

COMMUNITY POLICING ASSESSMENT REPORT

Jefferson County Sheriff's Office

Prepared for:

David Stanko
Sheriff

Prepared by:

DeVore and Associates, LLC

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**This project is a volunteer effort on the part of Lee DeVore, Dr. Bill Fox and Jim Munn,
retired law enforcement officers as a public service to the citizens of Jefferson County,
Washington**

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TABLE OF CONTENTS

Overview 4

Acknowledgements 5

Introduction 6

On-Site Assessment Process 7

Methodology 9

Assessment Team Members 10

Agency Profile 12

Scope of Work 14

Community Policing 15

Organizational Universe 16

Findings and Strategic Recommendations 18

 I. Vision, Mission and Values of the Organization 18

 II. Goals 20

 III. Organizational Structure 22

 A. Organizational Roles 22

 B. Management of Calls for Service 25

 C. Human Resources 28

 1. Recruiting and Hiring 28

 2. Promotion 29

 3. Rewards 29

 4. Training 30

 5. Performance Evaluation 31

 D. Budget 32

 E. Organizational Communication Patterns 32

 F. Management and Planning Services 33

 G. Crime Analysis 34

 H. Shift Assignments 35

 IV. Climate 37

 A. Department-wide Philosophy and Full Implementation of Community Policing 37

 B. Power and Control 38

 C. Resistance to Change 39

 D. Openness to Input from Outside 40

V. Community Environment	42
A. Community	42
B. City/County Elected Officials	46
C. Business Community	47
D. Media.....	48
E. Cooperative Agreements	49
F. Other Law Enforcement Agencies	52
G. COP Strategies	53
Conclusion	56
Resources	57
References	58
Appendix A.....	59
Appendix B	66
Appendix C	68

OVERVIEW

This report is the result of a request by Sheriff David Stanko for DeVore & Associates to conduct an organization assessment of the Jefferson County Sheriff's Office to assist them in evaluating the extent of community policing currently occurring within their organization and to assist with their continued implementation of community policing.

An assessment team was assembled that examined all aspects of the organization related to community policing. This is not a management audit, an accreditation assessment, nor is its purpose to be critical of any member or members of this organization. The purpose is to provide the sheriff and the members of the Jefferson County Sheriff's Office with information that will assist them to transform the organization towards a more responsive, service-based philosophy of policing.

This report examines many aspects of the organization, including values, goals, structure, and the internal and external environment. Each topic area is accompanied by a set of "strategic recommendations." These recommendations are just that--recommendations. Most of the recommendations are purposely not specific as to the "how to's" of community policing, as there is no easy, cookbook recipe to the difficult challenge of implementing comprehensive organization change in community policing. The purpose of the recommendations is to stimulate discussion, self-examination, and critical thinking. For this effort to be effective and successful for the long-term, department members must discuss the issues, potential impacts, and how best to implement them within their own organization. Without such active participation and reflection, this report just becomes another report by "some consultants," that finds its place in the agency's archives only to be later viewed in the context of when it can be legally destroyed.

The reader is urged to carefully view this report not as critical to any person's personality, views, or management style. Rather, the report provides an opportunity to examine the community from an "outsiders" point of view. The sole purpose of this report is to provide recommendations for change that will enhance the success of the implementation of department-wide community policing.

ACKNOWLEDGEMENTS

The assessment team would like to thank Sheriff David Stanko and his wonderful staff for the cordial welcome and cooperative atmosphere we experienced during the assessment process. The sheriff's office actively worked to provide the team with open access to all aspects of the agency. The organization arranged and set up interviews with a wide variety of community residents. Members of the organization went out of their way to accommodate the Team, discuss important issues, show us the community and introduce the Team to community stakeholders.

We want to extend a special thanks to Sheriff David Stanko, Undersheriff Joe Nole, and confidential secretary Susan for their assistance to the assessment team.

The team met with numerous citizens, business owner/mangers, government officials, community leaders, students, teachers and others who provide valuable insight, comments and suggestions

ON-SITE ASSESSMENT PROCESS

The On-site Assessment Process is designed to provide technical assistance to police agencies and sheriff's departments, and their police and sheriff executives and managers, community policing experts, community leaders, citizens, volunteers, and both elected and appointed government officials.

The on-site assessment is designed to identify the current status of community policing within the department, assess the level of understanding and support of community policing shown by local government, and determine prevailing attitudes about community policing expressed by community members. Through the assessment, both barriers to community policing and available strategies for implementation will be identified.

During the organizational assessment phase, a team of experienced community policing professionals gathers information through meetings, surveys, interviews, document review, and observations to identify the current status of community policing practices in the participating community. This information is then synthesized into a written report summarizing the team's findings and providing recommendations to assist with the implementation of community policing.

The purpose of the on-site assessment is to build a comprehensive picture of the community policing efforts of the department in question. The following is a list of stakeholders typically interviewed:

- | | |
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| <ul style="list-style-type: none">• Police chief or sheriff• Command staff• Police officers/deputies• Community policing officers• Juvenile detention officials• City or county administrators• Members of civic organizations | <ul style="list-style-type: none">• School administrators• Youth group leaders• Police volunteer groups• Social service agencies• Elected officials• Civic group, service club members, leaders |
|--|--|

- Community or neighborhood center administrators
- Media

- Randomly selected and pre-identified community members

Review of the following items also occur (if available):

- Organization chart
- Policy/Procedures manual
- Budget documents
- Annual reports
- Personnel evaluation system
- Training documents
- Strategic plan
- Organization surveys
- Newspaper articles
- Community surveys

METHODOLOGY

A *Leadership Cadre On-site Assessment Workbook* was developed for use by assessment team members to assist them in the preparation of a comprehensive assessment of the agency. This workbook describes the process, and includes three types of questionnaires to utilize when conducting interviews--one for law enforcement, one for local government, and one for community members. These questionnaires serve as a guide to ensure that many important topic areas are covered during the interview itself, such as:

- Understanding of community policing
- The vision/mission of the organization
- Roles of the chief executive, command staff, and first-line supervisors
- Organizational structure
- Union/association related issues
- Call for service management
- Management and planning services
- Human resources
- Budget
- Community partnerships
- Resistance or barriers to change
- Organizational communication patterns
- Issues of power and control
- Role of local government
- Internal and external relations
- Social capital

Over eighty interviews were conducted during January 5 through January 9, 2014. Most of the deputies and all of the command staff and several of the volunteers and civilian employees from the Jefferson County Sheriff's Office were interviewed. All three current commissioners and a former commissioner were contacted. The team also interviewed the other County elected officials, judges, prosecutors and someone from almost every office at the court house. The remaining interviews included school officials, residents, community representatives, businessmen and women, and civic organization leaders were contacted for interviews.

ASSESSMENT TEAM MEMBERS

The following individuals comprised the on-site assessment team:

Retired Chief of Police Lee DeVore

Dr. Bill Fox (Retired Law Enforcement executive/Retired Pastor

James Munn Jr. (Retired Chief of Police/College of Southern Idaho Law Enforcement Instructor)

AGENCY PROFILE

Jefferson County Sheriff's Office

The Jefferson County Sheriff's Office is staffed with forty-six employees including civilians. There are 20 commissioned officers in the Patrol and Detective Bureaus which amounts to .69 officers per thousand. According to a 2012 Annual Report, under the Sheriff is an Operations Division with two captains assigned. There was also a Chief Criminal Deputy and three Sergeants under them. Under that are the Detectives, Patrol Division and Jail Superintendent. The Detective area includes detectives, Support Services Unit, and Specialty Unit detectives. The Patrol division includes patrol, Civil Division and Specialty Units patrol. Under the Jail Superintendent is the Corrections Division Sergeants, Corrections officers and Specialty Units Corrections. The Sections defined as "Specialty Units" in each category are comprised of multiple duties in related areas.

Population

The total population of Jefferson County is approximately 29,000, although this number swells considerably during the summer months as people visit the community and the National Forest and National Park, both of which are within the County. Port Townsend is the commercial and economic hub for the county.

Calls for Service

There is an independent communications center (Jeffcom) where calls for service are handled for Jefferson County Sheriff's Office, Port Townsend Police Department and the Fire and Emergency Services.

From our understanding of the system, calls for service are defined as any event in which an officer is dispatched and officer initiated calls. Those we interviewed about this process told us that there is a different case number assigned each time an officer is dispatched, even if it involves the same event and that this is done in order to track the information for billing purposes. This process creates confusion in terms of connecting later witness statements and for detectives assigned to investigating major crimes.

