# AN EVALUATION OF NORTHEASTERN OHIO'S REGIONAL CRIMINAL JUSTICE COORDINATION CENTER

by

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#### ABSTRACT

AN EVALUATION OF NORTHEASTERN OHIO'S
REGIONAL CRIMINAL JUSTICE COORDINATION CENTER

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Northeastern Ohio's Regional Criminal Justice Coordination

Center began its operation in January, 1974 through the efforts of
the Peace Officers of Lakeland Area (P.O.O.L.) Organization and

Lakeland Community College of Mentor, Ohio. The project was originally
scheduled to begin in 1973 but implementation was delayed until the
hiring of a Criminal Justice Management Analyst whose duty was to
direct the efforts of the Center.

This project intended to help coordinate the efforts of police agencies in Northeastern Ohio and also to help improve the crime fighting potential of each individual agency in that area. The services offered by the Center in an attempt to fulfill these goals included acting as an information clearinghouse, a technical advisor, a coordinator of specialized programs and seminars, and an aid in the development of operational procedures.

For the purpose of the research considered for this study, the Regional Criminal Justice Coordination Center was evaluated. Twenty-three police agencies in Northeastern Ohio were surveyed and three criteria were used to evaluate the effectiveness of the Center: awareness of the Center, utilization of the Center, and the success of the services of

the Center in meeting the needs of the agencies. A postest-only research design was used since the project had been in operation for approximately eight months before methodology for an evaluation was established.

An interview guide was developed to aid in the interviews of . representatives from each of the twenty-three agencies surveyed.

With regard to awareness and utilization of the Center, three variables were controlled for in this study. They are as follows: the distance a department was located from the Center, the county in which a department was located, and the number of full-time sworn officers employed by each department. The data obtained indicated that (a) distance from the Center did not affect an agency's probability of being aware of the Center and utilizing its services, (b) the county in which a department was located did affect its awareness and utilization of the Center and (c) the size of a department influenced its probability of utilizing the services of the Center.

The services offered by the Center appeared to be geared more toward meeting the needs of the larger departments than the smaller ones. The Center offered a great deal of technical assistance-type services which were utilized by the larger departments, but which were not useful for the smaller ones. The smaller departments saw more of a need for coordination-type services which would help them increase their effectiveness despite a small budget. It was concluded that the Regional Criminal Justice Coordination Center should re-evaluate the amount of effort that should be put forth in aiding smaller departments since they had little need for technical assistance, the area which dominated the service effort of the Center.

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W. DeGarmo for their advice and assistance extended during the period of this research.

The cooperation provided by Mr. James Todd, Coordinator, Law Enforcement Department, Lakeland Community College, Mentor, Ohio and Mr. Daniel F. Ponstingle, Manager Analyst, Peace Officers Of Lakeland Area Organization, is greatly appreciated.

Also, to the unnamed police agency representatives who participated in this research, I am also grateful.

Interview Guldes

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#### CHAPTER I

#### INTRODUCTION TO THE STUDY

This study is designed to evaluate the effectiveness of the Regional Criminal Justice Coordination Center of Northeastern Ohio in aiding and coordinating the efforts of police departments in that area. This Center came into being through the efforts of an organization called the Peace Officers of Lakeland Area (P.O.O.L.) which consists of approximately fifty-five police agencies located in Northeastern Some members of the P.O.O.L. organization had long been interested Ohio. in coordinating the efforts of their agencies but both the time and the expertise involved in such an endeavor were lacking. Therefore, the P.O.O.L. organization contacted the Law Enforcement Department of Lakeland Community College in Mentor, Ohio to seek assistance in helping to fill this void. Lakeland Community College then applied for government funding for such a project and when this application was approved, the Regional Criminal Justice Coordination Center became a reality. Lakeland Community College serves as the implementing agency of the project and its faculty and administration assume administrative control of the project.

The major thrust of the Center is the Criminal Justice Management Analyst, whose general duties are to improve the crime fighting potential and efficiency of each individual P.O.O.L. member agency and also of the group as a whole. More specifically, the analyst recognizes the following services as the ones that are available to P.O.O.L. member agencies through his office:

Receive, reproduce and redistribute, within budgetary limitations, police information of mutual concern which is received from the U.S. Department of Justice, state and local police agencies, and other sources to P.O.O.L. member agencies.

Provide technical advice and limited writing assistance in the construction of police standard operating procedure manuals and

guideline publications for P.O.O.L. agencies.

 Assist police agency heads, in studying and redeveloping, if necessary, police line operational procedures such as more effective police patrol and traffic law enforcement procedures.

4. To coordinate and assist in the development of regional policeoriented projects such as mutual aid and equipment sharing

programs.

operate as liaison and information source with local, state and federal legislators on behalf of P.O.O.L. departments.

Conduct for the benefit of P.O.O.L. departments and in conjunction with Lakeland Community College's Law Enforcement Career Day, police labor relations seminars, and programs of a similar nature. (See APPENDIX A)

The Center has been operating for approximately eight months under the direction of the implementing agency, Lakeland Community College, which felt that an evaluation would be beneficial at this time. The implementing agency expressed the belief that since the Center had been in operation for such a short period of time, its services could be retargeted if the evaluation indicated that such a change would be in the best interests of the area police agencies. The present evaluation was designed to ascertain if the current activities of the Center are targeted to meet the needs of the police agencies involved and if the utilization of the services offered by the analyst is occuring to any appreciable degree.

# Statement of the Problem

In the <u>Application For Law Enforcement Action Project Grant concerning</u> this project, the specific problem to be addressed by the

Content of letter dated July 22, 1974 written to Dr. Jack D. Foster from Daniel F. Ponstingle, Management Analyst.

