Public Safety partnership and Community Policing Grants (COPS Grants). Units of local government and multi-jurisdictional or regional consortia that include public and private entities are eligible for funding. Grant funds may be used for purposes that include: to hire or re-hire law enforcement officers, procure technology, provide specialized training to officers in the realm of conflict resolution, mediation, problem solving and other skills needed to

work in partnership with members of the community, establish innovated programs to increase proactive crime control and prevention programs involving officers and young people, to establish new administrative and managerial systems to facilitate the adoption of community-0oreitnted policing as an organization-wide philosophy and to establish and coordinate crime prevention and control programs involving officers and community members. Awards may range from less than $1,000 to more than $133 million. The average award is approximately $250,000. Further information is available from the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16710.htm.

The Office of Community Oriented Policing Services administers the Troops to COPS program. Under this program, agencies may receive up to $25,000 per eligible veteran hired; there is no limit on the number of veterans that can be funded for a single agency. Grants are to be used to facilitate the transition of veterans who have served in the armed forces to provide service in community policing. More information is available in the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16711.htm.

Juvenile Justice

The National Institute for Juvenile Justice and Delinquency Prevention offers grants that may be for a variety of purposes related to juvenile justice and delinquency prevention. Public and private agencies and institutions are eligible to apply for grants that may be used for purposes that include dissemination of information on juvenile delinquency, providing training programs and technical assistance for law enforcement agencies on juvenile related issues, and in the planning, establishment, funding operation or evaluation of juvenile delinquency programs. Amount of funding varies in accordance with Institute objectives. More information is available from the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16542.htm.

The Office of Juvenile Justice and Delinquency Prevention offers Special Emphasis grants that may be used for a variety of programs related to juvenile justice and delinquency. Funds may be used for purposes that include development and implementation of programs that design, test and demonstrate effective approaches for preventing and controlling juvenile delinquency, including community-based alternatives to institutional confinement; development and implementation of effective means of diverting juveniles from the traditional juvenile justice and correctional system; model programs designed to strengthen the family unit, including self-help programs and programs to prevent hate crimes. Further information is available from the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16541.htm.

The Office of Juvenile Justice and Delinquency Prevention administers the Gang-Free Schools and Communities grant program. The objective of the program is to prevent and reduce the participation of juveniles in the activities of gangs that commit crimes. Programs and activities may include life skills training, crisis intervention, the organization of community groups to work closely with parents, schools, law enforcement officials and others to work with gang-related issues and to assist juveniles who are or who may become gang members with educational instruction and counseling. Further information is available from the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16544.htm.

Child neglect/abuse

The Office of Juvenile Justice and Delinquency Prevention administers grants under the Reduction and Prevention of Children's Exposure to Violence program, often known as Safe Start. The purpose of grants under this program is to develop a

demonstration initiative designed to prevent and reduce the impact of family and community violence on young children by helping communities to expanding existing partnerships between service providers such as law enforcement agencies, mental health providers, health care system, early childhood education providers and others. Further information is available from the *Catalog of Federal Domestic Assistance* on the World Wide Web at http://aspe.os.dhhs.gov/cfda/P16730.htm.

School resource officers   See entry related to COPS program related to Community Policing above.

Crime prevention   See entries for Mobile Data Terminal, Drug Prevention, Community Policing and Juvenile Justice above.

Challenges of high growth   Virtually all entries in each of the identified program need areas can be related to grants that would be useful in coping with the challenges related to high population growth.

Grant/Program Implementation Procedures

Member organizations within the Locally-Initiated Partnership have varying capacities with regard to implementation and management of new grants. The PA developed procedures for effective communication and coordination among partners as the basis for development of proposals for new grant funding. In addition, she developed procedures for implementation and project management should future funding proposals be successful.

For those counties with internal grant implementation/management expertise, the PA would coordinate activities as follows:

- Have regular communication with local partnership staff members responsible for seeking and responding to grant opportunities so that the potential for identifying and obtaining future grant funding is maximized;

- Have regular communication with local partnership staff members responsible for grant implementation/management to give updates of overall progress of all partners with regard to project goals;

- Assist local partnership staff with consultations regarding grant implementation/management issues as needs arise;

- Coordinate efforts to disseminate project results through appropriate presentations and written reports;

- Through personal contact, presentations and focus group sessions, foster effective working relationships among all local partners, regardless of staffing levels and organizational capacity.

- Serve as liaison between FSRC faculty and members on an ongoing basis.

