

OLEA-055

PORTLAND STATE COLLEGE
P. O. BOX 751 • PORTLAND, OREGON 97207 • 226-7271
DIVISION OF SOCIAL SCIENCE • DEPARTMENT OF LAW ENFORCEMENT

August 29, 1968

Mr. Courtney A. Evans
Special Assistant to the
Attorney General
Office of Law Enforcement
Assistance
U. S. Department of Justice
Washington, D. C. 20530

Dear Mr. Evans:

Enclosed please find 25 copies of the final report of Office of Law Enforcement Assistance Project No. 055. This report has been prepared by Professor Donald E. Clark, Associate Director of the Program and Assistant Professor of Law Enforcement.

I have asked our Business Office to prepare the final financial reports, which you may expect within the next few days.

Sincerely yours,



Kenneth R. Gervais
Interim Director
Law Enforcement Programs

KRG/lb

Encl.

01426

INTRODUCTION

The Law Enforcement Program at Portland State College is part of the Urban Studies Center. This relationship is an important one, as it places law enforcement within the entire spectrum of urban problems, institutions, and services. The Urban Studies Center and its purpose is described as:

Portland State College's Urban Studies Center is unique among college programs in the nation, for it draws upon the resources of five metropolitan colleges to help solve community problems. The participating institutions - Lewis and Clark, Marylhurst, Portland State, Reed and the University of Portland - are united in their common effort to answer current community problems in the greater Portland area.

Initial endeavor of the Urban Studies Center has been to develop a vigorous working communication between the five colleges and the myriad of community organizations which are in need of the Center's professional assistance. To strengthen this working liaison, the Center operates on a firm commitment to make each program as effective as possible and to avoid duplication of effort.

The Law Enforcement Program operates within this framework and therefore is aimed at the community.

The program is comprehensive in that it serves the needs of those now actively engaged in law enforcement as well as those who wish to enter the law enforcement field; it also provides a basic introduction to law enforcement for anyone interested in the broad, related areas of social service.

The thrust of the present program is aimed in three directions:

First is the undergraduate program designed to offer a liberal arts education leading to a bachelor's degree in Political Science, Psychology, or Sociology, with a heavy concentration in the behavioral sciences. Twenty-one hours of police courses are also included. Successful completion of the police courses leads to a certificate in law enforcement.

The second area of the program consists of ongoing research in such fields as police management, police and the community, and police training. Among the aims of this phase of the program are the development of training resources; demonstrations of the value and limitations of community analysis for effective law enforcement; and provision of information relevant to reinforcement and improvement of present law enforcement policy, procedures and training.

The third part of the program is in the area of continuing education. The Portland Center for Continuing Education, under the State System of Higher Education, has offered a series of noncredit courses designed for specific areas of law enforcement. A major virtue of the noncredit program is its versatility.

In addition to these main thrusts, the Center has acted to advise and consult with a variety of agencies, commissions, committees and individuals, both governmental and civic, on matters of concern to law enforcement officials and the community.

It is felt that the Law Enforcement Program has had considerable impact on Law Enforcement, Criminal Justice and Corrections in this area. The undergraduate program is in full operation and a series of institutes have been offered, three research projects have been completed and consultive

resources have been utilized. Each of these areas will be examined in some detail in the following pages.

CHAPTER I: THE UNDERGRADUATE PROGRAM

Law Enforcement

The purpose of the Law Enforcement Certificate program is to provide a professional education for students preparing to undertake careers in public service which are identified with law enforcement.

A candidate for the certificate will be required to satisfy all college requirements for a baccalaureate degree, departmental requirements for a major in Sociology, Psychology, or Political Science, and the requirements established for the Certificate in Law Enforcement.

The program of required and elective courses drawn from academic disciplines is intended to afford a broad general education specifically designed to contribute to preparation for a career in police administration and law enforcement and at the same time to satisfy liberal arts requirements for a baccalaureate degree.

Certificate Program in Law Enforcement

A. Completion of all requirements for graduation with a B.S. degree and a major in Sociology, Psychology, or Political Science.

