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REPORT ON POLICE FIELD PROCEDURES

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REPORT ON POLICE FIELD PROCEDURES

For

The President's Commission On Law
Enforcement and the Administration
Of Justice

By

The Police Procedures Advisory Group

Points of view or opinions stated in this document are those of the author and do not necessarily represent the official position of the U.S. Department of Justice or the National Criminal Justice Reference Service.

INTRODUCTION

This report describes police field procedures and their relevant supporting activities. The report contains thirteen sections, each one dealing with one activity important to effective field operations. Each section describes standard practices which modern police departments should now be employing. Each section suggests new procedures which have been field tested and which can be adopted by police departments if the procedures appear to meet local conditions. Each section proposes pilot projects or other tests of novel procedures which, while promising, have not yet been sufficiently tried out and evaluated to enable one to assess their general merit. In addition, the sections may explore general problems and discuss broad issues relevant to the successful application of field procedures and the effectiveness of law enforcement itself.

The procedures recommended and the proposals recommended for testing are derived from several sources. Standard procedures here recommended reflect the "state of the art" as it is practiced in leading police departments and as it is discussed in recent police textbooks and manuals. New procedures recommended for adoption are derived from the description of model and experimental programs which have come to the attention of this Advisory Group (a) during the course of their work experience, (b) from their discussions and conferences with other

law enforcement officials, with university researchers, and with applied scientists prior to and during the course of preparing this report, and (c) out of the documents submitted by hundreds of law enforcement and police training organizations responding to a letter of request mailed to all police agencies by Attorney General Katzenbach. Much of this report reflects the wisdom and initiative of law enforcement officials who undertook to fulfill the Attorney General's request by describing the field procedures which they had found, or believed they would find, most useful in combatting crime. A list of those agencies is appended to this report.

Since part of our work was the analysis of these documents and the synthesis of procedures and recommendations contained therein, it is necessary to comment on the limitations which obtain in those portions of each section of this report which are occupied with the review of documents. First of all, many law enforcement agencies did not reply to the Attorney General's request. Consequently we must assume that possibly new procedures may not have been brought to our attention. We cannot be sure that those hundreds of agencies which did reply were representative of the nation as a whole or that their operations include all procedures employed by the nonresponding agencies. Secondly, the range of emphasis in the replies received was quite broad; no systematic format was followed. Replying agencies may

have interpreted the request differently. This means that the documents received contain no systematic review of all relevant procedures within each department. A third limitation arises from the fact that no verification procedure was possible; the Advisory Board has relied on the descriptions offered by the responding agencies without making field visits. It is likely that actual operations differ in some measure from the descriptions of operations; we have no way of estimating the kinds or magnitude of discrepancies. A fourth problem may arise from our own interpretation of the documents; descriptions were not always clear; language usage varies among people and agencies; the intent of the writer may have been misunderstood. A fifth fact, possibly a limitation, although we do not view it as such, is that much of the emphasis in the documents was not on operations which can be defined as field procedures in the applied and immediate sense of the word. Rather, there was considerable emphasis on more general problems of police management, on the police role in the community, and on other economic, social and administrative factors which not only affect but control field operation effectiveness. It is because of these appropriate and general concerns of police administrators that there is overlap among the sections of this report, and between this report and the work of other consultants to the Commission. Insofar as there is overlap among report sections, there may also be less than full agreement on details or priorities from one

section to the next, for although members of the Advisory Board are in full agreement on principles and general approaches, it has been their work rule, over many years as a group, to enjoy disagreement as well. Out of disagreement there grows, so the Advisory Group believes, an identification of issues and the constructive development of broadly applicable solutions.

It is clear that much remains to be done to develop field procedures to their fullest. We recognize that the Commission may very well wish to extend the scope of this effort to assure maximum support of field services. In anticipation of a continuing federal effort, the Advisory Group remains ready to assist law enforcement in the attainment of this goal.

SECTION I

PATROL FIELD PROCEDURES

I. PATROL

What are the field procedures in Patrol that management people in law enforcement feel are most important in carrying out what O. W. Wilson calls the "core of the police purpose?"¹ What has been suggested as important activities to reduce crime in the streets and to attack the domestic problem that President Johnson has described as one of the most vital of our times?

Police management people including sheriffs, state police directors and municipal chiefs have no major difference of opinion. They all stress the importance of the uniformed officer in the field and describe him as being the "backbone of the police organization." He prevents crime; he preserves the peace; he apprehends violators; and he performs all police functions. He is no longer the "foot soldier in the army against crime". He is the highly flexible and adaptable generalist who must be ready to improvise, make decisions, and on-the-spot take action that thereafter will be examined as critically as if it were the sole important judgment he had rendered in a lifetime.

The administrator's challenge lies in how he uses the talents of that one, or a thousand, officers.

Repeatedly, in the answers provided by hundreds of working law enforcement managers throughout the country, there emerged several fundamental ideas on how to set in motion the field procedures.

1. O. W. Wilson, Police Administration, McGraw-Hill, New York: 1963.

to achieve the basic purposes of patrol. These basic purposes are:

- (1) the prevention of crime.
- (2) the protection of life and property.
- (3) the preservation of peace.
- (4) the apprehension of criminals and the recovery of property.
- (5) the collection of facts for the prosecution of criminals.
- (6) the regulation of human behavior within the limits of law.

II. DEFINITION

Patrol is broad in its meaning. Its definition begins with a point of agreement. "The patrol force is the backbone of the police department . . . The work of the patrol force includes all police functions . . . The more effective the Patrol Division, the less need there is for the other more specialized operating divisions."² Patrol procedures must be effective in meeting more than one objective. They must endeavor to achieve several results in carrying out any one police activity.

Patrol, therefore, is a field procedure designed to achieve a specific result (crime prevention, for example) provide rapid service through effective geographic distribution of manpower, and is managed to secure multiple effects wherever possible.

2. Institute for Training in Municipal Administration, Municipal Police Administration, International City Managers' Association, Chicago, 5th Ed., 1961

Patrol includes movement on foot or by other means of transportation including bicycle, motor scooter, two- and three-wheel motorcycles, distinctively marked and stock color automobiles and, experimentally for the present, helicopter.

With any means of movement, the objectives are to see and be seen for the purpose of accomplishing a police purpose. Patrol also includes activity by plainclothesmen in standard type, unmarked vehicles. In some circumstances it includes duty as an observer from the top of a building or inside a disguised vehicle, where reports are transmitted to other patrol officers for direct action and follow up.

In limiting the subject of Patrol to one aspect, that of field procedures, and to permit a summary of the activities that heads of law enforcement organizations feel are effective in reducing the volume of crime, one must accept a few basic guidelines. From the responses of some professionals in the field, these are:

- A. The police leader knows his job; he is familiar with the standard literature of the field; he applies the principles of good administration in his daily work. He recognizes the supreme importance of effective patrol activity.
- B. The law enforcement leader is a decision maker; he understands the process of logical thinking and routinely:
 1. recognizes problems.
 2. accumulates adequate facts relevant to the problems at issue.

3. Classifies and arranges facts into related groups to throw light on a tentative answer to his problem.
4. Formulates a trial solution and tries it out to test the idea and reduce errors in advance.
5. Adopts the solution (and implements the operation) staying with it so long as the situation remains the same and the solution works successfully; and
6. starts all over again when the resulting problems develop.³

C. Considering field procedures in Patrol, he agrees that:

1. Foot patrol is the most expensive form of field patrol activity.
2. Safety is a necessary consideration in planning any field program.
3. Equipment should be used wherever possible to relieve men from time-consuming activities and particularly where a piece of equipment works more efficiently at less cost than manpower.
4. Transportation is only a means to move an officer from one place to another more rapidly, with protection with tools, to accomplish the same results as an officer on foot.
5. Specialization, because it takes away from manpower on the street, is to be resisted except when the expected results will justify it.
6. People are the primary consideration of the law enforcement officer and providing attention to physical objects and things is simply a means to an end; that is, because the field procedure will tend to influence people towards law observance.
7. Crime prevention is the objective of this survey and of the President's Commission on Law Enforcement and the Administration of Justice.

3. Ordway Tead, The Art of Leadership, McGraw-Hill, New York: 1935.

With these assumptions in mind, limited as they are to but a few of the many equally acceptable guidelines, an examination of the basic and sophisticated suggestions that were made for effective field procedures in Patrol will follow.

III. STANDARD PRACTICES

A. Literature.

Most standard practices are described in Municipal Police Administration, Police Administration, Police Patrol and Readings in Patrol (see bibliography at end of this section).

B. Visible Patrol.

The most fundamental response to a field problem is to assign a uniformed officer at the location and at the time that a problem is expected to develop. His obvious purpose is to reduce the desire or willingness of people to violate the law; to take direct action in event of a violation; and to serve as a deterrent agent.

Visible patrol is accomplished on straight line beats, roving beats without a routine pattern, zig zag beats on a planned pattern, fixed posts, and in vehicles of every type.

One man may be assigned to a roving patrol, or, as in the Project 25 of the New York City Police Department, men may be on fixed posts at fifty foot intervals in a highly congested district.

C. Plainclothes Patrol.

The purpose of plainclothes patrol is to conduct unobtrusive observation for the purpose of securing evidence to justify arrest; to create uncertainty in the minds of criminals; to gather intelligence through surveillance; and to provide support to the uniformed officer.

As a field procedure, plainclothes patrol is a planned activity directed towards the attainment of some specific objective. The effective and productive use of plainclothes patrol requires continuous planning and the setting of short term objectives.

D. Motorized Patrol

1. Marked vehicles are tools to permit the movement of an officer over a wider area while maintaining communications and availability for assignment to specific incidents. In effect they serve the same purpose as a police uniform. Moving, the vehicle serves as notice that a policeman is nearby. Parked, as in front of a business establishment, the vehicle alone serves as a deterrent to some criminals.
2. Unmarked vehicles serve the same purpose as plainclothes. They permit officers to move about inconspicuously for the purpose of making observation; they create a state of mind in the criminal that any vehicle may be a police vehicle. They are used by officers in uniform, complete or without wearing uniform caps while so engaged, and by plainclothesmen.

As a field procedure in patrol, some police administrators believe there should be a routine mix of unmarked and marked vehicles with some recommendations running as high as 50 per cent of each.

3. Other vehicles: Marked and unmarked.

a. Two wheel traditional motorcycles.

b. Two wheel motor scooters.

c. Three wheel motorcycles.

d. Three wheel motor scooters.

e. Bicycles.

f. Ambulances.

(1) traditional custom built.

(2) station wagons.

(3) panel delivery trucks.

(4) pick-up trucks.

(5) swamp buggies (in Florida hurricane area)

g. Horses.

Each of the listed vehicles are in use as a tool of patrol on a regular operating basis in one or more American cities. From the foot patrolman to the patrolling ambulance, all are radio equipped for maximum availability of use.

E. Canine Patrol

Dogs are widely used as a tool for patrol by officers engaged on foot and in every type of vehicle capable of carrying both the man and the animal. In most cases, they are a supplemental unit available for assignment wherever

needed. They appear to function most effectively where there is adequate financial support and incentive to officers involved in the program.

F. Availability to the Public.

Officers should be available to the public, both in response to the call to headquarters and while on patrol. To increase availability, some departments have placed conspicuously identified vans, buses or trailers in field locations to serve the same purpose as a precinct station. Other departments have temporarily rented buildings or space in high-hazard areas.

G. Door checking and building security checks.

These are basic field procedures, among the oldest activities in American police history.

H. Field Interrogation and Reporting.

1. The recording in a notebook, on a report form, EDP card, on a patrol duty log, or in a tour of duty diary of the names and activity of suspicious persons is widely practiced.
2. The system is most effective when there is a coordinated use of the information obtained by the officers on patrol, such as referral to the Detective Unit.
3. It is a deliberate tactic and held by some officials to be nearly as effective as arrests in suppressing criminal activity.
4. See the section on Records for additional information.

I. Suspicious Vehicles and Reporting.

See "H" above for applicable remarks.

J. Change of Appearance (uniforms and vehicles) to Attract Attention to Patrol Units.

1. Two principal views were expressed relating to the appearance of vehicles and uniforms.

a. They should remain the same to develop ready recognition by the public that they are in fact policemen and police vehicles;

b. They should be changed when it is desirable to attract attention and thereby be more dramatically recognizable by the public.

2. The uniform change is a major economic factor both to departments providing uniforms and those wherein officers purchase their own. Changes must be planned and carried out with positive leadership if good morale is to be sustained.

3. Vehicle color patterns are inexpensively obtained in view of continuous replacement programs. Even within the framework of a black and white limitation, noticeable appearance changes can be effected.

K. Contacting The Public.

1. Most officials responding cited the loss of personal contact between the police and the public as being one of the key factors in the increase of crime in the streets.

2. Supporting widespread public contact between officers and citizens require constant communication, training and supervisory attention on the part of police management

officials. It requires firm policy making and support on the part of administrators.

3. The neighborhood canvass in the conduct of investigations of all types is the most recommended field procedure to routinely achieve wide public contact.
4. Paper contact as a field procedure is carried out by:
 - a. Leaving a printed notice when doors, windows, etc. are found open during building security checks.
 - b. Similar notice with a graphic message such as "An Unlocked Auto is an Invitation to Thieves", left in unlocked automobiles.
 - c. Informational handout material given to motorists when traffic citations are issued; left with the citation when parking violations cited.
 - d. Leaflets distributed throughout neighborhoods to draw attention to a specific policing problem and to develop citizen cooperation in reporting suspicious activity or violations in progress.
 - e. Business cards given by officers to citizens in the course of all aspects of patrol activity, where identification requested or further contact is expected.

5. Publicity media contact.

Since adequate public information is a primary means of attracting attention to and developing support for police activity in the field, it is standard practice to publicize as widely as possible the

initiation of all special programs to be carried out by field officers.

As a field procedure, administrators can support publicity media relations by having written orders setting forth a policy of cooperation on the part of patrol officers.

L. Organization for Effective Patrol.

1. Overlapping shifts, to have peak manpower at peak work periods.
2. Overlapping beats, or back-up units, to provide more manpower in the same area or double the amount of visible patrol.
3. Distribute the available manpower on the basis of the workload is so fundamental that it was suggested from all parts of the country. In essence, this requires the measurement of the total volume of called for services and hazards requiring attention, and then apportioning the available manpower so that officers cover geographic areas involving equivalent work loads. The method to achieve this ranges from a hand-tally and count of incidents to the use of highly sophisticated electronic data processing equipment.
4. Tactical patrol forces, also known as Selective Enforcement Units, Fourth Platoons, Mobile Striking Forces, and others are in wide use. Programming the work to achieve maximum productivity both in apprehensions and prevention is the key to effective operations. The forces are commonly

used to tackle specialized problems beyond the scope of single beat officers. Units vary in size from one man to a planned unit of 600 in New York City. Equipment varies from standard equipment for one man patrol to organized trains of vehicular equipment to sustain a large group in the field for several days, such as in Los Angeles County.

5. Patrol sweeps are a method wherein several officers are assembled at one location to make a sweep through all streets within a designated area for the purpose of preventive patrol and apprehension of violators.
6. Saturation patrol involves the assignment of extra manpower at locations where there is a high probability of violation or a greater necessity for visible patrol attention. It is often carried out in conjunction with plainclothes officers serving as back-up units.
7. Covering plans are specific or general. They are set in motion and provide for officers to cover at fixed locations or along certain routes for the purpose of apprehending escaping criminals. In many cases maps and diagrams are maintained at dispatch centers to be rapidly referred to at the time of need. More often, the dispatcher improvises the covering plan on the basis of the specifics of the crime and his own knowledge of local geography.

'competent management, designation of goals, assignment of work based upon a study of facts, and adequate supervision in the field.

M. Special Patrol Program.

1. Auto theft prevention programs.

By stimulating specific attention to the auto theft problem and directing patrol activity towards geographic areas, types of vehicles being stolen in series, and widely publicizing the need for locking automobiles, some degree of reduction in auto thefts can be achieved.

The National Auto Theft Bureau and the Federal Bureau of Investigation have demonstrated methods to operate such programs and are noted for their cooperation.

2. Burglary Prevention Programs.

The field procedures to cause a reduction in the volume of burglaries are well known. Through a study of the modus operandi in burglaries that occur, patrol attention in the form of more frequent inspections and fixed post surveillance is initiated. The problem most commented upon was that with limited manpower and increased workloads, departments cannot afford to devote as much time and attention to this greatly increased problem as they would like without substantially increasing the opportunity for crime in other parts of a community.

3. Robbery Prevention Programs.

Extra patrol units are assigned to provide frequent personal calls at business houses most likely to be robbed. The most frequent method is to assign uniformed officers to work in pairs with a shotgun visible in the patrol car. Liquor stores, grocery stores, and lone pedestrians in areas where strong-arm robberies occur are often provided special attention. The frequency of patrol often reduces the volume of offenses and increases the number of arrests following actual crimes. (See Richard L. Holcomb, Armed Robbery, Bureau of Public Affairs, State University of Iowa, Iowa City: 1949).

4. Street Crimes Prevention Programs.

To combat increased assaults, purse snatching, "muggings", or the like, saturation patrol is provided. Bicycle mounted plainclothes officers with radio transceivers augment the effort of foot patrolmen and occasionally work as a satellite to a patrol car unit. "Decoys" or "bait victims" are commonly used to provide a target for criminals to be drawn into the open for apprehension.

The procedures briefly described in the preceding paragraphs are so widely practiced that they may be considered as some of the most standard field procedures in use. The size of the operation, whether involving one man or several hundred, is dependent upon the size of the police organization and gravity of the problems to

be attacked. The general conclusion reached was that small cities throughout the country can obtain advice and planning assistance by contacting the nearest large city police department. Because of the greater numerical frequency of crimes in the larger cities, they are most likely to have men experienced in all phases of innovation of patrol procedure to attack specific problems. New York City, Boston, Rochester, Los Angeles, San Francisco, Oakland, California; Miami, Dallas, and San Diego submitted particularly worthwhile comments concerning special patrol programs.

IV. DOCUMENT REVIEW

In reviewing the letters and reports submitted by the chiefs of agencies throughout the country, the yield of new field procedures in patrol was modest in number. Several ideas were presented, however, that indicate the methods by which departments endeavor to attack problems that are commonly believed to be susceptible to solution by Patrol. For the sake of simplicity, these are presented in two categories, as follows:

A. Standard Approach to Crime Reduction by Patrol.

1. Assign it to the man on the beat.

This represents a highly practical and ready-at-hand solution but appears to be a vicious circle method.

When it is assumed that today's beat officer already has a full work load carrying out a combination of assigned activities and engaging in preventive patrol when time is available, and additional work assigned to him results in less preventive patrol activity.

In turn, this leads to more crimes occurring because he is not present to prevent them.

This in turn will take him out of service for a period of time to permit his handling the additional incident. This will further reduce his preventive patrol activity. Ad infinitum.

This situation is a direct challenge to a city governing board. If it chooses to have policemen perform messenger service, chauffeur duty, or to assign a foot patrolman at a specific location in response to a local pressure group, it is reducing the amount of crime prevention ability within its police agency.

It is generally recommended that a patrolman should have from 40 to 60 per cent of his time free for preventive patrol. A one-time study by a member of the consultant group indicated that daytime beat patrolmen in one city were routinely tied up an average of 70 per cent of each day while engaged in investigative, assigned, and called-for services. The "assign it to the man on the beat" approach is one worthy of sober and critical consideration.

2. Assign It to a Specialist.

The remarks made in the preceding paragraph apply almost equally to the concept that new problems requiring a special field procedure should be assigned to a specialist.

There is one place in a police agency that serves as a manpower source and that is usually the Patrol Unit.

Whenever a specialist position is created, it is almost

a certainty that one man will be removed from the Patrol force.

The basis for specialization, as applied in this context, is ordinarily that one man performing a task full time will be more productive than several men each performing the task a part of the time.

Attention is directed to this point because some specialization is inevitable, but unless the principle is born in mind, an administrator can dissipate a substantial portion of his patrol strength in specialist assignments.

3. Study the problem in local terms and develop a local solution for it using the resources at hand.

It is the responsibility of governmental employees, including law enforcement personnel, to provide a maximum amount of quality service within the limits of budgeted funds.

It has long been the practice to call upon scientists and technicians to assist in the identification of physical evidence.

Although the social scientists have voluntarily provided only limited advisory assistance in field problems to date, it is recommended that greater effort on the part of law enforcement take place to capitalize upon new developments in that field. Anthropologists, behavioral scientists, sociologists and experts in the field of business, advertising, and education would

appear to be uniquely qualified to assist in the development of some specific field procedures.

The resources of police agencies appears to be limited only by the practical imagination of police administrators.

B. Other Approaches to Field Procedural Problems in Patrol.

1. Gadgetry.

Patrol is limited in what it can achieve by the manpower available for assignment. Considerable attention has been directed to mechanical alarms, cameras, and other gadgets that will help to accomplish the same results as a man assigned to provide fixed post surveillance.

Since physical equipment is often much less expensive than the salary of an officer assigned to provide fixed post surveillance, continuing interest, and support is recommended for efforts in developing alarm devices.

Two of the kinds of devices that provide a procedure helpful to police in the field are:

a. Alarms that help to apprehend the criminal in action.

- (1) All of the standard type industrial devices such as infra-red beams, proximity and sonic disturbance, and mechanically activated radio or telephone line services.

b. Alarms that take a photograph of the criminal and sound an audible alarm to frighten him away.

Since another section will be devoted to this topic, it is mentioned briefly here to direct attention to the desirability of using gadgets as one means to free manpower for other patrol duties.

2. Citizens Assistance.

a. Auxiliary or Reserve Police. A Police Reserve Unit that is carefully selected and well trained can be of definite value in carrying out effective field programs. They have demonstrated the ability to carry out specific projects, such as an auto-theft prevention program. With citizen band radio equipment, they can serve as a substantial additional force in patrolling crime prone areas and reporting suspicious events for investigation by regular officers. When posted at several locations in a high-hazard area, they serve as intelligent observers to report in the same manner. Throughout the country, they have proven to be highly effective in the policing of parades, athletic events, civic functions, and in emergency search/rescue units. In at least one Sheriff's Department, the reserve members provide patrol service throughout the summer season at beaches every weekend when throngs go there for family recreation.

b. Citizens Band Radio Operators.

Citizen band radio operators' clubs have provided supplemental patrol assistance in many communities. With an existing organization, a maximum of training

is necessary to form an auxiliary police unit.

The members have patrolled crime prone areas in their own vehicles and with the obvious radio antennas present, they appear to be policemen, particularly to criminals who are alert to the unusual.

Other cities have arrangements whereby one or more citizen band operators are notified to be alert for escaping criminals, stolen automobiles, and the like.

More than one department has monitored citizen band frequencies when they learned that burglar gangs were using them for communication during the commission of a crime.

Another city obtained the cooperation of Civil Defense communicators who owned citizen band equipment. They were assigned to key locations during a series of street crimes of violence.

Each was instructed to notify their dispatcher who was stationed at police headquarters in the event any suspect was observed.

c. Taxicab Operators.

Since many taxicab companies now have their own radio communication systems, many departments have worked out cooperative arrangements for the broadcast of information on wanted escaping criminals.

Some cities provide stolen auto information to them. Since the taxicab drivers represent additional potential observers in the field, the idea appears to have proven beneficial wherever used.

d. Utility Companies and Other Radio Equipped Vehicle Owners.

The comments in the preceding paragraph apply.

e. Point the Direction Then Have Others Get Organized to do Something About It.

This general statement will be amplified in the section reviewing Crime Prevention, Public Relations, Community Relations, and other Special Tactics. Its implications are worthy of consideration in its possible relationship to field problems involving Patrol.

3. Use Community Agency Resources.

Many departments have worked out arrangements with volunteer community agencies, such as the Boy Scouts, Y.M.C.A., recreation groups, and the like, to secure their cooperation in carrying out special projects in the field. Chambers of commerce, business associations, and hundreds of special interest groups appear to have a potential for assisting in the alleviation of public safety problems. Letter carriers of the United States Post Office in one city, as an example, agreed to report all hazardous breaks in

sidewalks. As a field procedure, it contributed to an alleviation of an unsafe condition in that community.

Any organization operating a fleet of motor vehicles in a community particularly where the vehicles are equipped with two-way radios, have a potential for increasing public safety.

In relation to mass demonstrations, some administrators extend a standing invitation to many leading citizens to be present and observe police operations. It is obvious that such an invitation implies complete confidence in the professional capability of the police officers involved in the servicing of such an event.

V. MERITORIOUS PROCEDURES.

A. Fluid Patrol.

The Tucson, Arizona, Police Department provides an excellent example of the use of electronic data processing and computer service in attempting to place men in the locations where the greatest probability exists for criminal events to occur.

See the Federal Bureau of Investigation Law Enforcement Bulletin, November 1965: Law and Order magazine, October 1964: and Law and Order magazine, September 1965. The New York City Police and the Phoenix, Arizona, Police Department also have noteworthy programs in pilot program stages at this time.

B. Tactical Patrol Force.

Tactical patrol forces, under a variety of names, exist throughout the country at this time. Twenty-six cities

provided descriptions of their operations.

It is recommended that a special study of this topic be conducted in order that the lessons of experience may be passed on as a guide to interested officials throughout the country. Practically every metropolitan center, both in city police and county sheriffs' departments has a unit of this type.

C. The Crime Prone Area Attack

As a community relations technique, some agencies have conducted a poll of public opinion in a door-to-door canvass throughout a city.

As a field procedure designed to expose public safety and crime problems, and aid in their alleviation, a similar program appears worthy of further investigation.

As explained in a letter from one chief of police, the crime prone area attack involves a contact by a uniformed officer and every residential living unit within a certain geographic area. The purpose of the call is to develop cooperation in providing maximum safety in the neighborhood.

The resident is asked to identify crime problems and suspected operating criminals. An inventory is prepared of every complaint or report that a citizen wishes to make. Those problems within the purview of other city agencies are referred to them for consideration and action. Policing problems are assigned to officers for attention or action.

In the program cited, nine square blocks in one city were canvassed. As a result, the following agencies were called upon for assistance:

Public Health Department--to eradicate unhealthy accumulations of garbage and waste.

Fire Department--to arrange for the elimination of fire hazards and to burn off vacant lots that were locations for public misbehavior of juveniles.

School Department--to improve perimeter lighting on the school building to prevent burglary, malicious mischief, and to reduce misbehavior on school grounds during the night hours.

Recreation Department--to assign an effective recreation leader who initiated more athletic programs to attract idle youth from the streets.

Boy Scout and Young Men's Christian Association leaders--to initiate wider participation in their activities.

Juvenile Probation Officers--to double the amount of contact with probationers reported to be involved in unlawful conduct.

Welfare Authorities--to provide assistance to one family in dire need of food and medical assistance.

Public Works Department--to provide more street sweeping and litter cans.

Alcoholic Beverage Control Department--a state agency, to take action against a store owner who sold liquor to minors.

The Vice Unit--to investigate reports of illegal sales of alcoholic beverages to minors.

A Neighborhood Council was formed with the cooperation of the principal of the school and the Parent Teachers Association.

The Public Utilities Company--to add three more street lights in the area.

The Patrol Division--with all officers on every shift being assigned to drive through the area en route to their beats at the beginning of the shift; and en route to the station at the end of the shift.

Beat officers were assigned to investigate and dispose of abandoned automobiles and accumulations of debris on vacant lots. They also provided additional attention to locations where unruly gatherings of juveniles had frequently erupted into violence.

Detectives were assigned to request the cooperation of merchants in rearranging display shelves to reduce the frequency of thefts; liquor displays were placed behind sales counters so that they could not be stolen too easily.

Traffic Bureau officers conducted safety demonstrations, and a uniformed officer addressed the student body in an assembly to deliver a constructive talk on good citizenship.

Juvenile Bureau officers provided extra attention consistent with other demands upon their time.

Although the reduction in crime within the area was reportedly very modest in the six months that followed the program, there did appear to be an improved relationship between officers and residents within the area.

D. Unusual Transportation Vehicles.

1. The New York City Police Department reported that the provision of two-wheel motor scooters has been an excellent program. Former foot patrolmen, equipped with miniaturized radio transceivers, are able to cover more area, remain available to the public, and move more rapidly in time of need. By being radio equipped, more men are available for mobilization in an emergency than ever before. They plan to add a substantial number of additional motor scooters to their fleet.

The same mode of transportation is being adopted in many cities in the east coast area. It is particularly adaptable for patrol in parks.

Three-wheel motor scooters are also widely in use and have an advantage in that cover can be provided during inclement weather.

2. Helicopters have been used in New York City, Los Angeles, and other cities, and by state highway police, primarily as tools for traffic control. The Los Angeles Sheriff's Department is experimenting with helicopters as regular tools for patrol. They are excellent for the surveillance of moving automobiles during daylight hours.

E. Personal Radios.

Equipping officers with personal radios is perhaps one of the most rapidly expanding procedures in municipal police departments today. Nearly all cities reporting indicated that budgetary problems have prevented the purchase of as much equipment as they feel necessary.

Many cities reported that this procedure gives them as much as 50 per cent increased capability to respond to emergencies. One chief of police reported that a study indicated he had 20 per cent more officers available on the average than when he was operating his fleet of one-man patrol cars.

One city reported that the existence of a network of personal radio equipped officers was of vital importance

during the blackout and power failure in the northeastern area last year.

The price of miniaturized equipment has caused some officials to investigate equipment manufactured in foreign countries. It is hoped that the domestic manufacturers of miniaturized radio equipment will be able to bring the price of their units into a range where more communities will be able to afford this equipment for all men assigned to field duty.

F. Decoy Operations.

The field procedure involving the assignment of a policeman or policewoman in plainclothes is practiced widely to lure a criminal into the open.

Another variation of the technique is to park automobiles in crime prone areas with articles of value inside.

One city reported that it had a radio alarm that automatically silenced itself after several seconds broadcast. In an area where several automobiles of the same make had been stolen, the alarm was mounted in a similar vehicle. When it was stolen, the alarm announced that fact. Another cut-off device attached to the ignition system was actuated in about 45 seconds. The result of the combination was the apprehension of a gang of auto thieves specializing in one specific make of automobile.

G. Summons and Citations.

Many cities, particularly in the state of California, have expanded the use of citations to court in lieu of arrest.

The objective is to reduce the number of trips from the field to the station where persons have been apprehended for misdemeanor violations. State law permits cities and counties to enact legislation authorizing the use of signed agreements to appear in lieu of arrest and bail. It is probable that this procedure can be expanded upon when objective criteria can be established to guide the arresting officer in uniformly deciding who shall be released.

H. Report Writing Procedures.

The practice of officers writing reports in longhand or typing them in the station is giving way to the dictated report in all sections of the country. It is assumed that this will be reported upon more fully in the Records or Equipment section of this report.

As a field procedure to promote a greater availability of officers in the field, the practice demands mention in Patrol.

I. Warning Systems and Nets.

Several cities reported the existence of telephone warning networks wherein an officer would initiate a warning message with one telephone call. This would be carried out with each person receiving a call passing it on to four others. Within a few minutes, a considerable number of people are thus notified.

The method is of particular worth when known bad check writers appear in a community; when "professional" shop-

lifters are operating; or when known wanted persons are reported in a community.

Some cities maintain lists of business establishments in the communications center. They are able to thereby spread a warning to all restaurants, drug stores, gasoline stations, or any other selected group of businessmen in a minimum of time.

As a field procedure, it would appear that this system may be worthy of further investigation and refinement. Taxicab companies have cooperated in broadcasting notices when a taxicab driver has been the victim of armed robbery.

Apprehensions of the responsible person have resulted.

J. Adequate Supervision, Direction, and Internal Communication.

Several administrators reported that effective leadership and communication appear to be key factors in the maintenance of effective field procedure. They point out that structured greetings, as an example, can be most helpful in developing favorable public relations. One cannot rely on intuition or in-born understanding. With a good training staff, sensitive to the need for continuing attention to good public relations, it is simple to develop worthy field procedures. To see that these procedures are followed, however, requires continuous good supervision. News letters, information, and training bulletins, bulletin boards, and even departmental newspapers are used to direct and communicate ideas to all members of an organization simultaneously. This still does not eliminate the need for continuous supervision.

K. Adequate Transportation.

Most departments indicate that the primary patrol unit is a one-man patrol car. It was pointed out that an adequate

number of vehicles must be constantly available to support a one-man car operation.

Since transportation is an essential element in rapidly mobilizing one-man car units for support in time of need, it appears almost unnecessary to direct the attention of city administrators to the need for an adequate number of vehicles at all times. On the point of personal safety for the officer, the argument should be most persuasive.

L. Program References.

1. FLUID PATROL, Tucson, Arizona, Police Department.
2. PATROL DISTRIBUTION, Chicago Police Department.
3. SCOOTER PATROL, New York City Police Department.
4. SECURITY (BURGLARY PREVENTION) DETAIL OPERATION, Oakland, California, Police Department.
5. SHERIFF'S RESERVE SEARCH AND RESCUE UNITS, San Bernardino County Sheriff's Department.
6. SUSPECTED AND KNOWN OPERATING CRIMINALS, Tampa, Florida, Police Department.
7. TACTICAL FORCE, Los Angeles County Sheriff's Department.

VI. SUMMARY AND RECOMMENDATIONS.

- A. 1. Standard practices are:
- a. Described in published literature;
 - b. Visible patrol;
 - c. Plainclothes patrol;
 - d. Motorized patrol;
 - e. Canine patrol;
 - f. Maintaining availability to the public;
 - g. Door checking and security checks;
 - h. Field interrogation and reporting;

- i. Suspicious vehicle reporting;
 - j. Changing appearance of uniforms and patrol vehicles;
 - k. Contacting the public;
 - l. Organizing for effective patrol;
 - m. Special programs to prevent auto theft, burglary, robbery and street crimes of violence.
2. Standard practices still achieve results.
3. Meritorious procedures and comments are;
 - a. Fluid patrol;
 - b. Tactical patrol force;
 - c. Crime prone area attack;
 - d. Unusual transportation vehicles;
 - e. Personal radios;
 - f. Decoy operation;
 - g. Summons and citations;
 - h. Report writing procedures;
 - i. Warning systems and nets;
 - j. Adequate supervision, direction, and internal communications;
 - k. Adequate transportation.
4. Reporting and records processing capability is the key to the identification and solution of police problems.
5. There is no substitute for management: That is,
 - a. The Chief must be a leader.
 - b. He must organize and reorganize.

- c. Local facts must be studied to effect a local solution; but since it is only a part of a bigger picture, there must be greater coordination of factual data and advisory direction to permit a better attack on some problems on a regional, statewide, and national basis.
- d. Research, development, and decision making is a continuous process at every level of law enforcement administration.
- e. Results of planned activity must be studied to know what will and will not work successfully in the solution of specific problems.

B. Recommendations.

Problems that were described or were inferentially recognized from a study of the letters submitted are herewith listed either as a need or a specific recommendation.

- 1. There is a need for manuals to outline, explain, and illustrate the programs that work successfully in achieving crime reductions.
 - a. This should be a continuing process. As new programs are developed throughout the country, they should rapidly be made the subject of a new manual that can be widely distributed to law enforcement agencies.

2. There is a need for an orderly and rapid dissemination of current agencies.
 - a. A federal program is urged in the interest of completeness, thoroughness, rapidity of action, and tendency to build uniformity of acceptable practice.
 - b. Federal guidance is necessary in providing effective leadership in problems involving localities throughout the county.
 - (1) Narcotics problem.
 - (2) Traffic problem.
 - (3) Inter-state movement of criminals violating local laws.
 - (4) Training.
 - (5) Scientific developments with results applicable to local problems.
3. Guidelines for effective police operations should be developed, published, distributed, and an inspection service be made available at federal expense to assist local agency heads in meeting standards of effective performance.
4. Federal financial assistance is necessary or highly desirable:
 - a. For programs that are beyond the ability of local agencies to finance such as:
 - (1) Electronic data processing and computer facilities.

- b. For the economies that can be effected through mass purchasing such as:
 - (1) Communications equipment,
 - (2) Vehicles of all types,
 - (3) Weapons.
- c. As subventions or grants to carry out programs developed by political, social, and behavioral scientists, where police participation is a realistic necessity.
 - (1) The objectives would be those falling within the realm of police responsibility.
- 5. An examination of responsibilities accepted by the police should be made to determine if there is a waste of police effort on tasks that more properly should be assigned to other agencies of government.
- 6. Federal legislation may be necessary.
 - a. Congressional Investigating Committee on Organized Crime with local law enforcement representation and Department of Justice guidance.
 - b. National Criminal Information file (warrant, stolen vehicle, and property)--(computerized and financed).
 - c. Federal Uniform Motor Vehicle Identification Numbering Act.
 - d. National Advisory Committee of Forensic Science or regional committees, with police membership.
 - e. National Basic Law Enforcement Academies.
 - f. National firearms law improvement remail order sales.

- g. Study of the effects of current probation and parole practices.
- h. In the areas already assigned to other units of the President's Commission on Law Enforcement and the Administration of Criminal Justice.
- i. Expansion of the Federal Bureau of Investigation's Police Academy program with substantial federal financial assistance in the form of scholarships to permit more localities to train more supervisors and administrators in a wider scope of police activities.
- j. To provide support for the research activities already begun by the International Association of Chiefs of Police and regional centers supported by state police organizations.

VII. CONCLUSION.

The police organizations of the United States have demonstrated a high degree of versatility in using the tools of their trade to attack local crime problems. Limited in most cases by the political problem of taxation and budget, they have demonstrated considerable ability to improvise. There is a limit to local taxing ability, and this directly affects the ability of the police to meet the challenge of problems. Too frequently, this results in inadequate equipment, training, and the ability to attract and hold qualified personnel.

The greatest immediate need appears to lie in the field of providing law enforcement agencies with current information regarding effective new programs.

The President's Commission on Law Enforcement and the Administration of Justice can provide invaluable assistance by using its influence to secure federal financial assistance in providing communications equipment, vehicular equipment, and in training more local officers. It can support local law enforcement by publicly supporting improved salaries, working conditions, and benefits for policemen, deputy sheriffs and officers of state agencies. It can assist crime prevention immeasurably by promoting law observance and incorporating training in good citizenship in the many programs it finances such as through the Economic Opportunity Act, Neighborhood Youth Corps, etc.

There is a willingness on the part of law enforcement administrators to experiment, learn, and apply the knowledge of other fields in attempts to solve local problems including that of crime prevention. With an obvious trend in national, state, and local government toward the application of social engineering techniques with federal financing, the survey indicates a desire to obtain the same assistance in achieving the objectives of less crime in the streets, homes, and business plants of this nation.

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SECTION II

VICE CONTROL AND CRIME INVESTIGATION FIELD PROCEDURES

VICE CONTROL FIELD PROCEDURES

I. VICE

The term "Vice", in the context of law enforcement activity, concerns the enforcement of laws applicable to prostitution, gambling, illicit alcoholic beverage control problems, and narcotics. In various communities, it may also connote the enforcement of laws prohibiting illicit sexual activity, pornography, and prohibited forms of public entertainment. In some cities there are operational vice suppression units, concerned with immediate and daily activities to reduce the number of offenses, and headquarters units concerned with the collection, evaluation, and dissemination of intelligence information relating to organized criminals.

From the point of view of field procedures, it is the operational units - the uniformed and plainclothes personnel - and their activities in the field with which this study is concerned.

The basic field procedures for the suppression and investigation of vice offenses are essentially the same as for all types of public offenses and are covered in both the sections on Patrol and Crime Investigation:

VICE, COMMUNITY VALUES, AND SOCIAL STRUCTURE.

The ability of a police department to investigate vice successfully depends not only on the number of officers available, their personal competence, and their knowledge of appropriate investigation

methods, but also on a variety of community factors well known to, but not always discussed openly by, police officials.

There are wide variations in enforcement levels not only from one state to the next, but sometimes from one jurisdiction to the next.

One metropolitan study by behavioral scientists suggested that every metropolitan area will have its vice zone regardless of stated policies to the contrary; sometimes these vice zones will be in unincorporated areas, sometimes in special neighborhoods, or sometimes miles away in an adjoining state.

The fact of vice seems to be that, like organized crime with which it is intimately tied, it exists because of public demand and public support and its suppression is linked to the reality of actual community values. Usually these values are hidden but nevertheless determine policy, such as the power of a political structure or the like. So it is that one finds variations in vice enforcement within communities, this "differential enforcement" reflecting not only the low pressure complaints from the public but formally as a result of high pressure political decisions. Political actions of course reflect power and influence, (often great enough to remove an honest chief of police from his job), and so it is that in some communities differential enforcement is linked to the presence or absence of political power. The powerful enjoy vice: the weak enjoy apprehension.

In other communities there is the "two culture" problem, where, for example, minority groups are left to their own vices and devices as long as "they don't bother anybody." In such cases, one finds those groups who have little political power but are nevertheless allowed to

engage in vice; sometimes for themselves alone, sometimes for a larger population.

In addition, there are sometimes "enclaves of freedom" about which nothing is done. Universities may represent such centers where students are allowed to have their fling, as with drugs, without vice investigation efforts centering on them. An implicit assumption seems to be that they will neither spread their conduct to others nor continue in it themselves so that, as basically good citizens, they are better left alone. There may also be an assumption that what the community wishes is not conformity with the law, but discretion as the guiding rule whenever that law is disobeyed. - When the student transfers to a university in another community with strict enforcement of vice laws, he is in trouble if he doesn't recognize the difference in community values.

While recognizing the operation of these factors of power, sub-culture, enclaves, and the rest as producing uneven vice enforcement, one must also note that the police themselves have differential access to various social strata. The lower class vice offenders may be approached or infiltrated with undercover officers and informants. Upper class or collegiate groups are not so easily infiltrated; undercover officers cannot "pass" among them; informants may be almost impossible to develop. The reason has to do not only with the "closed corporation" characteristics of these groups, but also because some policemen are not confident when dealing with well-educated groups because they themselves may lack the polish of a well-educated background. - This points to a recruiting and training need, for the

police should be drawn from all classes and so trained as to be comfortable with the best educated as well as the least educated citizenry.

Considering the differential distribution and enforcement of vice, one comes face to face with the conflicts and uncertainties which our society experiences in attempting to legislate vice control. How should the problem of consenting adults engaging in private acts that constitute illegal drug use, homosexuality, other sex acts, drunkenness, gambling, and other presumably personally enjoyable crimes be handled? The conflicting laws from one state to the next demonstrate the lack of any standard answer to the question.

Every officer is familiar with the diverse pressures upon him for both enforcing and overlooking vice violations. Both police officials and behavioral scientists have studied these matters, (See Blum, Richard and Associates, UTOPIATES: A STUDY OF THE USE AND USERS OF LSD 25, Atherton Press, 1964), and are aware of the difficulties that conflicting values and policies pose for the individual officer in the field. These conflicting values find social expression in simultaneous and opposite movements to increase drug use penalties and to legalize marihuana: to "crack down" on homosexuality or to follow the British and Continental tradition to legalize it. The police officer cannot possibly resolve these conflicts; the vice investigator is often driven to ignore them; and chiefs of police add another frustration to their lists of problems that appear incapable of solution. It can fairly be suspected that the entire area of vice enforcement suffers as a consequence of cultural disagreements and social inequities.

We propose no practical solutions. We do propose a frank admission of the difficulties, and so far as the Crime Commission is

concerned, we suggest it constitute a subsidiary Commission or other august body which would, on a continuing and national level, evaluate the social and legal status of morals, attitudes, and practices which affect both the definition of vice and the constraints imposed upon the police in the enforcement of existing statutes.

Having set forth this brief exposition on the social forces that confuse some dedicated law enforcement officers, let us return to the consideration of the practical side of the question: What are some of the field procedures that may work in any given community in the enforcement of presently existing vice laws where there is a determination to reduce this kind of crime.

II. STANDARD PROCEDURES

It is relevant to direct attention to the most used textbook in police management training as a source of information on standard procedures and programs in vice suppression work. This will be found in Chapter Nine, "Vice Control", in Municipal Police Administration, referred to several times previously.

That source contains an excellent discussion on the basis for the existence of commercialized vice in this country; the characteristics of vice offenders; the relationship between vice and crime; the fallacies relating to vice; the operation of a Vice Division; vice control responsibilities of all members of a force; enforcement methods including some field procedures; undercover operators and informants; methods for recording vice activities; obscenity and pornography; and treats the entire subject on the basis of the enforcement of presently existing laws and not as a discourse on public morality.

Within the framework of this study, that is, new procedures that have been successful in reducing the volume of crime, a review of the responses reveals a truth that is well known to police administrators:

When the effectiveness of local officers is improved in its relationship to vice enforcement, the statistical results practically always show an increase in the amount of crime in a community. The obvious cause is that the general public does not report vice crimes unless they sustain a personal loss or injury. The willing involvement of the victim in vice activities places practically the entire burden for rooting out this type of offense on the shoulders of the men in the law enforcement organization.

III. DOCUMENT REVIEW

A modest number of suggestions were made concerning successful and new field procedure techniques for combatting vice. They were:

A. Train all officers to recognize narcotics and the symptoms of narcotics use. In the department concerned, about 200 arrests were made in 1965 for illegal drug violations of all types.

A training program was undertaken in which one sergeant instructed three or four patrolmen at a time. He informed them of the specific language to use in the initial contact with a suspected narcotics violator; the visual recognition of all pertinent drugs; the actual methods to employ in looking into ashtrays, on the floor mats, and behind the dashboard when searching an automobile; and the specific technicalities in admonishing the suspect at the correct moment, the arrest, guarding, and questioning of the violator. This was followed by observed action in the field. Through this training, uniformed patrolmen are making arrests nearly daily. The

number of arrests for narcotics and illegal drug violations during the first four months of 1966 was equal to that of the entire year 1965.

- B. Special squads for vice law enforcement. This is an old and accepted practice in nearly every large city. Many departments of medium size are now being confronted with vice problems as they never have before. It is understandably an effective new procedure when it has not been followed before.
- C. Informants. The use of paid and volunteer informants is probably the most effective tool in a continuing program of vice law enforcement that is available to police officials.
- D. Photographic evidence. It is a widely followed procedure to use photography as a tactical device to collect evidence of vice transactions. Many departments have vehicles, such as panel delivery trucks, that are equipped with disguised or one-way windows through which photographs can be taken. When the vehicle becomes recognized as a tool of law enforcement its usefulness is only partially impaired; "partially," because it may still be left parked and unattended in a suspect neighborhood to serve as an imaginary watchman that prevents violations. - Moving pictures and photographs are effective evidence in prosecutions.
- E. Mass arrests serve as a deterrent. Observing carefully the requirements of the law, it was reported that the procedure of making arrests of ten to fifty defendants at the same time created such public notice as to be a most effective temporary deterrent.

The usual case involved narcotics violations where an extensive investigation over a period of days, weeks, or months resulted in the gathering of evidence connecting all of the defendants into a common series of cases. With full prior disclosure of the problem and plans to the prosecutor and judge issuing the warrants, the mass arrest and prosecution that followed was sufficient to substantially decrease the willingness of people to illegally buy, sell, or use narcotics in the area concerned.

- F. Use of minaturized radio transmitters. Within the restrictions of the law, it is possible to use miniature radio transmitters to develop evidence that is admissible in court in proving narcotics, prostitution, and other vice regulations.
- G. Nalline test program for addicts on probation. The Oakland, California, Police Department in cooperation with the courts and probation officials, operate a medically administered program of nalline testing. The use of the test identifies the probationer who has narcotics in his system at the time the test is given. A positive reaction is proof that the person has violated the terms of his probation. The program has received national attention and descriptions have been widely published.
- H. State-wide transfer of vice investigators. The intrastate assignment of city and county vice investigators to provide the assistance of "new faces" is effective. In some states a formal written agreement between heads of the specific

agencies involved is necessary to provide workman's compensation insurance coverage to the officers working outside their own jurisdiction.

- I. The structured contact. It is suggested that if every officer in a department were to routinely close his contact with a person with a structured question, such as, "By the way, who do you know that is using, selling, or buying narcotics?" that the results would be productive. - A similar question could be asked about any vice activity. - The person making the suggestion said that he, personally, had never asked such a question feeling that it would be foolish to do so. When he began doing so, he received some affirmative replies leading to arrests and prosecutions.
- If twenty men in a department contact 100 persons daily and ask the question 700 times per week, it would appear that word of the interest of the department would spread and there would be a deterrent effect. - It is suggested that the same idea could be extended to other problems of a department in order that considerable numbers of people in a community will be aware of a department's interest.
- "The question of the month" would also provide a change of pace to officers.

- J. Pill identification kits. Police officers should be able to recognize the pills that enter into police problems. Some ethical drug manufacturers distribute color charts showing the size, shape, and distinctive markings on barbiturates. A State Board of Pharmacy has been cited as distributing

display boards of controlled drugs. The standard book in the medical profession, the "Physicians' Desk Reference," issued annually, is often passed on to police departments by public spirited medical doctors when new volumes are issued and they no longer have use for their old one. Each volume contains color illustrations and descriptive data concerning drugs that are often a part of a vice investigation. From responses provided in this study, the current problem of most departments appears to relate to illegal pills and drugs more than it does to the "classic" illicit narcotics such as heroin, cocaine, or morphine.

- K. Field testing kits to identify narcotics. A field test kit to permit a chemical examination to identify whether a suspected substance is or is not a narcotic was suggested. Since this would provide a rapid means in the field to determine whether or not a subject would be arrested, it may have merit. It is the writer's understanding that test kits are available and the training job is not complex in qualifying several patrolmen to conduct the test. Understandably, after the reasonable cause to believe the substance was a narcotic had been established, a legally acceptable laboratory examination of the substance would follow.
- L. Polygraph examination of informants. A method for aid in making decisions on information provided by informants has been the subject of an extensive examination in several

departments involved within the consultant group. The experiment indicates that the use of the polygraph (lie detector) may be quite helpful in determining the informant's truthfulness. This, in turn, could save many hours of otherwise wasted investigative effort.

- M. Coordination with Public Health authorities. There is a need to keep up with changing patterns of vice. We live in a time of rapid social change. Patterns of vice, no less than other human affairs, are also changing. The police must be kept informed about the changing patterns of vice within their own communities. One excellent liaison to be maintained is with the local Public Health Department. Although public health policies differ on how much information will be released to the police, it can be assumed that public health statistics on venereal disease can provide targets for law enforcement activity. This is particularly true when data relating to the sex, age, and place of contact can be set forth. - Another source of vice information may be university research workers doing studies of narcotic and illicit drugs use. - The medical society may be willing to advise law enforcement on the changing patterns of drug use or prostitution/venereal disease without, of course, revealing names or specific incidents. Medical groups have already rendered useful service in pinpointing poison problems; and a law enforcement liaison committee could well serve other important idea-exchanging functions.

N. Field interrogation in vice suppression activity. In problem neighborhoods where a legal basis for arrest is difficult to establish, field interrogation and the filing of "FI" cards may be useful in developing facts to suppress vice activities. It has been observed that when some pimps, prostitutes, addicts, and gamblers have their names recorded every time they are observed while engaged in suspicious activity that they become discouraged. When Field Interrogation cards are processed and filed according to plan, it is occasionally possible to draw an organization chart on the relationships that exist between many of the people involved in vice operations. The system may provide the facts and legal basis for a grand jury investigation and indictments.

IV. SUMMARY, CONCLUSIONS, AND RECOMMENDATION

The summary of ideas submitted is best served by referring to the preceding Section III.

The conclusions that the review permit are:

- A. The techniques for vice law investigations are standard, well known, and modified only slightly over the years.
 1. The modifications have occurred in order to meet the changing requirements of the law set down, primarily, in Supreme Court decisions.
- B. One result of the restrictions coming from court decisions is that cases are now prepared more carefully and a higher successful prosecution rate has been sustained. (Proof of this was not documented).

- C. Restrictions have resulted in creative thinking in the police field and imaginative techniques have been developed to insure the collection of legally acceptable evidence.
1. The extensive use of miniature radio equipment, tape recorders, and telephoto photography, as well as the choice of a variety of vehicles are cited as supporting evidence.
- D. The courts and the people are going to have to demonstrate greater interest and support of law enforcement in this field of criminal activity if they are to expect any improvement in suppressing violations.

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CRIME INVESTIGATION AND FIELD PROCEDURES

I. CRIME INVESTIGATION

Field procedures in the conduct of crime investigation are limitless. The success of the Federal Bureau of Investigation, for example, in the solution of kidnaping, bank robbery and other major crimes can in part be attributed to tremendous skill, thoroughness, organization and practical creative thinking in carrying out a multitude of field procedures. Where standard field procedures do not exist, they design new ones to meet the requirements of the problem at hand. Nearly every issue of the F. B. I. Law Enforcement Bulletin includes a story, hint or tip concerning some aspect of field procedure in the conduct of criminal investigation.

II. DEFINITION

The purpose of surveying field procedures by the President's Commission on Law Enforcement and the Administration of Criminal Justice, however, was to bring to all police agencies the new ideas that directly relate to the reduction of crime, now. In effect, the letters of inquiry to the more than 2400 law enforcement organizations was to bring forth the new ideas that would shed light on how some cities have been able to effect a reduction in the volume of local crime despite a general increase nationally. In turn, a compilation of these ideas was to be made available to all interested law enforcement administrators who will use them in attacking their local problems.

With this intent, there will follow a brief review of several standard field procedures in the conduct of crime investigation, and thereafter a presentation of the plans, programs and ideas submitted in response to the letter from the office of the Attorney General of the United States.

The specific definition of field procedure in crime investigation, therefore, is: those procedures and programs that are proposed or practiced that appear to have a high potential to assist in the apprehension of criminals, the prevention of crime or the collection of evidence, and that have a characteristic of newness or variation from standard practice.

III. STANDARD PRACTICES

The ultimate objectives of the crime investigation process is to determine the facts of a crime and to identify the criminal responsible for it; and to present the facts to prosecuting officials with the objective of convicting the perpetrator in a court of law.

The first step in studying the standard practices in crime investigation in America today would involve a review of the literature. Every professional policeman is acquainted with many of the standard texts and no effort will be made to provide a list of them in this report. One would be remiss, however, if attention were not directed to the organized notebooks that are developed by graduates of the F. B. I. National Academy. When experienced and seasoned police investigators are the students, it should be recognized that the compilation of lecture and laboratory notes from the broadest course of study presently available to professional policemen will in truth represent an inventory.

of the most successful field procedures practiced in our country at this time.

Standard practices that meet the objectives of crime investigation, at the risk of oversimplification are:

- A. The systematic collection, identification, preservation and processing of physical evidence.
- B. The interview or interrogation of victims, witnesses and others.
- C. The development and use of informants.