Partners without internal grant implementation/management capacity would need more intensive services from the PA. These services would include:

- Keeping abreast of members identified programmatic needs; these needs may change over time, so it would be important for the PA to have regular communication with the sheriff or other designated official within each member organization that falls into this category;

- Assist sheriff or other designated official with prioritization of programmatic needs so that efforts to identify and obtain future funding are focused on areas each member organization deems most important;

- Communicate with other partnership members about individual member organization's programmatic interests and needs as appropriate so that mutual interests/needs can be explored and opportunities for future funding maximized;

- Provide assistance with identifying outside consultants who may assist the member organizations as needed with grant writing expertise;

- Provide research as needed in support of member organization's stated needs and preferences;

- Facilitate member organizations' participation in training sessions and other grant-funded activities by communicating session/activity dates and making arrangements for members' participation, as needed;

- Write reports and other communications on behalf of member organizations, as needed;

- Serve as liaison between FSRC faculty and members on an ongoing basis.

The PA's duties with regard to grant/program implementation would be carried out within a constant feedback loop between member organizations and the PA. Feedback on member organization needs and preferences would be used to continually revise and fine-tune PA's efforts to assist member organizations to work together effectively to implement grant-funded activities.

Financial Administration

The financial administration of the Locally-Initiated Partnership is an essential component of successful and accountable grant implementation. Centralized management of the grant funds by one partner will create the highest level of accountability. In addition, centralized management of grant funds provides all members with a clear point of contact for matters related to project finances.

Financial administration for grant funds should be housed within the partner organization that is best equipped to handle the additional responsibility. In order to fulfill the spirit of

cooperation necessary for successful grant implementation on behalf of the entire partnership, regular financial reports (monthly or quarterly, depending upon preferences expressed by the partners) should be generated and shared with appropriate partner representatives. The PA is equipped to assist with communicating financial results, particularly to those member organizations that may not have in-house expertise in financial administration.

The primary emphasis for financial administration of grant funds is upon expenditure planning, management and control. At the outset of each grant-funded project, members should meet to agree upon a budgetary plan that will maximize the group's potential to meet its project goals. The responsible individual from the partner organization that will administer grant funds should prepare a summary showing proposed expenditure categories and amounts for accomplishing partnership goals. (The PA can assist with this function, if members so desire.) Members of partner organizations will then have the opportunity to ask questions and make suggestions for fine tuning the project budget as needed.

Management of the funds for the highest level of efficiency will be evidenced by monthly or quarterly reports. Partners will determine whether they wish to meet on a regular basis to discuss financial matters as summarized in these reports, or they can communicate their feedback (through the PA, if members desire) to the partner responsible for administering the grant's financial function.

Since one partner will be responsible for the grant funds, it will be necessary to create a system for dissemination of funds to partners as appropriate. In some instances, the partner serving as financial administrator for the group can engage the services of consultants, pay for training services and purchase materials on behalf of all members. In other cases, it may be desirable to distribute funds through a subcontracting arrangement between the partner

performing the financial administration function and the member organizations that participate in the grant-funded project. It will be important to be clear about financial arrangements and to make arrangements that are satisfactory to all partners.

Expenditure control will be the day-to-day responsibility of the financial administration partner. Control will be conducted within the bounds of the financial plan agreed upon by partnership members. Summary reports will include a sufficient level of detail so that partners will have a clear view of expenditures within categories such as personnel, consultant fees, training fees, equipment purchases and other operating expenditures.

The partner responsible for financial administration will choose a spreadsheet or financial accounting software package that is most compatible with their computer capacities. Because expenditures from grant funds tend to take place on a less frequent basis than those from general operating funds, a spreadsheet such as Excel would be an adequate solution for computerized financial record keeping. Back up documentation for all receipts and expenditures under the grant will be housed with the financial administration partner and will be available to members upon request.

The financial administration partner will be responsible for all required interim and final reporting of financial results to the organization administering the grant, as well as to auditors.

Recruitment of New Partners

Many public and private organizations have found that a collaborative relationship is an effective means through which to address complex challenges. A multi-agency partnership can enhance each member's problem-solving capacity and make the most of limited resources. Law

Second, if a grant-funded opportunity is to result in successful implementation of law enforcement programs, it is necessary for partners to find mutual interests. Some potential partners may not have the same need for crime prevention or law enforcement programs. And when a shared need does exist, potential partners may not share a common approach to solving that particular problem.

Third, coordinating grant applications and administering the grant-funded project are not easy tasks. Someone must make certain all steps are taken to prepare grants, and one department or organization may need to pick up the cost of coordination of proposal preparation. An arrangement such as that introduced by the FSRC where a PA is made available to coordinate and assist all members of the partnership is an effective means of addressing this need.

Fiscal considerations are also very important. Any partnership will need to make crucial decisions about disbursement of funds. For instance, should funds be distributed as lump sums to participating law enforcement agencies, or should they be centrally controlled? If they are distributed as lump sums to partners, how will accounting for the funds be accomplished? In the current arrangement, the FSRC has recommended that a PA be employed who will carry out the fiscal policy determined by partners. At present, this policy is to use a centralized form of fiscal administration. This maximizes both the effectiveness of program funding and the level of accountability for the entire project. By centralizing fund distribution and accounting, the PA can facilitate the most effective use of funds in terms of hiring or purchasing necessary resources, such as consultants, training services, or equipment. Accountability is also enhanced when a centralized fiscal administration system is used.