Regional Criminal Justice Coordination Center is as follows:

The lack of efficiency in operations management within individual law enforcement agencies has resulted in a serious lack of coordination in crime fighting activities among all area departments. Each community within the target area is an eastern suburb of the Cleveland Metropolitan area. They are connected to Cleveland and each other by a highly developed freeway system. All are experiencing rapid growth in terms of population and crime rate. Unfortunately, law enforcement manpower increases have not grown proportionately. Many criminals commit crimes in several area communities with slight risk of apprehension because of the present absence of cooperation among area law enforcement agencies. Many man-hours are also wasted in duplication of work. (See APPENDIX B)

In an attempt to discover the effectiveness of the Regional Criminal Justice Coordination Center in alleviating these problems, three major areas were investigated in this research. The first of these dealt with the department's awareness of the program. It was felt that the first step to effectiveness would be that the agencies would have to be aware that such a Center existed. The second area of investigation was the degree to which the agencies utilized the services offered by the Center. It is assumed that in order for a program to be termed effective, it must be utilized by the people it was designed to help. The final major area of this research was designed to see if the services offered by the Center were targeted correctly, that is, were they the services that were most needed by the agencies.

This research consisted mainly of personal interviews with officials representing twenty-three member agencies of the P.O.O.L. organization. Most of these twenty-three agencies participated regularly in P.O.O.L. meetings and therefore should have been aware of the Regional Criminal Justice Coordination Center. These "active" agencies were

<sup>&</sup>lt;sup>2</sup>Notes taken from Application For Law Enforcement Action Project Grant, "Regional Law Enforcement Planning Bureau," Department of Economic and Community Development, Administration of Justice Division, Columbus, Ohio, January, 1973.

surveyed mainly to obtain their opinions concerning why they were or were not utilizing the services of the Center. Other agencies, which were P.O.O.L. members but not regularly participating in P.O.O.L. meetings, were surveyed to see if they were aware of the Center and if they had any needs that could be aided by the Center. However, all of the agencies were P.O.O.L. members and officials from each of these agencies were asked to respond to questions in a structured interview<sup>3</sup> that was devised for the purpose of this study.

## Importance of the Problem

The police agency that retains obsolete organizational structure, management techniques, or operational procedures, cannot render effective police service to its community. Many police agencies use the same procedures and techniques from year to year and in many cases these methods have become outdated and obsolete. In some cases this "stagnation" is voluntary on the part of the police agencies, such as those departments where change is rejected and police administrators wish to cling to the ways of the past. For other agencies, however, there is no choice. Several P.O.O.L. member agencies recognized the need for management and technical assistance in the updating of their departments, but they had neither the manpower nor the expertise to do anything about it. The Regional Criminal Justice Coordination Center was an answer for these agencies.

Walter R. Borg and Meredith D. Gall, Educational Research (New York: David McKay Company, Inc., 1971), pp. 213-214.

<sup>4</sup>National Advisory Commission on Criminal Justice Standards and Goals, Police, (Washington, D.C.: Government Printing Office, 1973), p. 289.

It has also been stated that extensive planning, administrative as well as operational, is one of the most critical needs of the police today. Administrative planning, involving long range fiscal and management plans; and operational, procedural and tactical plans; are needed not only in the larger departments, but also in the smaller ones. Both large and small departments have needs, costs, and crime rates that inevitably change over a period of time. However, since the smaller departments usually lack the resources of the larger, metropolitan-type departments, they usually cannot establish planning and research units within their departments. The twenty-three departments in this study represent both ends of this spectrum as some of them are very small and others are quite large.

With the need for planning and technical assistance established, an important problem becomes how police departments can obtain such assistance. The National Advisory Commission on Criminal Justice Standards and Goals addressed this problem when it stated that when an agency does not have the in-house capability to handle all of its planning needs, it should seek an appropriate source capable of satisfying them. The Commission also stated that if there are planning needs that cannot be satisfied by agency personnel, the police agency should satisfy these needs through an appropriate arrangement with another police agency, another governmental agency, or a private consultant. The agencies that are being studied here felt that they were unable to satisfy their own planning and management analysis needs, so they attempted to organize the

<sup>51</sup>bid., p. 117.

<sup>61</sup>bid., p. 120.

<sup>71</sup>bid., p. 117.

Regional Criminal Justice Coordination Center in hopes that it could alleviate this problem. The Commission placed the duty of helping the police departments meet this planning need squarely on the shoulders of the states when it stated that every state should immediately establish a police management consultation service to make technical assistance available at no cost to every police agency within the state. In the case of the twenty-three departments studied in this paper, the State of Ohio responded by funding the Regional Criminal Justice Coordination Center of Northeastern Ohio.

not said to have "utilized" the services of the Center if it indicated

<sup>8</sup>lbid., p. 289.

#### CHAPTER II

#### METHODOLOGY

## Major Concepts Operationally Defined

The major concepts that had to be operationally defined for the purpose of this study were: awareness, utilization, and effectiveness.

"Awareness" is defined as being knowledgeable about (a) the existence of the Regional Criminal Justice Coordination Center, and (b) the types of services offered by the Center. Therefore, for the purpose of this study, an agency is not "aware" of the Center if it merely has knowledge of the existence of such a Center. It must also have knowledge of the types of services that the Center is capable of offering to be termed "aware" of the Center.

"Utilization" is defined as directly seeking assistance from the Center either (a) individually, which would benefit only the agency seeking the assistance, or (b) as part of a group of agencies, which would benefit all the agencies seeking the assistance. An agency was not said to have "utilized" the services of the Center if it indicated that it was only concerned or interested in the assistance being offered another agency since it had not directly sought or utilized these services.

"Effectiveness" is defined as meeting the needs of as many of the twenty-three departments in this study as possible. The "effectiveness" of the Center is composed of (a) the police agencies' awareness of the Center, (b) the police agencies' utilization of the Center, and (c) the success of the Center in offering services that meet the needs of the agencies. "Effectiveness" can only be achieved if the departments are aware of the Center, utilizing its services, and if these services are targeted correctly to meet the most important needs of the agencies.

## Research Design

For the purpose of this study, a survey research method was used. 9
This research was designed to determine whether the twenty-three active
P.O.O.L. member agencies were aware of the Regional Criminal Justice
Coordination Center and if they were utilizing any of its services. If
an agency was found to be aware of the Center, information was gathered
concerning why it was or was not utilizing any of the offered services.
From this information, conclusions were drawn with regard to whether the
services of the Center were targeted correctly to meet the needs of the
twenty-three police agencies.

