

LOCAL POLICE DEPART-  
MENT-SCHOOL SYSTEM  
INTERACTION . . . .

H. Milander, 1967

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LOCAL POLICE DEPARTMENT-SCHOOL  
SYSTEM INTERACTION AND COOPERATION

HENRY MARTIN MILANDER

A Dissertation Submitted in Partial  
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for the Degree of  
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1967

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H. M. M.

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## CHAPTER I

### INTRODUCTION

#### The Problem

Orlando W. Wilson, presently Superintendent of Police in Chicago, Illinois, states that, "the raison d'etre of any police department is service--service to the individual and to the general public as well as to the public's representative agencies."<sup>1</sup> The school system is one such representative agency of the public. Richard O. Carlson and others state that, "the most significant quality of the school as a formal organization . . . is that it is a service organization" providing service to the individual, the community, and society.<sup>2</sup>

For many years local police departments and school systems have had working relationships. These relationships were inevitable since both of these service agencies serve the same publics and have some overlapping concerns for these publics. The degree of interaction and cooperation has varied with the size of the school system, size of the local police force, size of the geographical area involved, and/or individuals involved.

The type of interaction and cooperation in the past, and in the present, has shown considerable variation. As shown by articles,

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<sup>1</sup>Orlando W. Wilson, Police Administration, p. 25.

<sup>2</sup>Richard O. Carlson and others, Change Processes in the Public Schools, p. 47.

pamphlets, and books, the areas of greatest concern of police-school relationships are juvenile delinquency and school safety programs. Other areas of police-school interaction and cooperation are generally heard about via word of mouth. Little has been written about police-school relationships outside of the two areas mentioned above. In view of this lack of an all encompassing record of police-school relationships, a study is needed of local police department-school system interaction and cooperation.

#### Statement of Purpose

The purposes of this study are the following:

1. To analyze and evaluate local police department-school system interaction and cooperation in the charter districts of Illinois. More specifically, a study of the extent of police-school relationships was undertaken in the following areas:
  - a. communication patterns
  - b. policies and agreements
  - c. juvenile delinquency detection, prevention, and control
  - d. intra-school problems
  - e. in-school interviews
  - f. in-school apprehensions
  - g. student/adult problems
  - h. truancy
  - i. crowd control at school functions
  - j. money transportation

- k. safety education programs
  - l. school records
  - m. school activities
  - n. traffic control
  - o. classroom situations
  - p. adult crossing guards
  - q. patrolling school property
  - r. school safety patrols
  - s. police presentations to parents and/or school personnel
  - t. school bus drivers
  - u. opening day provisions
  - v. student observer or student tour programs
  - w. authority and/or legal responsibility overlap
  - x. information and aid requests.
2. To propose a set of guidelines which both the local police department and school system could use in their relationships with each other.

#### Need for the Study

The need for a comprehensive study of local police department-school system interaction and cooperation has its basis in a noticeable lack of information on many aspects of the subject in the literature. This fact was verified by contact with local police and school personnel and by correspondence with editorial committees of police and school journals, police and school personnel in various locations throughout the United States, state departments

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of education, various state, national, and international police and school organizations, college and university departments of police science and administration, and others. In addition, pamphlets, periodical reprints, and other miscellaneous literature were received from these sources which point up the need for this study.

In response to correspondence seeking information about the matter, many letters were received which pointed out the need for a comprehensive study of local police department-school system interaction and cooperation. Examples of excerpts from letters to the author attest to this need.

- a. Congratulations on the selection of your subject. I have felt for quite some time that more accent should be placed on this particular association.<sup>3</sup>
- b. Needless to say, there is much to be done to help both the schools and the police department on the valuable ways of working together. A study in this area is very much desired and needed.
- c. You couldn't have picked a better subject for research. The dissertation topic you chose is in need of a comprehensive study.<sup>4</sup>
- d. We do not have any publications or research relating to the topic of your dissertation. This topic needs researching and we in the Research Division were happy to hear that someone is tackling a study in this area.<sup>5</sup>

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<sup>3</sup>Everett F. Holladay, Chief of Police, Monterey Park Police Department, Monterey Park, California, letter to author, December 1, 1965.

<sup>4</sup>Vivian Weedon, Staff Representative, National Safety Council, Chicago, Illinois, letter to author, November 15, 1965.

<sup>5</sup>Benton L. Becker, Supervisor, International Association of Chiefs of Police, Inc., Washington, D. C., letter to author, December 1, 1965.

<sup>6</sup>Hazel Davis, Director, Research Division, National Education Association, Washington, D. C., letter to author, November 24, 1965.

- e. I was Chief of Police here for 30 years, and simultaneously President, Board of Education, and I cannot recall that there is any literature or other printed material on the subject of your doctoral dissertation. There is, of course, a close cooperation on matters of mutual interest, but a school area, generally speaking, is pretty much a fiefdom for the school administrator. Nevertheless, the Association sees a need for closer cooperation and a study such as you plan to undertake.
- f. It is an important subject. There is no question that a study of this type is needed.
- g. To the best of my knowledge this subject has never been discussed or recorded generally. Specific areas of conflict or where cooperation is needed have usually been handled on a local level with little information leaving the community. To say the least, you have picked a topic that needs to be written on.

#### Sources of Data

The sources of data in this study are fourfold: (1) personal structured and unstructured interviews with school and police personnel in Bloomington, Decatur, and Springfield, Illinois; (2) questionnaire replies from superintendents of schools and chiefs of police in the remainder of the charter districts in Illinois; (3) police and school journals, pamphlets, books, and other miscellaneous publications; and (4) letters and miscellaneous literature received from state departments of education, state, national,

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<sup>7</sup>Jacob J. Novak, Executive Secretary-Treasurer, Illinois Association of Chiefs of Police, Inc., North Chicago, Illinois, letter to author, November 26, 1965.

<sup>8</sup>Willis H. Umberger, Chief, Bureau of Federal-State-Local Relations, State Department of Education, Hartford, Connecticut, letter to author, January 12, 1966.

<sup>9</sup>A. M. Andrews, Director, Police Training Institute, University of Illinois, Champaign, Illinois, letter to author, November 19, 1965.

and international organizations, college and university departments of police science and administration, and others.

#### Limitations of the Study

Data for this study were secured from the 14 charter districts of Illinois and the police departments in municipalities which have, or very nearly have, coterminous boundaries with them. The types of local police department-school system interaction and cooperation to be reported may, or may not, be the same as the types between all police departments and school systems. However, guidelines and recommendations resulting from the study may be equally as applicable to most local police departments and local school districts in Illinois and the remainder of the United States as to the cities and school districts studied.

The study is further limited by (1) the opinions\* of the police and school personnel who were contacted to supply information for this study and (2) the exclusion of information from nonpublic schools, other types of school districts, and law enforcement agencies other than local police departments.

#### Definition of Terms Used

##### Local Police Department

The local police department is that organized civil force which enforces laws, maintains order, and attempts to regulate the health, safety, and morals of its constituents. The local police department has its law enforcement responsibilities within a certain limited district, such as within the limits of a municipality. For

this study, this definition does not include the sheriff's department, state police, or other such law enforcement agencies.

Local School System

The local school system is that organized district which has been granted autonomy and powers by the state to make many of its own decisions and administer its own school(s). The local school system has legally established geographical boundaries, such as boundaries that are coterminous with municipal boundaries. In this study, this definition does not include private schools, parochial schools, or schools directly controlled by the state.

Charter District

The charter district is a specially organized local school district. Charters were specially designed for, and granted by the legislature to each charter district. This type of district is no longer being created by the Illinois legislature. Fourteen local school districts are presently operating under charters in widely scattered areas in the northern half of Illinois.

Interaction

Local police department-school system interaction is that mutual or reciprocal action or influence one individual or organization has with or upon the other.

Cooperation

Local police department-school system cooperation is that joint operation or action for particular purposes or ends which both parties have agreed upon.

Plan of Procedure

Local police department-school system interaction and cooperation in 10 of the 14 charter districts in Illinois was studied by means of direct mailed questionnaire. These districts include:

- a. Joliet Charter District 86
- b. Lake Forest Charter District 67
- c. Waukegan Charter District 61
- d. Princeton Charter District 500
- e. Canton Charter District 66
- f. Kankakee Charter District 111
- g. Paris Charter District 95
- h. Peoria Charter District 150
- i. Rockford Charter District 205
- j. Rock Island Charter District 41

Three elementary, one high school, and six unit (kindergarten through grade 12) types of organization are included in these 10 districts. These 10 charter districts were chosen because (1) school system boundaries and municipal boundaries are, or very nearly are, coterminous and (2) one school system and one local police department will be involved in each district.

Although most school districts in Illinois and elsewhere have more than one or no local police department within their boundaries, the fact that one school system and one police department are involved is crucial in this study. Utilizing charter

districts in this study simplified the process of gathering information on police-school relationships. By means of mailed open and closed form questionnaires, both the superintendent of schools and chief of police in each of these 11 charter districts were contacted. The replies to these questionnaires served as a basis for the development of the guidelines and interview procedures which follow.

Local police department-school system interaction and cooperation was analyzed intensively and in depth, described, compared, and evaluated in three charter districts in Illinois not studied through questionnaires. These districts include Bloomington Charter District 87, Decatur Charter District 61, and Springfield Charter District 186. These charter districts were chosen because (1) they were available for study, (2) grades kindergarten through 12 are administered from one central office, (3) the school system boundaries and municipal boundaries are, or very nearly are, coterminous, and (4) one school system and one local police department are included in each district. By means of combination structured and unstructured interviews, school and police personnel in these districts were contacted directly. School personnel who were contacted include the superintendent of schools, elementary and secondary principals and assistant principals, and selected central staff members, teachers, and service personnel. Police personnel who were contacted include the chief of police, juvenile division officers, and other selected members of the local police force. By contacting and interviewing the respondents personally, it was possible to more adequately explain the purpose and significance

of the study, answer questions that arose, clarify points, motivate the respondents to answer questions carefully and truthfully, and to obtain fewer partial responses.

A set of guidelines which both the local police department and school system could use in their relationships with each other was proposed. These guidelines cover the areas of local police department-school system interaction and cooperation as they are discussed in the statement of purpose.

The nature of this study is descriptive. The expression of the data includes both qualitative and quantitative treatments. The qualitative treatment of the data is concerned with an examination of the general nature of the relationships that exist between local police departments and school systems. The quantitative treatment of the data is concerned with measurement of the frequency of occurrence or non-occurrence of police-school interaction and cooperation.

#### Organization of the Study

Chapter I presents the problem, statement of purpose, need for the study, sources of data, limitations of the study, definitions of terms used, and indicated the plan of procedure.

Chapter II provides a general review of related literature and studies.

Chapter III reports the data and provides an analysis of the questionnaire and interview results. Included are tabulations of police-school interaction and cooperation that were reported by police and school personnel in the charter districts of Illinois.

Chapter IV summarizes the study. This chapter contains conclusions and recommendations based upon the findings of this study and implications for further research.

Chapter V proposes a set of guidelines which both the local police department and the school system could use in their relationships with each other.

## CHAPTER II

### REVIEW OF RELATED LITERATURE AND STUDIES

#### Related Literature

##### Juvenile Delinquency

Introductory paragraphs from a Chicago Police Department School Patrol Unit cited below point out the need for mutually operational police-school relationships, especially as these relationships relate to juvenile delinquency.

Our schools hold a central place among all the agencies that affect the ideas and activities of children. Other than the family, no social institution plays a more vital role in the growth and development of our youth than the schools, for they reach all children, daily and intimately, during the most formative years of their lives. We, in the Chicago Police Department, are aware of the fact that an effective crime prevention program must operate in close association with the schools.

The schools are related to delinquent control in three ways: delinquency may arise within the school situation, delinquency may be prevented by the schools, and lastly delinquent children may be treated within the school program. This broad concern on the part of the schools for the actual and potential misconduct of their students necessarily takes them far beyond the traditional academic pursuits. Within this extended area of concern, educators and the police meet to mutually face the full range of problems concomitant to delinquency.

The need for cooperative police-school programs of delinquency detection, prevention, and control is obvious when one considers recent Federal Bureau of Investigation statistics.

Americans in the 10 to 17 age group comprise about 15 per cent of the population, but were charged with 43 per cent of

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<sup>1</sup>Chicago Police Department Youth Division, School Patrol Unit, p. 1.

all crimes against property in 1964. In rural areas, those under 18 accounted for almost one-half of the arrests for burglaries and auto thefts and for more than one-third of all larcenies.

Freedman reports the findings of another federal bureau.

According to the United States Children's Bureau, which collects current statistics on a national basis, there has been a real increase in juvenile delinquency in recent years, an increase which is out of proportion to the rise in the child population.

These statistics are alarming and indicate that some cooperative steps must be taken by agencies and organizations to combat, and hopefully reduce, the extent of juvenile delinquency.

Before the cooperative steps suggested above can be taken, it will be necessary for those agencies and organizations that work with juveniles to develop a comprehensive definition of the term "juvenile delinquency." Examples of proposed definitions in the literature illustrate their ambiguity. One definition says, "the term 'delinquency' is only a convenient generalization for a variety of nonconforming behaviors of the young."<sup>4</sup> Another definition indicates that juvenile delinquency has now come to be seen in a broader context. "It is now regarded as one symptom of a cluster of problems related to the alienation of many adolescents from our

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<sup>2</sup>"Crime, It's Really Rising," Time, 86:26 (December 24, 1965).

<sup>3</sup>Marcia K. Freedman, "Background of Deviancy," in William W. Wattenberg, ed., Social Deviancy Among Youth, p. 51.

<sup>4</sup>P. 47.

culture and its established institutions."<sup>5</sup> Even the statutes of the various states are ambiguous when it comes to a definition for juvenile delinquency. Freedman illustrates this point well.

In legal terms, of course, the only reasonable definition comes from the statutes themselves. But the looseness of delinquency as a concept is shown in statutes, too.

The ambiguity of definitions of juvenile delinquency in the literature and statutes further complicates the standardizing of procedures for counting juvenile delinquents. Wattenberg supports this when he writes, "as soon as an attempt is made to count delinquents, the looseness of the concept is immediately apparent. To begin with, there is little agreement as to definition."<sup>7</sup>

Programs of early identification and prevention of juvenile delinquents must be started early if there is to be any lessening of its impact on society. The police and the schools have a cooperative role to play at this early point in the child's life. Milander and Egelston indicate that,

One often hears about attempts to detect, prevent, or control juvenile delinquency in the junior or senior high schools, but seldom are efforts to curb juvenile delinquency "in the bud" attempted in the elementary school. The annually rising crime rate of our youth indicates that perhaps the police and the schools are not cooperating in preventive juvenile delinquency programs at an early enough point in the child's education. Many of these programs, which might have a deterring effect on juvenile delinquents appear to intervene at too late a time in the child's life. It might be that many late

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<sup>5</sup>William W. Wattenberg, "Introduction," in William W. Wattenberg, ed., Social Deviancy Among Youth, p. 1.

<sup>6</sup>Freedman, p. 48.

<sup>7</sup>P. 47.

preadolescent and adolescent juvenile delinquents are "too far gone" to allow them to respond to corrective measures. It appears that police-school cooperation in such endeavors must begin at the early elementary school age.

The timing aspect of such programs is crucial to their success.

Kvaraceus points out that,

The timing strategy is most important in prevention. Identification at an earlier age will always enable more effective intervention and prevention. As we shall see, many of the "prevention programs" fail to prevent. Too often they attempt to intervene much too late, at the preadolescent and adolescent levels.

Valid tests and techniques for detecting potential juvenile delinquents are nebulous at best.

A valid technique for early detection of children who may be exposed to or who are vulnerable to development of delinquent behavior patterns of response would represent a powerful aid to prevention through early identification and intervention. A number of tests and techniques have been developed in recent years, but only a few have been subjected to vigorous before-and-after tests of validity. When this has been done, the results have indicated only marginal success and have tended to incite critical reactions from both theorists and practitioners.<sup>10</sup>

Kvaraceus reviews the tests and techniques that he and others question the validity of above. The following are reviewed: Glueck Prediction Tables, Bristol Social Adjustment and Prediction Instrument, Minnesota Multiphasic Personality Inventory, KD Proneness Scales and Checklist, and other lesser known miscellaneous

<sup>8</sup>Henry M. Milander and Elwood F. Egelston, "Utilizing Police in the Classroom," Illinois Education, publication pending.

<sup>9</sup>William C. Kvaraceus, "Programs of Early Identification and Prevention of Delinquency," in William W. Wattenberg, ed., Social Deviancy Among Youth, p. 190.

<sup>10</sup>p. 190.

measures.<sup>11</sup> Then what holds the greatest reliable potential for the detection of future juvenile delinquents? The answer appears to be the teacher.

