

**NEW HAVEN POLICE DEPARTMENT
LEA GRANT NO. 114**

FEBRUARY 1967 – JANUARY 1968

RECEIVED

**JAMES F. AHERN
CHIEF OF POLICE**

PREFACE

The problems we confronted in thinking about and making recommendations for improved police-community relations are among the most difficult facing us today. Project Committee members met with many inner-city residents, both individually and by attending over 100 neighborhood meetings. We also attended local, statewide, and national conferences on police-community relations.

As a result of careful study and observation of other police-community projects, we feel the solution to improving police-community relations in the inner city can be found in a combination of new technology, research, and a new strategy.

Improved police technology is essential. The experience of our entire nation is that, as productivity increases and living standards improve, society's activities become progressively more machine-intensive and less man-intensive. Each time we are confronted with the problem of high manpower costs, we have chosen the alternative of innovating to reduce costs.

Police activity is one of the least machine-intensive activities of any public service provided today. The annual cost of operating a city police department runs into the millions. In New Haven, the police budget last year was over three million dollars. As in all cities, a very large percentage of this sum went for manpower. It seems likely that in the next few years the proportion will shift, and an increasingly large share of police costs will be allocated to technological or machine-intensive areas.

Our trips have pointed to this likelihood. Better communication devices are being developed, data-gathering and compilation are being computerized, and improved dispatch and car-locating facilities are being used by various depart-

ments throughout the nation. Obviously, these technological changes will involve large sums of money, even for a department of our size.

To the extent that a police department can take advantage of technological advances, the incidence of complaints and grievances from the city it serves will be decreased, and the resources it can devote to police-community relations increased.

Many areas of police activity require a great deal of research. It is necessary to study each of the basic assumptions that have traditionally been applied to police work, e.g., the feasibility of patrol, techniques of investigation. Other aspects of police work will also have to be studied in detail. These include personnel structures, communications systems, information systems, community relations, and internal-investigations programs. From this examination, new knowledge will emerge that will make police work more productive and effective.

Finally, a new strategy is called for. Present police strategy is essentially reactive. It is based on the complaint system. Most of the time police service operates only when a citizen complains. As police patrols increase, the incidence of criminal action is reduced. A new strategy is slowly evolving.

The new strategy is already being attempted on a small scale in the areas of youth activity and family disputes. Work with youths and families are increasingly thought of as preventive and therapeutic rather than reactive and punitive.

As this new strategy evolves, perhaps the most compelling evidence of the need for strategic change will be found in the moral and social fabric of our society. Many aspects of police work are not rooted in objective reality.

Crime is what society defines as crime. If the social order decides to change a definition, a new pattern of crime emerges. The police function is further complicated by the fact that some laws are, frankly, unenforceable.

In police service, social attitudes are paramount. This is especially evident when requests for services in the course of any twenty-four hour period are examined. These requests reflect the perceptions of the residents, their feelings, and their demands. Many requests from more recent arrivals in the city are for services beyond the purview of police work. This problem exists in every city.

The newly evolving strategy will offer new services and take into account changes in citizens' attitudes. This new strategy will include many activities, such as neighborhood police offices, neighborhood police aides, and closer cooperation between the police and social-service agencies.

The New Haven project will, it is hoped, not only increase the effectiveness of our police-community relations but also increase the effectiveness of the entire Police Department in its efforts to preserve the peace and control crime.

As we terminate our year-long study, a new period emerges in which we must realize our goals and realize that a modern role for the police officer is essential to orderly democratic government. If the people of the city -- particularly inner-city residents -- are to govern themselves successfully, they must be able and willing to cooperate in policing their neighborhoods through their police department.

A necessary part of improved understanding between the police and inner-city residents is improved communications. We hope the neighborhood offices will develop better understanding and closer cooperation between the patrol

officer and people in his area. As the new strategy develops, the patrolman will become more involved in social service and will want to become truly professional. He will encourage people to come to him for assistance and advice. In offering assistance, advice, and understanding to those in distress, we hope we will be able to prevent possible calamity and also win friendship and cooperation for the department.

Police-community relations in New Haven will, it is hoped, result in attitudes of mutual respect and understanding growing out of honest dialogue between the police and the citizens. Good police-community relations programs will provide us with the setting for the realization of our role, which includes service to and for all the public, not just the narrow law-enforcement functions too often associated with the police. In turn, the public should develop an appreciation of how they can fulfill their responsibility to support the police in carrying out their public trust.

This presents a good opportunity for the police and citizens to develop practical programs together to meet real community needs. It also recognizes the fact that there are at least three interests involved in cooperative police-citizen relationships: the public interest, the police interest, and the interest of the individual citizen.

We have already opened two neighborhood offices. Our neighborhood police aide program is progressing. The plan is to involve a small number of young men at the beginning of the program. In July, 1967, the department established a Central Complaint Bureau. The Bureau:

- minimizes the number of policemen handling a call before action is taken;
- improves the department's response time in the field;

- provides a source document on every complaint;
- is the nucleus of a central, unified, record-keeping system which will enable the department to analyze data in terms of management decision-making; and
- most importantly, provides administrative control over police business while evaluating the performance and the needs of personnel and the overall efficiency of the department.

The foregoing are some of the highlights of the year-long OLEA project.

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The Department wishes to acknowledge the unstinting cooperation of many agencies and individuals, for which we are very grateful. We will constantly attempt to build on all of our programs -- police and citizens together.

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NARRATIVE STATEMENT

In August, 1966, Mayor Richard C. Lee and Police Chief Francis V. McManus created the post of Police-Community Relations Officer in their concern to develop an overall community-relations program, with emphasis on problems of inner-city citizens. A policeman was appointed to this position and commenced to survey police policies and activities in this regard.

This preliminary survey resulted in an application to the Office of Law Enforcement Assistance of the United States Department of Justice requesting Federal funds for a general planning study of a course of action to improve police relations within the community.

In January of 1967, the Justice Department awarded the New Haven Police Department a \$14,917 grant. The overall purpose of the grant, effective February 1, 1967, was to provide the Department with an opportunity to explore new ways of becoming involved in the community and to concentrate on how better communications and relationships could be established between the Police and neighborhood residents throughout the city.

GOALS OF THE PROJECT

1. To develop long-range strategy for better Police-Neighborhood resident communications and relations.
2. To evaluate the present training programs operated by the Department as they relate to improving Police-Community Relations.
3. To recommend new training and operational procedures to improve, at the operational level, relations between the Department and the Community.
4. To evaluate the Department's general policies in terms of their impact on neighborhood residents.
5. To investigate the possibility of creating employment opportunities within the Police Department that will improve Police-Community relations.
6. To explore how regular police activities can be coordinated with other community activities.

METHODOLOGY: The Composition of the Project Team

As the first step in the project, the Police Department created a twelve-member committee of ranking Police Officers to plan with community leaders, public and private agencies and neighborhood residents, methods of improving Police-Community Relations. The committee was also charged with the responsibility, under the grant, of submitting a final report for improved Police-Community relations.

The committee consisted of the Community Relations Officer as Project Director; an Assistant Director in charge of patrol and five other members who dealt with patrol; one member each who dealt with detective, administration, and recruiting functions; and the directors of the department's Youth Division and Training Division.

Subcommittees were established in the areas of youth, training, program development, and neighborhood relations. Each subcommittee was responsible for the careful analysis of Department programs and policies as they affect police-community relations.

Each subcommittee worked with relevant agencies and organizations outside the Police Department. The Subcommittee on Youth, for example, met with representatives of the Department of Education to discuss areas of mutual concern. One outcome has been a discussion of how the police and educators can develop a realistic, proper image of the police and proper attitudes among students toward the law and law-enforcement. Continued discussions have resulted in the development of new educational curriculum that includes police participation on a regular basis. (See Appendix B)

Members of the committee attended a total of 102 meetings for the purpose of examining and discussing programs and policies, hearing proposals and suggestions for improved community relations, and informing themselves on the

views of individuals and organizations as to deficiencies in Department policies and programs.

METHODOLOGY: The Test Area

The Department decided that any programs or activities to be tested during the planning phase would be done in the Hill and Dwight neighborhoods rather than attempt to cover the entire city.

These two neighborhoods, stretching from the southern tip of the city into its center, contain a high percentage of minority-group residents, generally with low family income, substandard housing, high unemployment, and a large number of people receiving public assistance. In addition, these neighborhoods have a high rate of law-breaking.