#### Measurement

A semistructured interview guide 10 was developed which was designed to probe the areas of evaluation described in the previous section. These areas were identified after a discussion with Mr. James Todd, the project director who represented the implementing agency, Lakeland Community College. Mr. Todd indicated that he would like the evaluation to determine whether or not the Center was meeting its stated goals. These goals are: (a) to act as an information clearinghouse, (b) to act as a

<sup>9</sup>Borg and Gall, Educational Research, p. 187.

<sup>10</sup> Ibid., pp. 213-214.

technical advisor, (c) to aid in the development of operational procedure, (d) to coordinate regional projects, and (e) to conduct specialized programs and seminars. Mr. Todd also wanted the evaluation to determine whether the direction of the Center needed to be changed to more effectively meet the needs of the agencies it was designed to serve. The information gained from this interview with Mr. Todd was used in the development of the semistructured interview guide which was used in the data collection phase of the study.

## Instrumentation

The semistructured interview guide used in this study contained questions concerning four basic areas: (a) two highly structured questions concerning the number of full-time sworn officers in the agency, (b) one question concerning the agency's awareness of the Center and, if applicable, how it had become aware of the Center, (c) two questions concerning the utilization of the services offered by the Center, and (d) three questions concerning whether the services offered by the Center were targeted correctly to meet the needs of the particular agency being interviewed. A copy of the interview guide can be found in APPENDIX C.

The interviews lasted approximately twenty to thirty minutes on the average, depending either upon the degree to which an agency was involved with the Center or the agency's stand with regard to the need for such a Center.

## Reliability/Validity

The reliability and validity of this study was insured through three basic steps. First, the interviews were conducted in a controlled situation in which each departmental representative was able to ask the interviewer to clarify any areas in the questioning that were unclear. Second, accuracy was maintained by recording the details of the interviews immediately after they had concluded. Third, the same interviewer administered all of the interviews.

Although no guarantee of reliability and validity can be made through these precautions, this degree of reliability and validity was the best that could be accomplished due to the fact that the Center had already been in operation for approximately eight months prior to the time that the methodology for this evaluation was being devised.

# Strategy For Gathering Data

Due to the nature of this evaluation, the implementing agency made the decisions concerning which law enforcement agencies were to be surveyed. These agencies were all members of the P.O.O.L. organization and their actual listing can be found in APPENDIX C.

A representative from each of the twenty-three departments was identified by the implementing agency as being the officer in that given agency who would have the best chance of being aware of the Center. This selection was made with respect to attendance at regular P.O.O.L. meetings.

It must be pointed out that this method of selection of the agencies to be surveyed injects a certain amount of bias into the findings of the study. There were no agencies surveyed which did not have at least a slight contact with the P.O.O.L. organization and, in fact, all agencies

selected to be surveyed in this study were P.O.O.L. members. Therefore, the findings of this study can only be projected with regard to those agencies with P.O.O.L. contacts and not to all police agencies in Northeastern Ohio.

## Method of Data Analysis

Due to the nature of the design used in this study to evaluate the effectiveness of the Regional Criminal Justice Coordination Center, no comparison is made with any other group of police departments. Also, since nothing is known of the coordination efforts of the P.O.O.L. agencies prior to the inception of the Center, the information gathered for this study can only be speculative in terms of improvement of coordination efforts. The data gathered in this study will be analyzed in two parts: that which can be quantified and that which cannot.

The data regarding awareness and utilization of the Center is quantified and is also investigated in terms of: (a) the distance a department is located from the Center, (b) the county in which the department is located, and (c) the number of full-time sworn officers employed by each department. Investigating the awareness and utilization of the departments with regard to these three factors was not part of the original design of the study, but in the initial interviews of the study the interviewer received information from the departmental representatives which indicated that these factors might offer some insight into an explanation of why some departments were aware of and utilizing the services of the Center while other departments were not.

The information gathered from the section of the interview concerning whether the present services of the Center are targeted correctly to meet the needs of the departments which have access to them represents the opinions of each individual department and therefore cannot be grouped and quantified. This information will be investigated in terms of a comparison between (a) the types of services that each department indicated would be most beneficial to that department, and (b) the services that have been identified by the Analyst as being services that are presently offered by the Center. This comparison will determine whether new services need to be offered or if the police agencies are merely not aware that the services that they seek are already being offered.

attempted to contact all the agencies either personally or by telephones

(b) he gave a presentation at each regularly scheduled P.O.O.L.

meeting; and (c) he had a newsletter printed which he mailed particle

loally to all fifty-five agencies listed on the P.O.O.L. mailing list.

The data gathered in the interview stage of the evaluation indificated that eighteen of the twenty-three departments surveyed were aware of the Regional Criminal Justice Coordination Contact.

TABLE 1

GENERAL DEFARDOWN OF TOTAL DEPARTMENTS

WITH REGARD TO AWARENESS OF THE CENTER

Number of Departments

Aware of the Center

Number of Departments

Aware of the Center

Number of Departments

Aware of the Center

Number of Departments

#### CHAPTER III

### ANALYSIS AND INTERPRETATION OF DATA

The following tables and comments will attempt to classify and clarify the data gathered from the twenty-three departments contacted.

## Awareness

There were three basic methods by which the Analyst attempted to make all P.O.O.L. member agencies aware of the Center: (a) he attempted to contact all the agencies either personally or by telephone; (b) he gave a presentation at each regularly scheduled P.O.O.L. meeting; and (c) he had a newsletter printed which he mailed periodically to all fifty-five agencies listed on the P.O.O.L. mailing list.

The data gathered in the interview stage of the evaluation indicated that eighteen of the twenty-three departments surveyed were aware of the Regional Criminal Justice Coordination Center.

TABLE 1

GENERAL BREAKDOWN OF TOTAL DEPARTMENTS
WITH REGARD TO AWARENESS OF THE CENTER

Number of Departments Surveyed	Number of Departments Aware of the Center	Number of Departments Not Aware of the Center
	licates that of the tan d	partments in the 0-15.
23	Tare of 18 center and	ree were 15. The
	radius range reflected	corfy the same

Table 1 also indicates that five of the twenty-three departments surveyed either were not aware of the existence of the Center or of the types of services that were available through the Center.

