

# **CHAPTER 1**

## **GENERAL ORIENTATION**

### **1.1 INTRODUCTION**

In the past, much speculation has existed surrounding the value of a college education for police officers. Beyond this, extensive and heated disagreement routinely follows any suggestion that a college education should actually become a universal and mandatory police hiring requirement in the United States. Unfavorable arguments, however, routinely disregard past federal enforcement experiences that represent considerable success employing college education as a hiring precondition. Some researchers have even suggested that college graduates may be less successful as police officers and cite cases where substantial numbers of college educated officers leave public service before attaining a successful retirement.

Another area of focus must be the lingering debate among some police trainers and even some administrators who cite only marginal differences between community policing and historic or more traditional methods of policing. Essentially, some may refuse to view the application of community policing as a new and innovative philosophy, some even electing to consider it as only a return to the past. This kind of a statement may be only a desire to disguise the loyalty some may harbor for the more traditional form of policing.

This lack of flexibility may cause some to continue the “status quo,” to prevent more appropriate selection of personnel and to impede serious training focused on community policing. Research shows there is a need for a highly proactive and continual form of study or assessment that concentrates on detecting constituent changes or environmental factors that may become part of future officer selection and training curriculum design.

## **1.2 REASONS FOR RESEARCH**

The concept for this research and design was based on findings from a study conducted by The Center for Urban and Regional Studies, University of North Carolina, at Chapel Hill, for the Governor's Crime Commission, North Carolina Department of Crime Control and Public Safety that suggested additional avenues for investigation should be followed.

As a selected member of the team of educators and others assembled by the project chairperson, Dr. William Rohe, this researcher was tasked with responsibility for Morehead City, North Carolina. It was through this study that distinct differences were first noticed in the Morehead City agency's operational policing and, more specifically, the police officers' overall attitudes. The observations suggested additional future studies would be necessary if there was a desire to understand factors leading to the department's apparent success.

During the project, entitled “Community Oriented Policing: The North Carolina Experience,” the Morehead City Police Department had figured prominently in the research findings and was rated very well. This agency was then utilized as a basis for a research study, in an attempt to determine any contributing positive or negative factors as they might exist within

the makeup of the agency. Additional data for measurement would be taken from as many sources as practicable or otherwise available. The basic concept and accessibility of population samples and officers appeared to support feasibility.

### **1.3 OBJECTIVES OF THE RESEARCH**

In the past, varied amounts of research have focused on the value of higher education in policing, with some results upholding the importance of higher education while other studies contradict these findings. It is also fair to argue that most of the research in previous studies has generally favored the examination of larger departments and even though the samples are large, something may have been missed.

This researcher will concentrate on smaller agencies, due to their moderate inclusion in previous studies and their distinct predominance in numbers. One objective of this research will be to focus on agencies with under one hundred sworn officers or on individual officers representing similar sized departments.

A second objective of this study is to select a small, well-educated community policing agency and obtain a measurement of the agency's officers' attitudes or views concerning personnel selection and training. In addition, the research will focus on clarification of operational issues that are uniquely controlled by line personnel.

A third objective of this research is to obtain samples for comparison representing a broad geographical area in the eastern portion of the United States. In obtaining a geographically

diverse range of samples, the study will gain insight into any geographical variation of views, should differences exist. This will allow for the most accurate views available given a small agency perspective on the subject of education and appropriate training for community policing. Responses will be identified and measured from police officers distributed throughout five different states. Training and selection standards will be obtained from random sources inside the United States and will include states of the targeted respondent officers and citizens.

Another objective, the fourth, is to assemble a view from the general population and their expectations of police. As previously noted, actual fulfillment of expectations and quality of services should be measured using the members of society as an element of the evaluation. They should be partners as indicated by Midgley, "A popular justice system aimed at preventing crime through problem solving and education cannot function in a climate of anarchy and lawlessness. And no policing institution can function effectively without community support. But the recognition must be supported by mutual respect" (Midgley, J. R., 1995 p. 33). This notion has been included as part of the objective group in order to compare differences that may occur in police perceptions to those views obtained from the citizenry.

As a sub-component of this research, an opportunity to conduct a unique magnet class experiment was developed. This initiative was used to obtain data from a relatively untapped source. This research event is believed to hold a new possibility for police in pre-education of potential police candidates using a magnet schooling model. This model,

although vaguely similar to some European models, may, if successfully pursued, become part of a structured police education system that will precede employment.

There are four hypotheses in this study: The first indicates, with few exceptions in the United States, local governmental bodies including police administrators in cities and towns, have followed hiring practices and criteria for law enforcement personnel that have ignored the measurable value of post-secondary education. Further, police officers and police officer candidates meeting minimum educational requirements for police employment may display less tolerance for a community policing based “Service Oriented Application” (SOA) and, by that, become more likely to select an approach to policing that employs a more traditional “Crime Fighter,” or “Strong Enforcement Application” (SEA) than those individuals having some college preparation. The second hypothesizes that post secondary education serves to individually and collectively improve a person's suitability to perform as a community police officer. The third hypothesis suggests that the basic law enforcement training (BLET) process will not always meet the needs of police officers entering police departments that considered themselves “Community Oriented Policing” (COP) agencies, and some officers will sometimes lack confidence in their training when viewing basic law enforcement training from a community policing perspective. The final and fourth hypothesis is that Citizens’ expectations and their ideas of success are not always consistent with, nor answered by, current police hiring and training practices, and citizens' expectations concerning police hiring and training have a degree of relevance in this study and contributes to valid assessments of police success.