Within each of these three items there are procedures that would require volumes to enumerate and describe. Any law enforcement administrator who is striving to reduce the volume of crime in his community, therefore, should have staff members who will be held accountable for studying the local crime experience and constantly seek out the proven methods from the literature so that they may be applied in his city, county or state. This is a continuous and never-ending process.

Every issue of the magazines and periodicals that purport to present new developments in the field of crime investigation should regularly be read by some member of the agency. Libraries should be maintained in every department to make available the solution to crime problems that are available in the technical publications of our times.

Representatives of law enforcement agencies who are specialists in the various aspects of crime investigation should meet periodically to report and confer on their solutions to crime problems. When there is a new development, such as Neutron Activation Analysis, for example, word of this should rapidly be disseminated to the men

working in the field who will employ field procedures suitable to the new process.

It has been observed for decades, at least, that there is a catalytic effect when the minds of men work together in attempting to solve their problems. This is just as true in the field of crime investigation as it is in the research and development laboratory of a space age industry. Brainpower, and the development of ideas, when a group of experienced men confer on a problem, may have the power of geometric progression of numbers instead of only the arithmetic total of the minds of the individuals present.

This is to suggest the desirability of bringing experienced men together whenever a special problem of crime develops in a locality. An hour or two of time spent in free and open discussion may lead to the production of precisely what is needed in the way of a field procedure to meet the requirements of the crime reduction job that faces any department.

IV. DOCUMENT REVIEW

The review of the suggestions from cities of all size and from all quarters of the country contained the following related to field procedures in crime investigation:

- A. "We try to keep abreast of what is going on and take action accordingly." (A massive idea, and it probably expresses the simple reality in fundamental terms of what is taking place in every department in the United States.)
- B. Report forms improve investigations. The department providing

this suggestion indicated that a redesign of crime reporting forms appeared to substantially improve the quality of investigations. When officers are provided with a checklist of field procedures to follow in the conduct of crime investigations, they tend to meet the responsibility.

- C. Evidence collection specialists. "Crime doctors", policemen technicians, well trained, available throughout the twenty-four hours of each day, improve the quality of evidence collection. They can be assigned to patrol duty, traffic accident investigation or other duties when not responding to evidence collection assignments. In some communities special vehicles with elaborate equipment are available for this purpose. In other departments, the specialists are assigned to duty at headquarters performing identification or other records duty, and carry evidence collection kits to the scene of the crime.
- D. Patrolmen investigate. In most departments reporting, beat patrolmen perform some crime investigation. The luxury of maintaining foot patrol beats in most communities is becoming uncommon. Practice varies from holding the beat patrolman accountable only for the protection and freezing of the scene, to full responsibility for the initial and follow-up aspects of the investigation. Since the last mentioned procedure results in the greatest possible numbers of a force being in the field, it appears to be growing in popularity for departments of medium size. In the larger cities, the volume of

criminal investigation creates a demand for specialization that is justified and necessary. The quality of policemen that are initially selected, and the quality of the training that is provided will dictate to a large extent the amount of investigation responsibility that can be assigned to patrolmen. (See Chapter 8, "Crime Investigation", in Municipal Police Administration, Rev. Ed., International City Managers' Association, Chicago, Illinois: 1961).

- E. Crime analysis unit. As the volume of crime increases in a community, the point is reached where the position of crime analyst, or modus operandi technician, becomes a necessity. Studying each case within a specialized area of crime, such as burglary or robbery, trends and connected series of cases can be identified. When the specific facts provide a picture of where the next crimes are likely to take place, field procedures such as fixed spot surveillance, 'stakeouts' or covering plans can be initiated to apprehend the criminal in the future commission of a crime. Some departments maintain spot maps, modus operandi charts, bulletin boards, or issue information leaflets calling attention to strings of offenses or high hazard areas. In the section on Patrol attention was directed to fluid patrol, saturation coverage, and tactical patrol forces. All are based upon the theory of probability; that is, that events having occurred in a pattern before, when similar patterns develop crimes can be prevented by having officers stationed at the place and at

the time that events are likely to happen again. The ideas are equally adaptable to crime investigation.

- F. Security detail operation. Some cities have tied together the field operations of building security checks (door shaking), security inspections, and burglary investigations to identify high hazard locations. When the beat officer finds a door or window unlocked or open, he leaves a notice and routes a copy to the Security Detail. When a burglary occurs, a copy of the investigation report is routed to the same detail. A security inspection of the premises routinely follows after a set number of reports have been received. A copy of that report will also be filed as a part of the package. Files are maintained on a geographic, or street address, basis. The objective is to insure that victims of burglary improve the security of their premises. In at least one city, Oakland, California, a local ordinance requires specific security measures such as locks of specified quality, bars, gratings, grills, etc. All new construction of business buildings must meet the standards. Enforcement of the building security regulations is carried out on an advisory basis in crime prone areas with the intention of preventing crime. Where burglaries have occurred, enforcement activity may include prosecution for failing to meet the requirements of the law. The intent of the whole program is to indentify and reduce burglary hazards so that the total volume of future burglaries will be at a minimum.

- G. "Hot Check" warning systems. Many cities report the existence of a chain-telephone-warning system to notify merchants when writers of bad checks are known to be operating in an area. In the rare instances when a "bad check" writer is recognized and the crime is promptly reported to the police, the officer at headquarters will initiate one or more telephone calls to warn similar type business operators. Each of the businessmen will in turn notify a pre-designated number of merchants. As the messages flow out with each one calling four, an entire community can be alerted in a minimum of time. - Similar programs are in effect for 'shoplifter teams operating', 'robbers in operation', 'short change' or other confidence games occurring.
- The fundamental issue involves the type of crime wherein the person responsible can be expected to repeat his crime locally.
 - The system requires the development of lists of businesses by type, their maintenance at the dispatch center, and the obtaining of guarantees of cooperation in advance from members of the business community. It has apparently been most successful in communities where markets, clothing, liquor and other businessmen already have existing tradesmen's associations. Some chambers of commerce have been helpful in developing a telephone warning system.
- H. Robbery warning systems. One report indicated that a robbery warning network could be organized by having all stores within the four blocks comprising the streets branching from one intersection wired to a common alarm system. When a robbery occurs at any one business establishment a button is pushed. This causes a

buzzer to sound in all of the other business establishments. Each merchant hearing the alarm moves to the street with a shotgun, rifle, binoculars or camera fully prepared to cooperate.

- As a field procedure designed to apprehend or identify armed robbers immediately following a crime, there appears to be an element of hazard in this that most communities would like to avoid. - One city reported that a chain-telephone-warning system similar to that described in section G, preceding, has been organized for gasoline stations and liquor stores. Since most of their crimes occurred at night and often occurred in strings of two or three robberies, the system reportedly did have the effect of increasing the number of arrested robbers the frequency of that type of crime.

I. Auto theft warning systems. In addition to broadcasting the information about stolen autos to all local officers, some cities reported that they have arrangements with taxicab companies for broadcasts over their own radio frequencies. As a field procedure, this has been successful because it provides additional observers who can make rapid reports to the police, with the additional advantage that the stolen vehicle can be followed until officers arrive to make the arrest.

J. Surveillance. Surveillance is expensive in terms of time. Watching and trailing suspected or known operating criminals is widely practiced as a field procedure. When information is developed to indicate either of these conditions, an officer is assigned to watch the residence or hangout of a criminal. When he leaves, a surveillance team is assigned to follow him. The

objective is to apprehend him in the commission of a crime. Reports from all around the nation indicate the success of this practice. As one chief of police commented, "We should give predatory criminals the same attention that we give to people in organized crime." Some departments issue pocket size loose-leaf notebooks of photos of suspected and known working criminals.

K. Informants. Paid and volunteer informants, closely acquainted with criminals, are widely used. (See Chapter Nine, "Vice Control", in Municipal Police Administration, op. cit.) References were made concerning the value of informants in fields of crime other than vice. A relevant fact is that funds should be budgeted for the purchase of information and the employment of undercover operators when this technique is necessary to obtain information to reduce specific crime problems.

L. Firemen Arson Investigators receive police training. Since an objective of arson investigation is to prosecute the offender, some departments have invited Fire Department Arson Squad investigators to participate in police training programs. A sound knowledge of the rules of evidence; collection, preservation and identification of evidence; interrogation including laws relating to admonition and the use of admissions and confessions; and methods for the coordination of investigations conducted by teams of investigators, are all subjects in which law enforcement people appear to be qualified to teach firemen. At least one department has also sworn in Arson Squad firemen as special policemen to provide them with peace officer powers during the conduct of field investigations.

M. Identi-kit and Image Maker Details. As an aid to investigating officers in the field, many departments operate a system to permit a photograph-type of facial likeness of a wanted person to be developed. The system appears most successful where it is a part of a system involving modus operandi files, photograph files, handwriting files and others. The proper classification and use of this type of information can be highly useful in bringing together sufficient facts upon which the arrest of an offender can be effected. -- As a field procedure, some departments have found it useful to have several trained officers available in the field as a part of the patrol force.

N. Criminal intelligence units. A procedure wherein all members of a department routinely route information on suspected or known operating criminals to an assigned officer or unit has appeared valuable. Bulletins giving notice to all officers in the field are developed, and special attention is provided to these persons. Bulletin boards in squadrooms are also used. Observations concerning criminals consorting with others has often provided investigative leads resulting in criminal prosecutions. It is a preventive technique as well as one for apprehending criminals after the commission of crimes. It is an old adage in law enforcement work that "we are only as good as the quality of the information we have." The field procedures involved in the development and operation of a Criminal Intelligence Unit should be of interest to every department in a city where suspected members of organized crime live, work, or visit. -- Another variation of the

technique consists of regular weekly meetings between detective and patrol supervisory personnel where intelligence information can be discussed, analyzed and plans for its use in the field be developed.

- O. Information dissemination. A key idea that was often expressed is the need to disseminate information widely within law enforcement circles to inform field officers about known operating criminals. Some men express reluctance to do this because of the danger to the people who supply the information to the police. This is a realistic concern. There does appear to be a need, however, for the regular distribution on the local level of this kind of information. The "Top Ten" program of the Federal Bureau of Investigation offers adequate evidence of the value of public cooperation in apprehending fugitives from justice. - When similar information concerning local criminals is available to patrol forces, there is potentially no limit to what may be achieved.
- P. Regional and inter-state cooperation. A member of the New England State Police Administrators Compact commented on the value of arrangements whereby investigators are available on a mutual aid basis to agencies of other states. The national Law Enforcement Intelligence Unit (LEIU), basing its cooperative efforts on an exchange of information, was also cited. The key point of these suggestions concerned the repressive effect on crime where there is wide cooperation including arrangements whereby investigators from one area can move in to assist other agencies. - An appropriate citation here

is the splendid cooperative effort that is extended by the Federal Bureau of Investigation in unlawful flight cases, and in matters involving local crime wherein they are authorized to assist local agencies, such as kidnapping. They are able to supply far more manpower assistance than all except the very largest police agencies.

- Q. Headquarters gang detail. The submission of information from officers in the field that indicates the existence of criminal gangs, both juvenile and adult, permits the development of organization charts that can be highly useful in repressing criminal activity. The interrogation of weak members of such gangs can lead to the apprehension and removal of persons who have committed crimes. The knowledge of who works with whom can be valuable in arranging for surveillance. Preventive work can also be accomplished by persuasion, and often neighborhood youth workers can lead a quasi-criminal gang into constructive recreational activity. - The Los Angeles Police and Sheriff's Departments can provide details.
- R. Metropolitan details and other central units. Some field procedures require particular skills and personal qualities to achieve success both in the conduct of investigations and in carrying out prevention activities. The organization of a "Metropolitan Squad," a team of highly trained and competent experts, who can carry out team assignments is one type of answer. The operation of central units of this type has been widely publicized both in the press and on television screens.

- S. "Work Back" squads. The "work back" squad is primarily a unit that employs surveillance to solve cases. Having studied the modus operandi characteristics and available intelligence, suspects are developed. Surveillance is then provided for so long as is necessary to establish more facts or apprehend the suspect in the commission of a crime. The term "work back" refers to the fact that the unit begins its operation after the commission of a crime and works back to the criminal who committed it.
- T. Group identification programs. These operations are similar to the "Headquarters Gang Detail" (see paragraph Q) and others concerned with identifying groups of known or suspected operating criminals, both adult and juvenile.
- U. Proposal, study to determine why persons found "not guilty".
A proposal for a grant of funds under the Law Enforcement Assistance Act was submitted. The request proposes the careful study and analysis of cases to determine why persons were found not guilty after being tried in court for felony crimes. The study should reveal shortcomings in field procedures that relate to law enforcement agency effectiveness. - The technique is probably familiar to training officers who endeavor to study actual incidents to identify training needs.
- The proposed study should lead to the improvement of field procedures by identifying processes wherein more training is needed.
- V. Central check index. A computerized check file, maintaining information on bad checks passed and the identity of known

fraudulent check passers, is suggested as a valuable tool to support men in the field. Providing real-time response when queried about names, drivers license numbers, social security numbers, and birth dates, it would quickly provide answers to officers handling this type of complaint in the field. Directed toward the reduction of losses by fraudulent check writers, the system appears more suited to financial support from potential losers (businessmen) than from the funds of a municipal government. Several commercial systems of this type are in operation or are being implemented in places throughout the country.

- W. Regional intelligence centers. The idea of having regional intelligence centers, including special desks in state bureaus of investigation, for the purpose of centralizing information concerning suspected and known operating criminals, was mentioned. Functioning in a manner similar to the Law Enforcement Intelligence Unit (LEIU), the information in the repository would be made available to authorized representatives only, in view of the sensitivity of the reports that would be filed therein.

V. MERITORIOUS PROCEDURES

The team approach emerged as the most consistently expressed meritorious idea in the area of field procedures in crime investigation and apprehension. The clear implication is that the head of an agency should utilize all of the talent he has available to him when he is developing a field procedure to improve this phase of his operations. The newest recruit and the most experienced veteran, the

generalist and the specialist, should be recruited for the intelligence, reality and creative thinking they possess for the development of new ideas. There are limits to the democratic process, obviously, but the numbers of men in any agency is not so large that the producers of ideas cannot be identified. The decision making process requires the collection of relevant ideas, a careful analysis of them, and the development on a trial basis of a program that is expected to achieve results. This is just as applicable to the problems of law enforcement as it is to profit-making corporate organizations. Officers will join and resign from law enforcement organizations, but the need to obtain their new ideas and creative thinking on problems of crime is of major significance if we are to keep abreast of the times.

Extending the idea of the team approach, various chiefs implied that when new and difficult problems arose, they assigned the task of finding an answer to the Research and Planning Unit, the Personnel and Training Officer, or the head of the Patrol Division. Where this implication included the searching out of ideas from both internal and external sources, it is certainly an example of the team approach. It is frequently found, apparently, that when this is done that the total past experience of the members of the department can be brought to bear upon a specific problem. Veterans of military service, community and fraternal organizations, youth groups, business employment, and a host of other real-life and academic disciplines are available for the asking. Any department has resources within its own personnel that can be used if the trouble is taken to inquire.

A second meritorious suggestion revolved around the expressed statement, "We all know our jobs, know where to find information on how to handle unusual problems, but are so pressed for time in handling day to day activities that we just can't waste time to dream up unproven ideas to monkey around with." The merit is inferred because the implied situation is something facing every law enforcement administrator in the country today. It is impossible to provide an adequate answer to the question, "what can we stop doing that will give us time to plan?" Another Task Force will, we hope, supply the answers concerning the responsibilities that are assigned to the police as a matter of law, and those that have been carried out because of custom. Within the area of time consuming tasks developed through custom a surgical knife may have to be used to free police administrators and organizations so that they may have time to be able to more directly attack and solve their problems of crime.

In evaluating all of the ideas that were submitted, it appeared that there is a wide range of activities being carried out that are meritorious only because a department is able to carry them out. This is not to detract, but it is said for the purpose of calling attention to the need for adequate financial support. Two-way radio is meritorious to a department having only a signal light on top of the city hall to call officers to a telephone. A 3x5 card index file is meritorious to a department having only a tour of duty log to record its local crime department having only a card index file to record its local crime. Since merit is a matter of degree in terms of what can be provided within the limits of budgeted funds, it is suggested that each of the procedures listed under Section IV, DOCUMENT REVIEW, may be meritorious to many departments. For

this reason the summary that follows will include them all with a brief revision relating to their use or value.

VI. SUMMARY

The standard practices for field procedures in the conduct of crime investigation are:

- A. The systematic collection, identification, preservation, and processing of criminal evidence.
- B. The interview or interrogation of victims, witnesses, and others.
- C. The development and use of informants.

The programs carried out by departments throughout the United States fall within the standard practices set forth above, are known by many different terms, are backed up by many services and divisions of a department and may be meritorious to any agency within the limits of its budgeted funds and state of its organization. Some of the ideas submitted are:

1. "Keep abreast of what is going on and take action accordingly."
2. Design reporting forms to help an officer conduct his field procedures and investigations properly.
3. Evidence collection specialists may be helpful.
4. Patrolmen should investigate.
5. A Crime Analysis Unit may provide guidance based on facts that will improve the department's ability to prevent crime and apprehend violators.
6. A Security Detail, to coordinate information based on patrolman inspections of business doors and windows, and actual

burglaries, with local laws to require adequate physical protection, may reduce burglaries.

7. Fraudulent check losses may be reduced if the police will cooperate with merchants in the operation of a telephone warning system.
8. Robberies may be reduced by cooperating in a warning network similar to item 7, preceding.
9. Taxicab companies, having radio communications systems, may be able to provide assistance in reporting crimes, locating stolen automobiles, and in apprehending fleeing criminals.
10. Surveillance of known and suspected operating criminals can lead to their apprehension and the prevention of crime.
11. Informants, both volunteer and paid, can provide vital assistance.
12. In cities where Fire Department Arson Squad personnel investigate fire crimes, the police department can cooperate in helping to train them and by providing them with peace officer powers.
13. Identi-kit, Image Maker, and other equipment that permits the development of a facial likeness of a wanted person can be helpful in apprehending criminals.
14. Criminal Intelligence units can improve the ability of a department to apprehend criminals and reduce crime.
15. The timely dissemination of information is necessary if crime is to be reduced in volume.
16. Regional and inter-state cooperative arrangements to combat crime can be helpful.

17. Gang identification programs, wherein information about the membership of juvenile or adult groups is recorded, can be helpful in identifying and apprehending criminals; and, with the help of recreational specialists, informal youth groups in danger of leading a criminal career may be channelled into constructive activity.
18. Central units of highly trained and competent specialists may be helpful in carrying out complicated or sensitive missions.
19. The modus operandi of criminals offer investigation leads in working back from the crime to the criminal and appear to work most successfully when coordinated with intelligence information.
20. The study of court cases wherein defendants were tried and found not guilty may identify field procedures that are in need of improvement.
21. A Central Check Index, privately financed, can assist businessmen in reducing their losses due to their acceptance and cashing of fraudulent checks.
22. Any department may have greater success in attacking local crime problems if it uses the talents and ideas available from the men within its own organization.

VII. RECOMMENDATIONS

This review of field procedures suggestions has been compartmentalized and there is an inevitable overlap in recommendations. To avoid repetition, please refer to the applicable section of Patrol.

For emphasis, or in addition, the following are recommended:

- A. Centers of Law Enforcement Technical Research should be supported:
 - 1. An immediate need is a manual or booklet in which are listed all of the Centers presently existing where information on field procedures and other aspects of police operations can be obtained readily.
 - 2. The existing Centers, such as that operated by the International Association of Chiefs of Polices, and regional centers to meet the needs of states or groups of states, should be financially supported by the federal government wherever law enforcement officials concur in their necessity and academic institutions are qualified to undertake such activity.
- B. The programs that have been successful in reducing crime should be published in sufficient detail so that a guide for local implementation is available for interested officials.
 - 1. This proposes an on-site examination in those cities where the facts support the allegation that a specific program has been successful in reducing crime.
 - 2. The development of a list of cities where the programs may be investigated by qualified personnel should follow an examination of the suggestions made in response to the letter leading to this study, and examination of the statistical facts, and an expression of willingness to cooperate from the heads of the agencies concerned.

C. The International City Managers' Association should be encouraged to engage in the further promotion of its course in Municipal Police Administration.

This is submitted as it was apparent from the review of letters that many of the fundamental procedures described in the book of the same title are worthy of consideration in many cities of this country today.

SECTION III

CRIME PREVENTION: ITS RELATIONSHIP TO POLICE FIELD PROCEDURES

INTRODUCTION

Crime has been a fact of community living for centuries, and society has been attempting to prevent its planning in certain areas and its occurrence for an equal period of time. Approximately 2,000 years ago during the trial of Caius Silanus by the Roman Senate on charges of extortion, it was declared that:

Law punishes crimes committed, but how much more merciful would it be to provide against their commission.¹

Cesare Beccaria, a leading authority of the classical school of criminology, stated in 1764 in his writings on "Crimes and Punishment":

It is better to prevent crimes than to punish them, but the means thereto employed are generally inadequate or contrary to the end purpose.²

This statement, which was made more than 200 years ago, reflects the general status of crime prevention in the field of law enforcement, corrections, judiciary, and society of today.

That status or fact is reflected in the uniform crime report for the United States. It reveals that, in 1964, more than 2,600,000 serious crimes were reported. This was a rate increase of 11 per cent over 1963. Since 1958 crime has increased six times faster than the population growth.³

1. Virgil W. Peterson, Facts and Fancies in Crime Prevention (New York: Dryden Press, 1953).

2. Ibid.

3. Department of Justice, Federal Bureau of Investigation, Crime in the United States, (Washington, D.C. Government Printing Office).

On the assumption that most crimes can be prevented, O. W. Wilson, Superintendent of Police, Chicago Police Department, states the following fact:

The core of the police purpose is to prevent unlawful acts. Crime and misconduct of any type under police control results from the co-existence of the desire to commit the misdeed and the belief that the opportunity to do so exists. When either factor is absent, criminal acts will not be committed. The elimination or reduction of these two factors, therefore, is a basic police duty.⁴

Additionally, and most recently, the responsibility of the police in the prevention of crime was stated in a report by the California Governor's Commission on the Los Angeles riots of 1965. The Commission, in their recommendations, stated:

We recommend that law enforcement agencies place greater emphasis on their responsibilities for crime prevention as an essential element of the law enforcement task and responsibilities.⁵

A rising crime rate and police responsibility to curtail that rise-- both are established facts. Facts, however, in themselves do not assure action.

DEFINITION AND SCOPE

For clarity and understanding, certain of the terms used or implied in this report will be defined briefly in relationship to the responses to the letter of the Attorney General.

4. O. W. Wilson, Police Administration, (New York: McGraw-Hill, Second Edition, 1963).

5. Governor's Commission on Los Angeles Riots, "Violence in the City--An End or a Beginning?," 1965.

CRIME AND PUBLIC OFFENSE: A crime or public offense is an act committed or emitted in violation of a law forbidding or commanding it, and to which is annexed, upon conviction, either of the following punishments: 1) death, 2) imprisonment, 3) fine.⁶

CRIME CONTROL: Crime control refers to those steps taken by authorities, citizens and youth subsequent to the commission of a crime. It includes investigation, apprehension, prosecution and confinement, or probation. When prevention of an offense fails, control or detection of the incident will prevent it from becoming more serious. Control should result, ultimately, in the prevention of further crime by apprehension and adjudication of the responsible person.

CRIME PREVENTION: Crime prevention means those acts taken to preclude crime occurrence. It is directed toward the elimination of two basic elements of a crime: "Desire to commit an offense and the opportunity to do so."⁷

CRIME PREVENTION PROGRAM: A crime prevention program is a program for the planning, coordination, execution, and analysis of steps or processes or action taken for the prevention and control of crime and offenses. The program is implemented by two distinct approaches to the problem. First, a preventive phase is directed toward precluding individuals from becoming criminal offenders. Second, an enforcement or control program is designed to insure timely apprehension of offenders.

6. Deering's Penal Code, State of California, San Francisco, Bancroft/Whitney, 1959.

7. O. W. Wilson, Police Administration.

It makes little difference what valid police procedures are used to reduce crime if the power structure within a city, state, or nation refuses to acknowledge its responsibilities concerning crime prevention.

The police can do little without the cooperation of those who, by virtue of their authority, can pass laws, provide materials, education, and financial assistance to reduce the opportunity which a law breaker may find to commit a crime. Both crime itself and the prevention of crime rest with the citizen and society, and the police can only be a tool for assistance in combating crime.

METHODS AND GENERAL PRACTICES.

In review of the number of responses to the Attorney General's letter, an examination of the submitted material was made for possible effective field procedures in crime prevention generally thought of and carried out by law enforcement agencies in the United States. In each of the following sections the report will set out briefly standard practices which are being utilized at the present. In review and evaluation of the procedures and problems in crime prevention ideas, aspects and research of programs will be included in this report by the Police Procedures Advisory Committee.

1. AUTOMOBILE THEFT.

A public information campaign has been launched by numerous police departments by the use of news media, bumper stickers, window stickers, radio and television publicity for the locking of automobiles.

On examination of the submitted practices, it is recommended that a program be instituted on a nationwide basis for the distribution

of material and publicity for the purpose of preventing theft of automobiles. The program could be established with local police agencies as well as a national liaison between the American Automobile Association and the American Association of Motor Vehicle Administrators.

The goal of this program would be the establishment of literature, procedures, and research and the installation of equipment or devices by the American Automotive Manufacturers Association for the prevention of theft of the automobile. Such equipment and devices could be considered in the area of warning lights, ignition switches, and door locks. In order to avoid a possible overlap, the Science and Technology Task Force could further explore this area as to equipment and devices.

2. CRIME PREVENTION WITH JUVENILES.

The documents submitted by a large number of police agencies demonstrate that numerous agencies are making every effort to bring closer contact with students and teachers in the schools, colleges, with the clubs, boys' club activities, and numerous others. In this area, the procedures and problems of the juvenile will be dwelt upon further by another section of this report. However, in the area of prevention, it is recommended that a research center be established with such organizations as IACP ("The Center") and the National Education Association to provide material for a juvenile prevention program. Courses in education should be programmed by NEA throughout the United States as an educational requirement.

3. BURGLARY.

An active campaign by police agencies of material utilizing numerous techniques was claimed by many of the administrators.

The greatest responsibility of burglary prevention lies with the citizens and society, but results can only be obtained when mass news media, literature, and education is transferred to the adults and children of society. In the area of crime prevention education standard material should be available for all law enforcement agencies throughout the United States. One program which has been very effective and has been endorsed by the Peace Officers Association of the State of California is Burglary Prevention Week.

It is recommended that a depository be established with the IACP ("The Center") and other State law enforcement associations with a goal of distribution of material and programs that could be provided. In order to avoid any overlap, further research as to gadgetry, window protection, intrusion alarms, lock devices, and other equipment must be instituted and recommended by the Science and Technology Task Force.

4. STREET LIGHTING.

It is the concensus of numerous law enforcement administrators that street lighting has a tremendous impact in the reduction of crime and traffic accidents. A report, "The Impact of Street Lighting on Crime and Traffic Accidents,"⁸ in the opinion of the membership of

8. "The Impact of Street Lighting on Crime and Traffic Accidents," Education and Public Welfare Division, Legislative Reference Service, Published by Library of Congress.

this advisory committee substantiates the effect of street lighting on crime and traffic accidents.

During the evaluation and research in the area of street lighting, numerous questions were asked with reference to recommended standards as well as a guide. Such a guide or standard has been researched and issued--"Street Lighting Standards."⁹

With reference to the role of better street lighting, distribution of the aforementioned study, standards and guides, and other materials could be made on a national basis by the National League of Cities, American Public Works Association, and International City Managers Association. Such information should also be made available to the American Society of Planning Officials, the American Institute of Architects, and Public Utility Reports, Inc.

5. NIGHT LIGHTING WITHIN HOMES AND BUSINESSES.

Of the responding agencies several commented briefly on definite campaigns that have been launched by law enforcement agencies and cities to keep lights burning in homes and businesses at night.

A responding agency in California stated that the basic objectives were to: a) deter crimes; b) make people more conscious of the dangers of crime and the need for prevention; c) encourage a method to reduce crime and protect property which is easily understood by the citizen; and d) foster the realization that lighting is an inexpensive preventive technique.

9. "Street Lighting Standards, "League of California Cities Standards Committee, February, 1966.

It is the opinion of the membership of the advisory group that the program has a definite effect as a crime deterrent, and that material could be published on a national liaison with the Municipal Utilities Association and the Education and Public Welfare Division to be distributed as guidelines for implementation by local agencies.

6. CHECK AND BANK WARNING SYSTEMS.

Several departments have indicated success in preventing the passing of bad checks and robberies of business and banking institutions by maintaining an alert system between the police departments and the businesses or institutions. The main warning system that has been devised and stated to be effective is that of police agencies maintaining a list of each type of business, and each of these businesses, in turn, has a list that acts the same as a military reserve alert system. When a business informs the police by alarm or land wire that they have a suspected check writer or hold-up subject on sight, the system is placed into effect. One problem pointed out in keeping this system effective is the rapid turn-over of personnel and the necessity of keeping both areas informed by constant up-dating of the system. Other types of reports or actions not requiring immediate or emergency attention are handled in a routine manner.

In addition, it has been disclosed that the bad check cashing problem has been one of great concern to both business and law enforcement for numerous years because of the large monetary losses annually. One of the contributing factors, in the judgment of the advisory group, is the availability of checks on

counters of banks and the opportunity to open bank accounts with small amounts (as small as the sum of \$5) and obtain an entire book of bank checks.

In evaluation of the warning system it appears that, with a few modifications, this system would function or act for any size agency. The system could be kept reasonably current with the issuance of such a list incorporated with the city business permit, whether for a new business or in the case of a permit renewal.

One of the departments represented on this advisory group employs this type of program with the use of 3 x 5 cards that are issued annually by the License Bureau of the city. These cards are distributed with the renewal of a business license or supplied at the time of issuance of a new license and have been found to be most effective.

The system could be further expanded into the local Chamber of Commerce; Better Business Bureau; and, through private contracting organizations, automatic dialing systems and other equipment are available and could be explored.

It is recommended that a liaison program between local police agencies and businesses be established, as well as a national liaison between State, Police-Sheriffs Associations, The American Bankers Association, and the American Institute of Banking.

In addition, it is suggested that there is a definite need for manuals to outline and educate police and businesses in order to make the programs work successfully. Within this area, it is recommended that the Federal Bureau of Investigation could devise a bank-robbery manual and bank-robbery clinics involving bank employees and police to be effective on a national scale.

7. CRIME PREVENTION--AUXILIARIES BY CITIZENS.

In review of the suggestions and operational programs made by numerous law enforcement agencies, it appears that crime prevention programs with the involvement of reserves (adult and youth), citizens' radio band groups, neighborhood patrols, and sworn reserves or auxiliaries have proven to be a definite deterrent.

The advisory group found two programs which appeared to be very effective.

One city on the west coast has established a crime prevention program in which the city is divided into thirty-one (31) reporting districts with one chairman appointed to each district. Each citizen and chairman is screened by the police prior to appointment as to background, character, and integrity. These representatives then serve as listening posts within the assigned districts for the police for the purpose of constantly reporting any unusual or suspicious activities within their district. In turn, the police meet monthly with the representatives, giving them the crime picture from a daily report maintained by the Department.

Another program which one of the Department's represented on the Advisory Group is using as an auxiliary program is called "Block Mothers." The Block Mothers are an organized group of women who are members of the P.T.A. districts. Their function is to report neighborhood problems, to possibly identify pre-delinquents, to report mischievous children of the neighborhood, to relate information on undesirable and suspicious activities, to offer motherly surveillance for unsupervised youngsters, to render informal

custodial care of neighborhood youths whose parents are not available at such time as they are returned to their home after a police contact, and to report any and all types of suspicious circumstances and offenses to the police. All of the Block Mothers who volunteer or are selected through their own organizations for such participation are referred by the P.T.A. district president or project chairman of the P.T.A. for screening by the police before they are selected or assigned.

It is felt by the membership that neighborhood participation by mothers, themselves, has generated interest to an extent that the fathers have also gained interest and have rendered valuable assistance to the police. It is felt that the program can be established within any community of any size and could be coordinated through groups such as improvement clubs, neighborhood counseling groups, P.T.A.'s, and service clubs.

It is recommended that material for this type of program be established on a national basis by the National Parents and Teachers Associations of America and distributed to all of the State P.T.A. Councils, District Councils, and Coordinating Councils within each individual State of the United States.

Law enforcement agencies reported numerous practices of programs such as school traffic safety patrols, citizens' radio bands, auxiliary units, youth posses, scouting groups, parents organizations, citizens crime commissions, and youth Chamber of Commerce programs with membership cards and emblems, as well as children's libraries. It is felt that citizen participation for crime prevention is

being utilized by a good number of agencies throughout the United States. Upon review and evaluation of all the submitted programs and suggestions, it is felt by the membership of the advisory group that there is a definite need for manuals to outline and methods to implement such programs to make them work successfully with citizens and youth participation. The recommendation is made on the basis that extensive efforts were and are being applied by law enforcement; but, because of the lack of follow-up and proper implementation practices on a broad scale, the results have not been as effective as desired. In addition, because of improper implementation and by overlapping citizen responsibility in the different programs, the desired effectiveness has not been achieved nor have many of the programs accomplished what they set out to do.

8. PERSONNEL EVALUATION FOR THE PURPOSE OF DEVELOPING CRIME PREVENTION.

In the area of personnel, a field procedure found effective is related by one member of the advisory group under the heading "Personnel Evaluation Using Ratings by the Public and by the Offender."

In addition to the points brought out by this paragraph, a community relationship is further established between the citizen and the police and has resulted in the citizen interesting himself and calling and reporting other suspicious incidents or crimes to the police department. The normal closing statement to the citizen or original offender, made by the interviewing officer, is: "At any time, day or night, when you view anything suspicious or any type of an offense being committed or what ever doubt you

may have in this respect, call the police department to clear the doubt in your mind."

9. POLICE PARTICIPATION

"Remove the opportunity for crime and traffic accidents before it is built or renovated."

One of the Departments represented on this advisory group reports a prevention program which has been most effective and well accepted by all members of municipal government and business, builders, developers, businessmen and citizens. The program was researched and developed as follows:

The existence of large parcels of land and lots which were being unused brought about several annexation programs and several older sections of a city were being re-developed and/or upgraded. This abundance of property and re-development was recognized by land developers and industrialists as lucrative sites for construction and with the potential of being developed into a vast residential subdivision and light to medium industrial tracts. Becoming aware of the vast movement of interest within the city in the available lands and the older surrounding areas, the police agency became concerned as to the type of developments that would take place in these areas.

A program then was initiated by the department as to what contributions, suggestions, and recommendations could be rendered by the police in order to make this area more effective to prevent crimes, accessibility of buildings by patrol units, and proper traffic flow patterns, and parking. It was decided to start with the basic record of those who committed offenses in society and explore areas which the police had possibly no knowledge thereof or any ideas

or information that could be obtained from that element. An arrangement was made through the office of the District Attorney, Parole Division, Probation Division, and the police to assemble a number of juvenile and adult offenders between the ages of fourteen and twenty-nine. Through an interviewing staff of six members of law enforcement, the selected group of offenders was asked to give a detailed account of their lives--not only what they had done in their lives, but how. The results of numerous interviews with this group gave a great deal of information about criminal activities; and, most important of all, they told where society's preventive efforts are the weakest. Discussions resolved how methods were used to force entry into buildings (they looked for ground-level windows or a weak back door). In one case in point, it was learned that a building had been entered (later proven by a police report) by removing a portion of the rear door then taking chewing gum and replacing the removed panel while they were inside. In this way a beat patrolman would not notice the breach. They described how simple it is to steal a merchant's bankroll when he temporarily stores it under a counter. The knowledge of the place of storage makes the crime more lucrative for the offenders and provides additional problems and losses for the community. In another area it was brought out that buildings which were surrounded by fences and where non-drive-around drive-ways did not exist, made the offenders breach much less easily detected.

This type of information was helpful in determining that areas could be strengthened by the police to reduce the opportunity

for crime either by specific devices or by an alteration of the existing ones. The ultimate objective was to determine how the police could better prevent the commission of offenses within the city. Most of the information which was derived from these discussions resulted in revisions of numerous police procedures and ultimately were interjected into the preliminary and planning phases of the city's Master Plan.

Upon the completion of the survey and preliminary study of the Master Plan, a community survey team was created consisting of representatives from each department of the municipality. In conjunction with a professional chairman preparing the Master Plan, the survey team met weekly, studied, re-worked, and gradually formed the Master Plan which was acceptable to all concerned. The objectives of the police department were to convince the team that crime prevention measures should be part of any present and far-sighted Master Plan. The ultimate implementation of the Master Plan resulted in application to new developments, reconstruction of buildings, and renovation. Some of the areas incorporated in the plan are as follows:

- a) Traffic: Radius of curb returns and traffic turning movements; width of streets; adequate off-street parking.
- b) Building Security--Business and Industrial: Metal bars on rear windows and sky-lights; security lights provided on sides and rear of buildings; paved drive around the building.
- c) Doors: Outer doors of buildings to be metal covered and outer security type doors with handle steel-plate welded on outside of door over the area of locking or closing mechanism.

- d) Lighting: Mercury vapor type lighting on all public streets, cul-de-sacs and parkways, off-street parking lots.
- e) Residential Parking Pads: Each residence to provide one parking pad for each one car garage with an additional visitor parking pad per residence.
- f) Fences, Walls and Screen Planting: All dividing hedges and fences not to be over six (6) feet in height with minimum twenty (20) foot garage set-back from property line.
- g) Common Green: Playgrounds and walkways - ground lighting required.
- h) Illuminated House Numbers: House numbers to be illuminated by two (2) electric bulbs and clearly visible at seven (7) feet above ground level in front of home.
- i) Garage Doors: Stalls designed for the storage of an automobile confronting a public street must have garage doors on front.
- j) Parking Lots: Raised wheel bumpers and strategically placed flower planters for better channelization of traffic.
- k) Shrubbery and Trees: Radius on public street corner is to be clear of shrubbery or trees over three (3) feet in height for a twenty-five (25) foot radius providing proper traffic sight distance.
- l) Traffic Limitations and Controls--Residential Areas: No commercial facility to a residential area shall generate vehicular traffic not normally associated with the residential use.

Since the implementation of this program four years ago, it has been viewed as effective and has provided a definite reduction in the crime rate within the area where such implementation in accordance to the Master Plan was made.

It is recommended that, with the number of programs being carried out through the United States such as Urban Renewal and Urban Redevelopment programs, such a program could be established on a national liaison between the following:

- American Society of Planning Officials
- American Institute of Architects
- Public Utilities Reports, Inc.
- National City Managers Association
- American Public Works Association
- Municipal Utilities Association
- International Conference of Building Officials
- National League of Cities

The goal of this program would be the establishment of guides, laws, manuals, and reports to be utilized as guides for implementation for municipalities with all of the contributing ideas by the associations to be implemented on a national scale.

10. HAZARDS--NEIGHBORHOOD CONDITIONS AND SECURITY CHECKS.

As noted briefly in one section of this report, certain hazards and conditions are not attended to at times immediately by the responsible agency because of the failure of reporting by the public. Lack of public interest and the attitude of "Let George do it" are constantly multiplying and adding to problems within society.

One of the departments represented on this Advisory Group has implemented a program during the past four years within the patrol division for the purpose of the patrolmen on the street to report conditions on-view and for action to the responsible agency for immediate corrective measures and follow-up. The areas which are covered by this report are as follows:

"Building Violations; Dead Animal; Fire Alarm Box; Fire Hydrant; Gas Main Leak; Guard Rail/Fence; Hole in Street/Shoulder; Littered/Dirty Street; Manhole Cover; Parking Meter; Sewer Condition; Sidewalk Condition; Street Light Out/Repairs; Street Name Sign; Traffic Island; Traffic Painting Required; Traffic Signal; Traffic Signs; Tree; Utility Pole; Utility Wire; Water Main Leak.

Businesses: Broken Door; Broken Window; Blinds; Open Window; Open Door; Adequate Locks; Alarm System; Business License; Inside Night Light; Interior Observation From Outside; Lighting Rear of Building; Safe Night Light; Safe, Seen From Outside, etc."

When a report is filed by the officer at the end of a tour or when a complaint has been received from a citizen, the form is completed, reproduced, and distributed to the responsible department or agency or referred to a follow-up unit within the police department for action.

SUMMARY.

1. Automobile Theft.
Public information campaign for locked automobiles.
2. Crime Prevention with Juveniles.
Law enforcement and work with juveniles in schools.
3. Burglary.
Programs including check lists and material for prevention of auto theft, burglaries, etc.
4. Street Lighting.
Street lighting as a crime deterrent.
5. Night Lighting Within Homes and Businesses.
Lights burning in homes and businesses at night.
6. Check and Bank Warning Systems.
Gadgetry, equipment, alarms, and devices.
7. Crime Prevention—Auxiliaries by Citizens.
Community programs and citizens' assistance.
8. Personnel Evaluation for the Purpose of Developing Crime Prevention.
Training of law enforcement personnel in crime prevention.
9. Police Participation.
Participation in master plan programming to establish preventive means at the inception or renovation of a development, unit, or building.
10. Hazards—Neighborhood Conditions and Security Checks.
Immediate reporting of hazards to the responsible agencies.

RECOMMENDATIONS.

From the over-all evaluation of the submitted reports, it is felt that there is a great need for guidelines to be established in the area of crime prevention which should be developed, published, and distributed to assist local agencies, department heads, and municipalities to meet a high degree of effectiveness. In addition, as indicated in many of the reports and letters received, law enforcement in the United States has expressed great desire and ability to up-grade, implement, receive, and accept new techniques, ideas, and programs which will be effective in the reduction of crime. It is felt by the members of the Advisory Group that the needs and programs can be provided by the assistance of the President's Commission on Law Enforcement and the Administration of Justice with information, guidelines, materials, and, mainly, providing financial assistance for programs beyond the financial ability of local jurisdictions.

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COMMUNICATION IN FIELD PROCEDURES

INTRODUCTION

Field procedures become uncoordinated excursions in random motion without the guiding influence and support of essential communication. It is the purpose of this report to focus upon the relation between police field procedures and the basic communication services necessary to assure that the field operations attain their objectives. Specific comment will be made concerning statements pertaining to communication contained in the replies received by the Attorney General in response to his letter of inquiry dated March 4, 1966.

The field of communication is very broad, and its many implications have been the subject of numerous studies. It is an activity with which most people may profess some experience but a far fewer number can demonstrate expertise. Daily interpersonal communication is a fact of life, and although it is an avocation that is exercised freely, it is seldom subject to a reasoned analysis. Despite the apparent understanding that guides social and business relations the hard reality of history illustrates that one of the basic causes of conflict is man's inability to communicate effectively and his penchant to utilize inadequate techniques. As we advance our consideration beyond the person to person communication and add the elements of time and distance, the problems of transmitting accurate intelligence increase in geometric proportion. When the communication function applies to an active authoritative setting the need for careful evaluation of method and application should be self-evident.

SCOPE OF REPORT

Communication may occur in a variety of forms. This report will limit attention to the kinds of communication media that are directly involved in the support of police field procedures. The discussion will not relate to the various internal communication systems that are essential to the total police function but do not have direct impact on field activity. The evaluation of inter-agency communication will also be restricted to those aspects which relate to field services. The limitation of this important department-wide activity should not detract from the need for an objective assessment of communications in every functional area.

NATURE AND FUNCTION OF POLICE COMMUNICATION

Communication as a function assumes particular importance in law enforcement service due to the semi-military command relationship that exists between those who direct the activities and the field forces that perform the services. Police agencies are charged with responsibility to maintain public order under the law. This task involves response to emergency situations as they arise in order to establish field control and minimize injury to persons and property. From the two preceding sentences it can be anticipated that a police agency may have need for different levels of communication capability. This fact is of crucial importance when an evaluation is made regarding the adequacy of a communication device or system. The criteria that will satisfy a "routine operation" may prove dangerously inadequate under "emergency operation".

BASIC PRESUMPTIONS

For the purpose of the following discussion it is presumed that a) the desired communication is necessary, b) its content has been developed after careful consideration of the situation, c) the statement is accurate and includes the requisite order or directive, d) it is addressed to the proper recipient, and e) it is issued within the authoritative context that ties together the communicator and the receiver. With these basic assumptions established attention shifts to selection of the communication media to be employed. This selection will be determined by the nature of the message, the functional characteristics of various communication media, and the availability of specific media to the service. As a general proposition, it can be stated that the law enforcement agencies have used or are using, a) telephone, b) telegraph, c) teletype, d) radio, e) television, f) facsimile and other media for communication purposes.

CHARACTERISTICS OF THE COMMUNICATION MEDIA

Each of the communication media offers specific advantages and, conversely, is subject to inherent limitations. The law enforcement services require the use of many types of communication media to respond effectively to public demands. The selection of media, assuming an available choice, rests with the use of the communication characteristic most suitable to the task. Following is a brief statement of the principal characteristics of the media commonly used.

1. TELEPHONE. This device is the symbol of communication in our culture. It is accepted and used by the public in all walks of life. Telephone units are widely distributed and are the

primary source of individual contact, exceeded only by face-to-face conversation. Most of the homes and an overwhelming number of business establishments have telephone installations. The individual telephone companies have also installed public phones in places frequented by the public and on the public street. The telephone is the principal source of public contact with the police in an emergency. In major metropolitan centers approximately 90 per cent of police-public contacts are via telephone.¹

Advantages Of The Telephone. This device is well known, easy to use, and it employs the human voice in the conversational mode. It permits direct contact with any location having a similar instrument installed. The contact can usually be made with the specific person desired. There is a reasonable capability of voice recognition and the conversation is private.² Distance is not a limitation. The service is available on a 24-hour basis. The occasion for communication failure is negligible under normal conditions.

Disadvantages Of Telephone. Information cannot be transmitted without specific action by the recipient--the person called must answer the phone. The communication is limited to only those persons directly involved and connected through the telephone circuit. The caller must determine and use the

1. Excluding street traffic contacts.

2. The normal conversation is person-to-person. Telephone nets can be established to permit a number of persons to engage in mutual conversation, but this is an exception.

telephone identifier (phone number) to reach the proper terminal point and alert the recipient. Most telephones are of the automatic-dial variety; hence, the user must have the ability and dexterity to dial correctly. Dialing a telephone becomes a matter of anxiety and potential error, under stress of an emergency, and if attempted in the dark. The telephone does not lend itself to information "broadcast." Public phones are functional and necessary; however, they usually require the insertion of a coin to activate the instrument. No coin--no communication. One additional characteristic that deserves attention is the lack of any record of the content of the information transmitted in the course of conversation.³

2. CALL-BOX SYSTEM. One of the original police communication systems using line-connected devices was the "call box" or police street-phone system.⁴ A number of cities have provided private telephone systems for the use of the police while on duty. These installations assured a means of communication for the foot-patrol officer and served as supervisory devices as well as to transmit intelligence. It serves primarily as a means of summoning assistance and reporting emergency conditions from the field. The systems are either city owned and maintained or furnished by commercial telephone companies under contract. A number of these call-box systems are still in use; however, with the advent of mobile radio patrol, these systems have assumed a lesser importance. They have the

3. Recording devices may be used but are the exception.

4. Some original call boxes were equipped with telegraph keys rather than voice communication.

advantage of direct, private communication and are operable by any officer. Recently, some communities have made these police phones available to the public as an emergency phone service.

3. RECALL SIGNAL SYSTEM. The "Recall Signal System" is another police communication and department signal system sometimes associated with the Call Box system and at other times functions independently. It is a system whereby a distinctive light is placed at a strategic location(s), which light is activated by the police dispatcher when he has a message for a field officer who does not have radio communication. It may also be used as a means of alerting all police personnel in an emergency. It is a simple and inexpensive system but is unreliable in contrast to radio.

4. TELETYPE. This is the basic means of emergency police communication employed today where a hard copy (written message) is desired. Police agencies make extensive use of teletype for internal as well as external communication. The system may be either a land-line teletype system (using standard wire circuits) or a radio teletype system (using radio frequency transmission) between terminal teletype machines.⁵ In many areas of this nation the law enforcement services have established county, state, or regional teletype networks, joining together the communication systems of a group of allied agencies for their mutual benefit.

Advantages Of Teletype. This media provides a written copy of the transmitted message. The transmission is relatively fast

5. Some teletype systems may be a combination of both.

and a properly designed system will prove economical.⁶ The transmission can be selective and provide a high order of information security. Within the limits of system design the network will provide continuous availability.⁷ Message transmission does not require the immediate attendance of an operator at the receiving terminal.⁸ A broadcast technique can be used throughout a system to permit blanket coverage to all effected units.

Disadvantages, of Teletype. The communication system is limited to terminal installations which are or can be interconnected.⁹ Transmission requires the availability of personnel who are knowledgeable in the operation of the transmitter and familiar with the directing codes used in communication. It is not as fast as either telephone or radio in the transmission of information. While the relative economics is uncertain the system does require some capital expenditure to implement and maintain.¹⁰ It is not as flexible as either telephone or radio.

5. TELEGRAPH. This form of intra-department and inter-agency communication is being replaced with the advent of new and

6. Most teletype systems operate at a transmission speed of 75 to 100 words per minute.

7. This statement assumes good operating discipline.

8. Many systems incorporate automatic answer-back to indicate the transmitted message has reached its proper destination.

9. Modern systems permit inter-agency dialing over a wide range.

10. System may be leased from a commercial carrier without purchase.

more adaptable means of communication. Telegraph was perhaps the first means of distance communication available to the police to transmit information in the interest of time. It is relatively slow and requires the employment of persons skilled in telegraphy to both transmit and receive the message. The economics of this means of communication are uncertain at this time. The code translation introduces a delay and source of potential error. Telegraph has a higher level of secrecy than radio broadcast using voice transmission. Radio-telegraph is a variation of telegraphy wherein all or part of the carrier used to transport the message is radio frequency rather than land line.

6. RADIO. This is the primary police communication media employed in the dispatch and supervision of field officers. Radio has become the symbol of police communication replacing the traditional "call box." There are many variations in police radio communication systems in operation today. They differ in size, quality, organization, discipline, and effectiveness. They range from "simplex" through "duplex" and "triplex" communication nets into other high order systems that are yet to be labeled.¹¹ This report shall not attempt any technical discussion of the difference in concept or operation of these communication nets. The Law Enforcement Task Force of the President's Crime Commission has assigned a qualified group of communication experts to the study of this aspect of police

11. See appendix for reference material.

requirements. Discussion is restricted here to a listing of desired capabilities and comment on those radio communication statements appearing in the letters reviewed by this Advisory Group. Any police administrator considering the installation or modernization of a radio communication system is urged to a) identify his requirements, b) consider the feasibility of utilizing the service of an existing system, and seek the advice of persons with knowledge and experience in this field.

Advantages of Radio. Communication by radio is perhaps the fastest means of transmitting dispatch instructions, verifying status, and furnishing field information in response to inquiries. It is direct. Radio has the particular advantage of permitting the use of "broadcast" messages to alert simultaneously a select number of field units. In terms of service availability over the period of useful life radio communication is economical. It has the ability to reach mobile units and maintain contact with moving officers. The operation of a police radio is a very simple act. Radio communication can alert and initiate a response from another field unit without specifically addressing the message and without prior status knowledge on the part of the unit seeking assistance. Radio submits to supervisory monitoring and can be channeled to

12. Police administrators should take advantage of the public safety communication experience of organizations such as APCO, Associated Public Safety Officers Association.

special locations without use of extensive equipment. Radio communication can be characterized by stating that it is highly flexible as a field communication system. A properly designed mobile radio system is almost secure from total communication failure.

Disadvantages of Radio. Radio transmission may be monitored by any person who has the equipment and desire to tune into the frequency. The number of communication channels available to police service is limited by the frequency spectrum allocations of the Federal Communication Commission. One of the common problems encountered in major population centers is the lack of sufficient radio channels to support police requirements. Some radio systems are more flexible than others due to equipment and design characteristics. Mobile units require power supplies (bulk and weight) that present technical design and operational problems delaying the more extensive application of radio to field personnel. There is no written record of radio transmission except for a memo prepared by the field officer or dispatcher.¹³ Radio suffers to some extent from signal distortion due to radio frequency emissions external to the system. This interference lowers, temporarily, the quality of transmission.

7. TELEVISION. This is a new area of police communication service. It has the unique advantage of providing a visual image of the

13. Many departments provide for the magnetic tape recording of all radio transmissions. These tapes are preserved for a specific period.

intelligence to be transmitted. The image is the communication. Television has been used experimentally by a number of law enforcement agencies and its potential use is extensive. This media permits the instantaneous transmission of vast quantities of intelligence regarding an incident as it occurs. Television can also be used effectively for review and study of events and field operations through the medium of videotape recordings. It has high potential as a training device and supervisory tool.

Advantages of Television. A superior device to transmit visual observation of field scene for command evaluation. It is instantaneous and complete.¹⁴ Television can be monitored, and it can be channeled to selected points for supervisory information and control. The relative economics of this device have not been determined as of this writing. It is a manpower saving device useful in custodial institutions and for other surveillance purposes. It is superior to radio at fixed points as it can automatically receive and transmit the "scene" without the necessary assignment of field officer to activate the system. (Remote control).

Disadvantages of Television. The applications of television have been limited hence the equipment cost appears high in contrast to other means of communication - although no other system is directly comparable in function. The equipment for

¹⁴. Complete in the sense that the terminal observer is able to see the total scene within the scope of the camera lens.

field service is bulky and requires the availability of other support equipment to receive the signal from the mobile unit and transmit it through the system. The equipment will prove relatively expensive unless the system is used frequently. The technical specifications of television system demand special radio frequency band width and coaxial cable runs which are not common to other radio or land line communication systems. The operation of television system requires the use of trained personnel if maximum utility is to be assured.

8. RADAR. This device represents a special application of radio technology to detect and locate remote objects. The most familiar use is in the traffic enforcement of speed regulations. A number of law enforcement agencies have procured radar units to establish scientific measurement of the speed of vehicles and improve the quality of enforcement.¹⁵ In a number of other instances radar has been used at specific locations to detect unauthorized entry of a premises or to initiate an alarm if an unanticipated movement occurs in a secure area. Radar has proved to be effective in both of these applications. This is another equipment area where the economics are not certain. Radar as a speed control device has been credited with the stimulation of a high compliance factor due to the psychological

15. Radar is line-of-sight and has some limitations as to the effective range. In traffic enforcement its use may be limited due to inability to discriminate the suspect car if moving in or through a group.

impact on drivers who enter a "radar control zone." Its use as a security alarm mechanism has not been documented sufficiently to justify any cost vs. benefit statement.