Misdemeanor Crimes

It was mentioned several times during the interviews that there may be a need to consider further the process for the investigation and follow up of misdemeanor crimes as well as low grade felony crimes. Currently, all misdemeanors with leads are pursued by patrol officers. The process for insuring thorough investigations was not clear to the team after the interviews were concluded.

Major Felony Crimes

Major felony crimes are investigated by the Detective Division. There are 3 full time investigators and one part time investigator, who is a very experienced detective who retired from a nearby major police department. One investigator is assigned exclusively to working crimes involving sexual assaults and sexual misconduct.

According to information provided to the team, the supervisor of the detectives assigns the cases and follows up to insure that they are thoroughly investigated. There are no due dates on cases where investigators are required to submit written reports outlining what has been done on the cases and

where they are currently in the investigation. The team was told that only “major” felonies are assigned to the detectives.

SCOPE OF WORK

Sheriff Stanko requested that DeVore & Associates conduct an organization/community assessment related to community policing and organizational structure. The Sheriff had antidotal information that led him to believe that there was activity occurring on a regular basis that could be defined as community policing, including partnerships with some of the schools and efforts by individual officers to develop partnerships involved in problem solving.

The Sheriff was interested in an independent examination of the organization to assess organizational readiness and define strategic recommendations to implement and further the agency to develop community policing as a Department philosophy and to track the community policing activities being undertaken.

The scope of work for the assessment team included the task of conducting a comprehensive assessment of the Jefferson County Sheriff's Office related to community policing, and to provide recommendations that would assist in the implementation of community policing principles and strategies.

COMMUNITY POLICING

Community policing is defined as a philosophy and management approach that promotes police, community, and government partnerships; and proactive problem solving to address the causes of crime, fear of crime, and other community issues.

There are three interrelated, equally important core components to this definition:

- Partnerships
- Problem solving
- Organizational structure/leadership to support community policing principles

Partnerships as a key feature of COP means working with community members and other governmental entities to identify problems and formulate practical solutions to those problems (problem solving). Community policing recognizes that crime is not just a police problem, but rather constitutes a community problem. Long-term, effective solutions require involvement by all parties involved--community members, local government officials and agencies, and the police. This is not "community relations," but it involves an authentic involvement and engagement with the community by the police.

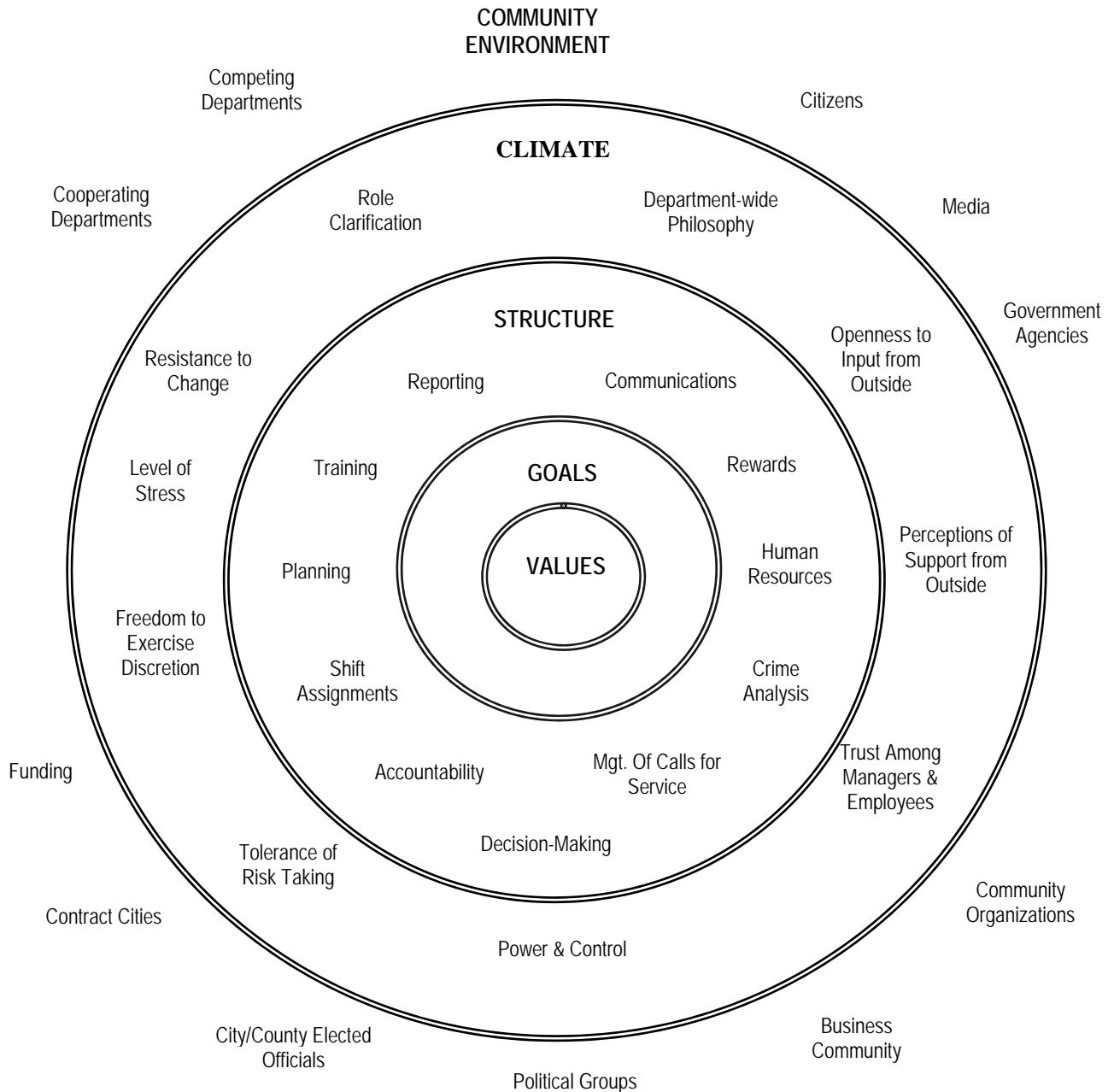
Problem solving is a structured process for identifying and analyzing problems, developing solutions to those problems, and assessing the impact of those solutions. Problem solving is most effective when all stakeholders impacted by the problem work together for resolution (partnerships).

Organizational structure. Community partnerships and proactive problem solving cannot be effective unless the structure, policies, culture, and leadership of the organization support and reinforce such activities. This requires a very close examination of the agency to ensure that the core values, goals, structure, climate, and external environment are congruent with the principles of community policing.

ORGANIZATIONAL UNIVERSE

The Organizational Universe: Organizational Structure and Change (Jones, 1981)

On the diagram depicted below, the Organizational Universe is designed to enable the department to view the entire organization and perceive its web of relationships both within and outside of the department. Although there are no right or wrong answers at the moment, key to success in the implementation of an organization-wide change such as required by community policing is the examination of the congruency between each of the elements. When such congruency exists, the organization is most effective.



I. Organizational Values. At the core of the department is a set of values--an underlying philosophy--which defines the organization's reason for existence. Consensus among managers, especially on the core values, is critical in order for management decisions to "make sense." The values of COP--including problem solving, community partnerships, officer discretion, creativity, continuous improvement, and customer service--must drive the organization. It is through these values that members understand what actions are most important. The culture of the department comes to reflect these values in the structure and management of the department.

II. Organizational Goals. Organizational goals result from the articulation of the department's values. Goals describe what concrete outcomes the department is striving for, and how it will attain its values. Goals explain how organizational values will be implemented within the organization; as a consequence, they must be substantially outcome-based guides to action.

III. Structure. Structure involves much more than the ubiquitous organizational chart. The chart depicts the formal mechanisms and relationships that enable the implementation of these values and goals. Major areas of the structure include *training, communication patterns, decision-making procedures, and reward and promoting systems*. These areas require congruency among the values, goals, and organizational structure.

IV. Climate. The climate of the organization depicts the atmosphere that results from the implementation of the structure. The climate is made up of all those unwritten rules and assumptions which drive organizational behavior. *Trust, role clarification, conflict, power issues, and informal communications* are all elements of the organizational climate. When there is incongruence among the values, goals, or structure, workforce morale plummets--trust in the system becomes strained, relationships become openly competitive, and there is little attention given to innovation.

V. Community Environment. The outside environment describes the influences that affect the organization's ability to accomplish its goals. Effective organizations learn to connect to their environments in appropriate and useful ways. Citizen groups, local interests, and politicians can be involved in enhancing COP and building workable partnerships. The role of the citizen within COP is critical to success. Interactions within jurisdictions, among the police, elected officials, and the media often determine the success of COP efforts. If the interactions are negative, little progress is usually the outcome.