A hypothesis of the project was that findings derived from the intensive study of these two neighborhoods would be applicable both in (1) the five other "inner-city" neighborhoods which closely resemble the test area in their general characteristics and which, together with the test area, pose the most serious problems of police-community relations, and (2) the remainder of the city.

PROJECT PROCEDURES

As a first step, the Project Committee began working with Community Progress, Inc., New Haven's community action agency, whose primary area of concern is the seven inner-city neighborhoods. CPI staff members offered the police complete cooperation and any assistance necessary to implement the project. The Project Committee met with CPI's Hill-Dwight staff to explain the program's aims and develop a plan for neighborhood involvement.

The Project Committee contacted the Hill Executive Coordinating Board, composed of representatives of neighborhood organizations, ward aldermen, and representatives to CPI's Board of Directors, to investigate what role it could play in the planning study.

Before this contact, however, the Hill Coordinating Board had named a sub-committee to work with residents from the Dwight neighborhood and explore generally police and law-enforcement activities as they affected these areas. Subsequently, the Project Committee established a direct link with the Board sub-committee.

The Police Project Committee and the Board Subcommittee met six times. The subcommittee invited the entire Project Committee to attend a public meeting where police activities were discussed and citizens aired their grievances about the Department. The subcommittee submitted a report setting forth what it considered the grievances of citizens in the test area. The Chief of Police spoke at the public meeting in response to the report.

Project Committee members visited the community relations programs of other police departments and investigated new types of employment programs designed especially for inner-city residents. Three-men teams traveled to Newark, New Jersey, San Francisco, Los Angeles, St. Louis, and Chicago. Committee members also attended a police-community relations conference in Hartford, and one committee attended a similar conference in Newton, Mass.

Members of the Program Development Subcommittee visited the New York City Police Department to review the cadet program and a trainee program conducted under the Manpower Development and Training Act. Discussions were held with the Connecticut State Employment Service and the Division of Vocational Education of the State Department of Education as to the possibility of conducting similar programs in New Haven.

The Project Committee worked closely with a management consultant who carried out a six-month study of the Department's overall administration and policies. This relationship proved helpful to the Project Committee in its analysis of how Department procedures and policies affect police-community relations.

The Project Committee's studies and observations confirmed its initial belief that there is no single solution to improving relations with citizens. Observation of other programs where only one aspect of community relations is emphasized appeared to substantiate this. Consequently, the Project Committee investigated many areas where it was believed that new and improved police programs could have a positive impact on community relations.

A MULTI-FACETED APPROACH

The validity of a multi-faceted approach to police-community relations appeared to be borne out by several developments in the first quarter of the project:

Shortly after the project began, individual residents and organizations in the test area criticized the Department for having only police officers as members of the Project Committee. Although the Department originally saw the OLEA-sponsored program as a planning study with few, if any, action projects, comments by residents indicated that this assumption might not be correct. As a result, the Project Committee decided to develop an advisory committee which would include residents of the inner-city neighborhoods and representatives of concerned community agencies and groups. Unfortunately, the unwillingness of subcommittees to meet regularly greatly reduced the effectiveness of the advisory group.

At the public meeting on police-community relations sponsored by the Hill

Board and attended by more than 100 persons, several points were made. It was contended that patrolmen should walk rather than ride; that there were too few Negro officers; that salaries were low, and other complaints. While the Project Committee strongly felt that these points deserved high priority in discussion and planning, it was also felt that these comments came mostly from spokesmen for formal city-wide organizations and that few voices of individual citizens from the test area -- those who do not usually become involved in community affairs -- were heard at the meeting.

The Project Committee subsequently experimented with other methods for involving residents whose views were not necessarily expressed by formal organizations. Project Committee members attended neighborhood meetings (see Appendix H), talked with individuals on street corners and in pool rooms and other neighborhood gathering places, and made numerous other attempts to get the thinking of individual residents.

Appendix H (Local Meetings Attended) documents the broad extent of the project's in-person contacts with organized groups and individuals in the test area, in other inner-city neighborhoods, and in the "outer city) (i.e., non-disadvantaged) areas.

Difficulties in Reaching Neighborhood Groups and Individuals

It would be misleading, however, to suggest or imply that efforts to make direct contact with the people most intimately concerned with the project were entirely successful.

The project director corresponded with many organized citizen groups as well as individuals who had grievances with or criticisms of police operations. Unfortunately, the correspondence was often a one-way proposition. Many of the groups with which meetings were sought were too involved in other action programs

to join in a dialogue on police-community relations. Another problem was scheduling of meetings. Most groups met only once a month and were reluctant to schedule additional meetings. Many groups met on the same evenings and were, therefore, unable to join in extra and inter-neighborhood meetings.

These difficulties are cited because they are likely to arise in any city, whether large or medium-sized, where the participation of indigenous groups is a major factor in police-community relations examination and planning. Any city engaged in police-community planning must take into account the fact that other subject-areas may well take first priority among the groups which should be involved and that it may require a potent "hard sell" to direct their efforts and attention to the kinds of problems with which we are dealing.

PROGRAMS IN COOPERATION WITH OTHER AGENCIES

Notwithstanding the aforementioned difficulties, the Project Committee succeeded in achieving meaningful participation in several important inter-agency activities in the test area.

In March, 1967, the Project Committee joined a mutual-help organization known as the Hill Inter-Agency Council (HIC), composed of representatives of all the social and health agencies which serve Hill-Dwight; agencies such as Legal Assistance Association, the anti-poverty community action agency (CPI), Visiting Nurse Association, the State Welfare Department, etc. In April, HIC instituted a training program in which each agency was requested to explain its various functions and the part it plays in rendering services to Hill-Dwight residents. Basically, HIC was formed to better acquaint each agency with the duties and functions of the other agencies.

The Police Department has also played a major role in task force meetings called by the city administration, due primarily to the fact that the police are able to take a discerning perspective as it concerns area residents. It is our feeling that we have been able to act as a catalyst for inner-city agencies. For example, members of the Project Committee met with fifteen youths at the Legion Multi-Service Center on May 18, 1967, and discussed problems and future programs. The youngsters not only discussed police problems, but introduced existing problems regarding sanitation, recreation, etc. Through our conversation with these young men, ages ranging from 16 to 21, we were able to inform the proper agency -- in this case, the Parks and Recreation Department -- thus giving this department information which would enable it to correct and/or improve the areas of concern to the youngsters.

POLICE EMPLOYMENT PROGRAMS FOR INNER-CITY RESIDENTS

The Project Subcommittee on Program Development generated several ideas for employment programs which were likely to have a positive effect on community relations. After committee members saw the New York programs, they met with local representatives of the Labor Department to discuss the possibility of obtaining MDTA support for a training program especially for high school drop-outs who wanted to be and were capable of becoming good officers but did not meet the education requirements.

One employment program that was studied and adopted provided for a new type of Police Department staff member (see page 14 and Appendix C) similar to the Community Service Officer outlined in President Johnson's 1967 message on crime. It was decided to use Municipal Home Corps funds to reimburse these aides after a study of the New Careers program made it apparent that this program

did not offer a wage that would be likely to attract a sufficient number of trainees.

NEIGHBORHOOD POLICE OFFICES

As a result of a recommendation by the Project Committee, two Neighborhood Police Offices have already been established.

The offices serve areas covered by regular police officers. They provide the Department with a means of working in the neighborhood on a more intimate basis than was previously possible. They are staffed by members of the Police-Community Relations Unit, regular line personnel, neighborhood volunteers, and Neighborhood-Police Aides.

The aides are inner-city residents, working in their own neighborhoods. In addition to PCR staff, line personnel provide added staff, thus giving the Department an additional means of intra-departmental communications. We feel it is important to function in this manner because police-community relations should not be the exclusive business of specialized units but a matter that touches all aspects of police functions and police personnel.

The offices provide the Department and its personnel with a place to handle police matters on a more informal basis, and give the neighborhood a more visible Police Department. Although each is connected by communications facilities to headquarters, the offices have none of the other physical attributes of a police station. Rather, the office is a place where officers can, in addition to law-enforcement duties (including preparation of reports and other administrative duties) remain in the neighborhood while performing their tasks. In this age of centralization, the neighborhood office provides the Department with a much needed neighborhood vehicle.

Each office contains desks for the staff and a large area usable for discussions, informal gatherings, and meetings with area residents. The staff is being trained in regard to referrals to other neighborhood agencies and programs. The staff encourages informal use of the offices by neighborhood residents.

Activities include discussions, forums, and panels on safety, crime, narcotics, civil rights, community relations, first aid, and other subjects either directly or indirectly related to police work.