9. FACSIMILE. This is an area of police communication that is new and assuming greater potential each day. There are many law enforcement requirements for rapid and inexpensive transmission of copies of documents, reports, records, warrants, photographs, and fingerprints. This requirement exists despite the adequacy and sophistication of existing radio, telephone, or teletype systems. The search for an efficient facsimile system has great impact on record procedures and organization structure of the future. Perhaps law enforcement's most critical need is for the rapid transmission of fingerprints with high resolution that will support accurate classification through the F.B.I. extensions. The present limitations are slow speed of transmission, inferior quality of resolution, and system cost. The cost factor is subject to considerable debate as it is directly related to the utilization of the facsimile system.¹⁶ In those police agencies where the demand for image transmission is high, the cost of an adequate system may actually be below any existing method of reproduction and distribution of documents.
10. LASER, INFRA-RED, ETC. There are other experimental areas of communication that may become significant to police service. Sufficient knowledge regarding the potential application of

16. If the resolution of fingerprints can be solved, the use of facsimile equipment in California will radically change the operations in local identification units.

laser beam technology has not been made available nor have any significant experiments been publicized to support any comment at this time. A number of communication laboratories have conducted examination of infra-red spectrum as an avenue for communication. This Advisory Group anticipates that the near future will offer additional communication media to service the law enforcement profession. Support should be given to promote research and development in these areas.

COMMUNICATION EVALUATION CRITERIA

A good law enforcement communication system will employ most if not all of the communication media mentioned above. The various media will be integrated into a total system taking advantage of the unique characteristics of each form of communication. The criteria for a balanced communication system are summarized below. The system must provide:

1. Adequate coverage of operational area.
2. Rapid transmission of messages--to and from units.
3. Means to verify receipt of transmissions.
4. Message accuracy in transmission.
5. Reasonable security of information.
6. Direct contact between persons or units concerned.
7. Simplicity in operation.
8. Functional reliability--there when you need it.
9. Reasonable flexibility to meet operational requirements.
10. Capacity to operate effectively in an emergency.
11. Adequate back-up facilities to minimize hazard of communication failure.

12. For reasonable "play-back" of radio transmission recordings.
13. System operation based upon sound supervision and communication discipline.
14. For design and operation that represent reasonable economy in capital outlay and maintenance.
15. Functional operation that represent reasonable economy in terms of personnel requirements.

Administrative decisions made with regard to the above criteria will determine the nature and organization of the communication system.

COMMENTS REGARDING REPLIES TO LETTER OF THE ATTORNEY GENERAL

It is difficult to classify the numerous comments submitted in relation to communication. This Advisory Group is aware that any detailed summation would only reflect the statements made by the respondents and this does not reflect the entire experience in the field of law enforcement communication in the United States today. Reference to a particular communication device or procedure must be regarded with a degree of reservation. The Advisory Group did not have an opportunity to recheck and verify all statements submitted. It is presumed the reports are substantially correct and that any validation would basically clarify the degree of implementation and success in operation. A number of the statements were clearly suggestions for improvements and not descriptions of operations.

RADIO COMMUNICATION FACILITIES

The following comments pertain to some aspect of police radio communication as it relates to field procedures:

1. USE OF WALKIE-TALKIE RADIOS. This subject was commented upon more frequently than all others. Over 15 per cent of the replies made a specific statement regarding the use of walkie-talkie radios. These communication devices were used in a variety of ways. However, they were almost universally issued to foot patrol officers. Several departments reported that these radios were used by the motor patrol officers when there were "door checking" etc. and out of their patrol car. In a number of cases the chief reported that portable two-way radios were issued to and used by the crime investigators to maintain contact. These communication devices were also used effectively in surveillance assignments. Walkie-talkies have proven invaluable in crowd control situations: a) to furnish field intelligence to the command post, and b) to alert and direct field units to tactical action. Several respondents commented on the relatively high cost of the units currently available in the market. Criticism was also made regarding the weight and bulk. A number of chiefs of police stated unequivocally that the use of two-way radios by foot patrol officers not only provided them with an effective measure of safety but resulted in a noticeable increase in patrol efficiency.
2. DEVELOPMENT OF INTER-AGENCY RADIO NETS. The police communication demands in metropolitan areas and throughout many states led to the formation and operation of area-wide radio networks. This was in response to an obvious need to provide a communication range that approximates the mobility pattern of most people that the local department will confront in the normal conduct of police affairs. This move has proven beneficial in many cases as it: a) facilitates inter-community cooperation, b) promotes a conservation of forces,

- c) reduces the occasion for duplication of services, and
d) effects and economy in the utilization of the radio spectrum.¹⁷

Although the respondents did not document many comments on communications, it would appear that the large radio nets were primarily to carry inter-agency traffic with each of the major participating departments operating on other radio frequencies. In many areas of this country neighboring police departments share a frequency. The primary value of inter-agency nets to the field officer is the potential access of a larger store of police intelligence. He is also more apt to be alerted to the description and character of a fugitive or wanted vehicle, etc. The initiation of a road-block or other cooperative field tactic is facilitated when the participating agencies have a common means of communication.

3. DEVELOPMENT AND USE OF A STANDARD RADIO CODE Two major police agencies specifically reported the independent development and implementation of standard radio code for their operational area.¹⁸ The adoption of a standard radio code by police is long overdue. Independence in language used on radio can be tolerated when an agency is only concerned with understanding its own transmissions. This situation is rare today. The overwhelming number of police agencies have at least one and sometimes several monitors to check the continuous broadcasts emanating from neighboring departments in order to rebroadcast emergency information over the local net or take other necessary action. When these neighboring agencies

17. Tennessee Dept. Public Safety, Cook County S.O., Illinois Fall River, Massachusetts, and others.

18. Kentucky State Police and Atlanta METROPOL, Georgia.

use different radio codes, the monitoring task is cumbersome and emergency response may be delayed. The Associated Public Communication Officers (APCO) has sponsored a standard code for many years and has had some success in reducing the number of conflicts. One responding chief of a west coast department recommended that a uniform code be developed and adopted nationally.¹⁹ The use of a standard code will support inter-agency coordination in time of mutual aid and civil disaster.

4. SELECTIVE CALLING--QUIK CALL. Several departments reported the installation and use of a selective calling device in connection with the police radio. This concept provides for the installation of a mechanism in each patrol car that can be activated by the base station transmitter (headquarters) when a message is transmitted to the field unit and the officer is away from his car. The selective call device can be used to blow the car horn, turn on the lights, or perform some other function that will alert the officer to the fact that a call waits his action. This device serves to bring the officer back to his car with minimum delay when an emergency arises and his services are required elsewhere. By this means a patrol officer will be alerted to a current hazard and avoid possible injury to himself and others.
5. CITIZEN BAND RADIO SERVICES. Nine reporting departments stated that they made routine use of citizen band radio units to extend police communications. These systems were operated by auxiliary police or other volunteer citizen groups who perform limited

19. Palo Alto, California.

patrol or surveillance duty in cooperation with the police department. Citizen radio facilities are used successfully by department with population in excess of 250,000 as well as departments with population of less than 25,000.²⁰

6. TAXI RADIO SERVICES. Several police departments in the South Atlantic States reported that they had established a routine program of furnishing descriptions of wanted persons and vehicles to the local taxi cab companies for release over the taxi radio system thereby informing the drivers of dangerous persons or suspects on the street. This is done to solicit the assistance of the drivers - additional eyes and ears for the police - and warn the drivers of potential personal hazards. Descriptions of missing persons are also released in this manner. The departments claim the program has been beneficial and has resulted in a number of valid arrests and the recovery of property.²¹
7. SPECIAL FIELD INFORMATION SERVICES. Many respondents indicated that special effort was being made to furnish file information to the field officer on his request as an aid in determining field action. (See the Record Section of this Advisory Group Report.) A major problem today is finding adequate means of making police intelligence available to the field officer as he needs it. This area of police procedure and information management is critical and will demand the imagination and skill of knowledgeable police administrators and experts in the field of

20. Birmingham, Ala.; Jacksonville, Ill.; North Platte, Neb.; Hillsborough County, Fla.; Berkeley, Calif.; and others.

21. New Orleans, La.; Birmingham, Ala.; Jacksonville, Ill.; Green Bay, Wisc.

data systems design and control. While many departments are seeking an answer to the file access problem, few have been able to demonstrate any effective advance toward solution. The following examples are worthy of attention.

A. STOLEN VEHICLE FILE. The stolen vehicle is of interest to the police both as an item of property that has been the subject of theft and as the transportation medium selected by a criminal to further his success in the commission of a crime and eluding identification and arrest. The foot and motor patrol officer must be vigilant every time he approaches an occupied vehicle. Statistics will indicate that most officers seriously injured in street contacts have been in the process of checking out a suspicious vehicle and its occupants. Most departments arrange the stolen vehicle file so as to be immediately available or accessible to the radio dispatcher.²² A number of the larger progressive departments have installed record automation systems to provide a response to a field inquiry in the matter of a few seconds.²³ At least one major auto theft file has been automated on a state-wide basis. The Auto-Status system under the direction of the California Highway Patrol provides real time random access to the state stolen and wanted vehicle file for all law enforcement agencies in California. Each local agency has the option to install a terminal (IBM 1050 or Model 28 or 35 teletypewriter) on-line with the computer located at the state

22. Manual file systems leave much to be desired regarding time for verification and accuracy.

23. Chicago, Ill., St. Louis, Mo., Bucks County, Pa.

capitol in Sacramento. The system is fully automatic with full inquiry and update capability through the local terminal. This system has been in operation since April 1965 and has demonstrated a degree of flexibility and value beyond expectation of the planners. The system has processed as many as 8,000 inquiries per day. The average response time per inquiry is 8 to 12 seconds,²⁴

B. WANTED PERSONS (WARRANTS). This category of information has a high priority with the field officer. His personal safety, the safety of the public, and the effectiveness of field services is directly related to the timely and accurate access to information regarding the status of persons. Several local agencies have placed "wanted person" data into an automation system to shorten access time on inquiry. A novel program of warrant control has been developed in the San Francisco-Oakland Bay Area wherein a number of neighboring law enforcement agencies have established an area-wide warrant index using a computer-controlled electronic memory file with random access real time function. Participating departments have an individual on-line connection with the file and have placed their terminal adjacent to the radio dispatcher to support field operations. All participants report an improvement in warrant service, increased field checks, and program acceptance by the field officers. Special circuit and computer

²⁴. Average time of response after entry is only about 4 seconds, the remaining time due to manual entry on terminal.

program arrangements have been provided to tie together the PIN Warrant System and the Auto-Statix System mentioned in "A" above to permit simultaneous checking of both files in one inquiry if desired. The average response time in the PIN Warrant System is seven seconds.²⁵ A similar program has been proposed to serve the police agencies in the Los Angeles Basin Area and is referred to as the SPIN (Southern Police Information Network) Program. There has been a complete exchange of information between both study groups, and it is anticipated that both systems will be connected by a communication circuit permitting the exchange of data between these two large service areas.

C. MOBILE STATIONS. Several respondents reported that they had developed mobile units to provide special field services. The Advisory Group is aware that other law enforcement agencies have provision for similar mobile units but did not make specific mention of this function in the letters submitted to the Attorney General. These mobile units were described as follows:

- (1) Mobile Precinct Station. One respondent stated his department had developed and is using a mobile precinct station to handle police station problems in the field area. This unit was designed to handle the basic precinct services usually furnished by a fixed installation. It

25. This will vary with the nature of response. In some cases the reply may require several lines of type.

functions as a command post, a report center, a prisoner processing unit, and as a manpower reserve.²⁶ The mobile precinct was activated to meet a local problem that arose when the city administration decided to reduce the number of district stations. The Mobile Precinct has the advantage of being able to be moved into any area of the community to support police services close to the scene of action.

(2) Mobile Booking Office. Another major agency reported it had developed a Mobile Booking Office to handle mass-arrest situations close to the action area. This program reduced the loss of time occasioned by field personnel in the making of arrests and the initial processing of prisoners. Prior to the use of this mobile unit many man-hours of time were lost in the transportation of prisoners to a booking facility with the consequent loss of these hours to the maintenance of order and preventive patrol. In addition the hazard from escape or physical conflict has been reduced.²⁷

(3) Mobile Command Post. A number of police departments have made provisions to activate a field Command Post to provide for on-the-spot supervision of a major incident. Effective coordination of field effort and a degree of flexibility is difficult to obtain if the department command is placed at some remote location and suffers from any appreciable delay in communication and intelligence. To be effective the Mobile Command Post must

26. Bridgeport, Connecticut.

27. Los Angeles Sheriff's Office.

be provided with the basic equipment and supplies that are necessary to support this level of activity.²⁸

(4) Mobile Police Communication Center. A closely allied field unit is the Mobile Communication Center. This is essential in any major department as a stand-by facility to assure communication capability in event of failure or deliberate damage to the main police communication system. A number of departments have developed an effective mobile communication unit. A mobile unit is more desirable than a fixed location stand-by installation because it can function in support of a greater variety of field situations, will be used and maintained, and may prove to be more economical.²⁹

8. POLICE RADIO CENTER SERVING AS COMMUNITY EMERGENCY CENTER.

Many of the respondents stated that the police radio communication center was equipped and utilized as the inter-agency emergency coordination center for the community. They are equipped with facilities that permit inter-system monitoring and broadcasting. In most cases these centers did not function as inter-agency communication facilities except under situations of disaster or major incident.

9. MONITORING OF POLICE RADIO MESSAGES.

Several chiefs of police commented upon the need for a change in the Federal Communication Commission Rules as they relate to the monitoring of police radio messages. It was suggested that

28. Los Angeles P.D.; Culver City P.D., California; and others.

29. Kentucky State Police; Alameda County S.O., California; Chicago P.D., Illinois.

some provision be made to prohibit the monitoring of police radios and provide some means of enforcing the rule. A study should be made to assure that no agency of government uses the frequencies assigned to the police service unless that agency is in fact a law enforcement unit. One chief urged consideration of a program to procure the aid and experience of space science technology to study police communication requirements and system design.

TELEVISION COMMUNICATION FACILITIES

The following statements relate to the present and future application of television to law enforcement service.

1. ADMINISTRATION AND TRAINING. Closed circuit television holds great potential as a means of transmitting administrative orders and bringing the personality of the administrator to the field officers. It is also being used as a training medium to broadcast instruction to several precincts or units simultaneously.³⁰ This is a new application of this media and considerable expansion can be anticipated.
2. SURVEILLANCE AND RECORDING. One of the most challenging application of this communication technique can be found in establishing monitor observation or surveillance posts. One department stated it had initiated a program to provide for television monitoring of the "boardwalk" area to assist the department in detecting disorders, break-ins, etc.³¹ Another agency has

30. New York City Police Department.

31. Atlantic City, New Jersey.

installed monitors to observe the movement of persons in and about the bus terminal with radio communication established between the observer post and field officers. This program has resulted in a number of successful arrests.³² Departments of various size are using television units in the custodial operation as a means of maintaining continuous observation of the inmate population with minimum staff.³³ Modern video-tape units permit the recording of images that are scanned by the television cameras. This recording operation permits the preservation of intelligence for supervisory review, training of personnel, identification of persons involved in an incident, and for presentation in court.

3. PORTABLE VIDEO-TAPE RECORDER. One of the respondents states that a new portable video-tape recorder has been developed and is available for police use. The package consists of a television camera equipped with a zoom lens and through-the-lens viewfinder, a video-tape recorder, and a monitor. This unit can be mounted in a patrol car and operated by one man. It is lightweight and occupies little space. It has many applications. It has been tested at accident scenes, major disturbances, fires, and public gatherings with good results. The applications are only limited by the imagination of the administrator.³⁴
4. ESTABLISHMENT OF A NATIONAL TV TRAINING CLOSED CIRCUIT NET. One chief of police recommended that steps be taken to establish and

32. Transit Authority, New York, City, New York.

33. See article in FBI Law Enforcement Bulletin, October 1965.

34. Redwood City P.D., California.

maintain a closed circuit television network to tie together all police agencies. This network could function as a means of standardized training and the exchange of police information.³⁵

TELEPHONE COMMUNICATIONS.

Although this communication media is vital and in universal use, it was not subject to comment except in reference to the following applications:

1. TELEPHONE SERVICES--PUBLIC ACCESS TO POLICE. Several letters made specific comment on the need to provide a better means for the public to reach the police in time of an emergency. At least four departments have made police call box phones open to the public and claim that this has been effective.³⁶ One department is working with the local telephone company to study the feasibility of replacing all police boxes and fire alarm boxes with public telephones. Several persons have suggested that some action be taken to adopt a single emergency phone number that would permit public contact with the local police agency regardless of the community the citizen may be in at the time he places the call.³⁷
2. TELEPHONE ALERTING SYSTEMS--CRIME WARNING. A number of the responding agencies stated that they had developed and maintain

35. Buffalo P.D., New York.

36. Allentown, Pa.; Glencoe, Ill.; San Antonio, Texas; Somerville, Mass.

37. Fall River, Mass.

a voluntary system of alerting merchants regarding any potential hazard that is present, such as a check passer, bunco-man, shop-lifter, etc. This warning net consists of an agreement whereby the police department is immediately notified of the presence of any suspect in the community. The department will verify the hazard and then initiate a schedule of telephone calls to key merchants advising them of the M.O. of the crime and furnishing any description or related information. These merchants, in turn, make calls to their business associates to spread the warning. Several of the chiefs claim that this system has worked well and brings the police and the merchants closer together.

TELETYPE COMMUNICATIONS.

Little comment was made regarding the use of teletype communications except to express satisfaction with the development and use of area networks to permit inter-agency transfer of police information.³⁹ The teletype plays an important role in the rapid transmission of "hard-copy" messages. The teletype, or a similar device, is an essential segment in the several major computer systems developed for police service. It is one of the several terminals specifically used for the in-put and print-out of data. At this writing the new LETS or Law Enforcement Teletype System has been established and provides

38. Allentown, Pa.; Green Bay, Wisc.; Hillsborough Co.; Fla.

39. Atlanta METROPOL, Ga.; S.O. San Bernardino Co.; California.; Michigan State Police, Lansing, Mich.; New York State Police, Albany, N.Y.; Plattsburg P.D., N .Y.; San Antonio, Texas.

a nation-wide communication system with automatic line-switching of circuits and individual and group dialing capability.

ALARM SYSTEMS

In addition to the police inter-agency emergency warning and information systems mentioned above under both radio and teletype systems, a number of departments reported the establishment and use of local police-merchant telephone warning nets. These were systems created to facilitate the broadcast of alarms to a particular group of persons who were expected to take precautionary or aggressive action. There were reports of other alarm systems that are used to signal the entry of an unauthorized person into a secured area. These alarm systems varied significantly in design and function. They also offer considerable latitude as to effectiveness. These alarm programs may be classified into several broad categories:

1. SILENT ALARMS TERMINATING AT POLICE HEADQUARTERS. These are land-line (telephone line) systems wherein the illegal entry of a premises breaks the circuit and a buzzer or light is activated at the police headquarters. Usually these devices will not cause any warning to be evident at the suspected premises. Police respond in answer to the alarm.
2. SILENT ALARM TERMINATING AT AN ALARM SERVICE AGENCY. A number of private companies provide an alarm service for subscribers and arrange for notification of the police department whenever an alarm is activated. Some of these companies also maintain field units that respond to the alarm with the police and, having keys

to the task.²³ This is a subject beyond the scope of this report but a question which will depend, in part, for its determination on the weight of valid data that defines and describes the nature of police demands and accomplishments.

11. One agency reported that it had just made a reassessment of its communication facilities and was reserving one radio frequency to hold for future use in establishing car-to-computer communication. This concept is not blue sky. Recently one of the primary manufacturers of data processing equipment displayed a working model of a touch-tone key-board that could be placed on the dash board of a police vehicle and transmit directly into a computer to inquire for file data without involvement of the radio dispatcher. Study is also under way to design a device that will provide a dashboard print for high speed data transmission and the logging of radio calls, etc. This Advisory Group recommends that the President's Crime Commission consider the advisability of creating some continuing means of conducting technical and operational research for law enforcement on a national scale. Police service is basically a local government function; and, therefore, does not have the resources or technical knowledge to engage in this level of research.

23. State University of New York, S.O. Kings Co., Washington.

6. AUTOMATIC DIALING OF ALARM. Alarm devices are also in use that are connected to a telephone line and when activated will automatically dial the police department and a voice recording announces the location of the premises that has been entered. This device can be made selective for police, fire, or other emergency notification.

OTHER COMMENTS RECEIVED

Among the replies to the Attorney General were several references to other aspects of communication such as the following:

1. There is need for the development of some better means of assisting the police dispatcher in maintaining control of the field units. Some study is necessary to create a new STATUS BOARD for the control and supervision of field assignments and aid in the direction of support operations.⁴³
2. Provision should be made for the allocation of police radio frequencies for use in the establishment of a communications link between field units and a central automated file system.⁴⁴
3. Additional study should be made to provide for the present and future utilization of helicopter units in police services. Several departments are using forms of aircraft for observation, search and rescue, and for transportation assignment.⁴⁵

43. Tuscon, Arizona.

44. New Orleans, La., Kansas City, Mo.

45. Los Angeles S.O.; California; Orlando P.D.; Florida and others.

RECOMMENDATIONS REGARDING COMMUNICATION STATEMENTS.

1. Communication capability is basic to every police action. It must provide for public-police contact that is efficient and accessible. It must exist within the police agency to direct field action and furnish information and logistic support. It must be established among local agencies and allied law-enforcement organizations. A sound communication system must satisfy the criteria set forth on pages 14 and 15 above.
2. Police communication systems grew through necessity without the benefit of an adequate examination to determine the best means of utilizing the various communication media. No over-all evaluation has ever been made of total police communication experience nor has an identification been made of its unique characteristics or its deficiencies. It is the recommendation of this Advisory Group that steps be taken by the President's Crime Commission to initiate a basic nation-wide communication study for law enforcement. The findings should permit the development of a basic communication program(s), with extensions, that will satisfy the operational needs of any local department. This plan should also facilitate the integration of local, regional, state, and national communication systems that will evolve to serve the public. This study is basic to the future projections of police communication requirements.
3. Provision must be made to establish some means of performing communication and related research and equipment design studies for the law enforcement services of this nation. Police service

is basically a local government function; hence, few local agencies, if any, can afford to support the necessary level of research activity. In addition, recognition must be given to the differences in requirement, that arise from variations in community size, proximity to other population centers, physical factors, etc.

4. Specific attention should be given to a review of the past and present policy regarding radio frequency assignments by the Federal Communications Commission. The public safety services are encountering difficulty in securing sufficient usable radio frequencies to assure adequate public services. With the growth of major metropolitan areas and the increase in community services, the need for radio frequencies become progressively critical. The present allocation plan was based somewhat on arbitrary assignments. This past action that has led to the present inequity should not be continued.
5. Particular attention should be given to the design, installation, and use of alarm systems. The police service needs rapid, positive, self-identifying alarm devices. Policy regarding police acceptance of alarms should remain at the local level, but there is need to establish basic standards; and the alarm devices sold to merchants should not be left to the uncertain technical skill and integrity of manufacturers of alarms.
6. The President's Crime Commission should seek the full and immediate support of the commercial telephone companies to find an adequate means of increasing the public access to the police. Public phones should be installed and made otherwise available to the person on

the street. The design and installation should permit emergency use without the necessary deposit of a coin. The connection should be made to the police department or other designated emergency service agency without delay or interruption by the operator, and the location of the public phone installation should be immediately known to the police, designated emergency service agency.

7. To assist public access to emergency services (police, fire, ambulance), positive action should be initiated to develop contact by the use of a universal number(s). Any person should be able to contact the local responsible law enforcement agency in any community by calling or dialing a specific uniform telephone number. This will reduce the uncertainty and delay in making contact in an emergency. It will also reduce the number of calls that must be re-directed from agency to agency. It will promote confidence in the citizen.
8. There is need for a technical and human engineering study to develop a STATUS BOARD that will serve the needs of police dispatchers. The control of field units becomes increasingly difficult as the department grows (reflecting community growth and service demands) and with the advance of metropolitanization. In the larger communities and where a county-wide communication center is employed to coordinate inter-service communications, the availability of a status board is an operational necessity. The board must be designed to permit the real-time display of available units. The board must be flexible to reflect the changes in field force with

time of day. The updating of the status board should be a by-product of the dispatch operation and not require specific individual adjustment. A major advance would be to develop a system that would also show on the status board (map) the actual physical location of the field unit at any point of time.

9. Additional engineering effort must be given to the design and operating capability of mobile radio equipment. Provision must be made for unit identification and operator alerting when a transmitter in a "simplex" system is stuck "on-the-air." Study should be given to the capability of individual unit answer-back to identify receipt of a transmission. Each mobile transmission should be capable of identification without voice transmission.
10. Manufacturers of communication and automation equipment should be encouraged to continue the development of car-to-computer and computer-to-car transmissions for the purpose of making a file inquiry. The field officer should have the means for direct inquiry without interfering with the dispatcher. The communication system should be developed giving consideration to the possible use of those portions of the normal voice band that are beyond the audible range.
11. The present effort of the International Association Chiefs of Police and the Federal Bureau of Investigation to establish a National Criminal Information Center (index), should be encouraged and sufficient fiscal support provided to assure that this major effort is successful. This is the first step in the direction

of an automated national exchange of criminal information. The program will require an extension of fiscal and technical assistance to develop a balanced arrangement of regional systems as control points and support elements for the national system. In addition, fiscal and technical support should be provided those areas that have already taken steps toward the organization of a regional system so that these aggressive agencies can engage in advance development activity.

12. Provision should be made to establish an active and authoritative "Police Communication Standards Committee" to develop basic operating standards for law enforcement systems. This program should include "standard codes," uniform dispatch procedures, mutual aid procedures, equipment and design specifications, radio frequency recommendations, etc. This "standards committee" should be composed of representatives of the technical and operational fields.
13. A detailed study of integrated public safety communication systems should be made with respect to the consolidation of operations of several small independent systems. The study should consider the impact of the consolidation concept on local services, economics, and its bearing upon the maximum utilization of available radio frequencies.
14. A formal training program should be developed for the instruction of police administrators in the characteristics and use of communication in police service. This should be based upon the information developed under the program set forth under items 3, 5, 8, 10, 11, 12, and 13 above. A companion course,

oriented toward operations, should be developed for the communication staff.

15. Consideration should be given to new legislation or modification of the Rule of the Federal Communication Commission that would effectively limit the use of police information transmitted via radio by persons to whom the message was not directed.
16. A study should be initiated to identify field practices followed by individual departments to assure maximum safety to the field officer. In many departments certain communication procedures have been established to provide maximum support to the field officer who is engaged in checking out a suspect vehicle, person, or premises. Some departments require a field officer to communicate by radio, giving his location, and the license number of any suspect car that he may stop, prior to leaving the police vehicle. Several of these departments are able to provide immediate check regarding the status of the suspect car, thereby providing prior warning in those cases where the suspect car has been reported stolen or otherwise subject to police investigation. A number of departments maintain the policy of initiating an automatic check-back on field units after a specific lapse of time. These programs and others of a similar nature should be identified and evaluated as basic in a standard program to promote safe field procedures.
17. The field of television holds particular promise for further extension and use in police work. The best operational and technical experience should be enlisted to develop practical

operational application of television. Consideration should be given to the value of establishing a nation-wide law enforcement television network for the exchange of information, training of personnel, and general expansion of police knowledge.

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POLICE RECORDS IN REJATION TO FIELD PROCEURES

INTRODUCTION

Among the responses to the letter of the Attorney General were a number of statements that related to police record operations or the application of records in support of field operating procedures. An examination of the several hundred replies indicates an awareness among a significant number of law enforcement administrators that police records and field procedures are highly inter-dependent. Some aspect of records utilization was mentioned specifically in over one-third of all replies. In many cases the respondent made more than one reference to records. In several replies the entire response was devoted to a series of comments describing the development, implementation and utilization of modern data processing systems with particular reference to providing current information to assist the administrator in the proper deployment of personnel and make file information available to the field officer. The following comments are offered as a brief exposition of the concepts underlying police records with particular focus upon how the records system should be oriented to support the officer in the field.

It shall not be the purpose of this section to describe the scope of a total law enforcement record system. Such a detailed treatment of this subject is beyond the purview of the current inquiry.¹

1. The reader is referred to such standard texts as "Police Records" by O. W. Wilson, "Municipal Police Administration" by International City Manager's Association, "Basic Police Report Writing" by Allen Gammage, "Uniform Crime Reporting Manual" issued by the Federal Bureau of Investigation.

Rather, the following summary is offered as an enumeration of those aspects of police records procedures that have a direct or closely associated bearing upon field duty. This limitation is not easy to define because many support functions within a law enforcement agency may have both an immediate and a delayed impact upon the operations of various department units. An item of record information may represent a statistical tally of unit value in the preparation of a manpower distribution evaluation and at the same time establish the significant fact that a specific individual is subject to arrest. An item of information may not stimulate administrative concern as it stands alone or among a variety of other data but when it is accumulated with a number of other like items or when it proves to be one of a series of related items its importance is magnified. The item that at one time may have been treated with indifference now becomes a focal point for action.

JUSTIFICATION FOR A POLICE RECORD SYSTEM

In order to establish a plane of reference for the assessment of the response of law enforcement officials to the Attorney General's letter it might be well to identify some general concepts in support of the proposition that a record system is a valid and necessary function within a police agency. In support of this thesis the following is offered for your consideration:

First, a law enforcement agency is a public service performed for the people within a jurisdiction and supported by public funds. The police agency has responsibility to account for achievement toward its objective and must seek some means to adequately report the scope and success of its operations. Records are the means that must be employed to that end. Through systematic reporting some measure of

the "police service" can be made in terms of the incidents known and the police responses thereto.

Second, the police administrator has need to gather current information pertaining to events that fall within the responsibility of his department. It is presumed that he will allocate the resources of his department to meet the challenge of these events in a manner that will minimize the hazard to person and property and reduce the over-all cost of crime. This may not prove a complicated undertaking in a small rural community where the population is stable and there is a minimum influx of transients. However, as the community grows, as the character of the population develops a marked variation in social, economic and cultural pattern, and as the number of officers in the department increases we find need for some objective and consistent record system. Some device must be found to collect and preserve police intelligence to meet current and future demands. Even the one-man police department has need for some kind of memoranda as an aid to memory.

Third, records provide a basic means of preserving information so that it will be available to aid the police officer when he has need for it in the performance of his duty. The field officer is confronted constantly by the need to determine the status of a person or vehicle, to identify a person, place or object, or to establish the basis for a detention or arrest. Prompt access to accurate information is imperative both with respect to the person subject to police attention and in terms of the safety of the officer. As a member of the local police agency, which is itself only a small segment in the total mosaic that is law enforcement, the officer is dependent upon information acquired

by other policeman at other times and locations in order to act in the immediate situation. The effectiveness of the field officer will be found in direct proportion to his personal fitness and the adequacy of police intelligence available to assist him on the job.

Fourth, the individual citizen has a stake in the police information system. His personal freedom, his safety in the community, the protection and security of his property are all intimately related to the sufficiency and accuracy of police data. Police records may be necessary to establish his right to redress for injury, the benefit of tax "loss claim", recovery of his property that has been lost or stolen, facilitate the identification of a missing member of his family, protect his personal reputation or even prove the stability of his business. These are all by-products of primary police functions that the citizen(s) has come to recognize and expect as a basic service available from his police agency.

THE BASIC NATURE OF POLICE RECORDS

A police records system may be described as a collection of reports, memoranda and forms with associated indexes and files that have developed within an agency according to local need and usage. The basic source documents are writings that identify one or more of the following: a) complaints received from the public, b) field observations made by officers, c) the results of police investigations, d) results of police participation in the prosecution process, e) citations issued for violations of the law, f) legal papers, g) arrest records, h) criminal histories, i) miscellaneous "services" rendered

in non-criminal matters, j) property control records, and k) officer daily activity reports. There must be added to the foregoing the many inter-agency notifications common to police service such as "wanted persons," "identifiable stolen property," "stolen vehicles." All of these information sources become part of and contributed to the repository of total police intelligence. Numerous other kinds of information are developed within each agency which relate to internal management and control of the organization. Some of these latter activities also provide valuable information in relation to department resources and field operations.

The information, regardless of its source, must be reviewed in a systematic manner and classified before it is indexed and filed. The indexing process is critical and holds the key to future accessibility and its utilization for police purposes.² The files are devices provided for physical storage and security of the documents in some ordered fashion to facilitate retrieval as needed at some subsequent time. In most cases the documents are stored in their original form. In some special cases the document may be modified to satisfy file requirements. The files may consist of simple open-shelves, a number of standard file cabinets, mechanical or electro-mechanical conveyors, or even modern electronic memory files associated with a configuration of computer components.

2. A recent study of record procedures in twelve San Francisco Bay Area law enforcement agencies revealed that these departments collectively used at least 103 separate alpha indexes to control information. One agency had 32 separate indexes, another had 25 separate indexes. This illustrates the confusion that can arise in selecting the right file to procure access to information. It also indicates the variation in the record and file practices of neighboring associated agencies.

The sources of police information are such that the data received by a department may be complete or incomplete, accurate or inaccurate, timely or obsolete, coherent or nebulous, etc., however this is the nature of the data with which the police must work. Often the information cannot be verified sufficiently to establish the facts necessary to permit conclusive action. Frequently the police must develop a major case by assembling then re-assembling fragments of data in order to construct a composite whole. In these instances the romantic challenge of law enforcement may prove to be an avenue of frustration. Add to the preceding conditions the impact of recent Supreme Court decisions and we find that our law enforcement agencies are faced with the problem of seeking means to verify the status of a person or object in the field in terms of "real-time." Law Enforcement no longer enjoys the luxury of "investigative holds" or "station interrogations" to provide the time to "check out" a suspect unless there is first substantial support for "reasonable cause" at the time of initial contact.³

Police service is closely allied to local government and tradition hence it manifests an appreciable degree of individuality. This independence is clearly shown in the records systems that have been developed to serve local requirements. While each agency has accumulated and processed the kinds of basic information indicated in the paragraphs above, the character and quality of the many systems are

3. A current study by the American Law Institute entitled "A Model Code of Pre-Arrest Procedure" suggest that the police officer be permitted the right to detain a person and question him on the street for up to 20 minutes without being considered an arrest. And further, the police be authorized to bring a person to the police station for preliminary screening up to 4 hours without such action being considered an arrest.

better described by their differences than by their similarity. This condition is even found in areas where major departments are serving adjacent jurisdictions and their operations demand a high order of exchange information. Evidence of the problem that exists is found in the prevailing consensus that the best source of inter-agency information is to have a personal contact--someone who speaks your language and will respond to your request. The effective exchange of police information should not be left to such an uncertain process. Local independence may satisfy a sense of democratic freedom but it has erected a barrier to efficient communication and coordination of effort that cannot be justified by any rational assessment. Perhaps the most effective device that established a common denominator for certain areas of police reporting has been the Uniform Crime Report Procedures sponsored by the FBI.⁴

One of the current problems in law enforcement is the fact that the majority of departments have not taken steps to upgrade their record system to keep pace with the rapid expansion of demands for police services. Many agencies depend upon the support capability of a record system that would have been judged deficient by any reasonable standard in the progressive department of 1950. These systems are faltering under the increasing pressure of expanding service, current crime trends and administrative urgency. The demands for effective information management are particularly critical of providing support to the field units. There are departments that have taken progressive

4. The Uniform Crime Report Program was developed by the International Association of Chiefs of Police in 1929. The Federal Bureau of Investigation has accepted responsibility to coordinate the program and prepared the periodic reports which have been issued since 1930. The program is voluntary.

steps to modernize their information gathering and storage procedures, these are the exceptions to the general rule. The administrators in these departments have come to the realization that records management and information control are not a "necessary burden" but rather provide the foundation for a realistic and sound field operational program.

SUMMARY OF RESPONSE TO THE LETTER OF THE ATTORNEY GENERAL

The various responses pertaining to records tend to fall into several specific categories. These may indicate the areas where departments have found the greatest need for the development or improvement of record functions in relation to the conduct of field services. Among the following record operations are procedures that have a direct and immediate bearing on patrol duty. These are the arrangements or systems designed to furnish maximum information to field personnel as they need it. Other procedures are indirect inasmuch as the effect is not immediate in the sense of a response to an inquiry but have significant bearing on effective patrol, such as manpower distribution, identification of high crime areas, modus operandi summaries, etc.

FIELD REPORTING

Each police incident requires some form of record. The amount of detail should be determined by the nature and importance of the event. Some police officials may hesitate in accepting this view and raise the protest that the average beat officer and investigator already spends too much time making reports and shuffling papers. This protest is valid insofar as the reporting detail is unnecessary and the paper shuffling is evidence of weak management. The desire to maximize street patrol time is commendable but this objective need not be equated to the continuance of existing out-moded procedures. It could

be demonstrated that the emphasis should be toward solutions that would achieve increased patrol and retain the desired level of information flow. A review of the administrative history of most police agencies will reveal many cases wherein the department was denied budgetary support for worth-while programs primarily due to its inability to document the justification statement. Hence, we find the sad paradox of some administrators seeking to reduce the "writing" to increase the patrol only to find that the "writing" is in fact the very basis for administrative judgment.

Approximately 9 per cent of the respondents indicated that the department had developed a program whereby the field officer could dictate his reports in the field rather than drive to the station and there prepare the necessary forms before returning to patrol. The writers were unanimous in their agreement that this procedural change had several beneficial results, a) it was credited with a measurable increase in field patrol time, b) it resulted in reports that were more consistent, c) the spelling improved, d) more detail was reported, and e) in some cases the information reached headquarters more quickly. Another advantage was the opportunity for report review by the supervisor as the reports flowed across his desk throughout the tour of duty and were not "batched" causing bottlenecks and casual inspection. There was some variation in the use of dictation technique. One department simply stated it provided stenographic help to receive the reports from the field

officers and the stenographer would prepare the report for review and signature. In two other cases the department reported that it had procured mechanical dictation equipment for each field officer. The officer would dictate his report while in his car on the street thus providing the image of police availability and surveillance while making his report. The remaining statements indicated that the department program provided for the use of mechanical dictation devices as terminals on telephone lines. The field officer calls the dictation unit via telephone and transmits his report when connected. The dictation clerk monitors the machines and prepares the report for review. An added benefit of the dictation program is the probability that it will prove to be more economical than the alternate system of having the reports prepared by the field officer. The economy factor increases with the size of the department.

FIELD INTERROGATION CARDS (F.I.'s)

Reporting agencies made specific reference to the practice of conducting routine field interrogations when the patrol officer encountered a person whose location, appearance or conduct aroused police attention. This field tactic is basic patrol and crime prevention function and assumes real value when the meeting results in the preparation of a brief report form variously known as a "field interrogation card", "field contact report" or simply as an "F.I.". The notations are usually made on a 3 x 5 card with printed format to permit recording details of, a) personal description, b) time, c) location, d) vehicle used, and e) other pertinent data. As these

cards are submitted to the Record Division, they may be processed in a variety of ways depending upon the special interest of the agency and the nature of current events. Some files are maintained in alphabetical order, others are arranged by location, while still others are organized chronologically. Several departments cross reference these cards to aid rapid searching. Regardless of the manner of filing, a number of departments have used this type of file to build police intelligence regarding the identity of persons who travel in loose-knit groups and become involved in illegal conduct. Several West Coast departments have had a measure of success in checking F.I. files to identify a person known to be driving a stolen car when a field contact was made prior to the receipt of the vehicle-theft report. In a number of instances a suspect was located by checking the file to learn of his associates and using them as a means of contact. Police officials expressed the belief that the field interrogation tactic was a valid and effective crime deterrent device as it discouraged potential offenders from attempting an act after being identified in the area. At least one major department prepares a list of the daily F.I.'s and distributes a copy to each operating unit for the information of patrol and investigative personnel. This list has been instrumental in providing leads in a number of major criminal cases.⁵

RECORD AUTOMATION

The most frequent response pertaining to records was some comment about the planning, implementation, or actual utilization of some

5. San Francisco, California

form of record automation. Many of the replies were not clear as to the degree of automation currently employed in the department. In some cases the reference to automation related to unit card equipment while in other cases the writer described a configuration of data processing equipment including a computer. This Advisory Group is satisfied that more departments are using automation than the 12.5 per cent represented in the survey. The uses of record-automation programs was not fully explained in the responses; however, the writers did mention the following applications.

1. MAINTENANCE OF A CAR FILE

A number of departments maintain a stolen vehicle index on some form of automated file. This is to provide rapid access to information in response to an inquiry. Several departments in major metropolitan areas have this information stored on electronic files with random access.⁶ Terminal equipment is located conveniently to the radio dispatcher to provide immediate service to the field officer.

In 1965 the California Highway Patrol inaugurated a state-wide auto theft file with participation by most of the police departments and sheriff offices throughout the state. The program provides immediate access to the state vehicle theft file with remote terminal inquiry and update capability. This operation is a cooperative venture and has had marked success. The rate of inquiry has exceeded initial expectations. Its acceptance by field officers reflect

6. St. Louis, Missouri; Chicago, Illinois; New York City P.D.; Bensalem Township P.D., Bucks County, Pennsylvania.

their appreciation of the speed and adequacy of response to field inquiries. At this writing the California Highway Patrol "Auto Statis" system provides a terminal connection to the State of Nevada and Oregon.

Several local law enforcement agencies have placed vehicle registration information in files and have made this data available to field personnel. In general, vehicle registration and driver license information have not been readily accessible and represent a significant void in data that has a high utility value for the street patrolman. Law enforcement must await the development and automation of these files by action of the responsible Motor Vehicle Department and Driver License Bureau.⁷

2. MAINTENANCE OF A WARRANT FILE

A vexing problem encountered in most law enforcement agencies is the processing and service of warrants of arrest. The manner of assigning warrants for service varies from department to department. The procedures followed are established in some instances by statutory provision; however, in most cases the details of processing are a result of local history and accident. Whereas an officer might assume that a warrant is valid because it is in file and appears regularly on its face it may, in fact, be invalid but through clerical or other error was not removed from the file. The bulk of warrants issued today pertain to traffic matters and a high per cent of these

7. The Department of Motor Vehicles, State of California, completed a feasibility study and is in process of implementing an automation program of considerable magnitude.

warrants arise from violation of parking regulations. In most jurisdictions these warrants may be satisfied by the posting and surrender of bail. It is not uncommon to have a person post bail only to be encountered by an officer who has a warrant in hand that should have been recalled by the court of other-wise subject to cancellation. The conflict arises primarily due to the time-lag between receipt of bail and notification to the police of the recall of cancellation. The officer in the field has need of some means to verify the status of a warrant. He also has need of access to a file that will inform him whether or not a person encountered on the street should be subject to arrest pursuant to a valid warrant. Some police agencies have developed warrant files using manual search to provide field information. Several major departments have automated their warrant file and are able to respond to field inquiries within a matter of seconds.⁸

Another aspect of warrant service that confronts the police is the problem of checking warrant files of neighboring agencies with speed and accuracy. This is a critical problem in metropolitan areas where the subject is free to move about among the several jurisdictions at will. It is common to find traffic offenders living in one community and working or driving through two or three adjacent jurisdictions daily. This problem was confronted by the law enforcement agencies in the San Francisco Bay Area in 1965. A study committee was formed with express instruction to review the records

8. New York City P.D., Chicago, Illinois P.D., St. Louis, Missouri P.D.

procedures in neighboring police departments and recommend changes and improvements that would facilitate cooperative action. The first major project was the development and implementation of a regional warrant index. This project, known as the PIN Warrant System (Police Information Network), is now serving all police agencies within Alameda County (twelve police departments and one sheriff's office). The second phase of this project starting in June 1966 will mark the acceptance of participation by other police agencies within the nine San Francisco Bay Area Counties. There are approximately 100,000 warrants on file and accessible at this time. The expanded program (phase two) will bring the total warrants in file to approximately 300,000. Each participating agency has a terminal on-line with the computer controlled random access electronic file. The participating department may inquire at will and the response time has averaged about five seconds. This is in contrast with a former response to manual files that took between 3 to 15 minutes for a local check and from 20 minutes to over an hour for an area check.

All of the participating departments have experienced an increase in total warrant service. The amount of inter-agency correspondence formerly required to control the movement of warrants has been substantially reduced. THE MOST SIGNIFICANT CHANGE HAS BEEN THE READY ACCEPTANCE AND USE OF THE PROGRAM BY THE FIELD OFFICERS. Field activity has increased with officer confidence.

An added benefit arose with the inter-connecting of the PIN Warrant System and the California Highway Patrol "Auto-Statist" system. Now a single field inquiry may result in a combined

8. New York City Police Department; Chicago, Illinois, Police Department; St. Louis, Missouri, Police Department.

file check with a read-out of information from both systems.

This dual response will occur within an average of approximately 7-10 seconds.

3. MANPOWER DISTRIBUTION ANALYSIS

Perhaps the most frequent use of the power of automation has been to study operating data and develop a plan for the equitable distribution of patrol forces. This is a sophisticated application and has direct bearing on field procedures. The concept was first used several decades ago and manual methods were employed to classify and tabulate police incidents, assign weights to types of event and then summarize the data according to location and time of occurrence. The theory proposes that (a) police incidents are a result of people reacting to their social and physical environment, (b) certain events occur because of factors common to the area, and (c) these incidents will tend to reoccur if the conditions which promoted them in the past are reestablished. As most of the conditions contributing to police incidents are beyond police control, the most effective application of police deterrence is to direct attention in the critical areas against the elements that contribute to the potential incident. This means to deploy the police force in the location, at the time and in reference to these situations which are most likely to promote an incident.

Manpower distribution studies have been made by many law enforcement agencies during the last twenty years. However, the task was usually time consuming and frequently of limited value.

Once a study was completed there was a tendency to avoid rechecking the distribution at periodic intervals unless some compelling event made it mandatory. A number of administrators were uncertain as to the assignment of weights to specific elements in the statistical calculations and considered the analysis no less arbitrary than other less complicated methods of deployment. With the advent of the computer, the situation has changed materially. The police administrator now has access to a device that will permit analysis of large volumes of data in a short interval of time. The weights assigned various classes of data can be adjusted freely and comparative analyses prepared for review by the administrator with little personal effort.

Manpower is the most crucial and expensive resource available to a law enforcement agency. Every effort should be made to optimize the productivity of each man-hour. Individual satisfaction and the agency morale will reflect the judgment and equity exercised in the assignment of personnel in relation to work-load, placement, and duty-time. The working officer will respond adequately and willingly to variations in work-load that are characteristic of police service. He may not react favorably over a period of time where the imbalance in work-load is the result of poor administrative policy.

A review of the replies to the letter of the Attorney General reveals that manpower distribution studies have been made to provide the basis for such activities as the following:

- a. Reassignment of patrol areas to balance work-load.
- b. Reorganize the patrol system to account for coverage in newly annexed areas.

c. Program for the reassignment of patrol areas due to change from one-man to two-man car operation.

d. Development of a plan to designate areas for augmenting basic patrol.

A number of departments having access to a computer have moved toward a continuous assessment of patrol areas. At least one major police department is actively engaged in the implementation of a program that will not only predict the police field problem for the forthcoming tour of duty but will monitor the actual performance and adjust the predictions on a real-time basis.⁹

One responding department prepares a weekly recapitulation, by tour of duty, showing geographically on a grid system the number of incidents that occurred. This program furnishes the platoon commander a set of city maps and provides each beat patrol unit a smaller map showing the beat area and tabulating the police events that occurred within that beat. The department head reports that this program has worked well and developed a team spirit and enthusiasm that has resulted in more "on-view" arrests.¹⁰

4. ANALYSIS OF HIGH CRIME AREAS--SPECIAL TACTICAL FORCES.

A modification of the manpower distribution analysis is the use of records to identify special police problems and the areas that demand particular attention by special field units. A review of the responses received indicates clearly that in every case

9. St. Louis, Missouri, P.D.

10. Winston-Salem, N.C., P.D.

where the department reported it had developed and employed a special field tactical unit, the action was initiated to counter an aggravated police problem that was beyond the immediate control of the existing patrol force. The very fact that reference was made to "high-crime" areas and "burglaries" or "muggings" is indicative of record analysis as a means of directing police effort. In some cases this activity was a direct result of data analysis by unit card equipment or with a computer. In a large number of cases the effort was a result of manual tabulation and evaluation. Approximately 25 per cent of the replies mentioned the use of special squads in "high-crime" areas.

5. AUTOMATION OF FINGERPRINT RECORDS

The replies indicate that several major police agencies are actively studying the application of electronic data processing technology to the classification and searching of fingerprints. The principal work in this area is engaging the attention of persons; a) seeking to recode the 10-print Henry cards for storage and retrieval by computer; and b) by others who are exploring the feasibility of using the computer power to actually make the classification through a scanning program.¹¹ One agency has taken steps to automate a "latent print" file system which has been developed and used successfully under a manual program.¹²

11. New York State Police (Bureau of Identification).

12. San Diego Police Department (California).

Several police departments have experimented with fingerprint facsimile equipment as a means of transmitting impression over distances with speed and accuracy. This approach has been taken to relieve delay in the identification and processing of prisoners and suspects. The standard practice has been to bring the prisoner physically into the Identification Section of the department or the jail and there make inked copies of fingerprints which are forwarded to the identification files for classification and comparison search. In large cities and areas where the identification unit is centrally located, the time-lost in transportation of the prisoner can be appreciable and represents a loss of preventive patrol and other positive services. The resort to facsimile transmission technology offers a real opportunity to maintain a high level of identification service and also reduce the delay factor that is common today. One police department has used facsimile as a means of transmitting impressions from district stations to headquarters Identification Section with complete success.¹³ A major west coast department is initiating a similar program within its own jurisdiction; but in addition, has been conducting tests with the State Department of Justice to extend the benefit of this technique to a higher level of service.¹⁴ The State Department of Justice serves as a state-wide clearing house for all criminal records; hence, the implementation of this program will, in effect, provide for a state-wide file check and verification of any arrestee at the option of the local police

13. Chicago Police Department (Illinois).

14. Los Angeles Police Department (California).

agency. While this aspect of records procedure may appear remote from field operations, a brief examination of police field situations will demonstrate that personal identification is a constant and reoccurring problem and one that must be alleviated if patrol effort is to be maximized.

6. MODUS OPERANDI STUDIES.

The study of criminal case reports to identify the "modus operandi" of the perpetrator has been an accepted police procedure for many years. The concept has worked well in countless cases and some departments make a reasonable effort to maintain an M.O. File. Few departments have been able to demonstrate a consistent success record, and the application of the technique is generally limited to certain classes of crime. One of the problems encountered in the performance of M.O. analyses is the volume of data that must be handled and the correlation of factors. This is an additional area wherein the automation technology offers an opportunity to "break-through" and provide the police with a better administrative tool. The study of M.O. is particularly effective in planning for special Tactical Operations and the use of Saturation Patrols. These units are organized and deployed to direct attention to the control and repression of specific police hazards. The M.O. analysis is also a valuable aid in the direction of investigative units. Several responding departments indicated that they were using available data processing equipment (unit card systems and computer systems) to develop M.O. Patterns to guide field forces.¹⁵ This Advisory Group is aware that many other law enforcement

15. Dade County, Florida P.D., St. Louis, Mo. P.D., New York City P.D.

agencies across the nation are also conducting similar M.O. studies either on a continuing basis or in response to specific field problems that arise. One police department has engaged in sophisticated M.O. research using a computer to analyze crime report input and by a natural language addressing technique store data for future retrieval. The retrieval is by natural language inquiry. The model program has shown great promise and may open new avenues to police-field reporting.¹⁶

MISCELLANEOUS RECORD PROGRAMS IN SUPPORT OF FIELD OPERATIONS

The letters received mentioned other programs showing a relation between the record operations and field assignments. The following list indicates the character of these programs:

1. PHYSICAL SECURITY PROGRAM.

Several respondents indicated that their department maintained an active program of building checks, especially with respect to commercial establishments. One department requires that the beat officer make an inspection of each business premises and report any security deficiencies to the management. A report is filed by the officer and the department addresses a letter to the management advising that the deficiency be corrected and cites the existence of an ordinance requiring compliance.¹⁷

In one California city, the police department has the obligation to review building permits, etc., and require the compliance with certain basic safety standards pertaining to building design, placement, access roads,

16. Los Angeles P.D. (California)

17. Oakland P.D. (California)

night lighting, and alarm devices.¹⁸ Each of these programs have been initiated to reduce opportunity for successful criminal attack and to aid the patrol officer in his observation and detection of potential crime incidents.

2. TRAFFIC SURVEYS.

A number of departments make consistent use of police reports of traffic accidents and citations issued for vehicle code violations as a means of deploying traffic units. This data also provides the basis for the study of physical hazards and establishes the foundation for street and highway design. This matter will be treated more fully under the report on Traffic.

3. CRIMINAL INTELLIGENCE SUMMARY.

At least one state police organization has undertaken a program to collect and collate information regarding known criminals of interest to associated law enforcement agencies. This file provides access to information not generally known to local departments.¹⁹

4. INVENTORY CONTROL.

While many departments maintain some record of inventory of supplies and equipment and a program to mobilize these resources in support of field operations, this aspect of record utilization has been neglected or at least overlooked by most departments. This kind of information is particularly important when critical events occur that demand emergency deployment and special command situations.

18. South San Francisco P.D. (California).

19. New York State Police, Albany, New York.

5. IDENTI-KIT PROGRAM.

A number of respondents indicated that their department was using the "Identi-kit" procedure for the development of descriptions of suspects. The problem of getting good, accurate descriptions from the victim or witness to a crime has been historic in police service. The "Identi-kit" offers a positive mechanical aid that has demonstrated its value. Some departments maintain an "Identi-kit" at headquarters for use as needed. Several respondents indicate that "Identi-kits" are made available for field use by investigators or special call-field units. One major agency has combined the basic "Identi-kit" operation with a centralized photo-file and has found this system to be a vast improvement over both the "mugbook" and the "police artist."²⁰ Two of the responding departments indicated that they used the IDMO Code Computer (a special slide-rule device) to obtain code numbers for the filing of photos by physical description and to obtain code numbers for IDENTI-KIT composites.