There are a number of questions law enforcement officials interested in partnering or in expanding a current partnership should ask themselves as they identify potential partners. For instance:

- Has the potential partner worked successfully with other law enforcement agencies?

- Does the potential partner share your perception of problems and solutions?

- Will the potential partner work cooperatively and flexibly in developing and implementing grants?

- Is funding available to address the joint needs identified by partners and potential partners?

- Is the potential partner comfortable with arrangements that may already be in place regarding which agency or office will be responsible for coordination of grant preparation and submission?

- Is the potential partner comfortable with arrangements that may already be in place regarding who will coordinate implementation of grant-funded projects?

- Is the potential partner comfortable with arrangements that may already be in place regarding who will be responsible for the fiscal administration of the project(s)?

Finally, it is also important for law enforcement partners to explore the potential benefits and costs of including a working relationship with a university in the partnership. Including a university in the partnership can bring a number of benefits, but there are also some factors to keep in mind when selecting an appropriate university partner.

A university partnership combines the expertise of one or more researchers from a university with a law enforcement agency or partnership. The researcher provides analytical or

other expertise that may not otherwise be available within a police department or sheriff's office. A university partner can make grant applications more attractive, since frequently having the resume' of one or more professors and the name of a university attached to a grant application can enhance the chances of being funded.

However, it is important to locate the best possible university partner. Faculty must be willing and enthusiastic partners, as well as the necessary expertise in analysis and criminal justice. They must have a commitment to meeting deadlines and be willing to assist (without compensation) in the grant writing process. Faculty participating in the partnership must be willing to work with member agencies as needed. Identifying a university partner with faculty who have the necessary expertise and enthusiasm, as well as previous experience working with public agencies–preferably experience that includes working with law enforcement agencies–is important. Finally, the faculty member(s) must be willing to work with a fee structure that fits within the limits of the grant.

As with all collaborative efforts, it is important that all partners be willing and able to contribute resources as needed and work in a flexible manner to accomplish identified project goals. For existing partnerships, the decision to recruit new partners should be weighed carefully.

Survey Research

for
Local Governments in Florida

A Primer

Florida Institute of Government

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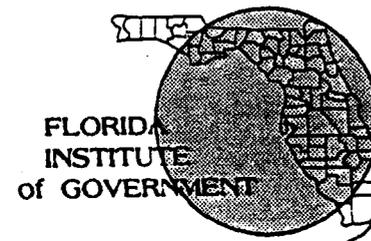
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Introduction

Local governments are increasingly being required to assess both themselves and the services they provide. With many governments facing fiscal stress, it may be necessary to determine which programs to keep and which should be dropped. Total Quality Management (TQM), one component of which involves the determination of citizen satisfaction with government services, is a technique gaining in popularity as a way of improving local service delivery. This approach depends, of course, upon the accurate measurement of public opinion.

Survey research can provide local governments with extremely valuable insights into the attitudes and preferences of citizens. In its most basic form, this is simply a method for asking a representative sample of community residents the same series of questions concerning topics of interest to policymakers. The survey can be administered in several different ways, including the use of telephone calls, personal interviews, or mail questionnaires. While most people know that surveys are able to gauge public opinion, they may not be familiar with the advantages of one method of administration

over another, or with the procedures that should be followed in drawing a sample and designing the survey instrument itself. The purpose here is to provide local officials with a basic introduction to survey research so they can use it more effectively as a tool for understanding what citizens are thinking.

In this publication, I first describe some of the problems arising when surveys are improperly conducted. The next two sections include a discussion of the various approaches to doing surveys and an examination of issues related to sampling (i.e., the selection of a relatively small number of respondents whose views will be representative of the community as a whole). I close with a review of several factors that may affect the quality of the survey, including how questions in the instrument are written.

Representative Samples: Some Horror Stories

The accuracy of most public opinion surveys cannot easily be verified -- except for those conducted during political campaigns, where results can later be compared with the actual vote totals registered on election day. Campaign polls occasionally miss the mark simply because analysts have difficulty separating "likely voters" from "likely nonvoters" in their samples (and the candidate preferences of the two groups may not always be identical). Other problems are more basic, however. Two classic examples:

- The Literary Digest, a general interest magazine with a large circulation, began in the 1920s to use mailing lists of potential subscribers as the basis for measuring public sentiment on various topics. In presidential election years, the magazine sent out millions of sample ballots and then tabulated the 10 percent or so which were returned in order to project a winner. This worked fine for awhile but, in 1936, the mail ballots indicated that Republican nominee Alf Landon would carry 32 states and easily defeat incumbent Democrat Franklin Roosevelt in his bid for a second term. Roosevelt won in an unprecedented landslide, and the Literary Digest suffered an embarrassment from which it never really recovered.