The Organizational Universe provides a template for the comprehensive assessment of an organization, and lends structure to the report of findings and recommendations. It is adopted for those purposes in this report.

FINDINGS AND STRATEGIC RECOMMENDATIONS

I. VISION, MISSION, AND VALUES OF THE ORGANIZATION

An understood and articulated mission is critical to the implementation of change in the structure and foundation of an organization. Upper management must articulate a clear, powerful, consistent vision describing the kind of department expected from the implementation of community policing.

Findings

1. There is a values and mission statement articulated in the 2012 Annual Report of the Jefferson County Sheriff's Office. Employees of the Department were unsure exactly where the mission statement came from but most thought that it was developed by the former sheriff. No one we interviewed were a part of writing the mission statement.
2. Only one employee was able to articulate the mission statement in a manner that indicated a thorough knowledge of what it said. Others said that they knew there was one and that it had something to do with community policing but could not quote any part of it.
3. When asked, both leadership and line level employees identified service to the community as the major value of the department. Several recognized the importance of developing partnerships with the community and expressed some knowledge of the concepts of community policing. Some clearly explained community policing efforts that they were involved with partnering with various elements of the community. Some of this was known to the leadership of the agency and some was not.
4. "I coordinated a raffle for the victims of a mudslide in another County with the employees in the courthouse", "Deputies come by at lunch and interact with the kids" "Some of the kids have now expressed an interest in a law enforcement career because of getting to know the deputies." "There was an incident involving the boyfriend of a parent. The sheriff's deputies immediately locked down the facility. It was handled well. They had good communication and demeanor with the kids." "Deputies even sit in as a part of the student's 'Senior Project Panel'"

Mission Statement

THE MISSION OF THE JEFFERSON CO. SHERIFF'S OFFICE.

The mission of the Jefferson County Sheriff's Office is to work in partnership with the citizens of our communities to preserve the public peace, protect the rights of persons and property, prevent crime and provide assistance to persons in urgent situations. Working with our citizens we will strive to provide a professional law enforcement presence to help increase the safety and security of citizens and improve the quality of life in Jefferson County.

Strategic Recommendations

1. The current mission statement encompasses some of the elements of community policing and is generally good. It might be a little long. While none of the employees expressed a negative view

of the mission statement there was not a lot of ownership expressed by the employees generally. Consider forming a group representing a “cross-section” of the organization to develop a mission statement that represents the vision, mission and values of the department. Consider having the committee taking the current mission statement and modifying it to represent the vision and values of the organization while reducing it to a shorter statement more conducive to recall by the employees.

2. It is important to note that officers ‘*once removed*’ may not understand or appreciate the vision and mission of the department. They may relate their ‘*own world*’ in regards to issues and problems within the department. Consider including the vision, mission and values of the organization in the initial training or field training curriculum.
3. It is difficult to expect individuals not associated directly with the department to know the department’s vision or mission. Consider putting the new mission statement on the back of the officer’s business cards, if they have them, and on the marked police units.
4. Consider framing the new mission statement and posting it in various areas of the building, including the workplaces of office employees.
5. There may be more than one mission statement for the Sheriff’s Office. The assessors were told that there was a different mission statement at the Civil Division in the courthouse that was specific to them. There also may be a mission statement specific to the corrections side of the organization. If having more than one mission statement is seen as appropriate by the Sheriff, the agency might want to consider being sure that all are compatible and that they are consistent in the vision, mission and values articulated.

II. GOALS

It is critical that organizational values are explicitly shared and modeled. Top management personnel are responsible for taking this step. Managers are often good at championing change by others, but poor at changing their own behavior. Culture is established by employees observing what happens to them and then drawing conclusions about their organization's priorities; they then set their own priorities accordingly (Schneider & Gunnarson, 1994). It is for this reason that it is so important that senior managers address the implications of a COP philosophy for their own work.

Strategic planning is not only a document, but it is a process as well. The document, if utilized, assists in ensuring that various goals and timelines are met. It provides a standard against which budgeting, plans, human resources, structure, and other elements are tested. As a process, it translates the organization's vision, mission, and values into a framework of actions and objectives. The process, if inclusive, strengthens the relationship between the community and the agency and develops consensus and long-term support for changes made as a result of the planning effort.

Findings

1. Employees interviewed by the assessment team were unable to tell assessors when the last Strategic Plan was developed and many did not know if there was one. Some thought that there had been one developed "five or six years ago" but were not sure where it was.
2. Having a Strategic Plan can assist the organization in insuring that various goals and timelines are met. It is very helpful in the implementation of the goals and timelines.
3. Consider developing a Strategic Plan that includes as many of the "stakeholders" as possible, including members of the public, elected officials, educators, students and a cross section of the organization.
4. Most officers knew there were goals for the organization, but had difficulty defining them. They "thought" that the goals were:
 - "Staying on top of new things and be more accessible to the public"
 - "Problem solving"
 - "Working with the community"
 - "The importance of confidentiality"
 - "Resolving drug issues"
 - "Resolving geographic issues for patrol"
 - "West end deputy at risk. Unsupported in emergency"
 - "Encourage deputies to know the community better"
5. One deputy said, "*For the past several years, JCSO has developed a culture of complacency.*"
6. Another deputy said, "*If you don't have clear direction you will eventually do nothing.*"

Strategic Recommendations

1. The development of a strategic plan for the organization involving as many of the stakeholder groups as possible is recommended. Consideration should be given to having one strategic plan

for the entire department with some emphasis on specialty areas of the Sheriff's Office such as detention, civil, administration, investigation, etc.

2. Once a strategic plan is in place, all divisions need training on how to use strategic planning to propel their divisions in the directions they want them to go. There is also a good monograph by the Community Policing Consortium called "*A Staircase to Strategic Planning*". These plans should have input from all levels of the staff and should involve the entire organization and at each individual division level.
3. Good strategic plans contain goals built from the department mission, objectives to meet each specific goal, strategies to help meet each objective, and work-plans to help accomplish the strategies. This process helps keep all activities heading in the right direction.
4. Most interviewees understood the importance of building partnerships and the benefits of community policing. They understand the relationship between community involvement and gathering intelligence information to solve crimes. "*Community policing involves working with the public and problem solving.*" *This was expressed by several persons interviewed.* This is good as it will be critical that both officers and community members understand that community policing is partnerships and working with the community to better relations. The community must be a part of the 'problem solving' recipe.

III. ORGANIZATIONAL STRUCTURE

Key to success for a department is the congruency between the mission, goals, and organizational structure. Departmental personnel are frustrated when only part of the system seems to be working effectively. For example, if problem solving is seen as a method of operation, but there is no mechanism for internal communication among units within the department, relationships falter and work is stalled. The reward system, reporting arrangements, and decision-making lines of authority must support the adopted mission and goals of the department. Structure affects how the organizational vision is defined, how goals are set, how decisions are made, how performance is appraised, and how people are trained.

Findings

1. Community members and officers agree that the role of the sheriff is paramount in promoting COP within the community and department.
2. The structure is fairly traditional, but there are currently two captains assigned to one division. Consideration should be given to changing this current deployment to allow for better unity of command and lines of authority that are understood by all in the organization. The current structure may be creating confusion on the part of some employees as to who they answer to and where they fit in the organization. There was also a need expressed by many members of the sheriff's office we interviewed for better and more consistent field supervision.
3. The unique geographic configuration of Jefferson County presents some definite issues for consistent law enforcement and for supervision, especially on the west end. The department has struggled to maintain a consistent level of law enforcement presence there due to the fact that it is several hours away from the main population areas in the east and south parts of the County and that there is no road connecting the west end with the other parts of the County. It can only be accessed by a road in the County to the north of Jefferson.

Strategic Recommendations

1. There are some issues with the current organizational structure which are well known and well documented by the command staff and line level employees alike. Further discussions by command staff are needed to resolve some of the organizational structure issues, considering the need for consistent and effective supervision for all parts of the organization. There may need to be consideration given to organizational changes to correct the perceived need for more consistent supervision, span of control issues and unity of command issues articulated by most of the department's employees.
2. To help resolve the supervision needs for the west end of the County, consider contracting with a local pilot who could transport a supervisor to the area in times of need and on a more routine basis to meet and confer with the officer/s assigned to the area.
3. Consider hiring an experienced and mature law enforcement officer to work the west end to help compensate for the lack of consistent supervision for those officers. Officers assigned to the west end will need to have the ability to partner with the community in their law enforcement efforts given the fact that they are often alone when performing their duties.
4. Consider hiring applicants from the west end who would be more likely to want to live there and be a part of the community.