B. Completion of the following courses:

History 201-202. History of the United States 6 hours

Twenty-one hours in Law Enforcement chosen from the following:

LE 111. Police and Society 3 hours

LE 112. Organization and Administration of Law Enforcement Agencies 3 "

LE 113.	The Prevention of Crime	3 hours
LE 302.	Police-Community Relations	3 "
LE 303.	Penology	3 "
LE 304.	Police Administration	3 "
LE 401.	Research	3 "
LE 405.	Reading and Conference	3 "
LE 407.	Seminar	3 "
LE 444.	Criminal Responsibility, Crimes and Investigation	3 "
LE 445.	Criminal Justice	3 "
LE 446.	Law Enforcement and the Courts	3 "

Eighteen hours in Political Science chosen from the following:

PS 201, 202, 203.	American Government	9 hours
PS 411, 412, 413.	Public Administration	9 "
PS 461, 462, 463.	Problems of State, Urban and Metropolitan Government and Politics	9 "

Eighteen hours in Psychology chosen from the following:

Psy 201, 202.	General Psychology	6 hours
Psy 203. General Psychology or Psy 311. Human Development		3 "
Psy 319.	Psychology of Adjustment	3 "
Psy 434.	Abnormal Psychology	3 "
Psychology Electives		3 "

Eighteen hours in Sociology:

Soc 204.	General Sociology	6 hours
Soc 337.	Minority Groups	3 "

Soc 370. Sociology of Deviancy	3 hours
Soc 416, 417. Criminology and Delinquency	6 "
Speech 111, 112, 113. Fundamentals of Speech	9 "

Courses

LE 111. Police and Society.
3 hours

A study of the purpose, function, and brief history of the agencies dealing with the administration of justice. Survey of requirements for entering police service. Origin and evolution of law enforcement agencies. Discussion of crime; the criminal, traffic, and vice as social and police problems; functions of the courts; prosecuting and defense attorneys; correctional and penal institutions; probation and parole; American and foreign police systems.

LE 112. Organization and Administration of Law Enforcement Agencies.
3 hours

Application of the principles of organization and administration of law enforcement agencies at the federal, state, and municipal levels.

LE 113. The Prevention of Crime.
3 hours

A study of the concept of "before the fact" policing, a survey of possible community action designed to remove the conditions necessary for crime, and an investigation of the alternatives for the elimination of other public safety hazards. An examination of the public's role in the law enforcement process.

LE 302. Police-Community Relations.

3 hours

Place of the policeman in his community; community organization; relationships with individual citizens, civic clubs, business and professional groups; public relations for the policeman.

LE 303. Penology.

3 hours

Variations in societal reactions to crime; evaluation of the correctional agencies in the United States and their relationship to the American value system.

LE 304. Police Administration.

3 hours

Analysis of responsibilities and duties of police administrators. Application of administrative principles to problems of patrol, investigation, traffic control, crime prevention, organization, personnel practices and training.

LE 401. Research.

Hours to be arranged. Consent of instructor.

LE 405. Reading and Conference.

Hours to be arranged. Consent of instructor.

LE 407. Seminar.

Hours to be arranged. Consent of instructor.

LE 444. Criminal Responsibility, Crimes and Investigation.

3 hours

Legal standards of criminality: willfulness, community protection, entrapment, criminal insanity. Classes of crimes and prin-

ciples of investigation appropriate to each.

LE 445. Criminal Justice: Rules of Evidence.
3 hours

The judicial structure; the path of a criminal case through the judicial system from arrest through appeal; major emphasis on rules of evidence as they pertain to an officer's investigation and testimony.

LE 446. Law Enforcement and the Courts.
3 hours

Arrest, search and seizure, admissions and confessions, eavesdropping and other constitutionally controlled police activity. Emphasis on current constitutional court opinions.

Several Seminars (LE 407) have been offered with good acceptance. The flexibility of these seminars allows the program to offer those subjects of current special interest. Seminars have been offered in the following areas.

Summer 1967 - LE 407. Police and Urban Crisis
Fall 1967 - LE 407. Miranda Today
Winter 1968 - LE 407. The Constitution and Investigation
Spring 1968 - LE 407. Special Problems in Corrections
Spring 1968 - LE 407. The Changing Courts
Summer 1968 - LE 407. Contemporary Police Problems
Summer 1968 - LE 407. Human Relations in the Law Enforcement Context

The undergraduate program is open to students from other majors and has attracted large numbers who have taken the courses as electives. This exposure to the issues involved in law enforcement and the administration of justice gained by persons who will engage in other callings is desirable and hopefully will promote the application of the knowledge obtained in both their professional and personal lives.