    What went wrong? For one thing, publication deadlines required that results of the poll be tabulated far in advance of the election -- which made it impossible to pick up any shifts in public sentiment that might have occurred late in the campaign. For another, the number of respondents included in the poll was huge by today's standards (more than 2 million), but they did not constitute a

representative cross-section of the voting electorate. Not only was the return rate less than 10 percent, but the names of those who received mail ballots in the first place were drawn primarily from telephone and auto registration lists -- and in the midst of the Great Depression, phones and cars were luxuries that could be afforded only by the relatively well-to-do. With voters in 1936 more sharply polarized along economic/social class lines than perhaps ever before, the well-to-do constituted a Republican-leaning minority.

- George Gallup (who had called the 1936 race correctly, by the way) and a few other prominent pollsters slipped up in 1948 when they projected Republican Tom Dewey as the winner over Democrat Harry Truman. Once again, part of the problem stemmed from a failure to detect late shifts in voter preference -- and most of these shifts apparently favored the Democrats. But faulty sampling techniques helped to make a bad situation even worse. Gallup and his polling colleagues generally used a form of "quota sampling," i.e., using census data to determine the percentage of different groups in the electorate (such as males, blacks, Catholics, the college-educated, and so on) and instructing interviewers to contact as many members of these groups as was required. Unfortunately, interviewers were also allowed to decide for themselves precisely which group members to speak with, and there was a natural

tendency for them to avoid the kinds of lower-status neighborhoods where many Democratic voters happened to live. As in 1936, the result was a distinct (and misleading) GOP bias.

More recently, the final pre-election tally of some pollsters in 1980 showed the presidential contest between Ronald Reagan and Jimmy Carter to be "too close to call" when, in fact, Reagan was on the verge of claiming an impressive popular and electoral-vote victory. The good news is that the problem in this instance had more to do with timing (failing to pick up a decisive and very late shift toward the Republicans) than with representativeness. Since the 1936 and 1948 debacles, survey researchers have adopted much more sophisticated and accurate techniques for assuring that the individuals they interview are truly representative of the larger population whose attitudes and beliefs they want to tap. With election polls, the challenge of identifying "likely voters" remains a formidable one requiring some degree of guesswork. For survey research in general, however, and especially in instances where a target population can be clearly identified, sampling practices have been refined to point where representativeness need not be a serious concern.

Types of Surveys

Campaign poll or otherwise, there are three principal methods for interviewing survey respondents:[1]

1. Personal interviews, i.e., face-to-face interviews with individuals, usually in their own homes. Resources permitting, this is the best approach of all for several reasons: you probably will have fewer turndowns (because it is more difficult to slam the door on someone than to hang up the telephone); interview sessions can be longer (especially if rapport is established between interviewer and respondent); there is more opportunity to probe and to ask follow-up questions (which often are the best gauge of a person's true attitudes); and respondents' nonverbal behavior (e.g., lack of interest, nervousness) can more easily be detected and recorded. The most serious drawbacks of personal interviews include their high cost (especially when the target population is not located in a single locale) and the greater potential for various kinds of interviewer effects (which makes good training more crucial than ever).

Some general rules for avoiding interviewer effects in both personal and telephone surveys (though they tend to be less pronounced for the latter): Interviewers must be

- trained to use the same wording, the same question order, and the same intonation with all respondents;
- able to establish rapport, making respondents feel at ease and receptive to participating in the survey;
- well-enough informed about the survey to know whether a question has been fully answered and whether to ask a follow-up question for clarification;
- instructed to avoid making editorial comments about a person's answers;
- trusted to follow instructions carefully, yet at the same time be capable of handling any unexpected developments that might arise (e.g., accurately recording volunteered information that doesn't fit into predetermined response categories, dealing with a kibitzing spouse or other family member).

Two additional factors that should be taken into account:

- Some people give different answers to questions depending upon the race, gender, or other personal traits of the interviewer (e.g., blacks expressing more positive views about the American political system to white interviewers, whites being less likely to reveal racial

prejudice to black interviewers, women exhibiting more feminist/pro-choice opinions to female interviewers, etc.).

- Too much "social distance" between interviewer and respondent can affect results (e.g., someone of obviously lower status than the interviewer showing deference by providing answers that s/he believes will gain the interviewer's approval).

2. Telephone interviews, which are by far the most common today.[2] The main advantages of phone surveys are that they can be done quickly (if necessary); it is relatively easy to draw a representative sample (especially with random-digit dialing, though this is more costly than using a prepared list); you can usually count on an acceptable response rate (though not as high as with personal interviews, in part because the growth of telemarketing has made people wary of legitimate and pseudo-polls alike); and the interpersonal distance between interviewer and respondent sometimes makes it easier to ask questions on sensitive topics.