POLICE-COMMUNITY RELATIONS UNIT (See Appendix A)

Pursuant to a recommendation by the Project Committee, the Police Department in December, 1967, established a Police-Community Relations Unit consisting of the Police-Community Relations Officer and six other personnel. Both staff and line functions have been assigned to the Unit.

The staff is commanded by an officer who is responsible directly to the chief. The Unit assists in recruiting, training, internal affairs, and field operations. It is involved in Department planning in regard to demonstrations, disturbances, and community relations. It represents the Department in dealing with city-wide civil rights and minority-group organizations. It coordinates research into citizens' attitudes toward, or conflicts with, the police, and evaluates the Department's performance in regard to its findings.

The Unit maintains contact with neighborhood groups of all kinds and advises the chief, division commanders, and public agency directors in regard to community relations problems. In addition, the Police-Community Relations Unit provides other police units with information on neighborhood conditions. The Unit plans and implements programs to acquaint individuals and citizen groups with their responsibilities in the maintenance and preservation of law and order. The Unit

also promotes, in cooperation with existing organizations and/or agencies in the community, educational programs designed to acquaint citizens with the operations of their Police Department.

TRAINING PROGRAM (See Recommendation A)

Throughout our training program we have been cognizant of the fact that the policeman exercises broad discretionary powers in enforcing the law. One important test of a good training program is the extent to which it equips the officer to exercise his discretion wisely when confronted with actual enforcement problems.

Training programs normally prepare an officer to perform police functions mechanically, but fail to prepare him in regard to his community, the police role in the community, or the imperfections of the criminal justice system.

We feel our program prepares an officer to understand his role, his community, and its citizens. Therefore, the committee has concentrated on methods of instruction in regard to Police-Community Relations. In most training programs, the teaching staff is comprised entirely of sworn officers. The need for experienced officers to train police personnel is obvious, but many subjects can be taught by civilian specialists as well as police. Our Department has used talented instructors from other disciplines and will continue to do so.

In addition to the use of civilian instructors, the Project Committee feels there is a possibility to innovate by using different settings. For example, all of our community-relations programming takes place in the Training Academy. As an innovation we will attempt to take our personnel into inner-city areas during the training process, thus preparing our personnel to better understand the community and his role in relation to inner-city residents.

Inner-city residents will take part in the program in various ways. In addition to police lecturers and civilian specialists, inner-city residents will lecture and discuss inner-city problems. Role-playing techniques will be used in an attempt to illuminate inner-city problems more effectively.

Neighborhood Police Aides will be utilized to identify and explain attitudes, prejudices and expectations of inner-city residents.

Our goal is to assist our personnel to understand the various types of individuals with whom they will come in contact and the various neighborhoods of the city. The use of the aide may be subject to controversy but we feel if an aide has lived in a particular area of the city for some time, he should be well qualified to identify the expectations, prejudices, and attitudes of that area.

Preparation of Applicants for Police Department Positions

As a result of the intervention and concern of the Project Committee, arrangements were made with the Opportunities Industrialization Center, an adjunct of the community action program, to provide pre-examination coaching to applicants for positions in the Police Department.

OIC conducted a training and coaching program during May and June of 1967, just prior to the Police Department recruit examination. About 30 candidates took advantage of this opportunity. At the conclusion of this program, the largest number of Negro candidates in the history of the New Haven Police Department qualified for appointment as police officers.

POLICE-SCHOOL RELATIONS (See Appendix B)

The Project Committee felt strongly that improved communications with the schools and their pupils would lead to greater understanding of and cooperation with the Police Department on the part of youngsters in, or on the verge of entering, the age groups which have the greatest incidence of conflicts with the law.

Accordingly, a "short course" in the role of the Police Department was conducted in seven schools both within and outside the test area. This included one high school and grades 4 through 7 in six other schools.

The first year's experience with such an orientation effort has made possible numerous improvements which will be incorporated in the sessions to be held during the spring of 1968.

The program will include lectures, discussions, and the use of audiovisual aids. Teachers will present the material, with assistance from officers as needed. The round-table approach will be used to the greatest extent possible as part of an effort to overcome the stereotype of the policeman as a hostile and negative authority-figure.

The course is divided into the following areas: Historical Development of Police Departments, Functions of the Modern Police Department, How the Police Department Carries Out Its Functions, and Special Problems. In an effort to interest pupils in police careers at the earliest possible stage, an hour's session will be devoted to the topic, "How does one become a policeman?"

As a "textbook" for the school program, a booklet has been prepared which is adaptable to any grade level.

NEIGHBORHOOD POLICE AIDES (See Appendix C)

Also as a result of a recommendation by the Project Committee, the Police Department has authorized and is currently setting in motion a Neighborhood Police Aide program. This program is not only strengthening the Department's resources but also creating new employment opportunities for inner-city residents in the Department.

The aide is a young man between the ages of 18 to 21 years old, with the aptitude, integrity and stability necessary to perform police work. (The aide may, however, be older than 21, depending upon individual circumstances.) He works under close supervision of, and in close cooperation with, regular police personnel. He does not have full law enforcement powers or carry arms and above all, he is not limited to clerical duties. He is a uniformed member of the Police Department, performing certain prescribed duties.

He maintains close contact with juveniles in the neighborhood where he works and lives. He works primarily out of the Neighborhood Police Offices and performs service duties that law enforcement officers have little time to perform. The aide is expected to qualify as rapidly as possible for positions offered within the Department. An aide who does not meet all of the Department's qualifications, particularly physical requirements, will be referred to other city agencies and/or departments which will be urged to take advantage of his existing skills and his potential for advancement.

The physically and mentally qualified aide will be involved in ongoing police training and be eligible for special educational courses leading to a full-time position in the Police Department or in another city department.

There are no height requirements for aides. Weight is judged according to height. High school graduates are preferred, and they must be of good moral character and in good physical condition.

Aides are paid \$80 per week and receive vacations with pay, all clothing and equipment, and full pay while in training.

The Neighborhood Police Aide's role is especially challenging because of the many duties he performs. For example, aides are used as Traffic Control Aides, performing routine traffic duties. In addition, they assist traffic and other police officers in traffic investigations. Their first aid training enables them to aid victims prior to the arrival of emergency personnel.

Aides, in the future, will be involved with juveniles, especially through the Department's Youth Division. Aides will meet with referred juveniles and their families to explain why the juveniles were referred and the implications of the arrest and describe subsequent police and court procedures. Aides will also be involved in contacting pre-delinquent youngsters and encouraging constructive activities. There is a strong possibility that aides will meet with community groups and students to explain delinquent behavior and conditions causing delinquency, and attempt to involve such groups in devising ways in which they can assist in preventing delinquency.

In regard to community relations and community services, the aide will maintain contact with juvenile groups. He will, hopefully, aid them in organizing constructive activities such as athletic events and dances. Aides will assist community relations officers in communicating with informal leaders and act as liaison between such leadership and the Police Department. Aides will assist in recruitment and in-service training by identifying and explaining to recruitment and training personnel the attitudes, prejudices, and expectations

of ghetto residents.

The aide is duty-bound to identify and report conditions such as unlighted streets and uncollected rubbish. He is trained in regard to referrals to agencies concerned with social injustices.

The aide performs numerous functions which will have the effect of improving police services and improving community relations with the police.

RECOMMENDATIONS

On the basis of its studies and deliberations, the Project Committee has presented the following recommendations to the Chief of Police (and the Board of Police Commissioners.) These recommendations have not yet been implemented.

A. Training

The use of imaginative techniques in regard to training, especially in community relations.

The utilization of colleges and other groups having experts from various disciplines to cooperate with the police to develop techniques and curricula.

B. A Planning and Research Unit (See Appendix D)

This Unit would review the facilities, personnel, and procedures of our law enforcement agency and how they are affected by constantly changing patterns in police problems. This research would emphasize the need for more Departmental planning in order to effect an efficient operation.

We define planning as the process of developing methods of procedures for use in handling a specific incident or operation through careful consideration of all aspects relating to the subject in question.

Planning is essential to the successful conclusion of any serious endeavor. We would base our planning upon a continual study of needs. The Planning and Research Unit would, it is hoped, serve to bind the Department together, to implement policies underlying its aims and purposes, to direct its efforts into the proper channels, and to guide in both training and performance.

The primary responsibility of the Planning and Research Unit would be to stimulate and promote the planning process throughout the Department. It would be involved in operations at every level and in every functional unit of the Department. Command and supervisory personnel would perform planning functions as part of their leadership responsibilities. The beat officer, detective, and youth investigator would also apply planning principles to their daily assignments and contribute to the planning process of their units and the Department.