At the same time, it is noteworthy that teacher nominations appear to offer the most reliable potential for detection of future norm-violators, as the Bower and Kvaraceus studies testify. However, it can no longer be assumed that once a vulnerable child has been identified, we know what to do and that what we do will succeed.<sup>12</sup>

Since it appears that teachers are key persons in identifying potential juvenile delinquents, the schools have a very real responsibility and opportunity. Byerly states that, "the agency which should assume primary responsibility for alleviating the problems of deviant youth is the public school."<sup>13</sup> Milander and Egelston see an opportunity for the schools, in cooperation with the police, to cut down on the incidence of juvenile delinquency.

There appears to be a real opportunity for the elementary school to aid society in cutting down on the incidence of juvenile delinquency. Only through giving the pupils a chance to understand the duties and responsibilities of the police through contact with them in the classroom, will this opportunity be more fully realized.<sup>14</sup>

In a pamphlet entitled A Look at Juvenile Delinquency, the United States Department of Health, Education, and Welfare suggests that the "school is one of the best places to discover problem

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<sup>11</sup> Pp. 190-195.

<sup>12</sup> P. 219.

<sup>13</sup> Carl L. Byerly, "A School Curriculum for Prevention and Remediation of Deviancy," in William W. Wattenberg, ed., Social Deviancy Among Youth, p. 221.

<sup>14</sup> Milander and Egelston, publication pending.

children whose behavior may signal danger ahead."<sup>15</sup> If these problem children begin to violate laws, J. Edgar Hoover states that,

. . . school officials and teachers should always cooperate fully with law enforcement authorities. This cooperation is essential in the interests of both the schools and enforcement agencies charged with the protection of our citizenry. Unreported criminal activities in the classroom can prove to be ultimately harmful to the community as a whole.<sup>16</sup>

Hoover further emphasizes in another article that "cooperation is the backbone of effective law enforcement."<sup>17</sup>

Morphet, Johns, and Reller develop the concept that "cooperative procedures take a great deal of time and energy."<sup>18</sup> Many local police departments and school systems are expending much time and energy in cooperative programs. The Flint, Michigan, Police-School Liaison Program is an outstanding example. This program recognizes juvenile delinquency as ". . . a social ill, and like other illness it can be minimized by early treatment."<sup>19</sup> As a result of this Police-School Liaison Program "it has been found that

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<sup>15</sup>United States Department of Health, Education, and Welfare, A Look At Juvenile Delinquency, p. 31.

<sup>16</sup>J. Edgar Hoover, "Education and the Juvenile Delinquency Problem," Educational Forum, 27:269 (March, 1963).

<sup>17</sup>Federal Bureau of Investigation, Cooperation: The Backbone of Effective Law Enforcement, v. 1.

<sup>18</sup>Edgar L. Morphet and others, Educational Administration, p. 124.

<sup>19</sup>Flint Public Schools, "The Police-School Liaison Program: The Mott Program of the Flint Board of Education," p. 1. Unpublished material.

juvenile crime can be reduced by as much as 20 per cent by early detection."<sup>20</sup> The Flint Board of Education subsidizes half of the officer's salary and provides him with a car and office space in the school building. The Flint Police Department pays the other half of his salary. In a letter to the author from the Captain of the Juvenile Bureau, he states that, "we are convinced that this program is very effective in the early identification and correction of juvenile delinquents."<sup>21</sup> As a result of this police-school effort in Flint, regional counseling teams made up of principals, deans, counselors, visiting teachers, school nurses, police counselors, community school directors, and others are making a unique contribution to the problems of children.<sup>22</sup> The Tucson, Arizona, School Resource Program is another outstanding example of delinquency reduction and control through police-school cooperation. This program was started on a pilot basis in January, 1963, and has rapidly grown because of its success to include the whole school system.<sup>23</sup> Kenney and Pursuit state that,

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<sup>20</sup> Flint Police Department, "Police-School Liaison Program," p. 1. Unpublished material.

<sup>21</sup> W. Ralph Wilson, Captain of the Juvenile Bureau, Flint Police Department, Flint, Michigan, letter to author, November 16, 1965.

<sup>22</sup> Flint Public Schools, "The Regional Counseling Team: The Mott Program of the Flint Board of Education," pp. 1-2. Unpublished material.

<sup>23</sup> Tucson Police Department, School Resource Program: 1964-65 Report, pp. 1-69.

Police-juvenile officers can accomplish a great deal through developing a close-working relationship with the school systems in their communities. Most school administrators are keenly interested in the welfare of the children and would, therefore, be pleased to offer help to the law enforcement agency.

In a letter to the author, Boller suggests how this cooperation functions operationally. "There is a juvenile officer in every police district in the City of Chicago. This officer is most cooperative and works closely with the school administration in his particular district."<sup>25</sup>

The Des Plaines Youth Commission, through the cooperation of the schools, police, and other civic organizations, has developed a pamphlet entitled, We're Together.<sup>26</sup> This pamphlet is cooperatively used by police and school personnel in school presentations which attempt to curb "the acceleration of social activities which have brought adult activities into high school age level and high school age activities into the grade school age level."<sup>27</sup> Cochran, in a letter to the author, has suggested another use for this pamphlet.

This pamphlet has been given wide distribution and has proved an asset when discussing our feelings on student conduct with parents of children who are having trouble.<sup>28</sup>

<sup>24</sup> John Kenney and Dan Pursuit, Police Work With Juveniles, p. 263.

<sup>25</sup> Margaret H. Boller, Assistant Director, Bureau of Pupil Personnel Services, Chicago Public Schools, Chicago, Illinois, letter to author, November 15, 1965.

<sup>26</sup> Des Plaines Youth Commission, We're Together, pp. 1-8.

<sup>27</sup> p. 1.

<sup>28</sup> A. K. H. Cochrane, Dean of Students, Maine Township High School West, Des Plaines, Illinois, letter to author, November 10, 1965.

Van Til points out how such cooperative action by community agencies and organizations can go a long way in reducing juvenile delinquency.

There are ways in which the program of the school may be used to lessen the impact of juvenile delinquency. . . . One of the critical aspects of such programs is to be found in public understanding of the need for the school's participation: a program of education to combat delinquency can be only as good as the citizenry will let it--or make it--be. The optimum cooperation of the community is desirable in all phases of education; it is vital in solving the problem of juvenile delinquency.<sup>29</sup>

#### General Police-School Interaction and Cooperation

Local police departments and school systems, or individual schools within school systems, can interact and cooperate in many ways. Milander and Egelston state 10 ways in which the elementary principal and his staff can call upon the services of the local police department.

1. Participating in classroom units on community helpers or civic heroes.
2. Providing protection for pupils at busy intersections near the school as they travel to and from school.
3. Supervising, instructing, and/or directing adult crossing guards and school safety patrol programs.
4. Presenting all-school or special assembly programs on such topics as: first-aid, water safety, disaster or civil defense emergency, awareness of suspicious or strange persons, pre-Halloween messages, and the canine patrol.
5. Cooperatively planning and setting up a school bicycle safety program.
6. Providing money transportation after school registration or school-sponsored activities.

<sup>29</sup>William Van Til, "Combating Juvenile Delinquency Through Schools," in William H. Lucio, ed., Readings in American Education, p. 248.

7. Aiding school personnel in cases of gross absenteeism.
8. Patrolling school property to prevent illegal entry, vandalism and theft, and loitering by strangers.
9. Recommending street signs, signals, and/or stop lights on or near school premises.
10. Presenting topics of interest to the Parent-Teacher Association or at faculty meetings.<sup>30</sup>

This type of interaction and cooperation is not restricted to the elementary level of school organization. In another article, Milander and Egelston cite 20 ways in which the secondary principal and his staff can call upon the services of the local police department.

1. Providing crowd control and protection at large spectator sports events, programs, plays, or other all-school activities.
2. Participating in various aspects of the curriculum such as units in safety education, behind-the-wheel driver education, and social studies units on municipal government.
3. Patrolling school property to prevent theft, vandalism, illegal entry, and loitering by strangers.
4. Recommending street signs, signals, and/or stop lights on or near school premises.
5. Providing protection for pupils as they travel to and from school at busy intersections near the school.
6. Cooperatively solving pupil and staff parking problems near the school site.
7. Participating in rifle, judo, or similar clubs.
8. Instructing bus drivers and supervising, instructing, and/or directing the bus patrol.

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<sup>30</sup>Henry M. Milander and Elwood F. Egelston, "The Elementary Principal, His Staff, and the Local Police Department," Illinois Elementary Principal, n.v.:24 (May, 1966).

9. Presenting all-school or special assembly programs on such topics as: first-aid, water safety, disaster or civil defense emergency, pre-Halloween messages, the police rescue squad, and the canine patrol.
10. Aiding school personnel in cases of gross absenteeism.
11. Blocking off a street and/or providing protection near the school bus depot.
12. Participating in and instructing classes which are a part of the adult education program.
13. Presenting topics of interest to the Parent-Teacher Association, other school related organizations, or at faculty meetings.
14. Providing student observer or student tour programs in which pupils can spend time with patrolmen or patrolwomen as they undertake the duties and responsibilities of their job.
15. Clearing parade routes and otherwise participating in school parades.
16. Providing money transportation for receipts after school registration, school lunch, sports events, and other school sponsored plays, programs, or activities.
17. Cooperatively planning and setting up a school bicycle safety program and/or school water safety program.
18. Providing surveillance when civic, social, and/or other community groups use the school plant at night or on weekends.
19. Cooperating in problems some pupils have with automobiles, such as hot-rodding or other misuse of the automobile before, during, or after school.
20. Participation in in-service workshops or conferences,<sup>31</sup> for school personnel on police-school relationships.

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<sup>31</sup> Henry M. Milander and Elwood F. Egelston, "The Secondary Principal, His Staff, and the Local Police Department," The Illinois Association of Secondary School Principals Bulletin, 7:18-19 (Spring, 1966).

The above two articles cite specific instances in which police and school personnel can interact and cooperate, a feature other articles on this same topic lack. These are not the only instances in which the local police department and school district can cooperate. They do, however, indicate a vast variety of cooperative approaches in which personnel in both organizations can become involved.

#### School Safety Programs

The school pedestrian and safety patrol programs are other aspects of the need for mutually operational police-school relationships. The International Association of Chiefs of Police in their pamphlet, Guide to a School Pedestrian Safety Program, point out that school authorities and police officials have "the responsibility to provide safe walking conditions and to develop self-reliance and safe habits among children. . . ."<sup>32</sup> The Association further suggests that an effective school pedestrian safety program should be coordinated through a "School Traffic Safety Committee," whose membership includes police officials, school officials, and other interested lay individuals.<sup>33</sup> The National Commission of Safety Education in its pamphlet, Policies and Practices for School Safety Patrols, states that "schools may wish to consult with police . . . in determining the number of patrol members and the most strategic

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<sup>32</sup> International Association of Chiefs of Police, Guide to a School Pedestrian Safety Program, p. 5.

<sup>33</sup> pp. 7-9.

location for them."<sup>34</sup> Orlando Wilson suggests that the police department should be involved in the supervision and direction of the school safety patrol. He states that "the resultant relationship between the police and the children promotes friendship and respect for the police."<sup>35</sup> With this in mind,

The Newton, Massachusetts Police Department has a full time safety officer who is assigned to work with the schools teaching safety and giving demonstrations and lectures and supervising the work of school patrol groups.<sup>36</sup>

Kretchmar reports that members of the Seattle police motorcycle unit "visit the elementary schools at the start of the school year and instruct the school boy patrol members."<sup>37</sup> In Port Huron, Michigan, Chapman indicates that the police and school district cooperate in setting up a safety patrol workshop for 300 patrols and later provide patrols with "on-the-corner training."<sup>38</sup> Culloo, in a letter to the author, states that "cooperative school safety patrol programs are conducted by individual departments throughout the state" of New Jersey.<sup>39</sup>

<sup>34</sup> National Commission on Safety Education of the National Education Association, Policies and Practices for School Safety Patrols, p. 4.

<sup>35</sup> Orlando W. Wilson, Police Administration, p. 374.

<sup>36</sup> Paul H. Ashenhurst, Police and the People, p. 25.

<sup>37</sup> A. A. Kretchmar, "Seattle Promotes Pedestrian Safety," Traffic Digest and Review, 13:17 (June, 1965).

<sup>38</sup> Elmer J. Chapman, "Keep the Patrols Trained," Safety Education, 35:12 (March, 1956).

<sup>39</sup> Lee A. Culloo, Executive Secretary of the Police Training Commission, State Department of Law and Public Safety, Newark, New Jersey, letter to author, January 3, 1966.

"Adult crossing guards have become an integral part of school crossing programs throughout the country," so states the American Automobile Association.<sup>40</sup> The Association further points out that "most adult crossing guard programs are organized and administered by local police departments."<sup>41</sup> The very nature of such programs require police-school interaction and close cooperation, especially as to the use and location of adult crossing guards.

Adult crossing guards can be used effectively for traffic control at school crossings where an engineering study has shown that safe gaps in traffic must be created. The adult guard can not only provide safe gaps in traffic, but also instruct and guide very young children in safe walking and crossing habits.<sup>42</sup>

The American Automobile Association cautions adult school crossing guards that "when on duty with School Safety Patrols, keep a friendly, but firm relationship with them."<sup>43</sup>

#### Curricular Aspects of Police-School Interaction and Cooperation

Bringing the topic of police-school relationships closer to the place where it can provide for learning experiences for the pupil, classroom and extra-class areas of instruction, both formal and informal, have been cited in the literature. Owens states that,

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<sup>40</sup>American Automobile Association, Adult School Crossing Guards, p. 4.

<sup>41</sup>P. 11.

<sup>42</sup>International Association of Chiefs of Police, pp. 21-22.

<sup>43</sup>American Automobile Association, Handbook for Adult School Crossing Guards, p. 3.

As an agent of the state, the school is obviously concerned with teaching respect for the laws of the state. There is some evidence also, however, that it exerts its influence in more subtle ways. Potential delinquency, for example, may be detected among students in the school population before the problem becomes serious. There is even evidence to suggest that some delinquency may be caused by the action of the school, or at least might be avoided by a more effective school program.<sup>44</sup>

Wattenberg points the finger at areas where the school is not doing the job.

. . . we find the lack of motivation implicated in school dropouts and the inability of large segments of the population to secure employment because they lack<sup>45</sup> the marketable skills that a highly complex economy can use.

Looking more positively at police-school interaction and cooperation, Milander and Egelston illustrate instances in which police can be utilized in the classroom. They indicate and illustrate the importance of utilizing police in the kindergarten, primary, and intermediate levels of instruction and cite instances in which police and school personnel can cooperatively plan both indoor and outdoor classroom presentations. Examples from their article follow.

Some children are raised in homes where the general concept of a policeman is "someone to be feared." There is no better time to attempt to change such a concept than at the kindergarten level. It is a desirable practice for the kindergarten teacher to introduce a policeman and/or policewoman to her pupils. In the classroom the policeman could make presentations in which he tells children (1) where to get help when they are lost, stressing the necessity of each child's knowing his name and address; (2) how police protect children at street crossings near the school; and (3) what to do when children

<sup>44</sup> John E. Owen, "The School and Juvenile Delinquency," in William H. Lucio, ed., Readings in American Education, p. 242.

<sup>45</sup> Wattenberg, p. 1.

are approached by a "friendly stranger." Taking the kindergartners to the "outdoor classroom," the policeman could demonstrate the operation of his two-way car radio--how he can call into the police station for help in locating parents if the child is lost. Undoubtedly, a big thrill for the class would be for a few children to actually converse with someone at the police station and receive a reply on the two-way car radio.

In the first or second grade, a study of the local police department is an important part of a unit on community helpers or civic heroes. Certainly here is an opportunity to utilize a policeman and/or policewoman as a resource person. Through cooperative planning, both the teacher and the policeman could discuss the duties and responsibilities of the police department. Concerns such as protecting people, regulating traffic, and assisting in emergencies could be included. A field trip to the local police department would provide an excellent culminating experience to such a unit.

In both the primary and intermediate grades, teachers should invite the police to participate in classroom presentations on various aspects of safety education. The following topics lend themselves well to cooperative teacher-policeman presentations: traffic safety, pedestrian safety, bicycle safety, water safety, and disaster or civil defense emergency. In health and physical education instruction, in the intermediate grades, police could be utilized in making presentations on narcotics, intoxicating beverages, and first aid techniques. Social studies units on municipal government would certainly include the police department as a part of municipal government organization. Here, also, is an opportunity for the teacher to utilize police in the classroom.

There are times when it is desirable to have presentations of topics which in some respects digress from the traditional elementary curricular offerings. Especially will larger city police department personnel be able to make presentations on the following subjects: firearm safety, the police rescue squad, judo techniques, pre-Halloween messages, and the canine patrol. An indoor or outdoor classroom presentation on the latter subject could provide an outstanding learning experience for the pupils, especially if the police demonstrate how the dogs function on patrol and show obedience to their officer-keeper.<sup>46</sup>

Units on civic heroes or community helpers are invariably a part of early elementary education. Gilman lists three objectives

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<sup>46</sup> Milander and Egelston, "Utilizing Police in the Classroom," publication pending.

of teaching grade school children about police.