A. Organizational Roles

Role definition is very important in the implementation of COP. Roles must be defined for all members of the organization. Is the officer/deputy told to make decisions based on his/her assessment of community needs, but then held accountable to the bureaucracy that demands that rules be closely adhered to? Are there some officers that have a different relationship, a more privileged role as a community policing officer? Do some managers fear a loss of power and are sabotaging the efforts? Resentment, confusion, and lack of consistency usually result from mixed organizational roles such as these.

Findings

1. It was evident to the assessors that citizens and deputies support the new sheriff and are committed to his being successful with the organization. This commitment was also found among the rest of County government.
2. *“The sheriff is moving in the right direction so far.” “He seems to be a leader who will provide direction for the Jefferson County Sheriff’s Office.” “He appears to be a team player who wants to work with all of County government and the community.”*
3. Employees generally believe the sheriff’s role in COP is to give the philosophy, and then provide for it to be able to grow.
4. The sheriff is highly respected both in the community and within the department. Community members see the sheriff as approachable, friendly and available. The County Commissioners and the County Manager also support his efforts. *“I was pleased with the new sheriff on appointing an under-sheriff.”*
5. The sheriff is known and well liked in the community. He has been active in the community for over 10 years and has also been the president of a local service club. He understands and appreciates the advantages of community policing, forming partnerships with the community and problem solving.

Command Staff

1. The sheriff has stated a strong desire to implement the principles of community policing and community service within the organization. He has been open with his staff regarding the direction he would like to take the department.
2. It is often the case that command staff have a more difficult time understanding their role within a community policing environment. Interviewees said that the command staff were uncertain of their role. Because the role of the captains in the organization is not completely clear the command staff may appear to give mixed messages.
3. If community policing is to become a reality within the entire department then additional training will be needed to re-examine the supervisory roles and the roles of each division. *“Put forth the example and take on a community project and show the officers how it should be done.”* This may involve training on how to actually produce results with community collaborations. All members of the organization will need to receive training in community policing and understand the concepts of developing partnerships and problem solving.
4. Each division could develop a plan for how they plan to make community policing a reality in their division and be held accountable for the results. (Note: The manager of the division should not develop the plan alone, rather the plan is developed within the division. This builds ownership and commitment to the outcomes.)

5. *“Key to an effective detective division is to select officers that really want to solve problems, not just clear cases and make arrests.”* In many departments, officers apply for the detective division. Applications are reviewed, much like an appointment to all other departmental functions. The appointment is for 3-5 years, with an option for reappointment. This changes detectives from an implied “promotion” to an assignment. Reappointment standards insure that good detectives and problem solvers remain in detectives. Rotation also enables more members of the department to gain investigative skills thereby enhancing the professionalism of the entire department.

Role of the First Line Supervisor

Findings

1. Middle management’s role is also seen as helping the officers succeed in implementing community policing. First line supervisors need to be respectful of community oriented policing, and they are there to add suggestions and support. Those supervisors who are looking for better ways to make it work will adapt the quickest. Sometimes in traditional law enforcement organizations there is too much structure and too much direction to allow the freedom needed for community policing.
2. Supervisors need to be sure that officers were encouraged and not refused when asked for time to do problem solving. They need to look at their job differently and recognize that they need to help officers find the time for community policing activities.
3. Supervisors have described their roll in community policing this way: *“It (COP) is a lot of hard work. You cannot sit in an office and just send out memos.” “You cannot continue traditional forms of management and expect non-traditional forms of policing.”*

Strategic Recommendations

1. Delegate public appearances to some of the officers so that the community can get to know them better. There was evidence that this may already be occurring.
2. The sheriff’s department is small enough that the sheriff and command staff may already know who is really involved in the principles of community policing. The department should continue to reward those supervisors that display leadership and commitment to community service and policing.
3. Some of those we interviewed told us about community policing efforts that were occurring already within the organization. These included activities at some of the schools and other organizations. The department might consider establishing a formal process for tracking these efforts, including the results when possible.
4. Line officers should have individual business cards, with their phone number and internet address. Pictures add a friendly touch and are appreciated if the department decides to move toward geographic assignments.

B. Management of Calls for Service

Statistics indicate that only one in ten crimes result in an arrest due to rapid or immediate response. Patrol officers have discretionary time that may be better utilized and most calls do not need a rapid patrol response.

In a traditional police organization, calls for service manage a patrol officer’s (and dispatcher’s) time. In community policing, methods must be examined where the agency manages calls for service versus the opposite. Agencies must go beyond the traditional 911-initiated system of police-citizen

contact. Advancing community problem solving through differential response systems and making modifications in dispatch policy will address many of the resource obstacles road-blocking the implementation of community policing.

Findings

1. Calls for service do not seem to be overly burdensome for the deputies on the street. None of those deputies we interviewed mentioned a high call load as an issue for them. Our observations in listening to the radio was that there was no indication that calls were backlogged or straining available resources. At least two individuals interviewed indicated that the call load increased dramatically during the summer months due to a large influx of tourists and visitors to the area.
2. Jefferson County participates in a regional communications center called Jeffcom, and they are one of three entities involved, which include the City of Port Townsend Police Department, the fire services and the County of Jefferson Sheriff's Office. There were concerns expressed that case numbers are assigned for every event and this results in multiple case numbers for the same incidents. An example that was given was, *"If I am dispatched to a call that is one case number. If someone else is dispatched as a backup that is another case number. If we are sent to another location on the same incident, then that is another case number. This can be very confusing and if a witness report is later dropped off at the station, it is difficult to determine which case number should be assigned to the supplemental witness report."*

Strategic Recommendations

1. The department might want to consider giving more emphasis to expanding the reserve program to provide extra assistance during the summer months when the population of the County swells. To be successful, a reserve program must be a priority, meet regularly and participants need to be well trained and able to function along with regular deputies.
2. We were told in interviews that the reason for the multiple case numbers on the same incidents was so that Jeffcom could track the dispatching efforts for purpose of properly billing the agencies. The Sheriff's Office might want to work with Jeffcom and the other agencies to explore alternatives to this method of tracking costs which would be less confusing.
3. The assessment team recommends that the department consider implementing a geographically based problem solving structure that will ensure that officers have an assigned responsibility for problem solving within a geographic area. Jeffcom could refer calls to the individual deputy responsible for the area. The field supervisors could follow up to ensure that the problem is addressed. It is possible to assign deputies to specific geographic areas in terms of problem solving and working with the community even if they are not restricted to these same neighborhoods for routine patrol activities.

C. Human Resources

Acceptance of accountability and commitment to COP are a result of personal ownership of the values and goals enabled by the structure of the organization. Meaningful participation in the development and implementation of these values and goals is essential. All members of the department must be committed to the values of crime prevention, innovation, continuous improvement, customer service, collaborative problem solving, and community partnerships. If an individual is held accountable only for following the rules or engaging in a set of established activities rather than the outcomes of their actions, there is little incentive to risk failure. Why risk interaction with the community, attempt new crime prevention tactics, or initiate partnership efforts with other agencies when the organizational rewards are based primarily on the number of citations

issued and number of arrests made? Performance appraisal policies often determine the limits of effective implementation of community policing as do hiring and promotion decisions.

1. Recruiting and Hiring

Critical to long-term change is the recruitment of personnel who are able to fulfill the essential job requirements of the community policing officer. Recruitment efforts must include important community policing employee characteristics as identified by the community and the department. Often this means seeking recruits with superior communication skills, empathy and sensitivity to ethnic, racial, sexual preference, and cultural differences.

Findings

1. The assessment team did not concentrate on the hiring practices of the Jefferson County Sheriff's Office. In discussions with the agency personnel, it would appear that most of the deputies have been on the job for some time and that most of them come from or have strong ties to the community. This is seen as a positive situation in terms of implementing community policing, developing partnerships in the community and problem solving.
2. There are only two female deputies in the Operations side of the agency and both are assigned to specialty assignments. One is assigned to Detectives as a sex crime investigator and the other is assigned as a supervisor in the Civil Division located in the courthouse in Port Townsend.

Strategic Recommendations

1. The Sheriff's Office should find ways to hire more female deputies when openings occur and assigning them to patrol duties in the Patrol Division. At this time there are no female deputies in the Patrol division. The Department might consider specifically advertising for female deputies in their recruitment efforts.

2. Rewards

Real organizational change takes time, and there is a risk of losing momentum if there are no short-term goals to meet and celebrate. As an organization changes, ongoing and visible signs of success are important for members to realize that change is making progress and producing results. These "wins" must be created and not just hoped for. The chief/sheriff, supervisors and managers must look for ways to obtain and recognize clear performance improvements. Performance consistent with the agency's vision/mission must be recognized and reinforced.