Line personnel would be involved because they are often at the heart of various problems and might see why a plan was not working effectively. It is hoped they would come up with improved procedures and new ideas in eliminating such problems.

The total resources of the Department should be utilized to insure the development of meaningful plans. The plans should reflect the experience of line officers of all ranks, the findings of the statistician, the research and thinking of methods analysts, and the advice of personnel who would activate the plans.

The progress of our Department will depend largely upon the continual development and application of new ideas and procedures by all Department members. It is our hope that continual contributions by every member of the Department will contribute to the planning process.

An Internal Affairs Unit

Realizing that the Police Department is confronted with problems of a sensitive nature, many of which have been brought about by social change, it is apparent that steps should be taken to provide better services and communications. Some of the problems in regard to rendering improved services and communications involves the achievement of a degree of control over the conduct of individual

police officers who may breach Departmental policies from time to time.

In addition, such a unit would serve in a deterrent or preventive capacity by identifying the problems that cause police misconduct.

The unit would investigate complaints and constantly examine critically all areas of police action which represent hazards to the integrity of the Department.

APPENDIX A Regulations governing Community Relations Unit

ARTICLE I

There shall be within the Department of Police Service a Community Relations Unit with as many men as the Chief will deem fit to assign to this Unit.

ARTICLE II

The Community Relations Unit shall function to:

- Section 1. Establish relations with citizens and citizens groups throughout the city.
- Section 2. Maintain open channels of communications.
- Section 3. Safeguard the accepted values and norms of the community.

ARTICLE III

The Community Relations Unit will plan and implement programs to acquaint individual citizens and citizens groups with their responsibilities in the maintenance and preservation of law and order:

- Section 1. Secure increased and greater public cooperation with the police by educating citizens in the preservation of law and order.
- Section 2. Secure increased public cooperation with the police by creating more dialogue between police and citizens.
- Section 3. Promote increased cooperation between the police and other community agencies.
- Section 4. Promote, in cooperation with existing organizations and/or agencies in the community, educational programs designed to acquaint citizens in the community with the operations of their Police Department.

ARTICLE IV

Conduct continuing survey of community and departmental needs which affect law enforcement and the maintenance of peace in the community.

- Section 1. As the needs are discovered, transmit them to the duly authorized person and/or agency for appropriate action.
- Section 2. Serve and act as liaison between representatives of the Police Department and the community.

Section 3. Serve and act as liaison between Police Department and other social agencies.

ARTICLE V

Support the highest police standards and the highest police efficiency.

Section 1. Develop community consciousness and neighborhood responsibility.

Section 2. Work toward the elimination of misunderstanding between the police department and the community.

Section 3. Develop departmental consciousness and responsibility in regard to police community relations.

APPENDIX B Proposed Outline for Grades 4-7 Unit on Police

Spring, 1968

Format: Eight one-hour sessions, including lecture, discussion, and audiovisual aids, presented by teachers, with assistance from police as needed.

- I. The Historical Development of Police Department
(one hour)
 - A. European origins
 1. Seventeenth century France: first hired police force.
 2. Early England: feared possible oppression by paid force, relied on citizens to raise the "hue and cry" and apprehend criminals.
 3. Bobbies organized in 1829 under Sir Robert Peele.
 - B. American developments
 1. Colonies used "hue and cry" system along with paid constables (urban) and sheriffs (rural) - borrowed English system.
 2. Philadelphia obtained 24 man day force and 120 night watchmen by donation from philanthropist, 1833.
 3. Boston followed suit, 1838.
 4. New York legislature established first unified day and night police system, 1844 - basically the same system in use today.
- II. Functions of the Modern Police Department
(one hour)
 - A. Crime prevention
 - B. Apprehension of law-breakers
 - C. Community service: newest function, developing in the context of complex urban society
- III. How the Police Department Carries Out Its Functions
(two hours)
 - A. Communications and Records
 - B. Detective Division
 - C. Youth Division

- D. Patrol Division
- E. Training Division
- F. Harbor Patrol
- G. Special Services (Narcotics, Gambling, Prostitution)
- H. Neighborhood Police Centers
- I. Traffic Division

IV. Special Problems

- A. Technology and the Police (one hour): how does modern technology help the policeman carry out his functions?
- B. Police Procedures (one hour): how does a policeman decide when to arrest someone?
- C. Police-Community Relations (one hour): how do policemen work to overcome tensions between them and the community?
- D. Recruitment and Training (one hour): how does one become a policeman?

APPENDIX C Regulations governing Neighborhood Police Aides

ARTICLE I

There shall be a Neighborhood Police Aide Program within the Police Department.

ARTICLE II

Requirements: Male 18 to 21 years of age. No height requirement, weight according to height. High School graduate preferred. Good moral and physical condition.

ARTICLE III

Benefits: Salary \$80 per week. Vacation with pay, all clothing plus equipment, full pay while training. Liability insurance under regular Police Department coverage.

ARTICLE IV

The Aide will be an integral part of the Police Department, working hand-in-hand with other Police personnel in fulfilling the functions of a modern law enforcement agency.

ARTICLE V

The Aide shall be under direct supervision of the Officer in charge and held accountable to such Officer at all times.

ARTICLE VI

The duties shall be those directed by the Officer in charge, at no time is power of arrest in force. Problems of any type shall be brought to the attention of the Officer in charge.

ARTICLE VII

The Aide shall receive training designed and implemented by the Training Division Commander. This training will include history, rules and regulation, Traditions of the Police Department. Also Police Department organization and administration, human behavior, community relations and interagency relations.

ARTICLE VIII

The Aide shall function as an intermediary between neighborhood residents and the Police Department and maintain close contact with juveniles and others in the neighborhood.

APPENDIX D Regulations governing Neighborhood Police Offices

ARTICLE I

There shall be established Neighborhood Police Offices in inner-city areas throughout the city.

ARTICLE II

The Neighborhood Offices shall:

- Section 1. provide the Department with a means of working in the inner-city neighborhoods on a closer basis.
- Section 2. provide the Department and inner-city residents with an office to handle Police-Community matters on a more informal basis.
- Section 3. provide the neighborhoods with a more visible Police Department.
- Section 4. provide the Department with a vehicle to further reinforce community relations in the inner-city areas.
- Section 5. provide the Community Relations Unit with a base of operations on the neighborhood level.

ARTICLE III

Director of Police-Community Relations shall:

- Section 1. be held accountable for the supervision and control of all personnel and activities.
- Section 2. coordinate Police-Community Relations activities within the office and the community.
- Section 3. attempt to solicit neighborhood interest and establish lines of communications between Neighborhood Organizations, social, public and private welfare agencies.
- Section 4. provide programs to acquaint individual citizens with their responsibilities in the maintenance and preservation of law and order.
- Section 5. consult regularly on common problems of law enforcement and public safety with the Chief, precinct commanders, precinct personnel, community groups and public (city) and private agencies.

ARTICLE IV

Patrolman (line personnel) shall:

- Section 1. establish friendly relations with the community and support the continued professionalization of the Police Department.
- Section 2. function as a receptionist and/or desk officer, and interview visitors, ascertain the problem and direct the visitors to the proper agency, department, or division.
- Section 3. maintain records and data concerning the operations of the office.

ARTICLE V

Community Relations Unit members shall:

- Section 1. operate from the Neighborhood Offices under the guidance of the Director.
- Section 2. plan and implement programs to acquaint the general public with the growing professionalization of police service.
- Section 3. coordinate Police-Community Relations activities within the office and the community.
- Section 4. establish lines of communications between neighborhood groups, social, public and private welfare agencies.
- Section 5. secure increased and greater public cooperation with the Police by educating citizens in the preservation of law and order.

ARTICLE VI

Volunteers shall:

- Section 1. be selected from the neighborhoods, public schools and colleges.
- Section 2. function under the guidance of the Police-Community Relations Unit.
- Section 3. assist in such activities as juvenile delinquency programs, special events, educational and training programs, surveys, and office work.

ARTICLE VII

- Section 1. Shall provide to visitors information and referral services.

- a. Information-location of a particular agency and/or how to get there.
- b. Referral - establish contact with an agency and make an appointment, send a report or explanation.

Section 2. Shall provide educational and training opportunities for Police personnel and area residents.

- a. Education -- programs involving inner-city residents and Police personnel. Law Enforcement enlightenment programs. Human Relations and attitude surveys.
- b. Training - Human Relations training for Police personnel in an inner-city atmosphere. Law Enforcement, Human Relations, and reference library.
- c. Study - space will be allotted to students (area youth) for study purposes.