COMMENT ON MERITORIOUS RECORD PROCEDURES

This Advisory Group believes that good records procedures are basic to sound management of personnel and practical deployment of police forces. Each of the many programs mentioned in the preceding section of this report deserves the patient consideration of every police administrator. The important element is the imaginative use of records

20. Los Angeles County Sheriff's Office, California.

to support current field situations. The police have expended far too much energy creating document files and not sufficient creative effort to utilize what is in storage. It can be stated emphatically that manual manipulation of paper and duplication of files should be held to an absolute minimum. Many departments may not be in a position to support an automation program and should not attempt to procure any sophisticated devices. This does not mean that the agency should not join other neighboring departments or seek the shared use of a local city or county automation system to furnish essential information for the administrator. History indicates rather forcefully that while a police agency may enjoy certain local independence in the area of political and social relations, it cannot operate effectively if left to the limited resources of its own intelligence file. Police have engaged in the exchange of data for many years and at an increasing rate. The general orientation of this review of police records practices brings into focus the need for the administrator to consciously use information resources to economize on other human and physical resources which are provided to perform the basic police functions of crime prevention, deterrence, detection, arrest, recovery of property, prosecution, etc.

RECOMMENDATIONS

In summary, the following comments are offered as guidelines for the law enforcement services.

1. Field reporting and record analysis are basic to police service and provide the foundation for the intelligent and objective deployment of personnel, justification of budget, and procurement of resources.

2. It appears that the practice of providing some means of reducing the report writing duties of the field officer has merit. The many agencies that have turned to a dictation program all claim satisfaction and an appreciable increase in field services. Perhaps more attention should be given to equipment design and extensions of the dictation concept to cover interrogations and field stops. The officer has need of a device that is: a) reliable, b) economical, c) sturdy, d) easy to operate, and e) operational without requiring excessive use of the officers hands. It would also be advantageous if the device could be carried so as to be inconspicuous.
3. In view of the variations in police record procedures and the capacity of the individual systems to support sound police field operations, it is recommended that consideration be given to the conduct of an in-depth study that will have as its objective the development of a "model" police record program. The core program should be uniform for all agencies to assure that certain basic kinds of information is uniformly recorded and processed. Orderly extensions of the "model" should be provided to meet the requirements of larger departments and promote the imaginative use of police intelligence.²¹
4. Basic to the preceding recommendation is the need to review the Uniform Crime Reporting Program to align the crime classification schedule and the scoring of offenses so that they reflect more adequately the character of current police incidents. The

21. Two respondents indicated that recent studies of their reporting systems led to a marked reduction in the number of forms used for reporting purposes. One chief stated that he had eliminated 39 forms with no loss in function of utility. In fact, the change was a marked improvement.

International Association of Chiefs of Police and the Federal Bureau of Investigation have attempted periodic review; however, with the present capability of modern record keeping and recognizing the changing nature of police incidents a reassessment will prove a positive course of action.

5. It is recommended that a special committee be created to engage in a detailed study of the automation of police records and the inter-agency exchange of intelligence. While the various independent moves toward record modernization and automation is encouraging, it also suggests that some prompt action may be necessary to assure that the final systems are compatible and will be organized and operated in such manner as to supplement each other. This study must concern itself with the development of a common language or coding of data to assure its accurate interpretation and consistent usage. Electronic data systems will tend to fix data fields and reporting requirements; hence, the full weight of police experience and judgment should be invoked before the automation system creates new unnecessary and avoidable problems.
6. The existing data automation systems have already displayed considerable variation in the means of implementation and funding. In several cases the funding has been state-wide; in others, it has been confined to a county or city and finally as a department effort. The scope of these systems differ as well as the degrees of sophistication. This Advisory Group suggests that local police administrators consider the advantages of cooperative effort toward the establishment of regional data banks to serve the mutual needs of participating agencies. Every reasonable effort should be made to take advantage of any existing EDP facility

supported by local government where that facility has the capability of providing the required service. The police should not accept less than random access real-time inquiry capability on a 24 hour basis for those kinds of information that are essential to support the field officer. Routine administrative summaries and other statistical reports can be effective on a scheduled basis. One police chief reported that he has procured data processing service from a private organization on a contract basis.²²

7. Several police officials recommended that steps be taken to establish national information files with rapid access by local departments. At this writing the plans for the first segment of such a system are in process. The International Association of Chiefs of Police and the Federal Bureau of Investigation have jointly sponsored the inauguration of a national data index to provide service in the areas: a) wanted persons, b) stolen and wanted vehicles, and c) identifiable stolen property. This move will provide an impetus to alert all law enforcement to the value of proper record and file organization. The standards that are adopted to support this proposed National Crime Information Center (N.C.I.C.) may set the pattern for the additional work suggested in No. 5 above. This Advisory Group urges support of the N.C.I.C. Program.

22. Monterey Park P.D., California.

Note: It is recommended that the N.C.I.C. Program develop with the continued involvement of the participating agencies. Some program of system administration must be set up that will be effective in disciplining the program in operation.

8. Specific study should be made of the various attempts at manpower allocation and the effects of such programs when applied. Involvement in manpower assessment as a mathematical exercise is not of value to law enforcement or the public that is entitled to police services. The proper use of this technique must be evaluated within the framework of total department administration. Some doubt arises as to the significance of a study if the local department is continually shifting the street personnel to meet "special" problems in a manner that destroys the basic deployment concept.
9. An objective study of police records and deployment practices should be made to determine just how many "EMERGENCY" incidents actually occur in a typical community. This Advisory Group is of the belief that the term "emergency" has an exciting connotation and becomes a psychological crutch if not subject to continuous evaluation. How many police incidents are real emergencies? Can an event be classed as an emergency when it will submit to prediction? Only an objective study of police history will reveal the probable merit of established practices.
10. Several replies to the Attorney General stated that the writer was convinced the time had come to consider rationally the value of consolidating smaller neighboring agencies and creating an effective county or regional police force with resources adequate

to the task.²³ This is a subject beyond the scope of this report but a question which will depend, in part, for its determination on the weight of valid data that defines and describes the nature of police demands and accomplishments.

11. One agency reported that it had just made a reassessment of its communication facilities and was reserving one radio frequency to hold for future use in establishing car-to-computer communication. This concept is not blue sky. Recently one of the primary manufacturers of data processing equipment displayed a working model of a touch-tone key-board that could be placed on the dash board of a police vehicle and transmit directly into a computer to inquire for file data without involvement of the radio dispatcher. Study is also under way to design a device that will provide a dashboard print for high speed data transmission and the logging of radio calls, etc. This Advisory Group recommends that the President's Crime Commission consider the advisability of creating some continuing means of conducting technical and operational research for law enforcement on a national scale. Police service is basically a local government function; and, therefore, does not have the resources or technical knowledge to engage in this level of research.

23. State University of New York, S.O. Kings Co., Washington.

SECTION VI

POLICE WORK WITH JUVENILES AS IT RELATES TO FIELD PROCEDURES

INTRODUCTION

It would appear that a great many policemen enter the field in order to satisfy their social-worker instincts. This is most graphically illustrated in the oral interview when the applicant is asked, "What area of police work appeals to you most?" The answer more often than not has named working with juveniles as their first choice.

This almost universal interest in juveniles and their welfare has brought a great deal of zeal and idealism to an area of law enforcement that has lacked the technical precision common to other types of police responsibilities. In the center of this somewhat vaguely defined area stands the policeman on the beat. His role, to use an analogy, assumes that of a general practitioner in the field of medicine. He is expected to have a basic knowledge of the remedies available, the extent to which he can apply them, and whether or not he should call in a specialist. He is, more than anyone else, the man on the spot. In any department, regardless of size, it is he who meets the problem when it first arises, or at an early stage, and must decide what to do with it. The patrolman usually can handle it himself, but frequently he must call on others for help. This obvious dependence on others to assist has in recent years become more fully recognized and has created a marked change in police thinking. The whole outlook of agencies toward juveniles is beginning to evolve in a new direction.

The administration of juvenile justice is no longer seen as a series of separate contacts in the life of a delinquent. It has come to be viewed as a continuous process in which what is done (or not done) at one stage cannot be separated from what happens at the next.

This represents the introduction to law enforcement of a different philosophy which necessitates a change of attitude, skills and knowledge. It also alters the basic police philosophy of independence to one of inter-dependence.

This report will enumerate some examples of police agencies and individuals who are moving out of some of the traditional roles of police and into areas which hold more meaning in terms of effectiveness and solutions.

DEFINITION AND SCOPE

It is beyond the scope of this report to attempt to evaluate the juvenile crime problem. It is more pertinent to point out some of the accepted police standards for organization and procedures common to all departments who address themselves to the juvenile problem.

The basic function of a juvenile unit, regardless of size, is

- (1) To identify potential or actual delinquent behavior and the causal factors that promote these conditions;
- (2) To investigate cases of delinquency;
- (3) To provide initial services for non-delinquent juveniles coming to their official attention; and
- (4) To make some sort of disposition, using departmental or other resources.

(5) One should add to this the factor of adequately dealing with delinquents who return to the community following detention or referral.

Except in the smallest forces, we find the specialization in juvenile work is advantageous. The basic reason for specialization, as we know, is to do a better job. The usual means of facilitating this is in the creation of a juvenile officer position or the establishment of a juvenile bureau or unit. In smaller departments, they would report directly to the chief, and in larger departments, they would be a sub-unit operating under the chief of detectives.

The size of the juvenile unit will vary according to the size of the department, the enforcement philosophy of the department head, and conditions peculiar to a specific community. The matter of rank and structural organization are generally the same within this unit as in other areas of the department.

Generally speaking, the same basic qualities mentioned in the report on police selection are applicable to those officers selected for duty in the juvenile unit. As a matter of practice, policemen in the juvenile unit have almost invariably been drawn from the force. This practice offers many advantages, the most apparent one being that the department has had the opportunity, over a long period of time, to discover the abilities or the potential abilities of the individual. The least amount of success has resulted where the selection procedure is based upon the fact that an officer indicates he "likes to work with kids", that he is "a family man", or that he is an excellent recreation leader or hot rod aficionado. It must

be agreed that first of all a juvenile officer must be an all-round good policeman, but beyond this, one should look for factors of personality, maturity and human relations skills, and a sound background in the behavioral sciences as well as police sciences.

One of the most important aspects of the organization of a juvenile unit is the type and extent of training given its members. There are three important levels at which training in handling juveniles should be directed. The patrolman on the beat first of all must be made aware that juveniles are not just small adults. He must learn and remember that the law regards them quite differently, and the techniques that prove efficient in dealing with adults are not always applicable to juveniles. Secondly, station or watch commanders must be made aware of the special problems that juveniles present. They should call upon specialized services offered by the juvenile unit just as they would for detective or crime lab services in the case of a crime committed by an adult. The third level in which more training is needed is within the juvenile unit itself. Any prior academic training must be reinforced with exposure to patrol, regulations, philosophy and legal limitations. A great deal of time must be directed to understanding the basic characteristics of the juvenile law and its philosophy. (One might add that regardless of how thorough and efficient training in work with juveniles may be, its ultimate effectiveness is correlated to the limitations in the thinking of the department head.)

In small departments, field work with juveniles is an integral part of the beat patrolman's daily duties. As departments grow and

specialization develops, the juvenile unit assumes a role of supplementing and complementing the efforts of the beat officer. In many instances, separate mobile patrols are created wherein plainclothes officers (male and female) operate in unmarked cars in areas where high delinquency rates exist, operating as a type of fluid patrol that ranges throughout the city, actively seeking delinquent conditions and delinquent juveniles. The use of field interrogation cards is desirable to record contacts and in other more aggravated situations, physical arrests are made. In nearly all cases of arrest, the juvenile is detained in a city or county juvenile home where the period of detention may be temporary, or prolonged until a formal court hearing is held.

In recent years the trend has evolved to keep extensive juvenile records much in the same manner a social worker compiles case histories. Some controversy exists as to whether or not juvenile records should be separate from or a part of the departmental records. Usually this has been resolved by maintaining juvenile index as a separate part of the central records system, therefore making the information available at all times to field inquiries. Identification procedures for juveniles vary from state to state but in many states, as a matter of law and policy, juveniles committing serious crimes can be fingerprinted and photographed in the same manner as adults.

REVIEW OF SUBMITTED DOCUMENTS

Many departments have made a concerted effort in the area of research and development regarding the problems of delinquency.

One such program in the Southwest instituted a joint program between the school and the police. A sample school population very similar to the total city school population was selected for the pilot research period of one year. The assessment thus far of the program indicates there has been a larger discovery, sooner, of juvenile delinquency, a reduction of delinquency in specific geographic areas, increased confidence by juveniles and police officers, and improvement of the attitudes toward juvenile delinquency prevention.

A West Coast department has advanced the proposition that there is a need for a police-oriented program throughout the school life of a youngster. An approach has been to assign officers to classroom visits and lectures, and to assign officers (sans gun belt) to be stationed at one of the school crossings when students were released from classes. A different crossing and a different school were visited each day. No specific "pitch" was made to these youngsters, but rather, the officer merely conversed with them and answered their questions in a natural, spontaneous manner. They had already established the officers as a "friend" in the classroom through their previous visits, and they wanted the same feeling to be established when the officer was seen outside the school. The department also sponsored poster contests; essay programs, bulletin board programs, as well as involvement of officers and students through photography, music, etc. An interesting aspect of this program is that uniformed patrol officers, not juvenile officers, were used.

Mention was made earlier of the value of case histories in

dealing with delinquents. In this regard, one of the reporting departments increased its emphasis on reporting juvenile contacts and offenses. They have instituted a procedure whereby members of the department are required to submit incident reports on juveniles even in those minor cases that do not require further investigation or police action at that time. As additional reports are received on any one individual juvenile, the reports are summarized and the parents receive a personal contact by a member of the Youth Division, who informs them of the misconduct of the juvenile. This file is also being used to provide information regarding identity of individual juveniles involved in group or gang activities.

A citizens crime commission in New England has inaugurated a program auxiliary to that of the enforcement group wherein they create, print, and distribute pamphlets and brochures regarding juvenile delinquency. These include materials on laws juveniles should be aware of, the dangers of child molestations, pedestrian and bicycle safety, etc.

A police science coordinator came up with an interesting idea on improving juvenile-police relationships. He recommended that the patrol officers be encouraged to bring their own lunch ("brown bag") during the day shift when schools are in operation. Whenever possible, the officer should park his police unit near the school grounds and remain within radio calling distance, while eating his lunch with the school children. He feels this is a program that could be effective at the grammar school, junior high school and

senior high school level.

A midwestern sheriff has utilized the community involvement approach through the formation of a junior posse. He has procured policy commitments from various community groups to prevent delinquency through their leadership, guidance and community activities. Junior posse members assist in the distribution of pamphlets and posters sponsored by these organizations. These bear messages of protection and safety education for youngsters of their own age. Over the past three years they estimate that some 25,000 youngsters have become members of the junior posse. Pledge cards have been signed by all members to attend church and school regularly, to respect parents and teachers, and to obey all rules and laws. All members have received a membership card and an emblem resembling a deputy sheriff's star.

In addition, there has been created a citizens' advisory board to the sheriff which was organized for the purpose of procuring prominent members of the business community to assist in combatting the increasing problem of juvenile delinquency. This board has sponsored outings, camping programs, safety lectures, basketball and softball clinics, etc. It has also provided a film library for use by the department covering such topics as bicycle safety, narcotic addiction, vandalism, and street safety.

Several contributors noted that their juvenile unit was titled "Crime Prevention Bureau". They work primarily with juveniles under 18 years and with anyone involved with a juvenile. They also handle reports regarding molesting and sex cases of any nature. The primary

objective of these bureaus is to contact the pre-delinquent or delinquent child at the earliest possible moment. In order to implement this type of program, several departments have placed in operation a crime prevention bureau car from 8:00 p.m. to 4:00 a.m. These units cover areas which are frequented by youthful offenders.

A Florida county sheriff's office has instituted a Junior Deputy program. Its concept is one of education and practical observation rather than fun-type club or program. Their primary aim is to engender respect for law enforcement through education and association rather than simply demanding it. In several instances these junior deputies have been instrumental in the apprehension of criminals by observation and reporting of crimes. A major goal of the program is to reach these children in their formative years and encourage them to assume their civic responsibilities in helping to curb crime.

A city police department in Pennsylvania has assumed the position that past methods of police dealing with juveniles have been inadequate. They feel there is a need for a complete retraining of the generalist officer with regard to the handling of children and youth. With the cooperation of a local college they are creating a special institute for the purpose of retraining all their officers, both generalist and specialist who come in contact with juveniles.

Another eastern department is approaching the training aspect of this problem in a similar manner. They are supplementing this with the establishment of a youth guidance council which is comprised of a doctor, an attorney and a practicing psychologist.

A large midwestern city has established what they call a "group identification program." This program is based on the theory that most crimes are committed by juveniles acting as members of groups. It is their thinking that usually a youth will not commit a crime alone, but may identify with a group of two or three, or sometimes fifteen to twenty other youths. One of the aims of the groups identification program is the disbanding of youthful gangs. By the close observation of group movements within the community, together with the incidence of crime in the area, reasonable predictions of behavior can be reached, resulting in cleanup of offenses and improved conditions.

This program, instituted early in 1964, has as its basis Field Interrogation Reports written on both adults and juveniles who may not presently be violating a law, but who the officer may believe is likely to get into trouble. The Field Interrogation Report does not become a part of the individual's police record. A key man in each district records information gathered from these reports on a group sheet, and copies of the information are kept in the district. The group sheet is then sent to the juvenile division at headquarters where the group is given a group number and a check is made to see if any member of the group has a police record. This information is relayed back to the district for the key man and his captain to study and if possible, use to check out suspect.

A New York state police department has inaugurated a policy of issuing personal identification cards for persons eighteen years of age and older. One of the moving forces in creation of this

program was the problem of sales to minors in the community of alcoholic beverages. As a result of the program, much support has been received from licensed premises who dispense alcohol. It is felt that this program has reduced these types of offenses.

This same department has a "letter to the parent" program. Any child or teen-ager having contact with a police officer becomes a subject of referral to their "Persons Unit." The contact may involve a violation of the law or it may be a case where the health and character of the child is in jeopardy. This unit then sends a letter to the parents advising them of the details of the contact. They have found the program to be extremely effective in cleaning up neighborhoods where youths congregate and loiter to the annoyance of others. Pamphlets on the problems of delinquency and others on parental responsibility are sent with the letters.

One contributing department had voiced some strong feelings in the area of dealing with juveniles involved in crime. It was their concern that too often the child is not held responsible for his actions and not punished for the infractions involved. It was his thought that a juvenile when involved in a law violation for the first time, imagines himself to be in very serious trouble with the law. When actually faced with the governing authorities, he is treated as a poor child who did not know what he was doing, and is let off with a verbal reprimand. This chief of police feels that this cannot help but serve to disillusion the child and condition his mind so that he will expect the same treatment the next time. He feels that special handling and special treatment

of juveniles involved in violations of the law breeds contempt and disrespect for the adults involved in this process. He advocates we discontinue writing laws which infer that the juvenile population and the teen-age population are underprivileged, irresponsible junior citizens.

In another direction, this same chief postulates an interesting philosophy. He feels that law enforcement agencies themselves have actually contributed more toward the public's adverse attitudes than any other agency. He stated that in his opinion law enforcement has lulled the general public into a false sense of security by their effort to sell the public the idea that the police are capable of preventing crime. He feels law enforcement has created a false image as the protectors of persons and their property, when in fact they cannot deliver on such a commitment. His premise is that we do not have the constitutional authority to prevent crime or control crime, but can only act during the commission of a crime or after a crime has been committed.

A middle-sized west coast police agency has instituted through their juvenile division a "departmental citizenship program". Its aim is reducing the number of antisocial acts among the juvenile segment of the community. The program consists of a voluntary course of eight hours of instruction in a police department classroom for juveniles who have committed minor offenses, and for their parents. Through lectures, demonstrations and discussions the family is able to gain a better understanding of the laws and why the laws are

necessary. The program has been expanded to include uniformed police officer participation in civic classes at the junior high school level in local public schools.

A municipal police department in the Midwest has developed a sound approach to the police-school liaison program. They regard juvenile delinquency as a social ill and like other illnesses believe that it can be minimized by early treatment. Their efforts are coordinated by means of a Regional Counseling Team. The team is composed of the principal, dean of students, dean of counseling, school nurse, community school director, principals of the elementary schools that feed the junior high, and a juvenile officer in plain clothes.

The officer has no academic responsibility toward the school, but he does work closely in counseling and law enforcement within the junior high school community. His major duty is to detect and prevent crime at the onset.

Whether a child has academic, health, social, or moral problems, there is a member of the team who can coordinate specialized knowledge toward the team effort of helping the child who needs guidance.

The board of education subsidized part of the officer's salary, gave him a car, and provided him with office space in the school building. The city police department provided the other half of his salary.

Vital to the success of the program is the officer's relationships with faculty, students, and parents. He earns this acceptance.

He attends numerous school functions, gets to know countless people in the school neighborhood, including merchants and members of civic organizations, and becomes an integral part of the school community.

For the past four years all eight junior high schools in this city have instituted the Regional Counseling Teams with a police liaison officer.

STANDARD PROCEDURES

The foregoing programs and proposals reflect interest and concern in the police community regarding the problem of juvenile delinquency. All of them demonstrate the need for standard procedures on the part of the police, as well as a need for innovation and change.

We would feel it to be appropriate at this point to briefly review the factors upon which most standard procedures are based.

A. THE POLICE POSITION

The legal philosophy in most states insists that police responsibility must be focused on the individual, both as a violator and as an individual in need of special help.

Juveniles cannot always be expected to demonstrate the same standards of maturity, judgment, and responsibility generally found in adults.

Police can and should involve themselves in community programs addressing themselves to the juvenile problem. It is not, however, a legitimate police role to assume a responsibility that rightfully belongs to the community. An inherent part of this premise is that police involvement in community planning and recreation, for example, should be one that identifies delinquency problems for community groups and agencies, participates in planning solutions, and then assumes an advisory role in subsequent decision-making and implementation. Police should adopt a similar posture in their relationships with other official agencies operating in the same area of concern.

B. POLICE RELATIONSHIPS WITH OTHER AGENCIES

Each department, through its juvenile officers, should maintain close and continuing relationships with those institutions that come in contact with the same people dealt with by the police.

There should be clear agreement on policies and procedures that mutually involve the police and the schools, recreation and other work-group agencies, health and welfare agencies, casework agencies, state agencies, and the probation department, and juvenile court.

C. ORGANIZATION FOR POLICE WORK WITH JUVENILES

Specialization is desirable in most cases. Larger cities tend to have special units, whereas small cities usually have one man who reports directly to the Chief. As an agency grows, the juvenile unit is generally assigned to function within

the detective bureau. Although the number of personnel assigned varies from city to city, one finds that in most cases the juvenile unit constitutes about 5 percent of the total force. Selection for this type of assignment is based primarily upon the person being a good, all-round policeman. The individual should demonstrate an interest in being assigned to the unit, and he should have a better than average personality and appearance. In addition to these basic factors, the officer selected should possess an adequate academic background in the social and behavioral sciences.

Policewomen can be and have been used effectively in juvenile work. The same principles used in the selection of policemen are applicable. They should be given the same rate of pay and the same basic training given male officers.

Specialized training is essential in order that officers assigned to this unit will be equipped to cope with the challenge of change that constantly confronts them. Legal and bureaucratic changes, technological and sociological changes, all constitute a need for a current awareness, not only of the change, but the ramifications of change upon the department and the community.

Housing of the juvenile unit involves certain basic considerations.

It should be convenient and easy for the public to locate.

Provision should be made for a rear entrance or a private entrance through which young persons could pass and be saved the embarrassment of public scrutiny. The offices interview

Rooms, and detentional facilities should avoid the formal, institutional look assigned to those portions of the station that deal with the adult client.

D. POLICE JUVENILE OPERATIONS

A primary responsibility of the juvenile unit is to discover delinquency, potential delinquency, or the conditions that induce delinquency. It is ineffective, as well as inefficient, to only act "after the fact." As much time as possible should be devoted to patrol and inspection. Investigations should be geared to the juvenile level, but this is not to say that proven investigative techniques, including the use of informers, should not be used. It is important to state that the same police work that discovers juvenile offenders will also discover juveniles who need protection, and situations that are harmful to juveniles.

E. POLICY PROBLEMS IN THE JUVENILE UNIT

Considerable controversy exists on the question of whether or not to include juveniles in the regular police identification process. Experience has indicated that unless there are legislative restrictions, fingerprints and photos should be taken of juveniles when:

1. he is a suspect in, or has committed, a felony;
2. when he has a long history of delinquent activity and is likely to repeat; and

3. when prints are specifically needed for identification, Police reporting is just as essential to effectiveness in delinquency cases as it is in adult investigations.

It follows that reasons for a juvenile record system are very much the same as for the entire police record system.

In some areas there is a tendency to establish an independent record system for juvenile reports. This certainly is to be avoided. All records should be the responsibility of a central records unit. Unless there is a provision of local law to the contrary juvenile records should be filed with all police records, using the same methods of filing and indexing. Access to juvenile records should be limited to those agencies with legitimate need for the information contained in these reports, and members of the department who require this information in their sphere of influence. Generally speaking, the names of juvenile offenders contained in these reports should not be released to the press for publication.

One of the most important policies for the juvenile unit, as well as the rest of the department, concerns arrest and detention. First, juveniles should not be arrested and put in detention just for punishment, nor held only so officers can complete the case at their convenience.

Sound reasons for detention are:

1. cases where the child is beyond the control of parents, the parents cannot be located, or there is good reason to believe the parents will not accept responsibility for the child;
2. where the child has no home because of abandonment, etc.; and

3. where the child has a previous bad record which would indicate he will continue to commit similar offenses.

Secondly, departmental policy should spell out just what constitutes an "arrest" of a juvenile. Guidelines already developed postulate three definitions of juvenile arrests.

These definitions cover three basic situations:

1. when juveniles are arrested and detained--this means there is a violation of the law and a subsequent detention in the juvenile hall;
2. when juveniles are arrested and released--there is a violation of the law and the juvenile is released to a parent or guardian instead of being placed in detention; and
3. when juveniles are arrested for a traffic violation--a citation is issued to a juvenile.

A final policy involves itself with uniforms and marked cars. As many contacts with juveniles as possible should be made by officers in plainclothes, driving unmarked cars.

CONCLUSIONS AND RECOMMENDATIONS

1. The most important single change that would effectuate better results in the area of juvenile delinquency is a general change in the attitude and philosophy on the part of the police. Police must come to recognize the entire spectrum of the administration of juvenile justice. The police, together with probation and the courts, are part of a continuous process in which

what is done at one stage cannot be separated from what happens at the next.

2. The hue and cry for years has been for bigger facilities, more pay, more officers, etc. We would suggest that a more realistic solution lies in recognizing that essentially the task of coping with delinquents is done on a person-to-person basis. This involves, then, the selection, training, and retraining of officers who deal with juveniles. This emphasis on professional and human growth and development should not be confined to specialists, nor even to generalists. The need exists at all levels. Fulfillment of these needs will include academic prerequisites, extensive, and sophisticated screening and testing, and, of course, constant training and retraining.

3. Training, whether it be directed to the patrolmen on the beat, watch commanders, or the juvenile bureau itself, involves a knowledge of delinquency. This knowledge of delinquency assumes practical importance. An officer must know what to do on the spot and his action will be conditioned by many factors--the nature of the crime, the attitude of the juveniles, their previous history departmental policy, the sensitivity of his superiors to community pressures, the conduct of the court, relations (or lack of them) with the probation department, and a myriad of other influences. The most critical realization on the part of the policeman is that his role is the most important influence in the process through which the child must pass.

Included in this premise is the long overdue marriage between the theoretical and practical fields of training.

4. All factors point toward a marked change in administrative philosophy. A police administration must take cognizance of the major differences between handling adults and juveniles. There must be constant inspection to be certain that techniques and attitudes at the lowest levels coincide with that of the juvenile unit and departmental policy. Too often, effective juvenile programs exist only on paper or in the mind of the department head because the officers in the field are unwilling or unconvinced to follow the dictum established by the department. We cannot overlook the possibility that the field officer has achieved a better solution than the administration.

Administrators should not leave coordination to chance. There must be an understanding of what a number of other people and agencies are doing.

Administrators should discard, and urge the department and the community to discard, worn-out fallacies of the past concerning delinquency. Those fallacies that state that sports cure delinquency; or comic books create crime; or that divorce is a major cause of delinquency; or that ten o'clock curfew controls delinquency; that slums breed crime; or that recreation programs cure delinquency, should reach their proper place on the trash pile, along with folklore about "gangs and kids."

5. Effort should be directed toward reducing the high turnover in juvenile judges and juvenile-court referees. Any likelihood of consistency in the application of justice is doomed to failure unless improvements occur in the selection of these individuals and there are substantial increases in their terms of office.

6. Consideration should be given to departures from the conventional record keeping as it relates to juvenile records. The traditional police emphasis on "modus operandi" should be expanded to another area of concern; namely, "modus conformis." Here we may direct our efforts toward learning about how a juvenile is conforming and adapting to the environment in which he finds himself. His submission or rebellion, his association with groups or gangs, his reaction to authority--all these constitute a part of the "modus conformis." Thinking in this direction implies a responsibility to acquire more and detailed information concerning the delinquent, or the potential delinquent. It relates to the old axiom that one can best proceed when one is in possession of all the facts.

7. Police should become more actively involved in joint research with probation, schools, and other agencies. This most often is best accomplished by using teams of research-oriented policemen and police-oriented researchers. Again, this is a scientific approach which will serve as a means of obtaining as much information as possible about problems and problem individuals.

8. Direct contact between the police and the community, more particularly between police and juvenile offenders and their parents should occur. Too often, minor misconduct is not called to the attention of parents, and delinquent tendencies are not dealt with either by the parent or the police until it has become a serious problem. Along these same lines, there is an indication that the juvenile himself is not clearly informed as to what is happening to him in the process, and why.

9. Police should seek, within reasonable limitations, to increase personal contacts in the community with youngsters. This can be done through creation of "junior posse" or "junior deputy" programs. It can also be accomplished by the simple expedient of a patrolman stopping his car at schools or playgrounds, or other points where juveniles congregate, and relate to the group in a friendly non-authoritarian way. He could in this way gain an identity which for so long he has been without. He would no longer be the ominous fellow riding by in a black and white police car, but instead, a real live "up close" person, one to whom youngsters can relate and one with whom they can possibly identify.

10. Police Departments should assume a more active role in the creation and distribution of appropriate pamphlets and brochures about delinquency. This could be accomplished through community resources or, at a national level, professional writers could be employed and their product could be filtered down to state and local levels that would participate in the cost of reproduction. This could also provide an opportunity to replace undesirable comic books with comic books bearing a positive message in a palatable form.

11. Citizen advisory boards should be formed whenever possible in order to procure community involvement and leadership in delinquency prevention.

12. Less time should be devoted to juvenile officers sitting in their office waiting for a client and more time devoted to active street patrol and inspection of hazard areas where juveniles congregate.

This would include use of field interrogation reports as a standard operating procedure and assignment of plainclothes officers in unmarked cars to operate around the clock.

13. Policemen, although not notorious for shyness, are still reluctant to "blow their own horn" in terms of public relations. Community support cannot be engendered without their knowing what a police agency is doing, what its problems are, and how they may participate in achieving solutions. It is not enough to have a good juvenile program--one must let the public know about it.

In this regard, one should at least let the public know what the problems are, even if the department is not providing solutions.

* * * *

In conclusion, we must reiterate that good juvenile work involves good police work. It involves professional behavior as it relates to human behavior, and it requires an involvement of the total department rather than individuals. The police too long have excluded themselves from the continuum that exists in the administration of juvenile justice. Existing standard procedures and innovations mentioned in this report constitute a base of operations from which further and more effective influences can be had in the prevention and handling of juvenile delinquency.

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SECTION VII

SPECIAL TACTICS AS THEY RELATE

TO POLICE PROCEDURES

INTRODUCTION

It has been stated that the greatest error a police administrator can make is to underestimate the ingenuity of his men. If this be true, it follows that the second greatest error is a failure to formulate plans that utilize the inventiveness, the imagination, the creativity that is so much a part of so many policemen. Planning, or the lack of it, has such a tremendous impact upon police operations that one cannot avoid being concerned with how it has been used historically, and how it could be better used now and in the future.

The game of "cops and robbers" has for many years followed the rule that it isn't cricket for the police to move their men until the "robbers" had executed some daring play. It then became the responsibility of the police to devise a counter that would effectively nullify the criminal's action until such time as he generated a new move. This somewhat Victorian game of criminal chess has resulted in police planning that adheres to a stimulus-response type of enforcement action.

Part of this philosophy may be due to an almost paralyzing fear of error experienced by some administrators, the belief that there is such a thing as a permanent "best possible way" to do things, and lastly, a general reluctance to make planning a department-wide responsibility. The hard facts of experience tell us that we must make decisions in

planning that do not exclude the possibility of error, that there is only today's best solution to a problem, and that there is no known correlation between inventive genius and rank.

DEFINITION AND SCOPE

Planning, whether it be long- range or immediate, is the basis for all tactics. It is the determining factor as to whether a department will operate with increasing effectiveness, or whether it will simply continue to boil in the juices of outdated practices. Although management is a science, it is not an exact science, and the same can be said for planning. Although planning lacks the preciseness that would make us more comfortable in its exercise, it does possess basic characteristics that are applicable in most situations. Generally speaking, planning involves five related steps. Whether the plan is simple or complex, it is necessary to:

1. RECOGNIZE THE NEED FOR A PLAN.

One must examine quite closely programs and performance of the past and present. There must be an objective and critical inspection to determine if what exists actually works. Will future needs be served by existing practices?

2. ESTABLISH THE OBJECTIVE OF THE PLAN.

It is essential to produce a clear statement of what the plan is to accomplish.

3. GATHER AND ANALYZE RELEVANT DATA.

Data must be collected that will offer the planners a set of facts which will answer the questions; what, where, when, who,

how, why? Such answers must relate to the basic problem and its solution. Should you do it? How should you do it? What means can you use to test the soundness of the plan?

4. DEVELOP THE PLAN.

Using all data, and experience, and intelligence available, develop the plan in detail. Whenever possible the plan should be in writing.

5. OBTAIN CONCURRENCE.

Who will it affect? Who should be consulted? What will public reaction be? How will other agencies view your plan and their involvement? (We might add a further condition.

Don't make your plans so secret that the rest of your department is kept in the dark.)

Law enforcement, of necessity, deals with several kinds of plans. These include procedural plans, operational plans, management plans, extra-departmental plans, and, of course, tactical plans.

Tactical plans concern themselves with methods of action to be taken at a designated location and under specified circumstances. Some tactical plans are prepared for application by all units of the department. Others are prepared by one level of command and are carried out by a specific unit. Generally speaking, tactical plans are those emergency-type plans that can be put into effect on the sudden occurrence of a condition requiring their use. It is important to note that whether tactics are of an emergency or a non-emergency nature, the steps of planning are the same.

Emergency-type plans are essential to every functional police

unit. It is important to have plans prepared and on file that would cope with disasters, road block situations, institution escapes, major crimes, crowd and traffic emergencies, labor disputes, public events, "crime waves," etc.

Special event plans and tactics are difficult to standardize, since locations, functions and events vary. Typical planning information required for major special events can be observed in the example furnished by the Republican National Convention held in 1964 at the Cow Palace in Daly City, California. Daly City, working with the San Mateo County Sheriff's Office, and assisted by the San Francisco Police and the California Highway Patrol, policed an event of national and even international significance. Some four months before the convention, plans were made that took under consideration the following factors:

1. NATURE OF THE EVENT.

This was to be a hotly contested convention wherein several factions would maneuver and demonstrate to make their points and nominate their candidate. In addition to the normal dissident groups the complication of civil rights demonstrations was added.

2. LOCATION OF THE EVENT.

The convention would be located in a city of some 60,000 people and situated immediately contiguous to the boundary of a major city and international sea port, San Francisco.

3. TIME OF THE EVENT.

Although it was scheduled to last only one week, advance preparations on the part of news media and exhibitors

preceded the event by two months. Most importantly, the program would take place during both day and night time hours.

4. ESTIMATED NUMBER OF VEHICLES AND PEOPLE TO ATTEND.

This task involved three thousand representatives of the press, thousands of delegates and spectators, two hundred busses, seven hundred cabs, numerous ambulances, fire trucks and courtesy cars, as well as several hundred demonstrators and their vehicles.

5. AVAILABLE ROADWAY NET.

The Cow Palace is located on a wide four-lane main arterial, just one-half mile from a major freeway. Traffic within the grounds was on paved and gravel roads with conventional circulation movements.

6. AVAILABLE PARKING FACILITIES.

Parking for three thousand cars could be accommodated within the grounds and off-street parking was available within the immediate area. Certain of the parking areas closest to the building were reserved for service cars and trucks, VIP vehicles, and emergency equipment.

7. COMMUNICATIONS.

All mobile units were equipped with three-way radios. The command post contained a telephone switchboard and transmitters and receivers for all agencies involved. It was decided that all command and supervisory personnel would be equipped with two-way radios.

8. ALLIED ENFORCEMENT AGENCIES.

It was important that all agencies that could or would be affected by the operation be briefed in advance concerning their duties and responsibilities. This included courts and corrections and private as well as public agencies.

9. AMBULANCE AND TOW CAR USE AND LOCATIONS.

Ambulances and heavy duty tow trucks were maintained within the grounds on a 24 hour basis. Some were actually located within the convention building and others were strategically located near parking areas and exits. All such vehicles were radio equipped.

10. AVAILABLE PERSONNEL AND EQUIPMENT.

No less than two hundred persons were on duty at any given time during the convention. Police cars, motorcycles, electric carts, sheriff's prisoner vans and undercover cars formed the motor pool. Special riot control equipment, including helmets, batons and tear gas was maintained at the command post.

11. PUBLIC UTILITIES.

Service men for the various public utilities were identified in advance and were required to wear special identification in the restricted areas.

12. CONTROL CENTERS.

The main command post was established in a fifty foot office trailer just outside the main entrance. Substations were maintained inside the building and at strategic locations on

the perimeter.

13. FIRST AID CENTERS OR HOSPITALS.

A complete first aid station was maintained around the clock with registered nurses and physicians in attendance at all times. Arrangements were made in advance with area hospitals to accommodate emergencies that might arise.

14. PUBLIC NEWS MEDIA.

As previously noted, there were over three thousand accredited representatives of the various news media, including the domestic press, radio and television networks, newsreel and still photographers, and their counterparts at the international level. All press releases and public information programs were coordinated through the main command post. Every newsman was required to display official identification and certain areas required additional credentials in order to enter.

15. TRAFFIC MOVEMENT.

Traffic outside the grounds was controlled by fixed post control officers, mobile units and permanent and temporary signals and sign devices. Traffic within the grounds was very strictly regulated and certain security areas required special vehicle passes.

16. ASSIGNMENT OF DUTIES AND RESPONSIBILITIES.

All personnel, regardless of agency affiliation or rank, were responsible to a central coordinator and to commanders designated by the coordinator. Staffing was established well

in advance, many planning and intelligence sessions were held, and briefings were conducted for all staff every eight hours.

17. DISPOSITION OF PRISONERS.

A special court was planned in advance with the permission of the judicial council, and a temporary courtroom was installed in a building on the grounds with sufficient room for arraignment and detention of over two hundred persons. The arrangements also included busses from the county jail, jailers and matrons, all on a standby basis in the event of mass arrests.

The foregoing example is not meant to be all-inclusive, but is representative of the extent of planning and tactics needed for a major event.

Special tactics in the field require a careful analysis of the problem and wherever possible the data available from spot maps, statistics, and operational experience should be considered. Of immediate concern is the type, size, time, and location of the problem, and the resources available to attack the problem. Although it is more preferable to plan tactics in advance, circumstances often dictate a spontaneous improvisation for a practical and quick solution.

Because laws, policies, conditions, personnel, and criminal opponents constantly change, operations are never static. In small departments specially trained officers are called off their regular posts to act as units in carrying out tactical operations. In larger departments special squads with a great deal of sophisticated equipment devote their full time to tactical operations. In either case, tactics

used to achieve solutions are limited only by the ingenuity and imagination of those attacking the problem.

The following section cites examples of how police agencies in various sections of the country have devised special plans and tactics to combat problems in their areas.

REVIEW OF SUBMITTED DOCUMENTS

A southern city employs a simple yet direct approach to special field problems. They use an "observer" system wherein a police officer, dressed in old clothes, cruises throughout the city in a nondescript pickup truck. He has a small portable radio in the truck and a concealed radio on his belt. His purpose is simply to cruise the city and whenever he locates a suspicious circumstance or person, or the commission of a crime in progress, he radios such information to the assigned beat cars. From time to time he parks the pickup truck, removes a bicycle from the back and rides it to continue his observations in a similarly unobtrusive manner.

* * *

A western city, famed as a tourist center, employs what they choose to call "operation bird watch." Much of the downtown area in this city is devoted to commercial or city-owned parking lots. Many of these lots are on the fringe of the casino area and in most cases are on side streets or adjacent to alleys. Because of inadequate lighting, these lots have always been "happy hunting grounds" for the car burglar or petty thief. To counter this growing type of offense the department initiated a program of teams consisting of a "watcher" and a "catcher"

team. In many instances the catcher team covers the efforts of several watchers. The officers assigned as watchers are stationed on roof tops where several parking lots can be observed. When they view an actual crime in progress or suspicious circumstances, the watcher radios one of the catcher teams who goes to the lot concerned. This program has resulted in a higher arrest rate for these offenses and has served as an effective deterrent for this type of crime.

* * *

A West Coast city employs similar tactics which are aptly labeled as the "Eye in the Sky" program. When the nature of the neighborhood precludes roof-top or other forms of observation, they have been successful in having the telephone company install canvas-covered work platforms on telephone poles. The officer concealed on the working platform, some twenty feet above the ground, can observe a large area, particularly in a business district.

To supplement this kind of special tactic, a number of different types of surveillance vehicles have been used. For example, an old panel truck has been equipped with concealed observation ports and a three-way radio. It has been successfully used on robbery and burglary surveillance. Obsolete police vehicles painted stock factory colors have also been used effectively for surveillance work.

This same department has used decoy vehicles to trap auto thieves and persons intent on theft from autos. One vehicle used as a theft decoy was altered so that the engine would operate for only 60 seconds and simultaneously activated a radio alarm.

* * *

Many departments throughout the country reported use of cooperative road blocks. These plans, operating under many different names, produced generally the same results. Upon receipt of emergency information, such as a holdup or armed robbery, police communications would transmit a prearranged broadcast which alerted all local and area units to respond to specific locations. Once these units are on post covering the various main arterials and escape routes, radio silence is maintained until the suspect and/or vehicle is apprehended or the originating agency cancels the alert. Such programs, if units can be mobilized swiftly, proved to be very effective in those cases of major crimes where vehicle descriptions are available.

* * *

A number of departments reported that they were using special tactical squads. These squads, generally operating on a fluid patrol concept, are composed of bright, aggressive, well-trained young officers or plain clothes detectives operating in pairs. In many instances these tactical squads did not make actual arrests but served primarily as unidentified observers and sources of information to the assigned beat patrol. In other instances the squads supplemented existing patrols and made arrests whenever and where they were possible.

* * *

An enterprising department in the Middle West not only used a special tactical squad but utilized civilian assistance as well. All radio-equipped taxi drivers and tow truck operators reported suspicious circumstances through their dispatcher to the police department. (It is interesting to note that very recently, following establishment of

a road block in a western city, a tow truck operator who monitored the broadcast spotted the suspect of an armed robbery and blocked in his car with the tow truck when the suspect parked and went into a bar. Responding officers quickly surrounded the building and captured the suspect who was subsequently identified by his victims.)

* * *

With the advent of easy and inexpensive access to citizen-band radios, several departments utilized their communications division in a tactical way. The radio operator maintained around-the-clock monitoring of the citizen bands in the event they were being used by criminals. This was done in light of recent knowledge that more and more burglary look-outs are using small citizen-band radios for this purpose.

* * *

Another southern city established a tactical squad to apprehend fugitives. Their work as a unit was very effective because they used men from several different departments. Unhampered by lack of jurisdiction, because they had been sworn in as officers in the various counties, this very flexible squad operated on an area as well as on a local basis.

* * *

A New England city employs saturation patrols. This technique is used in patrol sweeps of troublesome areas. The patrol car and foot patrolman of a specific area, together with the patrol cars and foot patrolmen of at least two adjacent areas, meet the patrol sergeant at a point furthest removed from the objective area. Under the direction

of the sergeant, who sets the time of impact, the direction to be taken of each unit in approaching the target area, and the action to be taken by each unit, the operation is carried out. These officers, operating together with a command unit, make arrests, disperse groups, or take whatever police action circumstances indicate. This patrol sweep is usually made at three different times during the tour of duty. It has proven very effective in this jurisdiction by bringing about one third of the patrol force on duty to bear on a specific trouble area at a specific time.

* * *

More and more departments are employing police dogs. Primarily, they have been used for building searches, area searches, tracking, and locating stolen property dropped or hidden by burglars. They have also been used very effectively in crowd control. Some sections of the country have experienced unfavorable public reaction over the use of police dogs in crowd control. For the most part, however, they have been accepted as a special police tool for a special police use.

* * *

One large city on the eastern seaboard has a tactical force of 235 men. It consists of 200 patrol officers, supervisory personnel and 20 detectives. The tactical force has no organic transportation other than that used by the command staff. Individual officers are required to provide their own transportation to and from specific areas to which they have been assigned. Officers assigned to the tactical force arrest for all violations, including moving traffic violations. This nonselective enforcement policy is based on the theory that uniformed

police officers should not overlook violations of any kind.

After an arrest is made, the officer is lost to the patrol only for the time it takes to summon the patrol wagon and turn the offender over to the wagon operator.

Plain clothes members of the squad have combined with uniformed officers primarily in nighttime patrol efforts.

* * *

A sheriff's office on the West Coast utilizes a highly successful mass narcotic raid technique. Following months of undercover work by the special squad, 25 to 50 secret grand jury indictments are obtained on narcotic violations. The warrants are then served by a mass raid technique, employing complete secrecy until all defendants are in custody.

This same department has formed a special enforcement detail especially trained in crowd psychology, crowd control and riot techniques. This group is assigned to county fairs, mass demonstrations, public events, both planned and non-planned, etc. This 33-man detail receives intensive training in riot control techniques and the use of riot equipment.

Among the many programs reviewed, several of them used a combination of foot patrolmen and dogs. A two-man patrol equipped with walkie-talkies and two dogs patrols a particular district that has experienced problems. One man will be dropped off at a given point where he will commence a random walking patrol. The driver will go to another location and perform a similar patrol activity. After patrolling these given areas, the driver patrolman will return and pick up the other man

and dog. They repeat this system throughout the tour of duty.

* * *

A large West Coast jurisdiction employs a special enforcement detail. Applicants for the detail are carefully screened by the unit commander and his superiors, with the final selection being made by the chief of the patrol division. Applicants must display a high degree of ability and flexibility as well as an acceptable personal appearance. The detail is equipped with sufficient patrol vehicles to permit 100% mobilization at any time. They also have special mobile equipment that includes a mobile command post, logistics van, paddy wagon, mobile arsenal, generator truck, generator trailer, mobile kitchen and pickup truck.

The special enforcement detail acts as a supplement to the normal patrol force in any of the fourteen sheriff's substations during major strikes, civil disturbances or riots, disasters, special events and during periods of big crime activity.

This same department uses a helicopter patrol. These special aircraft, piloted by qualified police-classification personnel, are frequently used in conjunction with patrol division units. They are utilized in aerial searches for lost people and fleeing suspects, and also have been utilized by vice control officers for surveillance of a location, persons, or vehicles. The basic advantage of this is that the average criminal is less apt to be aware of these aircraft, and a helicopter can check a larger area in less time than patrol cars on the ground.

Currently, plans are being considered for the use of a helicopter

as a patrol vehicle. In this concept the helicopter crew, consisting of a pilot and an observer, would monitor all radio calls in their patrol area and would respond to those calls where an aerial observer would increase the probability of a swift and satisfactory conclusion.

* * *

One jurisdiction in the East supplements their regular patrol forces in a high crime area with three one-man cars. Half of their time is spent on foot near the cars, and the other half is spent in mobile patrol. Men can be recalled by a system wherein the radio dispatcher activates the horn on the patrol car or switches on the red light atop the car.

* * *

A southern sheriff's office utilizes a squad of ten detectives, commanded by a specially trained lieutenant, whose purpose is to keep the most active criminals under surveillance. Information gathered by the squad is distributed to other law-enforcement agencies in an attempt to tie these criminals into crimes that have been recently committed. The effectiveness of this squad might be measured by the fact that in a four-months period they made 127 major arrests, cleared 236 Part I crimes, and recovered property valued at \$300,000.

* * *

One approach used by a western city in order to conserve manpower is to train a special unit on a once-a-week basis. This unit is composed of personnel regularly assigned to other duties but released for special situations when they are needed. In this manner, they are able to maintain their regular strength in all but extraordinary situations.

* * *

An enterprising sheriff, confronted with numerous burglaries, devised portable silent alarms which his office installed in business houses that had been, or potentially might be, entered by burglars. The purpose in using departmental alarms is not to enter the area of private enterprise but to preserve security in those situations where absolute secrecy seemed imperative in order to achieve results. (In this regard, another agency utilized obsolete mobile transmitters as alarms, modifying them so they are sound-actuated and can be monitored throughout the night by the police dispatcher.)

* * *

A rash of crimes against the person prompted one large department to assign officers disguised as women to patrol in park areas and other areas of similar occurrences. Their purpose was to apprehend and discourage "muggers." These disguised officers were assisted and

covered by plainclothesmen. In conjunction with this effort, police assigned to walking beats in the parks were given motor scooters to use in order to provide greater mobility and extended coverage.

* * *

Many smaller departments who could not commit themselves to special tactical units, due to manpower limitations, are filling the need with reserve or auxiliary police. Individuals are tested along the same lines as regular officers being considered for special duty. From those, selected squads are formed and given specialized training. Thus, units become available to function as skindivers, surveillance crews, search and rescue units, crowd control, and tactical squads to saturate patrol areas experiencing high crime rates.

* * *

A Florida city experienced wide-spread thefts and looting, following hurricanes that occur almost yearly. An evaluation of this problem very strongly indicated that hordes of sight-seers were responsible for the majority of the losses, rather than professional thieves. The department established a roadblock plan designed to keep sight-seers out of the city. Road blocks were set up on each of the five main thoroughfares leading into the city. All non-essential citizens were turned back at these points for a period of three days following the hurricane. Subsequent operations reduced the incident of thefts by nearly 100 per cent.

They have experienced difficulty during and immediately after a local hurricane in operating conventional police vehicles in the affected areas. They are presently working on construction of "swamp buggies" which will provide transportation under nearly all emergency conditions.

* * *

A midwestern city has devised an excellent tactical plan, complete with a detailed manual, to deal with major disturbances. Their observation of recent experiences in other major cities convinced this department that it is possible that agitators may use a routine police situation to incite a riot or major disturbance. They felt it also was possible that groups of citizens may attempt to interfere with the police in the normal performance of duty, such as making an arrest or interviewing a subject, and attract a crowd of sufficient size to prevent the necessary police action from being taken. It followed that any such unlawful and violent action might provide the opportunity for destruction and looting of private and public property.

With this in mind, the department created a concept of operation known as the "Thousand Code." Its execution involves the following means of implementation:

1. Heavy reliance is placed on prompt and firm action to bring potential rioting under control before it can develop into more serious proportions. Promptness is the key to a successful operation.

2. In the event of a disorder, police will quickly move into an area of disturbance in sufficient numbers to restore order. When necessary, the strength of reinforcements will be increased from one man to the total commissioned manpower of the force.
3. Police will take care to use as much tact and persuasion as possible in dispersing potential rioters. Care must be taken not to aggravate the situation. If rioting begins, streets are cleared and all rioters will be arrested, contained, or dispersed, as the situation demands. Those failing to comply with police requests to move indoors if they live in the area, or to move out of the area if they do not live there, will be arrested.
4. A continuous street corridor into and out of the area of disturbance will be kept clear for police use.
5. Participation by police personnel is, insofar as possible, organized by normal squad, platoon, and district and division organization.

The operation is in progressive phases and escalates from the commitment of one squad (a sergeant, five or six men, and two cruising patrols) initially, to total commitment on the part of the entire department. Any police officer at the scene of an incident at which a large crowd has gathered and appears uncooperative, unruly, and tending toward rioting, can contact the dispatcher and institute a "Thousand Code." This is done by announcing to the dispatcher that there is a

"Thousand Code" at a certain location, preceding the "Thousand Code" with another code number which identifies the geographic location.

At this point the first phase is implemented; and a squad responds, together with the watch commander, if available. In addition, all detectives of the district who are available will respond to the scene to assist the scene commander. The first officer holding the rank of sergeant or higher to arrive at the scene immediately takes charge until relieved by a higher-ranking officer. It is then the responsibility of the scene commander to evaluate the situation and apprise the police dispatcher of conditions and whether or not additional units should be dispatched. If he desires assistance, phase two is established, etc.

In later phases, with the approval of the chief of police, off-duty personnel from previous and following shifts are recalled for assignment. The last phase, again with the approval of the chief of police, will recall all off-duty personnel.

The remainder of the plan deals with scene tactics and utilization of the following:

1. Tactical Deployment Force
2. City Hospital Security
3. Minimum Patrol Plans
4. Prisoner Processing Division
5. Building Security
6. Staging Areas
7. Intelligence Unit

8. Office of Community Relations
9. Bureau of Services
10. Communications Division
11. Records and Identification
12. Motor Services Division, etc.

* * *

SUMMARY AND RECOMMENDATIONS

Departments, regardless of size, should draw upon the inventiveness, imagination, and creativity of the entire department. Tactical planning should be a responsibility of the total organization, and the department should draw upon all levels for ideas.

There should be an immediate cessation of the idea that once a plan is perfected it will continue to be effective indefinitely. A constant re-evaluation of existing plans should be undertaken, with the view in mind of modifying them to meet current demands.

The departmental intelligence system should be used as a tool in tactical planning. It should be assigned the same importance that has traditionally been given investigation and personnel needs.

A department's size should never present unsurmountable limitations. Large agencies can have special and sophisticated squads that devote their full time to special tactics. Small departments can utilize specially-trained officers who are called off their regular posts to act as special units during an emergency. In either case, tactics used to achieve solutions are limited only by the ingenuity

and imagination of those attacking the problem. It must also be said that even the smallest department can produce fresh ideas and plans that others can utilize to their own benefit.