Findings

1. Several deputies mentioned that there is no formal process for recognizing the good work being done by employees of the Sheriff's Office. The Sheriff's Office management staff should consider establishing a formal program of rewarding employees for their work which is over and above the expected in their positions.
2. Some law enforcement agencies have established formal recognition programs. A formal recognition program can be accomplished in a number of ways, including Recognition Banquets and press releases. There are many departments who do such programs and would be more than willing to share their ideas.

Strategic Recommendations

1. The Jefferson County Sheriff's Office should consider establishing a formal recognition program recognizing employees for performance that furthers the organizations accomplishment of the vision and mission of the agency.

2. Many law enforcement agencies have established formal programs that even include recognition banquets where employees are honored for their work. Awards are made for a number of different categories and to commissioned deputies and civilian employees alike. The awards include commendations, awards for bravery and heroic acts, good police work, exceptional acts of kindness, and can consist of written commendations and actual medals that employees can wear on their uniforms or civilian attire. Further information and examples on Awards Recognition Programs are available through the assessors in this process upon request.

3. Training

Training plays a critical role in the understanding of community policing. It is a difficult change for a manager to embrace risk-taking, innovation, and creativity without the guarantee of success. COP means allowing line officers to make decisions, take risks, and then stand behind the decisions that they made. Training programs are needed to help managers and officers understand the implications of the changing organizational structure, and the broader community within which they seek to provide responsive and responsible citizen service.

Findings

1. There has not been any formal community policing and problem solving training available to the majority of the deputies and civilian employees of the Jefferson County Sheriff's Office
2. Some of the deputies interviewed indicated that they had asked for and been sent to specialized training and upon their return have offered to pass that training on to their fellow deputies but, without exception, they indicated that the command structure was not supportive of sharing the training. Several deputies were told, "*We don't need that training.*"
3. Training is needed to reflect the demographics within the community. Examples were given to the assessors where elderly citizens may have been arrested for driving under the influence when instead they were suffering from a physical ailment that created similar symptoms. The assessors did not have enough facts to evaluate whether or not these examples were true, but there is a perception that the training would be valuable. This training is readily available through a number of sources and may be available locally through the hospitals or others.
4. Several of those interviewed indicated that some of the training that was required or recommended by the State of Washington was not up to date. They specifically asked if this could be one of the recommendations in the report.
5. Many deputies told assessors that they are only going to the range once a year for firearms training and that they have to buy their own ammunition if they want to train more than that. There was a general concern that the firearms training as structured one time a year was not adequate.

Strategic Recommendations

1. There is a need for more community policing training focusing on courses that can help facilitate collaborations and better strategic planning. There is also a need for supervisory training for sergeants and captains, especially focusing on the role of supporting problem solving.

Topics that would be useful to officers include facilitation skills, convening community meetings, community mobilization, and alternative dispute resolution and communication skills.

2. Develop training on medical conditions that can simulate being under the influence so that deputies will have the ability to recognize these differences.
3. Establish an accurate system to track the training of all agency personnel and insure that all State mandated or suggested training be accomplished and an accurate record is kept.
4. Institute agency specific uniform training standards for all personnel related to duties and rank and that will require all personnel be required to receive such designated training.
5. Select and train personnel who can become trainers and train their fellow employees as indicated above.
6. Consider appointing one of the supervisors as the “Training Supervisor” assigned to coordinate all training activities in the organization to insure fairness, equity and training given specifically to meet the needs of the Department
7. Consider expanding the firearms qualification program to a quarterly qualification of all employees who carry firearms.
8. The decisions on training should be approved by the Administrative Staff at regular staff meetings and the decisions documented in the minutes.
9. If not already, a training file should be a part of the employees personnel file and should be maintained to reflect all training provided to the employee.

4. Performance Evaluation

What an organization "counts" through its performance evaluation system is what employees understand is important and are the activities typically performed.

Findings

1. There was some frustration reported by many of the employees who indicated that the evaluation process was not systematic throughout the organization and not always completed in a timely manner. They also pointed to the lack of consistent standards and were often uncertain what was expected of them.
2. Some employees reported that they were evaluated by a group of supervisors who had not all worked with them in the field. They felt that this process was confusing and did not provide them with information they needed to improve their performance or to evaluate their current performance.
3. Some employees told assessors that the Department was in “a state of flux” as to which policies are in effect and which ones are not. This is creating confusion and uncertainty in the evaluation process.

Strategic Recommendations

1. The Department should consider a standardized, updated evaluation process that includes the evaluation of community based policing efforts by individual employees and teams.
2. Ensure that all members of the department are evaluated on community policing principles.

D. Budget

Many departments plan by the allocation of resources. Employees recognize the goals and priorities of the department through the allocation of resources. It is for this reason, the activities of community policing must also be articulated through budget. For example, funding for problem solving, community meetings, and neighborhood assigned officers all provide legitimacy for community policing.

Findings

1. Line level employees interviewed had little knowledge of the budget or the availability of funds for various functions of the Department. This is not unusual in law enforcement organizations generally.
2. One very real budgetary concern is the dramatic increase in the population during the late spring and summer months when the County population of 29,000, swells and the Jefferson County Sheriff's Office must police a population that has increased dramatically on a seasonal basis. Deputies indicated that they could use more deputies on the road and available to answer calls during the summer months.
3. *One deputy indicated, "We are not providing as good a service as we should be doing during those really busy months."*
4. Providing adequate law enforcement on the west end and giving deputies assigned to the west end adequate supervision is a budgetary matter in many respects.
5. Almost all of the elected County officials expressed a concern over the amount of overtime being used by the Jefferson County Sheriff's Office and wondered if overtime is being carefully monitored and controlled within all areas of the organization.
6. Budget for adequate funds to provide for a Department-wide training program for all employees.
7. One elected official said, *"We have to manage the (sheriff's department) budget better and then we can weigh the expenditures of overtime vs. hiring another deputy."*

Strategic Recommendations

1. Consider expanding the reserve program to provide additional deputies during the summer months to assist with the seasonal increased work load. Often educators in the community can be recruited to assist in the summer months. Some communities pay these seasonal reserve deputies/officers an hourly wage while they are on duty and performing the same patrol functions as the regular deputies.
2. Consider contracting with a local pilot on an "on call" basis to transport supervisors to the west end for purposes of supervision and support, when needed.
3. Community service officers, reserves, and volunteers can all assist in providing service during the summer months of increased activity and all contribute to overall lower costs of the department. Initially, however, training and implementation of such programs will add to the costs of the department. Community service officers, properly trained can assist deputies by taking routine reports in the field. Volunteers could also be properly trained to perform this function.

E. Organizational Communication Patterns

Implementation of COP demands open communication with the community, frequent exchange among units within the agency, and ongoing communication and networking with other public and nonprofit agencies. If the traditional structure, which views information as power, seeks to control information too tightly, empowered partnerships and problem solving cannot exist as a customary organization outcome. This is not suggesting elimination of the chain of command-type communication requirements, but the organization must differentiate between "permission-seeking" and "notifying" types of communication within that chain of command.

Findings

1. Many employees interviewed indicated that communications were an issue for the organization. They said that there was sometimes conflicting information provided to line level employees.
2. In the past, the chain of command has sometimes been bi-passed and decisions regarding training, purchases outside the budget and other matters have been made by the Sheriff or by others in the organization without the knowledge of impacted supervisors or managers.
3. Information is shared by e-mail system and by text, but the assessors could find no evidence that there was any briefing occurring on a formal basis between the different patrol shifts as they begin their duty assignments.
4. Assessors were told that there were staff meetings involving the sheriff and the two captains and perhaps some others but that the Sheriff's Confidential Secretary was not normally in attendance and no written record was kept of the meetings.
5. Many of the employees interviewed expressed concern that in the past they have not been well informed and they were encouraged that this situation was now changing for the better.

Strategic Recommendations

1. Assessors recommended interactions between the units, especially as the department continues to implement community partnerships.
2. It is important that those in the chain of command get all of the information necessary to effectively manage or supervise their area of concern within the organization. Decisions should normally be made at the appropriate level and through the chain of command. If it is to be bi-passed, those impacted need to have all of the information and an understanding of why it was done on those occasions.
3. The Department should consider ways to improve the passing on of information from the various patrol shifts so that deputies starting their shifts are aware of any issues still pending or that may resurface during their tour of duty.
4. The decisions made in command staff meetings should be documented and all decisions regarding individual employees should be documented in their individual personnel files.

F. Crime Analysis

Crime analysis plays a very important role in providing timely data to officers/deputies and community members to assist them in their problem-solving efforts. The identification of current crime or call for service trends also assists supervisors and managers in developing response plans and strategies to deal with community problems on a real-time basis. Crime analysis in community policing must go beyond the traditional statistics of Part I and II, or how many incidents of whatever type occurred in the past. Data must be as accurate and as timely as possible.