One weakness of telephone polls is that there continues to be some (primarily class) bias in the types of households that do not have phones -- though this is much less of a concern now than it was back in the 1930s. Other potential drawbacks include unlisted numbers and the high degree of residential mobility in the United States today (not a problem with random-digit dialing as opposed to prepared lists, though the former can be expensive because you inevitably end up calling nonexistent and nonresidential numbers); the possibility of interviewer effects (as noted above); and the likelihood of respondent "fatigue" (i.e., people show less patience with longer interviewers when they are done by phone rather than face-to-face).

3. Mail questionnaires are generally the least expensive of the three approaches described here (no interviewers to train and supervise, no phone charges) -- though this may be less true in the future as mail costs continue to increase. Interviewer effects are avoided altogether in mail surveys, and there also is a chance that the greater anonymity will encourage respondents to give frank and honest answers. On the down side, pollsters have to work hard (e.g., giving prior notification to respondents, sending questionnaires by first-class mail and providing stamped return postage, using a postcard reminder to those who have not replied within a specified time) in order

to assure a satisfactory response rate. Moreover,

- there is a possibility that important information will be lost (e.g., because nonverbal cues cannot be recorded, probes and follow-up questions cannot be asked, open-ended questions must be kept to a minimum, clear instructions must be provided so that respondents are not confused);
- you cannot be certain that the individual selected by your sampling procedure is the one who actually completes the survey (especially in the case of elites);
- the potential for class bias is potentially greater than with other types of surveys (with people who are poorly educated or illiterate being excluded);
- mail surveys are fairly slow (usually taking several weeks or more) and thus are not helpful when a quick turnaround is needed.

A summary of the advantages and disadvantages of face-to-face, telephone, and mail surveys is provided in Table 1.

Sampling[3]

Whatever approach is used, the people you talk to need to be a representative cross-section of the larger population whose attitudes you're interested in measuring -- and this means drawing a good sample. Interviewing 300 people on the corner of Main Street and University Avenue, or at your local shopping mall, simply will not give you a very good estimation of public opinion in your community as a whole.

On the other hand, many people continue to be skeptical about the whole idea of sampling, i.e., that you can somehow use just a few hundred or a thousand respondents to accurately measure the opinions of the general public -- "how come nobody ever asked what I think?" (or from candidates) "the only poll that counts is the one on election day!"

But it really can be done, though some sampling techniques are better than others. The least preferred type involves what we call nonprobability sampling -- e.g., standing on a street corner interviewing those who walk by, radio and television call-in surveys (because respondents are self-selected), other types of studies using either volunteer subjects or captive populations (including students), congressional mail questionnaires (self-selection again), and pure quota sampling (matching the social/demographic compsition of your sample to the overall population but allowing interviewers to select the actual people with whom they will speak).

Much preferred is <u>probability sampling</u> which comes in several varieties:

- the simple random sample, which is roughly comparable to drawing respondents' names out of a hat (everyone in the target population having an equal chance of being selected). Because this approach requires a listing of the entire population -- something that is not always available -- it can end up being very expensive and cumbersome to implement (especially when the population is widely dispersed).
- systematic sampling, wherein the first respondent is randomly chosen, followed by interviews with every Nth person on the list. This method has basically the same disadvantages as a simple random sample, plus you must be sure there is no "periodicity" in your list (e.g., that every Nth home in a survey of households in a community is on a corner lot, hence tending to be larger and more expensive than homes in the middle of the block).
- stratified sampling, where the population is divided up into relatively small, manageable "chunks" (e.g., region in a survey of the entire country, party affiliation plus seniority in a survey of members of Congress), then each chunk is randomly and proportionately sampled. One benefit here is that, as long as the chunks (or strata) differ from each other but are internally homogenous, you actually increase accuracy by sampling each group separately (as opposed to sampling the entire population and then dividing respondents into categories of interest); it also allows you to reduce error by making sure that you have a large enough subgroup to analyze. A major disadvantage, however, is that stratified sampling is easier to do for some kinds of chunks (region of country) than for others (religious affiliation, gender) because it requires knowing each population member's status on the stratifying variable -- i.e., you would need separate lists of Protestants/Catholics/etc. and of men/women.
- cluster sampling, which reduces costs by clustering several interviews in the same geographical area (city or neighborhood). The main drawback is lower accuracy (i.e., because people who live in the same area may have similar views and backgrounds, so you get less information than if the same number of interviews is dispersed over a larger area). An interesting irony, illustrating how your choices often involve making trade-offs: If a cluster sample and a simple random sample <u>costing the same amount of money</u> were to be taken of the same large, geographically dispersed population, the cluster sample probably would be more accurate -- but only because the latter's lower costs per interview would allow sample size to be increased enough to offset a larger sampling error.
- multistage sampling begins with a random sample of geographical areas, then a subset of those is drawn . . . and so on until you get

down to the actual respondent. E.g., for a survey of the United States: start with a random sample of counties, then move to a sample of cities/townships/unincorporated areas within those counties, then to a sample of city blocks and/or land tracts, then to a sample of residential dwellings, and lastly to a decision about which individuals living in those households to interview. Notice that this is a permutation of cluster sampling -- which means that even though you have more error (less accuracy) than with a simple random sample, you benefit from lower interview costs and from the fact that a complete listing of the population is no longer necessary.