A review of the submitted documents identified characteristics common to most of them. The most successful tactics were simple, relatively inexpensive, and, above all, imaginative. They utilized bright, aggressive, well-trained young officers who were willing to work hard and experiment with change. They involved public participation in police tactics in many cases. They utilized up-to-date equipment and some that had never been invented until curious minds sought new answers. Successful special tactics indicated in many cases that "tired blood" was being replaced with "new blood."

It is recommended that further studies be implemented which will involve detailed compilation of special tactics now in use throughout the country and that field inspections be made to determine if programs of promise exist in practice as well as on paper.

It would prove helpful if demonstration teams from departments experiencing success in special tactics could stage training seminars for other agencies within or without their state. This could be accomplished by the provision of state subsidies, supplemented, where necessary, by federal funds.

A national computer is needed that would store tactical plans for release to any requesting agency. This could best be accomplished by direct-line access through a network similar to the existing teletype network. Tactical information, as well as training material, could be obtained by dialing a specific code number contained in an index

manual. Specially-treated paper in the receiving machine could serve as ditto masters, and up to two hundred copies of the tactical or training material requested could be printed for distribution within the department.

In conclusion, one is forced to recognize that information is of most value when it is shared. Professional cooperation in the exchange of police plans, existing and contemplated, will serve as the best means of providing successful police field procedures.

SECTION VIII

TRAFFIC CONTROL AND POLICE FIELD PROCEDURES

INTRODUCTION:

Traffic control is an integral part of police work in the United States today even though it is essentially regulatory in nature and concerned with conduct which is usually considered only quasi-criminal at worst. Our population is a mobile one and, in large part, this mobility is provided by motor vehicles. There are now 90 million such vehicles serving 190 million people in this country. According to the latest report of the President's Committee for Traffic Safety 82 per cent of commuting workers use automobiles as their means of transport, 82 per cent of vacationers use their own car for transportation, and 90 per cent of all travelers use automobiles for out-of-town trips. In 1964 Americans drove 840 billion miles and the total is increasing dramatically each year.

There is, however, a price for this mobility. Each day almost 140 motorists and pedestrians are killed in traffic accidents. Over ten thousand more are injured daily and the damage to property is incalculable. No one can compute the value of time lost in traffic congestion and in the interminable search for parking space but it must be totaled in the billions of dollars. Indeed many observers of the urban scene are gravely concerned about the throttling effect of vehicular traffic upon the life of central cities.

But neither is suburbia exempt from traffic problems. The United States Bureau of the Census suggests that in another 20 years the population of the United States will have grown to 240 million. Eighty per cent of these people will be living in five super-cities each several hundred miles in length. The Bureau of Public Roads estimates that by 1975, less than 10 years hence, there will be 120 million vehicles crowding our streets and highways. It seems only too clear that traffic control problems will get worse before they get better. Thus, the police find themselves facing a situation in which traffic control will inevitably become a larger and more complicated responsibility.

DEFINITION AND SCOPE:

Modern police administration is concerned with the major problem of moving persons and goods from point of origin to destination over our streets and highways as rapidly and as safely as possible. This is a serious responsibility not only because of the increasing hazards to life and property but also because the economy of our country depends, in large measure, upon the expeditious movement of people and merchandise from place to place. It is proposed to discuss herein the police responsibility for traffic control to the extent necessary for understanding yet keeping within the scope of the larger study of police field procedures.

Every police jurisdiction has traffic problems of greater or lesser dimensions. The degree to which any department becomes actively involved in traffic control depends upon the size and urgency of its problems, the interest of the public and the capabilities of the police leadership.

The efforts directed at traffic control vary greatly, since the variables mentioned operate in a wide range. In some cases the police efforts applied are out of proportion to the problems; and, indeed, these efforts may not be related to basic police responsibilities.

However, many departments make realistic and vigorous efforts in this field of operations.

Police traffic activities are divided into five basic categories. These include: (1) traffic accident investigation, (2) traffic law enforcement, (3) traffic regulation or control, (4) parking control, and (5) traffic safety education. Occasionally a law enforcement agency will be directly involved in some or all phases of traffic engineering. Usually, however, the police role in engineering is limited to the gathering of information about traffic accidents and the submission of this information to the engineer for his use.

Each of the five categories comprises an administrative and operational area with unique, though interrelated, activities. It is not our purpose here to discuss the several categories in depth, but a review of current practice is appropriate.

SUMMARY OF ACCEPTED PROCEDURES IN THE FIELD

Traffic-accident investigation is a well-established police-field practice. It is justified on two principal reasons. First, accident investigations produce information which enable public and private agencies to eliminate or minimize hazards and to reduce accidents. Second, investigations enable the police to initiate the prosecution of persons who cause accidents because of some violation of law on their part.

It is well established that traffic accidents are a repetitive phenomena with well established patterns which exist over appreciable periods of time. Because of this it is possible to predict the time, location, and cause of accidents from past experience. Accident investigation develops information which makes it possible to apply enforcement efforts in appropriate ways and thus reduce or eliminate accidents. It is the basis for "Selective Enforcement," a practice which will be discussed in a later paragraph. The information gathered from accident investigations is also used in traffic engineering and in safety education, both of which are effective approaches to accident prevention. On occasion, the statistics are also helpful in generating legislation useful in controlling traffic.

The second reason for investigating traffic accidents is to obtain sufficient information to support prosecutions of offenders whose violations have, in fact, caused the accidents. Our system of justice is based upon a judicial establishment of responsibility. It is the task of the police to provide the information necessary for the proper discharge of this function. In addition, it seems only proper to charge those drivers whose violations of traffic laws have caused accidents if we are to justify police action against the non-accident-causing violator.

While traffic accident investigation is universally accepted as a police responsibility, the actual practice varies greatly. In some jurisdictions, every accident reported to the police is investigated. In others, many accidents are not investigated, even though reported to the police. In some cases, all or many accidents are thoroughly and competently investigated; while in other places the investigations are apt to be deficient in quality, even when undertaken.

Two major considerations thus confront police administrators in field operations involving traffic accident investigation. First, how extensive shall be the range of investigations? Second, how intensive shall each investigation be? There is little question that "fatals," serious injury, hit-runs and perhaps even major property damage accidents must be investigated. This is the generally accepted practice. It is the thousands of "fender-bangers" about which managerial decisions are now being weighed. Even a cursory investigation of such an event requires about one man hour. Thus in many jurisdictions hundreds of man-hours may be consumed in this activity often at the expense of other police tasks. Beyond acceptance of responsibility for the investigation of major accidents the range of practice is great. It does seem, however, that the generally accepted policy is to undertake as many accident investigations as is feasible under existing local circumstances.

Insofar as the intensity of investigations is concerned it must be recognized that here too there is a range within which practice varies widely. In some jurisdictions all accidents are thoroughly investigated. In others only the most serious accidents receive full attention. It appears that the general practice is to bring the maximum investigative efforts to bear upon fatal and serious injury accidents, hit-runs and accidents involving alcohol or drugs. The investigative efforts associated with property damage accidents probably is in proportion to the loss involved. A number of procedures have been developed in the investigation of property damage accidents to obtain only the basic information about the accidents in the shortest possible time. Here again we are faced with the fact that accident investigation is a time consuming field operation. An intensive and competent investigation of even an

uncomplicated accident may require several man hours. It is this consideration which many police executives, particularly those in major cities, must face as they attempt to resolve the problems of accident investigation.

Traffic accident investigation involves one other major consideration as an operational problem. This is the question about who will investigate accidents. There are two schools of thought about this. One is that most accidents can be efficiently investigated by patrol units as part of their routine work. The second contention is that when the volume of accidents to be investigated is great enough then specialists are more productive and their use is therefore indicated.

In small departments there is no question to resolve, patrol units must investigate traffic accidents. It is only after a police agency has achieved some size or the traffic problem has grown acute that a decision must be made. The trend today is to place responsibility for the investigation of minor accidents in the patrol activity regardless of the size of the department. In such cases specialized units or technicians, if used at all, may engage in follow-up activities or are assigned to those cases which require more than ordinary expertise. This practice is, of course, not universal although the trend seems pronounced. The cases for specialized traffic accident investigation units is persuasive. However, the demands for more patrol time in crime investigation and prevention now weighs heavily against such specialization of effort except when completely justified.

Traffic law enforcement is the latest controversial aspect of traffic control from the police point of view. Almost all police executives agree that traffic laws must be enforced and that it is the task of the police to do this. The activity is also justified because it has been clearly demonstrated that competent traffic law enforcement can and does reduce accidents, improves traffic flow and minimizes parking problems. There are, of course, other ways to accomplish these ends including traffic education and engineering. Both of these are important factors in a well rounded traffic control program. But law enforcement has the capability of resolving traffic problems on a near term basis and, in many cases, represents the only feasible long term control mechanism.

The accepted technique of traffic law enforcement as an accident prevention method is known as Selective Enforcement. Selective Enforcement may be defined broadly as the application of enforcement effort at those times and places where accidents are occurring with enforcement stress placed on those specific violations of traffic law which are causing them. The use of selective enforcement has reduced traffic accident experience in hundreds of cases and its effectiveness, within certain limits, is unquestioned. Too frequently however, traffic law enforcement effort is applied in a capricious manner without regard to accident experience. It is this indiscriminate enforcement which has caused so much resentment among motorists.

Enforcement is also a commonly accepted method of parking control with considerable emphasis placed on the policing of time limit or metered parking. No other technique has been developed which can successfully cope with the parking problem and so reliance upon enforcement is widespread. As a technique for relieving

traffic congestion enforcement is not so effective as it is with accident prevention and parking control. The policing of signs, signals, markings designed and placed to expedite traffic flow is, of course, necessary if the purpose of such engineering is to be effective. Finally the physical presence of an officer directing traffic is often helpful in expediting traffic flow but the need for enforcement effort is usually minimal once road users become familiar with the flow patterns.

The demand for police involvement in traffic regulation and congestion control is based upon many and varied factors. It is perfectly obvious that many of the streets and highways of our country do not have the capacities to carry the peak volume, vehicular loads that are now being imposed upon them. Many efforts are being made to improve the efficiency of our street and highway systems. Great strides have been made in the improvement of traffic flow patterns. Sign, signals and markings have been upgraded. Nevertheless there are places and times wherein the volumes of vehicular and/or pedestrian traffic are so great that it cannot be effectively controlled except by the physical presence of policemen. In some cases these situations may require attention during the entire day. In others the service required may be of limited duration. In some cases the demand may be a daily one, in others, it may be only a sporadic or infrequent requirement.

The demand for traffic regulation is particularly heavy in business and commercial districts. No one knows the number of regularly assigned police man-hours that are committed to fixed traffic posts in such situations. Often there will be two or more men stationed at a single intersection where traffic volumes are very high or where there are many turning movements.

In addition to those situations wherein full time assignments are required there are many more which require attention only at certain times of the day. Usually coverage is required at the morning and evening rush or "commute" hours. Other such requirements include school and church crossings, parking lot entrances and exits and other similar situations. Frequently assignments are made from the regular patrol or traffic enforcement squads to cover these requirements. Often these assignments are at the very times when patrol and traffic services could be better utilized at other tasks. Widespread use of school boy patrols and civilian school crossing guards have relieved the police of some of the pressure. Private guards and watchmen have been used to direct traffic into and out of parking facilities with success where permitted by law.

Finally we have the situation wherein traffic regulation is required only intermittently as in the case of fairs, sporting events, civic affairs and other events involving large congregations of vehicles and people. Here again field units are often diverted to traffic control activities just when their attention should be directed to other police duties. The use of official police reserve officers is quite common and when such units are carefully selected and trained their performance is more than adequate.

Parking control is a responsibility of the police in order to assure a fair and equitable usage of the available curb parking space. In typical American cities, this is in extremely short supply. Collaterally such control is associated with the restriction of vehicles from spaces which are to be kept open for reasons of safety or convenience of the greater number.

Considerable thought has been given by police administrators to the use of police manpower in parking control. Many variations of field practice have been proposed and undertaken. The most common one is the substitution of civilians for policemen as parking control operators. Although the legal procedures vary somewhat from place to place no serious problem comes into issue with the use of civilian employees rather than sworn personnel. Even civilian women have been successfully utilized as parking control operators. The major objection to date has been operational. Some chiefs believe that the employment of civilians weakens the overall deterrent effect associated with the use of uniformed police officers in business areas. Little or no statistical data can be offered to support this contention however. Insofar as parking control is concerned, it is widely held that women do a better job than men. One other point of interest is that in some jurisdictions the enforcement of meter violations has been removed from the police entirely. In some cases it has been placed directly in the finance department presumably because of the revenue implications involved. In one jurisdiction parking violations are treated as civil obligations of the parkers involved. These approaches require more study, but the implications for the police are interesting.

Finally, traffic safety education is a field in which the police have become involved because other public, quasi-public or private agencies in the field have been non-existent or are not effective. Practices vary widely across the United States. Some police agencies devote little time to this function while others are deeply committed. The most common practices involved giving occasional traffic safety talks to civic, service, school, and other groups. But some jurisdictions go far beyond this and maintain large and expensive programs of

safety education. Typical of such activities are the maintaining of radio and TV programs devoted to traffic safety, preparation of safety posters and news releases, conducting Road-eos and similar safety contests and teaching safety to primary school children using specialty acts such as performing dogs or ventriloquist's dummies. These activities are limited only by the ingenuity of the officers involved. Many officers are full time teachers of driver education or training at the high school level. Many are assigned to act as coordinators between the police and such bodies as safety councils or traffic commissions as well as performing other duties generally associated with those of such agencies.

RESPONSES TO THE ATTORNEY GENERAL'S REQUEST:

The request of the Attorney General for effective field procedures elicited a number of responses commenting upon traffic control in this context. It is interesting to note and indeed it may be very significant that relatively few police administrators chose to comment extensively about traffic control although much operational police time is devoted to this function. Perhaps the respondents felt that traffic control is outside the normal definition of "field procedures" in that it is most often treated as a separate police activity. The responses do however contain illustrations of some of the problems which police executives must face and resolve in this area of control.

One respondent included an administrative directive entitled "Policy of Traffic Management." The document purportedly represents the official stance of the department with reference to its traffic

responsibilities. While the content of the document was not necessarily suitable for universal adoption the concept of a policy statement is important. The publication of policy is always important because it provides subordinates with an expression of administrative will and gives them an indication of the goals to be pursued. It also provides a standard against which field performance can be measured. It is suggested that formulation of basic statement of policy as a guide for local authorities be considered as an important facet of the continuing work of the Commission.

Two respondents expressed concern about the problems associated with motor vehicle registration. One suggestion proposed the enactment of a National Motor Vehicle Registration Act. The second suggestion was that the Federal government draft a "model statute" establishing uniformity in the serial numbering of motor vehicles and standardization of registration procedures. This statute would be distributed for consideration and adoption by the several states. These suggested programs were not designed to aid traffic control primarily but rather to assist in the control of motor vehicle thefts.

Only one respondent referred to the problem of accident investigation activities to the patrol unit and kept his motorcycle units free from other details so they could concentrate on Selective Enforcement. This administrative decision is one of several approaches which are possible in this situation. The troublesome time comes when many or all of the patrol units are assigned on calls of one nature or another. Now the decision must be made to investigate the accident using a motorcycle officer or not investigate it at all. A realistic policy

is a "must" in such cases because, in a busy community, the situation will occur often.

One respondent suggested that he uses three-wheel motorcycles as "combination traffic and patrol vehicles" and that these are used to supplement patrol cars in answering complaints. The use of three wheelers and other vehicles as patrol transport is currently under study in a number of places. The significant idea here is that perhaps specialization in traffic control is not always merited, and a more generalized approach to traffic as basically a patrol problem is more acceptable.

Two respondents singled out Selective Enforcement as a significant technique in traffic law enforcement. Both chiefs expressed the belief that this procedure reduced accidents within their respective jurisdictions. This, of course, adds to the already ample demonstration that Selective Enforcement is a competent police practice and that it will produce the results expected of it provided only that it is properly implemented.

Two respondents made minor contributions in the field of traffic congestion control. One chief claimed substantial results from the installation of a traffic control device known as the Rad-O-Lite Traffic Control System. Although it was not stated, it appears that this device might be located in a relatively low-volume traffic situation.

The second chief stated that he is confronted by high volumes of tourist traffic as a seasonal problem. His plan is to employ "special" police officers whose duties are strictly limited to traffic control. This is an interesting plan since variations of it could provide summer (and in some cases winter) employment for qualified police

students in nearby academic institutions. Such employment might stimulate college men to later become police officers. With proper communications equipment these traffic post special officers could be in touch with headquarters should emergency situations arise which might be beyond their capabilities to resolve.

Only one respondent discussed parking control beyond a sentence or two. This chief stated that he had replaced three wheel motorcycle men with "meter maids." He further commented that thereafter a decrease in crime activities had been observed and that meter enforcement had improved. As we have noted, the replacement of officers with women in parking control is not universally approved by police executives; but it is one way in which available manpower can be conserved and used for more specific police duties.

One respondent suggested the adoption of the procedure wherein traffic violators charged with moving (hazardous) violations are required to surrender their driver's license to the arresting officer. The driver recovers his license when his case is resolved by court officials. This is not a new idea, and it has generated mixed feelings amongst police managers. The added responsibility of processing licenses increases clerical work when good judgment suggests that we reduce our bookkeeping activities. A competent study of this suggestion is, however, quite in order.

The final contribution consisted of a copy of the New York state statute which authorizes fresh pursuit and establishes the authority of the police to arrest traffic violators as well as criminals outside the officer's normal jurisdiction. The statute limits his action to that taken within the state. The problem of pursuing traffic violators

through several jurisdictions must be studied. It is suggested that this matter be referred to the President's Committee on Highway Safety and to whatever committees might be working on uniform criminal procedures.

SUMMARY AND RECOMMENDATIONS

It would seem from the responses to the Attorney General's request for productive field procedures that most police executives do not consider traffic control as a problem to be included in this area. However, the facts clearly indicate that traffic control techniques properly belong in the definition of field procedures, and they must be considered as such. Many problems of the police manager are traffic problems. As a result, a substantial amount of the resources available to him is devoted to traffic matters. It follows that improved efficiency in this area would release resources for use in crime control or other police activities.

Considerable work has already been done in improving police performance in the management of traffic and in traffic operations. Notable examples include the activities of the President's Committee for Traffic Safety, Northwestern University Traffic Institute, The International Association of Chiefs of Police, the FBI National Academy, and a number of other institutions. But much remains to be done. It is suggested that the President's Commission on Law Enforcement and Administration of Criminal Justice cause attention to be directed to the following recommendations:

1. Every department should be urged to adopt a statement of policy describing in some detail the official position of the agency toward its traffic control responsibilities. The effect of

Such a document would be to place traffic control in its proper perspective as an agency function and to indicate administrative support of the activities involved. An adequate statement of position would establish standards against which traffic control performance could be judged.

2. All departments should be urged to investigate as many of the traffic accidents reported to it as is possible. Further police agencies should be encouraged to investigate such accidents as intensively as is possible. It is recognized that many obstacles are to be encountered in any attempt to do a completely adequate job of accident investigation. There is, therefore, a collateral responsibility for police agencies to seek new and better techniques in accident investigation in an effort to improve performance. Certainly one of the very first suggestions must be that a substantial increase in technical training in accident investigation must be undertaken on a nationwide scale. Competence in this area of field operations must be improved substantially if an adequate job is to be done.
3. Every police agency must be urged to apply the principle of Selective Enforcement in the establishment and maintenance of every traffic law enforcement program they undertake. Police officers must be trained, directed, and supervised in the application of enforcement effort in specific ways calculated to reduce traffic accidents. In this effort the department must furnish the appropriate information on a timely basis.
4. Every effort must be directed to the involvement of regular patrol units in the enforcement of traffic laws. This will

provide the greatest possible coverage and maintain a sense of the omnipresence of the police. Further, it will create a feeling in the minds of the public that all officers are interested in and are a part of the traffic control program.

5. It is recommended that police departments be urged to utilize radar as an important part of their speed control programs. There should be an extensive publicity program preceding the inauguration or extension of a radar speed control program. In the end, however, the judicious use of radar will provide the most acceptable enforcement effort in such programs.
6. The Commission is urged to support the use of chemical tests for intoxication in the enforcement of driving while intoxicated laws. There are a number of simple tests which can be administered by any competent officer with a minimum of training. While not definitive such tests will give the field officer pertinent information to assist him in making decisions. Particular emphasis must be placed upon the enforcement of laws involving the operation of motor vehicles while under the influence of tranquilizers, sedatives, and other drugs either alone or in conjunction with the use of alcohol.
7. The use of moving pictures and tape recordings should be recommended in the investigation of driving while under the influence of alcohol and/or drugs. Several police departments have reported very good results from the use of these techniques. It is very important that field officers be provided with the equipment and procedures necessary to develop adequate driving while intoxicated cases in order that these may be successfully prosecuted in court. Available statistics suggest that

much more work must be done in this matter.

8. It is recommended that all police agencies which devote time to traffic regulation or congestion control on a routine basis be urged to carefully examine each such assignment with the end in view of providing some substitute technique or procedure. It is particularly important that all available methods of signing, signaling, and marking be explored thoroughly. Great emphasis must be placed on the development of the most efficient traffic flow patterns. This will require close and continuing relationships with the traffic engineer or whichever local agency is responsible for this function. Field officers have the responsibility of maintaining close supervision of such congested situations for the purpose of making appropriate suggestions for relief.
9. Substitues should be provided for police officers in those specific cases which require traffic point control whenever this is possible. This may involve using school boy patrols, adult civilian crossing guards, reserve or auxiliary officers, special officers, plant guards, or private police. Appropriate controls must be established and maintained. When possible, all traffic control personnel should be provided with communications apparatus which will enable them to secure the services of police officers when needed.
10. It is recommended that all police officers and others engaged in the direction of traffic in the field be trained in the standard hand and arm signaling and controlling techniques of

traffic regulations. This will move traffic regulation in the direction of uniformity so sorely needed to reduce or eliminate confusion in the minds of motorists and pedestrians. Any casual examination of the variety of techniques now in widespread use in this country will attest to the need for this recommendation.

11. It is recommended that when the activity involved in parking meter or limited time parking regulation becomes a full-time activity for a police officer that serious attention and consideration be given to the employment of civilian parking control personnel. The use of civilians will release police officers for the more demanding tasks of law enforcement and police work generally.
12. It is recommended that serious attention be given to the disengagement of police officers from all traffic safety education programs which are properly in the purview of other public or private agencies. There are a number of safety activities in which the police have a legitimate interest but these must be kept to the irreducible minimum in order to conserve field strength.
13. It is suggested that police officials responsible for traffic control programs in contiguous jurisdictions establish and maintain a coordinating group, committee or council. The purpose of such a group would be to achieve some uniformity of enforcement action among the several police agencies involved. The continuing growth of our metropolitan areas has created a

multitude of police agencies each with a different attitude and policy toward traffic control generally and traffic law enforcement specifically. A committee of traffic executives from several agencies can move forward toward the establishment of uniform procedures and practices which can, in turn, be implemented by the several associated agencies. This uniformity of effort is highly desirable in maintaining adequate control of a population moving through several jurisdictions.

14. Finally, it is recommended that this Commission propose a continuing study of traffic control needs and requirements of American police departments. This study should result in the development of traffic control programs which will satisfy the needs of agencies in a variety of situations. It is imperative that the police establish and maintain reasonably uniform practices in traffic control and the establishment of recommended standards of practice by a national study center would be most helpful.

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SECTION IX

SPECIAL SERVICES AND FIELD PROCEDURES

INTRODUCTION

Many people believe that the entire resources of police departments are devoted to the attainment of the primary tasks of these agencies. Every police executive knows that this is far from the truth. There is no accounting of the many man-hours of police time which are consumed in a variety of non-police activities or in those which are only tenuously associated with police goals. The amount of time spent in such non-essential activities is enormous, without a doubt. Importantly, it often represents a substantial amount of critical police time which could be better devoted to community service through law enforcement.

The practice of utilizing police personnel for non-police purposes has several bases, of which only three are considered here. The first reason for police involvement in special services is availability. The police are on duty 24 hours per day, 365 days per year. In addition they are equipped with transportation and communications equipment. Therefore, the police are generally more available than any other normal public service. Because of this, the police are subject to myriad assignments not ordinarily considered within the scope of police activity. Typical of such chores are the transportation of VIPs to and from terminals, delivering city-hall mail to aldermen, transporting ballots to and from polling places, and a host of similar tasks.

In some cases it has not been the availability of the police but rather the non-availability of other, more appropriate services which has placed the responsibilities for special services upon the police. Two examples come to mind at once. The lack of public-health transport facilities has often created a situation in which the police are forced to provide an emergency ambulance service. There may be a relationship between the police and such a service; but it may be more costly than understood by everyone, including the police.

Another rather common service provided by the police is that of animal control or dog catching. The routine control of animals, wild or domestic, is not essentially a police task, but it is often undertaken by the police in the absence of a proper agency.

Finally there is the element of tradition. Many of the special services provided by the police are holdovers from a past in which law-enforcement problems were not so pressing and the pace of life was more leisurely. There probably are places left in the United States where the police have so few problems that the amenities of yesteryear may still be observed. But this is not so in much of urban America. The funeral escort, the policing of weddings, receptions, and other social events, policing games and other sports events are all things of the past for public police agencies with problems. Nevertheless, demands for such services continue to be made. While the individual demands may not be large in and of themselves, they are a problem in the aggregate. Often the need for control is great. The police are then faced with a dilemma which requires thorough study and competent action if primary field operations are to be maintained at effective levels.

DEFINITION AND SCOPE

For the purpose of this study, a special police service is defined as a service now performed by the police but which is ordinarily considered outside or beyond the normal scope of police responsibility. It also includes those services now performed by the police but which are only tenuously identified with police objectives or goals. It is recognized that there can be much discussion about the relationship between some of the services to be discussed in this section and police responsibilities. It is understood that local conditions do modify the decision to undertake or reject certain special services. Basically, however, activities will be considered in terms of the police goals to be achieved, the pertinence of the subject matter thereto, and the ordinary capability of the police to undertake the service without losing its effectiveness in its primary area of endeavor.

EXISTING SERVICES - RESPONSES TO ATTORNEY GENERAL'S REQUEST

There are literally hundreds of activities which could be included in any catalogue of services presently provided by the police. It will be useful to assess some which were reported in response to the request of the Attorney General for effective field procedures. It must be understood that not all departments render all the services suggested nor that they are all effective. The final decision about the appropriateness of any particular service must be considered in terms of the local situation and must be made by local police officials.

Several respondents reported the use of programs, in which regular security checks are made of the homes of citizens on vacation or otherwise absent. The procedures involved range from the completely informal to those which are highly structured. The practices involve publicity about the program, procedures for reporting, and the acceptance of reports about vacant dwellings, patrol follow-up and check-back procedures. One interesting practice involves the use of volunteer police reserve units for the making of vacation checks. This practice does preserve regular police time for other more important duties. One quoted aspect of the vacation check service is the resultant good public relations which should accrue. This is not without hazard, however, since from time to time homes are burglarized while ostensibly under police surveillance. Obviously this would be most embarrassing.

Another broad area of special service is in civil defense. The availability of the police and the quality of its leadership has prompted many elected officials and administrative officers to delegate much of their civil-defense activities to police officials. This is particularly true of the early stages of disaster control. In areas subject to natural disasters such as floods, tornadoes, hurricanes, or severe electrical storms the police often provide actual and continuing leadership until the community-disaster organization can be brought into play. Many existing emergency-operations plans include monitoring and personnel alerting programs maintained by the police, emergency operating centers in police facilities, and tactical operations by teams of policemen.

Still another special service of the police involves the licensing of a wide variety of businesses and occupations. A representative sample of these would include taxicab and hack drivers, magazine and other door to door salesmen, itinerant peddlers, operators and employees of pool halls, dance pavilions, shoe shine parlors, and many others. The police interest in such occupations is natural and understandable. However, in many cases the police are involved far beyond the point needed for effective police practice. The collection of fees, maintenance of license records, inspections of premises and equipment for safety of health hazards, checking accurate weight, and many other such practices are far removed from the primary police objective.

Another service regularly performed by the police is the licensing of bicycles. Here again the police interest in bicycles is understandable, in view of the frequency with which they are stolen. However, the police time invested in the actual licensing procedure would be better used in the actual investigation of thefts. There are a number of other governmental agencies, including fire departments, which could undertake the actual licensing, fee collecting, and records keeping tasks, leaving the police free for other duties.

An interesting service performed by one of the respondents was the marking of auto accessories as an aid to the investigation of accessory thefts. The making of accessory-theft cases is very often complicated far beyond the merits of the actual incident because valuable items such as special hub caps, chrome, wire or magnesium wheels, and spotlights usually do not have serial numbers.

Therefore, they frequently cannot be positively identified when recovered. The solution suggested is to mark the items in such a way as to make identification possible. The marking is done by engraving initials or numbers in an inconspicuous place on the accessory. This is done with an inexpensive vibrating marking tool.

Essentially the program consists of encouraging garage and service station operators to provide the service for their customers. The operators were provided with appropriate display cards and a publicity campaign was initiated to stimulate public response. In addition, the service was rendered gratis by the department at its transportation pool.

Yet another special service involving field units was the equipping of all marked police vehicles with display card racks. These racks hold printed cardboard cards 12"x 18" in dimension. They are located on the rear of the vehicles in plain view. The display cards are imprinted with timely messages such as, "School's Out - Watch for Children at Play" or "Lock Your Vehicle - Prevent Auto Thefts." The cards are changed from time to time to provide fresh and timely messages.

The most common non-police service reported by the respondents was the operation of emergency ambulances by policemen. No doubt the mention of this service in the original letter of the Attorney General prompted many replies. At any rate, a number of replies described the attempts of police executives to maximize the effectiveness of police personnel assigned to this operation. But serious question exists that the police should be in the ambulance

business in the first place.

There is no question about police involvement in the dispatch function since many, if not most, emergency calls are directed to the police or are initiated by them. Beyond this point the question of further involvement is raised.

The equipping, manning, and operating of an emergency ambulance service is only obliquely associated with major police objectives. While the police are indeed interested in the protection and preservation of life, it is beyond police responsibility to provide a service clearly in the field of public health. As the United States becomes more urbanized, the demand for ambulance service will become more acute. The drain of a police ambulance service on police time can only become more serious. One example will suffice. The time lost by police ambulance crews waiting at emergency hospital reception desks and completing hospitalization run reports is substantial. This time can be better utilized in fulfilling primary police tasks, leaving the ambulance operation to private or other public agencies.

Another form of special service often provided is the policing of private establishments and events. This includes a wide range of activities from escorting funerals to opening and closing banks. The ostensible reasons for such activities are, of course, understandable. The basic question is whether or not the expenditure of public funds for such purposes is justified. Further, the question of the extent to which performance of public police service is curtailed or impaired by such private activities must be considered.

Many schemes have been developed to cope with the problems presented by the demands for police protection. These run from providing public police service without charge to requiring the sponsor to provide his own private policing arrangements. A number of such plans provide for the employment of off-duty police officers, while others involve the use of civilian guards or private police. To conclude, there are serious considerations involved in utilizing public services to police private activities, particularly if these are for profit. Certainly the trend is to require promoters of private events, or even sponsors of many civic events, to provide some or all the police service required by the activity.

Among the many special services provided by the police are the initiation and coordination of alarm or alert systems through which merchants and other business operators are informed that a criminal operation is presently active. Several respondents indicated the use of such systems in their jurisdictions, with an emphasis on warnings of the presence of bad-check passers. Typically, such systems involve an initial alert of the presence of a check passer made by the police to three or four merchants. Each of these is then responsible for calling several other businessmen in a prearranged pattern. When properly used, such an alert system can convey information to a great many persons in a relatively short time. Variations of the system can be used for relaying almost any information desired to persons in the alert net.

One of the most useful of special services suggested was the practice of inspecting industrial, commercial, and residential

properties and suggesting specific techniques to reduce the crime hazards inherent in the structures. There are many variations of this practice. One calls for special inspections made by security technicians as a regular police practice. Hopefully, the inspection is made before any crime is committed. Another practice requires the regular patrol officer to make special reports of structural defects or conditions which can or might expose the building to attack. This would include reporting such things as open windows and ladders against walls. These reports are then directed to the attention of the owner or occupant of the building. Still another practice involves an analysis of crime reports for evidence of vulnerability and subsequent follow-up with the victims for corrective action to prevent repetition. All methods are designed to reduce the opportunity for criminal activity.

Among the more controversial special services rendered by the police are those arising out of maintaining recreational and social programs for children and youths. Many competent police executives have stated that the police cannot justify the expenditure of police-officer on-duty time coaching teams or umpiring ball games, leading Boy Scout troops, directing bands, and many similar activities. Other executives are quick to comment that these activities are good public relations and crime-prevention activities. There is no definitive study of the problem yet published, and so judgments are usually made on the economics of departmental management, the availability of suitable personnel, and the personal inclinations of the chief. In general, the tendency is toward disengagement from such practices except when the local police objectives can only

be met by such participation in recreational activities. In those cases where substantial volunteer police service can be mustered, then perhaps an initiatory effort or some minimal coordination can be provided by the department. Otherwise critical examination of the expenditure of police time for such activities is necessary.

These are but a few of the many special services provided by the police. They are a representative sample and draw attention to the breadth of the problem. Each police executive must analyze his own operation to identify those services which contribute little or nothing to the performance of his agency's goals.

SUMMARY AND RECOMMENDATIONS

There are many services rendered by the police which are clearly outside the scope of normal police department responsibilities. There are some services which are related to police goals but only peripherally or tenuously. Police agencies perform these services for a number of reasons, some of which have no rational base. It is recognized that local situations may be different enough to establish some justification for the assumption of responsibilities for non- or quasi-police tasks, but every such assumption should be definitely and clearly examined and understood in all of its implications.

The first recommendation is that police departments should disengage from all non-police tasks as soon as possible to conserve police strength for essential activities. This includes all chauffeuring of governmental officers, performing personal service for any person, delivering mail on any routine basis,

checking weights and measures, collecting taxes or fees except as directly related to the performance of a police service, controlling animals except in emergencies, and many other like services now performed by many police agencies.

A second recommendation is that police shift as many routine activities as possible to the area of private enterprise. Private guarding arrangements should be required for covering funeral escorts, weddings, and wedding receptions, all entertainment privately sponsored and performed for profit including dances, ball games, carnivals, circuses, and other activities of like character.

In those jurisdictions where no private-patrol or guard services exist, provision should be made to provide off-duty officers for the performance of such service. Ideally, the officers should be under the direction and control of the police department and acting in their official capacity. The sponsor or entrepreneur is charged for the officer's wages, his fringe benefits, and a reasonable sum of administrative expenses. This charge is levied by the political jurisdiction in advance and, in the case of public entertainment, as a condition to the granting of the necessary permits or licenses. A sponsor of a private event such as a wedding or funeral either accepts the conditions or makes other arrangements suitable to him.

Where it is necessary to police an event for substantial law-enforcement reasons, every attempt should be made to use volunteer reserve or auxiliary forces to the extent possible. This may seem a negation of the position that professionalization of the police requires a particularly high type of person, specially selected and trained for the service. This is not necessarily applicable

to the problem of policing and providing traffic control for friendly crowds. With careful selection and training, competent supervision, and adequate communications equipment, volunteers can and, in fact, are doing very good jobs in many places.

A third recommendation is that volunteer units be recruited, trained, and used to provide special services which are needed only infrequently or which require high degrees of expertise. For example, departments which have little water to police probably need not develop great competence in underwater operations. Rather, such a department may depend upon one or more amateur SCUBA divers, if available in the community. Many specialized units exist in this country, faithfully performing a wide range of special services for police agencies. These units often provide their own special equipment, vehicles, and supplies as well as time and interest.

A fourth recommendation is that police departments should specially disengage from providing ambulance service wherein police officer personnel is used operationally. All programs of two-man ambulance patrols, combination ambulance and patrol-officer operations are essentially compromises in an effort to keep police officers on the street. The most carefully documented response to the request of the Attorney General for information about field procedures states, "The average out-of-service time of the police vehicle involved with (police) ambulance service is 40 minutes for each incident, which includes going to the scene and transporting the patient to the hospital." This is entirely too much time when true police problems await attention.

A fifth recommendation is that police departments actively engage in building security inspections on a regular basis. This program contemplates a personal contact between the police and the owner and/or tenant of every commercial, industrial, and high hazard residence in the community. The inspection program must be carefully conceived and supervised and followups made at appropriate intervals. Crime reports should be evaluated; and, as applicable, attention should be drawn to any defect which might have made the crime scene more accessible to the criminal.

A sixth recommendation is that appropriate techniques be adopted to use police vehicles as a means of disseminating messages of police interest throughout the community. A simple device to carry display cards can readily be affixed to the bumpers of police cars. Inexpensive cards can be prepared with any message desired. These messages will then be exposed to many people over extended periods of the day at a relatively low cost per exposure.

A seventh recommendation suggests the establishment of a crime warning or alert system. The planning and programming of an alert program is useful in that it will involve all the business community, thus bringing them closer to an understanding of the overall police problem. The results are also useful in and of themselves, particularly where the incidence of bad-check passing is high.

An eighth suggestion would be that police departments should encourage owners to record serial numbers of personal property subject to loss. The marking of unidentifiable property should also be encouraged and a program established through which the public can be made more aware of the problems involved in the loss of

unidentifiable property. Here is an opportunity to engage community groups in a very acceptable crime-reduction or control program.

Finally a suggestion is made that all patrol personnel be prepared to render effective emergency assistance as required by the circumstances in which they work. Minimally, this would require that police vehicles be equipped with appropriate equipment such as disposable blankets, waterproof ground clothes or tarpaulins, fire extinguisher, wrecking bar, and a First Aid kit including a tourniquet. Local circumstances may indicate the need for additional equipment. Personnel must be trained in the most effective use of this equipment under emergency conditions.

The general approach to police special services, as herein proposed, is that the police ought not to undertake responsibilities beyond those clearly identified with police objectives. Many respondents to the Attorney General's letter complained of critical manpower shortages. This problem has been thoroughly discussed in police circles, and the conclusion is inescapable. "The police must upgrade the productivity of their efforts. There are a number of ways through which this will be done. The one important way stressed here is that police must work only at those tasks which directly or, in some cases, indirectly accomplish the police objectives. To do more will inevitably impair police effectiveness in the area of their primary duties and obligations.

SECTION X

POLICE COMMUNITY RELATIONS AND FIELD PROCEDURES

INTRODUCTION

Police officials in more traditional departments are sometimes distressed at the fact that police-community relations are not commonly considered to be an integral aspect of field procedures. The modern view, which tends to see all police activities as part of a system in which every action affects every other action (a "dynamic" system in the scientific sense), supersedes older notions which see tactics as essentially mechanical or, in a slightly revised form, simply as a strategic game. Those who still hold that tactics are simply mechanical endeavors, in which officers are moved about in routine ways without regard for long-range outcomes of action, see no need to talk about "human factors" in police operations. If men do work in machine-like ways, they may be considered as robots; and no need exists for complicating the analysis of their operations. Such an approach reminds one of the engineering and physics of the 1800's, when scientists were hoping for simple rules and certain outcomes.

The mechanical view of the world has been found inadequate. In science the emphasis is on complexity, on multidetermined events, and on statements of probability rather than on certain outcomes. In engineering it is recognized that the machine, in order to work at all must be designed to match the nature of the man who is to operate it. As a result, in engineering there is great emphasis, not on making men mechanical, but on making machines sensitive to humans. So it is with police tactics. There are no robots involved. The task is to

make the procedures and equipment sensitive to the human beings participating be they the officers, the offenders, the victims, or the public bystanders. Consequently, procedures are shaped by and for the officers, by and toward the "target" offenders, and by and for the citizens whose welfare is to be protected.

Looking at what police officers do from another angle, that of efficiency in work and achievement in outcome, there are certain principles with which most administrators would agree. For example, it is likely that no one would seriously recommend a complex and expensive technique when a simple and cheap one would work as well.

Nor would anyone continue using a procedure which was found to produce more trouble or difficulty than it was designed to reduce. Finally, no one would spend time or money on an isolated activity which, by itself, was found not to work--or was found to retard other programs--

if what were required were an integrated and continuing activity which could achieve its goals without raising havoc with other aspects of departmental function. These are the common-sense considerations that have led police administrators to evaluate their tactics in terms of police-community relations. These are the considerations that have led some to emphasize police-community relations in place of certain field procedures which were not working well. These are the principles

which guide the development of new programs which integrate field strategy into the broader community picture.

These considerations are not all the reason for the existence of community-relations programs, but they are ones linking them to specific field tactics, for tactics cannot be undertaken as isolated events occurring in a civic vacuum. Tactics are activities some people (peace

officers) do with other people, (victims, criminals, etc.) by still other people (the community as an audience.) Tactics are part of a continuing series of community events, affected by and affecting other community events, all of which bear on the suppression of crime, the maintenance of law and order, and the achievement of the goal of a community in which all citizens reside with pleasure and safety.

DEFINITION AND SCOPE

Police-community relations refer to and encompass the sum of all contacts, formal and informal, between the members of a law-enforcement agency and the people it serves. As an area of concern, the agency aims to increase the harmony between the police and the various groups that comprise a given community. It is assumed that as harmony increases there will be a decrease in dangerous strains within the community; there will be a greater democratic fulfillment as more groups feel satisfied that they share power and dignity; there will be greater support for law enforcement on behalf of the common good, which will be evidenced in direct aid to the police and in public action against criminals. There will also be reduced criminality, as such--especially that criminality which is associated with group resentment, rebellion, disassociation, and deprivation. All police tactics, insofar as they bring any law enforcement officer into contact with any citizen, are incidents in police-community relations. When police conduct in tactics is planned with an eye on long-range as well as immediate public response, then field procedures are coordinated as part of a genuine police-community relations program. When operational conduct is not planned with regard to its impact on others, then the

tactic remains a fact in police-community relations; but as an incident its effects may be a liability rather than an asset in terms of the mission of the police.

GENERAL STANDARDS OF POLICE-COMMUNITY RELATIONS PRACTICE

In most departments throughout the United States, the ways in which individual police officers interact with members of the public are largely left to chance. In some, regular, structured contacts are made between the police and special groups such as school children, service clubs, etc. In a few, very sophisticated approaches along professional lines have been incorporated into well-thought-out programs that have been designed truly to communicate with members of the community, particularly those in depressed areas and slums.

It would be presumptuous to state arbitrarily that particular procedures in the field of police-community relations are standards below which all law enforcement agencies should not fall if they expect to carry out their missions well. It would be unrealistic, as well, to attempt to set criteria for departments of various sizes and geographical locations. Because the sets of relationships between the police in a particular jurisdiction and the people in that jurisdiction are unique and different from those in any other area, because of the complexity of the interaction of those with various cultural and sociological differences, the approach to police-community relations must be "tailor made" for each police agency.

We would set forth, however, the following as being necessary for any department which expects to establish good relationships with the community it serves.

1. RECRUITMENT.

The right kind of personnel must be recruited into the organization. Only men and women who genuinely care about people and what happens to them should be considered for police work. This principle is obviously so basic that it seems almost superfluous to state it, but one needs only to look at departments where standards of selection are political rather than job-related to be made aware that it is necessary to state and restate the obvious. Since the police task is accomplished by person-to-person contacts in nearly all cases, and most of these contacts are made by patrolman-level personnel, there can be no doubt that the patrolman and his selection is most critical to the success or failure of any police-community relationship.

2. TRAINING.

Whether training is presented in a comprehensive program or by on-the-job demonstration by experienced personnel, it must emphasize the need for and methods in which meaningful and productive personal interaction can take place between policemen and members of the public.

Training in human relations should be extended to all personnel in the department in order that everyone is "talking the same language."

3. ADMINISTRATIVE ATTITUDE.

There must be awareness on the part of the department head of the sociological makeup and needs of the community his department serves, and he must be willing to change and modify approaches so as best to meet these needs.

4. IDENTIFY CLOSELY WITH THE COMMUNITY

Members of a department should identify as closely as possible with the community and actually become involved in its affairs. Every law-enforcement agency needs the support of the community, since the police influence is not really the force that causes a community to be law abiding. Cultural forces within the community, actually accomplish this task. The most that the police can do is to deal with the results of society's failing to control its own members.

When individual police officers actually become part of the community, it tends to cause the department as a whole to be seen as an entity that renders service for the community and not as a "foreign" agency that imposes unwanted restraints on it.

These are basic requirements of police-community relations. There are many ways in which they can be expanded and built upon, depending on the available resources and the creativity employed; but the key points remain the same.

Where formal community-relations approaches are used in law enforcement agencies in the United States, they fall into one or more of three broad categories:

1. Those aimed at the entire community, in general, particularly geared to adult response;
2. Those designed to reach school children and other youths;
3. Those which attempt to deal with problems presented by special group.

Most programs in this classification deal with minority-group problems,

particularly those of Negroes. Curiously, Mexican-Americans have been largely ignored in minority-group efforts. Following is a summary of the various programs described in the letters to the Attorney General, separated into the three aforementioned categories.

COMMUNITY RELATIONS EFFORTS AIMED AT THE ENTIRE COMMUNITY

1. SPEAKERS' BUREAU.

This is not generally a separate organizational unit but is made up of certain designated individuals in a department who have some facility for speech making. They are assigned to make presentations before service organizations, P.T.A.'S, Church groups, and other citizen groups for the purpose of presenting the departmental point of view on a variety of subjects. Methods of presentation vary from informal to lecture like presentations accompanied by slides or motion pictures.

2. OPEN HOUSE.

The public is invited to visit the police station on a particular day or days, usually in connection with some other event. One department holds open house during all of "National Police Week" as part of a number of activities including a school safety-patrol rally; a traffic safety award dinner; civilian award day to honor citizens who have aided the police; a dinner honoring instructors in recruit and in-service training programs; children's day, with awards for posters; and a teenage driving rodeo.

An open house gives the police the opportunity of "selling the department" in the setting that is most conducive to a selling job, since the product is so clearly evident.

3. CITIZEN RECOGNITION.

A number of departments have developed procedures whereby citizens who have aided the department or one of its members are honored publicly with maximum news coverage. The main purpose of most of these programs is to encourage greater citizen participation in fighting crime and apprehending criminals. One of the best of these programs, carried on by a large southern city, has the following format.

A series of well-written press releases encourages citizens to phone the department with crime information or other information of interest to the police. It is regularly stated in these releases that if a caller does not want to identify himself, he need not. Callers who do not mind being identified and whose calls have resulted in positive criminal prevention or apprehension are presented with citations in the Mayor's Office at ceremonies held at regular intervals. These presentations receive coverage by the news media. A decrease in the annual crime rate was announced in a press release by the chief of police, in which he attributed the decrease to public-spirited citizen participation and cooperation.

4. PROGRAMS DEVELOPED JOINTLY BY POLICE AND CITIZENS.

A. Identification of Valuables.

Service club buys electrical etching tools which are kept at the complaint desk of the local police department. They and the police both encourage members of the community to bring their valuables into the police station so that the operator's license number can be etched on them for the purpose of permanent identification (in the state where this is done, an operator's license number is never changed or reissued).

B. "Seat-Belt Clinic."

A local service club works in conjunction with the police department in a public-education program, pointing out the need to equip automobiles with seat belts in order to prevent injuries. A particular day is set aside at the police departments when members of the public are asked to come in and have seat belts which they have purchased at cost installed by members of the service club.

C. Pamphlets.

These are paid for and supplied to the police by groups that have a particular interest in the subject matter of the pamphlets. They are then distributed by the police as a public service to those who will derive benefit from them; e.g.

- 1) Burglary prevention measures contained in a pamphlet supplied by an insurance agents association.
- 2) Booklets containing state laws and local ordinances

relating to youth, supplied by a council of parent-teacher associations.

3) child-molestor education booklet purchased by a service club.

5. PUBLIC EDUCATION PROGRAMS, UTILIZING PRESS, RADIO, AND TELEVISION.

These are programs directed toward specific problems to let the general public (or segments of it that have special interests) know about methods employed by certain criminals, changing crime patterns, risk areas and particular types of risks, and various protection practices and procedures. Some examples are:

A. "Burn A Light At Night."

Encouraging residents who live in residential areas to burn lights at night to discourage burglars.

B. "Operation Paperhanger."

Encouraging merchants to require persons unknown to them to fill out a snort questionnaire before cashing checks.

C. "Lock Your Auto."

Aimed at reducing car thefts. One such campaign was given more widespread coverage by issuing bumper stickers and window stickers.

6. PERSONAL-CONTACT, CRIME PREVENTION, AND COMMUNITY RELATIONS.

When the potential criminal targets (victims) are a small enough number, or when they can be gathered together as in a service club or businessmen's meeting, and when adequate police manpower is available, personal contact is the educational device used. The police inform, seek information

in return, stay attuned to criminal activities, evaluate their crime-prevention and suppression methods not only by monitoring crime reports, but be reinterviewing the potential and real victims (as, for example, merchants victimized by check writers, stores victimized by safe crackers, banks subject to a series of amateur hold-ups, etc.) and revise both their field procedures and their broader community-relations efforts on the basis of what they learn.

7. PUBLIC INFORMATION PROGRAM

One department uses its public information program, not only to keep the public up-to-date on police activities, but as a way to show special concern for people in the community. The public is actively solicited to call the police on anything that could be considered police business, no matter how trivial it might be. Every complaint, tip, or report is investigated, regardless of its importance or lack of importance; and the citizen who originated the call is given the full attention of the investigation officer. This kind of response by the police should be quite rewarding in the psychological sense to the citizen who reports to the police, because it shows him the police really do care.

If one accepts the premise that the community itself carries the largest part of the burden of crime prevention and that this is done through social pressures, not police activity, it seems quite necessary to keep the members of the public as fully informed as possible so that they will be able to discharge their responsibilities better. It follows, then, that the police have the obligation to collect

the latest and most comprehensive data relative to crime that is available, not only to enable them to do their own jobs better, but in order to fully inform the public.

We make the suggestion that the informational base of the police be broadened beyond "traditional" limitations (e.g. crimes reported, arrests made,) in order to acquire more usable data. One source of information that is seldom tapped is the professional criminal; but in several instances brought to our attention when this has been done, it has proven to be quite productive. In one instance, a police administrator (who is not on the Attorney General's staff working on this project) prepared a tape on which he recorded an interview with a professional and somewhat successful check writer. The check writer was quite candid in discussing methods he had employed and found to be successful in passing bogus checks, many of which played on the gullibility of merchants. The tape was used extensively in talks before groups of merchants who found it entertaining as well as highly educational.

Using somewhat the same principle, a follow-up procedure is used in the department of one of the members of this advisory group. Offenders whose cases have been finally adjudicated are interviewed by a lieutenant in the department regarding the level of competence employed by the police officers with whom the offender had contact. The responses, given from this different point of view, have proven to be quite useful in making police procedures more effective.

Another member of the advisory group has interviewed several professional criminals in prison, who we had reason to believe, from prior contact, might be interested in discussing their methods

and police weaknesses. The results were most promising, and it is hoped that this type of research might be continued and expanded. There seems to be no good reason why cooperating professional criminals shouldn't be employed as consultants and used to enrich our knowledge and understanding of crime and the methods employed by those practicing it.

COMMUNITY-RELATIONS EFFORTS DESIGNED TO REACH SCHOOL CHILDREN AND OTHER YOUNG PEOPLE

Most police activities relating to young people, whether they are non-delinquent, pre-delinquent, or actual offenders are aimed primarily at helping or correcting rather than punishing. Most police officers seem to agree with the philosophy of most juvenile statutes that the state should be like a correcting parent toward juvenile offenders rather than assume the role of an avenger. Even though a great many policemen are reluctant to assume new obligations that are not in the spirit of the traditional investigate-arrest-incarcerate cycle insofar as adults are concerned, many of them have for some time accepted the propriety of becoming involved with young people in special ways. A few of these ways are:

1. SPONSORING AND COACHING VARIOUS ATHLETIC ACTIVITIES SUCH AS BASEBALL, FOOTBALL, BASKETBALL, WRESTLING, ETC.

These kinds of relationships seem to be quite rewarding, because they provide situations in which both the youths and the policemen can feel "comfortable."

2. SPONSORING VARIOUS YOUTH CLUBS.

The emphasis in this type of activity varies accordingly with the needs of the youth who will be involved. There are a great

many types of clubs and groups sponsored by police departments. They range from rather formal pre-programmed organizations to groups that are rather loosely held together.

An example of a formal approach is the explorer scout program, which is vocation-oriented (in the case of the police, to law enforcement.) High school young men are formed into a "post", uniformed, and are required to attend several meetings a month where they participate either in law-enforcement classes in theory and procedure or in field exercises. It is expected that boys who become explorer scouts will develop a lasting interest in law enforcement and that some of them may eventually go into a police career.

Explorer scouting is an example of a kind of youth club, developed along pre-programmed lines, that involves the police with "good" non-delinquent boys with the goal of keeping them from getting into trouble.

An example of the police organizing a different kind of youth for the same reasons (communication with police), but using a different approach, is found in slum areas of several large cities where specially assigned police officers have helped organize clubs that have as their purpose teaching very basic and elementary skills that will aid club members to find employment (how to dress, talk, comb one's hair, stand, sit, how to fill out a form).

The rationale of the departments that assign officers to "non-police" activities of this kind is that it is just as

consistent with good police practice to identify with youngsters from socially and economically deprived families by showing an active interest in employment, which is of primary importance to them as it is to show an interest in organized sports which appeal to interests of young people from different stratas of society. In some instances, police have established liaison with juvenile gangs and have worked to change the goals of the young people in these gangs from anit-social to law-abiding and constructive. Where a police officer has been successful in this kind of activity, he has been non-judgmental in his approach and has, for the most part, accepted gang members on their terms.

3. PROGRAMS IN THE SCHOOLS.

Reaching children through programs in the schools, particularly at the elementary level, is accomplished by law-enforcement agencies in many ways. In all cases, programs are worked out in advance between the police and school personnel, and they all use a subject of interest to the children around which to build the program. Some examples:

A. Bicycle Safety Clinic.

The police, with the assistance of a local service club, presented a program in all the local elementary schools during "police week" that dealt with several aspects of bicycle operation. The program included: (1) teaching the basic rules of bicycle safety, (2) bicycle inspection, (3) a bicycle handling contest with prizes, and (4) instruction on how to prevent bicycle thefts.