Section 3. Shall provide space for regular Police business.

- a. Communications - connected with Police Headquarters and other city agencies.
- b. Handling of minor offenses and problems by regular Police personnel -- juvenile cases, auto accident investigations, first aid, interviews, and conferences.
- c. Report writing - officers in the area can complete written reports in office, office staff assistance available to officers.

Section 4. Shall provide space for Neighborhood Meetings.

- a. Meetings with residents will be arranged and held in the Neighborhood Police Offices.
- b. Neighborhood residents, upon request, will be permitted to use the office for a specified purpose.
- c. Public and private agencies, upon request, will be permitted to utilize the offices as a base of operation for a specified purpose.

Section 5. Keeping of records and other data.

- a. Records of activities will be recorded on a daily basis -- complaints, requests for information, referral service.
- b. Planning and research data.

APPENDIX E Regulations governing proposed Planning and Research Unit

ARTICLE I

In order to insure operational efficiency as well as maintaining various avenues of understanding and information regarding the operation and administration of the Department, the Planning and Research Unit will have on its staff representatives from the areas with which it is primarily concerned. Therefore, a minimal staff would require the following membership:

- Section 1. Director of Planning and Research will be responsible for the overall direction of the Division's operations. His duties will be exercised in close conjunction with the office of the Chief of Police and he will function in an advisory capacity to that office.
- Section 2. Member: Tactical Operations Planning will be concerned with the regular operational procedures of the Department as well as with preparation for unusual occurrences and the methods for dealing with them.
- Section 3. Member: Advance Planning and Research will be responsible for examining general principles involved in policy decisions and recommend changes in light of administrative developments and environmental influences.
- Section 4. Member: Inspection and Control will be responsible for investigating the implementation of the Division's programs and recommendations; evaluating their effectiveness; and for gathering information from within the Department which is pertinent to police operations.
- Section 5. Member: Liaison with Community Relations Unit will function as a source of up-to-date information regarding environmental demands on police operations and strategy.
- Section 6. Member: Liaison with Police Training Academy will function as a coordinator of the Academy's educational goals and the needs of the police personnel in the actual performance of their duties.
- Section 7. Member: Police Legal Advisor will provide accurate interpretation of legislation which has implications affecting police operations.

ARTICLE II

Civilian and uniformed personnel will be included on the Planning and Research Division staff in order to provide both experienced information regarding police operations as well as new insights into police problems and possible solutions. Furthermore, certain areas necessary to the proper research and development of new and appropriate policies and procedures will demand individuals who are specifically trained in those areas.

ARTICLE III

Methods and Procedures (Management and Administration) shall:

- Section 1. Determine methods to maximize the efficiency of Department administrative operations.
- Section 2. Conduct studies of existing procedures and develop new ones when appropriate.
- Section 3. Conduct studies on utilization of administrative and clerical staffs; office equipment and supplies; physical properties and vehicles.
- Section 4. Conduct surveys of organizational structure within the various bureaus and divisions, and draft organizational charts and orders.
- Section 5. Design office layouts and evaluate the need for office space.
- Section 6. Propose data processing applications.
- Section 7. Analyze proposed and enacted legislation for its administration implications.
- Section 8. Coordinate with other Municipal Departments and other community organizations.

ARTICLE IV

Tactical Operations shall:

- Section 1. Study police operations and policies to determine more effective programs.
- Section 2. Conduct research to gain insight into current police problems.
- Section 3. Develop proposals for more effective crime prevention and criminal apprehension with particular emphasis on the formulation of effective beat layout.
- Section 4. Make periodic analyses of the incidence of crime and alert the Department to significant trends. Prepare interpretations of crime statistics for the Department and the press. Stage briefing sessions on crime problems for command personnel.
- Section 5. Analyze types of crime, rates of clearance, areas of occurrence, types of offenders, and court dispositions to give personnel (command) insight into the nature of the crime problem and their effectiveness in coping with it.

- Section 6. Review inspection reports to identify problem areas and propose solutions.
- Section 7. Formulate proposals for legislation affecting police functions.
- Section 8. Prepare Department-level directives reflecting changes in legislation and the policies or procedures of other agencies.
- Section 9. Maintain and review specifications for uniforms and official personal equipment.
- Section 10. Review and prepare for staff consideration material submitted by other units or individual members which relates to police functions.
- Section 11. Criticize and recommend changes in Operations Manual.
- Section 12. Develop information and data concerning the areas of civil disturbances.

ARTICLE V

Information and Record operations shall:

- Section 1. Review and approve all requests for forms, design all forms, and establish form processing methods.
- Section 2. Develop the Department's records program and cataloging.
- Section 3. Analyze, design, and propose implementation of automated data systems.
- Section 4. Compile information on crime and traffic statistics and the workload of the Department.
- Section 5. Supply contemporary charts and maps demonstrating current characteristics of city, such as districts, crime trends, and population.

ARTICLE VI

Advance Planning and Policy Programming shall:

- Section 1. Evaluate the effectiveness of the Department in achieving its basic objectives, and determine how well these objectives are being met.
- Section 2. Develop policies by which Department objectives might be achieved most effectively.
- Section 3. Conduct long-range research projects to objectively assess future Department policy and program needs.

Section 4. Recommend appropriate budgetary preparation for future police organization.

Section 5. Research and examine environment for implications which bear on police operations such as: population composition, sociological factors, living conditions and technological developments.

APPENDIX F Regulations governing proposed Internal Affairs Unit

ARTICLE I

The Internal Affairs Unit shall be charged with investigations of complaints lodged against sworn members of the Police Department.

Section 1. Complainants will have direct access to a central complaint office.

Section 2. A uniform procedure will be available for processing of complaints.

Section 3. Impartial investigation of all complaints.

ARTICLE II

Investigation of incidents and crimes involving religious or racial issues.

ARTICLE III

Background investigation of Police Department applicants.

ARTICLE IV

Maintenance of an intelligence file.

ARTICLE V

Investigation of internal complaints when so directed by the Chief of Police.

ARTICLE VI

Special investigation of a sensitive nature within the community as required by the Chief of Police.

APPENDIX G Conferences Attended

DATE

ORGANIZATION

April 11th and 12th
Bloomfield, Conn.

Police-Community Relations Conference
sponsored by NCCJ, Hartford P.D., Conn.
Association of Chiefs of Police.

April 26th
New Haven, Conn.

Police-Community Relations Conference
sponsored by New Haven Police Dept., Conn.
Association of Chiefs of Police, Community
Action Institute.

May 13th
New Haven, Conn.

Conn. Human Relations Conference sponsored
by Conn. Commission on Civil Rights.

May 21st-27th
Michigan State University
E. Lansing, Michigan

Police-Community Relations Conference
sponsored by Michigan State and NCCJ.

June 22nd
New Haven, Conn.

Connecticut Human Relations Conference
sponsored by Conn. Commission on Civil
Rights.

APPENDIX H Local Meetings Attended

<u>DATE</u>	<u>ORGANIZATION</u>	<u>ATTENDANCE</u>
January 9	Hill Inter-Agency Council	20
January 12	W N H C (Radio/T.V.)	12
January 19	Community Service Symposium	200
January 24	W N H C	10
February 1	Yale Law School	20
February 2	4-H Club - Hill District	5
February 2	Prince School	20
February 9	W N H C	25
February 17	Zion-Lutheran Church	20
February 28	Hill Inter-Agency Council	22
March 1	Housing Status Meeting	20
March 14	W N H C	12
March 21	Hill Inter-Agency Council	11
March 23	Scranton Mothers' Club	20
March 28	Hill Inter-Agency Council	32
April 10	Admiral Street Association	15
April 17	Hill-Dwight Officers	4
April 18	Hill-Dwight Commission	10
April 20	Career Development - Lee High School	20
April 27	Youth Meeting - Legion Center	19
May 2	Community Action Citizens' Group	25
May 4	Youth Meeting - Chapel-Norton Library	12
May 10	Physical Fitness - Inter-City Agencies	20
May 17	Youth Meeting - Chapel-Norton Library	20
May 18	Hill - Inter-Agency Council	80
May 18	Youth Meeting - Legion Center	25
June 22	Youth Meeting - Legion Center	20
July 3	Hill-Dwight Commission	9
July 13	Hill-Dwight Public Meeting	100
July 15	Youth Meeting - West Hills	25
July 25	Mayor's Picnic Committee	20
July 26	Southern Connecticut State College	35
	Human Relations Class	
July 28	Urban League	20
August 3	Hill Redevelopment Office	10
August 7	Mayor's Picnic Committee	19
August 8	Hill Inter-Agency Council	23
August 10	Mayor's Picnic Committee	21
August 11	Connecticut Mental Health Center	10
August 15	Yale University (Dwight Hall Students)	17
August 17	Hill Redevelopment Office	15
August 17	NCCJ	19
August 17	Mayor's Picnic Committee	18
August 18	Hill Redevelopment Office	7
August 20	Street Gangs	x number
August 21	Street Gangs	x number