TABLE 2

AWARENESS OF THE CENTER WITH
REGARD TO DISTANCE FROM THE CENTER

Distance From The Center	Number of Departments	Number of Departments Aware of the Center	Number of Departments Not Aware of the Center
0-15 mile radius	10	7	3
16-20 mile radius	3	. 3	0
21-over mile radius	10	8	2

Table 2 indicates that of the twenty-three departments surveyed, ten were located within a fifteen mile radius of the Center and ten were located beyond a twenty mile radius. These distances were selected after the departmental locations were plotted on a map and it was observed that a rather decisive demarcation line could be drawn between those departments which were relatively "close" to the Center (0-15 mile radius) and those departments that were relativeley "distant" from the Center (21 or more mile radius). Three departments were located between the "close" and the "distant" departments.

Table 2 also indicates that of the ten departments in the 0-15 mile range, seven were aware of the Center and three were not. The twenty-one mile and over radius range reflected nearly the same

proportion, as eight of the ten departments in that range were aware of the Center while two were not. All three of the departments in the 16-20 mile radius were aware of the Center.

TABLE 3

AWARENESS OF THE CENTER WITH REGARD
TO COUNTY IN WHICH DEPARTMENTS ARE LOCATED

County in Which Department is Located	Number of Departments Located in Each County	Number of Departments Aware of the Center	Number of Departments Not Aware Of Center
Ashtabula	arvices 3 year the	uch 11 2	sozuatil Hawacel
Cuyahoga	8	7	1
Geauga	3	countrel also up	2
Lake	9	8	1

The twenty-three departments in this study were located in one of four northeastern Ohio counties: Ashtabula, Geauga, Cuyahoga, and Lake. The majority of the departments were located in either Cuyahoga or Lake Counties as eight were in Cuyahoga and nine in Lake. Ashtabula and Geauga Counties each contained three of the agencies surveyed in this study.

Each of the four counties had at least one department which was aware of the Center and one department which was not aware of the Center.

Of the eighteen agencies that indicated that they were aware of the Center, only three came from Ashtabula and Geauga Counties combined (two from Ashtabula and one from Geauga).

However, it must be noted that the two agencies in Geauga County which were not "aware" of the Center, according to the definition established for this research, were receiving some of the services indirectly through the Geauga County Planning Commission. This Commission assumes some criminal justice related services, but research indicated that on some occasions the Geauga County Planning Commission would be contacted for criminal justice assistance and it (the Commission) would seek the aid of the Regional Criminal Justice Coordination Center to help solve the problem. Therefore, it is possible that the two agencies which were found to be "not aware" of the Center could have been indirectly utilizing some of its services even though they were not actually "aware" of the Center.

Nearly all of the departments in both Cuyahoga and Lake Counties were aware of the Center. These two counties also combine to include fifteen of the eighteen departments which indicated that they were aware of the Center.

TABLE 4

AWARENESS OF THE CENTER WITH REGARD TO THE
NUMBER OF FULL-TIME SWORN OFFICERS IN EACH DEPARTMENT

e-sartmants which at	TO LOCATOR & Med	Tue Clatence Iron	LOS VENCEL LIGH
Number of Full- Time Sworn Officers in Each Department	Number of Departments in Each Category	Number of Departments Aware of the Center	Number of Departments Not Aware of the Center
1-20 officers	rends 7 of the C	nter 4 = 5 = 6 = 1	be in 3 wenced
21-30 officers	10	8	2
31-over officers	6	6	This ocistic

In an effort to determine whether departmental size had any bearing on whether or not any agency was aware of the Center, the twenty-three departments were divided into three categories: one to twenty, twenty-one to thirty, and thirty-one or more full-time sworn officers. These divisions were selected when it was found that the twenty-three agencies fell into a rather symmetrical curve when divided in this manner.

Seven departments employed between one and twenty officers and four of these departments were aware of the Center while three were not. There were ten departments which employed between twenty-one and thirty officers and eight of these were aware of the Center while two were not. All six of the departments which employed thirty-one or more officers were aware of the Center.

## Interpretation of Data With Regard To Awareness

The preceding data indicates that a majority of the agencies were aware of the Center (78%). These agencies that are aware of the Center are not from any specific distance from the Center, as there are nearly the same number of "aware" agencies located close to the Center (0-15 mile radius) as there are rather distant (21 or more miles). Also, the three departments which are located a medium distance from the Center (16-20 mile radius) are all aware of it. This datum is interpreted as being indicative that distance from the Center does not inhibit a department's likelihood of being either aware or unaware of the Center.

However, awareness of the Center does seem to be influenced by the county in which a department is located. Of the eighteen departments aware of the Center, fifteen were from Cuyahoga and Lake Counties while only three were from Ashtabula and Geauga Counties. This statistic does

not indicate the effectiveness of the Center in dealing with the departments in Ashtabula and Geauga Counties, but only indicates that the Center is much more well-known in Cuyahoga and Lake Counties.

The data regarding the size of the departments (number of full-time sworn officers) appears to indicate that the larger departments are more aware of the Center than the smaller ones. Even though there are departments from each of the three categories which are aware of the Center, the percentage of departments aware of the Center increases as the size of the departments increases.

## Utilization

The interview stage of the evaluation produced data that indicate that nine of the twenty-three departments surveyed were utilizing the services of the Center at the time of the survey. This information can be found in Table 5 which also shows the number of departments said to be aware of the Center. Throughout the findings concerning utilization, the number of departments which were aware of the Center must be a factor to be taken into account, since it would be impossible for a department to be utilizing the services of the Center if it was not aware of the Center.

TABLE 5

GENERAL BREAKDOWN OF TOTAL DEPARTMENTS WITH REGARD TO UTILIZATION OF THE SERVICES OF THE CENTER

Number of Departments Surveyed	Number of Departments Aware of the Center	Number of Depart- ments Utilizing the Services of the Center	Number of Departments Not Utilizing the Services of the Center
23	18	9	14

Table 5 also indicates that fourteen of the twenty-three departments were not utilizing the services of the Center at the time the survey was taken. The number of departments utilizing the services (9) makes up one-half of those which were found to be aware of the Center (18).