A comment on sampling for <u>telephone interviews</u>, the method used by most polling organizations today (because it is faster and cheaper than face-to-face personal inteviewing, and because the class bias present in the 1930s is much reduced): Telephone directories once were used as the basis for picking a sample, and they still are on occasion (especially for local surveys). But this creates a number of problems -- including that high residential mobility quickly makes them out of date, that they are basically unusable for statewide or national surveys, and above all that they cannot deal with the increased popularity of unlisted numbers. The way around these

problems is to use random-digit-dialing, though nonexistent and business numbers make RDD both costly and time-consuming. Some phone surveys work off a prepared list instead (e.g., of registered voters with phone numbers attached), but such lists aren't always much better than telephone directories in terms of their being accurate and up to date. Alternatively, pollsters may purchase lists based on reverse listings from the phone book (ordered by street address) despite the fact that, once again, unlisted numbers are not included.

Overall, there are disadvantages whether you use some sort of listing of either phone numbers or individual people (inaccuracy, unlisted numbers, class bias, underrepresentation of minorities) or RDD (more expensive, cannot eliminate class/ethnic bias of phoning, telephone-exchange boundaries that frequently do not coincide with the political or other geographical boundaries that you're interested in).

A final consideration: Some surveys use a sample of <u>individuals</u> (requiring a list of every person in the broader population), but most are based on a sample of <u>households</u> --

which means that once you've identified a target household, someone living in that household (among those eligible, e.g., voting-age adults) needs to be selected as your actual respondent. One approach has the interviewer record the name, gender, and age of each individual living in the household, numbering them from 1 (oldest eligible male) through whatever (youngest eligible female). Using a selection table -- with different tables for different households to ensure randomness -- a respondent is selected.

As a general rule, you don't simply go with the person answering the door/phone because certain types of individuals (older women) are much more likely to be at home than other types of individuals (younger men) and that can create unwanted bias. If the person selected is not home, arrangements should be made to stop/call back and speak with her/him; failing this, you might want to try another two or three callbacks before dropping the person (and household) from your sample altogther. Unfortunately, because callbacks take time and cost extra money, some polling firms allow their interviewers to question whomever answers the door/phone (or

to a neighbor). The result is that, in many instances, they are later forced to compensate either by using quotas or by weighting their final sample (i.e., because certain types of people would otherwise be underrepresented). [Alternative approches might include instructing interviewers to talk to the youngest/oldest man/women at home, or to the person with the next birthday.]

Pollsters sometimes argue that these types of procedures are actually better than randomly selecting from a list of all household members because the latter tend to increase your refusal rates, especially in telephone interviews (because people are reluctant to provide the information, e.g., those living in small or female-headed households), and high refusal rates also can reduce the representativeness of your sample and force you to resort to quotas and/or weighting in the end anyway. In fact, refusals (along with noncompletions) are the bane of modern polling, being much more common today than they were twenty or thirty years ago (about 30 percent, compared with 10 percent in the 1950s). Refusals are especially common in the case of telephone interviews, which is further plagued by

a rise in the number of individuals who use answer machines to screen their calls.

A summary of the advantages and disadvantages of various types of sampling procedures can be found in Table 2.

Sampling error

While some sampling procedures obviously are better (if also more elaborate and expensive) than others, no sample is ever a perfect representation of the larger population from which it is drawn. If perfection is what you're after, then you need to interview the entire "universe" -- not usually possible with any sort of large group. What you must usually settle for is a sample and, inevitably, some amount of sampling error. When doing a survey, there are two sources of error that can never be eliminated altogether: measurement error (see below) and sampling error (which is simply the error that arises from trying to represent a population with a sample from that population). Remember: sample results should never be taken literally, but rather as estimates or approximations of the actual population values.

Basically, the amount of sampling error in your survey depends on three factors:[4]

- how the sample was drawn - although sampling error cannot be calculated for a nonprobability sample, it can be calculated fairly precisely for a simple random sample and for the other types of probability samples discussed above;
- the size of your sample - larger is better (less error) but there are diminishing returns, e.g., going from 100 to 300 gets you much more than going from 1000 to 5000; in general, size isn't nearly as important as random selection (remember the Literary Digest fiasco);
- the sampling fraction, or the proportion of the total population you are using in your sample (not really a major factor for large populations).