## **1.4 RESEARCH METHODOLOGY**

This research will attempt to isolate a rationale for the favorable profile of the Morehead City Police Department. If this stage of the research is successful, information will be gathered from a variety of sources and compared with Morehead City data in an attempt to separate elements contributing to that agency's foundations for success. The North Carolina Study had previously shown that the department enjoyed a record of positive outcomes that were both observable and measurable; this study would attempt to find out why they were attaining their specific brand of success.

The next evolution of the study would focus on an appropriate method for finding any uniqueness in the Morehead City Community Policing Model. It was decided to focus on the basic premise of this study, selection and training as a broad base, then narrow the observation separating the categories while focusing on the Morehead City Police Department. This design appears to have provided some answers.

An idea highlighted in the work "Police: Street Corner Politicians" by William Ker Muir, Jr. (1977), gives a possible form that could help in coming to a conclusion or upholding hypotheses found in this study. Although Ker Muir's study centered on corruption and professionalism, a similar approach could be used for assessing police hiring while simultaneously providing evaluations that would scrutinize officers' basic law enforcement training (BLET).

Ker Muir's approach centers on a point of entry where all manageable stages convey individuals to converge at similar or same points within the entry process. The first common point is the selection by the agency, but everyone must go through a series of tests to become eligible. Later the points again converge as officers are required to complete entry level training (BLET) successfully to be certified. Respondents' opinions of training adequacy and departmental selection criteria would probably be most honestly answered during or after this point, while officers with more job experience may or may not be as candid due to personal experience of internal department politics. Although officers begin at a similar point and have, as equals, traversed at least two comparable junctions before entering the street, a notion that all persons being the same at one point and then changing after leaving the common ground of training may provide good possibilities if answers provide measurable outcomes.

The extraction from Ker Muir's work that was instrumental in causing a particular view to evolve was found in his work entitled, "Police: Street Corner Politicians." The extraction indicates:

The difficulty with reaching this level of refinement, however, is in picking out the explanatory factor on which to structure the experiment. In the preliminary but indispensable stage of exploring for a hypothesis, conventional application of the classical form is no help. Premature use of the classical form, in fact, is a waste of time, like using a screwdriver to separate wheat from chaff. While conventional application of the classical form is good at persuasively tightening the argument, it is inefficient in conjuring up hypotheses.

But an adaptation of the controlled experiment can help in exploring for shrewd guesses about explanation. The adaptation is to invert the classical format.

(Ker Muir, W., 1977 pp. 285-386)

Ker Muir then outlines separation of groups using a means of finding a “sameness.” The common denominator may be pinpointed after candidates successfully complete various selection processes arriving at a final pre-officer point just prior to entry training. Then, shortly after training, the transition to police officer begins, along with many additional more individualized changes. Ker Muir’s thoughts on this aspect open up a door to possible success.

In his research study, Ker Muir (1977) refers to social scientists and makes several observations on their methodologies:

He then goes on to assume that some explanatory factor (at this point he knows not what intervened differentially in the development of these two groups, and their corrupted and professional end points are attributable to the absence and presence, respectively, of that intervening condition. By comparing the nature and background of these groups, he explores for the character of that intervening factor, X: the explanation.

All this may sound simpleminded, but by reminding ourselves that comparison underlies the exploratory as well as the corroborative phase of the social scientists' method, we come to see the critical importance of the working assumption of 'before-hand sameness,' i.e., that the groups started out in an equal condition in the near or distant past, "before" the explanatory factor came into the picture to make them different. The magnitude of this assumption is what makes social scientists



humble about any conclusions they reach. (Ker Muir, W., 1977 pp. 284-286)

This research was designed to study the Morehead City Police Department and others using a small agency focus. A variety of information was gathered, documented and then isolated for evaluation. In addition, efforts were made to separate limited items of special interest that provide a view of the agency's internal climate including managerial practices, morale and education factors to name a few. These would serve to place the researcher in touch with the operational pulse of the department while not directly influencing the overall study. This is referred to as the Department Profile or Climate Study (Appendix A -3).

Information for direct study and comparison would be gathered from several law enforcement agencies, police officers from small departments and training sources located in North Carolina and Tennessee, considered the southeastern geographical area of the study. Police agencies, officers and training information would also be obtained from several northeastern police agencies or training sources located in Massachusetts, Vermont and Maine, considered the northeastern geographical area of the study. Citizen samples would be obtained from similar geographical locations and would complete the selection of subjects to be used in gathering research information.

In addition, a series of courses were designed around a college model and provided to students in several area high school sites. A specific student profile was designed, and the program was presented to students who were recommended by the school. These students were academically qualified with successful past academic performance and had to meet a

minimum age requirement prior to being admitted into the program. Although they were ultimately counted in the study grouping classified as “Citizens,” they may provide unique insight based on their impression of police after exposure to criminal justice studies.