TABLE 6
. UTILIZATION OF THE CENTER WITH REGARD TO DISTANCE FROM THE CENTER

Distance From the Center	Number of Departments	Number of Departments Aware of the Center	Number of Departments Utilizing the Services of the Center
0-15 mile radius	10	.7	3
16-20 mile radius	3 113 13	d to be 3 tilizing	3 3
21-over mile radius	10	8	3

Table 6 indicates that nine departments were utilizing the services of the Center and that these nine were evenly distributed among the three distance ranges. In the middle range (16-20 mile radius from the Center), the three departments utilizing the services of the Center represented the total number of departments in that range.

TABLE 7

UTILIZATION OF THE CENTER WITH REGARD
TO COUNTY IN WHICH DEPARTMENTS ARE LOCATED

County in which Department is Located	Number of Departments Located in Each County	Number of Departments Aware of the Center	Number of Departments Utilizing the Services of the Center
Ashtabula	3	2	1
Cuyahoga	8	7	4
Geauga	3	1	0
Lake	9	8	4

Of the nine departments said to be utilizing the services of the Center, four were located in Cuyahoga County, four in Lake County, one in Ashtabula County and none in Geauga County. Broadly speaking, it could be said that in each of the four counties the number of departments utilizing the services of the Center was approximately one-half of the number of departments aware of the Center in each county.

Center. This number represented openhalf of those agencies which had

TABLE 8

UTILIZATION OF THE CENTER WITH REGARD TO THE NUMBER OF FULL-TIME SWORN OFFICERS IN EACH DEPARTMENT

Number of Full- Time Sworn Officers in Each Department	Number of Departments in Each Category	Number of Departments Aware of the Center	Number of Departments Utilizing the Services of the Center
1-20 officers	7	4	2
21-30 officers	10	8	3
31-over officers	cy. 6 cabula	6	es comb 4 so to make

Police departments in each of the three departmental size ranges were found to be utilizing the services of the Center. Of the nine departments utilizing the services, two were small-sized (1-20 officers), three were medium-sized (21-30 officers), and four were large-sized (31-over officers). In terms of the actual number of departments in each of the three size categories, Table 8 indicates that the larger departments appear to utilize the services of the Center more than the smaller ones. This statement is made on the basis that only two of the seven smaller departments were found to be utilizing the services of the Center in contrast to four of the six larger ones.

# Interpretation of Data With Regard to Utilization

The data obtained from the twenty-three police agencies indicated that nine of the agencies (39%) were utilizing the services of the Center. This number represented one-half of those agencies which had indicated they were aware of the Center. The agencies that were utilizing the Center were evenly distributed among the three distance ranges as there were three departments in the zero to fifteen mile radius range utilizing the services, three in the sixteen to twenty mile range, and three in the twenty-one and over range. These data are interpreted as being indicative that distance from the Center is irrelevant with regard to the probability of a department's utilization of the Center.

The data on the county in which the departments were located produced results which reflected directly upon the awareness findings with regard to county. Ashtabula and Geauga Counties combined to make up only three of the eighteen departments which were aware of the Center and the data concerning utilization indicated that only one of the nine departments utilizing the services of the Center was from either of these counties. The other eight departments said to be utilizing the services of the Center were evenly distributed between Cuyahoga and Lake Counties. Therefore, even though the utilization figures are somewhat dictated by the awareness figures, (since an agency could not utilize the services of the Center if it was not aware of the Center) it is still significant to note that only one department in Ashtabula and Geauga Counties combined is utilizing the services of the Center.

The nine departments which were found to be utilizing the services of the Center were fairly evenly distributed among the three departmental size categories: two from the one to twenty full-time officer range, three from the twenty-one to thirty range, and four from the thirty-one and over range. Also, seven of the nine departments utilizing the services of the Center employed more than twenty full-time sworn officers.

Therefore, in terms of utilization, the characteristics of the agencies which have utilized the services of the Center the most are those which: (a) are from any of the three distance ranges, even though all of those in the middle range were found to be utilizing the services, (b) are from either Cuyahoga or Lake Counties, and (c) are employing more than twenty full-time sworn officers.

## Services of the Center

The third phase of the evaluation of the effectiveness of the Regional Criminal Justice Coordination Center investigated the design and functions of the Center to see if its services were targeted correctly to meet the needs of the agencies with access to it.

The departmental representatives in each of the twenty-three agencies were asked questions (#4,5,6,7, and 8 in the interview guide, see APPENDIX C) regarding the services offered by the Center.

Question #4: Have you (your department) utilized any of these services?

If yes, which ones?

If no, why not?

As indicated previously in the <u>Utilization</u> section of this Chapter, nine departments indicated that they had utilized the services of the Center and fourteen had not. These "utilization" figures are based on the definition of "utilization" used for the purpose of this study which includes only those departments "directly seeking assistance from the Center either (a) individually, which would benefit only the agency seeking the assistance, or (b) as part of a group of agencies,

which would benefit all the agencies seeking the assistance." However, several of the agencies which did not qualify as "utilizing agencies" under this definition were aware of several topic areas which the Analyst was investigating for other agencies. For example, three agencies which did not qualify as "utilizing agencies" were aware that the Analyst was doing work with regard to digital computers for police cars and that he was also investigating the possibility of the establishment of a regional data center.

Most of the services which the agencies utilized from the Center involved information gathering on the part of the Analyst. The departments requested information concerning such topics as: performance evaluation, rules and regulations, disciplinary problems, recruitment standardization, armored vehicles, Special Weapons And Tactical (SWAT) Units, sub-communications, barricaded gunmen, digital computers for police cars, and central records for the entire region.