For the sake of simplicity, let us think about sampling error as if we were dealing with a simple random sample -- keeping in mind that the chances for error are greater (but not always that much greater) with cluster and multistage sampling, etc. Sampling theory is based on the laws of probability, and the best illustration of this is also the simplest, i.e., an experiment with X number of people flipping a coin 1,000 times each (there being an equal probability for heads or tails on any single flip, as opposed to everyone using loaded coins). What

you will probably get is (1) a normal-curve distribution with several outliers (those who generate a disproportionate number of either heads or tails) but (2) most observations near, though not right at, 500 heads and 500 tails.

To illustrate how probability theory applies to survey research, consider the figures in Table 3. Two ideas are important here: sampling error (or "margin of error") and confidence interval. Sampling error refers to the range of values within which true population values are likely to fall. For example, if your survey indicates that 50 percent of the sample favors a particular policy -- and if the error margin for your survey is plus or minus 3 percent -- then you can be fairly certain that the actual figure for the population as a whole is between 47 percent (50 minus 3) and 53 percent (50 plus 3).

Confidence intervals take into account the fact that, even following correct procedures, you will occasionally obtain a sample that is unrepresentative of the population from which it is drawn. Table 3 is based on a 95-percent confidence interval, i.e. (using the same example as in the previous paragraph), you can be 95 percent certain in this instance that the true population value falls within the 47-53 percent range (plus or minus 3 points given an observed value of 50 percent). Reading the table, to achieve such accuracy would require a sample size of (1) 516 where the overall population size is 1,000; (b) 964 where the population is 10,000; (c) 1,066 where the population is 1,000,000; and so on. If you are willing to settle for a 90 percent confidence level, the same accuracy (for an overall population of 1,000,000) can be achieved with a sample size of just 751 -- escalating to 1,840 if your desired confidence level is 99 percent.

Notice, by the way, the "diminishing returns" referred to earlier. With an overall population of 1,000,000, you can reduce sampling error from 5 points to 4 points (at 95 percent confidence) by interviewing an additional 216 people (i.e, by increasing sample size from 384 to 600) -- while an additional 466 are required to get from 4 points to 3 points, an additional 1,329 to get from 3 points to 2 points, and an additional 7,118 to get from 2 points to 1 point. Also, the number of extra interviews required to reach a given error margin diminishes

interviews);

- response set (the tendency for some people, regardless of their true attitudes, repeatedly to give the same answer -- such as "agree" or "disagree" -- to a series of forced-choice questions);
- social desirability (failing to report what the respondent perceives as socially unacceptable attitudes or behavior, e.g., racial bigotry, nonvoting);
- nonattitudes (referring to the meaningless answers given by someone who does not have a true opinion about the subject);
- question order and context (when responses are artificially influenced by the sequence in which questions are asked);
- in general, poorly worded questions (e.g., questions that are biased, vague, or confusing).[5]

Some of these concerns, such as response set and nonattitudes, can be addressed by making greater use of open-ended (where respondents are asked to provide answers in their own words), as opposed to forced-choice or closed-ended questions (which allow respondents to select from among a predetermined set of answers). Examples of open-ended questions: (1) Is there anything in particular that you like/dislike about the Democratic Party? (2) What do you think is the most

important problem facing the city of Gainesville today? (3) What steps would you like to see the president and Congress take to reduce our federal budget deficit? As it happens, open-ended questions present problems of their own -- e.g., they must be written down verbatim by the interviewer (increasing the likelihood of mistakes and/or omissions), they are time-consuming (reducing the total number of questions you can ask in the survey), they are difficult to analyze (increasing the potential for interpretive errors), and they more fully capture the attitudes of "articulate" respondents (even though those who are less articulate may have strong feelings about a subject that they simply have difficulty verbalizing). As a purely practical matter, then, most surveys will continue to rely primarily on the closed-ended format.[6]

Conclusion

Surveys are wonderful tools to help local governments better understand citizen desires to improve the quality of the services they recieve. This publication is intended to provide local governments with the basic information needed to effectively use survey research. While most local governments will not

actually conduct a survey themselves, the guidelines provided here should help them to work productively with the Institute of Government or other vendors in the design of a survey and the interpretation of results.

NOTES

[1] See Herbert Asher, <u>Polling and the Public: What Every Citizen Should Know</u>, 2nd ed. (Washington: CQ Press, 1992), Chapter 5; and Earl Babbie, <u>Survey Reseach Methods</u>, 2nd ed. (Belmont, CA: Wadsworth, 1990), Chapters 9-10.

[2] A good, in-depth review of telephone interviewing can be found in Paul J. Lavrakas, <u>Telephone Survey Methods: Sampling, Selection, and Supervision</u> (Newbury Park, CA: Sage, 1987).