Information would be gathered from students in different cohorts as they progressed through their various classes. The college courses would be measured from one through three as a variable. All police, citizen and student samples from various parts of the country would be obtained using the same document referred to as “Survey 2.” (Appendix A-1)

A broad sample consisting of a variety of college students and citizens from various walks of life would be used to establish the citizen base of knowledge and beliefs concerning police officers. This was considered as important due to the status of citizens in a constitutional democracy. Essentially, it is somewhat accepted as correct that citizens' demands or expectations are considered in the response and services provided by the police. Given that citizens' expectations or views are valid, they will be considered in this study when measuring police success.

All police data were obtained from police trainees and officers in two adjacent southeastern states and from police officers in three adjacent northeastern states. This resulted in representing a total of five states in two different geographical regions. For purposes of this study, the entire region under study is considered as being located in the eastern third of the United States. The researcher focused on a wide geographical region in order to neutralize any cultural bias that may have existed in either the northern or southern

samples.

Due to restrictions caused by some limited accessibility, police trainee samples were only available from the southeastern portion of the United States. Data obtained from citizens represented a diverse body of citizens from the eastern United States and were similarly situated geographically to the police samples. These data will enhance the philosophical portion of the study and assist in providing a solid basis for valid research outcomes.

#### **1.4.1 METHODOLOGICAL APPROACHES**

Several methodological problems had to be dealt with. One was maintaining a study that could be kept under reasonable control. A second was collection of information from all targeted groups and careful isolation of the information for later comparison and evaluation to ensure that a reasonable number of respondents were documented in order to validate the study.

Views or responses from respondents were examined or tested for similarities or dissimilarities from other “like” respondents. For instance, all persons might be citizens, but not all persons were police or even the same age. Another consideration was education levels of police respondents; some had college education and some did not, even though all respondents shared a past history of selection and some form of police entry training. Essentially, respondents were qualified to respond with validity to their personal experience or knowledge.

Morehead City police officers were observed to have 73.1% of the responding officers indicate that they had completed at least three college courses with 26.9 officers without at least three courses. (Table 1.1) Officers measured in years of education were spread between none (.00) and six years (6.0). (Table 1.2)

**Table 1.1 Morehead City Police Department Education Profile by College Courses**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	19	73.1	73.1	73.1
No	7	26.9	26.9	100
Total	26	100	100	

**Table 1.2 Morehead City Police Officer Education Profile by Years in College**

Years	Frequency	Percent	Valid Percent	Cumulative Percent
.00	2	7.7	8.3	8.3
1.0	4	15.4	16.7	25.0
2.0	10	38.5	41.7	66.7
3.0	1	3.8	4.2	70.8
4.0	5	19.2	20.8	91.7
5.0	1	3.8	4.2	95.8
6.0	1	3.8	4.2	100.0

Total	24	92.3	100.0	
Missing	2	7.7	100.0	
Total	26	100.0		

When viewing all of the police samples, including the Morehead City sample, officers indicating that they had completed at least three college courses were observed as representing 47.7% of the sample with 51.5% of the respondents indicating that they had not completed three college courses. (Table 1.3) Officers measured in years of education were spread between none (.00) and thirteen years (13.0). (Table 1.4)

**Table 1.3 All Responding Police Officers Education Profile by College Courses**

	Frequency	Percent	Valid Percent	Cumulative Percent
Yes	163	47.7	48.5	48.5
No	173	50.6	51.5	100.0
Total	337	98.5	100.0	
Missing	5	1.5		
Total	342	100.0		

**Table 1.4 All responding Police Officers Education Profile by Years in College**

Years	Frequency	Percent	Valid Percent	Cumulative Percent

.00	98	28.7	29.4	29.4
1.00	53	15.5	15.9	45.3
2.00	83	24.3	24.9	70.3
3.00	39	11.4	11.7	82.0
4.00	49	14.3	14.7	96.7
5.00	3	.9	.9	97.6
6.0	7	2.0	2.1	99.7
13.0	1	.3	.3	100.0
Total	333	97.4	100.0	
Missing	9	2.6		
	342	100.0		

A careful review of the literature and research sources was made prior to finalizing an appropriate design for the research study. Consultation with statisticians indicated several means of depicting outcomes and using graphic illustrations. The intent was to merge the data collection with a strong philosophical view of the research points.

Data collection was accomplished using questionnaires designed in solid mechanical form and constructed around a Likert type scale. The questionnaire form referred to as “Survey

2,” (Appendix 1), was tested for reliability on randomly selected individuals from like populations as those used in the study. Questions were later asked and an understanding of the intent of the questions was acknowledged by participants. The document was again administered to a mixed group of police and citizens for further indications of stability when bridging the two primary populations. Again, given the responses from the groups the document appeared to have face validity. The test and retest of “Survey 2 appeared adequate and document stability seemed consistent after successive use of the document on the same and similar groups of people with the same or similar results in outcomes. Additional tests would be performed to confirm the reliability of the document using data obtained later in the study with the use of Chronbach's alpha test.