<u>DATE</u>	<u>ORGANIZATION</u>	<u>ATTENDANCE</u>
August 23	Street Gangs	x number
August 25	Street Gangs	x number
August 29	Street Gangs	x number
September 4	Newhall Organization Council	15
September 7	Newhall Organization Council	25
September 12	Hill Inter-Agency Council	19
September 14	PCR Lecture - N.H.P.D. Academy	26
September 18	Horace Day School	60
September 22	Horace Day School	57
September 25	St. John's Orientation for in-coming Priests	15
September 26	Hamden, Conn. High School PCR Discussion	50
September 27	Dixwell Legal Rights	9
October 2	Dixwell Legal Rights	13
October 3	Yale University School of Architecture	4
October 4	Urban League	10
October 4	Lee High School Neighborhood Workers Orientation Discussion	22
October 5	Newhall Organization Council	15
October 9	Community Progress, Inc. - Neighborhood Aide Discussion	5
October 10	Newhallville United Organization	50
October 17	Hill Inter-Agency Council	24
October 20	Meeting - Police Commissioners	7
October 23	Pierson College (Yale)	4
October 26	Lincoln-Bassett School	22
November 2	Conte School - Neighborhood Workers	9
November 14	Legal Assistance Association	8
November 15	Horace Day School	50
November 20	CAI - Police Conference Planning Committee	11
December 5	Hill Inter-Agency Council	28
December 6	Hill Inter-Agency Council	28
December 6	Model Cities Committee	9
December 7	Farnam Court Mothers' Club	11

EVALUATIONS

In evaluating the New Haven Project it is essential that its achievements be assessed within the framework of the present city-wide police structure. New Haven has begun, under the OLEA grant, to revitalize its police force through a reallocation of police resources. The intention is to redeploy men and eventually enlarge units in such a way as to anchor many of them in the various inner-city neighborhoods.

As an initial effort in this direction, the project has been an important success. A Police-Community Relations Unit, and even more significantly, beat policemen, are now manning and operating two Neighborhood Centers in inner-city regions. A parallel and more flexible structure is being built alongside the precinct-headquarters system. An effort is being made to stress service as the largest police function, and to distinguish between public service roles versus anti-criminal activities.

The Centers are particularly useful as physical plants which can be directly identified with this service role. They are clearly seen as neighborhood-oriented facilities. Nonetheless, they have produced some boosts in morale among the men of the New Haven Police Department. Beat policemen are beginning to look upon the service and the Centers which house them as proper for the force as well as the neighborhood. The proximity and usefulness of the Centers has likewise achieved the result that officers who previously would have reported downtown for forms, and to file reports, now can do so while remaining in the neighborhood.

By keeping greater numbers of police personnel in the inner-city neighborhood, the force has become more visible. This reduces the feeling of abandonment which many residents previously held, and has resulted in increasing numbers of productive police-community relationships. The warm ties between members of the force

and neighborhood children must be seen to be believed. The Centers have become points at which many of the neighborhood children gather, do homework, and learn first hand of the services performed by the Department.

Likewise, there is a new respect within the New Haven Police Department for the capabilities of neighborhood residents. Their efforts in the face of recent problems, and the concern of local citizens' groups, have been responsible for a growing sense of coordination to fight social ills.

At the same time, there have been great frustrations with professional consultants, who often theorize beyond the knowledge of the neighborhoods they speak of. The New Haven Police Department, therefore, is turning more openly to local people for innovative ideas and complaints which can generate needed changes. One such dialogue helped generate the idea of regional police centers, and thus helped exonerate the New Haven Police Department from charges of high-handed paternalism.

Another unique feature of this community is the presence of Yale University. Yale students have been a source of volunteer assistance to the project, but remains largely untapped. A decision to turn to the University for assistance and innovation regarding police planning may be in the offing.

Now in preparation are manuals explaining and guiding the operation of both the Neighborhood Centers and the Police Aides Program. These will help standardize the approach developed in New Haven, and assist other communities in following suit.

The potential impact of the Police Aides upon the entire force is very great. For example, their presence at the Academy during the recent training session helped to acquaint the recruits with the difficulties, and the infrequently discussed joys, of inner-city life. By training alongside regular police recruits, these aides have also built personal friendships and bridges which help overcome

the fears, biases, and uncertainties of men unfamiliar with the inner city and its needs.

There have indeed been difficulties with the New Haven project. The most easily identifiable of these has occurred within the aides program. Because they are on the line, and astride the boundaries of their youth and the wider demands of police service, the aide trainees require a great amount of personal attention. Police personnel in charge of the Aide Program have had to expend much time and energy in relating to the problems encountered by the aides. Not the least of these has been a loss of some friendships within the home neighborhoods due to suspicions that the aides have "gone over to the other side." The officers have felt a strain because of their deep involvement with the aides, but the overall result is strongly positive. By investing something of themselves in the young trainees, the officers have breached the gap of unconcern, so strongly felt by many inner-city people.

New Haven did not entirely escape the wave of disturbances which followed the assassination of Dr. Martin Luther King. However, in the stirrings which occurred in its inner-city neighborhoods, the two Neighborhood Centers were conspicuously spared bottle-throwing, window-breaking violence. This may have been due either to apathy or lack of awareness of the Centers. More optimistic readings might include the belief that the essential service functions of the Centers were recognized.

An important aspect, which cannot be over-estimated, is the effect of the personalities of key police officers. The recently appointed Chief of Police, James F. Ahern, is frequently seen on the streets of the inner city. In a recent disturbance, he walked the streets during the flare-ups and assisted line personnel in keeping peace. While the long-range effect cannot be calculated, the

personalities of several police notables have contributed greatly to the initial successes of the Community-Relations program.

Apart from the visitors' statistics, and the like, it is difficult to assess the effectiveness of the Neighborhood Centers. This is particularly true of the regions which are several blocks distant from the Centers and have benefited less from the visible police presence. The desired effect is that of confidence and trust spreading outward from the Centers like ripples on a pond. Another requisite condition is an increase in the number of Police Centers.

From an internal point of view, the program had benefits for the Police Department as well. It has helped to ease one of the problems facing any force, the draining off of competent officers for desk jobs. By anchoring units in the streets of the inner city, the New Haven Police Department has helped locate some of the desk jobs in near proximity to the areas most requiring police service. In this way, line personnel have the benefit of skilled officers right on the scene. The resulting closeness of personnel, which runs across echelons, is likewise very good for police morale.

In terms of use of the Centers for neighborhood-oriented sessions, the Community-Relations Director has deliberately followed a go-slow policy. While this means that few neighborhood group meetings have been held, the Centers have gained more ready acceptance because they have not been forcing unwanted meetings on the residents. Slowly, neighborhood people are making inquiries about using the Centers for their purposes. These have been granted, and utilization of the meeting rooms is on the increase. Recently, a group of teenagers met at the Hill Center to discuss approaching the business community about summer employment.

There has additionally been an easing of inter-agency communications, though the attendant problems are by no means ended. By making demands upon other agencies, the Centers have forced action and have increased their own legitimacy.

Many of the complainants are repeaters, people impressed with prompt assistance who have the faith to bring other matters before the staff of the Centers. This is most heartening. City agencies have, by and large, responded well to light pressure and requests from the Police Centers.

By increasing its availability to residents of the inner city, the New Haven Police Department has exploded the myth that residents of the inner-city areas do not want or seek police aid. The very social ills which blight these regions make the need for police protection, guidance and service the most acute. By responding well, the residents have encouraged the Department to pursue decentralization and flexibility.

Tangentially, the Department is coming to realize that the police car is not an unmixed blessing. The security and mobility it affords the force are paid for at the price of thoroughness of coverage, and personal contacts. While this is less of a problem in residential middle-class areas, inner-city people, whose poverty and apathy often make them feel rejected and abandoned, are only more defeated by a swift but impersonal police force. Desk officers at the Center have become popular with neighborhood people because they can be relied upon to be at their posts, are available for small talk, and are genuinely interested in the regions that they serve.