1. To teach that the policeman is our protector and friend.
2. To make the children appreciate his services instead of taking them for granted.
3. To picture him as a hero worth emulating.<sup>47</sup>

Ballard emphasizes the need to picture the policeman as "the children's friend."<sup>48</sup> It is at the elementary level that "friendly relations between police and teachers can aid both, for the benefit of children."<sup>49</sup> This is in keeping with a statement by J. Edgar Hoover. "It is in the classroom that apathy and indifference are being challenged and will be defeated."<sup>50</sup>

Safety education is an area in which cooperation between police and the schools may prove mutually beneficial. Wynn suggests that the police should train speakers in the area of safety and form a public contact bureau, establish channels for assignment of speakers, and hold memberships in community groups such as school groups.<sup>51</sup> The National Safety Council points out that schools and

<sup>47</sup>Gladys L. Gilman, "Civic Heroes: The Policeman Heads the List," Grade Teacher, 51:22 (September, 1933).

<sup>48</sup>Allen B. Ballard, "Policeman--The Children's Friend," Childhood Education, 35:109 (November, 1958).

<sup>49</sup>William W. Wattenberg, "Police-Teacher Amity," Childhood Education, 32:367 (April, 1956).

<sup>50</sup>J. Edgar Hoover, "The Teacher's Task in Combating Crime," Teachers College Journal, 35:120 (December, 1963).

<sup>51</sup>Edd R. Wynn, "Building Interprofessional Cooperation Between Police and Community Agencies," Police, 9:16 (May-June, 1965).

law enforcement agencies should cooperate in developing criteria for, and the preparation of, safety education materials for schools.<sup>52</sup>

Another article by the Council summarizes the need for such inter-action and cooperation.

The school program offers a unique opportunity for the safety education of children and youth. Many agencies besides the school recognize and would like to use this educational potential. The fullest utilization, to the benefit of young people, depends on the capacity of the school and non-school agencies for joint endeavor.

Non-school agencies have many resources that complement the instructional resources of the school. Effective coordination of these resources challenges both the school and non-school agencies. Positive approaches and procedures based on democratic principles of cooperative action assure that the challenge will be met.<sup>53</sup>

Some police departments and school districts cooperate in programs designed to produce better drivers for our highways. James illustrates the need for this cooperation. "At the high school level, students need to have driver training courses. The place of the safety officer in such programs is obvious."<sup>54</sup> Cooperatively planned police-school efforts in this area are designed to motivate the adolescent driver for responsible driving. Chalfant states that "special emphasis on education for safe driving is of importance to the school curriculum."<sup>55</sup> Sheridan, in Youth and the Traffic

<sup>52</sup> National Safety Council, "Criteria for the Preparation of Safety Education Materials for Schools," Reprint from Safety Education, (April, 1958).

<sup>53</sup> National Safety Council, "How Schools and Other Agencies of Society Can Work Together in Accident Prevention and Safety Education," Reprint from Safety Education, (September, 1960).

<sup>54</sup> Charles S. James, A Frontier of Municipal Safety, p. 20.

<sup>55</sup> Milo W. Chalfant, "Motivating the Adolescent Driver for Responsible Driving," Police, 9:65 (March-April, 1965).

Problem,<sup>56</sup> points out that more and better cooperative programs must be established if we want more responsible young drivers.

The Chicago police distribute four pamphlets when they are "invited to appear before a class or school group."<sup>57</sup> These pamphlets are: Parents and Youth: Rights and Responsibilities,<sup>58</sup> You and the Law,<sup>59</sup> Play It Safe,<sup>60</sup> and Know the Law.<sup>61</sup> In Rock Island, Illinois, police and school officials have developed a handbook entitled, Looking at the Law.<sup>62</sup> This handbook is used by police and school (public and parochial) personnel in a cooperatively taught unit at the junior high school level.<sup>63</sup> The Phoenix, Arizona, police department has a Public Information Detail which makes presentations in the schools. Wetzel describes its function in a

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<sup>56</sup>William H. Sheridan, "Youth and the Traffic Problem," Reprint from The Police Chief, (June, 1958).

<sup>57</sup>Michael J. Delaney, Director, Youth Division, Chicago Police Department, Chicago, Illinois, letter to author, November 29, 1965.

<sup>58</sup>Chicago Police Department, Parents and Youth: Rights and Responsibilities, pp. 1-14.

<sup>59</sup>Chicago Bar Association Foundation, You and the Law, pp. 1-10.

<sup>60</sup>Chicago Police Department, Play It Safe, pp. 1-13.

<sup>61</sup>Chicago Police Department, Know the Law, pp. 1-15.

<sup>62</sup>Rock Island Public Schools, Parochial Schools, and Police Department, Looking at the Law, pp. 1-20.

<sup>63</sup>Charles O. Austin, Administrative Assistant, Rock Island Public Schools, Rock Island, Illinois, letter to author, June 20, 1966.

letter to the author.

Under our current organization, we have a Public Information Detail whose primary duty is talking to public gatherings, particularly schools, about police functions. This detail contacts from four to five thousand school children per month and lectures on such subjects as safety, citizenship, human relations, and drivers training. Those officers engaged in this function find the work highly enjoyable; and we like to feel that we are performing a valuable service to our young people.<sup>64</sup>

Van Til summarizes what is needed to build better instructional programs. The ideas in his statement which follows can be expanded to include more than a fight against delinquency. "If we are to build better school programs to contribute to the fight against delinquency, we need schools with modern programs geared to individuals."<sup>65</sup>

There is evidence to suggest that the easing of the financial situation for both the local police department and the schools could help improve police-school relationships and school instructional programs. Milander and Egelston refer to this dilemma when they state,

One must remember, however, that, as is also the case with many school systems, the functions of the local police department are often limited. Inadequate finances invariably result in inadequacies in number of available personnel and, perhaps most critical, lack of time. These critical inadequacies may well be due to the fact that both of these agencies of the public are almost wholly or at least partially supported by local property taxes, a source which is increasingly being called upon to provide more and more revenue.<sup>66</sup>

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<sup>64</sup> Lawrence M. Wetzel, Assistant Police Chief, Phoenix Police Department, Phoenix, Arizona, letter to author, January 11, 1966.

<sup>65</sup> Van Til, p. 250.

<sup>66</sup> Milander and Egelston, "The Secondary Principal, His Staff, and the Local Police Department," p. 19.

Van Til states that, "the schools cannot do their jobs without financial support."<sup>67</sup> Byerly points out that this is a dilemma taxpayers should not fail to heed. "Solving social problems costs money, but not solving them will be even more costly."<sup>68</sup> Perhaps more state and federal aid in the near future will go far to alleviate some of these difficulties.

Not only is it important to utilize police in traditional classroom settings; various types of activities sponsored by the school also lend themselves well to police participation. Milander and Egelston point out how teachers can utilize police as resource persons in school activities, such as all-school or special assembly programs, school clubs, school safety patrol programs, and school bicycle safety programs. Examples from the latter two mentioned programs follow.

Most elementary schools have established school safety patrol programs. In some school districts, teachers are responsible for directing this activity. The teacher charged with this responsibility should ask the local police department to aid in directing, instructing, and/or supervising members of the school safety patrol. This is an excellent way to extend traffic and pedestrian safety education beyond the classroom.

A teacher may be asked by the administrator to sponsor a school bicycle safety program or Bicycle Safety Day. Police resource persons would be invaluable in making such a program a success. They could tell pupils about safe operation of bicycles, bicycle registration, and various rules and regulations which must be adhered to. They could also demonstrate driving skills and become involved in the actual<sup>69</sup> testing of pupils in bicycle knowledge, skills, and safety.

<sup>67</sup> Van Til, p. 251.

<sup>68</sup> Byerly, p. 221.

<sup>69</sup> Henry M. Milander and Elwood F. Egelston, "Teacher Utilization of Police as Resource Persons in School Activities," School Activities, publication pending.

Many school districts are setting up bicycle safety programs, as reported by Robert Dymont in Nations Schools.<sup>70</sup> These programs require close police-school communication and cooperation in providing safety lessons and testing students who own bicycles. A concomitant objective of many of these programs is an attempt by police and school officials to cut down on the incidence of bicycle theft. Milander and Egelston suggest that the principal and his staff take the initiative in calling upon the services of the local police department in "cooperatively planning and setting up a school bicycle safety program."<sup>71</sup>

Some school clubs lend themselves to cooperative planning on the part of school and police personnel. Wilgus indicates that the classroom teacher in cooperation with police teach firearm safety in junior high school rifle clubs and further states, "the National Rifle Association has gone to great lengths to prepare an instructors guide and resource materials which are invaluable."<sup>72</sup> Milander and Egelston offer the following advice to teachers who are club sponsors.

Teachers sponsoring clubs such as rifle or judo clubs should solicit expert advice for their pupils from members of the local police department. Especially in larger city police departments will one find specialists in firearm safety and judo

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<sup>70</sup>Robert G. Dymont, "School Tested Ideas for Setting Up a Bicycle Safety Program in Your District," Nations Schools, 69: 68-71 (May, 1962).

<sup>71</sup>Milander and Egelston, "The Elementary Principal, His Staff, and the Local Police Department," p. 24.

<sup>72</sup>William E. Wilgus, "Teaching Firearm Safety in the Junior High School," Journal of School Health, 33:306 (September, 1963).

techniques.<sup>73</sup>

Milander and Egelston indicate two reasons why it is important that teachers ask police to become involved in activity situations.

. . . (1) utilization of these resource persons could provide an excellent learning experience for the pupils, and (2) participation by police in activity situations could help instill in pupils the desirable citizenship trait of respect for law<sup>74</sup> and order, and an admiration of the duties which police perform.

#### In-Service Education Programs

Hamilton and Kaplan report on a course sponsored jointly by the New York City Police Department and selected public school attendance centers.

A select group of New York City school teachers, in the role of students participating in a novel project . . . began a course on operations of the New York City Police Department aimed at improving their knowledge of the various police responsibilities and activities so they might be better equipped for their task of instilling good citizenship activities and respect for law and order in their pupils.<sup>75</sup>

As an outgrowth of this course both the police and school officials were attempting to influence character training of the students through a better informed teacher. Kaplan and Lodge point out that "character training can be effective if it is done by dedicated and well trained teachers."<sup>76</sup>

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<sup>73</sup>Milander and Egelston, "Teacher Utilization of Police as Resource Persons in School Activities," publication pending.

<sup>74</sup>Milander and Egelston.

<sup>75</sup>Lander Hamilton and Bernard Kaplan, "The Police and the Schools," The Police Chief, 32:32 (November, 1965).

<sup>76</sup>Bernard Kaplan and Sidney Lodge, "The Police and the Schools," The Police Chief, 32:24 (June, 1965).

Information Requests

The Department of Education in Minnesota has developed and distributed to all school administrators a Guide for Formulation of Local School Board Policy on Release of Individual Pupil Information.<sup>77</sup>

This Guide points out that,

School records should be considered confidential and made accessible only to authorized persons. The local school board should adopt a policy on release of pupil information that will provide for meeting local conditions in the school or community and which should be so designed that it will protect and promote the welfare of pupils.

It also indicates that school records should only be released when "authorized by the superintendent when requested by proper government officials."<sup>78</sup> Local police department personnel are local government officials and would therefore have access to school records subject to the discretion of the superintendent of schools. The Juvenile Court Act<sup>79</sup> which took effect on January 1, 1966, in Illinois, has restricted law enforcement officials from divulging any information they have on minors (males below 17 years of age, females below 18). This Act has not been conducive to local police department-school system interaction and cooperation in the area of pupil information and records since it, in effect, stops the flow of information from the police.

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<sup>77</sup>Minnesota Department of Education, Guide for Formulation of Local School Board Policy on Release of Individual Pupil Information, p. 1.

<sup>78</sup>p. 2.

<sup>79</sup>State of Illinois, Juvenile Court Act. n.d.

### Crowd Control

People often visibly observe local police department-school system interaction at many large spectator sports events where it is desirable to have police protection. Rules of the Ohio High School Athletic Association, as reported in School Activities, state:

Policemen should be provided to keep spectators from the field and floor during contests. Any school that fails to keep the crowd off the playing field or floor and to protect the visiting teams and officials from abuse from the crowd shall be liable to suspension from the Association.

### Student Tour and Police Cadet Programs

"Student Tour Programs" at Monterey Park and Bakersfield, California, are "designed to acquaint the students with the problems faced by officers in the performance of their duties as law enforcement officers."<sup>81</sup> These programs are not juvenile delinquency control programs. Rather, the Student Tour Programs are attempting to build better understanding and youthful supporters of good law enforcement.<sup>82</sup> Of necessity, the police and school officials must cooperate in such a program. Dodge states, in a letter to the author, "we believe that this program does a great deal to build a better understanding between high school students and the police, and we plan to continue this operation indefinitely."<sup>83</sup> The Chicago Police

<sup>80</sup>"Police Protection," School Activities, 35:166 (February, 1964).

<sup>81</sup>Monterey Park Police Department, "Student Tour Program," p. 1. Unpublished material.

<sup>82</sup>Bakersfield Police Department, "Student Tour Program," p. 1. Unpublished material.

<sup>83</sup>C. H. Dodge, Assistant Chief of Police, Bakersfield Police Department, Bakersfield, California, letter to author, December 20, 1965.

Department has a "Police Cadet Program" in operation and cooperates with the public schools in securing recruits.

Police cadet programs are designed to be an important first phase of a full time career in police work. These programs are intended to give young men, usually below the normal recruitment age for patrolmen, some exposure to and experience in police work so that they will wish to continue in the profession after they have become sufficiently mature to perform full-fledged police duties. Police cadets usually do not perform any police work as such, but instead concentrate on tasks which will familiarize them with police procedures, and undergo training which will give them knowledge of the basic principles of police science.

In Chicago, like most other cities, laws and ordinances do not permit men to serve as patrolmen until they have attained the age of 21. By the time they have reached this age, most young men have either completed most of their college work or have become reasonably well established in some other occupation.

The intelligent and capable high school graduate who has a real interest in law enforcement frequently is unable to wait until he reaches the required age. He becomes established in some other lines of work and is permanently lost to the police profession. A cadet program provides young men the opportunity to choose a career in law enforcement at the age when most career decisions are made. It also furnishes the Police Department an opportunity to recruit top high school graduates into the law enforcement field.<sup>84</sup>

#### Neglect and Abuse Protection

Local police department and school personnel have a role to play in protecting children from neglect and abuse. Swanson reports that this role is not clear to police and other community agencies.

While it is generally recognized that police departments have an important function in protecting children who are neglected in most communities, no agreement has been reached by either police departments or community agencies as to the appropriate role of the police. Nor has there been effective

<sup>84</sup> Chicago Police Department Recruiting Station, "Police Cadet Program Information Sheet," p. 1. Unpublished material.

coordination of police activities with activities of other agencies.<sup>85</sup>

Certainly here is a case in point where, the police, schools, and other community agencies must develop cooperative agreements and decide on the role each agency is to perform.

In-School Interviews and Apprehensions

The area of in-school interviews and apprehensions of pupils is one in which the police and schools need some form of cooperative agreement. It is pointed out in a Chicago Police Department Training Bulletin that,

The officer, upon entering the school, will normally go directly to the office of the principal. He will identify himself by name, unit and star number, and state the situation and exactly what he is attempting to accomplish. The school officials may call the Division, District, or Unit of the officer's assignment to verify the officer's story. At this point the officer will usually be made aware of the school's responsibility and be asked to cooperate with the school in submitting the required proof.<sup>86</sup>

Moore states the conditions under which police may operate in New York State, in a letter to the author.

Under education law, police officers may enter school buildings and query pupils only if they have substantial reasons for believing them to be involved in unlawful activities and only with the permission of parents and in their presence. In other words, it has been determined that police officers may not conduct "fishing" expeditions in the school.<sup>87</sup>

<sup>85</sup> Lynn D. Swanson, "Role of the Police in the Protection of Children from Neglect and Abuse," Reprint from Federal Probation, (March, 1961).

<sup>86</sup> O. W. Wilson, School Visits. Training Bulletin no. 44, p. 4.

<sup>87</sup> James W. Moore, Acting Chief of the Bureau of Guidance, State Department of Education, Albany, New York, letter to author, January 3, 1966.

Once the policeman or policewoman is granted an interview with a student, or immediately preceding apprehension of a student in school, there is an important responsibility in being aware of how he or she is perceived by the student. Johnson states that,

Juvenile officers should devote much time to developing skill in this important responsibility. They must realize that the first contact can be a lasting one. A boy who hates a police officer because of the officer's attitude may carry this same feeling through life.<sup>88</sup>

#### Related Studies

Few research studies on local police department-school system interaction and cooperation have been made. Darrell Pepper, in a 1964 master's thesis, studied the operational structure of the security unit in public schools. The security units that he studied were those which are a part of large city school system organizations. In this study he states that,

School districts have four general areas of potential loss: (1) theft and destruction of property, (2) consequential losses resulting from those thefts and incidents of damage, (3) liability, and (4) the most important, student welfare.<sup>89</sup>

He further emphasizes that the school security units, school officials, and local police departments must cooperate to provide adequate protection from potential school district loss.