Of the fourteen agencies which were not utilizing the services of the Center, the two most frequent reasons were because either the department was not aware of the Center (which indicated that the agency did not regularly have a representative in attendance at P.O.O.L. meetings, since the Analyst makes a report at each meeting) or because the department felt it could operate well enough on its own and needed no "outside" help. Other reasons given by the agencies not utilizing the services of the Center were: (a) because they didn't have the manpower to get someone involved, (b) because they felt that the Center was more "geared" to aid agencies in counties other than the one they are located in, and (c) one agency stated that it had not utilized the services of the Center because it could not get in contact with the Analyst.

Question #5: If the services have been utilized: (a) how valuable were they?, (b) could (or would) these things have been done if the services of the Criminal Justice Management Analyst were not available?, and (c) were there any difficulties in obtaining these services?

Question number five was answered only by those departmental representatives which indicated that their agencies had utilized the services of the Center. With regard to how valuable the services were, five of the nine "utilizing agencies" ranked the value as "very helpful," two agencies ranked the value as "helpful," and two agencies stated that they were "not sure" as to the value of the obtained services. The other two choices that were available to the agencies, "not helpful" and "detrimental" were not chosen by any of the agencies to describe the value of the obtained services. These figures indicate that the agencies which are utilizing the services of the Center are generally quite pleased with the quality of the services provided by the Analyst.

The nine "utilizing agencies" were then asked if the services obtained from the Center would have been accomplished if the Criminal Justice Management Analyst were not available and the most frequent reply was that the services probably would have been accomplished but it would have been extremely difficult and the Analyst had certainly expedited the process. Five of the nine agencies gave this reply while three agencies indicated that they would not have been able to accomplish the service without the benefit of the Center. One agency stated that it would have been able to accomplish the service obtained from the Center on its own without any difficulty. This very large agency also stated that it was not interested in the Center because of the services that it could offer, but rather that the Center had offered it the

opportunity to get involved with smaller area departments and that this involvement was very valuable to the larger department.

All nine agencies indicated that they had no difficulty in obtaining the services of the Center and, in fact, one departmental representative even stated that when he calls the Center and the Analyst is not in, his call is always returned within the hour.

This phase of the evaluation was also designed to see if the Center needed to increase its services or if the present services were sufficient to meet the needs of the area departments. The implementing agency had expressed concern over the possibility that the Center could be offering the services that are needed by these departments, but the departments had not requested the services because they were not aware of the scope of the Analyst's duties.

The specific services that the Analyst recognizes as being available through the Center are listed in the Introduction section of this study and will be condensed here for convenience. These services are:

- 1) To act as an information clearinghouse
- 2) To act as a technical advisor
- 3) To aid in the development of operational procedures
- 4) To coordinate regional projects
- 5) To conduct specialized programs and seminars

Question #6: What type of services would you like to see offered by the Analyst?

The most frequent response to the question concerning the services which a given department would like to see offered by the Center (Question #6) dealt with the gathering of information. Some of the

topics about which the agencies indicated that information would be beneficial to their department were jail management, tactical units, closed-circuit television, and the barricaded gunman. The gathering of information of this type is a service offered by the Center. All of the departments which indicated that they needed this type of service were either currently seeking it or planning to seek it in the near future. These were all departments which had indicated that they were aware of the Center. However, it was at this stage of the study that the researcher learned that some of the agencies which had indicated that they were aware of the Center and of the services that it offered were actually only aware of some of the services. Therefore, a few of the agencies listed in this study as being aware of the Center could be ignorant of some of the services that the Analyst feels he can offer through the Center.

Question #7: Are the services that are being offered ones that you feel are needed?

With regard to whether the departments felt that the services of the Center were needed, fourteen of the twenty-three departments indicated "yes," one indicated "no," and eight indicated "not sure." These figures include the departments which were not aware of the Center but which felt that the coordination of area police efforts would be a positive achievement. These types of services, those which coordinate the efforts of area departments, were given top priority as the most important service of the Center.

Question #8: Do you feel that there is a role for the Analyst to play in helping your department?

If yes, what is the role?

If no, why don't you think he can help you?

Thirteen of the twenty-three agencies (56%) felt that there was a role for the Analyst to play in helping their department. Information gathering, coordination of area departmental efforts, and technical assistance were the most frequent responses to what this role might be. Two of the agencies indicated that they did not see a role for the Analyst to play in helping their departments. These two departments felt that their agencies were operating quite well at the time and that no help was needed. The remaining eight departments were not sure whether the Center could help them but some of them did express the notion that there might be a need in the future even if assistance was not necessary at the present time.

Additional comments of the departmental representatives showed great support for the Analyst. Some felt that his position had become the "cornerstone of the P.O.O.L. Organization" and that P.O.O.L. would "crumble without the Analyst." Most departments also indicated that they would not hesitate to take any type of law enforcement-related problem to the Analyst which had a positive reflection on the qualifications of the Analyst, as he is perceived by the agencies that he serves.

offered by the Center were targeted correctly to meet the needs of

#### CHAPTER IV

#### CONCLUSIONS AND RECOMMENDATIONS

### Conclusions

The purpose of this study was to evaluate the effectiveness of the Regional Criminal Justice Coordination Center in Northeastern Ohio.

Twenty-three police departments, all members of the Peace Officers of Lakeland Area (P.O.O.L.) Organization were selected to be surveyed.

Two types of P.O.O.L. member agencies were selected. First, all of those departments which were known by the implementing agency as utilizing the services of the Center were selected with the intention of finding out if the services offered by the Center were useful to these agencies.

Second, some agencies were selected which were known to the implementing agency as not having utilized any of the services of the Center to find out their reasons for not utilizing the Center.

An interview guide was developed and representatives from each of the twenty-three police agencies were interviewed. The criteria used to determine whether the Center was operating "effectively" included whether or not (a) the agencies were aware of the Center, (b) the agencies were utilizing the services of the Center, and (c) the services offered by the Center were targeted correctly to meet the needs of the agencies.

The information gathered in the interviews indicated that a majority of the agencies (18 of 23 or 78%) were aware of the Center and that nine of these eighteen agencies (50% of those aware of the Center) were

utilizing its services. The information gathered concerning whether or not the services of the Center were properly designed to meet the needs of the agencies indicated that the services of the Center were designed adequately to meet any of the needs expressed by the departmental representatives. Most of the departments which indicated that they were aware of the Center indicated that they were either utilizing the services of the Center or were planning to seek its services in the future. Therefore, it can be concluded from these findings that the Regional Criminal Justice Coordination Center is operating "effectively" according to the criteria established for this study.