The use of survey forms provided precise and relevant information to either support or denounce the hypotheses. The population sample including all sources was estimated at close to one thousand persons. It was felt that this sample was adequate for the study and that the population would be appropriate. All survey items were explained to each respondent and the information was considered as valid for each individual used as a source.

All avenues for possible misunderstanding have been addressed and survey items have been administered in an appropriate manner with the understanding of the respondents. Total objectivity was exercised in administering all survey documents and in outlining instructions to respondents.

Survey techniques were chosen for their portability and ease of obtaining appropriate data. It was the objective of this effort to find factual data and establish any directional trends associated with the primary hypotheses. It is acknowledged that this method is not foolproof and must be monitored carefully. Several assumptions of risk were made in selecting this method prior to initiating the research.

Apathy found in various organizations resulted in a lack of compliance or limited compliance by some agencies in the northeast region, which resulted in diminishing the numbers of samples from that section of the country. Essentially, this forced a geographical relocation in order to facilitate collection of additional northeast samples from agencies and individual officers in that region. This circumstance indicated future research should be confined to smaller geographical areas unless substantial funding and time are available. The overall project, although believed to be successful, became quite weighty in its execution.

Random samples of citizens included college students, certain high school students, women and minorities who were obtained from geographical locations similar to the police samples. Students were chosen at three different colleges based on availability, broad societal sample, intellectual open mindedness and emerging flexibility to new or changing views. It was believed that the broad nature of the sample population would validate outcomes.

There is no discrimination between citizen samples, and all were obtained in a random



fashion. The only intentional selection occurred to a minimal degree in order to ensure collection of a minority sample. Given this as the only exception and due to the randomness of all samples, it is assumed that responses are candid and all questions accurately perceived. It is further assumed that the samples obtained from all sources are adequate for this study.

Generally, responses were finalized through the use of unmarked sealable envelopes. Police officers were provided a secure or otherwise protected writing area that excluded administrative personnel, and respondents were provided with a sealed box collection point. Although validity is assumed, there is always the potential for bias, apathy or retributive postures in the case of some individuals. It is believed that this circumstance is a minor issue and will not have a negative consequence on the outcome of the research as a whole.

Phase one of the research began with data collection. The process included an intense review of the literature and collection of samples from populations consisting of police officers, police trainees and citizens from the state of North Carolina and police officers and entry level officers from the state of Tennessee. This fulfilled the Southeastern portion of the research.

During phase two, police samples were obtained from agencies in the state of Vermont, Massachusetts and Maine with citizen samples taken in Maine finalizing the Northeastern portion of the study. Philosophical views, as part of phase three, were derived by

conducting an intense literature review of historic and scientific references and previous research and by relying heavily on relevant field-generated research gathered by federally sponsored research sources. The study was planned as a work that would use scientific techniques in building a convincing future philosophy.

Data for the research was extracted from both primary and secondary sources consisting largely of United States Government-funded research publications and appropriate scientifically based writings from police departments and other documented publications both in print and from electronic sources. Philosophical views added to the research were selected samples from acknowledged scientists or authors in the field of Community Policing, Criminal Justice and Police Science.

#### **1.4.2 SCIENTIFIC METHODS**

The survey method of assembling information was selected for practicality in marshaling an appropriate amount of information necessary for the study. This was also chosen due to the absence of case study sufficient to support an in-depth-investigation of the subject. An opportunity existed that would allow for the development of new information and a new perspective focused on college education for the police field, especially in small-sized departments.

The validity of the technique is substantiated in several ways, most noticeably in the numbers of persons surveyed, randomness of samples and the believed candor of the respondents. All persons involved in administering survey documents were carefully

informed and followed a standardized procedure developed for the task.

It was assumed that the surveyed police populations and citizen respondents were associated through occupation and citizenship only. Specific positive or negative contacts as they occurred through chance or ordinary activities were not recorded and were believed to have no direct relevance on outcomes. College level students were believed related only through common citizenship or experiences gained through post-secondary education. Students with police training, experience and functioning in compensated police positions, were considered police officers for this research. In all cases police officers represented departments employing less than one hundred sworn personnel.

#### **1.4.3 SCIENTIFIC TECHNIQUE**

It was decided, after considerable review, that questionnaires designed using a calculated mix of fixed and open-ended question models would be the most appropriate for the study. The major difficulty in the designing of the document was in ensuring that it would meet the requirements found in all of the desired sample populations. The objective was to create a means of collecting both police and citizens data using one basic survey document.

The design and selection of a document under thirty questions that would target core areas for the study using both open ended and fixed response questions seemed to fit well. It allowed for consistency, was easily explained, and during preliminary trials resulted in a high rate of accurate response. This became the highlight in the so called bridging design that would be key in primary samples obtained from both police and citizens using the same document. This primary document is referred to as "Survey 2" (Appendix 1).

The “Department Profile or Climate Survey,” designated “Survey 1,” (Appendix 3) was only used for gathering specific departmental information concerning Morehead City Police and one other agency. The intent of this document was to focus on the internal climate and general attitudes within the departments. Using this document in conjunction with the “North Carolina Survey,” the researcher gained an insider view of issues unique to the agencies or even some of their feelings about community policing. The third document referred to as the “North Carolina Survey,” or “Survey 3,” (Appendix 2) was used with permission of Dr. W. Rohe and likewise functioned as a controlling document used to observe police inconsistencies within certain agencies and to gather additional data for possible comparison.