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<sup>88</sup> Madeline Johnson, "Interviewing Youth," p. 1. Unpublished material.

<sup>89</sup> Darrell L. Pepper, "A Study of the Operational Structure of the Security Unit in Public School Districts," Unpublished master's thesis, Washington State University, 1964, pp. 9 and 11.

**CONTINUED**

**1 OF 4**

Summary

The related literature and studies above are concerned mainly with special aspects of police-school relationships. No one study concerns itself with the totality of such relationships. It is therefore the intent of this study to provide a comprehensive picture of local police department-school system interaction and cooperation.

CHAPTER III  
DESCRIPTION AND ANALYSIS OF  
QUESTIONNAIRE AND INTERVIEW DATA

Introduction

Local police department-school system interaction and cooperation was studied in 10 of the 14 charter districts in Illinois by means of direct mailed questionnaires to superintendents of schools and chiefs of police in municipalities wherein these districts are located. School and police officials were sent different forms of the questionnaire, but the questions which were asked of all respondents were approximately parallel in form and content (see Appendices A and B).

Local police department-school system interaction and cooperation was studied intensively and in depth by means of interviews with school personnel in three charter districts in Illinois, and interviews with police personnel in municipalities wherein these districts are located. Thirty-eight school personnel were contacted and interviewed. They included persons in the following school positions: superintendent of schools; assistant superintendent in charge of buildings and grounds; assistant superintendent in charge of instruction; assistant superintendent for educational opportunity; business manager; coordinator of special education and pupil services; coordinator of safety, physical education, and athletics; elementary, junior, and senior high school principals, assistant principals, and teachers; guidance counselor; dean of boys; dean of

girls; school social worker; athletic director; truant officer; and director of attendance. Twenty-one police personnel were contacted and interviewed. They included persons in the following police positions: chief of police; assistant chief of police; safety officer; and personnel in the juvenile, detective, traffic, records, patrol, and lake patrol divisions.

As is shown in Tables 1 and 2, there was considerable diversity in sizes of the police departments and charter districts that participated in the study. The largest police department had 171 full time police personnel while the smallest had 7. Estimated city populations varied from 132,000 to 7,200. The largest charter district had 1491 full time teaching and administrative personnel while the smallest had 37. Total student populations varied from 34,059 to 595.

#### Description of Questionnaire Data

Of the 11 questionnaires mailed to both groups concerned in the study, 10 were answered and returned by each group. Officials of one police department and of one charter district in the same municipality did not complete the questionnaires in spite of follow-up letters and questionnaires being sent.

#### Communication Patterns

To determine who in the police department initiated communications (face-to-face, telephone, letter) with the schools, each respondent was asked to name the individuals by title of their position. Communication initiators were ranked first, second, and third according to the amount of communications initiated. Table 3

TABLE 1

POLICE-SCHOOL PERSONNEL AND POPULATION SUMMARY FOR THE 10  
POLICE DEPARTMENTS AND CHARTER DISTRICTS  
RETURNING QUESTIONNAIRES

City and Charter District	Estimated City Population	Full Time Police Personnel	Total Student Population	Full Time Teaching and Administrative Personnel
Rockford	132,000	166	34,059	1,491
Peoria	130,000	171	24,992	1,023
Joliet	75,000	83	10,700 <sup>a</sup>	482
Waukegan	68,000	64	9,700 <sup>a</sup>	435
Rock Island	56,000	71	16,400	475
Kankakee	30,000	37	7,600	389
Canton	14,000	16	3,706	190
Lake Forest	13,345	27	1,710 <sup>a</sup>	103
Paris	10,000	11	2,600	117
Princeton	7,200	7	595 <sup>b</sup>	37

<sup>a</sup>Elementary charter district.

<sup>b</sup>High school charter district.

TABLE 2

POLICE-SCHOOL PERSONNEL AND POPULATION SUMMARY FOR THE  
THREE POLICE DEPARTMENTS AND CHARTER  
DISTRICTS INTERVIEWED

City and Charter District	Estimated City Population	Full Time Police Personnel	Total Student Population	Full Time Teaching and Administrative Personnel
Springfield	86,500	100	21,050	941
Decatur	86,000	88	21,000	965
Bloomington	38,000	48	6,850	324

shows that the (1) juvenile officers initiated the most, (2) chief of police initiated the second most, and (3) detective division and traffic division personnel tied for initiating the third most communications with the schools. Others who initiated such communications, but who were less frequently mentioned included the assistant chief of police, patrol division personnel, and the watch commander.

Likewise, those in the schools who initiated communications with the police were named by position. Table 3 shows that the (1) principals initiated the most, (2) superintendent of schools initiated the second most, and (3) guidance counselors and assistant superintendent of buildings and grounds tied for initiating the third most communications with the police. Others who initiated such communications, but who were less frequently mentioned included the assistant principals, deans, truant officers, attendance counselors, directors of diversified occupations, teachers, directors of pupil services, and social workers.

Not only was it established who initiated communications between personnel in the school and police organizations, but it was also determined with what areas of concern most of the communications dealt. Of the 12 areas of concern in which communications took place, police and school respondents were asked to rank the top five in order of frequency of occurrence. Table 4 shows that police respondents ranked the following areas of concern of communications in order of frequency of occurrence: (1) some aspects of safety education, (2) juvenile delinquency detection, prevention, and control,

TABLE 3

POLICE-SCHOOL INITIATORS OF COMMUNICATIONS AS  
REPORTED BY QUESTIONNAIRE RESPONDENTS

Frequent Initiators of Communications Between Each Organization	Police Department Personnel	School District Personnel
Most	Juvenile Officers	Principals
Second Most	Chief of Police	Superintendent of Schools
Third Most	Detective and Traffic Division Personnel (tie)	Guidance Counse- lors and As- sistant Super- intendent of Buildings and Grounds (tie)

(3) traffic control on or near school property, (4) crowd control at large school functions, and (5) student/adult problems on or near school property. School respondents ranked the following areas of concern of communications in order of frequency of occurrence:

(1) traffic control on or near school property, (2) juvenile delinquency detection, prevention, and control, (3) crowd control at large school functions, (4) some aspects of safety education, and (5) student/adult problems on or near school property. Both police and school personnel considered the same areas of concern of communications as occurring most often, but as is shown in Table 4, there was not complete agreement in the order of frequency of occurrence in which the areas of concern were ranked.

TABLE 4

POLICE-SCHOOL RANK ORDER FREQUENCY OF COMMUNICATIONS AS  
REPORTED BY QUESTIONNAIRE RESPONDENTS

Police Department Ranking of Communications	Areas of Concern in Communications	School District Ranking of Communications
1	Some aspects of safety education	4
2	Juvenile delinquency detection, prevention, and control	2
3	Traffic control on or near school property	1
4	Crowd control at large school functions	3
5	Student/adult problems on or near school property	5

Policies and Agreements

Both chiefs of police and superintendents of schools were asked if their departments or school districts had written policies concerning police-school relationships under which they operated. With the exception of one police chief all respondents from both groups indicated that neither the police departments nor the school districts had written policies concerning police-school relationships. However, five police and five school respondents indicated that their departments had "standing agreements" with the other organization. Both police and school personnel specified the nature of such

agreements in the quotations which follow:<sup>1</sup>

1. The police contact one school official for all business with the school. This person then sits in on all contacts with adults and children. This makes for a very workable atmosphere since both organizations keep advised.
2. Traffic regulations and control, especially procedures at busy intersections.
3. Parking in school areas and on school property.
4. Patrol school sites and buildings every two hours after school hours.
5. Police inform head engineer when boiler light (exterior) comes on.
6. Questioning of students.
7. Bomb scare procedures.
8. Both police and school personnel participate in the Youth Guidance Council.
9. Police participate in principal meetings and junior high clearing house monthly meetings.
10. Informal agreements between school personnel and the juvenile officer.
11. Notification at the station of suspended students by the schools.

#### Juvenile Delinquency Programs

The chiefs of police were asked if their departments had any programs which were designed to prevent and detect potential juvenile delinquents. All police respondents indicated that they did not sponsor such programs. Many, however, pointed out that there was a close liason by the juvenile officers and/or policewomen with most

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<sup>1</sup>All respondents' identities are accorded anonymity as stated in both questionnaires.

youth activities and other public agencies sponsoring programs for juveniles. Four superintendents indicated they had programs which were designed to prevent and detect potential juvenile delinquents. The superintendents specified the nature of such programs in the following quotations:

1. School Social Workers' Council for potential juvenile delinquents.
2. Cooperative juvenile delinquency programs with other sponsoring agencies.
3. Park-School Recreation Centers developed at school centers.
4. Youth Guidance Council.

Superintendents in the school districts with operational juvenile delinquency programs pointed out that they usually cooperated with the local police departments in such programs.

#### Intra-School Problems

Police respondents were asked if the school districts handled intra-school problems except where repeated or serious violations of the law occurred, such as property damage, bodily harm, or narcotics violations. Five police chiefs indicated that the school districts always handled intra-school problems while the remaining police chiefs indicated that the schools usually handled such problems. The same number of "always" and "usually" replies were obtained to this inquiry from the superintendents. As could be expected since these school districts always or usually handled their own intra-school problems, all police and school respondents pointed out that police did not patrol inside school buildings during the regular school day.

In-School Interviews and Apprehensions

Police and school respondents were asked if school personnel and parents or guardians were always present when members of the local police department conducted in-school interviews with students. Half of the responses from each organization were "No." Some of the reasons for answering "No" to this question were stated by the respondents as follows:

1. School personnel are always present--parents sometimes.
2. It depends on the violation and whether we can contact the parents.
3. Many parents are employed or not at home.

Both the chiefs of police and superintendents were asked if parents or guardians were always notified before the child was taken into custody by members of the local police department when in-school apprehensions of students were made. Two chiefs of police indicated that parents or guardians were notified before taking a child into custody while six superintendents indicated prior notification of parents or guardians. Of the eight chiefs and four superintendents indicating that parents or guardians were not always notified before the child was taken into custody, the following reasons were stated:

1. Parents are notified after the student is apprehended.
2. Depends on the circumstances and the violations.
3. Parents are contacted upon arriving at the Youth Division of the police department.
4. Parents are notified only when the case warrants--the person or persons may not be guilty until a study of the case is completed.

Student/Adult Problems

Chiefs of police were asked if it was their departments' policies to let the schools handle student/adult problems on or near school property except where repeated or serious violations of the law occurred. Half indicated it was their policy to always allow the schools to handle student/adult problems on or near school property, while the remaining police chiefs pointed out this was usually their policy. Three superintendents claimed it was their districts' policies to handle student/adult problems on or near school property while seven indicated this usually to be their policy.

Truancy

Both police chiefs and superintendents were asked to specify under what circumstances the local police departments become involved in cases of truancy. Replies of chiefs of police follow:

1. When students are found on public streets or places or when apprehension is requested by the school or parent.
2. When a complaint is made or when the student is noticed out of school.
3. The school usually calls home and if the child is not home and is known to have left for school, we are called and start looking for the child.
4. When criminal acts have been committed, like theft or vandalism, while the child is truant.
5. Runaway children are brought to our attention.
6. Where repeated truancy--we supply additional information if we have it and it is needed.
7. When school children are picked up on the streets, they are returned to the school with proper notification to school officials. The investigation office (juvenile) may be called in in cases of continual truancy.

Replies of superintendents of schools follow:

1. When we are not able to track down the child or if parents do not cooperate.
2. Extreme cases when immediate pickup is considered necessary or when all other approaches have been made.
3. In chronic truancy cases or when petitions are filed.
4. Truants frequently become involved with the police before they do the school.
5. Police can be called in by visiting counselors and principals.
6. When cases are flagrant, repeated, and serious enough to prosecute.

#### Crowd Control

Chiefs of police were asked if the school systems gave them a complete calendar of school events and indicated those events in which they would need police assistance with crowd control at large school functions. Eight police chiefs indicated that the schools always or usually furnished a complete calendar and indicated when police assistance was desired. One police chief pointed out that, "we automatically take care of athletic events." The two chiefs replying "sometimes" or "never" indicated, "they are usually called before events or when assistance is needed." To a similar question, eight superintendents indicated that they always or usually gave the police a complete calendar of school events which indicated those events in which they would need police assistance; two replied that they never did. Those replying "never" pointed out that the "type of function determines the need" and they therefore felt it was unnecessary to supply the police with a calendar of all the events which take place in the school system.

#### Money Transportation

Both police and school respondents were asked if the police were requested to transport school money or accompany school personnel with school money to depositories. The greater majority of the replies were in the "sometimes" or "never" category from both organizations. Only one chief and one superintendent replied "always." One police respondent indicated that his department was asked to accompany school personnel to depositories only with "football and basketball gate receipts."

#### Safety Education Programs

To determine which types of safety education programs the local police departments and the school cooperatively participated in within the last two years, both the chiefs of police and superintendents were asked about cooperative participation in such programs. Most of the replies from both organizations showed cooperative programs in the following five categories: (1) bicycle, (2) pedestrian, (3) automobile, (4) school safety patrol, and (5) "friendly stranger" or loiterer. A few replies showed that both organizations cooperated in the following three safety education programs: (1) disaster or civil defense emergency, (2) first aid, and (3) school bus patrol. Respondents from neither organization indicated they cooperated in water safety education programs.

#### School Records

Chiefs of police were asked if school officials permitted them to obtain certain information from school records when circumstances warranted and confidentiality was insured. Nine indicated that they were always or usually permitted to obtain the information

they desired while one police chief indicated that his department was sometimes permitted to obtain such information. Superintendents were asked if members of their staffs permitted the local police departments to obtain information from school records. Six replied "always" or "usually" to this question while four replied "sometimes."

#### School Activities

In order to determine which types of school activities members of the local police departments and the schools cooperatively participated in within the last two years, both the police chiefs and superintendents were asked about cooperative participation in school activities. Most of the replies showed participation in the following three categories: (1) bicycle safety day, (2) school parades, and (3) all-school or special assembly programs. A few cooperatively participated in student clubs.

#### Traffic Control

Police chiefs were asked if their departments provided for traffic control on or near school property with, without, or both with or without school officials requesting traffic control. Eight police departments provided traffic control with or without the request of school officials. To a similar question, eight superintendents pointed out that their staff members sometimes made requests for traffic control. One superintendent indicated that, "when we are understaffed, and in an emergency, they will assist."

#### Classroom Situations

To determine which types of classroom situations members of the local police departments and the schools cooperatively participated in within the last two years, both the police chiefs

and superintendents were asked about cooperative participation in the classroom. By far the greatest amount of cooperative participation occurred in safety education presentations to classes as indicated by most of the replies from both organizations. Half of the replies indicated cooperative classroom presentations in the following categories: (1) behind-the-wheel driver education, (2) social studies units on municipal government, (3) elementary level units on community helpers, and (4) health education. In one municipality the police department and the school district cooperated in physical education classroom presentations. Neither police nor school officials indicated cooperation in adult education classroom situations. One police chief pointed out that members of his department cooperatively planned and presented "criminology units in a sociology class."

#### Adult Crossing Guards

Police and school respondents were asked if the local police departments directed, supervised, and/or instructed adult school crossing guards. Most of the replies from both organizations indicated that the police do perform this function.

#### Patrolling School Property

Seven police chiefs and seven superintendents replied "Yes" to the question asking if the local police department made any special effort to patrol school property (buildings, grounds, playgrounds) before, during, and/or after the regular school day. Replies of those answering "Yes" from both organizations specified the nature of such property patrol efforts as follows:

1. We have a constant patrol every two hours of every building.
2. Zone patrol units and detective units increase surveillance of school property during athletics, dances, and plays.
3. Special night patrols for preventing vandalism and theft.
4. School buildings and grounds are visited more often before and after school hours and during the summer months.
5. Some playgrounds are a problem. We find it necessary to have police present for days at a time.

#### School Safety Patrols

Chiefs of police and superintendents were asked if the local police departments directed, supervised, and/or instructed the school safety patrols. Replies from both organizations were equally distributed and ranged from "always" to "never." Some police chiefs pointed out that they "work very closely with the teacher and/or principal in charge of school safety patrols." Others indicated that "special instructions are given during the first week of the school year with 'refreshers' two or three times more during the balance of the school year." Some superintendents pointed out, as one superintendent phrased it, "a staff member in each building is responsible for the school safety patrol and requests for police assistance with the patrol are made on an individual basis."