B. Elementary School Visits.

In one department, a "team" of police personnel visited every elementary school in the city at the beginning of the semester and addressed the students in general assemblies. The team consisted of uniformed officers, including the motorcycle officer on whose beat the school is located and juvenile bureau officers. A talk on safety and community relations was given. Following this, the motorcycle officer was introduced and the children were told that he would come by the school upon occasion during the semester to visit classes and to eat lunch with them. They were encouraged to talk with him and ask him questions. The motorcycle officer did visit the school frequently and became acquainted with the children.

A suggestion was made by another contributor that patrol officers eat lunch with children at schools on their beats in order to create better relationships between students, police, faculty, and parents. This suggestion seems to have sufficient merit to be the basis of a simply-designed research study that would measure attitudes of affected persons before and after the practice is instituted.

C. School Lectures.

Traffic safety and the danger of sex molesters are the subjects most often used by police officers in lectures and instruction given to school children. The presentations are often accompanied by motion pictures, slides, or other visual aids.

D. "Student-Contact" Program.

The "Student-Contact" Program sent two sergeants to junior high schools (plan is to expand to high schools and colleges) to give lectures on police organization and function. After each lecture, time was set aside in order that the children could ask questions.

Lecture content and approach was organized in conference with school personnel. The purpose of the program is to bridge "the gap in communications and understanding between the student and police."

E. Comprehensive Program.

Quite a comprehensive program was started by the police department in a western city. Police personnel and teachers worked together in the program, both in its planning and execution. Lectures were given, describing the police function and procedures, accompanied by slides and other visual aids. These were followed by visits to police headquarters, where departmental operations were explained. The children then were involved in classroom projects in which they made posters and wrote essays about the subject matter contained in the lectures as well as their impressions about the visit to the police station.

4. JUVENILE BUREAUS OR DIVISIONS.

Many departments now have juvenile bureaus or divisions within their organizations that deal only with youth or juvenile-related crimes. This subject is being dealt with extensively for the commission by several other sources. Only several aspects of the operation of such units will be briefly mentioned here because of their community-relation implications.

A. Youth Liaison Officer.

A "youth liaison officer," in addition to his regular patrol duties, was assigned the task of becoming acquainted with all leaders of all youth groups in his area, both formal and informal, on a first-name basis. He sought out those who are accepted as leaders by their peers. He has no responsibility to "rehabilitate or convert." The purpose of the program is to enable police and youth to meet in non-threatening situations when no crises exist in order that they can get to know one another as people and not as stereotyped images.

The reporting agency says that this program has resulted in the establishment of good rapport between, not only the patrolman assigned to the project, but between youth and police generally throughout the town. It is suggested that this would be a good practice for all beat patrolmen to engage in.

B. Contacts with Juvenile Offenders.

In many departments, police officers who have contacts with juvenile offenders notify the parents immediately and bring them into the process. This tends to shift responsibility back to the parents, where it belongs, and also demonstrates to the parents that the police have a real concern for their feelings and the welfare of the child.

C. Voluntary Counseling Programs.

Some departments conduct voluntary counseling programs for children who have come to the notice of the police, but who have not yet been involved in activities serious enough for arrest. Parents are included in these programs.

5. FIELD TACTICS.

Two school programs underway in the department of one of the members of this advisory group use only uniformed patrol personnel and should be regarded as field tactics.

A. Physical Fitness Tests.

Children in the fourth through the seventh grades are required annually, by law, to participate in a series of physical-fitness tests (running, jumping, pushups, etc.). The results of these tests are made a part of each child's school records.

It was thought, both by school and police administrators, that if patrolmen were to administer the physical fitness tests, it would provide an opportunity for the children (particularly Negro children) and police to see one another simply as human beings and not in terms of pre-conceived ideas.

Preceding the actual testing, groundwork was carefully laid in a series of meetings, both in the police and school hierarchies, starting from the top down. Those who were to have actual responsibility for the program (the commander of the criminal division in the police department and the physical education director of the school district) were told of and given their responsibility at the very beginning.

During the six-week period the tests were administered, six officers per week were assigned to the school selected. A total of 212 children (over 80 per cent of whom were Negroes) and 11 teachers were involved with a total of 36 patrolmen during that period of time.

Attitudes were not measured before the program began, but opinions were recorded after the program was ended. All patrolmen were enthusiastic, all teachers expressed approval, and all but 9 of the children enjoyed the experience.

The patrolmen (who were not in uniform but were identified as police officers) were paid overtime for working from two to four hours a day beyond their regular duty time. None of the patrolmen were given a choice of participating or not. All of them were assigned, with no attempt to screen out those who might be regarded as not suited.

B. Police Dogs.

This same department uses police dogs on a roving patrol basis to reinforce regular motorized-patrol units. The officers assigned to this duty participate in a regular, sustained program of appearing at schools in the department's jurisdiction, particularly those schools with a large number of Negro children, in which the dogs demonstrate their skills.

The full scope of methods in which the dogs are used is presented with no attempt to soft pedal any aspect.

After each demonstration, the children and dogs are allowed to play together. Pictures have been taken by the police photographer, which have been used for press releases and in conjunction with talks before service clubs, etc.

A local university is presently in the process of completing a short film on the way the dogs live with the patrolmen and how they work, showing them being used in the program described above.

6. "JUNIOR POSSE" PROGRAMS.

Several sheriff's departments exploit the adventurous ideas that children have about sheriffs as the basis for "junior posse" programs with boys and girls in the age group of about 7 to 14 years. The children sign pledges to "be good" and are given badge-like insignia. In some jurisdictions they distribute educational pamphlets for the sheriff's department.

7. SERVICE CLUBS AND MERCHANTS GROUPS.

In a number of jurisdictions, service clubs and merchants groups are quite active with their police departments in youth activities.

Some of the ways in which they have become involved are:

- A. Buying educational films for police use in schools.
- B. Joint sponsorship of athletic teams with police.
- C. Working with police in handling juvenile offenders.

One department has worked out a procedure with the merchants in its town whereby a merchant who catches a "first offense" juvenile offender handles him in the way he judges best and sends him home. If the offender has been in trouble before, an officer from the juvenile bureau handles him.

Whether or not the offender has been in trouble before is determined by the merchant calling the police and asking for a records check.

8. SHOWS AND DISPLAYS.

One city has outfitted a bus with "authentic weapons" that have been used in the commission of crimes. "Thousands and Thousands"

of teenagers have viewed this exhibit which is driven to schools and shopping centers. The chief of police believes that this has been a tremendous help in reducing teenage crime.

SPECIAL LIAISON APPROACHES

Following are approaches in community relations intended to reach particular groups or to reach the total community in different ways:

1. CONFERENCES.

Many law enforcement agencies schedule conferences on regular basis with clergy, school administrators, officials from different levels of government, and various citizens groups for the purpose of discussing mutual problems and maintaining liaison with one another. Other departments participate in such conferences only when a crisis gives a reason for such a conference. This kind of contact has a great deal of value if it is kept up on a regular basis, in that it permits the identification and solution of matters before they balloon into serious problems.

2. AUXILIARY POLICE UNITS.

Established for the primary purpose of maintaining a cadre of trained citizen-police to be used in disaster and emergency situations, have been found to have an important secondary community-relations value. If the members of such a unit are drawn from the community at large, each of them forms a valuable communications link with his circle of citizen friends.

3. INTERNSHIP PROGRAMS

Internship programs with college students provide other avenues

through which police can reach segments of the community that might not be readily accessible to them.

One chief of police has arranged with a local law school for an internship in his department that is part of a required course at the school. The students ride in squad cars and observe procedures at the complaint desk, radio room, and in the jail. The program has been expanded to include student contact with courts, the district attorney's office, juvenile hall, and a state mental hospital. The purpose of the program is "to expose soon-to-be lawyers to the problems in the practical everyday situations that would confront them after graduation from law school." It also gives them an unusual opportunity to develop some insight as to how police regard their duties.

This chief plans to initiate another, similar internship program which will accept university students who are majoring in public administration.

4. INDUSTRIAL RELATIONS DETAIL.

One large department has established an "industrial relations detail" whose members are involved in every possible way with both management and labor. These officers have been accepted into the councils, both of management and labor, because they treat all information in confidence. They are able to help forestall management and labor confrontations. When conflict is imminent, they are able to recommend how field units should be deployed to the best advantage.

Several kinds of benefits accrue to the police through this type of involvement. Not only is valuable liaison established with important segments of the community, but intelligence is obtained that make the tasks of patrol, crime prevention, and investigation easier.

STRUCTURED POLICE-COMMUNITY RELATIONS PROGRAMS

There is a growing awareness on the part of progressive law enforcement administrators that the police must become totally involved in the problems of the community that directly or indirectly affect them. They must, because rapid social change, bitter cultural conflicts, and the mobility and impermanence of many segments of our population have resulted in problems that inevitably wind up on the doorsteps of the police.

In order to deal with these problems effectively, the police cannot rely on repressive measures alone. They must (and some have) take different approaches to criminal behavior which may be a symptom of sociological ills. This has been done in a few departments by setting up special police-community units that have been given the specific assignment to develop better human relationships between the police and the public. This has been done in the belief that "the gap in human relationships between the police and the public can be narrowed considerably by the creation of specialized units within police organizations which have the development of communication with the citizens as their greatest single purpose."

It is realized such communication cannot be left to chance and that it will take place only as a result of deliberate and calculated effort on the part of the police. The expectation is that the police themselves can alter anti-police attitudes and can lead the community to mobilize its resources and organize its services to reduce the problems of disadvantaged subculture groups--problems that are criminogenic.

The enlightened police administrator understands the limits as well as the gains that may be expected. He knows that, no matter how

well-intentioned the police may be, and no matter how well-organized a program may be along realistic lines, a minority community or other groups which feels itself separate from the larger common wealth may reject rather than accept the aims as well as the methods of community-relations efforts.

The sophisticated administrator realizes that even after a program is established and working well, the motives behind it will continue to be suspect. He is not so naive that he believes he can erase the experience of several hundred years of discrimination or of insulated gang "culture" with only a year or two of his demonstrating that he is willing to deal honestly and in good faith.

Whenever a special unit is established by a police department to handle special areas, there is a tendency on the part of the members of that department to expect that all matters in that area will be taken care of by the special unit. This should not be allowed to happen when a police-community relations unit is established. The impressions that are made on the public about what kind of police department serves them are based on observation of all the officers in the department. As a matter of fact, public relations of city government as a whole depends upon how well the individual policeman does in his contacts with the public.

It follows, then, that if a police-community relations unit is to be successful, it must have every officer in the department performing his tasks in ways that are compatible with the aims of the specialized unit. The entire police department must be trained in the understanding of the dynamics of cultural, sociological, and ethnic interaction. All the officers in the department must put the assessment of those with whom they deal on the basis of reality rather than on prejudice

and presumption. This means not only that patrolmen must be "on board," but all aspects of departmental operation must be consistent with stated aims. One of the most important factors, for instance, that either contributes to or tends to destroy an otherwise good public-relations program is the way in which the department handles routine complaints and concerns expressed by minority-group members. If complaints are handled dishonestly, with less than full-disclosure, the public-relations program will be seen for what it is--simply "window dressing."

A detailed complaint-handling procedure should be developed that insures a free flow of communication between the police and the people in the community, one which guarantees that complaints are dealt with promptly and honestly. The procedure should be made known to the minority community, particularly, and should be strictly adhered to in dealing with that community. For an example of a recommended procedure, see San Mateo County Information Bulletin No. 25 which is attached. Also attached are excerpts from the 1963 report made by the California Advisory Committee to the United States Commission on Civil Rights, which refers to this procedure.

More and more law-enforcement agencies are forming specialized units for the purpose of establishing better relationships with minority groups. Not many of them are working well, but this does not necessarily establish a valid reason for criticizing them. It takes a long time to make a police-community relations unit function properly for a number of reasons. Among these reasons are: (1) the structure of the program, necessarily preconceived, may not be most suitable to meet actual needs; (2) personnel in the program are almost sure to be rebuffed by minorities initially, and the more idealistic and altruistic

they are, the more difficult it may be for them to accept rebuff; and (3) there may be only token community support, which in some ways is more destructive than no support at all, or open hostility.

One police-community relations program that seems to be working very well is described below:

ORGANIZATION OF POLICE UNIT

1 Lieutenant	Unit Commander
1 Sergeant	Assistant Unit Commander
1 "Assistant Inspector" (a detective rank)	Liaison Officer, permanently assigned to the "Youth Opportunities Center," a settlement-house type of facility with several forward-looking programs.
1 Secretary	Two patrolmen are permanently assigned as liaison officers to area "poverty" boards that advise the city agency that is administering "war on poverty" programs.
1 Patrolmen	The other patrolmen work with citizen organizations and individuals to develop better communication.

ORGANIZATION OF CITIZEN ORGANIZATIONS

This city has nine precinct districts, four of which contain "target" poverty areas. In each of the four target area districts, citizen community organizations have been set up by the police. Each of these districts is headed by a committee consisting of a district chairman, a vice-chairman, and a secretary. Within each district, "section committees" are set up. The number of section committees in each district varies according to the needs of the district; however, as many as possible are established.

POLICE-CITIZEN ORGANIZATIONS PROGRAMS

Each section committee meets monthly to discuss problems of their area, process complaints, and to consider recommendations and suggestions. A police officer from the district station (not a member of the police-community relations unit) attends each section meeting in order to maintain liaison between the citizen group and regular police district personnel. The district committee, all section chairmen within that district, the commanding officer of the police district, and members of the police-community relations unit meet as an executive committee, monthly, after all the section committees have had their meetings in the same month. Action is taken here on the matters that have come up through the citizen-organization channels.

A third and final general public meeting is held in one of the four involved districts. All district committeemen, section committeemen, members of the police-community relations unit, and members of the general public attend. The public is notified of the time and place of the general meeting by newspaper advertising and mailing notices to addressees on established mailing lists. General meetings are held in different locations each month, in order to attempt to make the greatest number of contacts with the greatest number of people.

SOME SPECIFIC FUNCTIONS OF THE UNIT

PERMANENT LIAISON. Two patrolmen are permanently assigned to area boards in the city, connected with the "war on poverty" program. (It

is anticipated that an additional patrolman will soon be assigned to a third board. The police-community relations unit being given another position specifically for this. These area boards, set up to provide "maximum feasible participation" by the poor in the war on poverty, serve as advisory groups to the city agency that administers the poverty programs.

The officers assigned to the area boards have developed a close liaison with the State Department of Employment. The primary tasks of these officers are "to develop the employability of problem youth and young adults." To those who say that this kind of interest is beyond the scope of what police operations ought to be, the answer is given that since the purpose of a good police-community relations program is to reach and communicate with minorities, and since employment seems to be of primary importance to minority youth, it is entirely consistent with police goals to aid in this field. One officer (the "assistant inspector") is permanently assigned to a neighborhood center in a Negro ghetto. He, too, devotes a great deal of his time helping minority youths prepare for and find employment.

OTHER POLICE-COMMUNITY RELATIONS PROGRAMS

Several other American police departments have programs similar to that described above, or have programs incorporating some, but not all of its features. Most law-enforcement agencies that do have specialized community-relations units do not deal with the problem in as much detail.

Some departments assign middle-management personnel, who have other primary assignments, to meet at regular times with human-

relations committees or their counterparts. Others assign such personnel to meet with minority-group organizations. The purpose in all cases is to project a favorable image of the department. All of them say that they wish to communicate more effectively with the community. Whether this is really so, can't be determined without on-the-scene program evaluations.

One department, represented on the advisory group has set up a "public information" office in a largely suburban Negro neighborhood of about 20,000 for the sole purpose of being more responsive to the needs of the people in that neighborhood. Although the lieutenant who is assigned to the office (the only other employee is a secretary) has established liaison with one segment of the community, he has failed to establish liaison with those needed most to be reached--the hostile, unpleasant, non-conforming, anti-social people. As a result, this special office has probably created more resentment than good will. In this regard, a crucial point must be underscored; it is not enough to set up a program. It must be systematically evaluated--not just among those in contact with the program, but also, among those "target groups" not being reached. If the program is failing, it must be revised. Frequently, the people who should be reached are the most difficult to reach. The police have to overextend themselves to establish good liaison with them.

Several observations have been made about what police must do to relate to minorities. One contributor offered the opinion that if personnel in a police-community relations unit hope to be successful, they must be absolutely honest and objective when considering every situation. It means that they must not defend the department's position

if that position is wrong. Unless this is done, minority group members won't really regard the police as any different from what they have been taught by experience, which is in many cases "protectors of the status quo." Only after an officer is accepted, will his objections to unreasonable positions taken by hostile groups, be given respectful consideration by them.

Good liaison with minority newspapers is essential to a successful police-community relations program. Although they don't receive much attention in the larger community, they are widely read in the minority communities.

A personnel proposal that has interesting community implications is that an extension of a "police cadet" type program be aimed at minority "drop outs" and underachievers, giving them extensive training to upgrade them to the point at which they would be acceptable as police recruits. Although this proposal would serve to demonstrate that the police really "care," its potential for failure is so great that the risk of not meeting expectations might have disastrous results. Present programs of this sort in California do not seem to be progressing too well.

Discussion and document review so far has been fairly specific in terms of what police agencies are doing or might do. We shall not go beyond immediate programs to consider broader problems. A number of thoughtful police administrators, responding to the Attorney General's letter, have called attention to these. These responsible men state that there exists today a critical disagreement and a critical ignorance which affects all police operations in the United States today. They say there is no consensus among citizens about the proper role of the

police and about how they should conduct themselves in pursuit of what may be incompatible tasks.

In one case, for example, the police are asked to enforce existing law and, at the same time, are asked to be flexible in the face of and tolerant of activities by groups which, while presently illicit under one code or another, do represent the ideals, life styles, or ways of conduct which may well become lawful as the fact of social change becomes expressed in legislation. In another dilemma, the police are asked to protect the community from criminals and to exercise all diligence in the apprehension of offenders; simultaneously they are asked to protect the individual from any invasions of privacy or rights and to exercise all diligence in maintaining the safety of persons from the tyranny of the community.

In another dilemma, the police are invested with authority and given symbols of power and force. They are asked to signify order and the willingness of the community to prevent unacceptable deviation. Simultaneously, the demand is upon the police to abrogate force, to renounce any but symbolic power, and to restrain others from any exercise of force. This new anti-force morality can be selective; any given group wants its own ideals to be protected and perhaps imposed forcibly on others; opposing ideals are not said to deserve that same protection. There are numerous other dilemmas which any police officer, any judge, or any reflective citizen can point to. They occur in the areas of the enforcement of laws against private pleasures and compulsions (vice), in the selective exercise of law among minorities, in the application of discretion in being "curbstone magistrates," and in being asked to rehabilitate, correct, punish,

deter, and detain simultaneously as they apprehend and incarcerate offenders.

The dilemmas are felt by the police, witnessed by the courts, lamented by the citizens, and sometimes compounded by legislation. It would be utopian to expect all such dilemmas to be eliminated; but unless some clarity, some agreement, some consensus can be brought to bear so that the police and major sections of the courts and the public can act in concert, all field tactics may become exercises in futility and all police-community relations programs may become grandstanding advertisements concealing an impending catastrophe.

One must begin by finding the facts. What do various groups of citizens want? What do they think the police can do? What is the citizen prepared to offer in support of his desires for a given type of police conduct? Why are certain groups hostile to police power? What does that police power represent to the police officers holding it? Can one agree on what menaces a community and what steps must be taken to control offenders? Can one agree on what constitutes freedom and what constitutes license? How is crime itself related to citizen attitudes, whether viewed in terms of that citizen's own criminality, his support for the police, his willingness to help another citizen in danger, or his influence on the criminality of others? These are just a few of the questions. Asking them is not an academic exercise; it is a search for solutions to a growing problem, not only of crime, but of conflict between the police and the public, between the police and the courts, and within and among the citizenry.

Approaching this problem, one chief of police urges the commission to expand its interest beyond the commonplace interest in equipment

and particular procedures. He says that the American police service has "been a monumental failure and will continue to be so until deeper, less easily recognized questions and problems are explored." A monumental failure, he implies, that most of us dare not admit. What more does this chief say? He says that police administrators know little of their communities and even of politics. Politics is power and people; they must learn about them. He says technical competence without human competence is foolishness; he implies the police strive for the former without knowing they lack the latter. "Totally ineffective" is his diagnosis. He says administrators are unaware of social changes, especially Negro strivings; yet these changes represent the world of today and predict the world of tomorrow. They must learn about this world, care about it, and learn to predict it, too. Public apathy, he implies, is an empty label. Without knowing what it really is and how it occurs, the complaining police administrator is admitting he really knows very little about the people of his community and his own police activities with them.

Another chief suggests apathy is caused by the police themselves, by their overselling their product, and by being caught now in a failure to deliver. Law-enforcement agencies have promised to prevent crime, but they have not. They portray themselves as protecting citizens; but as any citizen harmed by an offender knows, there is no such protection. The police cannot prevent nor control crime, only some crimes. They have authority to act only after a crime has been committed; what they do is apprehend offenders, and perhaps not many of those. No wonder the false police promise, the betrayed citizen sense of

security, the police pride not based on fact, have led to citizen distrust, citizen disrespect, and, in the long run, citizen disinterest in the police.

A ranking officer in another department distinguished between crime prevention and crime repression. Prevention, he says is but a recent police interest. Defined by him, prevention aims to eliminate the propensities or motives which lead a person to crime. Prevention aims to eliminate the social and psychological causes of his criminality. Crime repression on the other hand, a traditional police activity, intends only to reduce the opportunity to commit crime, doing so by means of offender surveillance and retention, by security measures around property and persons, and by patrol and other methods designed to impress upon the offender the risk of failure either in crime commission or of his being shortly apprehended. Repression serves only to delay a crime or to shift its local; it makes no impact on crime rates overall, nor does it make a person any less criminal.

According to this suppression vs. repression scheme, the police, insofar as they concentrate on suppression, are doing only part of their job. Like physicians doing only curative work and ignoring public health and preventive medicine, the police make their job harder by ignoring steps to eliminate crime-breeding conditions. It is also possible, just as in medicine there are iatrogenic diseases (doctor-caused) that there are police-caused ("philakogenic," if we may coin the term) crimes as well. For possible examples one refers to the sociologist's unproven contention that booking and labeling an offender makes him develop a criminal "self" (an ephemeral-phemeral concept which research workers find hard to pin down); to the common report of jail inmates

that they learn more crime in jail; and to the vicious and explosive circle which builds up when police handle demonstrations or individuals with unnecessary violence, which leads to a violent counter-response. By way of illustration, observations being conducted in one department represented on this Advisory Group suggest that the charge of "resisting arrest" may be sometimes "philakogenic"; for when the arresting officer is himself uncertain about the arrest he has made, fearful of resistance, or must wait a considerable period before the paddy wagon arrives, the likelihood of the offender offering resistance seems to increase.

We would suggest that all police procedures designed for prevention of crime and all procedures redesigned so as to prevent philakogenic (police-caused) crime are in the domain of police-community relations. One should not be unrealistic about what can be accomplished, as one wise chief wrote, "We must face the fact that society and its individual members cannot be controlled by any single agency within its total membership." On the hand, disinterest or discouragement are also inappropriate police responses to the challenge of crime prevention as part of harmonious community relations; the latter area, while broad and complex, is not some airy sphere of high-sounding words alone, but is as real as any other police activity, consisting of planned actions by trained personnel taking place in such ways that desired ends are achieved.

What is needed, in any event, are the facts which allow sound planning. These facts, although they may be identified by casual observation, must be proven by scientific study. Such a study is proposed by a number of police administrators and is a requirement

for increased police effectiveness. Some ask that the Commission recommend federal support of the study.

Police field procedures are events which are part of police-community relations. The daily tactics of the police reflect a police-community relations policy, whether or not the agency has stated such a policy and whether or not the agency is even aware of the premises upon which its action toward various sectors of the public are based.

General considerations for police-community relations practices require:

1. Care in recruitment and special efforts to make sure that all socio-economic and ethnic groups in the community are represented in law enforcement and that members of these groups understand that law-enforcement careers are open to them.
2. Training includes not only academic work in human relations subjects (psychology, sociology, political science) but also careful supervision and continuous retraining. Supervisors observe men in citizen-contact situations and use the responses of citizens (including offenders, demonstrators, bystanders, etc.) for feedback to alert the officer to the impact of his words and deeds.
3. Administrators are highly-trained, sophisticated professionals who are politically "savvy", understand management and the behavioral sciences, are open to information and sensitive to social reality, and have no precommitments to positions unsupported by facts, regardless of how much emotion or

tradition may be associated with those positions. They reject espousing "the police view" as an unexamined fraternal opinion and instead insist upon espousing "a realistic view" which is based on current events, a pragmatic analysis of social forces, and admissions of areas of ignorance and uncertainty.

4. Police officers are members of the community and participate in its affairs. They are encouraged to be active in civic, fraternal, leisure-time, vocational, intellectual, and other citizen groups. They seek a continuous exchange with citizens of all groups and classes about the problems and aspirations of those groups, about crimes known to those groups, and suggested methods for its suppression and prevention; and they seek suggestions for changes in police services that will better serve the community. As members of a variety of community groups, officers recognize their special role which requires that no special influence and no special favors be granted to members of any one group and that, while understanding what all groups desire, the officer does not "over-identify" with any one group.
5. In each tactical procedure related to crime suppression, whether it be patrol, investigation, or special situations, the officer is trained to anticipate how others will respond to what he says and does. He recognizes that short-run expedients are not worth long-run disasters; he also recognizes that as an especially important person in the community, his actions will be overly-scrutinized and subject

to emotionally-charged interpretation. He will be mature enough to understand these public reactions and wise enough to try to bring public responses into harmony with the facts by: (a) always being consistent and open about what he believes in and is doing; and (b) always "interpreting reality" to the public by continuous communication with them.

Among the specific techniques employed in police departments, the following appear workable.

1. Speakers' bureau and other information-giving programs.
2. Open house and other inspection-inviting techniques.
3. Citizen recognition and other rewards for crime-suppressing public service.
4. Joint civic group-police activities which may provide for identification of valuables, seat-belt clinics, crime-prevention pamphlets, etc.,.
5. Public education for crime prevention through mass media and/or through groups composed of prime criminal targets (merchants, car owners, home owners, etc.)
6. Personal-contact, special crime-prevention programs where crime target groups are small enough to allow police calls on each vulnerable person, store, etc.
7. Information-seeking programs whereby two-way police public communication is encouraged. All complaints, tips, and reports are investigated, the communicating system made to feel appreciated, and the occasion used for crime-prevention education, feedback on police services, the development of ties to the community, etc. All information about criminal

activity, past or impending, is especially sought. This crime data is used to supplement ordinary records and is the basis for police tactical planning and for further reciprocal communication with the public about crime prevention.

8. Police-service evaluation is sought by having call-backs to all persons requesting police service (or a systematic sample, e.g., every tenth caller or complaint). An officer, not one responding to the original call, complaint, etc., interviews the citizen to learn what action resulted and how satisfactory that police action was. Results of the service evaluation are routinely analyzed and used as a basis for revising procedures, for in-service training, and for public-relations programs through mass media.
9. Police-service evaluations are made through interviews with arrested persons after trial. It is found that both released persons and convicted offenders, when approached properly, provide important information on the adequacy of police procedures, on failings in tactical operations, and on the conduct of individual officers. Interview findings are coordinated and used to revise tactics, to instruct individual officers, and to generate other changes where failings have been noted.
10. Activities with young people, include sponsoring and coaching athletic activities; developing youth clubs and scout programs; setting up social clubs in slum areas where, besides pleasurable activities, boys are taught how to dress, comb their hair, ask for a job, etc. Junior posses and junior detective groups are formed in other areas.

11. Youth programs aimed at potential delinquents where hoods and pre-hoods are involved in various ways, e.g., a sympathetic officer spends time with them, leaders are paid simply to come in and spend time with the police, etc.
Youth liaison officers may be assigned physical fitness.
12. School programs include bicycle safety clinics, police presentations to school assemblies, officers eating lunch with the children at schools, and special education in traffic safety, avoiding molesters, etc. Comprehensive school programs may include joint planning by police and school administrators, which emphasizes teacher education and contact as well as child contact. Programs can include essays, posters, visits, etc.
13. Troubled-youth programs where first offenders and those teetering on the edge of trouble are indentified and the parents and children asked to conferences with the police or juvenile officers involved. Referrals may also be made to psychologists and psychiatrists; or the police themselves may sponsor groups led by professionals which focus on delinquency prevention, character education, etc.
14. Police dog acquaintance programs. Dogs with their handling officers visit schools and playgrounds, and the dogs demonstrate their skill. Their attack function is also discussed. Children and dogs play together. Movies of the dogs at work and with children are shown.
15. Joint police-civic group school programs are formed in which programs are formulated together and activities unertaken.

For example, movies are purchased and distributed to schools. Sports or club equipment is purchased, and tickets for trips and outings arranged. On a more crime-specific task, programs for merchant-officer informal handling of first-offender juveniles (shoplifters, vandals) can be worked out.

16. Special liaison efforts with the community may set up conferences with clergy, school administrators, city officials, teachers, parents, merchants, neighborhood residents, or any other civic group for which some problem-oriented and problem-solving joint meeting will prove valuable.
17. Auxiliary police units and various reserve groups are invited to participate as a police arm and as a police-information source in general community-relations programs.
18. Student internship or observation programs within the police department.
19. Industrial relations details which spend time with labor and management helping to forestall conflict and to recommend deployment of field units should labor-strife emerge.
20. Within the department, the development of special community-relations or human-relations units which coordinate special services, speakers' bureaus, and the like. Recognition must be given to the fact that such units cannot carry the burden of community relations, but can only provide technical support for special activities. For example, they may take charge of in-service training in race relations or do police-service evaluation by conducting interviews with minority members in their own neighborhoods.

21. The development of complaint-handling procedures which are satisfactory to the citizens complaining as well as to the "power structure" and the police themselves. A few cities have instituted "citizen review boards," others resist them. Regardless of the procedure, there must be means for handling the underlying issues of citizen distrust by providing all citizens equal access to civic power, means for appeals, and complaints about police conduct and opportunities to evaluate typical complaint-handling procedures.
22. Citizen-police organization hold promise. Set up in neighborhoods or districts, regular meetings are held at various levels. The public are invited, suggestions made, complaints aired, and action-taken reports later made. Liaison with "war on poverty" program people and other agencies and citizen groups is maintained.
23. Regular and continuing police liaison with important institutions, agencies, and mass media is required so that: (a) information may be gathered about public problems with the police or crime, (b) joint action may be planned, and (c) information may be disseminated and continuing communication channels set up. Included here can be police liaison with minority newspapers, groups such as the NAACP, CORE, SNCC, Dept. of Employment, Public Health Dept., etc.

RESEARCH AND EXPERIMENTAL PROGRAMS

By definition, an experiment is an observation made in such a way that one can evaluate the results and know what has caused the change observed. Every police-community relations program should be experimental in the sense that new activities are being tested and

evaluated, and the causes of various public reactions are trying to be identified. Because community change is so rapid in these United States, even programs which have proven successful may find themselves failing as new conditions arise; consequently, every police department must be constantly innovating, evaluating, reassessing, and translating new findings into new operations. Given this requirement that every program be experimental, we recommend only one research endeavor as such. It reflects the needs of police administrators for facts about which citizens hold what views about the police and why. What is now needed is a major scientific study of police-community relations, one focusing on psychological, social, economic, and political correlates of attitudes toward the police, toward power, toward crime, toward individual freedom and community menace, and toward the ideals of a system for administering justice. It must focus on police-judicial relations and on public morality as such. It will attend to police procedures as events in the community which are the focus of emotions, attitudes, and philosophies as well as direct operations against crime. It will focus on the impact of those events on the offenders, on citizens, and on police themselves.

We recommend that the Commission support such a long-term study. We offer our assistance to the Commission in its planning.

(REFER TO PAGE 26, POLICE-COMMUNITY RELATIONS AND FIELD PROCEDURES)

INFORMATION BULLETIN NO. 25

TO: ALL PERSONNEL

SUBJECT: PROCEDURE FOR HANDLING PERSONNEL COMPLAINTS INVOLVING
PERSONS FROM MINORITY GROUPS

Whenever a complaint involving members of a racial minority is received in the Sheriff's Department at any level below Sheriff or Undersheriff, immediate action is taken by the supervising officer receiving the complaint either by handling it personally or delegating it to a lower level supervisor at least one grade above the person against whom the complaint was lodged. On the basis of the investigation, the supervisor will handle the matter if it is appropriate. In all events, a full report of the investigation and action taken is forwarded to the Sheriff. If he is satisfied that no further action is necessary, all persons, including the complainant, are notified and the matter is closed.

If further action is warranted, the Sheriff refers the complaint to the Undersheriff. He takes the following steps:

1. He contacts the social action group or groups that might reasonably be expected to have an interest in the particular complaint. These include the Council for Civic Unity, the NAACP, and the American Civil Liberties Union. The facts are given to the executive heads of these groups, along with whatever determinations concerning these facts have been made up to that point, and they are told that an inspector or sergeant will be detached from regular assignment and will be detailed to gather additional data, that an assessment of the facts will then be made by the Undersheriff, and that a recommendation will be made to the Sheriff. They are also told that they will be kept currently informed as the investigation proceeds. If someone from a social action group has been assigned to make an independent investigation, arrangements are made for that investigator and the Sheriff's inspector or sergeant to work together after each has had an opportunity to follow his own line of inquiry.
2. The person against whom the complaint has been made is informed of the action that is being taken. That is done by the Undersheriff personally for three reasons. First, it assures the person that the Department is engaged in an objective factfinding investigation. Second, it gives the "accused" an opportunity to supply information that may clarify the situation. Third, it communicates in an indirect way to everyone in the Department that the matter of race relations is important.

3. The Sheriff's inspector or sergeant is given all the information collected to date. He is also briefed on what contacts have been made with social action groups and what liaison arrangements have been made for him with them. He is told that his first duty is to contact the complainant. This is done for two reasons--to gather information and to assure that person that his complaint is being acted upon.
4. After all the facts have been gathered they are examined by the Undersheriff who submits a written report to the Sheriff containing a summary and evaluation of the facts and a recommendation for appropriate action.
5. The Undersheriff then calls in the "accused" and reads and discusses the report with him.
6. The Sheriff then takes whatever action he deems appropriate.
7. The social action groups involved are sent a copy of the Undersheriff's report and they and the complainant are advised of the action taken by the Department.

EARL B. WHITMORE, Sheriff

(REFER TO PAGE 26, POLICE COMMUNITY RELATIONS AND FIELD PROCEDURES)

Exerpts from the 1963 report made by the California Advisory Committee to the United States on Civil Rights.

"San Mateo County.--The attitude of the Sheriff's Department of San Mateo County toward minority group relations is as progressive and creative as any examined by the Committee in the course of its meetings. Its unique manner of handling citizen complaints, related in the next section, exemplifies this.

Police Commission review if the complainant insists.

The most unique complaint system exists in San Mateo County. Whenever a complaint involving members of a racial minority is received in the Sheriff's Department at any level below sheriff or undersheriff, immediate action is taken by the supervising officer receiving the complaint either by handling it personally or delegating it to a lower level supervisor at least one grade above the person against whom the complaint was lodged. On the basis of the investigation, the supervisor will handle the matter if it is appropriate. In all events a full report of the investigation and action taken is forwarded to the Sheriff. If he is satisfied that no further action is necessary, all persons, including the complainant, are notified and the matter is closed.

If further action is warranted, the Sheriff refers the complaint to the undersheriff. He takes the following steps:

1. He contacts the social action group or groups that might reasonably be expected to have an interest in the particular complaint. These include the Council for Civic Unity, the NAACP, and the American Civil Liberties Union. The facts are given to the executive heads of these groups, along with whatever determinations concerning these facts have been made up to that point, and they are told that an inspector or sergeant will be detached from regular assignment and will be detailed to gather additional data, that an assessment of the facts will then be made by the undersheriff, and that a recommendation will be made to the Sheriff. They are also told that they will be kept currently informed as the investigation proceeds. If someone from a social action group has been assigned to make an independent investigation, arrangements are made for that investigator and the Sheriff's inspector or sergeant to work together after each has had an opportunity to follow his own line or inquiry.

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3. The Sheriff's inspector or sergeant is given all the information collected to date. He is also briefed on what contacts have been made with social action groups and what liaison arrangements have been made for him with them. He is told that his first duty is to contact the complainant. This is done for two reasons--to gather information, and to assure that person that his complaint is being acted upon.
4. After all the facts have been gathered they are examined by the undersheriff who submits a written report to the Sheriff containing a summary and evaluation of the facts and a recommendation for appropriate action.
5. The undersheriff then calls in the "accused" and reads and discusses the report with him.
6. The Sheriff then takes whatever action he deems appropriate.
7. The social action groups involved are sent a copy of the undersheriff's report and they and the complainant are advised of the action taken by the Department.

After setting forth the foregoing, the undersheriff of San Mateo County who appeared at the meeting outlined a representative case in which these procedures had been utilized. Later, when asked whether the procedure aroused hostilities or resulted in more harm than good, the undersheriff replied, "No. In fact, everyone seems to, figuratively speaking, draw a sigh of relief when you let your guard down and be honest with them. That is what we have found, even with people in social action groups that you would expect to be hostile and would have been hostile. You can't expect and you shouldn't expect that they are going simply to accept you and what you say when you walk in the door, because they won't. The only way you can gain confidence and make sure that they believe you and that you believe them is by dealing together in an honest, aboveboard, straightforward manner."

The Committee, in commenting on the investigation of citizen complaints in Los Angeles, stressed that at least in that community some agency outside of the immediate police department ought to be involved in the evaluation of complaints relating to minority groups. Police Commission consideration was there urged as a reasonable compromise between citizen review boards (to which there seems to be uniform police animosity) and completely internalized investigations. The San Mateo procedure seems to offer another satisfactory route."

SECTION XI

PERSONNEL: CONSIDERATIONS IN RELATION TO POLICE FIELD PROCEDURES

DEFINITION AND SCOPE OF THE AREA

The area of personnel refers to the characteristics and performance of police officers, police administrators, police auxiliaries, and civilian staff serving police departments. The scope of personnel usually includes recruitment, the definition of standards, the development and validation of selection instruments, the introduction and assignment of recruits to positions, and the development and assessment of methods for promotion to higher ranks. A number of administrative activities are also personnel activities; one refers here to the development and administration of training programs, of methods for assigning and supervising men on the job, and means whereby optimal service may be obtained. Necessarily, personnel administration must focus on the daily business among human beings which makes any organized work possible, and it must focus on the major processes going on within organizations to affect work quality. Consequently, within the personnel area one must be attentive to interpersonal communication, and to human motivation, emotions, and attitudes, as well as personality. One must also be attentive to group, social and organizational phenomena including those aspects of social systems which constitute the business and study of administrators, sociologists, and industrial psychologists; namely, the structure of organizations, communication networks, processes of adaptation to change, the quality and influence of leadership, the determinants of policy, and the effectiveness of the organization.

Three facts determine the scope and emphasis of our attention to personnel in this report. One is that all aspects of personnel--from recruitment through the administration of the organization--directly affect field tactics. Personnel must be considered one of the prime determinants of the end product of police work which we consider here, namely the control of crime. The second fact which is clear is that a thorough examination of the personnel area is outside the scope of this Police Procedures Advisory Group.

It is our understanding that Professor A. C. Germann has undertaken a review of personnel and we are confident that his work will encompass those many facets which we neither can nor should cover in this report. We have, as part of our work, undertaken to correspond with Professor Germann and we propose that our report be sent to him. The third fact is that a number of respondents to the Attorney General's letter present procedures and problems within the personnel area, a number state that personnel is the critical point for the effectiveness of all field procedures designed to combat crime, and that consequently, in terms of our mandate to review and thoughtfully consider procedures and problems of interest to operating police departments, we must include some aspects of personnel in this report of the Police Procedures Advisory Committee.

The obligation imposed upon us by the emphasis of responding law enforcement agencies may be met more efficiently--and in an attempt to avoid overlap with Professor Germann's comprehensive summary--by narrowing our focus here to exclude most general organizational and administrative concerns. We shall focus on particular problems and procedures which are most relevant to day-to-day field tactics, to the work of the man on the beat.

GENERAL STANDARDS OF PRACTICE:

In each section of this group's report we have set out briefly to describe current practices which may be taken as the standard. The standard practices constitute both a base from which new procedures may be considered and, for some departments, as an operating ideal or level of work which must immediately be achieved before the department can be considered to be effectively using current knowledge and techniques. We would set forth the following as minimal standards of practice for medium and large size departments, with smaller departments well advised to follow them when appropriate.

1. An active recruitment campaign using all forms of mass media plus heavy emphasis on direct contacts with groups of young people whose members are potentially desirable recruits. Group and individual contact is a form of community relations but may also be part of routine crime and accident prevention. What is necessary is that all educational community contacts keep recruitment in mind as one goal and that these contacts be enduring. A standard of modern recruitment also requires that recruiting efforts to be directed toward all socio-economic and ethnic groups in the community. A department will strive to have its own members recruited from all levels of community life.
2. Selection. Standards of selection must not be arbitrary but must be shown to be related to job needs. Selection methods must be equally rational, not based on tradition or be hurdles used for-want-of-better. No selection device should be used if it lacks scientific demonstration that the

men selected by it perform better than the men it rejects. Typical selection devices in use today include the civil service written examination, the medical and physical agility examination, the direct background investigation, the background check of documents, criminal and motor vehicle records, the polygraph, psychological tests, psychiatric examination, sociometric ratings, and oral board interviews. There is evidence for the validity of psychological tests (personality, intelligence, vocational interest, personal attitudes), the background checks, the psychiatric examination, and sociometric ratings. There is presumptive evidence for medical and agility tests. Tests which are used, but for which there is negative evidence of value, are the typical civil service or departmental written tests. A test without demonstrated value but much in need of study is the polygraph examination. Because of the lack of knowledge associated with many selection methods now used it is clear that no department can be rigid about its selection methods and that all departments must expect to sponsor (preferably on some cooperative-coordinated basis) scientific research on selection.

3. Training. The need for training both in the specifics of police procedures and in general subjects which provide for adequate communication and human understanding is understood. Academic and in-service training are accepted as the means. Levels of education to be required for applicants and for each promotional rank have yet to be agreed upon as standards.

Another section of this report attends to training for field procedures; the work of another section of the Crime Commission Staff handles training in detail.

4. Administration. Standards of administrative personnel practice are in the process of change. Much that is accepted as a standard is based on tradition but may not represent an optimal utilization of contemporary knowledge of administrative science psychology or organizational theory. As a recommended "standard" of practice it is necessary to call the attention not to the need to emulate the practices of the larger and older departments whose traditions may be very strong, but rather to set flexibility itself as the standard; one geared to administrative innovations derived from the new knowledge constantly being generated by administrative research, by the behavioral sciences, and by operations research, and other systems studies as employed by the military and industry.

5. References. For a standard of practice in personnel recruitment and selection, reference is made to Police Selection, (Ed., Richard Blum) with contributors from the membership of this Advisory Committee. For a reference to modern personnel-organizational practices, see Likert, R., New Patterns of Management.

Recommendations Made by Agencies Responding to the Attorney General's Request:

A number of agencies responding to the Attorney General's letter made specific suggestions with reference to personnel as they discussed field procedures for combatting crime. The suggestions made, the problems posed, or the descriptions of procedures now described as useful can be grouped as follows:

1. RECRUITMENT.

Difficulties in recruiting enough qualified men are frequent. Recruitment efforts follow those set forth above as "standard", including mass media advertising, contact with students in high schools and college, contact with youngster's clubs, athletic leagues, Boy Scout activities, and the like. Those discussing recruitment problems frequently associate them with public attitudes toward the police and observe that public apathy or hostility are reflected in inability to recruit competent men from populations or cultural groups who are hostile or apathetic. Consequently, the recruitment problem is actually seen or is implied to exist within the context of (a) community relations in general (b) public conceptions of police roles (c) individual experience with peace officers including experience in schools (traffic safety, crime prevention education), and as persons observing, reporting, or being victimized by crime, accidents or disturbances, or as persons apprehended as suspects or offenders. Viewed in this light it is clear that police patrol, investigation, and civil disturbance operations not only provide a model of what being a policeman is like to potential recruits but sets off a chain of events whereby various citizen groups come to describe police activities and to transfer their feelings and attitudes to their children--potential recruits.

One special problem noted in link of learning-attitudes-recruitment has to do with the role of the schools. Much emphasis is placed by many responding agencies on work in the schools.

The assumption is made that when a competent police officer presents a program or when a police administrator works out an educational effort (crime prevention, traffic safety, public relations) with school administrators, that "successful" police community relations take place and that students will develop more favorable attitudes toward the police. One agency (Gilroy, Calif.) embarked on a very careful large-scale school program and took the additional trouble to evaluate it, learning that school children did express favorable attitudes afterwards. That may not always happen as one perceptive observer (a Great Plains state chief) points out. He fears that teachers in general are ignorant of police functions and quite often harbor hidden anti-police attitudes which, when transmitted to students, result in student distrust, disdain, etc., thus making them less liable to be recruited for police work in later years. By implication a primary effort in recruiting must be a long term effort with public school teachers to bring them to be interested in and to approve of the police as an agency and police work as a vocation.

Several chiefs observed that underprivileged and minority groups represent an untapped potential of talent for police recruitment. Their selection of course would have value beyond adding personnel, for it would establish necessary links with these community sectors, contribute to the democratic ethic by proving that power is shared, and reduce the "in's" versus "out's" or white versus black oversimplified version of social conflict. But minority groups tend not to contribute

recruits to departments even when special efforts are made to enlist them. One of the departments in this Advisory Group has recently conducted a special effort recruiting campaign among Negroes in its jurisdictions. Very few responded. Clearly, a problem exists. One solution posed by a responding chief was to set up a special cadet corps, this one with no requirements other than physical health and age between 17, and, let us say, 27. It would be a pre-training corps for police service directed to school dropouts and modelled along the lines of the present federal youth opportunity programs. It would provide a chance for schooling, moral education, and the channeling of interests toward a police vocation. There would be no rigid time schedule; youths would progress as they could and those arriving at acceptable standards of education and conduct would then be invited to apply for police positions. The proposal suggests that the program be federally sponsored and coordinated.

Comments were made about the likely effectiveness of on-going federally sponsored youth training under the job corps employment opportunities and MDTA programs. One department was pessimistic, describing how the school dropouts being trained for police-related positions (in communications, clerical, etc.) lacked perseverance, emotional stability or learning ability. This is to be expected among persons with underprivileged and maladapted backgrounds. Our impression is that at least some police administrators are not confident about the outcomes of youth corps police-related training. It is our feeling that either great hopes of success or great pessimism may both be premature reactions and that such programs must at least be tried out before the results are judged. Even if only a few persons enter

police service via this route, as long as it provides citizenship training and is without financial cost to police departments, there can be merit in the programs.

Another proposal, this one emphasizing the importance of high school police contacts, suggests that each high school and junior college library contain recent books on police specialities. School librarians would be encouraged to display these prominently. One might also have city-wide essay contests and other activities whereby students reading police books would be given prizes to stimulate and maintain their interest in a police vocation.

Quite a different proposal for recruitment comes from a Mid-western chief who contends the recruitment problem is so severe that it may not be solved at the local level. He proposes that the national Selective Service be used so that military draftees be assigned, in some cases, to local police departments for two-year service. The writer recognizes many problems of control and training, but he suggests that federal training and compulsory draftee police assignment by the military, responding to local requests, may be the only solution. This proposal making police service an acceptable way to meet a youth's military obligation involves the federal government quite directly in local police affairs, since selection standards, training programs, salary and ultimate command would normally evolve upon federal military rather than local police administrators (or, alternatively, upon state national guard administrators). Although conceiving of only short term service within departments, the proposal is not far removed from others calling for greater involvement of the federal government in police affairs and crime control. Whether or not a national police, which the foregoing proposal envisions, would be

an acceptable development, would be a matter of considerable debate.

Another chief referring to the drafting of policemen called for Selective Service deferments for police personnel. He felt that police service is of an essential nature, that recruitment of police is difficult and that the cost of training is very high; given these facts local police departments should be allowed to keep their men rather than losing them to the military. That proposal is not in keeping with the sentiments of other police administrators who contend that military service has great value for law enforcement personnel. These administrators would hope to attract men to a police career prior to their being drafted, perhaps to expose the men to police work during cadet or combined police-and-college training programs so that police career affinities be established prior to military service. If the department then arranges military leave and provides for seniority protection, if it maintains contact with the man while he is in service by being sure his supervisors write to him and departmental bulletins are sent to him, then there can be some assurance that the man will return to police work upon completion of his tour of military duty.

On the other hand there will be periods of manpower crisis in local departments which, as personnel emergencies, may justify military deferments. Such deferments need not be permanent and can be worked out in cooperation with state and local draft boards, preferably after national policies allowing for such contingencies have been decided. It is likely that the entire Selective Service mechanism will be under review in coming years since the basis of values and priorities on which it now operates is coming under public criticism and official scrutiny. It would be reasonable for draft

policies with reference to the police to be considered as part of an overall Selective Service reassessment, should that come to pass.

In considering what some respondents term the failures of local departments to control crime and disorder, some administrators have directed their proposals not so much to personnel problems affecting patrol level ranks but at command levels. Serious criticisms were directed at the training, orientation, flexibility and all-round competency of police commanders; these failures, it was implied, are of such a nature that no progress in crime control--or in meeting civil disturbances--can be expected until recruitment of administrators is altered. By inference both the training and promotional procedures by which police commands gain their staffs are held to be inadequate if not deleterious.

Proposals for changing the character and quality of police administrators stressed three needs; (1) the need for administrators with more training and sophistication in human relations, including policies, social change, psychology, race relations, criminology and the like; (2) the need for administrators with personal qualities which allowed them to be changed rather than status-quo oriented.

In a world fast changing, the police administrator must anticipate and prepare for new kinds of communities with new problems--and new positive potentials too--instead administrators are implied to be lagging behind because they lack interest in the essential characteristics of the people who constitute their citizens and of the social and psychological processes which underlie change, crime, unrest, and the like; (3) the need for new ways of recruiting capable police administrators. Suggested were (a) federally sponsored training schools to which local police would go and upon graduation be

qualified for promotion, (b) lateral transfers of command personnel from other departments with acceptance based on their qualifications and past history (without examination necessary), (c) lateral recruitment of command personnel from non-police fields such as the military, law, criminology, administration and the like. One police superintendent proposed that the European police or American military system be adopted which stresses direct command recruitment and de-emphasizes promotion up from the ranks. Drawing on the demonstration of increasingly complex technical skill required (See Janowitz, The New Military) this commander held that men who meet recruiting requirements and have police experience in the ranks cannot be assumed to qualify for administrative responsibility. By implication present promotional means (typically the civil service written) are held to be that departments must function with poor managers and that field procedures must necessarily suffer from the limitations so derived. The criminal benefits, the citizen suffers. (d) Implicit in the call for better administrators and new ways for selecting and promoting them is the requirement that we learn more about good administrators compared to bad ones. Whether posed as a problem in job analysis, the sociology of organizations, or the psychology of management, it seems evident that the people in charge of selecting and promoting managers could do better if they knew what factors contributed to a man's being a good administrator. Management consultant firms sometimes offer this knowledge, but whether or not their sales talks are based on good

empirical research is much open to question. The military services, in their studies of leadership, and some behavioral scientists in universities do have some facts at hand. In one of the departments represented in this Advisory Group there is a study now underway of two aspects of management; the goal is to develop knowledge for application in later administrator selection and supervision. One aspect of the study focuses on management integrity; it is trying to find out what items in a man's background or on-the-job behavior predict the likelihood of his becoming corrupt or otherwise betraying his public trust. The second aspect focuses on career success and is studying successful men outside of the police field. It is looking for items in personality, background, or social setting which are associated with the accepting of occupational challenges, with the ability to survive crises and to make the most of opportunities, and with the strength to compete and to remain ambitious for higher posts and greater responsibilities. We think that this approach (research which draws on police experience, scholarly research, and research on behavior in business and industry) holds promise.

A program related to lateral recruitment in its problems, although having as its goal training and enhanced interdepartmental relations, was described by one department. It is setting up international personnel exchanges with its commanders going abroad and foreign police officials, proficient in English, replacing them: Since the exchange personnel are not set to work in jobs where arrests are required, they need not carry a weapon or be sworn in. This program is now in operation.

Also mentioned as recruitment devices were cadet programs. Those departments using cadet programs reported satisfaction with them, although review of their statistics show that there is a high rate of loss in terms of the number hired versus those who become sworn personnel. Even so, as long as cadets fill clerical or other civilian posts and perform satisfactorily, the loss is considered minimal. Cadet evaluation must, of course, on economic grounds, balance training and turnover costs for these youths against those expected costs for older staff; a weighing factor for the value of each actual police recruit must be entered in.

Several departments in California are hiring students for part-time school year work and full-time summer work under the provisions of the Vocational Education Act. Under the Act, the federal government can pay the full salary for the first year and 90 per cent for the second year of all youth hired, age 15 to 21, who require jobs in order to stay in school. There is no requirement of "need" based on maximum parental income although there is required evidence that alternative employment is not easily available. In operation, the Act provides cadet-age personnel to police departments without any cost to the department. In those jurisdictions employing them, students age 17 and up have been placed in a variety of non-sworn posts, booking desks, filing, identification, supervisors for non-delinquent children in child care sectors of juvenile hall, etc. Reportedly, the program works very well serving not only to provide personnel but also to get youth involved early in police careers.

A number of respondents discussed means of attracting recruits. High salaries, fringe benefits, and educational opportunities were cited as appeals that worked. One major southern city offers a free college

education to every recruit. The education is paid for by a civic group and is made available not only to new recruits but to experienced personnel. It is reportedly working well.

One chief suggested that considerable cost and efficiency could be obtained if small departments did not do their own advertising and recruiting, but instead relied on state and private employment agencies. It was proposed that these agencies could give the necessary tests and preliminary evaluations.

Internships have been described by another chief. His department arranges with local universities and colleges to assign students in law and municipal administration and possibly in other fields to work in the department. The program as described can be said to improve liaison between the police and the university community, to educate potential community leaders to police problems, and to teach them channels for communication to the police, to set students thinking about police problems so that they may eventually develop solutions useful to the police, and, in the interim, to provide personnel assistance to the police and meaningful work experience to the students.

II. SELECTION

The few responding departments which discussed selection, as opposed to recruitment, all stressed the need for standards which yielded competent personnel. The greatest emphasis was for men, at both rank and command levels, who were broadly trained in the social sciences, law and the like, and whose skills were interpersonal. One thoughtful chief wrote that American agencies were highly advanced in the world of technology and gadgetry but that law enforcement was

doomed to failure if it had only tools and apparatus and no men who could use them in such a way as to assure the success of the relationship between the police and the public. He likened the situation to a highly skilled doctor surrounded by wonderful equipment but unable to get along with his patients. That doctor, or the analogous policeman, would not achieve his ends no matter how much new technology he put to work for him.