Both the “Climate Survey,” and the “North Carolina Survey” were used to obtain anecdotal information for the benefit of the researcher. It was believed this was necessary in order to gain insightful knowledge or develop a cultural view of at least two of the southeastern agencies under study.

The “Climate Survey” has been used in both military and police organizations since the mid nineteen eighties. The “North Carolina Survey” was the primary police survey document used during the research work in North Carolina conducted by Dr. William Rohe of the University of North Carolina at Chapel Hill. The North Carolina study was conducted during 1994 through 1995 and was published in 1996 under the title “Community Oriented Policing: The North Carolina Experience” (Rohe et al., 1996). These documents, Survey 1

and 3, saw limited use, and although merit being mentioned, were not primary sources of data during this research.

The so called “bridging document,” “Survey 2,” was designed as the key information gathering document in this research. This researcher’s preliminary testing of the survey document (test, re-test) was adequate and will be outlined in support of the accuracy and correct design of the instrument. Key variables were validated using a Chronbach's alpha test for further reliability. The document was intended to find an area of measurable common ground where certain unique and valid data was to be obtained from two differing respondent groups. These common questions and appropriate data were believed to exist only at certain cross overs or intersection points.

#### **(1) Construction of Questionnaires:**

The key issue in the design of the “Survey 2” document was resolved using simplicity as a tool in constructing it as a “culturally neutral document.” The design outcome resulted in opening several opportunities to provide an adequate number of crossover points. These crossover points would allow the same questions to be asked from both constituent bases. The questions would be focused on police and citizens without noting gender as a variable.

The Survey 2 document, through necessity, would have to be understandable to broad-based professionally and culturally diverse groups. This was significant due to the presumed varying education levels to be encountered, based on geographical differences, police cultural issues and the possibility of a significant number of citizen respondents

dropping below the education minimums found in the police officer's samples. This point later became moot as respondents from all categories recorded a minimum high school education, with most having some college experience.

The survey document was designed primarily as a fixed-alternative questionnaire in order to eliminate the time consuming nature of a questionnaire designed for extensive open-ended questions. The model was kept relatively simple to allow for self-testing if it became necessary. It was determined that the draft questionnaire design would meet the requirements necessary for obtaining information for this study.

The question construction was consistent and direct in language. Questions one through six, ten through nineteen and twenty-four were drawn up in a manner that would use a Likert type scale. Questions were structured allowing for responses to be recorded by circling one of five options with the following assignments. (A), as Yes, (B), as Probably Yes, (C), as No Opinion, (D), as Probably Not and (E), as No. Questions seven, eight and nine were constructed in a manner that required either a positive response, Yes, or a negative response, No. Questions twenty, twenty-one, twenty-three and twenty-six were open ended and allowed for the respondent's comments, age, time in law enforcement and selection of the SOA or SEA training subjects. Question number twenty-seven allowed for a response of (A), Before or (B), After and was directed only toward the police respondents. Question number twenty-eight was directed at the respondents' opinions and offered three options, (A), Positive, (B), No Opinion and (C), Negative.

The advantages of using a survey as a means of developing the research appeared to outweigh the disadvantages. Broader numbers of geographical areas could be sampled at a reasonable cost and populations were made accessible through multiples of means. Mailed surveys were sent to properly instructed and procedure-oriented police administrators, while others were handled at various localities. Citizens' samples were obtained by properly instructed educators, administrators and in applicable circumstances, by this researcher.

Disadvantages of using strict fixed-response questions such as anticipation of all appropriate response situations and proper response fit, were taken into consideration. Obvious choice opportunities specifically for the police rather than for the non-enforcement population did exist but only on a limited basis. Such as the question; "Did you attend college before or after police employment?"

Another potential disadvantage was found in respondents lumping or merging responses. This represents reactions that occur when individuals become antagonistic toward the endeavor or take on an unthoughtful or uncommitted attitude, answering mechanically or developing patterns in their responses. Although this possibility is reasonable and without a guarantee of being neutralized, it is believed to have been offset by a clear explanation including the importance of the overall process prior to administering the survey documents.

Additional advantages found in minimizing the open-ended question mix with the fixed-alternative response design were largely found in the minimum amount of effort and time

necessary when administering the documents and the lack of special training or sophistication required for the responses. Other distinct advantages for the researcher became evident in the ease of data recording and in the probability of returns from questionnaire administrators in extended geographical areas. Carefully constructed direction sheets followed up by personal or telephonic communications were included as preparation for all surveys/questionnaires that were mailed to survey sites. All of the survey administrators were selected from educators, advanced students or police officials.

## **(2) Reliability Testing:**

Preliminary testing of the questionnaire design and a cursory view of potential outcomes was implemented, using a random sample of citizens and police officers from varying levels of society, locations and agencies. An additional follow-up contact was made with respondents after completing the trial in order to uncover any problems should they exist in their ability to understand and respond to the questions.