#### Police Presentations to Parents and/or School Personnel

It was thought desirable to determine to which school sponsored meetings local police department members were asked to make presentations. Almost all chiefs of police and superintendents indicated that presentations were made by police department members at

P.T.A. or other parent groups, while a few indicated presentations were made at faculty meetings. In only one community did the chief of police and superintendent report that police made presentations at teacher workshops.

#### School Bus Drivers

In only one community was it indicated by a police chief and superintendent that instructions for school bus drivers were always provided by local police department personnel. The type of instruction provided involved mainly "basic first aid techniques." The balance of the replies from both organizations indicated that instruction was never provided for school bus drivers by police personnel. Most of the superintendents pointed out that "county superintendents hold school bus driver schools twice yearly and these are always attended by our bus drivers." This may very well be the reason why local police departments are not more frequently asked to provide instructions for school bus drivers. One superintendent indicated, "We do not have buses;" one police chief pointed out, "My policemen drive school buses as extra jobs."

#### Opening Day Provisions

Chiefs of police were asked if their departments made any special provisions for the opening day of school. Four claimed that they departments made such provisions while the remainder answered "No." Superintendents were asked if they contacted the local police department to make any special provisions for the opening day of school. Three pointed out that they made such contacts with the police. The nature of such opening day provisions were stated by

respondents from both organizations as follows:

1. We cooperatively develop traffic control plans and warnings to motorists.
2. Numerous safety provisions are made such as--posting of signs and posters, radio and newspaper releases, bumper stickers.
3. We repaint all school crossings and increase our car patrol.
4. The police and other civic groups help us with a pre-school school patrol workshop.
5. Newspaper article making an appeal to drivers and school children to be alert that "School is in Session."

Student Observer or Student Tour Programs

Each chief of police was asked if his department had a student observer or student tour program, and each superintendent was asked if his district participated in such a program sponsored by the local police department. Two police chiefs indicated they sponsored this type of program and two superintendents (in the same municipalities as the chiefs) indicated that their districts participated in such programs.

Authority and/or Legal Responsibility Overlap

Both police chiefs and superintendents were asked if, at any time their authority and/or legal responsibility overlapped with that of the other organization. Two police respondents felt there was such overlap and one superintendent agreed with their view. These three respondents were asked to specify the nature of such authority and/or legal responsibility overlap. Their replies were:

1. We feel that there is this type of overlap during in-school questioning and apprehensions.

2. Any problems on a school site such as traffic, vandalism, delinquency, theft, and others involve school-police overlap of authority.
3. Auto accidents, parking, and driving on school property.

Respondents were asked how conflicts were resolved that resulted from authority and/or responsibility overlap. All pointed out that these conflicts were resolved by conferences with personnel in the other organization or by "mutual understanding."

#### Information and Aid Requests

The chiefs of police were asked if school personnel generally complied with requests for information and aid. Eight indicated that such requests were always honored, while three answered "usually." In turn, superintendents were asked if police personnel generally complied with requests for information and aid. It was the opinion of seven superintendents that the police always complied with such requests while three indicated there was usually compliance with such requests. Two of the superintendents answered "usually" and pointed out that their districts were experiencing a more difficult time securing information from the police since the inception of the Juvenile Court Act passed by the 1965 session of the Illinois General Assembly.

#### Police-School Relationships

Both the police and school respondents were asked to choose one of five categories which best described police-school relationships in their city. Eight chiefs of police and superintendents chose "above average" to describe these relationships. One chief of police and one superintendent pointed out that police-school

relationships in their city "can't be improved," while one from each organization felt these relationships were "average." Both the police chiefs and superintendents were asked for suggestions as to how police-school relationships could be improved in their city. The following suggestions for improvements in relationships were stated by the chiefs of police:

1. This department does not have a youth bureau, but is contemplating establishing one in the near future. This will make for better cooperation with the schools.
2. Need for more conferences on school problems with school officials.
3. We could both profit by cooperatively setting up a juvenile delinquency council.
4. Policies should be set cooperatively by the school district and police department.
5. Our department would be willing to do a lot more in the way of classroom presentations and participating in school activities if the schools would extend the invitations.
6. Schools should do something for a school dropout and allow students to make up work when suspended. Our department would help if such a program were established.

Superintendents of schools made the following suggestions for improvement of police-school relationships:

1. We need to strive for improvement in communication while continuing working and cooperating with one another. When cooperation is lacking, it can be directly placed on a breakdown in communication.
2. The schools and the police should cooperatively develop a better plan for disbursing children away from school grounds.
3. We need better supervision at the junior high level. These children seem to be the most volatile if not kept under strict supervision.

4. If both the police and schools could increase their trained staff and have sufficient budgets, these matters will take care of themselves.
5. More local police!
6. This district needs to employ an attendance, safety, and security officer--this person preferably with police training.
7. Need for continued study and sharing of problems and working together toward solving them.
8. Need for a school-police council or team to handle juvenile delinquency problems.

#### Description of Interview Data

Thirty-eight school and 21 police personnel from three charter districts and police departments in which these districts were located participated in the interview aspect of this study. The questionnaires mentioned previously were the bases for all interviews. After each interviewee completed the questionnaire, he was asked to elaborate upon various aspects of police-school relationships as they were pointed out by his or her responses or lack of responses on the questionnaire.

Three chiefs of police and three superintendents of schools were interviewed initially to determine the extent of their knowledge of police-school relationships. Based upon their interview replies, which were later verified by members in their respective organizations, it was found that these men had a high degree of awareness of and interest in police-school relationships in their respective organizations. This finding was contrary to some popular conceptions that men in charge of an organization do not know what is occurring at the operational level, and thus enhanced the validity

of the replies from the police and school questionnaire respondents.

#### Communication Patterns

A study of Table 5 reveals the patterns of communication which existed between the two groups. Juvenile officers were most frequently mentioned as initiating face-to-face, telephone, and written communications with the schools, while personnel from the detective division and chiefs of police were mentioned second and third most, respectively. Less frequently, the assistant chief of police, traffic division personnel, the school safety officer, and records division personnel were also credited with initiating communication.

It was found that most of the communications which the police departments received from the schools were initiated by elementary, junior high, and senior high school principals as shown in Table 5. The assistant superintendent of buildings and grounds initiated the second most amount of communications with the police while guidance counselors and assistant principals tied for initiating third most. Other school personnel less frequently mentioned and initiating communications with the police included the superintendent of schools, deans, director of attendance, coordinator of safety, physical education, and athletics, truancy security officer, coordinator of pupil services, director of athletics, teachers, and social workers.

Each police interviewee was asked to rank the frequency of occurrence of the major areas of concern of communications with the schools, with the following results (see Table 6): (1) juvenile

TABLE 5

POLICE-SCHOOL INITIATORS OF COMMUNICATIONS AS  
REPORTED BY INTERVIEWEES

Frequent Initiators of Communications Between Each Organization	Police Department Personnel	School District Personnel
Most	Juvenile Officers	Principals
Second Most	Detective Division Personnel	Assistant Superintendent of Buildings and Grounds
Third Most	Chief of Police	Guidance Counselors and Assistant Principals (tie)

delinquency detection, prevention, and control, (2) in-school interviews, (3) traffic control on or near school property, (4) some aspects of safety education, and (5) crowd control at large school functions.

Likewise, each school interviewee was asked to rank the frequency of occurrence of the types of communications with the police. Their rankings were as follows as shown in Table 6:

- (1) juvenile delinquency detection, prevention, and control,
- (2) traffic control on or near school property, (3) some aspects of safety education, (4) crowd control at large school functions, and (5) student/adult problems on or near school property. There was close agreement on the types of communication occurring most frequently between both organizations although differences existed

in the rankings of these communications by personnel in each organization.

TABLE 6  
POLICE-SCHOOL RANK ORDER FREQUENCY OF COMMUNICATIONS  
AS REPORTED BY INTERVIEWEES

Police Department Ranking of Communications	Areas of Concern in Communications	School District Ranking of Communications
1	Juvenile delinquency detection, prevention, and control	1
2	In-school interviews	-
3	Traffic control on or near school property	2
4	Some aspects of safety education	3
5	Crowd control at large school functions	4
-	Student/adult problems on or near school property	5

#### Policies and Agreements

Two of the three police departments had written policies concerning police-school relationships. In one department these policies were concerned solely with bomb scares while in the other department two areas of concern were written into policy statements as follows:<sup>2</sup>

1. The principal is always contacted at school before interviews with and apprehensions of students.

<sup>2</sup>All interviewees' identities are accorded anonymity as stated prior to all interviews.

2. A specific procedure is followed to determine the degree of seriousness of an offense before a student is taken out of school.

Two of the three charter districts had written policies concerning police-school relationships. In the board of education policies and administrative procedures for one of the districts, the following section concerned itself with cooperation with the local police department:

The board of education shall cooperate with the city police department in matters that relate to pedestrian safety near school buildings.

1. As a means of helping promote safety on the city streets a student patrol system shall be established with the council and aid of the Chicago Motor Club.
2. Each school shall appoint a staff member to be advisor for the group of students serving as guards. The advisors shall work closely with the city police department in matters relating to safety on the streets near their building.
3. Each school shall cooperate closely with the city police department in the adult guard program designed to protect the students at busy intersections. The personnel department of the city will employ and pay adult guards. The schools shall keep the necessary records, such as time sheets for hours worked, as their share in the administration of the program.

In another district only one statement in the board of education policies referred to police-school relationships: "School personnel must be present at all times when students are questioned by police inside school buildings."

All police departments had "standing agreements" with the school district or individual schools within the district. All central staffs in the districts and some of the individual schools had "standing agreements" with the city police. Both police and school personnel stated the nature of such agreements as follows:

1. Traffic regulation and control.
2. We have informal agreements that we be permitted to interview children at school. Also, that all violations of the law of a serious nature be reported to us.
3. Crowd control by both off and on-duty police.
4. Buildings and grounds checks.
5. Bomb scare procedures from tip-off through a thorough search of the building.
6. Traffic counts and the placement of adult crossing guards.
7. We cooperatively see to it that crosswalks are kept painted and that school crossing signs are in good repair.
8. We have an agreement as to when we call police to protect our students at intersections that at times are more dangerous than others.
9. Payment of off-duty police for assistance with large crowds.

#### Juvenile Delinquency Programs

Two of the three police departments and charter districts had programs designed to prevent and detect potential juvenile delinquents. Interview replies from police personnel as to the nature of these programs were stated as follows:

1. I (chief of police) and others go to school classes and activities regularly on a "sell job" at all levels of instruction.
2. We refer potential offenders and offenders to local, county, and state agencies for work with these persons.
3. Within the past year we gave 1,200 talks to schools, mostly, and other community agencies.

Interview replies from school personnel concerning juvenile delinquency programs they had in operation were:

1. Counselors in the elementary and secondary schools in conjunction with the Community School Program under Title I of the Elementary and Secondary Education Act of 1965, are working to prevent our students from becoming potential delinquents.
2. We have a Deans-Counselors-Social Workers Council which has as one of its objectives, the prevention and detection of potential juvenile delinquents.

Both the police and school interviewees indicated that they always attempted to cooperate with each other in such juvenile delinquency programs. One chief of police, however, stated that, "We will cooperate only if I, in conference with my juvenile officers, determine that the program is truly a preventive program."

#### Intra-School Problems

All personnel interviewed in the school districts indicated that it was the policy in their districts to handle intra-school problems except where repeated or serious violations of the law occurred. Police interviewees verified this fact by indicating that the schools almost always handled their own intra-school problems except where serious infractions of the law occurred. Neither police nor school personnel felt there was a need for police to patrol inside school buildings during the school day.

#### In-School Interviews and Apprehensions

Police and school interviewees replied that school personnel were always present during in-school police interviews with students. Parents or guardians were present only sometimes at these interviews, although attempts had been made to contact them prior to such interviews. In two of the districts the police called the parents or guardians (if they could be contacted at home or on the job) in

the presence of school personnel, generally the principal, assistant principal, guidance counselor, or dean. In the other district, police and school personnel sometimes followed the above procedure or both police and school personnel made separate calls to notify parents or guardians of an impending police interview with their child. One police department had an unwritten policy that parents must always be present when a female was interviewed in school. Some police and school interviewees indicated that at times it was desirable to allow police to interview students without parents or guardians having knowledge of the interview. They indicated that apparently some parents and guardians retaliated with harshness and cruelty at home if they knew the child talked to the police.

When there was a warrant for the arrest of a student, the police could take the student into custody regardless of objections from school authorities. Police interviewees replied that they sometimes notified the parents or guardians before the child was taken into custody. Sometimes it was difficult to contact parents during the school day, so attempts were made to contact them as soon after the child's apprehension as possible. Some school interviewees indicated that they always attempted to contact parents or guardians when the police came to the school to take a student into custody. Other school interviewees assumed that the police had already or would later contact the parents.

#### Student/Adult Problems

Concerning student/adult problems on or near school property, police replies indicated that the schools usually handled such

problems except where serious or repeated violations of the law occurred. School interviewees replied similarly. However, some principals indicated that they always handled student/adult problems on school property, but generally deferred to the police if these problems occurred near school property where they felt they had no authority. Interviewees in both organizations also pointed out that responsibility for handling student/adult problems depended upon who received the telephone call or who uncovered the problem first. School personnel stated, for example, that they always called police when:

1. Strangers are found loitering on or near school property.
2. Obscene literature is being passed out by adults.
3. An automobile accident occurs on school property.

#### Truancy

In these three charter districts, where interviews were conducted, the local police department very seldom became involved in cases of truancy. All of the districts employed truant officers or some such person who handled most of the truancy cases. The following replies from police and school interviewees indicated instances in which police were involved in truancy cases:

1. If school authorities ask for our help, we will help them.
2. When kids don't go right home or have left for school and haven't arrived.
3. Runaways.
4. When parents contribute to the truancy.
5. Sometimes the court or school truant officer ask our aid.

6. When the child is charged with some other offense while truant.
7. The police sometimes pick up a truant downtown and return him or her to school.

#### Crowd Control

All three districts hired off-duty police for crowd control duty on school property during major sports events, dances, plays, concerts, programs, and social events, such as a P.T.A. turkey dinner. Sometimes these off-duty police were obtained through contacting the local Policemen's Benevolent and Protective Association; other times the local police department was contacted directly. Regardless of whom the schools contacted, these off-duty police were paid for their services by the school districts. On-duty police were generally contacted to control pedestrian and automobile traffic moving onto and off school property after major school functions. In one city the police had requested and received from the school system a weekly calendar of school events and activities which might or might not have required police services. The chief of police in the city involved indicated that this "helps me pinpoint potential problems and manpower shortages." School personnel in the other two districts sometimes gave the police a complete calendar of events and indicated those events in which police assistance was required while others called the police when the need arose. One district required civic or other organizations that used the school plant at night or on weekends to hire off-duty police for crowd control and school plant protection and pay the police from their own organizational funds.

#### Money Transportation

The local police departments were seldom requested to transport school money or accompany school personnel with school money to depositories. One district contracted with Brinks Armored Express Company while another contracted with Armored Express Corporation to transport school money. These armored expresses picked up school money daily at each school. The third district relied on its cafeteria managers, principals, and directors of athletics to transport money to the central office or deposit it in the bank. The local police departments were sometimes asked to transport school money or accompany school personnel with such money at night or on weekends after large spectator sports events, P.T.A. carnivals, or other school social events. Sometimes the off-duty police who were hired by the district for crowd control at major school functions performed this service.

#### Safety Education Programs

Within the past two years the local police departments and their respective school districts cooperatively participated in the following safety education programs: (1) bicycle, (2) school safety patrol, (3) "friendly stranger" or loiterer, (4) pedestrian, (5) automobile, and (6) disaster or civil defense emergency. One of the police departments had a lake patrol division within the department and personnel in this division cooperated with the schools in first aid and water safety programs.

#### School Records

Police interviewees replied that school personnel almost always permitted them to obtain information from school records when

circumstances warranted the need for such information and confidentiality was insured. They pointed out that some principals, deans, or guidance counselors at times held back school records information if they felt that such information should remain confidential. School interviewees replied that they usually permitted police to obtain information from school records. Some principals indicated that they would release only "general information" from school records, such as parent's address, parent's occupation, student's age, and the like.

#### School Activities

Interviewees in both organizations indicated that police department personnel were asked to participate in the following school activities within the past two years: (1) student clubs, (2) all-school or special assembly programs, (3) school parades, and (4) bicycle safety day. Police participated in programs in the following clubs: key club, student council, safety club, junior high bicycle club, first aid club, and junior high rifle club. At all-school or special assembly programs police gave talks, sometimes with the aid of slides or film, on juvenile delinquency, driver and pedestrian safety, bicycle safety, malicious persons, and general good citizenship. They also presented awards to safety patrol leaders at assembly programs. The local police departments were asked to provide escorts for school parades and escorted bus loads of students and teams to the edge of town and met them at the edge of town on return trips from tournament sports events. Police were involved in the planning and direction of bicycle safety days and

bicycle rodeos.