Findings

1. There is no specific data retrieval system designed to help the department track crimes and high crime areas. The department has been implementing a new record keeping system that might be useful in this process.
2. Information is currently passed along to officers through the use of department-wide e-mail. It is unclear how this information is managed or if it is just left to each shift supervisor.

Strategic Recommendations

1. As the department has MDT's (computer terminals in cars), officers will be able to run records and statistics on their own. Compatible computer systems are important.
2. If the department embarks on a new information management system it will be important that it is compatible with JeffCom and other law enforcement jurisdictions in the surrounding areas.

G. Shift Assignments

One of the core assumptions of community policing is that patrol officers should be intimately acquainted with their neighborhoods and the people living in them, and that the people living in neighborhoods should know their patrol officer. This intimacy facilitates the flow of communication between the department and the citizens it serves.

Beat integrity allows the officer to become intimately familiar with the citizens in the area and fosters partnerships among the police, businesses, and neighborhoods. This fosters accountability and facilitates mutual problem solving.

Findings

1. Patrol works 10-hour shifts and detectives are assigned days with some varying hours. Shifts are not assigned by work load, area responsibility, or crime trends and traffic statistics, etc.
2. Patrol is county-wide, with no neighborhood assignments. The sergeants have the authority to vary assigned patrol areas. The lack of geographic assignments reduces the opportunity for deputies to determine neighborhood stakeholder or address neighborhood based problem solving. Business owners identified the need for officers assigned specifically to the downtown area.
3. A common theme among patrol deputies was a concern that the shifts are not staffed adequately.

Strategic Recommendations

1. Conduct a comprehensive work load assessment. Consider assigning officers to a geographical area for the purposes of community needs assessment and problem solving. Geographical problem solving assignments may help tie responsibility and accountability to the task of community policing.
2. Consider using a "Community Policing Project" file" system to encourage deputies to use the problem solving process with problems he/she identifies. Geographical assignments would encourage deputies to align neighborhood residents more closely to this problem solving process.
3. Boundaries should be selected by "neighborhood reference", not just because boundary lines appear to split evenly on a map. For example, Port Townsend can be viewed as a neighborhood, or could be subdivided into more than one neighborhood if necessary. Other areas may be organized around grade school, parks, or other common geographic factors. To reduce confusion and assist with coordination, geographic boundaries must be common and well-known throughout the community. Given that the deputies know the county, they should be able to offer

ideas for these “geographic boundaries.” The deputies, along with the county workers, could form problem solving teams to work with neighborhood residents. Areas of responsibilities need to be assigned.

4. In order to ensure coordination, sergeants should manage officer assignments, and oversee problem solving efforts within each geographic area. In some communities the sergeant is assigned responsibility for the neighborhood and all events occurring within the area are reported to the sergeant. The sergeant assigns problem solving teams, and reports back to the neighborhood. In some communities, the sergeants are available by phone to the community residents 24 hours a day. Crime reports, problem solving efforts, and neighborhood crime and problem solving trend publications will all be based upon these neighborhood boundaries.
5. Here are some plans used by other departments: Deputies should be assigned to a geographic area for a long enough period to ensure that the residents know the deputies and the deputies know the community. Assignments are usually for at least one year. Because deputies rotate shifts, two deputies should be assigned to each geographic area, thereby ensuring that a neighborhood is well-represented. In some communities officers choose areas where they live, thereby increasing the residents’ feelings of ownership to the officer. When assigned to a geographic area, the officer should be expected to meet as many residents as possible. Often officers carry business cards printed with the sergeant’s phone number, the officer’s e-mail address, and dispatch number printed on the card. In some areas, a photograph of the officer is printed on the front of the card.
6. Consider alternative deployment plans to better use existing resources and foster a team philosophy which encourages working together to solve problems.

IV. CLIMATE

Climate is the language of the organization expressed through words, gestures, situations, interpersonal relations, and unwritten rules of behavior. Kanter (1983) explains that change requires three ingredients: the right people with the right ideas, the right times which enable the right people to reconstruct reality on the basis of accumulated innovations, and the right places which allow an integrative environment. The organizational climate is an indicator of the development of the "right place."

A. Department-wide Philosophy and Full Implementation of Community Policing

Approaching COP as a program may result in conflict among patrol and COP officers. By adopting community policing as a department-wide philosophy, the tension (or dissension) that arises when two different methods of policing are employed within one organization can be minimized. If the philosophy of COP is fully integrated throughout the department, accomplishing the goals of COP then becomes the mission of the department. In this sense, all officers become COP officers and with this change comes the mandate for support from the chief/sheriff, line staff, and fellow officers/deputies. As officers/deputies are encouraged and empowered to enlist innovative problem-solving methods, partnerships with other agencies invite new players into the task of making the community safer for all citizens.

Findings

1. The basic understanding needed within the organization to support community policing is generally in place according to the line level deputies who were interviewed. Convincing the community that they are stakeholders in the co-production of order may not be as difficult as it is in some areas as there is a true sense of community among the residents in the different geographic areas in the county. Never the less, the community is used to believing that the sheriff's office should solve the problems of the community. In the past there has been more emphasis on deputy problem solving than on community oriented policing. POP's vs. COP's.
2. The new sheriff is committed to moving COP forward. He has done a good job of creating interest in COP, which is important to establishing the groundwork for community policing. At this point, he needs to lead by example, involve the entire force as a team and make the community a problem-solving partner.
3. Line officers confronted with an emphasis on community policing often indicate that they need the same tools as the Administration has. This request is often made when officers are asked what it would take to implement community policing in their community. They are usually referring to having more decision making authority to move forward with community policing and problem solving projects, with support from supervision and management. Similar comments were made by deputies in Jefferson County.
4. Manpower shortage are obstacles in full implementation of COP. There is a general belief among the department members and most of the elected officials interviewed that the sheriff's office does not have enough deputies on the road. *One elected official said, "Sometimes there are only two deputies on the road. This is a safety issue." Another said, "Having an isolated deputy on the west end concerns me."*

Strategic Recommendations

1. In the move to community policing *"It is not enough to identify community members as stakeholders. You've got to convince them that they are stakeholders and get them involved so they have a stake to protect."*
2. The department needs to foster the ability to fail, and foster the ability to take a chance – as long as it is ethical, legal, or moral. It is important that deputies who try problem solving activities are not criticized if they fail or are not completely successful. When that happens, those around them won't take a chance. The department needs to address the issue of risk taking, and to make clear distinctions between mistakes and misconduct.
3. It is important to foster a culture of true teamwork throughout the organization. All sheriff department employees need to be able to see that everyone is a part of the team and can contribute to community policing and problem solving. It is important that one shift or detail is not seen as being not supportive of other shifts or groups who are working with the community to solve problems. All department members are a part of the "team".
4. Consider ways to redeploy deputies to reduce overtime and hire additional deputies for the road.
5. Consider increasing the use of reserve officers, especially during the busy summer season to supplement regular deputies on patrol.

B. Power and Control

It isn't surprising that police agencies adopting COP have such a difficult time working with the community, sharing power with neighborhoods, or collaboratively solving problems with other

departments. The police are accustomed to being in control, having the final say, being the expert, and not having to share power. The culture is not experienced with sharing power. Often power is viewed as a "zero-sum" game. As Kanter (1982) argued: "When managers hoard potential power and don't invest in productive action, it atrophies and eventually blocks achievements. When power and authority are based upon rigid structures of hierarchy, creativity and ingenuity are often overlooked.

Findings

1. There is a basic understanding of community policing and problem solving among department personnel, but deputies, for the most part, do not feel empowered to engage in problem solving activities and don't believe they are properly trained to do so.

Strategic Recommendations

1. The department should ensure that deputies have the necessary authority to carry out their responsibilities for which they are held accountable. Deputies should have a clear understanding of when they need to seek permission and when they have the authority to report back on progress or obstacles.
2. Detectives have a special connection to "problem solving" and are particularly effective when they can call upon help and cooperation from elements of the community. Detectives have historically involved community members in resolving some of the cases they are assigned and can usually see the advantage of community policing techniques.
3. Consider including line level deputies in the decision making process when and where it is applicable. As the sheriff's office adopts a problem solving philosophy much of the decision making will need to take place at the line officer level.

C. Resistance to Change

Most resistance to change is based upon fear of loss. Loss can be seen as loss of power when pushing decision making down the organization is seen as power reallocation. In some departments, community policing is associated with a loss of promotional opportunities. Resistance to change can be overt or covert, from outright defiance to subtle passive sabotage.