Among the working programs in selection, all those reported mentioned procedures cited earlier in this report as standards, including those we refer to here as "standards" without evidence of their value as such. Some departments emphasized the rigidity of their requirements; whether or not there might well be occasions for flexibility was not discussed.

Some very thoughtful questions and suggestions were raised by respondents when they addressed themselves the question of selection for what, or rephrased, what kind of men really do well at the beat level? Most respondents conceived of this as a research problem and were careful to avoid making assumptions which, if put into practice before being tested for accuracy, would serve only to freeze police service into one more possibly inappropriate posture. One commander noted the absence of hard data on what the characteristics are of men who successfully supervise on-the-street operations. The various armed services have spent immense amounts of money selecting for positive traits as well as screening out negative ones; fliers, astronauts, combat platoon leaders, submarine officers; these and many other leader categories are well described by job and by personal traits and various tests--ranging from sociometric peer evaluations

to psychophysiological measures--are routinely used for their selection. But in police service, selection is for generalists or line officers, not for special qualities useful in particular assignments, and even line-officer selection emphasizes what is not wanted more than what is. The chief who discusses this issue of positive leadership characteristics cited his own experience and speculated that one important feature of a successful precinct captain or squad lieutenant was the ability to innovate, to invent, in ways that utilized rather than opposed the situation in which, and people among whom, he was operating. Who is the aggressively creative field commander, the quick-thinking adaptive sergeant? Why don't we know how to choose them either as recruits or at time of promotion?

Another chief emphasized the growing specialization of police work and observed that not only technical skills (communications, data processing, equipment maintenance) but interpersonal skills might also be of a specialty nature. Perhaps some men are better equipped to deal with a crowd of juveniles, others with hostile union pickets, others with truculent citizens demanding one or another improper favor. Could one beneficially develop information about the characteristics of men in relationship to common kinds of patrol or special tactic problems so that assignment would not be at random but rather would draw on the most competent first? This may now be done by a rule of thumb or intuitive process, but the chief's question asks if it might not be a subject of research? Successful descriptions of who handles what best would have broad implications for selection, for training, for assignment, and for supervision.

One chief made two related selection proposals. He stated that there was agreement that the qualities needed in peace officers were subsumed under the traits of competence, understanding, stability, and the like. (For a list of traits stated to be desirable by top-level police officials, see our publications, Police, 1961, #2, Vol. 6, pp. 59-63, and, 1962, #4, Vol. 6, pp. 77-79).

He suggested that ordinary civil service departments are not qualified to assess these traits. He pointed to the finding of our own research showing that the typical civil service written examination is a very poor test, measured by any standard and that it excludes men later shown to be competent while passing men later shown to be incompetent. This chief also noted that most police departments are not staffed by psychologists, sociologists, and psychiatrists who are able to conduct research which will lead to valid selection instruments. The consulting professionals employed by many departments cannot be assumed to do any better than other unvalidated procedures until such time as each department undertakes research to show that the professional involved does, in fact, act as a valid screening instrument. That, of course, is beyond the reach of most departments. What is necessary, he proposes, is that recruitment and selection be coordinated on county-wide or regional metropolitan bases and that it be removed from both civil service and police purview, except insofar as the latter contribute to the development of the program, provide for background investigations and document checks, and exercise veto power as necessary. He proposes that the now-developing community mental health programs (community psychiatry programs)

operating under state and federal encouragement in public health departments take over the selection task. They can conduct the necessary accompanying research and have the professional personnel needed for personality evaluation. Such a program is now in operation in one of the departments represented on this advisory group and is deemed highly effective--and has research results to support the claim.

National selection standards similar to the California P.O.S.T. program were called for by one chief. Discussing the remarkable range in personnel requirements and the need for the rationalization of standards on grounds other than tradition or opinion, it is obvious that wide discrepancies exist among jurisdictions in the kind of men who become peace officers. Proposing national selection standards under a voluntary, financially rewarding program will be attractive to many police administrators. On the other hand, since it, like so many proposals embodied in the documents received, requires greatly increased federal participation in local police affairs, it is imperative that the structure and procedural guidelines for that federal participation be weightily considered prior to any fragmented or precipitous moves into one or another aspect of local law enforcement.

III. ASSIGNMENT

Some responding departments related patrol concepts to personnel or management methods. Specifically they noted that the concept of fluid patrol or other special tactics for concentration of men in crime areas was not just a business of computerized plotting of criminal activity leading to a strategic response of saturation patrol or other special deployments. They translated the problem as one not only of

tactics or strategy in the game or military sense, but also one of manpower utilization based on careful assessment of what kind of people got what assignments and what happened thereafter. One striking example came from the Midwest where a chief described their decision to put patrolmen on three-wheel motorcycles with a traffic assignment. The apparent reasoning had been that the three-wheel bike put a mobile officer into heavily populated areas and that, through radio he was an immediately available reserve as well as a strategic presence. After an unstated period of time the actual performance of these men was examined, and it was found that they rarely, if ever, serviced in any crime-suppressing or combat function. All they did was to write parking tickets. Meter maids were then hired and put on the three-wheelers and the men reassigned to foot beats and patrol cars. Within a short time there was a reported 30 per cent decrease in criminal activity, presumably in the areas of assignment. One hopes that the statistic is both correct and enduring. In any event, the example serves to illustrate the role of manpower utilization surveys in putting assumptions to the test and in redeploying manpower. Another department, this one Western, lays heavy emphasis on periodic beat surveys to establish how manpower is and should be utilized. It employs computer techniques. The data fed to the machine includes analysis of workload by man and beat. When it is found that there are undesirable distributions of preventive patrol or routine service time, the computer can be asked to reallocate men, vehicles, beats, and shifts to achieve work loads closer to those deemed desirable. By the use of feedback, that is by periodic checks to see if the ideal

distributors sought are really accomplished, one can continually revise deployment and tactics to keep abreast of changing police problems.

IV. AUXILIARIES AND RESERVES

A number of responding departments have mentioned various special or supplemental forces used in conjunction with, or as part of, police services. Most of the programs describe citizen groups who hold some special relationship to the police and who are utilized for particular tasks. Among the groups mentioned were school traffic safety patrols, crossing guards, meter maids, citizen radio band mobile auxiliaries, neighborhood block mothers used for youth supervision, sheriff's junior posse, the social-civic "footprinters," the various cadet corps and, of course, the basic police reserves of citizens with police training who can be used in a variety of special situations. Departments with predictable changes in their population (summer influx of tourists, music festival guests, student vacation outing crowds, migrant workers in agriculture, civic protests, and demonstrations bringing in people from outlying areas) describe the use of special sworn reserves whose employment parallels the influx of visitors. One community reports success in using school teachers, graduate students, and retired military personnel as a summer supplement force. These personnel may be recruited locally or, if that is not possible, may be drawn from near-by communities and brought in for their seasonal work. It seems desirable to maintain a cadre or skeleton force of local reservists who can be used in other special situations; it is also well to have a quick communication network with all reserve forces, even summer supplements, so that emergency call-ups can be made in quick order.

What is striking in the review of auxiliaries and special groups as described in the documents is not the wide range of these groups and the variety of tasks to which they are put but the opposite. Few are mentioned. Those described are not always exploited to the fullest, neither in their capacity as a link in the communications chain to citizens, nor in their role as special targets for education in community relations or crime prevention, nor as actual working personnel to carry on supplemental police rolls. The block mother program, devised by a department represented on this Advisory Board, stands as the kind of exception we would hope to see more often. Here citizens are involved on a full-time level working with their own neighbors, working with the police, striving to educate youth, doing their best to supervise potential delinquents, doing their best to integrate adjudicated delinquents back into the community.

One thinks of the "block worker" efforts among possibly delinquent gangs in major cities or the work described at Harvard where gang leaders were paid merely to talk, paid by the word, so that after some hours of angry or nonsense chatter they began to speak of things important and to open themselves to contact with the others. The notion of delinquents as special auxiliaries has been tried and, when done with sophistication and supervision, can work. No doubt a variety of other groups, whether designated as personnel supplements, juvenile procedures, community relations efforts, or others are in operation or can be conceived.

V. ADMINISTRATION

Comments and proposals for administrative changes affecting personnel in general and field procedures particularly fell in four

categories. One group has already been discussed when the qualities of police administrators were reviewed. Generally, the expressed feeling was that administrators are too often conventional, rigid, narrow, and uninterested in and unequipped to examine the social and criminal realities of their own communities. One thoughtful and stimulating chief indicated that the rewards in police service (defined in terms of praise from one's colleagues and from civic leaders) came from being traditional and unchanging, from espousing "the police point of view." One surmises that this "police point of view" may be judged by some modern administrators as an awkward fiction, an anchor in the past, and a blinder to reality. What is needed, said this chief, is a new system of rewards and pride whereby administrators are praised for new ideas and for new solutions. One infers that what is needed is a change in values so that not only new techniques and apparatus are deemed signs of progress and readily adopted, but that new concepts of police work itself, and of the police role in the community, are also deemed valuable. Indeed it is odd that technological innovations are so often welcomed in spite of what are found to be their later bad effects (costs, smog, accidents, impersonal automation, etc.) whereas social innovations are so often resisted in spite of the fact that after the smoke clears away (usually a decade or generation later) very good social effects are observed (the realization of democratic participation for more people, increasing social consciousness, and personal morality among youths, higher standards of living, etc.).

A second area of administrative concern, alluded to only occasionally but with very broad implications, has to do with the funds allocated to police services by communities. Inadequate funds are assumed to lead to inadequate crime suppression at street level.

Some respondents attribute relatively low police salaries or inadequate funds for equipment, new personnel, etc., to the political naivete of police officials themselves. The suggestion is that these officials are political men only in the very narrow ways and so do not understand community processes nor do they build a broad base of community support which allows them to sell better financed police programs. A second explanation, one which was advanced by a very insightful southern chief (and will no doubt be referred to in the community relations section as well) suggested that the police have oversold themselves to the citizenry. By vaunting themselves, praising themselves, seeking respect and even glory, the police promise to deliver more than they can. They promise to prevent crime, to protect persons, and to protect property. The responding chief says they can do no such thing, that in a complex society there is no hope of any one agency stopping crime; that in a democratic society where laws properly forbid arrest before a crime is committed, that no crime prevention by the police (acting as authorities--there is no discussion of a preventive role in terms of education or intervention based on knowledge of the etiology of crime) can take place. Partial suppression, perhaps; partial control, perhaps; apprehension of some wrongdoers, certainly. Full prevention and protection, never. It is disillusionment that leads, says this chief, to what is mistakenly criticized by the police as public "apathy," It is not apathy, it is, he implies, disgust at the failure of the police to live up to the grandiose role of protector which they have foolishly set out to make for themselves; it is not apathy, it is a revision in the rated value of the police, evaluating them as less

important because in fact they cannot accomplish very much and, by implication, may cause harm (antagonizing minority groups, occasional brutality, resisting change, etc.) as well as fail to do good. The proper police role, says this chief, is in admitting limitations and in educating the public to the fact that both crime itself and the prevention of crime rest with the citizen, with society. At best the police are only an adjunct in combating crime. In terms then of the relatively simple matter of a public failure to supply recruits, funds, or respect to the police, this chief says we should expect it because we have brought it on ourselves. His argument--and their extensions as we have sought to pursue them--is most certainly stimulating and leads directly to a question to be examined more fully in this report's section on community relations. Given any validity to his claims, it is certain that what one needs to do is to find out what the public does think--at deeper as well as superficial levels--and to learn how this does affect police operations, including the critical operations at the street level.

A third administrative area may be termed personnel resource preservation. The goal here is not only keeping men from leaving law enforcement, but keeping them from going stale or from getting sick or dying while in it. Effective supervision implies sensitivity to the irritation which makes men leave the job. A recent study conducted by departments represented on this Advisory Board (Blum and Osterloh, KEEPING POLICEMEN ON THE JOB, Police, scheduled for publication in June, 1966) implies that terminal interviews, morale surveys and close day-to-day man supervisor contact are imperative if peace officers are not to leave. Departmental policies will have to change, to cure causes of wide-spread personnel dissatisfaction; supervisory

procedures will have to change. Without such sensitivity to what on-the-beat officers feel and think and without a willingness to make the structure meet their legitimate "beefs," there can be no effective field procedures because there will be fewer and fewer patrolmen in the field. One thinks of special devices to keep police officers on the beat and effective. Anonymous surveys, weekly individual officer-supervisor conferences, and monthly free-and-open staff exchanges with facilitated upward communication are all crucial. In addition, the use of professional consultants (sociologists, personnel people, etc.) for operations research can pinpoint problem areas in field procedures, problems which frustrate or cause despair without the roots being recognized. One also thinks of periodic compulsory health examinations which follow the model of industry by requiring thorough investigation of all bodily systems including mental health. As men grow older, special attention must be paid not only to risks of heart disease, cancer, diabetes and the like, but to middle life depression, and to alcoholism. Preventive medicine including psychiatry applied to police personnel will conserve a precious resource.

One should not limit the appraisal of disability to the chronic illnesses, whether physical or mental. One should also have periodic assessments of potential disabilities in ways of thinking and working. Men in the field can grow stale; they can become rigid and routinized; they develop stereotypes about citizens and criminals; they lose sensitivity to themselves and to others; they can also become careless about their work or their standards of honesty or their commitment to aggressive enforcement. These, too, are ailments, not diseases, of course, but ailments which reduce field effectiveness fully as much

as other disabilities. So it is that periodic personnel assessments must be made which delve into men's work patterns, their attitudes, their optimism, their energy levels, and their honesty. Probably trustworthy outsiders can best conduct such inquiries; perhaps insiders can also be trained for them.

A fourth area is that of conduct standards or police ethics and is alluded to above in terms of honesty. How a police officer behaves in terms of his own morality and adherence to law depends, of course, on a variety of factors. At the least, they include factors in his own background and personality, the opportunities and restraints which exist in the neighborhoods or in the groups to which he is assigned for police duties, the values (hidden as well as expressed) of the larger community, and, of course, the standards which the police department not only talks about but actually demands of its men. The only suggestions for solutions to the problem of corruption and police criminality came from informal discussions with police officials; not from any document received. Nevertheless, the problem of individual (or group) peace-officer conduct vis-a-vis the law itself is inseparable from police field procedures and the larger effort to combat crime. If the officer is himself criminal in some significant way or if he is corrupted by criminals into tolerating crime; the crime-prevention effort suffers even though that same officer may do splendid work in his untainted spheres. So it is that when one speaks of combating crime, one must include combating crimes inside of as well as outside of police departments. No doubt interesting research programs could be undertaken to describe the etiology of that occasional police criminality which is so disturbing. In the meantime, one engages in strenuous personnel selection efforts designed to weed out the more obvious and deviant criminal, as inferred

from his history, and in the development of within-department procedures which may be accounting and records control, supervision, or the installation of full fledged "intelligence units" who are charged with keeping an eye on their fellow officers. A special suggestion from one official proposed that police administrators as a whole frankly and publicly face the problem of police criminality and corruption, admit to its at least occasional presence, and begin a concerted effort to build a compelling set of ethical standards. This official stressed he did not mean writing another code of ethics (See Kooken's fine book) to which lip service was rendered. What he did propose was that private and confidential interviews be conducted around the country with a representative sample of police officers, that their actual conduct be described, that their views be solicited as to what could be done in their own departments to improve honesty, and that the police profession as a whole address itself over a several year period to hearings, discussions, and deliberations which would aim to create a strong body of opinion such that administrators or men who deviated—in criminal ways—would be the subject of intensive corrective efforts by the profession itself. If informal procedures fail, the profession might then read these men out of the profession and institute charges against them. This official proposed that an ethical standard be developed which outlined each area of possible violation and gave examples of what would and what would not be defined as ethical (as well as legal) violations. The ethical code of the American Psychological Association is such a document and can be used as a model. The assumption on which the official's suggestion is based is that peer group pressures, the peer group being the body politic of all police administrators nationally, can produce honesty and professionalism

faster than any other device, providing the peer group itself can get not only agreement but moral conviction to back up its efforts.

A fifth administrative area limits itself to a criticism of the civil service system. One chief especially addressed himself to the problem; and although admitting that civil service provides many benefits in terms of job appeals (security, honesty, benefits) and is a force for the good against corruption, it also seriously damages the potential excellence of police performance in crime control. Why? Because the very strengths of the system--its security and predictability--lead to the ever-present evils of bureaucracy, notably rigidity, rule-boundness, inflexibility, and a tendency toward mediocrity and the protection of incompetence. Given inadequate numbers of personnel and the growing crime problem, one needs maximum freedom to invent, to move, to eliminate the poor performers. Civil service retards these actions and, says this chief, makes it practically impossible for a supervisor to fire poor men or to meet new challenges. No suggestions for change are offered. The chief recognizes the dilemma of the good features overbalancing the bad, but he asks us to consider what might be done to improve matters. Another responding letter writer was more specific; he proposed the abolition of all civil service as it affected police personnel, a proposal we do not think will find many takers.

A sixth administrative matter raised by respondents has to do with the coordination of police services. In various forms, one or another official has suggested increased federal participation in police affairs. One suggests, as earlier mentioned, recruiting and assignment through the draft so that military personnel do tours of duty in local

departments. Another asks for federal police schools (or perhaps approved national standards for schools) issuing certificates or degrees at various levels of competence, these to certify competence required before being considered for promotion (and ruling out the need for local promotional examinations). We have already noted that one suggests that standards for selection be national, another that coordination in crime operations (communications, strategic deployment) be controlled from above rather than locally. One outspoken respondent called for the abolition of all small police departments and all sheriff's departments. In their place he would create regional police services independent of local political control. Several ask that out of the present Crime Commission there be established an enduring body charged with the overall strategy of a fight against crime.

Not all suggestions are for federal coordination; some limit themselves to county-wide or state-wide coordination. In selection, for example, one chief proposes that all jurisdictions in one region, be it metropolitan or county, pool their efforts at recruitment and selection so that all entering applicants are processed through the same channels even though hiring would remain a local matter. Such a procedure seems to require standardization of salaries and certainly requires mutual standards for selection itself. The advantages are greater efficiency, lower per-head recruit costs, and the elimination of competition at the recruiting level among jurisdictions in the same region. State-wide standards for selection and training do, of course, exist, as in California's POST program. That program works well. It may be that a number of other coordinated efforts will also work, but

this fact must not lead us to overlook the hidden controversy. Even though no responding department spoke out against county, state, or national coordination, there would certainly be strenuous opposition to control exercised at any but local levels. Present programs tend to work because local agencies are offered something in exchange for their conformity--information or money, for example. But participation remains a matter of local option. To federalize any aspect of police service without offering something valuable in return, to federalize it without local option and democratic participation in the choices made, would most certainly stir a hornet's nest of opposition. The requirement upon us that we report all suggestions made has led us into this area. It is beyond our mandate to evaluate it in detail or to engage in any controversy. We merely submit, at this time, that the advantages of coordinated efforts are clear but that voluntary participation, encouraged by a quid pro quo of money, aid, and possibly other attractions (training, etc.) seems the means to increase that coordination without generating disruptive resistance. In the meantime, before any precipitous, ponderous administrative apparatus is born, it would appear that the fairest evaluation of the proposals made would be by gathering more facts about current operations, testing models of coordination, conducting operations studies of pilot programs, and then devising an apparatus on the basis of demonstrable need and workability. The reverse procedure, to invent a full-blown agency and then to let it thrash and thunder about finding work for itself, would seem an unfortunate development.

COMMENT ON THE DOCUMENTS RECEIVED

Two things stand out as we evaluate the personnel programs and proposals submitted by responding agencies. One is the wide range of sophistication present. Some departments are represented by obviously brilliant administrators who are creative, thoughtful, and sensible. Their presence is proof of the quality of men who are attracted to police work and who assume their responsibilities as public servants in truly admirable ways. Other departments may not be so fortunate and we must conclude there are gross inequalities in the facilities and personnel representing law enforcement. Some communities do not appear to be able to provide themselves with the service and protection which all citizens deserve. Differential provision of police protection, as inferred from the descriptions of services rendered, is as unacceptable in a democracy as any other differential access to the benefits of the larger society; whether these be health, education, economic opportunity--or in this case, the effort to protect person and property from damage due to criminality, accidents, or other misadventures which police services strive so mightily to suppress.

The second comment is that in the personnel area there are very few programs as such which are superior to the standards of practice which we hold are necessary if not minimal. Indeed, we infer that many communities are not fortunate enough to have departments which meet the minimal standards. In examining the replies of police officials, one is struck by the concern with unsolved problems and by the variety of proposals, some no doubt excellent, which have yet to be tested. We find reported few experiments or pilot projects, few

successful innovations. We offer two speculations. One is that thoughtful police administrators are in a problem identifying state right now when it comes to the procurement and deployment of their most essential resource, their own officers. If social change is characterized by phases, then at this moment the phase is not one of testing solutions but of evaluating recent advances (generally the rationalization of personnel selection and management as set forth early in this section as "standards"), finding their defects, and considering where to go next. If that is the case, then the next step in the cycle must be one of new directions in personnel selection and management, perhaps most effectively sought by means of pilot projects which are now only in the idea stage. The other speculation, linked to the first, is that the technological changes so rapidly introduced both into police work and into the larger society have brought about changes in human relations (within departments, within communities, between the police and citizens) which, while deeply troubling many police administrators (as evidenced in complaints about public apathy, lack of respect, student and minority "trouble-makers," "adverse," or "hostile" court decisions) have yet to be faced as problems capable of any constructive police action. What we infer is that many administrators are confident about how to handle the new technology, how to study EDP, how to integrate communication nets, etc., but that they lack confidence in how to deal with their human problems. Some of our reporting chiefs spoke directly to this point when they noted the emphasis on technology or the lack of sophistication in human relations. What is clear is that not only community relations but the management of their own personnel are matters about which

administrators are not confident. We suggest that their past training and their police milieu have not given them the tools they need. As will be seen in the next section, one strong set of recommendations we make have to do with the provision of new equipment; in this case not apparatus but knowledge about management itself and about the critical business of community and interpersonal relations. Without this knowledge, we hold that police field procedures and subsequent crime control programs will not succeed as they might.

MERITORIOUS PROGRAMS FOR IMMEDIATE ADOPTION

In other sections of this report, the judgment of merit is based on extensive field experience with new procedures and equipment. Other than the "standard" methods of recruitment, selection, and management which we set forth at the beginning, there are, as noted in the preceding paragraph, very few plans, pilot programs, or field operations to be evaluated. Among those that were reported, we set forth the following operating procedures as meritorious and so well along or so sensible on their face that they may confidentially be recommended to other departments for adoption. At this point, we do want to emphasize the unavoidability of overlap with other teams and, in particular, with Professor Germann's excellent and comprehensive report.

NEW METHODS OF RECRUITMENT

SCHOOL PROGRAMS: It is reasonable to expect that efforts directed to school children--and to high school and college students as well--will not only have value in educating to safety and crime prevention, but can serve as a means of developing understanding

between the police and this developing "public" which, if favorable attitudes can be inculcated, should also open more students to the ideas of a police career. Many departments have programs where officers visit schools and lecture or present films. Very few departments actually work together with school administrators to provide continuing and intensive cooperative endeavors which provide two steps which we deem to be essential: (1) intensive work between the police and teachers to make sure that teachers understand and are sympathetic to police functions and that teachers transmit positive rather than negative attitudes, (2) that educators and police administrators assess the results over time of their school programs by means of attitude and information tests, records of changes in student behavior (crime reporting, information giving, juvenile offense rates, recruitment success, etc.).

It must not be assumed that through routine school appearances or films showing that any impact has been made on students nor can it be assumed that teacher agreement with superficial presentations reflects genuine teacher attitudes. It is to be assumed that many present efforts will need to be studied and changed before positive educational results are achieved. It is assumed, by the group, that efforts with educators and with students are exceedingly important for recruitment, for crime prevention, for crime investigation, and for community relations. Systematic police liaison with school, with techniques of demonstrable value is one of the areas for intensive work which we recommend.

LIBRARY PROGRAMS: The placement of books about police service, about the sociology of law and deviancy, about criminology is recommended not only for high school and college libraries, but for public libraries

as well. A liaison program between local police agencies and local librarian associations is suggested as well as a national liaison between the IACP and the National Librarian Association. The goal of these programs will be the establishment of recommended book lists (to which criminologists and other scholarly disciplines associated with the police will be asked to contribute) and of library display programs and essay contests on the advantages of a police career, and other joint library-police ventures.

CADET PROGRAMS: The advantages and disadvantages will be discussed in Professor Germann's report. We would note the value for individual departments of exploring the use of cadets.

PART-TIME STUDENT WORK PROGRAMS FINANCED BY THE FEDERAL VOCATIONAL EDUCATION ACT: The availability of funds, the likelihood of youth interest, and the demonstrated contribution which these students can make to work in police departments recommend this program to departments for adoption. Internship programs which put graduate students in police department placements where they can work and observe are recommended.

With reference to Selective Service, it appears reasonable that each department work out with local boards procedures to be followed in granting deferments for police officers during periods of emergency. Such departmental requests should not be abused. In the absence of a program of blanket deferments for police work, which we do not recommend, the long-range alternative is to attract men to police careers prior to their being drafted, as is done in combined police-and-college programs and then, once a man is drafted (or enlists) to maintain contact with him by means of letters and bulletins, to

keep him aware of the departmental wish to rehire him, and to otherwise work to retain his departmental affiliation while he is in service.

NEW METHODS OF SELECTION

ELIMINATE CIVIL SERVICE WRITTEN EXAMINATIONS FOR RECRUITS: Based on research and the clear need for men which makes it imperative that potentially capable policemen not be screened out by the essentially whimsical procedures of the average civil service written examination, it is clear that one new direction is the abandonment of this particular futile testing tradition. Substitute screening hurdles may be offered, but not unless there is scientific proof that the test excludes poor men and passes good ones. For a review of such research procedures and a designation of tests with demonstrable utility, see Police Selection.

COORDINATE SELECTION WITH UNIVERSITIES OR COMMUNITY MENTAL HEALTH PROGRAMS: It is obvious that police agencies can benefit from the presence of professional behavioral scientists as they develop selection programs tailored to their departmental needs. Insofar as local universities or public health programs have staffs of scientists and professional skilled personality diagnosticians available, it is to the advantage of police agencies to invite such professionals to participate in research on selection and to play important roles in assessing candidates. Insofar as efficiency can be achieved by combining the selection requirements of departments

within a county or region into one program, then regional unification in selection and selection research is desirable.

MANPOWER UTILIZATION

The same procedures which contribute to fluid patrol, saturation patrol, and other special strategic deployments have demonstrated their value in monitoring personnel assignment with an aim to maximal effectiveness. For large departments the necessary data can be handled by computers, for smaller ones, hand tabulation of information will serve quite well.

Information from beat surveys showing how time is actually used, what kinds of apprehensions are made, what kinds of complaints, calls, requests are acted upon by post and circumstance (time, season--rank and experience of men) are coordinated. Actual performance on post is compared against desired performance, the latter being derived not only from concepts of ideal distributions of patrol time and activities, but from statistical summaries of actual activities on beats where high effectiveness was achieved. What is implicit here is that operations research which includes manpower characteristics and outcome ratings in its data base should be applied to manpower utilization and overall assignment policy. The presumption is that such agency-self-observation procedures will be a constant activity and that feedback will provide for continuing shifts in assignment--and necessarily in other organizational activities--as problems and effectiveness are altered. More advanced departments may now have

the facilities for such personnel oriented operations research utilizing computer technology. It is assumed most departments will not. Since both the research method and its effectiveness have been established, the problem is to make present technology and know-how available. One can conceive of a centralized computer facility and roving operations research teams serving a number of departments on a state, regional, or national level. Since the data and processing need not be on a daily or even monthly basis, but does require only normal recording procedures, it is quite possible to have advisory teams to set up record keeping and to supervise liaison with the centralized computer facility to see that updated proposed reassignments are continually flowing back to each participating department.

PERSONNEL RESOURCES PROTECTION: Recommended for immediate adoption is the annual compulsory medical examination which is to be thorough and which is to include psychiatric evaluation sensitive to the special problems which face men in police careers. Special attention to the risks of mid-life depression and alcoholism is suggested. In addition, assessment of departmental morale and the solicitation of problem-identifying and problem-solving ideas from all personnel through survey, supervisory conferences, and through regular frank staff exchanges are to be encouraged. As part of the

proper management of personnel resources, larger departments are advised to consider the use of operations research or behavioral science studies as a means of identifying breakdowns in field procedures or sources of personnel dissatisfaction which may not be otherwise identified. It is likely that the simultaneous attention to what officers do and how they feel will lead to supervisor interest in identifying work-damaging attitudes among personnel; rigidity, prejudice, boredom, cynicism, and the like. It is also likely that attention to performance and feelings will pinpoint organizational failings that will have to be remedied by organization-wide changes.

MERITORIOUS PROGRAM FOR PILOT STUDIES

The foregoing paragraphs listed techniques ready for general adoption by departments. We now deal with promising programs which are not fully enough explored to justify the recommendation of adoption but which are worthy of pilot programs. Some are in the pilot stage in a few departments.

PERSONNEL EXCHANGE: Exchanges between departments at the rank and command levels should be explored further. Included should be international exchanges.

POLYGRAPH TEST IN SELECTION: One faces a curious situation with reference to the use of the polygraph. Some departments have rejected it outright whereas others have accepted its use uncritically. Both actions seem to us extreme, for there is as yet no published research showing whether or not the polygraph has utility in selection. What is needed is not an emotional rejection or enthusiastic adoption of the polygraph, but rather a study of its utility. In one of the departments represented in this Advisory Group such a study is now being made, the results of which, it is hoped, will be useful to other agencies in arriving at rational decisions. But a study in one department is not adequate, and it is advised that other departments, especially those that have selected some men with polygraph testing and others without, put their data at the disposal of research workers so that facts may be used in a field now much too filled with acrimonious debate.

PERSONNEL EVALUATION USING RATINGS BY THE PUBLIC AND BY OFFENDERS.

One of the departments represented on this Advisory Group evaluates the work of its men and the effectiveness of its procedures by random sampling among all persons making reports, complaints, calls, or requests to the departments. An officer is sent to their home or place of business and asked, several weeks after the contact, what happened as a result of their contact and how satisfied they are with the police work they experienced. In addition, all suspects apprehended in the jurisdiction are interviewed upon disposition of their cases and asked to evaluate the work of the apprehending officers. At present, this feedback mechanism is a splendid one for revising procedures, monitoring such things as time to answer calls, records

adequacy, seeing new training needs, and, of course, for enhancing public relations. This same procedure has great promise as a means of rating personnel based on "customer satisfaction." We propose as pilot programs in a number of departments both the inauguration of the present feed-back to procedures and adequacy as described above, but also its extension to personnel ratings for all personnel in contact with offenders and the public. These personnel ratings can be used in a number of ways; (1) to detect common errors or other lacks in knowledge and technique which can be remedied through in-service training and can be built into new training programs; (2) to detect individual failings which can be corrected through direct guidance offered by the officer's supervisor; (3) to identify notably successful methods or innovations which may be in use, or invented by particular officers, which have not been officially recognized but which, if adopted, could improve the performance of others not now using those methods; (4) to use the ratings as the basis for assignments to special activities where assets can be put to use; (5) to use rating data when considering promotion; and (6) to use "customer satisfaction ratings" as a criterion of performance useful in the validation of selection measures.

MINORITY RECRUITMENT. Pilot programs are desperately needed to test methods for recruiting Negroes, Mexican-Americans, and other under-represented and underprivileged minority youth into police careers. The proposal set forth in one of the documents received, namely to set up special cadet corps at the pre-employment level where intensive job training and character development are undertaken by the police in cooperation with educators, employment specialists, social scientists, mental health professionals, and minority

group leaders seem worthy of trial. The program at local levels could be integrated with other "poverty program" and "job corps" work. One must not expect high rates of success in terms of final recruitment; one should look on the effort as worthy in itself and any gains, whether these be in education, democracy, youth self-respect, or honesty, or better police-community relations, should be taken as valuable. Long range gains will be difficult to assess; short range gains will likely be discouraging. Nevertheless, as an important effort which will bring police directly into contact with minority youth and which will bring the police into social affairs, and national programs, it has much to recommend it. We suggest that coordination be at the federal level, that local departments in different areas of the country be asked to set up such experiments in cooperation with federal and local opportunity, job, and poverty programs and with other local resources.

AUXILIARIES: Pre-cadets mentioned above constitute a kind of police auxiliary, although most certainly not of the sort usually considered. The school traffic safety patrols are also "auxiliaries" as are police cadets, citizen radio band mobile auxiliaries (used by some departments in neighborhood patrol with reported high effectiveness,) and the conventional adult sworn reserves or auxiliaries, including seasonal or holiday reserve groups. One of the departments represented on the Advisory Group is working with a different kind of auxiliary, "block mothers," self-organizing groups of women linked to the police to report neighborhood problems, to identify pre-delinquents, to give information on suspected activities, and to offer both special

"motherly" surveillance for problem or insufficiently supervised youngsters and to be given informal custody of neighborhood youths referred back to them at the discretion of the department after minor offenses. We think that the "block mothers auxiliary group" represents a potent on-the-street crime-control force. We think it represents a cost-free highly advantageous personnel "reserve" which makes use of natural human resources in the control of crime, namely motherly supervision, neighborhood interest and pressures, and adult-group interest in youth guidance.

We conceive of other "para-police" uses for unusual auxiliaries. Certainly the police have reason to be wary of any delegation of authority to "vigilantes," "posses" or other elements which easily abuse power. That is not proposed. What is proposed is that neighborhood or interest groups that are already existing be viewed as "recruitable" in special tasks, as for example safety education, crime prevention education, information giving, street observation patrols and the like. One midwestern city offers school children membership cards and badges in a kind of junior policeman program; another eastern city sponsors scout groups; another athletic groups. We propose that valuable as these are in terms of public relations and good deeds, that such groups can be given more active roles as educators to their peers, telling others about crime prevention, the role of the police, and acting as a moral standard which exerts peer pressure against delinquency. A number of youth efforts by social workers and street workers have attempted direct control of delinquency by delinquent gangs, some without great success. Whether or not the police themselves would wish to undertake pilot programs with the

most extremely troublesome youth groups, is worthy of consideration; and if agreeable, worth pilot-program work. Similarly, when adults in a neighborhood or town become anxious or incensed over "crime waves" or particularly shocking offenses, it would appear that they are at that moment recruitable as "auxiliaries," not to act as "vigilantes," but to canvass their neighborhoods--under police guidance--offering information on protection, developing next-door-neighbor emergency communication systems (as in South American civilian defense plans by block against bandits) serving as street observers, and giving information on suspicious activities. Sensible utilization of these periodic outbreaks of public anger, shock, or fear can be used to bring citizen and police closer together and to help educate the citizen to the elemental fact set forth by one responding chief to the effect that crime and the prevention of crime is everyone's job, primarily the citizen's job, and that the policeman is not "big daddy" who is omnipotent. What a man who is not all-powerful does when he wants to accomplish a task bigger than himself, is to band together with others who have the same interests. It is this "united we stand" philosophy which should lead to much greater use of neighborhood auxiliaries, the use of which should most carefully educate the citizen to the weaknesses and inadequacies of the police so that the citizens themselves see the need to shoulder the onerous burden of community protection under the direction of the police.

SPECIAL POLICE AND SECURITY PERSONNEL: We have spoken of the gain from the use of new kinds of auxiliaries to broaden the base of police public support and crime suppression. There is one group of "auxiliaries" who may be viewed as "police" in the public eye, but who are sometimes remarkably free from the selection and supervision

that attend the use of police power. We speak now of security guards, of private patrols, of private investigators, and the like. Ordinarily deputized and/or licensed, these people rarely meet any careful standard of selection or performance. We believe this is a mistake not only for the "image" of the police, but because the men in these special groups may contribute little to law enforcement as such and cannot often be relied upon as auxiliaries who at all times would be supplementing law enforcement. What we suggest is that a careful review be made of the scope of these subsidiary private security and investigative activities, that the kinds of work and kinds of people doing it be examined and that the kinds of standards, licensing, and supervision be described. We expect some shocking "laissez faire" to be revealed. We would suggest as a next step, based on the survey findings, that standards for the stringent control of selection, licensing, deputizing, and supervision of these forces be set up; that formal training requirements be established, and that formal and continuous supervision making use of extensive liaison with local police agencies be required.

Attention to police ethics as a continuing aspect of administrative professionalization and the development of effective police group norms for the control of individual conduct is required. Local, state, and national police organizations, perhaps aided by federal funds must begin to assess what the range of actual police conduct is with reference to criminality, corruption, and the like. They must seek advice from peace officers themselves on means for improvement and control, they must, we believe, strive to develop that self-consciousness and commitment to standards which will make police

administrators, as a body, a self policing profession. Implied here is that at every level of contact police officials as a group must build a compelling system of ethics which assures honesty and the highest standards of fairness and civic responsibility. A national conference and a national study may be appropriate first steps.

HELPING ADMINISTRATORS: Police administrators need help. Deciding what help they need and how it should be given is, essentially, the business of each section of this report and of many other reports being prepared for the Crime Commission.

We shall not presume to take on any large part of that burden of advice for ourselves; we must be concerned with how administration affects police procedures; necessarily the two are as one and cannot be divorced in thought or in action. We have indicated that there is a great range of apparent competency among officials and an associated deprivation among some communities where police services do not meet the average or standard of practice, facilities, and adequacy of command, and presumably, lower-level personnel. This problem of inadequate services will be met in whatever area of procedures is to be observed; we list it among personnel problems but will also refer to it in other sections. We do think that one of the most significant levers for improving the all-round quality of police procedures, including the suppression of crime on the streets, is the effort to change the administrators themselves, for if there is anything at all to the notion of leadership, these men do lead.

How to equip present police leaders with the skills which will enable them to cope with new demands may be approached as a matter

of individual training or, seen as a national need, may be compared with the aid-to-distressed-areas concept, for the need is not unlike that seen when one tries to give aid to an underdeveloped region. In this instance, it is police services which are underdeveloped. However, the business of giving aid or helping "development" is not an easy one. People do not change easily, institutions less easily, cultures least easily--or so it seems at least.

Consequently, it must be assumed that no one shot training program, no finely titled series of conferences, no shiny set of pamphlets will be more than a drop in the bucket. The presumption is that guided change is very hard work indeed and that it must pass through a number of stages; from problem identification to working through resistances (overcoming anxiety, opposition), showing alternatives, training in new ways, integrating new ways into existing systems, evaluating the effects of each stage, etc. So it is that we propose that a major effort be directed toward police administrators, that this effort include both new training of existing men and the recruiting by new means of new leaders (See Professor Germann's paper). We further propose that training be repetitive and continue over years, that it be made to work by making people want to come--which means giving the training a prestige aura, paying the men to attend, and paying their departments during their absence. We propose that a very careful scheme be worked out. We anticipate that it would provide for work on college campuses, for regional conferences and seminars, for police "fellowship" programs in the best departments, and perhaps in government agencies with law-enforcement related activities and

for exchange programs for intensive work in leading agencies.

HELPING DEPARTMENTS: We anticipate that training will have most impact if commanders are returned not to old unchanged environments, but if those environments themselves are changing, too. For that reason a number of new inputs must be provided--technological, ideological, economical--which "shock" departments into an off-center or changing climate. Once guided changes begin, it is anticipated that newly trained men will be able to seize the opportunities. To help them, it is proposed that "aid teams" in each of a number of operational areas be developed and federally coordinated. These aid teams would be assigned to influential departments within areas and would involve themselves as active advisors--probably at middle management level--for periods of months. Departments receiving aid teams and whose senior personnel were undergoing training would, in turn, become regional training centers for the satellite or outlying departments in their region. These smaller departments would send contingents of their men, senior and promising juniors, as in the fellowship and exchange programs, to work in the regional center and thereby to learn directly from the on-the-spot aid teams advisors who would, of course, be constantly teaching and demonstrating new methods--from human and community relations to patrol procedures to EDP for police records.

With reference to the work and acceptance of these on-the-spot teams; it would be clear that their first task in any area, whether it be patrol procedures or personnel management, would be an evaluation of departmental practices in the light of the crime problems and

agencies dare proceed without first being sure that the change-agents (the middle-management advisors, the consultants, the state and federal coordinators, the instructors, equipment installers, etc.) have themselves been instructed in how to do their job in ways that cause minimal disruption and maximal acceptance. We propose that such pilot studies which aim to develop training programs and master manuals for change-agents be a first order of business.

RESEARCH: It is fashionable to recommend research, and we admit to a bias among ourselves in favor of gathering facts before recommending courses of action, that fact-gathering being our definition of "research." Quite obviously, our foregoing proposals insofar as they call for combinations of action and evaluation are partly research endeavors, although best termed "action research" since the fact-finding accompanies rather than precedes practical action. There are several other areas in which research seems in order, both of these concerned with personnel at the patrol or "visible" procedure level. Once again there will be overlap with other sections of this report and with reports from other groups.

INITIATION INTO THE POLICE BUSINESS: As Professor Germann's report indicates, there is more to becoming a policeman than being accepted and being trained. The matter of "learning the ropes" or informal induction or "coaching" determines much of what a recruit will think about his own role and learn in terms of what he is really supposed to do in contrast to what the department rules, his supervisors, or the town ordinances tell him he is to do. In some departments there will be a wide gap between the informal realities of police

conduct on patrol and investigatory activities; in other departments the discrepancies will be fewer. Studies on medical students (see Merton, Reader, and Kendall, The Student Physician) and on the combat troops (see Janowitz, The New Military) emphasizes how the small group becomes a unit in itself, develops its own rules, listens to its own leaders, and tends to ignore or distort the official training "line!"

We suspect that much of what really happens on the beat reflects not official training and orders, but this informal system. Probably a good number of the unfortunate incidents in police-citizen contact or misconduct (sleeping in the patrol car, unauthorized stops, etc.) are taught to new-comers in terms of "things that are done" or "how to get away with doing . . ." What is very much needed are some sound studies of the informal "culture" of patrol and investigator officers, an examination of these informal codes in terms of their effects on response to new training and new techniques, and suggestions for integrating or "coordinating" the informal coaching or initiation so that what is learned is compatible with what supervisors teach and believe the men to be doing.

NEIGHBORHOOD PARTICIPATION: We propose a unique experiment in personnel "management" at the street-level. We acknowledge its controversial nature and suggest it be tried as a special "action research" activity in a modern department ready to try new things and to run the risk of failure as well as success. The proposal calls for five major innovations, all of which are part of a neighborhood experiment in shared policing. What we have in mind is: (1) calling for Volunteers among the men of one department to participate in an

experiment in a high crime area; (2) to work with these men and their supervisors to develop a much greater exchange and upward flow of information between patrolmen and supervisor levels; essentially to introduce democratic or group decision making among the men working this experimental high crime area (modeled after the command procedures of Merrill's U.S. Marine "Marauders" during World War II or Likert's New Patterns in Management participant problem-solving industrial method); (3) once procedures in (2) are worked out, so set up neighborhood committees representing all groups of interest to the police--including the worst hoodlum and drug offender groups as well as the respectable elements, the noisiest protesters and pickets as well as the quiet types and, working slowly over time, to ask these groups, as groups and at other times when represented by their leaders, to sit in on the crime evaluation and procedure setting conferences of the working policemen. The goal here is to involve all the neighborhood citizens, criminal and honest, radical and conservative, in examining neighborhood problems--including problems in daily patrol in gathering information, in crime suppression operations, in police-minority contact, in methods of apprehension least likely to arouse civil disturbances, etc.; (4) once (3) is working, to move from problem-identification and solution-proposing in the group to the actual sharing of responsibility. What this would mean would be that the police-neighborhood group, including the police and their supervisors would begin to take over responsibility for operating procedures and the actual supervision of police and citizen activities (see our earlier points on neighborhood auxiliaries) in that neighborhood. Shared responsibility would also

mean shared power and shared troubles; we would propose at this time that sometime during stage (4) some group members, or their delegates be deputized and begin to work with the police taking on enforcement activities and that, simultaneously, police be attached to the various groups represented to share power there. (15) Simultaneously, with all stages police management specialists, social scientists, and others would evaluate the whole program and provide information by way of "feed back" to assist in problem solving.

Among a variety of research needs alluded to in the text of this section, we note two here. One called for studies on the actual behavior of police in matters of ethics and criminality. Such a study would want to link attitudes to behavior and would want to describe the characteristics of men, departments, kinds of work assignments, and cities in which ethical standards were high compared to those in which they were low. The research goal would be to find better means for insuring high standards of police conduct. The second research need to be emphasized is on the characteristics of successful police leaders--whether at the beat supervisor, precinct to station house, middle management, or senior levels. Work on management integrity should focus on preventing bad behavior. Work on leadership, on success in combatting crime, and on successful careers will emphasize positive features and, ideally, would draw on business, military, university, and industry knowledge and experience.

FEDERAL COORDINATION: It is clear that the programs envisioned in this report, if to be put into effect in any fashion, will require some kind of continuous support and guidance from a coordination group.

We believe that no permanent gains can be made on a national basis without some nationally-based continuing operation. The proposals made in this section and in other sections of this report are not one-shot efforts that can be accomplished by a simple legislative or one-time-funding act. They all require hard work overtime. On the otherhand, we would deem it most unfortunate for the structure of any coordinate group to be formed prematurely. It is relatively easy to create a new bureau; it is devilishly difficult to change it once it gets going. It is much too soon to decide on the structure of the coordinating body in terms of a permanent agency. What appears to be needed is a temporary authority established under law and provided with funds but clearly designated as limited in time and charged with recommending--not becoming--the structure of possible successor organizations charged with combating crime and aiding the police. Organizations must be a response to needs; needs must be defined on the basis of facts. Our present facts are insufficient; therefore, any organization prematurely established risks an inappropriate structure. We recommend a provisional body only, perhaps one much like the present Crime Commission and its staff with a charger for several years and the mandate to begin programs, to gather more facts, and to recommend the organization of its successor body.

SUMMARY AND RECOMMENDATIONS: PERSONNEL IN RELATION TO FIELD PROCEDURES

1. A number of responses to Attorney General's letter indicated the critical importance of personnel for the implementation of any police procedures useful for combating crime. Very few reported novel programs; some made splendid suggestions for as yet untried projects. It was evident that in some departments recruitment, selection,

assignment, and management were below levels considered to be standard or adequate. As a general statement, it would appear that there has been greater effort made to innovate and rationally study advances in technology and in equipment than in the human relations, personnel management, and the like. Consequently, and as pointed out by responding chiefs, special efforts in the personnel area are required if present or planned procedures are to work well.

2. Among the operating programs described, most fell in the combined recruiting-public relations-crime prevention area with an emphasis on contact with schools and juvenile groups. Several excellent manpower utilization and employment programs were described. Few selection innovations and no innovations in organization and associated personnel management were described.

3. Meritorious programs which appear to have had adequate field testing and which can be recommended for general adoption, as needs require, would include:

- A. Continuous school contact programs with built-in evaluation of results.
- B. Library programs for placing police vocational readings in school and public libraries.
- C. Cadet programs (See Professor Germann's comprehensive report).
- D. Revised selection procedures which will eliminate the average civil service written examination which is not developed according to present scientific standards for valid test construction.

- E. Coordinated selection programs with local universities and community mental health services. When possible, unify selection for all agencies within a county or region.
- F. The employment of part-time students in police departments with their salaries paid by funds administered under the Vocational Education Act.
- G. Internship programs which place college seniors or graduate students in law, public administration, or the behavioral sciences in police departments to work, to observe, and to develop such research as may be appropriate.
- H. National level policies allowing police departments to obtain emergency deferments for personnel about to be drafted. It is also well to work out at state and local levels liaison between police administrators and Selective Service for the best handling of departmental personnel emergencies.
- I. In order not to lose the interest of officers entering the armed forces, each police department is advised to maintain contact with men in service through letters, bulletins, and any other means which will retain interest and departmental loyalty.
- J. Introduce manpower utilization procedures based on beat surveys, personnel assessment, work output evaluation with actual operations being compared with desired operations. Computers recommend themselves for "gaming" various manpower deployment strategies by rank, shift,

beat, season, etc. Manpower utilization programs can well be tied in with patrol data analysis of the sort used in deploying fluid patrol, the difference being that personnel assignments by beat, shift, etc., are more stable. Centralization of computers and manpower study teams based in regional centers is recommended so that smaller departments need not incur new costs in availing themselves of the latest skills in this aspect of operations research and personnel systems study.

- K. Protect police personnel resources by preventing illness, psychological disorders, or terminations arising from avoidable causes. Do this by introducing a thorough annual medical check-up which includes psychiatric evaluation sensitive to the special problems facing police officers. Also, continually assess the state of morale and sources of personnel trouble through surveys, supervisor conferences, and regular staff meetings. If troubles continue and sources cannot be identified, consider employing consultants in operations research or the behavioral sciences to pinpoint problems which reduce field procedure effectiveness by making men inefficient, sick, or which lead them to quit. Consider also continuous assessment of field personnel to identify work-damaging habits and attitudes such as rigidity, cynicism, prejudice, boredom, dishonesty, loss of creativeness,

and the like. Be prepared to act by changing the system or responding to the needs of the men once troubles and their sources are identified.

4. Meritorious ideas for field testing in pilot projects would include:

- A. Personnel exchanges, national and international in scope, at junior supervisory and middle-management levels.
- B. Continued research on the polygraph as a selection instrument. At the present time, there are insufficient facts either to allow recommendation that it not be used at all or that information derived be incorporated in selection. The optimal present use is experimental.
- C. The use of new personnel ratings based on interviews with the public and with offenders with whom the officer comes in contact. These follow-up or feed back results (customer satisfaction) are also to be used in altering procedures, planning training, and supervision, etc.
- D. Special effort programs for minority recruitment. Included here may be pre-cadet or police job opportunity training programs where police personnel cooperate with other agencies and groups in offering underprivileged youth a chance to develop skills and character which will bring them up to recruitment standards.

- (2)
- E. Explorations in the development of a variety of police auxiliary groups for the purpose of recruitment, police-community relations, and social pressures at the street level to combat crime and help the police.
 - F. A survey of present private security and investigative police with the aim of making them more acceptable "auxiliaries" through higher selection standards, more careful licensing, formal training requirements, and formal supervision under local police authority.
 - G. Develop compelling ethical standards for the police through conferences, self-assessment through research, and the development of strong beliefs among police officers mediated through peer groups and enforced as part of professional training and self-policing. A national program is in order.
 - H. Aid to administrators. Included here would be continuous training programs (conferences, fellowships, academic scholarships, etc.) with pay and prestige offered.
 - I. Aid to departments. The provision of middle management aid teams to especially selected and influential (usually geographically central) departments is envisioned. Aid teams would stay for periods of months, would evaluate, train, and assist men from outlying as well as the central assignment department. They would provide liaison to coordinated state and federal programs, etc.

J. Preparing the change-agents; pilot projects in departmental aid to develop techniques, manuals, information useful in bringing about non-disruptive change in response to department evaluation and the introduction of new technology and personnel know-how. Knowing how to guide change is considered essential. Mobile teams, consultants, advisors, all others involved in the provision of new knowledge, new equipment, new services to local departments must themselves be trained in how to achieve their goals. The unprepared innovator--whether offering patrol procedures or crime prevention education--may make matters worse if he does not know how to introduce change. Consequently, a critical feature of any national program to assist the local police in combating crime must incorporate studies of how best to introduce the methods and tools that are appropriate to the task.

5. Recommended research.

A. The study of the initiation of recruits into informal operating systems. One needs to know not only how the new recruit learns field procedures but also what he learns that is in opposition to what his community, his supervisors, and his instructors intend for him to do. All combat or working groups have such private codes.

"Pure" sociological research is needed to find out what informal police "initiation" is inimical to good operating procedures and how to integrate the inevitable informal coaching with the formal goals of the department.

- B. An experimental program of neighborhood participation in police planning and police work in high crime areas.
- C. Research to support the development of ethical standards by focusing on individual police behavior and attitudes and identifying factors contributing to kinds of criminality and corruption and, conversely, to resistance to these.
- D. Research to support management selection and development programs. What is needed are models of kinds of leaders from patrol and investigation teams on up, the identification of situations which produce good leadership, and work on both management integrity (also part of "C" above) and career success.

6. The establishment of a federal apparatus in support of local police services.

- A. The establishment of a provisional group at a federal level to begin the programs recommended in this report, to continue to gather facts about the best means for combating crime, and to consider the optimal structure for a successor organization designed to meet the needs as determined by actual experience with programs. We recommend against any premature crystallization of

the present and recommended programs. Clearly these programs require funds and coordination over time, but the moment is not at hand to freeze the fight against crime into one or another permanent bureaucratic structure. Enabling legislation is necessarily required as is the continuation of staff and directions.

SECTION XII

TRAINING AND EDUCATION IN RELATION TO POLICE FIELD PROCEDURES

DEFINITION AND SCOPE

It is the purpose of this report to discuss responses concerning the kinds of training that make field procedures effective, and hopefully, to suggest ways in which new directions may be developed to accomplish effective and purposeful field tactics for crime reduction.

Training for the police service is generally classified as vocational (how to) and academic (theoretical). Although the distinction is important in defining roles of various persons concerned (police academies, community colleges, and universities), it is not a vital distinction in this report and no attempt is made to distinguish between the two categories. It is, however, important to note that more than half of the responses to the Attorney General's letter asking police agencies to describe effective field procedures noted the importance of training of personnel.

To relate the role of training to field procedures, it may be well to quote a few of the statements received:

"Expert training is the best assurance of proper crime prevention after careful selection of suitable personnel is made."

"Consider police training to be most important activity of the department. . . . Changing pace of police work necessitates a continued and concentrated training program."

"Establishment of department police academy to keep officers abreast of latest law enforcement methods and changing laws."

"Firm belief of planning officers in the department that training is an intricate part of any program necessary to reduce crime in any community. Programs design to acquaint both the veteran and recruit officers with the changing patterns of crime, assist greatly in the detection of problems before they arise."

"Continual and expanded police training, both basic and technical, and the development of specialists in certain fields has aided us materially."

"Adequate and in-depth basic, in-service, specialized and management training courses on a fixed schedule or cycle to encompass all members pertinent to their responsibilities."