#### Traffic Control

Concerning traffic control on or near school property, school interviewees indicated that the police, with few exceptions, did an outstanding job. Interviewees in both organizations indicated that the police provided traffic control both with and without the request of school officials. School personnel seldom had to request police assistance in traffic control above the amount of control they were already providing.

#### Classroom Situations

Interviewees in both organizations indicated that police department personnel were asked to participate in the following classroom situations within the past two years: (1) elementary level units on community helpers, (2) health education, (3) physical education, (4) social studies units on municipal government, (5) safety education, and (6) behind-the-wheel driver education. One first grade teacher indicated the need for getting police into the classroom. She taught in a "culturally deprived" school and developed a unit on police helpers. To begin the unit she asked her first graders, "What do police do?" The only two replies she received to that question this past year were (1) "take Daddy to Jail" and (2) "shoot people." One of the police departments had coloring books which it used in its presentations to primary children with pictures admonishing youngsters not to accept rides or gifts from strangers, swim in dangerous water, walk on the street except at marked intersections, ride a bicycle on the wrong side of the street,

and similar cautions. Some elementary teachers requested and were granted permission to visit the police department with their classes. Police participating in health education classes talked mainly about narcotics to the students. Police participated in physical education classes by talking about and demonstrating first aid techniques and water safety. The lake patrol division in one police department handled all requests for presentations on these subjects. Police participated in two types of social studies units on municipal government: (1) community resources units and (2) criminology units. Classroom participations in safety education by the police primarily included presentations on: (1) automobile safety, (2) pedestrian safety, (3) bicycle safety, and (4) avoidance of "friendly strangers" or loiterers. Police participated in behind-the-wheel driver education in one city only to the extent of demonstrating braking distances to the students.

#### Adult Crossing Guards

In all three charter districts, the local police departments were responsible for directing, supervising, and instructing adult school crossing guards. In all cases the city paid the salaries of the adult guards. In two cities, the adult guard's uniform, cap, strap, whistle, and stop sign were purchased by the city. In the other city, the P.T.A. of the school served by the adult crossing guard(s) purchased the uniform and other materials. In all cases adult crossing guards were placed at intersections only after the police department conducted a traffic census and applied the results of the census to a formula. The period of formal instruction for adult crossing guards varied from one to two weeks, with the

emphasis of instruction on general conduct at the intersection, and standardization of signals to students, other pedestrians, and motorists. Usually one week of on-the-job training was given by the police safety officer with later supervision handled by traffic division personnel. In case of illness of an adult crossing guard on a given day, traffic division personnel generally covered the intersection involved.

#### Patrolling School Property

Generally, the local police departments did not make any special effort to patrol school property (buildings, grounds, playgrounds) before, during, and/or after the regular school day. All buildings and grounds were checked regularly, as was any place of business. Special checks were made only if school and/or police personnel received reports of or expected possible trouble. Police generally notified the principal, custodian, and/or assistant superintendent of buildings and grounds if unusual conditions were discovered on a given school property.

#### School Safety Patrols

School safety patrol programs were the responsibility of the elementary principal or another designated school person. Police directed, supervised, and/or instructed school safety patrols only when asked to do so. In other words, none of the school districts had a program which involved the police at all elementary schools in the district. Rather, police participation in safety patrol programs were handled on an individual school basis with a school person at a given school requesting the services of the local police

department. The Chicago Motor Club provided belts, badges, awards, and general instructions for safety patrols in the three cities. In some schools, P.T.A. members helped the principal with the safety patrols. In one district, the police presented an "award of the month" in an assembly program to that student chosen as the best safety patrol member. In another district, the police sponsored an annual picnic for all school safety patrols at the end of the school year.

#### Police Presentations to Parents and/or School Personnel

Police interviewees in all three police departments indicated that police personnel were asked to make presentations to (1) P.T.A. or other parent groups, (2) faculty meetings, and (3) teacher workshops or beginning-of-the-school year seminars for teachers. As one of the police interviewees expressed it, "Most of the presentations to these groups involve how school personnel, parents, and we can help kids stay out of trouble and various aspects of safety education." Some P.T.A. groups conducted periodic panel meetings at which the superintendent of schools, chief of police, fire chief, city engineer, and civil defense coordinator served as panel members. Sometimes school personnel asked the police to make safety patrol awards to deserving students at P.T.A. meetings. In one city, one or more juvenile officers regularly attended and made presentations in principals' meetings and counselors' workshops.

#### School Bus Drivers

Members of the local police departments did not provide instruction for school bus drivers in any of the three school districts.

In fact, one district did not own any school buses and contracted with the municipal bus line to transport students requiring bus service to and from schools. The county superintendents in the counties in which these districts were located held meetings for school bus drivers twice yearly. Since the school bus drivers in all the districts attended these meetings, there was apparently no urgent need for local police department involvement in school bus driver instruction in these school districts.

#### Opening Day Provisions

School personnel generally did not contact police to make any special provisions for the opening day of school. Only two people, a junior high school principal and a coordinator of safety, physical education, and athletics, both in the same school district, contacted the police about the opening day of school. Most school personnel assumed that this was the job of someone in the central office. The police took the initiative in making special provisions for the opening day of school. Some of the provisions they made included: (1) presenting messages on the radio and television and in the newspaper urging safety and caution at the opening of a new school year, (2) posting "back to school" signs in the general area of schools, (3) painting streets and otherwise marking hazardous intersections, (4) making special traffic censuses and traffic division assignments, (5) hiring auxiliary police for the opening week of school, and (6) preparing adult crossing guards for their first day of duty. One junior high school assistant principal mentioned that he and the police juvenile officers had been invited by his

principal to lunch "to renew acquaintances, map strategy, and discuss procedures" before the opening day of school.

#### Student Observer or Student Tour Programs

None of the three police departments had a formally established student tour or student observer program. The schools, however, were granted permission to allow classes or special groups to tour the police departments upon request. The following school groups made tours of the police departments: (1) elementary classes, (2) sociology classes, (3) government classes, (4) business law classes, and (5) a junior high school rifle club. In fact, one rifle club on occasion used the police firing range facilities during the course of the school year.

#### Authority and/or Legal Responsibility Overlap

Both police and school interviewees were asked if at any time their authority and/or legal responsibility and that of the other organizations' overlapped. Some personnel in each organization indicated that they felt such overlap existed (1) during bomb scares, (2) during in-school interviewing and apprehension of students, and (3) when law violations occurred on school property. Concerning bomb scares, most principals and all police interviewed felt that the principal's job was to see that all students left the school building for safety. Then the principal, members of his staff, and/or custodians would direct the police and firemen through the building during the search for the detonating device. A few principals felt that they should be in charge of their building regardless of the circumstances, hence the conflict of authority on

bomb scares. Concerning in-school interviews and apprehensions of students, some police interviewees indicated a reluctance on the part of a few school officials to allow in-school interviews and apprehensions of students. Some school personnel indicated that the methods employed by some juvenile officers were not appropriate in a setting involving juveniles, hence an overlap of authority and responsibility. Concerning law violations that occurred on school property, some principals (and this was substantiated by some juvenile officers) indicated that they were sometimes reluctant to report violations of the law on school property to police "so the student(s) would not get a record." As one juvenile officer phrased it, "It is our responsibility to investigate all violations of the law, and we have the authority to do so," hence authority and responsibility overlap. Interviewees in both organizations were asked how these conflicts were resolved. Their replies indicated that while conferences generally brought about satisfactory solutions, a few conflicts remained unresolved due to personality conflicts between personnel in each organization.

#### Information and Aid Requests

Police interviewees were asked to express their opinion as to whether school personnel generally complied with requests for information and aid. With few exceptions, their replies indicated that school personnel always cooperated willingly with any requests for information and aid they made. School interviewees were asked if police personnel generally complied with requests for information and aid. Most of the school interviewees took the liberty to separate

requests for information and requests for aid. All school personnel indicated that the police always answered requests for aid, but with the recent inception of the new Juvenile Court Act in Illinois, reasonable requests for information generally went unanswered since the police were not legally able to release information concerning juveniles. Some school and police personnel indicated that at times, information was unofficially exchanged, as one juvenile officer expressed it, "on a basis of trust and that it will not leave this room."

#### Police-School Relationships

By far the majority of both police and school interviewees in the three cities indicated that they felt police-school relationships in their city were above average. A few interviewees hedged on this question because they indicated that they had worked all their lives in a particular city and lacked a frame of reference from which to make a comparison.

Interviewees in both organizations were asked to make suggestions to improve police-school relationships in their city. The following suggestions for improvement were presented by police personnel:

1. We need more meetings with school personnel on juvenile delinquency prevention.
2. It would be helpful if there were closer coordination between school counselors, police juvenile officers, and police safety officers.
3. We could always use more time and men to participate in more school programs than we presently do. This would help to insure a better student-police relationship.

4. In the case of dropouts, we could afford to work closer with school officials and will work closer if requested.
5. We need more regular meetings with top school administrative officials.
6. All teachers, principals, and counselors should periodically get a tour of our department and observe the job we are trying to do down here.
7. We should give more and improve our lectures on safety.

School personnel made the following suggestions for improvement of police-school relationships:

1. We need more contact with the police through assemblies, classroom discussions, and other school activities.
2. We both need to sit down and cooperatively develop a workable plan.
3. More people are needed in the juvenile division of the police department.
4. A council made up of police personnel, school personnel, the county judge, and other juvenile authorities should be developed and geared to improve procedures in handling juvenile cases.
5. Conditions could be improved if more local police, especially juvenile officers, were better trained in working with young people.
6. There is a definite need for improved and continued communications between us and a need for more direct acquaintances.
7. Relationships could be improved if we had a written policy on a district-wide basis.
8. Better communications back to school are needed on hearings, findings, and recommendation after referral.
9. Police appear reluctant at times to come to school to participate in the classroom and activities. Maybe we (principals) should write a letter to the chief saying, "we need your help and desire your assistance."

### Analysis of Questionnaire and Interview Data

Forty-eight school and 31 police personnel from the charter districts of Illinois, and police departments wherein these districts were located, participated in both the questionnaire and interview aspects of this study. The analysis of the data which follows compares the results obtained from the questionnaires and interviews and points out similarities and differences in police-school relationships.

#### Communication Patterns

In Table 7, a comparison of rankings by police personnel of frequent police initiators of communications with the schools indicates close agreement between questionnaire respondents and interviewees. In both instances police juvenile officers were ranked as being the most frequent initiators of communications with the schools. The chief of police and detective division personnel were not ranked as highly by the police personnel as juvenile officers, but they were also frequent initiators of communications with the schools. The police questionnaire respondents gave traffic division personnel a ranking equal to that of the detective division personnel in so far as communications with the schools were concerned. The top ranking received by the police juvenile officers from police department personnel apparently stemmed from the nature of their position and the resultant relationships they have with school age juveniles.

Table 7 further shows a comparison of rankings by school personnel of frequent school personnel initiators of communications with the police. As was true of police rankings above, both school

TABLE 7

POLICE-SCHOOL INITIATORS OF COMMUNICATIONS AS REPORTED  
BY QUESTIONNAIRE RESPONDENTS AND INTERVIEWEES

Frequent Initiators of Communications Between Each Organization	Ranking by Police in Questionnaire	Ranking by Police in Interviews	Ranking by School Personnel in Questionnaire	Ranking by School Personnel in Interviews
<u>Police</u>				
Juvenile officers	1	1		
Chief of police	2	3		
Detective division personnel	3 (tie)	2		
Traffic division personnel	3 (tie)	-		
<u>School</u>				
Principals			1	1
Superintendent of schools			2	-
Assistant superintendent of buildings and grounds			3 (tie)	2
Guidance Counselors			3 (tie)	3 (tie)
Assistant Principals			-	3 (tie)

questionnaire respondents and interviewees showed close agreement in ranking frequent school personnel initiators of communications with the police. Elementary, junior high, and senior high school principals were given the highest rank by school personnel as the most frequent initiators of communications with the police. The superintendent of schools who answered and returned the questionnaire ranked themselves as the second most frequent initiator of communications in their districts with the police departments. School personnel who were interviewed did not consider the superintendent in their districts to be a frequent initiator of communications with the police, but the superintendent was mentioned periodically by some interviewees as a frequent initiator. It may be that some of the superintendents who were asked to complete the questionnaire saw their roles differently than their subordinates. The assistant superintendent of buildings and grounds and guidance counselors were not ranked as highly by school personnel, as the principals, but they were also frequent initiators of communications with the police. Assistant principals were given a ranking equal to that of guidance counselors by school interviewees. This finding was not surprising since (1) interviews were conducted in many different school attendance centers as compared to the questionnaires which were completed solely by superintendents and (2) a traditional part of an assistant principal's job was discipline and this did at times necessitate communications with the police.

Table 8 shows the rank order frequencies of areas of concern in communications between both organizations as reported by the

TABLE 8

POLICE-SCHOOL RANK ORDER FREQUENCY OF COMMUNICATIONS AS REPORTED  
BY QUESTIONNAIRE RESPONDENTS AND INTERVIEWEES

Areas of Concern in Communications	Ranking by Police in Questionnaire	Ranking by Police in Interviews	Ranking by School Personnel in Questionnaire	Ranking by School Personnel in Interviews
Some aspects of safety education	1	4	4	3
Juvenile delinquency detection, prevention, and control	2	1	2	1
Traffic control on or near school property	3	3	1	2
Crowd control at large school functions	4	5	3	4
Student/adult problems on or near school property	5	-	5	5
In-school interviews	-	2	-	-

questionnaire respondents and interviewees. There were five major areas of concern in communications between police and school personnel: (1) juvenile delinquency detection, prevention, and control; (2) traffic control on or near school property; (3) some aspects of safety education; (4) crowd control at large school functions; and (5) student/adult problems on or near school property. The juvenile delinquency area of communications was generally ranked highest by questionnaire respondents and interviewees as compared to the other four areas mentioned above, and thus may account for the ranking of police juvenile officers as the most frequent initiators of communications with the schools (see Table 7). Table 8 further shows that in-school interviews with students was given a high ranking by police interviewees. This finding was not surprising since many juvenile officers and detective division personnel, who were invariably involved in in-school interviews as a part of their weekly work assignments, were among those interviewed.

#### Policies and Agreements

Local police department and school district policies concerning local police department-school system interaction and cooperation were generally lacking. In every instance, the written policies examined were found to be narrow in scope and failed to cover adequately the full range of police-school relationships. From an administrative standpoint alone, it would be desirable for both organizations to cooperatively improve their written policies concerning police-school relationships.

The existence of "standing agreements" between the police department personnel and central staff or individual school personnel was reported by many questionnaire respondents and interviewees. These agreements were generally concerned with (1) traffic control and regulation, (2) in-school interviews with students, (3) crowd control, (4) school property patrol, (5) bomb scare procedures, (6) various school opening day provisions, and (7) traffic census and adult crossing guards placement. Since there was apparently a definite need for these "standing agreements" on an individual school or system-wide basis, it appeared that the importance of these agreements would be great enough to warrant the inclusion of some, if not all, of them in the general written policies of both organizations.

#### Juvenile Delinquency Programs

Formally established and functionally operational juvenile delinquency programs were generally lacking in both police departments and school systems. Those few programs reported in operation by questionnaire respondents and interviewees appeared to have developed in an incidental manner rather than as a result of long, deliberate, cooperative planning. Possibly enough was not known about the problems of delinquent children to permit the establishment of juvenile delinquency programs or that the need was not felt to be great enough to warrant developing such programs. Thus a paradox exists since juvenile delinquency detection, prevention, and control was shown in Table 8 to be the major area of concern in communications between police and school personnel. The question arises as to

whether the police and the schools, together with the home and other agencies of society, have failed to assume their share of leadership and responsibility in this vital area.

#### Intra-School Problems

The questionnaire and interview data indicated that the school systems or individual schools within each system generally handled their own intra-school problems. In cases where serious or repeated infractions of the law occurred, the schools asked for and received assistance from the police; therefore, neither police nor school respondents and interviewees felt there was a need for police to patrol inside school buildings during the regular school day.

#### In-School Interviews and Apprehensions

School personnel were almost always present during in-school interviews with students as evidenced by both questionnaire and interview data. While parents or guardians were not always contacted or present during in-school interviews, it was generally felt to be desirable to both contact parents or guardians and to have them present during an in-school interview with their child. In this way parents would be less apt to feel personally threatened by or hostile to such encounters with police personnel. However, in families where both parents or guardians were employed or not at home during the school day, this situation did present problems both for police and school personnel.

When the police had a warrant for the arrest of a student in school, that student could be taken into custody by the arresting

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police officer forthwith. There were considerable differences concerning (1) who was responsible for contacting the parents or guardians before the child was taken into custody in school and (2) whether the parents or guardians should be contacted before or after an in-school apprehension. Once again the fact that both parents or guardians were employed or unable to be contacted during the school day posed a problem. The lack of knowledge of responsibilities and duties on the part of both police and school personnel during in-school interviews and apprehensions of students indicated a real need for general written policies in these areas in both organizations. Such written policies about in-school interviews and apprehensions, if they were cooperatively developed and put into practice on the operational level, could solve all or most of the problems associated with this area of police-school relationships.