[3] This discussion draws heavily from Herbert F. Weisberg, Jon A. Krosnick, and Bruce D. Bowen, <u>An Introduction to Survey Research and Data Analysis</u>, 2nd ed. (Glenview, IL: Scott, Foresman, 1989).

[4] See Weisberg et al., <u>An Introduction to Survey Research and Data Analysis</u>, pp. 54-59.

[5] Some excellent examples can be found in Asher, <u>Polling and the Public: What Every Citizen Should Know</u>, Chapter 4. More generally, see Weisberg et al., <u>An Introduction to Survey Research and Data Analysis</u>, Chapter 4; and Babbie, <u>Survey Reseach Methods</u>, Chapter 7.

[6] See Stanley L. Payne, <u>The Art of Asking Questions</u> (Princeton: Princeton University Press, 1951).

Table 1
Relative Merits of Alternative Survey techniques

CRITERIA	In-Person	Telephone	Mailback
Response Rate	***	***	*
Avoidance of Interviewer Bias	*	**	***
Ability to Obtain Detailed, Complete Responses through Clarification and Probing	***	**	*
Motivation of Respondent to Provide Information	***	**	*
Quantity of Information that Can Be Collected	***	**	*
Ability to Contact Widely Dispersed Populations	*	***	***
Simplicity of Administration	*	**	***
Speed of Collecting Information	*	***	**
Low Costs	*	**	***

Key : *** good   ** fair   * poor

Source: Allen D. Putt and J. Fred Springer, Policy Research: Concepts, Methods, and Applications (Englewood Cliffs, NJ: Prentice Hall, 1989), p.199.

Table 2
Types of Samples

SAMPLING METHOD	ADVANTAGES	DISADVANTAGES
Nonprobability		
Haphazard sample/ Volunteers	relative cost, accessibility, willing subjects	unrepresentative of population
Quota sample	accessibility, willing subjects	social class and other biases
Probability:		
Simple random sample	accuracy and sampling error can be estimated	expensive, full list required
Systematic sample	convenience, accuracy and sampling error can usually be estimated	expensive, full list required, periodicity in list
Stratified sample	greater accuracy of subgroup estimates, larger N for subgroup analysis	difficult to classify population members on many variables, often requires weighting for analysis of full sample
Cluster sample	lower cost for large/ dispersed populations	higher error than simple random sample
Multistage sample	lower cost than simple random sample for large/ dispersed populations, lower error than cluster sample	higher error than simple random sample, higher cost than cluster sample

Adapted from: Herbert F. Weisberg, Jon A. Krosnick, and Bruce D Bowen, An Introduction to Survey Research and Data Analysis, 2nd ed. (Glenview, IL: Scott, Foresman, 1989), p. 39.

Table 3

Table 3 (continued)

Sample Sizes for Various Levels of Sampling Error
(Simple random sample, 95 percent confidence level)

SAMPLE SIZE FOR PERMISSIBLE ERROR

POPULATION SIZE	0.05	0.04	0.03	0.02	0.01
100	79	86	91	96	99
200	132	150	168	185	196
300	168	200	234	267	291
400	196	240	291	343	384
500	217	273	340	414	475
600	234	300	384	480	565
700	248	323	423	542	652
800	260	343	457	600	738
900	269	360	488	655	823
1,000	278	375	516	706	906
2,000	322	462	696	1,091	1,655
3,000	341	500	787	1,334	2,286
4,000	350	522	842	1,500	2,824
5,000	357	536	879	1,622	3,288
6,000	361	546	906	1,715	3,693
7,000	364	553	926	1,788	4,049
8,000	367	558	942	1,847	4,364
9,000	368	563	954	1,895	4,646
10,000	370	566	964	1,936	4,899
15,000	375	577	996	2,070	5,855
20,000	377	583	1,013	2,144	6,488
25,000	378	586	1,023	2,191	6,938
30,000	379	588	1,030	2,223	7,275
40,000	381	591	1,039	2,265	7,745
50,000	381	593	1,045	2,291	8,056
75,000	382	595	1,052	2,327	8,514
100,000	383	597	1,056	2,345	8,762
500,000	384	600	1,065	2,390	9,423
1,000,000	384	600	1,066	2,395	9,513
2,000,000	384	600	1,067	2,398	9,558

For comparison:

POPULATION SIZE	0.05	0.04	0.03	0.02	0.01
(90 percent confidence level)					
30,000	268	417	733	1,601	5,520
100,000	270	421	746	1,663	6,336
1,000,000	271	423	751	1,688	6,720
(99 percent confidence level)					
30,000	649	1,002	1,737	3,644	10,682
100,000	659	1,026	1,810	3,982	14,229
1,000,000	663	1,036	1,840	4,130	16,319

Adapted from: C.H. McCall, Jr., Sampling and Statistics Handbook for Research (Ames: Iowa State University Press, 1982), pp. 329-332.