For the purposes of this report, the following definitions are used to distinguish the various types of training:

<u>Type of Training</u>	<u>Nature of Training</u>
Pre-employment	Usually academic in nature, conducted in colleges and universities prior to employment.
Cadet	Most frequently a combination of pre-employment and on-the-job training, accomplished concurrently.
Recruit	Usually given at the time of employment--most commonly consisting of "how to" topics. Sometimes given in conjunction with on-the-job training but almost always within the probationary period.
On-the-job	Training obtained while performing the job under direct supervision; commonly referred to as "coach-pupil."
In-Service Technical	Retraining of experienced police officers. Specialized training of persons to upgrade knowledge, usually for specialized assignment.
Supervisory	Development of personnel expected to undertake supervision of other in-work situations.
Command/ Administrative	Management training for police personnel assigned or being prepared for possible assignment to command and/or staff positions.

ACCEPTED TRAINING IN THE FIELD OF LAW ENFORCEMENT

Practically all of today's police training programs reflect basic programs established in the 1930's.¹ Although such programs are still appropriate, they were designed primarily to cover the duties of patrolmen and traffic officers. The scope of uniformed work has been broadly expanded since World War II.²

Training for the police service is really comparatively new. Prior to August Vollmer's first known "in-service" training in 1907, about the only training was of an "on-the-job" nature. It usually consisted of assignment to work with an experienced officer until the new man began to "know the ropes." With few exceptions, we have developed very little beyond this system. Such advances as have been made, usually involve an agency's operating a patrol system with officers working singly rather than in pairs.

Gammage³, "Police Training in the United States," is probably the most complete and current treatment of police training available. Gammage reports that the most recent (1959) survey as to the status of police training shows:

43.1 per cent of the 1,105 reporting cities had no formal program for recruits. Those with recruit training offered courses lasting

1. O. D. Adams, Training for the Police Service, Trade and Industrial Series #56, U. S. Office of Education, U. S. Dept. of Interior, 1938.

2. Chapman, Sam D., Police Patrol Readings, C.C. Thomas, Springfield, 1964.

3. Gammage, Allen Z., Police Training in the United States, C. C. Thomas, Springfield 1963.

from one to 24 weeks (median 5 weeks); those reporting hours of training ranged from 24 to 560 (median 72 hours).

Formal training programs for supervisory or administrative personnel did not appear until 1954. Prior to 1916, formal pre-employment college and university training did not exist in the United States. (One of the most practical arguments for college law enforcement pre-service training, according to Gammage, is that it fills the gap between high school and productive employment).

REVIEW OF DOCUMENTS RECEIVED

The majority of responses describing training in support of effective field procedures can be grouped into a few broad categories, in which more detailed methods are as follows:

A. PRE-SERVICE TRAINING.

1. Community college offers pre-service police courses.
2. Project plans call for two years college minimum for police applicants.
3. Pre-employment training at P.O.S.T. (Peace Officers Standards and Training) level or recruit training.

B. CADET TRAINING.

1. Seeking to set up a police cadet program with a view of taking 18 to 20 year olds and sending them to the community college where they would take a two-year course leading to an AA in Police Science.

C. RECRUIT TRAINING

1. Establishment of departmental police academy.
2. Initial police academy training of four months.
3. Every officer completes a 13-week basic course.
4. Basic training.
5. Recruit training.
6. Academy training.
7. Basic training school for 12 weeks.
8. 320-hour recruit training for all personnel.
9. 13 week basic and preservice training school.
10. Adequate and in-depth basic training courses.
11. Expanded police training, basic.
12. Adequate recruit training, at least to level of P.O.S.T. (Peace Officers Standards and Training Commission, State of California).
13. Basic Training for all new members.
14. 100-hour group training of inexperienced officers.
15. Six to eight weeks training has become a mandatory requirement for new policemen.
16. State law making it mandatory that a police officer be professionally trained.

D. ON THE-JOB (COACH-PUPIL).

1. Two to four weeks prior to basic academy and again until completion of probation (1 year).
2. First six months prior to basic academy, two months each line division (traffic, patrol, service).

3. Planned rotation all shifts for first two years and then to specialized division.
4. After basic training, all new men trained in detective division.
5. Another weakness of our existing program is the necessity of having recruits ride with other officers and be exposed to the ups-and-downs from a morale standpoint, and thus being exposed to bad attitudes that have existed from some of the other officers.

E. IN-SERVICE (CONTINUATION AND RETRAINING).

1. Heavy emphasis on in-service training.
2. Intense training program for all levels of personnel.
3. Conduct a continuous in-service training program.
4. In-service training courses on a fixed schedule or cycle.
5. Supports in-service training programs.
6. Advanced refresher course for older members.
7. Educational seminars, whereby information is exchanged.
8. Staff meetings, as training, to receive benefit of all information concerning the problems most current.
9. "Line-up" training method supplemented by issue of training and information bulletins, half-hour tour of duty.
10. Retraining of in-service personnel.
11. "Roll-call" training for field personnel.
12. In-service training of all personnel on a daily basis.
13. In-service participation by every sworn member.

14. Conduct a special training session for detectives and plainclothes personnel.
15. 72-hour program designed to be carried into the field by three teams of either three or four certified instructors to be taught in a round-robin fashion in each of three locations throughout the state. This would permit reaching those officers now employed.

F. TECHNICAL OR SPECIALIZED

1. Sex crimes, one week (35 hours) by FBI team.
2. Traffic court conference, one week.
Traffic institute on safety, two weeks.
Community relations, one week.
Seminar on auto theft, two weeks.
Criminal investigation, two weeks.
Youth problems, ten weeks.
Most of these allow participation by one to three members.
3. Continual and expanded technical police training.
4. Specialized courses aimed at pertinent responsibilities of all members.
5. One week armorers' course by Smith & Wesson factory.
6. Four-day school in community relations by Civil Rights Division of State Department of Law and Public Safety, mandatory all personnel.
7. FBI National Academy.
Northwestern University Traffic Institute.
University of Louisville Police Institute.
Univeristy of Oklahoma Southwest Center for Law Enforcement.

8. Specialized training courses.
9. "Generalist" officers in the handling of children and youth, institute held by local college.
10. Motorcycle patrolmen receive periodic special training in crowd control to supplement tactical force.
11. Courses for jail personnel covering all phases of law enforcement.
12. Participation in some type of specialized training by all sworn.
13. Selected persons sent to sheriffs' and FBI academies.

G. SUPERVISORY.

1. Short course (three weeks) in supervision by traffic sergeants and patrol lieutenants.
2. Supervision--every sergeant attends NWU.
3. Supervisory courses.

H. COMMAND AND ADMINISTRATIVE.

1. Three-day seminar in police management and Administration.
2. One-week conference for chiefs and command level.
3. Second level executive staff attend management course by American Management Association.
4. Police administration at Southern Police Institute--every lieutenant.
5. Command conferences.

I. COLLEGE TRAINING WITHIN SERVICE.

Several comments were made regarding in-service personnel training which required attending colleges or universities.

These include:

1. Program of partial reimbursement for cost of tuition, fees, and books when officers participate on own time-- initiative in approved police courses.
2. Cost-free college education to all successful applicants.
3. Providing 75 per cent reimbursement of tuition and arranging duty tours so that members may attend colleges of their choice and improve their knowledge.
4. City assumes 50 per cent of expense for officers attending police science course at local community college.
5. Personnel sent to colleges for police administration and related courses.
6. For promotion to lieutenant or above, personnel must obtain master's degrees.
7. Educational incentives:
 - Consideration on shift stability while attending college.
 - Reimbursement to \$30 per semester of tuition. Senior officer status on completion of 60 college units (20 in law-enforcement subjects) and completion of second-division assignment.
8. College conducted seminars in the areas of:
 - Bank robberies.
 - Sex offenders.
 - The mentally disturbed.
 - Traffic safety.
 - Riot training.
 - Defensive tactics.

J. OTHER TRAINING CONSIDERATIONS AND PROPOSALS.

1. Sabbatical leaves, such as those offered teachers, for study that will benefit the service; professional growth, educational work experience with other agencies; travel-study. Police exchange programs between departments of personnel with comparable rank and duties.
2. Academic upgrading for police education (University will have to receive federal support).
3. Training assistance needed for development of:
 - Film-making projects.
 - Training aids.
 - Coordination of successful police techniques.
4. Internships for other governmental persons to allow experience in law enforcement while preparing for a career in a related field, i.e., law, city management, personnel.
5. Federal government should take lead in urging states to provide legislative requirements for police officer training provided prior to completion of probation.
6. Establish funding method for unified training for regional academies.
7. Setting recommended standards of training and experience for police administrators.
 - Establishment of scholarships to promising leaders in the police profession through advanced courses in Police Administration. Nationwide educational TV for police training. Establish police sections in local libraries.

MERITORIOUS PROCEDURES

Training necessary to establish effective field operations appears to be a major concern within all agencies of law enforcement. One chief noted that more than 10 per cent of his available manpower is receiving some form of training. Authorities in the field of law enforcement propose that at least 3 per cent of personnel time should be involved in a training cycle. The current survey being conducted for Detroit to determine police training requirements typifies the first of a series of steps that must be taken to place the role of training in its proper context.

As an initial step, it is proposed that the Crime Commission initiate a special study to re-evaluate the basic guide drawn 30 years ago by O. D. Adams in "Training for the Police Service." This work should re-evaluate the job analysis of the patrolman and traffic officer, create from the necessary course outlines and lesson plans, and then develop "packages" for use by any agency conducting a basic program. Such a package should include: schedule of classes, lists of equipment and facilities needed, course outlines, lesson plans, texts and/or handout materials, visual aids and training films to be used. Standardized testing guidelines should be established to be assured that those who complete such courses retain the knowledge necessary to perform and understand the tasks outlined in the job analysis.

A number of varied considerations have a bearing on the design of a standardized minimum program. A major concern here is the selection of students in setting these standards, ability to learn, and educational

standards for recruitment will be important factors. Some agencies will require, say, high school graduation and average intelligence; others may need to require an I.Q. of 110 to 120 and college education with a bachelor's degree.

A second consideration would be to establish a proper balance between subjects of broad general interest versus those aimed at meeting specialized needs. The Detroit study, plans for the four-state academy being developed by Tulsa, and the training programs conducted for inexperienced officers from 33 different departments by "Atlanta Metropol" can be studied as a guide adaptable to many requirements.

Another problem is to determine what is the proper time in a recruit's probationary or internship period for him to receive his basic training, to determine if it should be concurrent with some form of on-the-job training. For example, the police of Winston-Salem, North Carolina, and Culver City, California, offer the basic training as a phase of an officer's first year with the department, but fit it into a planned coach-pupil method of on-the-job training involving a planned rotation and evaluation, prior to awarding a permanent status to the officer.

The value of cadet training and pre-employment education is being assessed by a special study of the Crime Commission. As responses in this area were very few, we will note here only that, if nothing else, such training holds or attracts the potential police candidate between the time of high school graduation and employability as a patrolman. It should be further noted that any education gained from pre-employment community college or university attendance should provide recruits with more understanding who are amenable to further training.

In-service or continuation training takes several forms, but is primarily designed to keep personnel up to date on changes that are constantly occurring in the field:

With the "roll call" training program initiated by the Los Angeles Police Department in the 1950's, there have developed the IACP "keys" (to learning). Many departments have been able to extend this into a series of information bulletins as a means of internal communications.

A more formal approach to continuation training is a retraining program in which experienced officers are brought together periodically for updating on areas where conditions have changed sufficiently to justify redefinition of policies and procedures. Such sessions range from one-day conferences to two-week formal classes.

Certain problems of retraining and considerations of technical training highlight the need for certain tools that can probably be provided only on the state or national level. For example, a center is needed for the collection and dissemination of information on field procedures and related training methods.

Another useful information source would be a national professional journal including the type of offerings now provided by the FBI Bulletin but also reaching the quality of the "Federal Probation" publication. The "Law Enforcement Digest" started by the California Department of Justice in 1959 offers some useful format ideas, even though it did not reach its potential. This loose-leaf digest, complete with guides, could be reproduced for departmental distribution. The format provided subdivisions for inserting:

1. Department of Justice organizational functions and services available.

2. Attorney General's opinions concerning law enforcement.
3. Procedures and directives for standards and training.
4. Proposed and new legislation.
5. Special police problems--resumes of statewide problems and possible procedures.
6. Bureau of Criminal Statistics and Department of Justice surveys.
7. Roster of chiefs and sheriffs in California.
8. Associations of sheriffs and peace officers.

The greatest need for defining goals and objectives arises in the area of technical and specialized training. We must first exclude that which is basic, retraining, or supervisory command in nature and restrict discussion of this area to those topics which provide additional knowledge not required to perform the "journeyman" tasks of the patrolman. This usually entails providing the knowledge to perform in a specialized assignment. Many training courses offered today do not precisely classify subjects as in-service, technical, or supervisory. For example, what is a "community relations seminar?" Is it basic, in-service, specialized, training? Usually the objectives are broad enough to allow any interpretation desired.

Before such courses can be more adequately defined and structured, a complete set of job analyses must be developed for all roles played by members of the police organization. When this is done, areas of training may be refined to the point of providing a police chief with specific guidelines for developing skills necessary for the duties required or anticipated for his staff. This will not only allow for a better utilization of available training time, but will

also permit the individual to plan for his career objectives. Proper job analyses also offers guidelines for colleges and universities for course offerings.

Many technical topics may lend themselves to self-study through correspondence courses that could be provided through either IACP or the Department of Justice. In some cases, formal course offerings may be unnecessary. With the publication of a professional journal and the use of technical bulletins (for example, new materials for use in photography, or electronic devices having possible police application), occasional "information" sessions might offer sufficient training.

A few other meritorious considerations fit best into this discussion of technical training:

1. A proposal by one college to examine the effectiveness of police investigator's techniques by studying successfully defended criminal prosecutions offers an opportunity to assess inadequacies in basic and/or specialized training programs.
2. The value of "cross-training" is pointed up by the experience of a department that includes firemen in its police-training programs. As a result, the department achieved a 300 per cent increase in charges and convictions for the crime of arson between 1963 and 1965.
3. Another agency had two officers attend a two-week armorers' course at the Smith and Wesson factory, to be able to perform first-line maintenance and repair of departmental weapons.

4. Another approach, utilized by the military but not so far in the civilian police field, is the use of traveling teams that provide short courses in specialized topics. The national defense seminars and the army service demonstrations best exemplify this type of offering, in which skilled persons equipped with films, visual-aid handouts, and demonstration equipment, put on the best possible program in various locations in the United States. The 212 standard metropolitan statistical areas in the nation account for approximately 85 per cent of the major crimes reported. It would, therefore, appear that any topic of a specialized nature should be able to be presented in about 40 hours. This would indicate a need for five or six teams available for about three months each and capable of reaching most, if not all, of the persons needing training. Such a program, of course, would require some temporary release of in-service personnel from various agencies; it would also require a certain amount of federal and/or state subsidy. Another possibility with police application would be to have the American Academy of Forensic Science establish teams to give police investigators the latest knowledge on changing trends in the processing of physical evidence.
5. The military services provide many areas of training with specialized police applications. It is possible that the federal government could make a certain number of class spaces available to local law enforcement personnel. A few of the subjects with police application would be: industrial

security; intelligence topics concerning crime prevention-security measures; correctional administration, criminal investigation; polygraph, and, of course, the various Military Police areas.

6. Banton, comparing the Scottish and American police, concludes that American police services can be divided into "peace officers" and law enforcement or investigations personnel on the basis of patrol versus inspector's bureau (and vice, fraud, etc.) assignments. Doing a time and activity study of what patrol officers (foot beat and car) do he found most contacts were with citizens including complainants and victims; almost none with offenders. (excluding traffic, etc.) He notes that the important skill patrol officers develop is in human relations where he says they develop considerable insight into how to handle others. Observing training in the United States, Banton suggests it is too informal and too much left to chance. He describes the confusion of the recruit put on patrol, even if accompanying an experienced officer, and says there are few present procedures which are actually field training methods. Formal training, (lectures, books, etc.) are too removed from tasks--except as they may teach psychology and sociology--and on-the-job training by assignment to an older man can merely perpetuate errors, create anxiety, or otherwise delay learning. Some intermediate form of training where there is an opportunity to present field problems in supervised circumstances in ways that trainee response can be observed and evaluated are needed.

As pilot efforts, one should test out the greater use of movies as instruction aids (Of Cry for Help, Book for Safe-keeping sponsored by the NIMH with IACP aid) and the training of special field supervisors who would become the official "preceptors" to whom the new recruit would be assigned for his first few months of patrol duty. These preceptors, regardless of rank, would be trained as teachers of patrol technique, would be required to have evaluation sessions, to meet in groups with one another and all new patrol-assigned recruits, would select patrol challenges in such a way as to make them "teaching material" and so forth. Such a preceptor system is employed in training social psychiatrists, clinical physicians and so forth and is, in fact, a formalization of present informal procedures whereby new men are "shown the ropes" by experienced ones. The desire is to make sure that the right "ropes" are displayed and in as efficient a fashion as possible.

Supervisory, commands, and administrative training poses one of the greatest lacks in police training. This is such a relatively new area that we know very little about it as yet. As expressed by one police chief: "Chief's are enamored with recruit training and completely ignore the vital necessity for advanced and administrative training for our police officers so that they may take over responsible administrative positions in the future." The problem posed here is, what is needed? Should we rely on a job analysis, or is it possible to identify good leaders in the field and try to develop a model so that we can then establish the type and amount of training necessary and/or

desirable? Two agencies offered interesting approaches to management training that could profitably be pursued. One utilizes the American Management Association for course offerings to all second level executive staff, and the other has created an educational foundation to send every officer with the rank of lieutenant and above to a 12-week course in police administration at Southern Police Institute.

It is clear that administrators, present and potential, can gain much by being taught what is already known in other fields, for example, from social science studies or organizations, and work groups, psychological studies of leadership and work performance, and the accumulating body of knowledge in the administrative sciences. There appears to be a considerable lag between the time that social and administrative science research workers learn something about organization and work supervision (or community relations for that matter), the time these findings are applied in industry or the military, and the time (much later) that some police departments discover what others have been doing for such a long time. One suspects that the lag is partly due to the traditional distance between the police administrator and either university people, military leadership, or progressive industrial management people. That distance probably reflects the different educational experiences, careers lines, and perhaps socioeconomic background of persons going into police work as compared with these other endeavors. Even when police institutes have been set up within universities they have been insulated, perhaps mirroring the other insulation of the police from "intellectual" discourse. Whatever the reasons for the lack of communication, it is imperative that the police have access to the larger knowledge generated and applied by other sources.

To suggest to police administrators that they must take the initiative is easy to do but unlikely to accomplish much as long as these administrators feel either shy, unsympathetic to university or industrial elites, or do not know how or where to find a competent source of new administrative knowledge. We believe it is up to others as catalysts to bring police administrators into continuing and meaningful exchange with university personnel, military leaders, etc. Commendably, junior colleges, colleges, and universities with police programs have tried to play the catalytic role, but often to no avail. The reasons have been that police-science people on college faculties have themselves been isolated from the rest of the academic community and regrettably, may not be well informed themselves. If the college-sponsored police institute or even in-service college training is to be a model for the education of police administrators, even to fundamentals of police procedures, they must provide imaginative programs drawing on the full resources of universities and progressive military and industrial managers. In a few instances a contrary problem appears; that is when a university offers police institutes or seminars in pursuit of a prestigious and impractical academic "image." Under these painful circumstances, police participants are talked down to and no real effort is made to share problems and knowledge. The work of one member of this Advisory Group on the views of intellectuals toward the police has pointed out the prejudices and hostility that university and professional community members may feel toward the police. Bigots, whether police or professors cannot be expected to do a satisfactory job of preparing police-university liaison. Fortunately, misconceptions rather than bigotry most prevail and these are amenable to correction through shared experiences, as in a well-run continuing institute series.

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The role of the government is not to be ignored in serving as a catalyst between police administrators and others. It supports conferences, "exchange" programs, fellowships, and other activities that are sponsored to overcome the "cultural lag" now affecting police administrative knowledge. Such support on a continuing basis is recommended.

SUMMARY AND RECOMMENDATIONS.

1. Reevaluate, by job analysis, the training needs for police at all levels, including specialization and command.
2. Establish common subjects in all areas and publish guides for the establishment of regional academies or training centers.
3. Assess methods of learning the police tasks and provide "recommended" course outlines, lesson plans, training aids, and study materials to all agencies as a service of some branch of the government.
4. Establish educational standards of recruitment and professional development, and provide through vocational education grants, the incentive to college and universities to make the educational resources available.
5. Develop an inter-disciplinary approach to the professional development of the police leader and offer NDTA grants and professional sabbaticals to career-oriented personnel.
6. Develop criteria and materials for testing police training to assure effectiveness of the technical process.
7. Coordinate professional growth with existing agencies having a vested interest in education for the field of criminal

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justice, e.g., National Council on Crime and Delinquency;
Joint Commission on Correctional Manpower and Training;
Western Interstate Commission for Higher Education; National
Education Association and; International Association of Chiefs
of Police.

8. Recommend the U.S. Department of Justice assume responsibility for a national police publication to establish communications media as to common problem solving and current research being conducted (similar to but broader than the existing publications "Federal Probation" and "FBI Bulletin").
9. Seek intermediate steps for patrol training that lie between formal lectures and informal "initiation" of recruits by experienced partners. In formal settings practical tasks should be shown and trainee response required so that errors can be identified and corrected. The use of movies as teaching techniques should be given more attention than is currently being done. One might combine motion picture "problem" presentations with sociodrama and other mock reality training methods. Worthy of much attention is the formal training of the partners of recruits assigned to patrol so that a genuine "preceptor" program exists. In a "preceptor" program certain patrol officers and supervisors are given special training and are themselves supervised to assure the excellence of their teaching. They use actual work as a teaching situation, are trained in helping recruits evaluate and correct their works, and meet in regular ways as a preceptor group. Preceptors should receive extra pay, and entrance into preceptor positions

should be based on supervisor evaluation of their being particularly skilled in patrol techniques, especially human relations.

10. Provide on national level those areas of training that are not feasible at any other level--such items as demonstration teams of new procedures and technical programs such as could be offered by Academy of Forensic Science in new methods of evaluating physical evidence and establishing procedures for collection and examination. Support for police administrative training, especially in catalytic roles as in conferences and exchanges should be forthcoming from the federal government.

SECTION XIII

EQUIPMENT AND SUPPLIES IN RELATIONSHIP TO POLICE FIELD PROCEDURES

DEFINITION AND SCOPE

Equipment and supplies, ranging from unique gadgets to complete functional systems, usually play a supportive role in police field procedures. Equipment must generally be discussed as it relates to definite police organizational unit or field operation. Some equipment items have utility in commercial areas and are widely known or recognized, while other devices and their employment is peculiar to law-enforcement service. A number of the replies to the Attorney General's letter indicated the use of equipment associated with a communications system or a data processing system; however, sufficient detailed information was lacking to support any valid assessment of these operations in terms of equipment need or utilization. Where some overlap of information occurs, it is hoped the discussion will be complementary rather than repetitious.

REVIEW AND SUMMARY OF GENERALLY ACCEPTED PRACTICES

Probably the major change in relation to the use of equipment to improve police procedures has occurred in the last 10 to 20 years. This trend resulted from the growing acceptance by police administrators of the principle that the tools used to assist in the police task need not be restricted to specialized "police" equipment but may be the same tools available to industry, which may be adapted to police tasks. Attention has been primarily toward the modification or utilization of existing equipment rather than the development of special police devices.

An obvious focus of attention has been the question of suitable modification of the motor-patrol vehicle. Several authorities argue the need for a motor vehicle designed exclusively for the police patrol. The operational specifications, production availability, and the attendant prohibitive costs of specialized design have frustrated practical realization. As a result, most law-enforcement administrators find they must accept compromise modifications of standard vehicles produced by the several manufacturers.

The absence of texts and journal articles concerning police equipment points up the lack of standards in equipment and, more obviously, the lack of any recognized communication media that expresses an authoritative consensus regarding the adequacy of equipment with police application. Police agencies of sufficient size to justify a degree of specialization in services have found that the channels of information are not within the police circle, but in industries that have comparable functions or tasks, or by relying upon the statements of sales personnel representing various equipment vendors. Finding, exploring, modifying, and adopting equipment to fill specific needs is a time-consuming and almost overwhelming task.

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The accepted procedure in police operations has now become one of inquiry. Whenever a possible problem is encountered, it is important to find out how private industry with a similar task is doing the job, then to explore the various companies that provide the particular item, and finally to adopt or have modified the one best meeting the need. For example, telephone companies can offer useful suggestions on ways of organizing reference indexes for information desks; operators of fleet taxicabs can give some information on modifying cars to meet the short life severe-treatment conditions imposed.

The major problem is best typified by a comment made by a police agency concerning the current assessment...."We will appreciate being placed on your mailing list for receipt of any pamphlets or literature you may make up pertaining to police procedures for cutting down on crime." The inference is that agency personnel want to improve their operations but admittedly have no means of knowing what current procedures to follow throughout the field.

DOCUMENT REVIEW

Although there was a heavy concentration on a few items of value in police field procedures, individual responses varied from comments on personal protective devices such as weapon-deflective vests and safety hats to remarks concerning total systems capable of assessing field force availability.

INTRUSION, VISUAL SURVEY, AND ALARM DEVICES

The items noted most commonly involved electric, photographic, and electronic devices being used, or desired, to extend the police awareness of crimes and criminals at the scene of a crime. The responses were as follows:

Television

1. Extensive closed circuit television system along with portable two-way radios for fast, flexible coordination of emergency and routine assignments providing remote observation on critical areas and a means of instantly dispatching men to these areas.
2. Closed circuit television for surveillance on entrances to bus terminal - one circuit is fixed, and one "pans" on switch activation.
3. Portable closed circuit television equipment has been secured for use in surveillance and disaster situations.
4. Experimentation with closed circuit television to be used in

- our shopping areas and business districts for surveillance on a 24-hour basis with infrared and a scanning technique (needs infrared light source of 100,000 to 500,000 lumens output).
5. Television traffic control system coordinated to observe two bridges and a winding street into a village by allowing the officer to remote control signals under observation by television.
 6. A portable video tape recorder and monitor can be operated by one officer from a car without technical training. The system is experimental, with suggested applications in (1) surveillance, the same as camera with remote application but immediate replay; (2) training - same as short films, self-evaluation in performance activity. The field activity shows full environment during incident and allows visual and audio recording of interrogations.

ALARM-INTRUSION DEVICES

1. Various types of electronic equipment have been employed on an individual basis by local business houses. The department merely acts as a clearing house for these alarm systems.
2. At present, almost 50 alarms terminate at police headquarters. (Twelve burglars responsible for some 70 burglaries were arrested during the year when they inadvertently tripped hidden alarms which summoned police.)
3. The use of electronic equipment in locations which are most probable objects of criminal attack, in either burglary or robbery, replace the costly procedure of police manpower on "plants".
4. Our most successful weapon in combatting burglaries and break-ins

is our silent burglar alarm system which we urge business establishments to install (with 80 alarms over a 5-year period, four establishments were broken into with the culprit caught inside in each case).

5. The alarm system makes use of telephones through a taped pre-recorded message and automatically dials police emergency number each time alarm is activated.
6. A business installs an intercom and telephone line used to contact police, where monitors hear any activity and then dispatch a unit to the scene. This also allows switch activation during business hours to act like a bank alarm.
7. We have devised a burglar alarm system utilizing telephone lines and amplifying equipment. Noises made in premises are heard in the station over system. (Over the past 5 years, we have succeeded in capturing 95 per cent of all burglars attempting entry into these premises.)
8. Use of a "speaker-phone" amplifier as a listening device for detecting a burglary in progress. (Allows a business or resident to call police number with amplifier. The caller leaves the phone off the hook and a desk clerk may listen for any sounds.)
9. When tampered with, an alarm is set off by devices placed on isolated telephones, activating a police switchboard.
10. Devices placed in police units which, when activated by a radio signal tone, operate lights in a business.
11. For citizen alarms, police reporting boxes are placed in strategic locations.

12. A banker's alarm system has a pressure foot switch which, when activated, connects to a police headquarters.
13. Alerting devices, installed in schools and attached to school public address system, connect to police by telephone line and are activated by custodian when school is secured. The damages were cut 80 per cent where used.
14. Portable silent alarms were installed by a department on the basis of crime analysis. The alarms activate a receiver on the department's radio dispatcher console. The receiver shows the number of the alarm tripped and a mobile unit is immediately dispatched.
15. Obsolete fleet radios converted to portable alarms are used with any available power including converter, and have been modified to transmit a coded radio signal when activated.
16. An alarm alerts where merchants or residences can activate intercom signals to neighboring buildings; they immediately respond with calls to the police.
17. Audio alarms can be set to ignore regular sound levels, but will activate when strong or repeated signals build up in storage.
18. An ultra high frequency intrusion detector saturates an area with unavoidable UHF radio waves.
19. Taut-wire detector activates alarm when touched.
20. Decoy automobiles, set to operate within 60 seconds, will activate a radio alarm.

OTHER ELECTRIC-ELECTRONIC DEVICES

1. Status Board. A proposal for providing current visual assessment of available field forces by use of coded signals

continuously monitored on an area map plotting board at the dispatch center of the department.

2. Portable power illumination by high intensity lights capable of "bathing a whole city block in daylight-bright illumination." Units operate from dual purpose car generators or standard 110 volts-AC, 500-1000 watt lamps.

VISUAL SURVEY

1. Cameras operated electrically at robbery locations, activated when bottom note is taken from cash drawer.
2. Cameras with time interval exposures allow selected area to be surveyed over long periods of time (16 to 24 hours).
3. Surveillance camera systems that allow activation of one or a series of fixed cameras to operate by trip device or control button and may be adjusted for single frame or running sequences.
4. Infrared equipment - "Image-Metoscope" for use with night firing and with "Detectorscope" allows magnification and increased range. Infrared adapter filter for use with a motor vehicle spotlight.
5. Attempting to acquire infrared light for night-time observation.

REPORT DICTATION EQUIPMENT

1. Report dictation units, simple to operate and very little maintenance, with stenographers handling transcription. (Study found 47 to 53 per cent of patrolman's time was spent in the station writing reports, prior to use of field dictation units.)
2. Automatic recording of reports for field personnel eliminates "bottle-necks" in reporting and records function.

3. Utilization of "Codd-a-phone" has made it possible for field officers to phone in their short reports, using the machine and relieving the stenographers to have more time to transcribe the longer and more important ones.

VEHICLES AND VEHICLE EQUIPMENT

Rather than the historical cry for a "police" designed patrol unit, the comments in this area basically concerned special purpose motor vehicle equipment.

1. Mobile police precincts equipped with radio, telephone emergency equipment. Staffed for assignment to any part of the city.
2. Headquarters truck with multipurpose radio, television, and telephone hook-up for use at scenes of disaster and emergencies proved a mobile facility useful for directing large-scale field operations.
3. Emergency command posts, converted from surplus city bus, contains radio, telephone, first aid, and riot control equipment, emergency lighting, traffic control devices, and rations to operate for 72 hours in the field.
4. Vehicle equipped for transportation of prisoner.
5. Evidence technicians' unit to provide crime scene investigations containing equipment for latent fingerprints, photograph, suspect composites with use of I-Dent-I-Kits, cases and crime scene drawing.
6. Specially equipped vehicle for evidence technicians.
7. Surveillance vehicle has a panel with observation ports and is equipped with three-way radio.

8. Motorized patrol by use of servi-cycles and motor scooters.
9. Scooters provided to improve the effectiveness of park patrol, because of maneuverability and effectiveness through shrubbery and hilly areas. (Use has reduced robberies and assaults in park.)
10. Use of scooters by patrolman in the business area.
11. Three-wheeled motor scooters used to allow greater mobility and more safety than two-wheeled vehicles.
12. Swamp buggy for use during hurricanes.
13. Special rescue unit equipped with skis, weasels, jeeps, aerial, horses, mountain climbing gear, underwater diving equipment, motorcycles.
14. Each mobile unit carries a shotgun on patrol. On several occasions, we have been notified that an escape was not attempted because of this alone.
15. Service recorders are put in each cruiser. This shows us the times that cruisers are stopped, parked, etc.
16. We need a "red lite" that is concealable or an adapter to allow spotlight to be used as a "red lite" but normal appearance to be as white.
17. Use cartop floodlights on unit's top, back-to-back facing each side, and controlable individually. Useful in prowler calls, searches, and street scenes needing light.

SPECIAL IDENTIFICATION EQUIPMENT

1. "Voice-print" identification allows spectrographic impressions of the utterances of ten frequently used English words.

These may be analyzed and coded by computer.

2. Designed and developed a "single-fingerprint retrieval system" by use of microfilm and data processing equipment and a grouping of basic fingerprint characteristics.
3. Use of Ident-I-Kit has proved very satisfactory.
4. Requesting "image-maker" in budget.
5. New information storage system developed which can find and print more than 500,000 bit capacity in from three to six seconds.
6. Polaroid Identification System produces a color identification picture with printed data in less than one minute.

PERSONAL EQUIPMENT ITEMS

1. Need a tranquilizer weapon in lieu of firearms to subdue rather than disable or kill suspects as well as the dangerously mentally ill.
2. Individual tear gas projectors provide personal protection of officer as a defensive weapon.
3. Crowd control unit utilizes hard hats, batons, gas equipment, athletic cups, and bull horns.
4. Need safety hats that do not give appearance of "combat" --safety and/or armored cap inserts for normal police caps.
5. Vests for weapon defense to be worn as part of normal uniform (Wilkerson's type lightweight girdle).
6. Field duty uniform, for use when normal uniform might become soiled or damaged. Designed as a "jump-suit" for wear over regular uniform.

MERITORIOUS PROCEDURES

The area provoking most of the responses concerning equipment revolves around the use of various types of equipment to detect and identify persons in the process of committing a crime, thus providing police knowledge for the apprehension of criminals during commission of the crime or as soon thereafter as possible. While many of the procedures consist chiefly of encouraging businesses to utilize such commercial equipment, other agencies are aggressively finding ways in which the police can place equipment or utilize some existing facility to provide a system. Probably the most noteworthy of these fall into two classes. In the first, an agency develops equipment to supplement the normal business alarms to place in potentially susceptible locations as determined by crime analysis. In the second, the agency continues to try methods utilizing existing equipment, but with minor modifications to perform a police task.

The problems posed fall into two similar groupings: the first involves continuous search for equipment commercially available for, or adaptable to, performing the police task; the second entails developing existing community resources to provide police knowledge of criminal activities. Both of these problems are broader in scope than a local agency can handle alone. First, the problem of available equipment requires a large two-way funnel where the needs of the police are fed in at one end and disseminated to all possible areas of development, and all existing equipment is brought to the attention of the police service, and then disseminated to the agencies with

necessary modifications and applications. Secondly, it seems that public utilities should have some responsibility for assisting by utilization and modification of their resources where such efforts benefit the public welfare. (An obvious area would be to avoid the costly police system of emergency phones when, by a very simple modification of the pay telephones, a call could be made without use of a coin to the police emergency dispatch center.)

In police reporting, it appears that equipment commonly used by business, report dictation equipment, is assisting agencies by allowing the police officer to be relieved of tasks not directly concerned with field activity. Most field reporting systems are concerned with transferring the task to a clerk or other nonpolice person; it seems, however, that greater strides might be made in evaluating what and how we are reporting. Not only the question of what we should report, but methods that do not require verbal interpretation should be investigated. For instance, why not explore the retention of verbal reports on tape, printing only coded identifiable data, allowing access to the tape if it later must be reproduced in written form. This might be extended by adapting other methods to present visual summaries such as the "spot-pin-map" that is very useful, but time-consuming and cumbersome for presenting problems to analysis. Weather forecasting is basically a plotting of data on a map; a means has been found to utilize data processing equipment to graphically present, on maps, projections and conditions to be evaluated. Why not crime data?

Each department and agency is confronted with the same basic

problems, but each must resolve its needs independently as the ability to act or question collectively is not available. Some regions have found that by standardization of specifications for major items, and by collective purchasing, they can present a market of interest to a major firm, but in most regions, needs have not been clearly identified and therefore there can be no standards.

The departments have made the greatest progress in the area of personal identification, but here, to make the maximum use of the sophisticated equipment, some catalytic force is needed to create regional or statewide identification centers to make the use of such equipment feasible for small agencies. Departments usually take photographs of persons arrested. Now, with color readily available without the usual expensive cost and time delay involved in processing, this procedure will become universal, and standards in photograph identification can be developed.

The increased use and development of image makers for making composites of unidentifiable criminals requires a sophisticated method of correlating photographs of known criminals with the images developed from victims' verbal descriptions.

One department indicates it has designed and developed a "single fingerprint retrieval system" which offers wide prospects in an area which has frustrated law enforcement officials for many years. Previously, when a portion of a fingerprint impression was found at a crime scene, it was necessary to discover a suspect and then compare his fingerprints with the portion found at the scene. Hundreds of partial prints now lying in open-case files could probably be

matched to some previously fingerprinted person who is unknown to the original case investigator.

The area with the greatest potential is that concerning the personal equipment provided officers to perform their jobs in the field. Not only must an officer be more accessible by being placed in communication with headquarters, but equally important is his appearance to the public and his ability to perform his task while in public contact. The mobile officer, for instance, should be able to approach a vehicle knowing instantly the status of the vehicle and usually of the occupant; he should simultaneously be able to communicate with any information source available.

The equipment he carries and the impression he gives will have their effects on the public. His uniform should be designed to offer him protection from attack without giving him an aggressive appearance. The design of headgear and footwear to allow protection without military connotations, and the removal of offensive weapons with their implied intent, will go far toward changing the image of the police officer.

SUMMARY AND RECOMMENDATIONS

1. Law-enforcement agencies should strive to develop a resource of technical competence within its own personnel structure. Each department, depending upon size, should have one or more persons who are capable of identifying operational areas wherein equipment may be effectively employed. This person should be able to assess the suitability of the various equipment items and be competent in judging the adequacy of procedures.

2. Provision should be made for the establishment of a standing research facility to analyze police operational requirements, inventory available equipment, evaluate equipment utilization, offer guidance in system development, and promote standardization in operating procedures.
3. Law enforcement, through the use of the proposed standing research facility, could employ the services of an existing agency such as the National Bureau of Standards to perform the necessary technical assessment of equipment, prepare and issue suitable information bulletins to advise individual departments as to equipment availability, and suggest programs for implementation. Said Bureau of Standards could develop basic criteria and specifications for alarm systems, intrusion devices, and other electronic tools. In addition, provision may be made for the development of prototype devices developed specifically to serve a police purpose.
4. One or more police departments might be selected to serve as a model or testing laboratory to evaluate the effectiveness of existing equipment items or to evaluate the probable merit of new equipment concepts.
5. Consideration should be given to the development of equipment programs based upon the concept of modularity. That is, the system should consist, where feasible, of basic blocks of equipment that will allow an orderly expansion or modification of function according to need rather than require a complete redesign of a system or the premature obsolescence of usable facilities.

6. Field equipment provided for basic field services should be standardized to increase effectiveness and promote economy at the local level. Such standardization, however, should make ample provision to assure that this basic equipment can function adequately under a mutual-aid program, thereby providing a support function at a time of critical need.
7. Law enforcement should establish and maintain a clearinghouse for scientific and technical information. Perhaps the existing clearinghouse for Federal Scientific and Technical Information could be utilized if a police index is first established, and then appropriate information and procedural packages are developed and made available to all police departments.
8. Law enforcement, with such federal assistance as may be necessary, should develop state or regional information centers to coordinate area-wide police service systems. One of the responsibilities of these state or regional centers would be the development of an equipment inventory and a reference center to furnish information regarding equipment standards and utilization.
9. With reference to recommendations #2 and #8 above, consideration should be given to the advisability of establishing a "Seal of Approval" or "Certification of Acceptability." This seal should be issued as a sign of approval and acceptability for an item of equipment, a system design, or an operating procedure based upon technical and empirical standards.

SECTION XIV

AGENCIES WHO CONTRIBUTED TO THE
POLICE PROCEDURES ADVISORY GROUP PROGRAM

POLICE

Aberdeen, Washington, Police
Alameda, California, Police
Albany, New York, Police
Alexandria, Virginia, Police
Aliquippa, Pennsylvania, Police
Allentown, Pennsylvania, Police
Alton, Illinois, Police
Altoona, Pennsylvania, Police
Amarillo, Texas, Police
American City, New York Police
Anderson, South Carolina, Police
Annapolis, Maryland, Police
Arlington Heights, Illinois, Police
Arlington, Virginia, Police
Asheville, North Carolina, Police
Ashtobula, Ohio, Police
Athens, Tennessee, Police
Atlantic City, New Jersey, Police
Auburn, Massachusetts, Police
Audubon, New Jersey, Police
Augusta, Georgia, Police
Aurora, Colorado, Police
Aurora, Illinois, Police
Baltimore, Maryland, Police
Barrington, Rhode Island, Police
Bartow, Florida, Police
Baton Rouge, Louisiana, Police
Bay City, Michigan, Police
Bayonne, New Jersey, Police
Beatrice, Nebraska, Police
Beaumont, Texas, Police
Beckley, West Virginia, Police
Beford, Massachusetts, Police
Bellaire, Ohio, Police
Bensalem Township, Pennsylvania, Police
Berkeley, California, Police
Berkeley Heights, New Jersey, Police
Binghamton, New York, Police
Birmingham, Alabama, Police
Bismarck, North Dakota, Police
Bloomington, Minnesota, Police
Bloomfield, New Jersey, Police
Borough of Paramus, New Jersey, Police

Boston, Massachusetts, Police
Bridgeport, Connecticut, Police
Brighton, Colorado, Police
Brighton, New York, Police
Bristol, Virginia, Police
Brookline, Massachusetts, Police
Buffalo, New York, Police
Burbank, California, Police
Cambridge, Massachusetts, Police
Camden, New Jersey, Police
Carpentersville, Illinois, Police
Charleston, South Carolina, Police
Charleston, West Virginia, Police
Charlotte, North Carolina, Police
Chattanooga, Tennessee, Police
Chester, Pennsylvania, Police
Chicago, Illinois, Police
Chico, California, Police
Chicopee, Massachusetts, Police
Cincinnati, Ohio, Police
Cinnaminson, New Jersey, Police
Clarkstown, New York, Police
District of Columbia, Washington, Police
Columbia, South Carolina, Police
Columbus, Nebraska, Police
Columbus, Ohio, Police
Corpus Christi, Texas, Police
Council Bluffs, Iowa, Police
Cranston, Rhode Island, Police
Crestwood, Missouri, Police
Culver City, California, Police
Cuyahoga Falls, Ohio, Police
Dallas, Texas, Police
Danville, Illinois, Police
Danville, Virginia, Police
Davenport, Iowa, Police
Dayton, Ohio, Police
Daytona Beach, Florida, Police
Decatur, Illinois, Police
Denver, Colorado, Police
Detroit, Michigan, Police
Dover, New Jersey, Police
Duluth, Minnesota, Police
Eastchester, New York, Police
East Chicago, Indiana, Police
East St. Louis, Illinois, Police
Edwardsville, Illinois, Police
El Reno, Oklahoma, Police
Elizabeth, New Jersey, Police
Elmhurst, Illinois, Police
Englewood, New Jersey, Police
Eugene, Oregon, Police
Eureka, California, Police

Evansville, Indiana, Police
Everett, Washington, Police
Fall River, Massachusetts, Police
Fargo, North Dakota, Police
Ferndale, Michigan, Police
Feasterville, Pennsylvania, Police
Flint, Michigan, Police
Florence, Alabama, Police
Fort Collins, Colorado, Police
Fort Lee, New Jersey, Police
Fort Pierce, Florida, Police
Fort Smith, Arkansas, Police
Fort Wayne, Indiana, Police
Frederick, Maryland, Police
Fresno, California, Police
Fullerton, California, Police
Garfield, New Jersey, Police
Gilroy, California, Police
Granite City, Illinois, Police
Grants Pass, Oregon, Police
Great Falls, Montana, Police
Green Bay, Wisconsin, Police
Greensboro, North Carolina, Police
Greenville, Tennessee, Police
Haltom City, Texas, Police
Hampton, Virginia, Police
Hartford, Connecticut, Police
Hastings on Hudson, New York, Police
High Point, North Carolina, Police
Honolulu, Hawaii, Police
Hudson, Massachusetts, Police
Imperial Beach, California, Police
Independence, Missouri, Police
Indianapolis, Indiana, Police
Jacksonville, Florida, Police
Jacksonville, Illinois, Police
Jamestown, North Dakota, Police
Jamestown, New York, Police
Johnson City, New York, Police
Kansas City, Missouri, Police
Kenosha, Wisconsin, Police
Kettering, Ohio, Police
Knoxville, Tennessee, Police
Lafayette Hill, Pennsylvania, Police
Lake Charles, Louisiana, Police
Lakewood, Ohio, Police
Lansing, Michigan, Police
Larchmont, New York, Police
Lawrence, Kansas, Police
Leesburg, Florida, Police
Lexington, Kentucky, Police
Lincoln Park, Michigan, Police

Linden, New Jersey, Police
Little Rock, Arkansas, Police
Livonia, Michigan, Police
Long Branch, New Jersey, Police
Lowell, Massachusetts, Police
Lower Merion, Pennsylvania, Police
Lynchburg, Virginia, Police
Madera, California, Police
Madison, Wisconsin, Police
Manchester, New Hampshire, Police
Maplewood, Minnesota, Police
Marinette, Wisconsin, Police
Marion, Ohio, Police
Maywood, New Jersey, Police
Medford, Massachusetts, Police
Medford, Oregon, Police
Merced, California, Police
Meriden, Connecticut, Police
Metropolitan Police - Dist. of Columbia
Miami, Florida, Police
Michigan, Indiana, Police
Millcreek, Pennsylvania, Police
Milwaukee, Wisconsin, Police
Minden, Louisiana, Police
Mitchell, South Dakota, Police
Monterey Park, California, Police
Muncie, Indiana, Police
Muskegon Heights, Michigan, Police
Nashua, New Hampshire, Police
New Castle, Pennsylvania, Police
New Orleans, Louisiana, Police
New Providence, New Jersey, Police
New Rochelle, Police Dept., New York
New York, Police (H. R. Leary)
New York, Police (John Quinn)
New York Port Authority's Police
Newark, Delaware, Police
Newark, New Jersey, Police
Newark, New York, Police
Newark, Ohio, Police
Newport, Kentucky, Police
Newport News, Virginia, Police
Newport, Rhode Island, Police
Niagara Falls, New York, Police
Norfolk, Virginia, Police
North Attleborough, Massachusetts, Police
North Bergen, New Jersey, Police
North Braddock, Pennsylvania, Police
North Platte, Nebraska, Police
Norwalk, Connecticut, Police
Oak Park, Illinois, Police
Oak Ridge, Tennessee, Police
Oakland, California, Police

Ogden, Utah, Police
Oklahoma City, Oklahoma, Police
Olathe, Kansas, Police
Omaha, Nebraska, Police
Orlando, Florida, Police
Overland, Missouri, Police
Palo Alto, California, Police
Paterson, New Jersey, Police
Perth Amboy, New Jersey, Police
Phoenix, Arizona, Police
Piedmont, California, Police
Pittsfield, Massachusetts, Police
Plattsburgh, New York, Police
Plymouth, Minnesota, Police
Port Angeles, Washington, Police
Portland, Maine, Police
Portsmouth, New Hampshire, Police
Portsmouth, Virginia, Police
Pottsville, Pennsylvania, Police
Prairie Village, Kansas, Police
Providence, Rhode Island, Police
Pulaski, Virginia, Police
Pullman, Washington, Police
Racine, Wisconsin, Police
Raleigh, North Carolina, Police
Reno, Nevada, Police
Richmond, California, Police
River Edge, New Jersey, Police
Riverside, California, Police
Rochester, New York, Police
Rockaway, New Jersey, Police
Rockford, Illinois, Police
Rome, New York, Police
Royal Oak, Michigan, Police
St. Charles, Illinois, Police
St. Louis, Missouri, Police
St. Paul, Minnesota, Police
San Antonio, Texas, Police
San Bernardino, California, Police
San Bruno, California, Police
San Buena, Ventura, California, Police
San Carlos, California, Police
San Diego, California, Police
San Francisco, California, Police
San Leandro, California, Police
Santa Ana, California, Police
Santa Cruz, California, Police
Savannah, Georgia, Police
Schenectady, New York, Police
Scotch Plains, New Jersey, Police
Scottsbluff, Nebraska, Police
Seattle, Washington, Police
Shreveport, Louisiana, Police

Sioux Falls, South Dakota, Police
Somerville, Massachusetts, Police
South Brunswick, New Jersey, Police
South Gate, California, Police
South San Francisco, California, Police
Southampton, Pennsylvania, Police
Spartanburg, South Carolina, Police
Spokane, Washington, Police
Springfield, Illinois, Police
Springfield, Ohio, Police
Streator, Illinois, Police
Suffolk, Virginia, Police
Sumter, South Carolina, Police
Syracuse, New York, Police
Tampa, Florida, Police
Thornton, Colorado, Police
Toledo, Ohio, Police
Topeka, Kansas, Police
Torrance, California, Police
Trenton, New Jersey, Police
Tucson, Arizona, Police
Tulsa, Oklahoma, Police
Union City, New Jersey, Police
University City, Missouri, Police
Upper Moreland, Willow Grove, Pennsylvania, Police
Urbana, Ohio, Police
Valparaiso, Ohio, Police
Van Wert, Ohio, Police
Virginia Beach, Virginia, Police
Washington, Pennsylvania, Police
Waterloo, Iowa, Police
Wauwatosa, Wisconsin, Police
Webster Groves, Missouri, Police
West Goshen, Pennsylvania, Police
West Hartford, Connecticut, Police
West Palm Beach, Florida, Police
Western Springs, Illinois, Police
Westminster, California, Police
White Plains, New York, Police
Whitpain, Pennsylvania, Police
Wichita, Kansas, Police
Wichita Falls, Texas, Police
Willingboro, New Jersey, Police
Willmar, Minnesota, Police
Wilmette, Illinois, Police
Wilmington, Delaware, Police
Winchester, Massachusetts, Police
Winchester, Virginia, Police
Winston-Salem, North Carolina, Police
Winter Park, Florida, Police
Worcester, Massachusetts, Police
Yonkers, New York, Police

SHERIFFS

Ada County, Boise, Idaho, Sheriff
Adams County, Brighton, Colorado, Sheriff Office
Akron, Ohio, Sheriff
Alameda County, California, Sheriff Office
Birmingham, Alabama, Sheriff
Burleigh County, Sheriff
Bonneville County, Idaho Falls, Idaho, Sheriff
Cedar Rapids, Iowa, Sheriff
Cook County, Illinois, Sheriff Office
Dade County Sheriffs Office, Florida, Sheriff
Des Moines, Iowa Sheriff Office, Polk County
Hillsborough County, Tampa Florida, Sheriff Office
Jersey City, New Jersey, Sheriff
King County Seattle, Washington, Sheriff Office
Los Angeles, California, Sheriff Office
Louisville, Kentucky, Sheriff
Multnomah County, Portland, Oregon, Sheriff Office
Oneida County, New York, Sheriff
Parish of Orleans, Louisiana, Sheriff
Reading, Pennsylvania, Sheriff
Saginaw, Michigan, Sheriff
San Joaquin County, California, Sheriff Office
San Mateo County, California, Sheriff's Office
Toledo, Ohio, Sheriff
Winchester, Virginia, Sheriff
Winnebago County Sheriff's Office, Rockford, Illinois

STATE

Carson City, Nevada, Highway Patrol
Columbus, Ohio, Highway Patrol
Delaware, State Police
Kentucky State Police, Frankfort, Kentucky
Michigan, State Police
New York - Law, Secretary of State
New York State Police, State Campus, Albany New York
Olympia, Washington, State Patrol
Pennsylvania, State Police
State Police, Rhode Island, Police
St. Paul, Minnesota Highway Patrol
Sante Fe, New Mexico, State Police
Trenton, New Jersey, State Police

UNIVERSITIES

Allen Hancock College, Santa Maria, California
Atlanta, Georgia, College Park, Metropol
Bowling Green, Ohio, State University
California State College at Hayward
California State College, Los Angeles
Chabot College, Hayward, California
Erie County Technical Institute College, Buffalo, New York
Flint Community Junior College, Flint, Michigan
Florida State University, Tallahassee, Florida
Grand Rapids, Michigan Junior College
Grassmont College, El Cajon, California
Indiana University, Bloomington, Indiana
Mount San Antonio College, Walnut, California
New York University, New York
Rio Hondo Junior College, Santa Fe Springs, California
Sacramento State College, California
Salem, Oregon Advisory Board on Police Standard and Training
San Bernardino Valley College, California
San Jose State College, San Jose, California
San Mateo, College of, San Mateo, California
State of New York, Muni Police Training School, Albany, New York
State University of New York
Texas Junior College, Houston, Texas
The American University, Washington, D. C.
Treasure Valley College, Ontario, Oregon
University of Iowa, Bureau of Public Affairs
University of Wisconsin, Madison, Wisconsin
Washington State University Pullman, Washington
Westchester Community College, Valhalla, New York

PUBLIC SAFETY

Austin, Texas - Public Safety
Glencoe, Illinois - Public Safety
Jackson, Mississippi - Public Safety
Nashville, Tennessee - Police, Dept. of Safety
Sunnyvale, California - Public Safety

MISCELLANEOUS

Durham, England
Johannesburg, South Africa
New England Citizens Crime Commission, Boston, Massachusetts
Royal Canadian Mounted Police
San Diego, California, City Manager
Sgt. Calvert and Sgt. Hanson, Redwood City, California, Police

POST-DEADLINE CONTRIBUTORS

Schools and Universities

Citrus Junior College, Azusa, California
Georgia, University of, Athens, Georgia
Hartnell Joint Junior College, Salinas, California.
Modesto Junior College, Modesto, California
Southern Oregon College, Ashland, Oregon
Vallejo Unified School District, Department of Industrial
Education, Vallejo, California

Police Agencies

Anaheim, California, Police
Arlington County, Virginia, Police
Cleveland, Ohio, Police
Glendale, California, Police
Greenfield, Massachusetts, Police
Huntsville, Alabama, Police
Inglewood, California, Police
Irvington, New Jersey, Police
Kalamazoo, Michigan, Police
Lawrence, Massachusetts, Police
Levittown, Pennsylvania, Police
Lockport, New York, Police
Las Vegas, Nevada, Police
Miami Beach, Florida, Police
Mount Vernon, New York, Police
Redondo Beach, California, Police
Santa Barbara, California, Police
Warren, Michigan, Police
West Covina, California, Police
Wichita, Kansas, Police