After preliminary testing, this researcher was satisfied that data obtained from the "Survey 2" form was reliable. This researcher was also satisfied that the document would adequately represent a successful crossover document that could be equally and reliably applied to a broad range of respondents drawn from both police and citizens.

A Chronbach's alpha test was performed on key variables in Survey 2. Using variables 3, 4, 5,6,7,8,9,12,14,16,and 18 of 791 respondents the standardized item alpha was .4878. This was performed with all respondents, police and citizens, being calculated. The standardized alpha for all citizens representing 479 respondents was .4729. The



standardized item alpha of 316 police only respondents was .6104. When performing an alpha test on the Morehead City responses the standardized item alpha for 26 respondents was .7098.

In isolating variables 6 and 12 considered critical for citizens then performing a standardized item alpha test based on 479 respondents the alpha was .6072. The standardized item alpha for the same variables for 17 Morehead City Police respondents was .8692. The standardized item alpha for variables 6 and 12 was tested for all 834 respondents both police and citizens, the results showed an alpha of .8642. Additional testing results will be discussed later in the study.

Even though responses from minorities were not a primary focus, they were desired. Through the general return rates of the specific minority samples were expected to be small, it was also believed that reliable responses would rest on obtaining proper questionnaire administrators in order to guarantee inclusion of an identifiable minority sample.

### (3) Administration of Questionnaires:

The administration of the questionnaires was accomplished in two ways. One was using the mail, which proved less effective and was later discarded. The second means was using a face-to-face style of administration. The second form proved to be more effective, although more time consuming, due to some costing issues, administrator training and logistical problems. The issue of guaranteeing a minority sample was addressed using trained

minority administrators drawn from second-year college students enrolled in a criminal justice program.

Initial phases of the questionnaire administration began with the assembly of a list of agreeable administration sites assembled after contacts were made with key chief administrators in eight to ten police agencies. The locations had been carefully selected over a broad geographic area in the eastern portion of the United States.

The original concept for the research was designed to use a mailed survey distribution only; this means of distribution was designed to consist of individual mailing and include detailed instruction forms and a stamped return-addressed envelope. Of the several hundred items sent in this manner, the return results were 0% even after assurances of response were obtained from various lead sources. It became apparent that obtaining adequate responses would require a different approach.

The second and revised form of mailing used was in bulk mailing to special questionnaire administrators located in various agencies in the eastern third of the United States. This was accomplished after personal contact with specific chiefs of police and training coordinators and was firmly established prior to a bulk mailing. In this case the effective return rate was approximately 50 -75%, depending upon the agency.

One method used a prepackaged self-addressed and stamped return envelope bearing an agency code. The most chronic detractor using this means was again found to be cost. Each questionnaire document packet, whether completed or not, ran an estimated cost

from the initial copying to the return mailing of approximately one dollar to one dollar and twenty-five cents each.

The most effective return of questionnaires was one-on-one or one-on-group survey administration. This required extensive traveling to various police agencies managed by former associates. It appeared that personal acquaintance and credibility allowed for the most productive police agency contacts and subsequent returns to take place. This means also guaranteed a purified environment with assigned administration space and the total absence of managerial personnel, allowing for respondent comfort and the best opportunity to obtain honest responses.

In many instances patrol commanders allowed their officers to fill out the questionnaires on department time. It was this particular means that allowed for the largest number of actively engaged officers to be obtained. Having completed the southeastern portion of the research, it then became necessary to relocate to the northeastern portion of the U.S. in order to complete that segment of the work.

Samples of officers were obtained from small police agencies; these small agency samples are seldom found in the majority of police research due to the problems encountered obtaining samples from such agencies. Officers found in the samples, whether grouped or singular, were all from agencies of less than 100 sworn members. These numbers did not include or consider dispatchers or positions without arrest powers, such as truant officers or traffic controllers in the overall department count. All of the groups sampled consisted of

both males and females that exhibited a wide range of ages, social groupings, rank and educational backgrounds.

Citizens were chosen at random, as were students who represented a variety of study programs at a community college, a liberal arts college and members of an experimental high school criminal justice program. All respondents were guaranteed personal anonymity. As previously mentioned, with the exception of a minority citizen sample being obtained using minority questionnaire administrators, the study remained neutral in matters of race, gender and economic background. After the initial instances of difficulty, final samples were grouped and believed to be adequate representations necessary for this research.

#### (4) Interpreting the Data:

The hypotheses were examined for frequency of responses from all respondent samples. Law enforcement respondents were categorized into groups that included police agencies and geographic regions. Citizen respondents were categorized into geographical, special and minority (black) groups. (No minorities became numerically obvious beyond those deemed black minority respondents.)

Data analysis was accomplished after the outcomes of the surveys were reconfigured from alphanumeric string to a numeric string of entries, examination of data was then achieved using a one-way analysis of variance (ANOVA) with data fields being created for testing using Tukey's post hoc test. This technique was selected for ease of application when using a Likert scale in questionnaire answer selections. A Tukey post hoc test would measure to

a.05 probability of coincidence or, more correctly stated a 95% confidence level.