#### Student/Adult Problems

Both the questionnaire respondents and interviewees indicated that the school system or individual schools within each system generally handled their own student/adult problem on or near school property. In cases where serious or repeated violations of the law occurred, the school asked for and received assistance from the police. School personnel sometimes called police to avert potential student/adult problems, such as instances in which (1) strangers were found loitering on or near school property and (2) obscene literature was being passed out by adults.

Truancy

The local police departments that participated in this study were involved very little in cases of truancy. The reason for this apparently stemmed from the fact that truant officers or some such persons were employed by the school districts to handle most of the truancy cases. Both police and school personnel indicated several types of instances warranting police involvement in cases of truancy:

1. When truants were potential or real runaways.
2. When criminal acts were committed while the child was truant.
3. When foul play to and/or from school was suspected.
4. When truants were picked up out of school by police (not necessarily for violations of the law).
5. When parents or guardians were believed to be contributing to the child's truancy.
6. When truancy cases became chronic.

Crowd Control

As evidenced by the questionnaire and interview data, the police departments were generally given a complete calendar of school events with indications of those events requiring their assistance in crowd control. A few school systems contacted police for assistance as the need arose. This latter method of securing assistance was not desirable since it did not give the police enough time to pinpoint potential problems or rectify manpower shortages caused by "last minute" requests for assistance in crowd control. Some school districts contacted off-duty police and directly contracted with them for their assistance in crowd control

at major school functions. It appeared that interscholastic athletic events were the school functions most often requiring police assistance in crowd control.

#### Money Transportation

Local police department personnel were seldom asked to transport school money or accompany school personnel with school money to depositories. A few school districts contracted with armored express companies to transport school money, thus making the need for local police assistance in this area negligible, except perhaps after major weekend or night time school functions. Other districts relied wholly or partially on their own personnel to transport and protect school money enroute to depositories. While this latter policy on money transportation may be open to question, especially where large sums of money are involved, it may be permissible in instances in which the school personnel are insured and have been adequately instructed in emergency measures to follow.

#### Safety Education Programs

Both questionnaire respondents and interviewees indicated that the safety education programs which involved the greatest degree of cooperative participation included the following types: (1) bicycle, (2) pedestrian, (3) automobile, (4) "friendly stranger" or loiterer, and (5) school safety patrol. Safety education programs less in evidence were those concerned with (1) disaster or civil defense emergency, (2) first aid, (3) water safety, and (4) school bus patrol.

### School Records

When circumstance warranted and confidentiality was insured, police personnel were generally permitted to obtain information from school records, although some school personnel screened the type of information that was released. From both the questionnaire and interview replies it appeared that the schools were very cooperative with the police in releasing such information.

### School Activities

Cooperative participation in school activities was considered by both questionnaire respondents and interviewees to be the greatest in (1) bicycle safety day, (2) all-school or special assembly programs, and (3) school parades. Interviewees indicated more instances of police-school cooperation in certain student clubs than questionnaire respondents. This situation may have resulted from the principals, teachers, and other service personnel having been interviewed at various school attendance centers where the student clubs were in existence, whereas the superintendents answered and returned the mailed questionnaires.

### Traffic Control

Police and school personnel indicated that the local police departments provided traffic control on or near school property both with and without the request of school officials. Sometimes, school personnel found it necessary to request assistance in traffic control, but on the whole, requests were seldom made for police assistance above the amount of traffic control they were already providing. School interviewees especially praised the efforts of the local police

departments in this area and considered them to be doing an outstanding job.

#### Classroom Situations

Both questionnaire respondents and interviewees felt that the types of classroom situations where cooperative participation was evidenced to the greatest degree within the past two years included: (1) elementary level units on community helpers, (2) health education, (3) social studies units on municipal government, (4) behind-the-wheel driver education, and (5) safety education. Police and school interviewees also considered physical education as an area where cooperative participation was frequently in evidence. While the manner in which police personnel cooperatively participated in classroom situations varied from district to district and from school to school, it appears that increased participation is the responsibility of the schools and that in order to assure greater participation, the school personnel would have to take the initiative in extending invitations indicating a desire for additional police involvement in classroom situations.

#### Adult Crossing Guards

All police and school interviewees and most questionnaire respondents indicated that the local police departments directed, supervised, and/or instructed adult school crossing guards. Interviewees indicated that the formal period of instruction varied from one to two weeks with later on-the-job training and supervision handled by the police safety officer and traffic division personnel. Adult crossing guards were placed at an intersection only after a

traffic census was made to determine the need. In all cases the city paid the salaries of the adult crossing guards. The adult guards' uniforms and other materials were purchased in some instances by the city and in other instances by the P.T.A. of the school served by the adult crossing guard(s).

#### Patrolling School Property

Many of the police chiefs and superintendents answering the questionnaires indicated that the local police departments made special (the word special was underlined in the questionnaire) efforts to patrol school property before, during, and/or after the regular school day. Police and school interviewees, however, indicated that the police generally did not make any special efforts to patrol school property before, during, and/or after the regular school day. In the cities where the interviews were conducted, the police made routine checks on buildings, grounds, and playgrounds and increased their surveillance only if they were expecting possible school property law violations. Why the conflict between questionnaire and interview replies? Perhaps some of the police chiefs and superintendents answering the questionnaires considered the term "special effort" as meaning "routine effort" by the police surveillance detail.

#### School Safety Patrols

The questionnaire and interview data showed that police participation in school safety patrol programs varied from school district to school district and from school to school within districts. School safety patrol programs were generally the

responsibility of the elementary principal or some other school person he or she designated. Members from the local police department directed, supervised, and/or instructed school safety patrols only when requests were made for their services from school personnel. Those school systems or individual attendance centers not utilizing police services in their school safety patrol programs were missing a fertile area for not only police-school relationships, but also police-student relationships.

#### Police Presentations to Parents and/or School Personnel

Both questionnaire respondents and interviewees were in agreement that the members of the local police department made many presentations to P.T.A. or other parent groups. Interviewees, however, indicated that more police presentations were made at faculty meetings and teacher workshops than was evidenced by replies on the same topics from questionnaire respondents. This small discrepancy between questionnaire respondents and interviewees may once again have resulted from the fact that many school interviewees were contacted at various attendance centers with the principals, of course, being responsible for faculty meetings and teacher workshops within his or her building. These school interviewees were therefore more aware of what occurred at faculty meetings and teacher workshops in their respective attendance centers than the superintendents who answered the questionnaires.

#### School Bus Drivers

Of all the police and school personnel contacted in this study, personnel in only one community indicated that members of the

local police department provided instructions for school bus drivers. Some school districts, in fact, indicated that they did not own school buses. Many of the school questionnaire respondents and interviewees indicated that the various county superintendents provided instructions for school bus drivers at school bus driver school twice yearly. Those indicating this fact also pointed out that their school bus drivers attended these instructional sessions. Here was a case where local police services in instructing school bus drivers were not apparently needed since another agency took upon itself this responsibility.

#### Opening Day Provisions

Generally school personnel did not contact the local police departments to make any special provisions for the opening day of school. Some of the police departments took the initiative themselves in making special provisions for the opening day of school. Those police chiefs interviewed indicated that they discovered the date of school opening when reading various summer newspaper articles about the school systems; the police then planned accordingly. Provisions for the opening day of school made by some police departments were as follows:

1. Utilizing news media with messages of caution and safety.
2. Posting "back to school" signs and painting streets.
3. Counting traffic for traffic census purposes.
4. Preparing adult crossing guards and school safety patrols for the opening day.

5. Making special traffic division personnel assignments and hiring auxiliary police.

The data indicated the need for a closer relationship between school and police personnel in cooperatively planning for the opening day of school. The minimum action the school districts could have taken would have been to contact the police concerning the exact day school started and to indicate those opening day provisions where police assistance was desired.

Student Observer or Student Tour Programs

Only a very few police departments had formally established student observer or student tour programs. Many police and school personnel, however, indicated that school children were given tours of their local police departments upon request.

Authority and/or Legal Responsibility Overlap

A few questionnaire respondents and some interviewees indicated that they felt there was authority and/or legal responsibility overlap in some areas of local police department-school system interaction and cooperation. Three areas were mentioned most frequently as involving authority and/or legal responsibility overlap. These areas were concerned with procedures employed during (1) bomb scares, (2) in-school interviews and apprehensions of students, and (3) law violations occurring on school property. Both police and school personnel indicated that conflicts arising from authority and/or legal responsibility overlap were generally resolved by conferences between personnel in both organizations. It appeared that authority and/or responsibility overlap were inevitable between

organizations of this nature and size. The very foundations of the rights of juveniles and the authority of the educational system had their bases in law. The police enforced the laws of society and had the authority to do so. Therefore, authority and/or legal responsibility overlap was inevitable as was the conflicts resulting from such overlap.

#### Information and Aid Requests

Both police department questionnaire respondents and interviewees agreed that school personnel generally complied with their requests for information and aid. School questionnaire respondents and interviewees agreed that police personnel generally complied with their requests for aid, but much less frequently complied with requests for information. This latter condition was caused by the recently passed Juvenile Court Act in Illinois which forbade police from releasing any information about juveniles. There was no question that this has in some respects hindered police-school interaction and cooperation. Things are likely to get worse before they get better in the area of information exchange between the police and the schools, since it appears unlikely that the provisions of this Act will be substantially changed in the very near future.

#### Police-School Relationships

Most of the questionnaire respondents and interviewees expressed general approval with the amount and type of police-school relationships in their cities. Their replies, however, indicated that there was room for improvement in all or some areas of

police-school interaction and cooperation. Personnel in both organizations suggested improvements necessary to better police-school relationships in their city. These suggestions covered a great range of topics from, for example, the need for more conferences on school problems with school officials to the need for juvenile officers better trained in working with juveniles.

The need for improvements in police-school interaction and cooperation was evidenced by the data gathered in this study in various areas of police-school relationships. Our rapidly changing society requires both police and school personnel to become concerned about this fact.

#### Evaluation of Questionnaire and Interview Data

The evaluation of local police department-school system interaction and cooperation has been incorporated into the guidelines which follow in Chapter V.

## CHAPTER IV

### SUMMARY, CONCLUSIONS, AND RECOMMENDATIONS

#### Summary

##### Statement of Purpose

The major purposes of this study were the following:

1. To describe and analyze local police department-school system interaction and cooperation in the charter districts of Illinois. More specifically, a study of the extent of police-school relationships was undertaken in the following areas:
  - a. communication patterns
  - b. policies and agreements
  - c. juvenile delinquency detection, prevention, and control
  - d. intra-school problems
  - e. in-school interviews
  - f. in-school apprehensions
  - g. student/adult problems
  - h. truancy
  - i. crowd control at school functions
  - j. money transportation
  - k. safety education programs
  - l. school records
  - m. school activities
  - n. traffic control
  - o. classroom situations

- p. adult crossing guards
  - q. patrolling school property
  - r. school safety patrols
  - s. police presentations to parents and/or school personnel
  - t. school bus drivers
  - u. opening day provisions
  - v. student observer or student tour programs
  - w. authority and/or legal responsibility overlap
  - x. information and aid requests.
2. To propose a set of guidelines which both the local police department and school system could use in their relationships with each other.

#### Procedure

Local police department-school system interaction and cooperation in 10 of the 14 charter districts in Illinois was studied by means of direct mailed questionnaire. Both the superintendents of schools in these charter districts and chiefs of police in the municipalities wherein these districts were located were contacted to answer and return questionnaires roughly parallel in form and content.

Local police department-school system interaction and cooperation was studied intensively and in depth in three charter districts in Illinois. Thirty-eight school and 21 police personnel were personally contacted and interviewed.

The nature of this study was descriptive. A set of guidelines which both the local police department and school system could use in their relationships with each other was proposed. The guidelines had their bases in, and were mainly developed from (1) a review of the related literature and studies and (2) the description and analysis of the basic research data.

#### Sources of Data

The sources of data in this study were fourfold: (1) personal structured and unstructured interviews with school and police personnel; (2) questionnaire replies from superintendents of schools and chiefs of police; (3) police and school journals, pamphlets, books, and other miscellaneous publications; and (4) letters and miscellaneous literature received from state departments of education, state, national, and international organizations, college and university departments of police science and administration, and others.

#### Findings

The findings which follow are based upon the questionnaire and interview replies received from 48 school and 31 police personnel from the charter districts of Illinois and police departments wherein these districts are located.

Communication Patterns. The police personnel who were the most frequent initiators of communications with the schools included juvenile officers, chiefs of police, and detective and traffic division personnel. The school personnel who were the most frequent initiators of communications with the police departments included elementary, junior high, and senior high school principals, assistant

superintendents of buildings and grounds, guidance counselors, superintendents of schools, and assistant principals. Juvenile officers in the police departments and principals in the school districts were both ranked as the number one initiators of communications by both questionnaire respondents and interviewees in their respective organizations.

Generally five major areas of concern of communications were reported by both organizations. They were, in decreasing order of frequency of the communications: (1) juvenile delinquency detection, prevention, and control, (2) traffic control on or near school property, (3) some aspects of safety education, (4) crowd control at large school functions, and (5) student/adult problems on or near school property.

Policies and Agreements. Written policies concerning local police department-school system interaction and cooperation were generally lacking in both the police departments and school districts. The types of written policies found were narrow in scope and in no instance covered adequately the full range of police-school relationships.

"Standing agreements" were reported by police department, central staff, and individual school personnel. These agreements were generally concerned with: (1) traffic regulation and control, (2) in-school interviews, (3) crowd control, (4) patrolling school property, (5) bomb scare procedures, (6) traffic census and the placement of adult crossing guards, and (7) various school opening day provisions.

Juvenile Delinquency Program. Formally established and functionally operational juvenile delinquency programs were generally lacking in both police departments and school systems. Those few programs reported in operation appeared to have developed in an incidental manner rather than as a result of long, deliberate, cooperative planning.

Intra-School Problems. School systems or individual schools within each system generally handled their own intra-school problems. The police were usually not involved in intra-school problems unless serious or repeated violations of the law occurred.

In-School Interviews and Apprehensions. School personnel were almost always present during in-school interviews with students, but parents or guardians were not always contacted or present. There appeared to be considerable confusion amongst police and school personnel as to who should contact the parents or guardians and when they should be contacted when in-school apprehensions of students were made. With parents and guardians both working or not at home during the school day, the problem of contacting them before, during, or after in-school interviews and apprehensions was further compounded.

Student/Adult Problems. School systems or individual schools within each system generally handled their own student/adult problems on or near school property. The police were generally not involved in student/adult problems unless repeated or serious infractions of the law occurred or in areas near school property where school personnel felt they lacked authority to handle the problem.

Truancy. Local police departments were not often involved in cases of truancy. The schools generally handled such cases through their own truant officers or other school attendance personnel.

Crowd Control. The school systems generally gave the local police departments a complete calendar of school events with indications of those events requiring their assistance in crowd control. Some school systems utilized the crowd control services of off-duty policemen at major school functions.

Money Transportation. Local police department personnel were seldom asked to transport school money or accompany school personnel with school money to depositories. A few school districts contracted with armored express companies while others relied solely upon their own personnel to transport and protect school money enroute to depositories.

Safety Education Programs. The major types of safety education programs cooperatively participated in by both organizations included the following: (1) bicycle, (2) pedestrian, (3) automobile, (4) "friendly stranger" or loiterer, and (5) school safety patrol. Cooperative participation in: (1) disaster or civil defense emergency, (2) first aid, (3) water safety, and (4) school bus patrol were mentioned less frequently.

School Records. Police personnel were generally permitted to obtain "general information" from school records when circumstances warranted and confidentiality was insured. The schools were very cooperative with the police in releasing school records' information.

School Activities. The major types of school activities cooperatively participated in by both organizations included the following: (1) bicycle safety day, (2) all-school or special assembly programs, and (3) school parades. Cooperative participation in student clubs was mentioned less frequently.

Traffic Control. It was reported that the local police departments provided traffic control on or near school property both with or without the request of school personnel. School personnel generally praised the efforts of the police in traffic control.

Classroom Situations. The major types of classroom situations cooperatively participated in by both organizations included the following: (1) safety education, (2) elementary level units on community helpers, (3) health education, (4) social studies units on municipal government, and (5) behind-the-wheel driver education. Cooperative participation in physical education was mentioned less frequently.

Adult Crossing Guards. Generally, the local police departments directed, supervised, and/or instructed adult school crossing guards. Adult guards were placed at intersections only when a traffic census showed a need for their presence. The cities paid the salaries of the adult guards and some furnished them with their uniforms and other materials.