There is a compelling need for a Planning and Research Unit of the type outlined in the text of this report. It would hopefully be able to assess police techniques and technology in human terms, to calculate the effects of programs before they were put into effect. In this way, police structure could be tailored to the region which it covers, and the too long slighted inner city can receive its share of police attention. In this way, the Police Department could gain consensus support in the neighborhoods, and better working rapport with the citizenry.

There is likewise an overwhelming need for greater numbers of Negro and Puerto Rican policemen in New Haven. Indications are that inner-city residents can better establish law and order within their neighborhoods, particularly as members of integrated squads and units.

Technological research is also needed regarding physical and legal hardware. Perhaps there should be added to the police arsenal forms of non-lethal tools, and a limited arrest or detainment warrant, which would yield a mandatory cooling-off period of two hours or so, but would produce no police record and no life-stunting stigma. Very many inner-city people are hampered in later life by the rash actions of rough and tumble inner-city youth. Both forms of hardware need sorely to be refined and updated.

In summary, the New Haven project is significant and highly successful as a pathfinder. It has pointed the way from a period of police darkness to one of enlightenment. While none of the theoretical structures or implemented hardware of the OLEA grant project are panaceas, many observers do feel that the proper path has been charted away from impersonal centralization and toward deployment of the force in the areas that have been neglected. In this way, police personnel can be a social force as well as the strong right arm of the society. In this way, police service can be distinguished from the more harsh, although very necessary, anti-criminal activities. Residents can better understand the dual nature of police work, and by trusting the police as community agents come to better trust and understand them as authority figures.

If the New Haven project has, in fact, moved against a mountain with only a pick and shovel, it has at least amassed two good points. First, it has defined the mountain to be moved, committing itself to that massive task, and

second, it has begun, through the implementation phases, to design the hardware needed for the task at hand. While incoming data is still sparse, and it is early to pronounce judgment upon the project, it has clearly rechannelled the efforts and resources of the New Haven Police Department, and in this way has made a major contribution to the updating and improving of policing of inner-city neighborhoods. Most significantly, it has diverted attention from public relations and begun to concentrate on community relations. The latter is not showcase publicity, but rather a solid rapport founded upon mutual commitments to progressive change. Understood in perspective, the New Haven project appears to have been fairly successful and worthy of study and emulation by other cities facing similar difficulties. To urban renewal has been added the much needed concept of human renewal based upon self-help and community concern.

SUMMARY

It was in January of 1967 that the Justice Department awarded a grant of \$14,917 to the City of New Haven for the purpose of exploring new avenues of approach to the community by the Police Department. The grant, which became effective on February 1, 1967, was designed chiefly to stimulate innovative thinking and planning, and not primarily for implementation of programs. However, the New Haven Project Committee, deeply disturbed by the nature and extent of the problems it confronted, moved in mid-year toward immediate implementation of a variety of programs.

It should be stressed from the beginning that the New Haven programs are not designed as palliatives or as public relations stunts. The programs, both implemented and on the drawing board, are real measures to improve police-community relations, and to bring police services to areas that have long been deprived of effective police assistance.

Broadly, the goals of the New Haven project were six-fold.

To develop long range strategy for better police-neighborhood resident communications and relations.

To evaluate the present training programs operated by the Police Department as they relate to improving police-community relations.

To recommend new training and operational procedures to improve relations between the Department and the community.

To evaluate the Department's general policies in terms of their impact on neighborhood residents.

To investigate the possibilities for creating employment within the Police Department that will improve police-community relations.

To explore how regular police activities can be coordinated with other community and social service activities.

For purposes of concentrating resources, the project limited itself to two inner-city areas, the Hill and the Dwight region. These areas are marked by low family income, generally substandard housing, high unemployment, large numbers of people on public assistance, and a high percentage of minority-group residents. Further, it was felt that they typified all seven inner-city neighborhoods, and could be used as indicators of response in all seven regions.

A twelve-member project committee was selected, consisting of experienced police officers. Each of the Police Department's chief divisions was represented on the committee.

The Committee, its subcommittees, and its individual members attended professional, neighborhood, and social agency meetings. New Haven's community action agency, CPI, offered complete cooperation to the Committee, and provided information on inner-city problems. The Committee also investigated neighborhood attitudes first hand and through neighborhood groups. Three-man teams made investigation tours of various cities presently engaged in active community relations work, among them: Newark, New Jersey; San Francisco; Los Angeles; St. Louis; and Chicago.

In the verbal give-and-take which the Committee helped generate, several predominant neighborhood attitudes became apparent. It was felt that patrolmen should walk their beats, not ride in cars; that a greater number of Negro officers was needed; and that salaries were not commensurate with job demands. In its efforts to substantiate these ideas at the grass roots, the Committee was stymied. A lack of inter-agency communication was discovered, and information flow was painfully slow. In March, 1967, the Project Committee joined the

Hill Inter-Agency Council (HIC), a multi-faceted organization designed to help integrate the activities of the various member groups. The Committee began to see emerging a clear role that the Police Department had to play. The Police Department was to act as catalyst, to help bridge the gap between the city, represented through its many agencies, and the neighborhood, represented in local groups and self-help programs.

This realization is consonant with the historical view of police work. Ideally, police work is social work at its most basic level. The needy are protected from damaging forces, informed as to how they can best protect themselves, and apprised of their citizen rights and duties. Unfortunately, the explosion of technology and sky-rocketing cost of manpower have, over the years, led away from direct, personal-assistance police work. The friendly neighborhood patrolman has been depersonalized until he is the uniformed anonymity behind the wheel of the police car. The Project Committee realized that to break the cycle of declining respect for police and police functions, it had to reverse the history of depersonalization.

Independently, the New Haven Police Department and the neighborhood organizations arrived at common ground. The desire of both was to root members of the force in the inner-city areas so that they could become familiar with the people they were to serve. Furthermore, it was decided that the direct, personal-service aspect of police work should be stressed as well as less popular aspects of law enforcement. To do this, it was decided that the Police Department would establish and man neighborhood centers in the inner-city regions. It is important to realize that these centers are designed to be personal and informal, in a way that centralized precinct headquarters cannot be.

When the OLEA (Office of Law Enforcement Assistance) grant expired on February 1, 1968, the New Haven Police Department already had one such center in operation in the Hill neighborhood. A second such center subsequently opened in the Newhallville neighborhood on February 1, 1968.

The police centers enable the Department to work in the neighborhood on a more intimate basis than was previously possible. They are staffed jointly by members of the Police-Community Relations Unit (see below), regular line personnel, neighborhood volunteers, and Neighborhood Police Aides. These aides are inner-city residents at work in the areas they know best.

The use of the centers by line personnel adds a dimension of intra-department communications, exposing men not necessarily connected with the community relations unit to the neighborhood's problems, and the necessity of combating them. Further, the offices help the beat policeman remain in the area during his tour by giving the officer a convenient place to write reports and pick up necessary police forms. In this way, the need to report to the precinct is lessened. Matters can be handled on a more informal basis, and witnesses and others can be questioned and interviewed in a low-key, low-pressure environment. That is, interviewed, not interrogated. Frequently, the beat policeman must take over operation of the center, learning that community service is an important aspect of inner-city police work. Additionally, this helps residents to understand that concern with the neighborhood is a function of the entire New Haven Police Department, not just of one small unit.

This all adds up to a firm but flexible approach to neighborhood service, and results at the same time in a more visible police force. It is a myth that inner-city residents do not want or seek police presence. To the contrary, the New Haven experience indicates that residents of the inner-city actively seek

better police protection, precisely because of high crime rates and other social blights that render neighborhood residents less able to protect themselves.

It is precisely this need for increased self-protection to which the program is addressed. By this is meant protection under law. An informed citizen armed with the proper information can himself assist in neighborhood improvement.

Another prime function of the police centers, then, is information and referral, the act of helping citizens process their complaints against agencies of the city or landlords who fail in their responsibilities to their tenants. The centers are equipped with manuals that enable the officer on duty to refer the citizen to the proper city agency to lodge complaints. In certain instances, desk officers themselves contact the agency involved, and apply subtle pressure designed to assist the complainant. A follow-up call is made to determine effectiveness, and a log of all such action is kept.

In this way, results can be readily assessed. The Traffic and Parking Authority, for example, has shown consistently speedy response to requests that signs be posted and hazards cleared. In ten referral cases during January, 1968, the follow-up showed that meaningful assistance was given. In that month alone, better than 250 adults registered complaints or requested service. Eighty-six curious visitors came in to question the new approach to police presence in the neighborhood.