Police officers' choices concerning importance of training subjects, college education, hiring criteria and adequacy of entry-level training were made by officers with varying degrees of education. These responses were tested for significant differences as they may exist within the respondents' levels of education. Citizens' samples of their expectations or beliefs were obtained to specifically test any differences as might exist within the citizen samples and the police samples concerning police hiring, police education and police training practices. The minority sub group, although separated as a unique category, was easily included in the total data, as there were no apparent significant differences in the responses of white or minority respondents. The minority respondents did trend toward more conservative responses than did their white counterparts.

In addition, certain outcomes that might be of special interest could be exhibited using percentages and tables and other means. These factors would be utilized for the purpose of graphic illustration to present relevant suggestions or inferences from the data, or even if a point should be made that was not necessarily deemed to be statistically significant. These details, if used, will be placed in tables, the appendix or an exhibits' section of this work.

### **Presenting the Data:**

Data would be presented in variables limited to age, education and citizens as community members. Dependent variables are the SOA and SEA orientation and acceptance of

sociological issues that are considered as important as part of an overall view of crime, and criminality and applications of law enforcement as part of a community policing motivation.

The hypotheses are substantiated computing frequencies and using percentages of responses. Statistically significant points are determined using a Tukey's post hoc test (ANOVA) with a statistical significance of .95, and a degree of chance of .05; all appropriate results will be outlined in supporting paragraphs. The research will show relationships should they exist between college education and age when considering the strong service (SOA) versus the strong enforcement (SEA) selections made by respondents. Measurements will be based on respondents' individualized or personal views recorded on Survey 2. The terminal objective in the study is to illustrate a basis for recommended changes or future research in police hiring and training criteria or practices.

### **1.5 DEMARCATION OF RESEARCH**

The Morehead City agency was an important component in this research. Additional well-qualified agencies and officers from selected regions were viewed for their differences, in an effort to isolate negative or positive traits or other measurable indicators related to selection or training that might suggest special competency or success.

Citizens were also be sampled in an attempt to see how closely their views mirror those of the police and whether or not this might be important. Information concerning citizens and their general beliefs and expectations regarding police will be evaluated and measured against those responses obtained from the police. The objective for this measurement was

to assess the alignment of police with their constituents' expectations.

In addition, a basic model for an early college education program for potential police officers was designed with citizens from this group included, as "Survey 2," information sources. This research population was restricted to the southern section of the country and might become a future police trend when considering higher education opportunities.

### **1.5.1 GEOGRAPHICAL DEMARCATION**

Given that the research had been planned around a focus on small police agencies, police samples would benefit from similarly expanded geographical areas as well. It was also accepted that regional citizen responses would be most adequate, if samples would be obtained in as consistent a geographic pattern as possible to the police samples. Social-demographic information was obtained for each state chosen to provide samples for the study. The geographically dispersed populations would reflect what is considered reasonable samples for this research. (Appendix A-4 thru A-8)

This geographical dispersion would avoid opportunities for skewed outcomes based on a possibility of regional biases. Also, a consistency of samples paralleling police respondents appeared to be logical, the object being to maximize all opportunities to view all substantial police or citizens' deviations, should any become apparent.

As a general, although anecdotal view, police in the southern portion of the country are considered more conservative while the northern agencies are generally viewed as more

liberal. Citizens are also viewed similarly, with conservatism being more prevalent in the south. This posed the assumptions that there might be some regional differences in perceptions; therefore, the researcher decided to obtain police samples from North Carolina, Tennessee, Maine, Vermont and Massachusetts. Citizens would be sampled from similar regions in the northeast and southeast.

### **1.5.2 Conceptual Demarcation**

Given the rising complexity connected with police work in a modern society and the added demands developing from use by many agencies of community oriented policing, one must consider that some essential changes are needed and that those changes may have been slow in evolving. Considering the diversified population of the United States and indeed, of many countries, the constantly changing complexity in technical, social and professional police issues demand an examination of basic entry and training needs.

This study will investigate if meaningful changes in officer selection and training criteria should take place and attempt to find out if a stage may be set for incrementally increasing failings of the COP initiative. Essentially this study will attempt to assess selection criteria of new police officers with a view toward college education as a mandatory requirement. The other parameter of the study will focus on the entry training of police and assess whether or not it is adequate for those officers employed in community policing agencies.

### **1.5.3 Numerical Demarcation**



Research groupings were selected for this study using two basic elements. One consisted of geographically distributed police officers representing small agencies with less than one hundred sworn personnel. The police samples obtained from a northeastern and southeastern region was found adequate for use in this research. The total sample numbers of police were three hundred and forty-three, representing a five-state group. All police samples were treated as one population; however, they could be separated if necessary.

The other selected population for the study was a sample of citizens. They reflected geographical patterns that were consistent with those of the police samples. Citizens were selected by their regional membership or general geographical patterns with some samples being identifiable as minority samples. The total number of citizens sampled was four hundred and ninety-eight. The ability to identify a minority sample gave an assurance of a broad-based population representative of citizens in both geographical regions. Some minor regional inconsistencies based on custom or regional politics could exist; however, the sample size was well distributed and of sufficient numbers to give this researcher a balanced study. The researcher was satisfied that the two sample populations would produce credible responses.