Distance from the Center, county in which a department was located, and the number of full-time sworn officers employed by a department were variables which some of the departmental representatives indicated were possibly affecting a department's probability of being aware of the Center and of utilizing its services. It was found that distance from the Center had no significant effect on awareness or utilization. An equal number of departments were utilizing the services of the Center from each of the three distance ranges: zero to fifteen mile radius, sixteen to twenty mile radius, and twenty-one and over mile radius.

When the agencies were viewed in light of the county in which they were located, it was found that Cuyahoga and Lake Counties dominated in terms of the number of agencies both aware of the Center and utilizing the services of the Center. According to the definition of effectiveness used in this study, which states that "effectiveness" can only be achieved if the departments are aware of the Center, utilizing its services, and if these services are targeted correctly to meet the needs of the agencies, the Center appears to be "effective" only in aiding the departments in

these two counties. This does not mean that the one service which was provided to an agency not located in either of these two counties was not helpful to that agency; it merely means that effectiveness, as it has been defined in this study, was not achieved. This conclusion is further supported by the finding that only one-half of the total number of agencies surveyed in Ashtabula and Geauga Counties combined were aware of the Center (3 of 6), whereas in Cuyahoga and Lake Counties nearly all departments surveyed were aware of the Center (15 of 17). Therefore, it is concluded that the "effectiveness" of the Center occurs to the greatest degree in Cuyahoga and Lake Counties.

The data gathered concerning the number of full-time sworn officers in each of the departments indicated that the larger departments were utilizing the services of the Center more than the smaller ones.

This finding, coupled with the finding that most of the services requested of the Center were technical assistance-type services (information on neutral communications; digital computers, etc.), indicates that the services offered by the Center are geared more for the larger agencies than for the smaller ones. It should be noted that the smaller agencies displayed little interest in these technical assistance services and that they were more interested in services which could help coordinate the efforts of area departments, which was perhaps because of their limited budgets. It must be stressed, however, that these results and conclusions could be heavily biased, due to the selection method used in deciding which agencies were to be studied, and cannot be projected to illustrate how effective such a Center would be in aiding other police agencies.

#### Recommendations

The information gathered in this study, concerning the effectiveness of the Regional Criminal Justice Coordination Center, can be used to base several recommendations.

It is recommended that the Center make an increased effort to improve the P.O.O.L. member agencies' knowledge of the services that the Center is capable of offering. Many departments know of the existence of the Center and of <u>some</u> of the services it can offer, but few are aware of <u>all</u> of the services it can offer.

It is recommended that the Center make a judgement on how much effort should be put forth in aiding smaller departments. Most of the services which have been requested of the Center have been by larger departments and have been technical assistance-related in nature. The smaller departments have little need for technical assistance and there is doubt that the Center is actually offering any services useful to smaller departments.

It is also recommended that the Center take either of two alternatives with regard to the agencies located in Ashtabula and Geauga Counties. The Center should either make an increased effort to involve these agencies, which would probably require additional manpower, or it should focus its efforts entirely on those agencies located in Cuyahoga and Lake Counties. It is felt that the Analyst is "spread too thin" in his efforts to aid departments in all four of these counties. Therefore, his duties must be either narrowed to include only those agencies in Cuyahoga and Lake Counties or he must be supplemented with additional

manpower and other resources to effectively aid departments in all four counties. Either of these two solutions would increase the effectiveness of the Center.

With regard to further studies of this type, it is recommended that the research be planned previous to the inception of the program so that a pre-test of the coordination efforts of the departments to be studied can be made. In a study such as the one completed in this work, the conditions prior to the Center can only be conjective. Therefore, it is quite difficult to get a grasp of the effectiveness of this type of program without some premeasure of prior conditions.

Follow-up studies to this research should investigate the extent to which the services which have been administered by the Analyst are actually implemented by the agencies. There is a great difference between merely receiving the expertise of the Analyst and actually using this expertise to implement new policy or to improve old policy.

Further research studies of this type should also consider such variables as the personalities of the departmental heads and the structure of the individual departments with regard to that department's relationship to the Center. These future studies should determine whether or not or to what extent these types of factors effect a department's awareness and utilization of the Center.

#### APPENDIX A

Criminal Justice Management Analyst Duties

held at Lakeland, police labor relations seminars, and programs

of a similar nature.

#### CRIMINAL JUSTICE MANAGEMENT ANALYST DUTIES\*

TO: Dr. Jack D. Foster

FROM: Daniel F. Ponstingle, Management Analyst, P.O.O.L.

DATE: July 22, 1974

RE: Summary of Potential Professional Services Which May Be Provided to P.O.O.L. Agency and Individual Members Under the Provisions of Grant Award #4233-02-A4-74.

- Receive, reproduce and redistribute, within budgetary limitations, police information of mutual concern which is received from the U.S. Department of Justice, state and local police agencies, and other sources to P.O.O.L. member agencies.
- 2. Provide technical advice and limited writing assistance in the construction of police standard operating procedure manuals and guideline publications for member agencies.
- Assist police agency heads, in studying and redeveloping if necessary, police line operational procedures such as more effective police patrol and traffic law enforcement procedures.
- 4. Continue to coordinate and assist in the development of regional police-oriented projects such as mutual aid and equipment sharing programs, etc.
- 5. Operate as liaison and information source with local, state and federal legislatures on behalf of P.O.O.L.
- 6. Conduct for the benefit of P.O.O.L. and in conjunction with Lakeland's Law Enforcement faculty, specialized programs and seminars such as Law Enforcement Career Day, which was recently held at Lakeland, police labor relations seminars, and programs of a similar nature.

<sup>\*</sup>Complete context of letter from Criminal Justice Management Analyst to Dr. Jack D. Foster, July 22, 1974.

# APPENDIX B

# Grant Application

partigularly in the area of investigations.