Findings

1. Within the sheriff's office and among the line level employees there was almost no resistance to change, or to collaboration with the community. Deputies had ideas about how they would like to address a community issue. Many ideas were creative and involved collaborative partnerships.
2. On the other hand, law enforcement officers as a group are often resistant to change and community policing must be sold to them so that they can readily see the advantages and will not view it as "having tea parties with little old ladies."
3. There was some resistance to change evident among the management team of the organization and was expressed while discussing such items as digital audio recorders or body cams and the investigation and adjudication of personnel complaints.

Strategic Recommendations

1. Key to success will be effective well-placed community education. The community must know and understand the values of the department and the principles behind community policing.
2. Consideration should be given by the sheriff to forming a Police Advisory Council that can be instrumental in linking the community to the department. Further opportunities for volunteer

participation can come from this and it will also serve to provide both education and support for the department and community policing.

3. Continual involvement of command staff in strategic planning is important for long-term implementation of community policing.

D. Openness to Input from Outside

In a democratic society, police represent the government, therefore the people. Police operations must be open to input, review, and criticism. Community policing requires direct involvement and partnership with those "outside" of the department to be effective. By creating methods to solicit input and involvement in planning and service delivery, an agency enhances the trust and support of those who are served.

Findings

1. The department has an advantage over many agencies in that most of the deputies are from the Jefferson County area and consider themselves as part of the community. Many of them grew up in the various geographical areas within the county and attended school there. Most of them live in the county. They regularly interact with citizens and individually have established good relationships with them.
2. The new sheriff has indicated that he wants to establish a policy where every complaint against the department and/or employee is investigated. In many departments only signed, written complaints are investigated. In other departments, only those complaints made "in person are investigated." The sheriff's determination to have an open department should include investigating all complaints, including anonymous calls. Initially, this is very difficult for officers as they may be accused of wrong doing without the ability to know the complainant.
3. There were a few complaints that a minority of deputies used a hard-handed approach with the community. This is very detrimental to the community relations element of COP. It should be stressed that those making these comments were clear that it was a small minority of deputies and not the majority. One person said, "*I know one deputy who is very quick to use force when it probably wasn't needed.*"
4. Examine closely the policy on the investigation and adjudication of personnel complaints to insure consistency and that the policies are being followed department wide in every case. In time, doing completed investigations on every complaint will discourage frivolous complaints from being filed.

5. Strategic Recommendations

1. Continue public appearances and support for local community efforts. Utilize more sheriff's office personnel so they can develop more community contacts and build trust for the line, not just the sheriff or command officers.
2. Deputies need to be encouraged to problem solve so that members of the community become familiar with them. Many of the citizens do not know the name of "their cop." Encourage neighborhood interaction even when there is not a specific problem to be addressed.
3. All ranks of the Jefferson County Sheriff's Office need to develop higher community visibility by getting to know the citizens. In some organizations, officers occasionally address church services and discuss community issues. All deputies should have business cards and those cards should provide directions for using the Jefferson County Sheriff's Office web site.
4. Encourage deputies to get out of their cars and take ownership in areas of responsibility.

5. Sheriff Stanko should follow through with his commitment to investigate all complaints regardless of whether they are anonymous, written, or in any other form. For individuals giving their name, a letter should be sent to each complainant explaining the results of the investigation. This type of process is often stressful for the officers. Officers sometimes fear retribution for giving citations and there is always the concern that someone may be “out to get them.” This has not proven to be the case. When complaints are thoroughly investigated and those who have made a habit of making unfounded complaints realize that, the number of complaints will likely drop. In one organization the assessors are familiar with, complaints dropped from 180 per year to less than 40 per year. Citizens and officers will learn to trust that the department is self-regulating and has self-discipline. Although the process of internal investigations will remain stressful, deputies are most often vindicated of any wrongdoing. There may be a different perception in some parts of the community.

V. COMMUNITY ENVIRONMENT

The "community" in community policing is the stakeholders that must be identified and work together to ensure the success of any community policing effort. According to Trojanowicz & Bucqueroux (1998), they include:

- **Police/Sheriff’s Department** (all members of the organization, including paid, volunteer, sworn, support staff, etc.)
- **Community** (from community leaders to educators, activists, residents, clergy, elderly, youth, etc.)
- **Elected Civic Officials/Local Government** (mayor, city manager, department heads, local/state/federal officials, parks department, fire department, etc.)
- **Business Community** (from major corporations to the mom-and-pop store)
- **Other Agencies** (social services, public health, non-profit, volunteer agencies, charitable groups, etc.)
- **Media** (electronic and print media)

A. Community

The essence of the community policing philosophy is a close partnership with citizens to work together to identify problems and solutions to those problems. Community involvement must be authentic and ongoing to enhance trust and to ensure continued participation.

When asked to identify the major issues within the community, answers include:

- Drug related crimes
- Juvenile crimes
- Property crimes (often drug related)
- The area needs a stronger economic base
- Traffic Related issues
- The community is still small and rural even though there are many big city issues affecting the community.

Findings

1. The community generally has confidence in the Jefferson County Sheriff's Office. The vast majority of the community do not know what the crime rate is and is not aware of the department's community policing initiatives.
2. The citizens interviewed by the assessors had an overall positive view of the organization and were not aware of any of the internal issues that the agency was dealing with. This is seen as a positive situation in that employees of the Jefferson County Sheriff's Office have positive contacts with community members.
3. Deputies interviewed related that there was no internal pressure to write a lot of citations and that they had the opportunity to use their own discretion and not to write citations if they thought an educational approach would be sufficient.
4. There is real concern about child abuse and child sex crimes. Some representatives of the criminal justice system and the court system expressed concern about these cases and the completeness of the investigations and reports presented to them.

Strategic Recommendations

1. Drugs and drug related crimes were one of the major issues within the community. The sheriff's office is actively involved in a drug task force that is managed by a neighboring department. The effectiveness of this involvement should be evaluated.
2. For problems that affect a large number of stakeholders, such as child sexual abuse, domestic violence, drug dealing, etc., community collaborative problem solving teams are needed. These problems provide an opportunity for deputies to partner with the community in developing "outside the box" approaches to improving these areas of concern.
3. Provide deputies and community members working with them with the training needed to facilitate community problem solving groups.
4. Involve citizens who are working on already established groups within the communities in Jefferson County, including some service clubs, church groups, senior organizations, youth groups and others. Consider developing a police cadet program for teens to encourage involvement with the department.
5. Ensure that child abuse and child sexual assault cases are a priority with the department.
6. Consider establishing a Neighborhood Watch program where applicable. Many templates for operating such a program are available for use by the department.
7. The large senior citizen population in Jefferson County is seen as a strength in terms of community policing as these citizens may have more time and more inclination to become involved with law enforcement in their communities.

B. City/County Elected Officials

The three core "partners" in community policing are the police, community, and local government. Public safety is a primary function of government, yet community policing is often viewed as a "police program" by some local governments. Other local governments have realized that "community policing" is more accurately described as "community oriented government."

Findings

1. There is strong support for the sheriff's department by government officials, and strong support for the newly elected sheriff, David Stanko. One elected official said, "*I am pleased with the new*

sheriff so far.” Many similar comments were heard by the assessment team from deputies, department employees, elected officials, and others.

2. Issues identified by commissioners include growth and, associated with that growth, traffic and drug problems, increases in population during the summer months, some of which is caused by the proximity to the National Forest and National Park.
3. One elected official said, “I am comfortable with Dave and can work with him.” Another said, “*They don’t get a lot of complaints. I don’t hear a lot of complaints about them.*”

Strategic Recommendations

1. Take advantage of the favorable environment in Jefferson County government and the willingness to partner with the Jefferson County Sheriff’s Office in solving issues impacting the department and the community. Virtually every employee of the county government interviewed expressed a willingness to work the with sheriff’s office in whatever capacity they could to assist them.
2. The strong support for Sheriff Stanko expressed by other county employees, both elected and appointed, was impressive and is definitely a strength for the department to build on.

C. Business Community

The business community is another important stakeholder--a partner--in community policing efforts. They often face issues or problems that differ from neighborhoods and require a partnership with the police to solve. Agencies should be working closely with their Chamber of Commerce, civic clubs, large and small businesses, and other business organizations in their community.

Findings

1. The new sheriff, David Stanko has been very active in the community for the past ten years and can use the relationships he has developed to further community policing and problem solving in the community.
2. Members of service clubs and community groups who were interviewed suggested that they were very willing to work closely with deputies on problem solving projects.
3. Business owners indicated that they were comfortable with deputies coming into their businesses and other public facilities.