It is difficult to estimate the number of students who consider themselves law enforcement certificate students. Students declare for majors in Sociology, Psychology, and Political Science, and often do not apply for the certificate until near graduation. About fifty students are currently being advised by the Law Enforcement Program staff. Students enrolled in the classes have varied backgrounds and academic standing. Some are part-time students and full-time policemen, others are graduate students in Education and still others are undergraduate students in the various majors. Class size varies from small seminar groups of five to large lecture classes, in the lower division courses of up to one hundred fifty students.

At present, the only full-time faculty member teaching the courses is the Associate Director and Assistant Professor of Law Enforcement. He is joined by an outstanding part-time faculty recruited from the profession in the Portland area. A Portland Police Sergeant has taught sections in Crime Prevention, as has a Multnomah County Deputy Sheriff. The law courses are taught by deputy district attorneys with outstanding backgrounds and the correctional courses are taught by the Multnomah County Senior Jail Counselor, a clinical psychologist. An excellent lieutenant in the Multnomah County Sheriff's Office has taught a course in Police Administration. All of these

persons are prepared academically, as well as by experience, to teach the material offered. The summer program being offered in 1968, is being conducted by an outstanding criminologist from Long Beach State College, Dr. A.C. Germann. The full-time teaching staff of the program will be doubled as of September, 1968, with the employment of the Director.

Police agencies from around the country continue to seek graduates of the Portland State College Law Enforcement Program. As the number of graduates increases and they begin to fill positions of responsibility in law enforcement agencies, it is thought that the application of concepts learned will have a significant impact.

While original thinking precluded the establishment of a major in Law Enforcement, in favor of the certificate program, increased interest in a major by the agencies and students is causing the position to be reassessed. There is some interest in the establishment of a broad major in, possibly, "The Processes of Criminal Justice." Such an undergraduate program might be aimed toward a general liberal arts education for those desiring careers or graduate training in Law Enforcement, Law, Court Administration, Crime Prevention, Corrections, and allied fields. There is also interest in establishing graduate degree programs.

CHAPTER II: RESEARCH

Several research projects were completed by the Portland State College staff. A management analysis of the Portland Police Bureau was conducted by the Portland State College School of Business. Research on attitudes of police officers within the Portland Police Bureau was carried on by Dr. Kenneth R. Gervais, Acting Director of the Law Enforcement Program. Dr. Gervais also supervised the research on Community Analysis. These projects are summarized in the following sections.

MANAGEMENT ANALYSIS

This is a report of the management audit of the Portland Police Bureau which was conducted under a grant from the U.S. Department of Justice. The grant is intended to provide for a demonstration project for a comprehensive program in law enforcement. The Management Analysis was the first phase of the broader project involving, among other things, research into community relations and the development of training courses embodying work in deficient areas as determined by the research findings.

Purpose of a Management Analysis

The objective of the Management Analysis was the development of training courses in management areas where deficiencies were found to exist in the Bureau. The evaluation was intended to provide information to aid in improving management performance. It was not intended to determine responsibility for unsatisfactory performance.

Problems and Needs of the Audit Identified

A number of problems faced the audit phase of this project. A management audit required information about three variables: (1) the resources of the organization, both material and human; (2) the management practices utilized to coordinate these resources; and (3) the results, both from the organizational perspective and the human perspective.

Management analysis by any outside agency would be handicapped, at least in a sense, by lack of first-hand knowledge about the operation of a police bureau and its management. The development of full and accurate information would be largely dependent upon gaining the confidence of the

officers involved. Free disclosure would probably be restricted to the degree that the officer felt that the information obtained would be publicly or organizationally identified with a particular officer's responsibility.

Conservation of time and manpower was of the essence. Approximately three months was allowed for gathering information and reporting the Management Analysis.

Management Defined

Management type work, broadly defined, would embrace much more than this project intended. From one perspective, management embraces the who, where, when, how, and what of all bureau activities necessary to achieve its mission. From another perspective, management work involves channeling the efforts, energies, and capabilities of all human and material resources of the organization to achieve its goals. A third perspective would view management as involving such activities as planning, organizing, staffing, directing, and controlling the human and material resources. Finally, management work could be restrictively defined as entailing the responsibility of channeling human and material resources toward goal accomplishment only to the extent that the organization possesses the power, authority, and/or influence to do so.

In order to define the scope of the audit more precisely, management was redefined by a series of limitations.

- (1) The management audit was made more specific by directing the inquiry toward the general question, "What can be done to improve performance, given the Bureau's current material and human resources?"