## **1.6 PROFILE OF RESPONDENTS**

Respondents were selected in two ways. Except Morehead City, North Carolina, police agencies and officers were selected by specific geographic areas and their membership as either department officers or entry level officers in training. Officers were further divided

using the questionnaire. The researcher could again divide these sub groups using varying degrees of college education based on courses and college degree status or even a lack of college experience. Officers without college experience were recorded as meeting the minimum standard of entry-level education unless otherwise stated and that was a high school diploma or a general-education-development certificate (GED). For purposes of police employment these have historically carried equal weight. The age of the officers ranged from twenty to fifty-six years, with the largest concentration found in the thirty-to-forty-year range.

Random citizens' samples were geographically selected within areas consistent with the two primary regional police samples in Maine (northeast) and in North Carolina (southeast), with the exception that the researcher did not sample Massachusetts, Tennessee and Vermont for citizens' responses. The largest numbers of citizens by age ranged between sixteen and twenty-three years and represented varying levels of education. (Socio-economic and crime statistics Appendix A-4 thru A-8)

## **1.7 PROBLEMS ENCOUNTERED**

Although not necessarily a major impediment, this researcher had only limited or no previous association with many of the respondent groups. This circumstance led to mandatory response instructions being given through those persons volunteering to administer surveys at the more removed survey sites. Care was taken to maintain control of standardization through the use of well-prepared educators, police officers, trainers or chiefs of police who had extended their support for the study.

Another problem that arose was the inability to control or predict the numbers of responses that would be returned; this initially was an area of concern. The return percentage of all individualized mail-back surveys initially sent to police departments was approximately 25%. To deal with this, a secure collection point was later established at all of the sites where surveys were administered. This appeared to work well for the police samples and equally as well for citizens surveyed in common meeting areas such as classrooms or community clubs.

Apathy found in various organizations resulted in lack of compliance or limited compliance by some agencies in the northeast region, which ultimately resulted in diminishing the numbers of samples from that section of the country. This later forced geographical relocation by the researcher in order to collect sufficient northeast samples.

During the process some regional networking limitations became apparent, although the research would have been more difficult in a small agency environment without a previous personal history as a practitioner. Much of the information obtained is the result of assistance gained through a network of former associates that have remain active police administrators and trainers in various states.

## **1.8 ORGANIZATION OF DISSERTATION**

A general orientation to the research was outlined in chapter one, illustrating the rationale and approach to the work. This included compiling data necessary to illustrate the

populations to be studied and demarcation of the research project at all levels. Problems either anticipated or encountered were also underscored.

Chapter two allows a view of the qualitative issues found during the study. The researcher integrated findings from an exhaustive search of available research and writings into new findings developed during this researcher's field activities. Care was taken in selectively isolating the most appropriate sources of data and authors of research papers or well-documented community-policing writings.

Given the evolutionary nature of community policing a step-by-step focus was used to attempt a complete outline of the progressive nature of its development. Primary in this study was the careful selection of credible and highly regarded research outlets for the most current information available. These sources were represented in a variety of private and government-supported institutions from around the world and were generally associated with research efforts funded by the National Criminal Justice Reference Service, The Office of Justice Programs, Bureau of Justice Statistics, Bureau of Justice Assistance, National Institute of Justice and the United States Department of Justice, to name a few.

Chapter three will focus on selection of personnel and examine the broad differences that appear in American police strategies. The failure of the American system to adopt solid and well-documented research of the past concerning education for police officers, may have led to some 20<sup>th</sup> century problems. Given this point, the current research may force new considerations, for instance, the relevance of citizens' opinions in measuring successful

policing.

Chapter four deals with the issue of training and attempts to discover how correctly or effectively police are trained for a community-policing role. The question is then asked: Has police training kept pace with constituents' demands, officers needs, or community policing?

The researcher isolates samples taken from field law enforcement officers that will provide direct from-the-field information and officer views of training as it applies to the community policing environment. The progressive or regressive nature of training will be examined from the officer's perspective with an eye to the question: Has training has remained in a reactive form of policing to the exclusion of more progressive community policing initiatives?

Some limited meanings were drawn by sampling a random assortment of training curricula from around the United States. In addition, some qualified views based on international approaches to police training or even personnel selection were also considered. Many available and reasonable training avenues were evaluated and if appropriate for this study, included.

Chapter five centers on the selection/training relationship, an outgrowth of this research study. What was accomplished? What observations are made during the research that may or may not have relevance now or during the future? This chapter allows for a philosophical

reflection upon the interrelationship of officer selection/training and police outcomes from this study, augmenting the focus of the research effort and placing proper emphasis on initial police career stages, selection and the secondary results of selection on training as well as on community policing and explanations for rigidity.

Chapter six concentrates on the recommendations and findings of the research. Extreme care was taken to preserve the most accurate outcomes and suggestions for future possibilities. The final assembly of the work is presented in this chapter while allowing future research to be suggested in a final chapter that will summarize unique issues and make suggestions for future research.

Chapter seven adds some possibilities for future research and provides several new questions about policing. This study, like other research opens as many questions as it answers. Several new avenues for future study are highlighted in this chapter.