Strategic Recommendations

1. The sheriff, and his deputies of all ranks have the opportunity to speak at many luncheons throughout the community. Topics such as crime control, community needs, geographic assignments, or any of the problem solving projects would be an appropriate topic. Encourage department member involvement in service clubs, such as the Chamber of Commerce, Rotary, non-profit volunteer agencies.
2. Using the geographic problem solving assignments, become involved in any development groups. This should be considered a partnership, not a police effort. The sheriff’s office are one of the many stakeholders involved with the business community. There is support by the business community to engage with the sheriff’s office in problem solving activities.

3. Consider the use of bicycle patrol in the business areas. Bike patrol is also useful around community parks and other outdoor gathering places. Bikes provide an opportunity for officers to “get to know citizens” on a personal basis. Assessors were told that the department had purchased bicycle for such a program, but it is no longer active. Deputies would not have to spend entire shifts on bicycles if the call load would not allow this.
4. The more deputies interact with the community the more community support will be evident.

D. Media

Often law enforcement agencies view the media as the adversary when the reality is that each have very important roles in society and should be considered allies. In community policing, the media provides a very effective method to disseminate important information regarding department activities, meetings, problem solving activities, crime and problem trends, the types of assistance needed from citizens, and even the complexities of modern policing.

Findings

1. Assessors tried to make contact with local media representatives, however, were not able to connect with them by telephone. We were able to interview a local newspaper editor who indicated that communications with the Sheriff’s Office have been sparse in the past, but he felt that he had established a good relationship with the new sheriff, Sheriff Stanko. He indicated that he hopes Sheriff Stanko will continue to be open and forthcoming with news information, which includes a respect for story deadlines. He is also hopeful that the sheriff’s office personnel will be respectful and understanding of story deadlines.
2. The Publisher of the weekly newspaper is considering doing a profile of the Department with pictures, rank, name, etc. with a full spread so that the community will know their Jefferson County Sheriff’s Office personnel.
2. *There has not been a public information officer and I am hoping that lines of communication will be clearer in the future.*

Strategic Recommendations

1. Media representatives wanted more information regarding breaking news situations, instead of the standard “no comment” response. Dialogue with media representatives regarding this suggestion is encouraged. Meet with media representatives on a regular basis to try to develop a weekly or monthly column that focuses on breaking down these mis-perceptions of the community.
2. A business leader suggests developing a weekly newspaper column to communicate about crime with the community. The Jefferson County Sheriff’s Office website address could be printed in large letters on the rear deck of their patrol vehicles.
3. Sheriff Stanko should, and by his very nature will, continue to be very open and forthcoming with news information. He has experience working with the media and should do well with this issue.

E. Cooperative Agreements

Partnerships allow people to come together for joint problem solving, resource exchange, cooperation, coordination, coalition building, networking, or to take advantage of opportunities. Partnerships are built on the assumption that by working together the cooperating jurisdictions will

increase their effectiveness, resource availability, and decision-making capabilities—thereby effectively addressing a common pressing problem or need.

There are several different definitions of partnership. The chosen definition will often determine the level and extent of the partnership achieved.

- *Cooperation.* The goal of cooperation is to meet one’s own interest through the resources of another organization by sharing information. There is little or no commitment to action or to the continuation of the relationship for joint programming.
- *Coordination.* The second type of partnership—labeled coordination—requires two parties or organizations to "act together." Because it requires some type of action, coordination implies a higher degree of formality. To undertake coordinated COP activities among jurisdictions will require the sheriff to commit resources to these projects.
- *Collaboration.* The highest degree of partnership—referred to as collaboration—requires shared resources and joint programming. This relationship implies not only common goals and program outcomes, but also a commitment to shared implementation. Required for true collaboration are joint goals, shared power and decision making, equal access to the acquisition of resources, team outcomes, and team accountability.

Findings

1. Assessors were very impressed with the agreement that the sheriff’s office has with the Hoh Tribe on the west end of the County. The relationship seems to be better than is sometimes found in other areas. The contract calls for one deputy to be assigned to tribal land to handle routine calls for service.
2. There is a definite collaborative partnership that is in existence between the sheriff’s office and the principal and administrators at the Quilcene High School. An assessor who visited the school was told that, “*Our relationship with them is good. They care about the kids and they always respond quickly, but calmly. Many of them live here and care about the community. They grew up here.*”

Strategic Recommendations

1. Encourage and support those collaborative efforts that are already occurring in the communities served by Jefferson County Sheriff’s Office, such as the ongoing efforts at Quilcene School. Administrators at the school commented on the fact that students have even mentioned that they are considering law enforcement as a career because of the interaction between deputies and students on campus. The assessor who visited the school was told that various deputies will sometimes stop by during the school lunch hour and just “hang out” with the kids
2. Deputies assigned to the civil detail at the courthouse have also been involved in collaborative efforts with other county employees.
3. Search out and document examples of community policing and problem solving that are already taking place involving members of the Jefferson County Sheriff’s Office, including membership in service organizations, service on boards or commissions.

F. Other Law Enforcement Agencies

Cooperation and collaboration amongst law enforcement agencies is crucial regardless of the policing styles involved. In community policing it is especially important as partnerships with other

agencies can produce significant resource sharing, information sharing, and the reduction in the duplication of services.

Findings

1. Sheriff's Department deputy's work well with officers from the Port Townsend Police Department and the administration from each also work with each other. The assessment team did not uncover any major issues to continued cooperation between the two departments.
2. The sheriff has a good relationship with the sheriff's in neighboring counties and has developed a good group of "peers" who he can rely on for advice and counsel.

Strategic Recommendations

1. The Jefferson County Sheriff's Office should work to develop common goals and projects that will help the two organizations focus their energies upon something that they can cooperate on, such as the domestic violence issue or the child neglect and sexual abuse issue. Addressing community's issues collaboratively is good policing for both departments.
2. The sheriff's office is encouraged to partner with other law enforcement agencies as well as community members. This may include cross training, joint training, and joint problem solving teams. Review the need for an inter-agency agreement regarding protective custody cases.
3. Formation of a Major Case Squad involving neighboring departments may be an avenue to encourage collaboration and communication between departments.

G. COP Strategies

Conducting community-wide need assessments, organizing volunteer association problem solving activities, and administering periodic citizen surveys are essential activities for the implementation of COP. These activities build continuity in COP efforts and provide an opportunity to develop goals and work plans based on genuine community needs.

Findings

1. Several citizens mentioned the excellent resource that is available to the department from senior citizens. In addition, because of the changes impacting Jefferson County, citizens are more "fearful" than in the past.
2. There's a hesitancy to "get started" and perhaps that's because officers don't know what to do. Some agencies have found that just assigning each officer the task of identifying a small community problem and then letting them report their success in getting the problem solved, can encourage other community policing efforts.

Strategic Recommendations

1. There is a large senior citizen population in Jefferson County. This could provide a real opportunity for the sheriff's office to work with existing senior groups and to recruit them as volunteers working with the department.

Seniors also need additional educational information on fraud and senior abuse. AARP organization provides valuable information to be shared with seniors in the community. Although seniors are less likely to be the victims of violent crime, many are more fearful than the rest of the population.

CONCLUSION

The Jefferson County Sheriff's Office is a viable law enforcement organization and well respected by the majority of the population of Jefferson County. The newly elected sheriff, David Stanko is respected by both community and department members alike. The department provides excellent service, professional response to calls for service, and caring policing. Their dedication to the community is obvious and appreciated. There have been some internal organizational issues resulting in some confusion regarding the chain of command, however, Sheriff Stanko has resolved these matters.

Members of the department interviewed in the assessment process were able to give the assessors valuable insight into what the organization is doing right and those areas where they can improve. All of this information has been incorporated into this document.

To ensure community oriented governance, a good strategic planning effort involving all levels of the department will be essential for full adoption of the philosophy. More training will be needed for all employees. Training within the department will focus on building community based partnerships.

In order to ensure continued excellent community relations and collaborative problem solving patrol deputies will need assigned geographic districts for the purpose of partnering with the community and problem solving efforts.

Jefferson County is the perfect size to implement community oriented policing. The county, while large geographically, is still small enough in terms of population to care and allow citizen involvement with the implementation of community policing. Community leaders are aware and willing. The interest of the county manager and the three county commissioners to assist and support in this effort was evident during the assessment process.

RESOURCES

1. **WRICOPS**. Information and knowledge gained while participating in the WRICOPS Model of Law Enforcement and from studying the assessments done by this organization were invaluable in completing this assessment. The exact WRICOPS model was not followed as the focus in this particular assessment had as one of its' objectives to assist the new Sheriff, David Stanko in identifying issues in the organization not necessarily associated with community policing but where attention might be needed to make the Jefferson County Sheriff's Office the best law enforcement organization that it could be.