Individual agency to use its own limited individual

#### GRANT APPLICATION\*

Implementing Agency Lakeland Community College, Mentor, Ohio Project Title Regional Law Enforcement Planning Bureau

Type of Application Revision

Project Period July 1, 1973 to June 30, 1974 (this application)

Project Number 4233-02-A4-74.

Detailed Narrative Description of Project

1. Project Summary

The purpose of this project is to provide comprehensive planning and management assistance to all area law enforcement agencies in the area. Since all of these communities share common problems in terms of criminal activity, a primary objective will be to foster cooperation and coordination among them. Also by conducting systematic research into many areas of operation and administration, it is expected that efficiency and crime fighting potential within each individual agency and the group as a whole will be improved.

# A. Problem Background

- 1. This project will address itself to the problem of the lack of efficiency in operations within individual area law enforcement agencies and the group as a whole.
- 2. Each community within the target area is an eastern suburb of the Cleveland Metropolitan area. They are connected to Cleveland and to each other by a highly developed freeway system. All are experiencing rapid growth in terms of population and crime rate. Unfortunately, law enforcement manpower increasehas not grown proportionately in most cases. Many criminals commit similar crimes in several of the area communities with slight risk of apprehension because of the present absence of cooperation among the area law enforcement agencies. Many manhours are also wasted in duplication of work, particularly in the area of investigations.

3. These mutual problems exist in every community in Ashtabula, Geauga, Lake and the far eastern suburbs of Cuyahoga counties, particularly those lying along Interstate Routes 90, 271, and State Route 2.

B. Present Resources Which Bear on the Problem
In terms of equipment, facilities and manpower available
to combat this problem, the present practice is for each
individual agency to use its own limited individual
resources to combat the problems in its particular area.
Only when a major crisis develops does an agency call on

<sup>\*</sup>Notes taken from Application For Law Enforcement Action Project Grant, "Regional Law Enforcement Planning Bureau," Administration of Justice Division, Columbus, Ohio, 1974.

another for assistance. The problems are always dealt with after it occurs and not before it happens. Lakeland Community College presently has many resources which could be used to help this situation including reference material, data processing, laboratory, and communications equipment.

#### III. Nature of the Proposed Solution

- A. Most directly affected group will be the 450 to 500 law enforcement officers in the project area, most of whom work in small agencies with limited resources.
- B. By providing these officers with accurate and up to date information and by providing their individual agencies with resources previously unavailable, it is expected that they will be better equipped to deal with the crime problem they face. Information to the individual agencies should also improve their efficiency of operation.
- C. If the objectives of this project are achieved, it is anticipated that the criminal who commits crime (particularly property crime) in multiple jurisdictions, with little fear of apprehension, will be seriously thwarted.

#### IV. Proposed Means of Solution

- Methods: The first proposed method to solve this problem is to make available to the area law enforcement community for their use a person with specific expertise in the planning and management aspects of police operations. Working in conjunction with the administrators of each agency this person would be able to provide them with suggestions for improvements in the operations of their individual departments to more effectively deal with each of their specific situations. He could also analyze their needs in terms of what possible services neighboring jurisdictions could provide them. A secondary function of this individual would be to analyze the needs for and compile and distribute information for exchange among all the participating agencies. This information would be in the form of a periodically published bulletin for distribution to each agency. Contained in this bulletin would be information on crime which may be of common value to many agencies. Other general information, including training aids and legal briefs, could also be included. Finally this person would additionally be responsible for the development of comprehensive planning studies for the entire project area. Included in these studies would be suggested areas of coordination, cooperation, and consolidation among the various agencies.
- B. Alternatives: This approach seems the most logical step in fostering a new spirit of common goals and objectives. No single agency, individually, would be able to provide such a service and achieve the desired results.

- C. All resources other than the actual planner are available at Lakeland Community College. Upon approval of the grant this problem will be solved.
- D. No previous programs of this nature have occured in the project area.
- E. The following is an estimate of time to be spent on each area by the planner:
  - 1. Individual Agency Consultations 60%
  - 2. Publication of Periodical 20%
  - 3. Regional Plan 20%

#### APPENDIX C

### Interview Guide

Tould (or would) these things have been done if the services of

## INTERVIEW GUIDE

	Name of Agency Person Interviewed
Numb	per of full-time sworn officers
Рорг	ulation of community served
	you aware of the type of services that the Criminal Justice Manag t Analyst can offer your department?
If s	so, how did you learn about these services?
Have	e you utilized any of these services?
If	yes, which ones?
16	he way don't you think he can help you?
If r	no, why not?
If	the services have been utilized:
a)	How valuable were they? (ranked answers)
ь)	Could (or would) these things have been done if the services of the Criminal Justice Management Analyst were not available?
c)	Were there any difficulties in obtaining these services?

	APPENDIX-0	
	vices that are being offered ones the riorities will be sought)	at you feel are
Do you feel	that there is a role for the Analysi	t to play in help
your department technical i	ment (in such areas as records and connovations, or service rating procedu	ommunications sys
your department depart	ment (in such areas as records and connovations, or service rating procedu	ommunications sysures)?
your departi technical i If yes, wha	ment (in such areas as records and connovations, or service rating procedu	ommunications sysures)?

Additional comments:

## APPENDIX D

Agencies Surveyed

#### AGENCIES SURVEYED

- 1. Ashtabula County Sheriff's Department
- 2. Ashtabula Police Department
- 3. Bedford Police Department
- 4. Chagrin Falls Police Department
- 5. Chardon Police Department
- 6. Conneaut Police Department
- 7. East Cleveland Police Department
- 8. Eastlake Police Department
- 9. Euclid Police Department
- 10. Gates Mills Police Department
- 11. Geauga County Sheriff's Department
- 12. Lake County Sheriff's Department
- 13. Madison Township Police Department
- 14. Mayfield Heights Police Department
- 15. Mentor Police Department
- Painesville Police Department
- 17. Shaker Heights Police Department
- 18. Solon Police Department
- 19. Warrensville Township Police Department
- 20. Wickliffe Police Department
- 21. Willoughby Police Department
- 22. Willoughby Hills Police Department
- 23. Willowick Police Department

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