A small-scale, but telling, fact is the visit of about 400 children to the Hill Center, some to say hello and others to use it as a quiet place to do homework, and receive help. For some it is the first readily available quiet place to work. The Center's mixture of racial backgrounds, of uniformed and plain-clothes police, of police and civilian workers, must provide a subtle, but real example of the social values which the police project is also designed to convey.

On seven different occasions local residents brought found items to the Hill Center to have them returned to their owners. These included the bankbook of a West Hartford policeman, a check made out to a local laundry firm, a driver's license and auto registration, and several sets of keys. On four occasions missing persons were reported to the Center.

Two of the neighborhood aides are responsible for the setting up and the operation of an intramural basketball league at an area grammar school. A New Haven journalist who is an amateur pilot has taken various neighborhood youths on airplane flights, with parental permission. Last December the Center appealed to other members of the force for the donation of used toys for gifts to underprivileged children. Ninety percent of the contributions were of new toys.

It is also essential to stress that there was no fanfare attendant to the opening of the New Haven centers. To the contrary, publicity was avoided in order that the neighborhoods could adjust as easily as possible to the new service facility. To be sure, neighborhood leaders and civic groups were informed of the purposes of the centers and their potential. But even such things as the recruitment of neighborhood aides was handled in a low-key manner. The intention was that if the centers could achieve progress, they would provide their own publicity. If they achieved no genuine progress, they would deserve none. Here again, the serious intention of the program can be seen. The centers are designed as service facilities that can, by providing needed and desired public service, create better police-community relations. This is an index of real progress rather than the plastic, showcase approach, more properly termed public relations. Thus, aides were recruited within the neighborhood by placing posters in storefronts. Expensive, showcase city-wide advertising was not needed.

The centers exist as well for use by neighborhood groups and social service agencies. The New Haven Visiting Nurse Association has expressed interest in using the centers as neighborhood bases of operation. In addition, the VNA has conducted a baby clinic at the Hill Center. Classes are planned in various areas, including homemaking, child care, and protection classes designed to help neighborhood people make their homes burglarproof. This is inspired, in part, by a crime pattern shift from storefront burglary to housebreaks. While the Police Department does not intend to dictate programs to the neighborhood, various agencies have been invited to use the premises for lectures, discussions, and programs that they may create.

The centers are excellent distribution points for the literature of various groups, services, and government agencies. At present, driver's manuals, accident reports, and police recruitment application forms are available. Even in these early days the centers are becoming informal contact points for employers seeking to fill job opportunities. The cooperation between agencies is illustrated by the fact that the Hill Center's staff is augmented by a secretary who is on the payroll of CPI and is receiving her field training through work in the Center.

The New Haven Police Department has traditionally tried to help shape impressions of the force at their time of creation. Members of the New Haven Project Committee explored existing patterns of studying police work in the local grade schools. They decided that assembly and lecture programs must be avoided. In this the police officer becomes another authority figure and a target for animosity. The New Haven Police Department had far greater success approaching grade schoolers through informal round-table discussion of policemen, their work and the services they provide. Like the neighborhood centers, this new approach

stresses the humaneness and helpfulness of police rather than their aloofness and their muscle.

Perhaps the most dramatically innovative aspect of the New Haven project is the Neighborhood Aides Program. This program has the dual objective of strengthening the Police Department resources and also creating new employment opportunities for inner-city residents. The aides, young men between the ages of 18-21, are recruited from the inner-city neighborhoods in which they live and with which they are familiar. These men have the aptitude, integrity and stability necessary to perform police work. Additionally, they "know the game of the streets" and have personal contacts which are at once useful and painful in their new roles. Initially, they will face slow acceptance both in their own neighborhoods and among some members of the regular force. Their difficult task is to help infuse knowledge of the police into the community, and vice versa. These men have undergone training by the New Haven Police Department. Upon completion of training they were issued distinctive uniforms, and are working under close supervision of regular police personnel. They do not have full law-enforcement powers, or carry arms. Above all, the aides are not limited to clerical duties. Working out of the neighborhood centers, the aides maintain close contact with juveniles. They also perform service duties that line personnel have little time to perform.

While the position of the police aide is a full-time, permanent position, it is hoped that many aides will rapidly qualify for positions as regular line personnel. Unlike many job opportunities available to inner-city residents, that of the police aide is neither short-term nor dead-end employment. All qualified aides will be involved in ongoing police training and eligible for special courses leading to line positions with the New Haven Police Department.

The requirements for aides are deliberately flexible. High school graduates are preferred, and there are high standards of moral character and physical condition. Aides receive a salary of \$80 per week, vacations with pay, all clothing and equipment, and full pay while in training. Training is being conducted at the New Haven Police Academy and at other points that the instructors select. Training is alongside regular police recruits, except in a small number of cases.

Among the duties performed by the graduated neighborhood aides is the position of Traffic Control Aide. The aides are also familiar in the rudiments of first aid so that they are equipped to go to the aid of accident victims, etc. This training, naturally, is an assistance to the neighborhood in emergency situations.

Involvement with neighborhood juveniles will be under the guidance of the Department's Youth Division. Aides will meet with arrested youths who have been referred to Juvenile Court. They will also meet with the parents to explain the consequences of police and court actions. Primarily, though, it is hoped that the aides will establish contacts with pre-delinquent youngsters to encourage constructive activities. Also, it is hoped that the aides will be a link to neighborhood groups and act to encourage programs aimed at preventing delinquency. As informal neighborhood leaders, the aides will hopefully be able to productively relate their neighborhoods to the wider city which is served by the Police Department. The aides will likewise assist in recruitment, aid in the training of recruits, and act as resource persons in matters of prejudice, inner-city attitudes, and inner-city expectations.

With training in referral, the aides can also be expected to assist their neighborhoods in lodging complaints with various agencies in the campaign for more equitable treatment and better service. The present force of six aides has brought a wide array of talent to the New Haven Police Department. One aide, a

Puerto Rican ex-serviceman, is particularly helpful because of his fluency in both English and Spanish. Another is a good typist and capable in clerical matters. A third is particularly learned in the ways of the street, and well known by youth throughout the community. His direct personal knowledge can help to key the centers and the force on problems of neighborhood youth and needed police services. Still another aide, aged 26, is a skilled artist. His talents can be utilized for the preparation of pictures of suspects and the like. It should be noted that without the flexibility of the age requirement, the New Haven Police Department would not be able to have the services of this talented young man. But through this program talented young men who have commitments to an improved life for themselves and their neighborhoods are being put into positions where they can directly affect the future of their community, and the role that the police will play.

From a logistical standpoint, the New Haven project can be feasibly adapted to other communities. The staff specifically assigned to the two centers is drawn from within the six-man Police-Community Relations Unit (PCRU). Two men are thus able to keep a center open 16 hours per day. The shifts run from 8 a.m. to 4 p.m., and from 4 to 12 at night. In this manner, six men can operate both offices without missing any scheduled days off, and with greater flexibility of scheduling than larger units can permit.

The centers are linked directly to precinct headquarters via telephone, and through the precincts to city-wide headquarters. Office layout provides for a uniformed desk officer to be located closest to the entrance to the center. Supportive staff, beat policemen and volunteers are all located at desks within the same office. Additional rooms are available for consultation, community programs, and conferences. In physical appointments, variety of staff, and multiplicity of

functions, the centers clearly set a psychological tone far different from that of the "police station." Its relaxed atmosphere is not luxury; it is essential to successful completion of its tasks. It is expected that the open hours will be extended with the onset of warmer weather and more street-oriented patterns within the two neighborhoods served. This will undoubtedly lead to an expansion of the PCRU, but hopefully will not stifle its great flexibility.

Several recent occurrences have buoyed the efforts of the PCRU. Several men's clubs have recently invested in the future by donating trophies to the police aide-sponsored basketball league. The support has been bi-racial and highly enthusiastic. In addition, New Haven Mayor Richard C. Lee expressed his support for additional inner-city police centers in his State of the City address. It appears that there is growing support for the objectives of the New Haven project within the structure of the New Haven Police Department and within the neighborhoods it serves.

It is not the intention of this brief summary to suggest that problems are falling away before the onset of the New Haven project. The project has been in its implementation stage less than half a year, and the feedback to date has been limited. The going is tough and opposition can be found both inside the community and inside the police force. But this is to be expected. Police-community relations means building a bridge between the force and the neighborhood. To touch at all, both sides must bend and stretch. This is no simple task, but the promise of progress is there.