This restriction had the effect of narrowing the emphasis of the audit to areas in which the Police Bureau had a degree of discretion.

(2) The technical phases of police work were excluded from the audit. This had the effect of removing from the audit answers to the "how," "where," "when," "what" of the technical phases of police work, while retaining the administrative aspects.

(3) The management of the physical (material) resources of the Bureau were excluded as a subject matter of primary emphasis. This had the effect of excluding such areas as purchasing, accounting, maintenance, and engineering, insofar as the technical aspects of such business functions were concerned. The one common element retained was the management of the human resource. This was to be the primary emphasis of the management audit.

Figure One illustrates the variables of a management analysis and pinpoints the areas of emphasis for this project. Variable I represents the resources of the organization. Identification of the human resources was emphasized, the material resources de-emphasized. The de-emphasis was by intent since the Bureau has few discretionary rights in that area. Variable II represents management practices in coordinating these resources for the accomplishment of their mission. Practices relating to the human resources were emphasized; the practices relating to the technical phases of police work and the practices relating to technical phases of its business functions were de-emphasized. The technical phases of arresting, disarming, policing, etc., were clearly beyond the scope of a management analysis while the

technical phases of accounting, maintenance, etc., were concerned with the material resources of the Bureau and excluded by intent.

Variable III relates to the results or the performance of the Bureau. Since an acceptable quantifiable standard does not exist to measure the overall effectiveness of police work, organizational results were excluded. The performance of individual officers thus became the prime area for emphasis. This performance was measured by the outward public manifestation, and by the inward attitudes, feelings, and opinions concerning their supervisors, their work, and the peripheral aspects of their jobs.

Figure 1

Variables Studied in Analyzing Organizational Performance

VARIABLES	TYPES	FOR MANAGEMENT ANALYSIS
Organizational I Resources	Human Resources	Primary
	Material Resources	Secondary
Management II Practices	Relating to	
	Material Things	Secondary
	Human Resources	Primary
Results III	Relating to	
	Organizational Purpose	Secondary
	Human Resources	Primary

Specific Methodology

Information about Bureau resources, management practices, and results were secured through the media of questionnaires, interviews, and specific requests for reports about such resources, practices, and results.

Questionnaire

A questionnaire was designed to secure information from members of the Bureau about their attitudes and feelings concerning various aspects of their job. In Part I, members of the Police Bureau were asked to evaluate their immediate superior officer on eleven traits. These traits were designated as:

- (1) sensitivity to the feelings of subordinates
- (2) tolerance and manner in dealing with mistakes
- (3) attitude toward new ideas and ways of doing things
- (4) ease with which one can talk to him (even when he is under pressure)
- (5) giving of credit for good performance
- (6) as a listener
- (7) his expectations for high level performance
- (8) clarity of instructions given
- (9) keeping you informed
- (10) technical competence*

The traits were not further identified by intent. Each member was asked to rate his superior as either "outstanding," "fairly good," "rather

*Trait ten, "technical competence," was ultimately eliminated from the analysis as many respondents equated it with managerial competence.

poor," or "definitely deficient." Immediately following the rating, the officer was requested to indicate why he gave that rating, whether high or low. By use of this format the widest possible latitude was given to each officer in responding to each trait. The respondent's conception of the trait, furthermore, was not limited to the preconceptions of the analyst. In this way, both a wider range and, perhaps, more accurate responses were possible.

Four ratings were provided instead of the conventional five. A fair or average rating was not provided. By forcing the choice between "fairly good" and "rather poor," the respondent was given the responsibility of deciding whether his supervisor tended toward the good or the poor.

The respondent was asked to identify his superior only by his approximate age bracket (under 30, 30-39, 40-49, or 50-64), his branch (uniform, investigation, or services), and rank (captain, lieutenant, or sergeant). In this way, the variables of age, branch, and rank could be separately analyzed.

In Part II, officers were requested to rate certain peripheral aspects of their job other than their supervisor or the job itself. The parts of the job rated were pay, relations with fellow employees, security, plant and equipment, and uniforms. Pay, security, plant and equipment, and, to some extent, uniforms, were factors beyond the immediate control of management. Their inclusion was designed to provide important information concerning the reaction of officers to the total job. In each instance, the respondent was directed to give his reasons for rating the factor in the way he did.

Part III of the questionnaire is related to characteristics of the