Patrolling School Property. The type of surveillance provided by the police of school buildings, grounds, and playgrounds varied from community to community. Both routine and special checks of school property were made, the latter being made generally when school property law violations were expected.

School Safety Patrols. The amount and type of police participation in school safety patrol programs varied from community to community and within communities. Police personnel directed, supervised, and/or instructed school safety patrols only upon receipt of requests for their services.

Police Presentations to Parents and/or School Personnel. The major types of police presentations to parents and/or school personnel were made at the following meetings: (1) P.T.A. or other parent groups, (2) faculty meetings, and (3) teacher workshops.

School Bus Drivers. In only one community studied did the police provide instructions for school bus drivers. Generally, the school bus drivers attended a bus driver school held twice yearly by the county superintendents.

Opening Day Provisions. The local police departments generally made special types of opening day provisions for the upcoming school year without the benefit of the schools contacting them or cooperating with them in their endeavors.

Student Observer or Student Tour Programs. Only a very few police departments had formally established student observer or student tour programs. Tours of the police departments were given, however, upon request.

Authority and/or Legal Responsibility Overlap. A few replies indicated there was authority and/or legal responsibility overlap between the police and the schools. The areas of such overlap were concerned with procedures employed during: (1) bomb scares, (2) in-school interviews and apprehensions, and (3) law violations occurring on

school property. Conflicts arising from such authority and/or legal responsibility overlap were generally settled by mutual agreement.

Information and Aid Requests. School personnel generally complied with requests for information and aid by police. The police almost always complied with aid requests from the schools, but seldom complied with requests for information. The Juvenile Court Act of Illinois discouraged the latter type of information exchange by the police.

Police-School Relationships. Most police and school personnel reported relationships between their respective organizations as being "above average." Suggestions for improvements in police-school relationships varied from community to community depending upon the immediate needs of the given community.

#### Conclusions and Recommendations

In the findings of this study, both strengths and weaknesses were discovered. It is evident that police-school relationships as they now exist are not necessarily ideal and are open to improvements. Therefore, based upon findings in the related literature, discussions with authorities in the field, and research findings on current police-school relationships, the following conclusions are drawn:

1. More local police department-school system interaction and cooperation is both desirable and necessary.
2. Attention should be given to the cooperative development of comprehensive written policies on police-school relationships by both organizations.

3. More and better cooperative juvenile delinquency programs should be planned and developed to fit the needs of the community and of the individuals involved in such programs.
4. Procedures for the conduct of in-school interviews and apprehensions of students should be cooperatively agreed upon by both police and school personnel and followed in practice.
5. School personnel should generally handle truancy cases, intra-school problems, and student/adult problems on or near school property except in cases where repeated or serious violations of the law occur.
6. The local police departments should seldom be requested to transport school money or accompany school personnel with school money. School districts should contract with armored express companies when possible.
7. For the safety and protection of persons and property, requests for both on and off-duty police aid in crowd control at school functions is desirable and necessary.
8. Information requests, including school records information, and aid requests should be granted by both organizations if they are warranted, reasonable, and confidentiality is insured.
9. The schools should place more emphasis upon cooperative planning and participation by police in safety education

programs, classroom situations, school activities, and presentations to parents and/or school personnel.

10. Local police departments should provide ~~for~~ traffic control near school property and be responsible for instructing, directing, and/or supervising adult school crossing guards.
11. School safety patrol programs should be the responsibility of the school systems, but police aid in instructing, directing, and/or supervising safety patrols should be sought.

The guidelines which follow in Chapter V are proposed recommendations in areas where local police department-school system interaction and cooperation can be improved.

#### Limitations of the Conclusions

The conclusions for this study may, or may not, be applicable to all local police departments and school systems. These conclusions are limited by (1) the influence of the opinions of the police and school personnel who were contacted to supply information for this study, (2) the sociological nature (minority problems, defacto segregation, population mobility) of the districts, (3) the exclusion of information from ~~any~~ public schools, other types of school districts, and law enforcement agencies other than local police departments, and (4) the geographical location of the districts.

#### Suggestions for Further Study

Further ideas for research have been suggested through this study. Some of these are:

1. A comprehensive study of the roles various public and private agencies of society should undertake in the prevention, detection, and control of juvenile delinquency.
2. A study analyzing interaction and cooperation between all law enforcement and educational institutions and agencies of society.
3. A study of the relationship of the amount, type, and quality of interaction and cooperation between local police departments and school systems and factors influencing interaction and cooperation such as size of the school system, size of the local police force, size of the geographical area involved, attitude and personality conflicts, and the like.

#### A Final Word

The guidelines which grew out of this study and follow in Chapter V are not the final answer to effective local police department-school system interaction and cooperation. They do, however, bring a sometimes hazy picture of police-school relationships into focus. In addition, they provide the nucleus around which effective police-school relationships can be cooperatively planned, developed, and made operational.

## CHAPTER V

### GUIDELINES FOR LOCAL POLICE DEPARTMENT-SCHOOL SYSTEM INTERACTION AND COOPERATION

#### Introduction

The guidelines for local police department-school system interaction and cooperation which follow are proposed to aid both local police departments and school systems in their relationships with each other. The origin of these guidelines is three-fold: (1) from a review of the related literature and studies, (2) from the description and analysis of the research data of this study, and (3) from the writer's personal views of what such guidelines should include. Since there is currently confusion as to the role which each organization and its personnel should assume, these guidelines attempt to bring a degree of uniformity to police-school relationships that should be an aid to local police, the schools, and school age children.

It is important that police departments and school systems develop written policies to guide them in their relationships with each other. These proposed guidelines could form the nucleus of police-school policies in each organization. Individual communities have the responsibility of adopting or adapting these flexible guidelines to fit their individual needs. In all cases, however, it is imperative that the guidelines used in local police department-school system interaction and cooperation in a given community be cooperatively prepared and agreed upon by both the personnel of the police

departments and the schools. Without such police-school cooperation, little real progress in citizenship improvement may be anticipated nor will sound public relations be fostered within the community.

The guidelines which follow are listed in random order. No degree of importance should be attached to the fact that the guidelines are numbered consecutively.

#### The Guidelines

##### Guideline 1: Police-School Policies and Agreements

Every local police department and school system should operate under a set of general written policies. It is imperative that these general written policies in each organization have in them a section on police-school relationships. Such written policies on police-school relationships will:

1. Help police and school personnel understand their common goals as well as their respective rights and responsibilities.
2. Serve as guideposts for the present and future development of police-school interaction and cooperation.
3. Acquaint new police and school personnel with the organization, policies, and procedures employed in each organization.
4. Serve to point out the interdependence of both organizations as they attempt to instill citizenship traits in future adults.
5. Improve the general efficiency and competency of personnel in both organizations as they make contacts with each

other and with students.

6. Show that an attempt has been made in each organization to formulate and record procedures for dealing with police-school relationships.

Written policies provide a steady influence on local police department-school system interaction and cooperation. However, it will be necessary for each organization to make periodic changes in these policies. Such changes in written policies can lead to improvements in police-school relationships only if they are founded on cooperative study and are well thought out before incorporation into the general written policies of both organizations.

In addition to written policies on police-school relationships in both organizations, it will be necessary for selected individuals in each organization to make agreements, both formal and informal. These agreements should be made within the framework of the written policies and only with the knowledge of the chief of police and superintendent of schools or their designates.

Guideline 2: General Police-School Interaction

Both the chief of police and superintendent of schools should designate one or more persons within each organization to represent the organization when contacts are made between the local police department and the school system. There are instances where this procedure may not be feasible, but for routine contacts, it should serve as a guide. In many cases, juvenile officers and principals will be the persons designated by their administrative superiors to make such contacts. Each organization should inform the other of

the designated person or persons with whom contact is to be made.

With the advent of rapid transportation and telephone, mail, and radio communication, it should be possible as a matter of courtesy and convenience for both police and school personnel to arrange contacts at a time and place suitable to both parties. For example, if it is necessary for a juvenile officer to interview a student at school, his first contact should be with the principal of the school building the child is attending. During this contact, a suitable place can be arranged for use in interviewing the student with the necessary parties present during the interview.

Whenever possible, police personnel should use unmarked vehicles and be dressed in plainclothes when making face-to-face contacts with school personnel and students on school property. This guideline, however, does not have to be strictly adhered to if, for example, police department personnel are making presentations or otherwise participating in classroom situations or school activities. Personnel in both organizations should recognize the necessity for the confidential handling of information involving the school age child.

Guideline 3: Cooperative Juvenile Delinquency Programs

Both the police and the schools have an obligation to their community and society to cooperate in programs designed to prevent, detect, and control juvenile delinquency. Without question, the most important aspect of such programs is the preventive aspect. To reach the child before he or she obtains a police record or becomes a total loss to society is a responsibility which both organizations

must accept.

The type of juvenile delinquency program that is cooperatively developed by members of both organizations will, of necessity, have to be geared to the setting in which it is supposed to operate if it is to be effective. An effective juvenile delinquency program in a community of 10,000 inhabitants is not likely to be an effective program in a community of 500,000 inhabitants. In order for any juvenile delinquency program to be effective, both organizations must pool their best resources. These resources include money, qualified personnel, time, and effort. It is important that these programs be started at that point in the child's education where their deterring effect on juvenile delinquency has its greatest potential.

In addition, both the police and the schools should ask persons from other organizations and agencies to cooperate in a joint attack upon the problems associated with the prevention, detection, and control of juvenile delinquency. By the same token, both the local police department and school system should not fail to become involved in juvenile delinquency programs sponsored by other organizations and agencies.

Guideline 4: In-School Interviews

In-school interviews of students, and occasionally staff members, by local police department personnel require a great deal of cooperation, especially as to the procedures employed. Interviews of students on school property should be undertaken only if the problem or case at hand is urgent. When the possibility exists,

every effort should be made to conduct such interviews with students at the local police department or in the parents' or guardians' homes.

The following procedures should be employed in conducting in-school interviews with students.

1. Specially trained male and/or female juvenile division officers should be responsible for conducting in-school interviews, whenever possible.
2. Plainclothes should be worn by police personnel, and it is preferable that they arrive at the school in an unmarked vehicle.
3. As a matter of courtesy and convenience, police department personnel should contact the building principal by telephone to inform him of a forthcoming visit.
4. After arriving at the school, the police officer should first contact the principal directly and explain the purpose of his visit to the school.
5. The principal should request identification from the officer if he or she does not know the officer.
6. The parents or guardians of the student(s) to be interviewed should be contacted immediately and their presence requested during the interview. If the parents or guardians cannot be reached, the principal should make continued attempts to do so.
7. The principal or his designate should arrange for the student to be brought to the office or the place where

the interview is to be held. Police personnel themselves should never attempt to get the student out of the classroom or be present at the classroom to receive the student as he or she emerges from the room unless some violence is anticipated.

8. The interview should be conducted in a room that allows for privacy. The police officer should be as discreet as possible.
9. The principal or his designate and the parents or guardians should always be present during an in-school interview. If the parents or guardians cannot be present, the principal (or his designate) must be present since he or she is legally acting in loco parentis. If a female student is being interviewed, a female from the school staff should sit in on the interview.
10. Since the student does not enjoy the same rights and privileges as an adult, it is the responsibility of both the police interviewer(s) and the principal (or his designate) to make the necessary provisions for these rights and privileges during the course of the interview with the student.
11. Both the police and school personnel involved in the in-school interview of a student should make a complete report of the interview for their files.

In the event that it is necessary for the police to interview a member of the school staff, the administrative superior of that

person should be contacted by the police to arrange to have the person available for the interview. If the circumstances permit, the police officer should explain the nature of the interview to the administrative superior of the staff person to be contacted. The administrative superior may be able to contribute information and be of further assistance to the police officer.

In-school interviews should occur only on rare occasions and both the local police department and school system have the responsibility to insure that this is the case. If in-school interviews occur too often, both parties need to investigate the possibility that such interviews lack definite purpose and may tend to become ineffective.

Guideline 5: In-School Apprehensions

In-school apprehensions of students by members of the local police department should be made only when it is impractical to take the student into police custody elsewhere at another time.

The following procedures should be employed in conducting in-school apprehensions of students.

1. Plainclothes should be worn by police personnel, and it is preferable that they arrive at the school in an unmarked vehicle.
2. As a matter of courtesy and convenience, police department personnel should contact the building principal by telephone to inform him of the forthcoming apprehension.
3. After arriving at the school, the police officer should first contact the principal directly, and show him the

warrant for arrest or court order for the custody of the student.

4. The principal should request identification from the officer if he or she does not know the officer.
5. If the police officer lacks a warrant for arrest or court order for the custody of the student, the principal or his designate must not release the student to the officer, except by written permission from a parent or guardian. This permission is necessary since the principal or his designate is acting in loco parentis and is solely responsible for the student during the school day.
6. When the police officer has a warrant for arrest or court order for the custody of the student, the principal should contact the parents or guardians immediately. If the parents or guardians cannot be reached, the principal should continue attempts to do so. In the event that the parents or guardians cannot be contacted, the principal should contact the juvenile court judge before the school day ends.
7. The principal or his designate should arrange for the student to be brought to the office where the student will then be taken into custody by the police officer. It is not desirable for the police officer to take the child into custody in the classroom.
8. Once the student is in his or her custody, the police officer is responsible for the rights and privileges

- of the child and should inform him or her of the same.
9. The principal or his designate should be given a written receipt by the police officer which shows that the student has been taken into custody.
  10. The student should be escorted from school with as little display of physical contact and publicity as possible. Such removal should occur at the least conspicuous time such as when all or most of the other students are in their classrooms.
  11. Both the police and school personnel involved in the in-school apprehension of a student should make a complete report of the apprehension for their files.

Guideline 6: Intra-School Problems

There are two types of intra-school problems considered in this guideline. Intra-school problems (1) may involve violations of the law which directly affect the school both during and after school hours or (2) may occur while the student is under the supervision of school personnel. When possible, intra-school problems should be handled by school personnel except in cases where serious or repeated violations of the law occur. Many intra-school problems, of course, will not involve the local police department.

How such cases are handled, however, depends in part upon who discovers the problem, who is contacted about the problem, and the seriousness of the problem in respect to violation of the law. If the local police department is the first to hear about an intra-school problem, whether it is of a serious nature or not, they

should contact the school administrator concerned and cooperatively work together to solve the problem. If the administrator (or other school personnel) is the first to hear about or discover an intra-school problem involving a violation of the law, the criterion for involving the local police department should take into consideration the seriousness of the problem and any extenuating circumstances.

Sometimes minor or petty infractions of the law occur in school and can be adequately handled by school personnel. Such infractions of the law do not require referral to the local police department, but the principal (or other administrative person) should keep a record of such minor or petty infractions of the law in his files. These files should be made available to the local police department upon request.

Guideline 7: Truancy

Various statewide attendance laws require that a child between certain ages must attend school. A child is truant if he or she is absent from school without legal cause for the absence.

School systems generally have their own organizational machinery for coping with cases of truancy. Usually a truant officer, attendance clerk, or some other such person is hired by the school system, either on a part time or full time basis depending upon the size of the system, to handle truancy cases. Since this is the case, the school systems should generally handle most truancy cases. The local police department should become involved only if (1) the student has violated the law while truant, (2) the student has run away from home or is missing due to other

circumstances, (3) the police are the first to learn of the truancy or have picked up the student away from school premises, and (4) the parent's or guardians are suspected of complicity in the student being truant. If the student has been picked up and has not violated the law, he or she should be returned to the school principal by the police with a brief report of the circumstances. If the student has committed a violation of the law while truant, the principal of the building in which the student attends classes or truant officer should be notified immediately of such an occurrence. Chronic truants should be referred to the juvenile court or other social agencies.

In rare cases, it will be necessary for the truant officer or attendance clerk to apprehend a truant student with the aid of personnel from the local police department. Such aid should be requested only if the truant officer presumes he will have difficulty handling the situation.

Guideline 8: Student/Adult Problems On or Near School Property

Both students on their way to and from school who commit acts affecting persons living near school property and those persons suspected of loitering or causing unnatural disturbances on or near school property are taken into consideration by this guideline. The school system should handle as many of these student/adult problems as possible unless, of course, repeated or serious violations of the law occur.

The approach taken in handling various student/adult problems may in many instances depend upon the initial detection of the

problem. If the police hear about or discover the problem first, they should immediately contact the proper school authorities and cooperatively attempt to solve the problem. If school personnel are the first to hear about or discover the problem, they should involve the local police department only if severe violation of the law has occurred or if the situation is beyond the scope of school authorities.

In a limited sense, the school system is responsible for the general conduct and behavior of its students while they are on their way to and from school as well as while they are on school property. Therefore, student/adult problems of this nature are very definitely school problems and must be dealt with by the proper school authorities.

Whenever a person is suspected of loitering or causing unnatural disturbances on or near school property, school personnel should notify the local police department immediately. Through cooperative efforts by personnel in both organizations, a situation of this type can and should be cleared up as rapidly as possible.

A record of any student/adult problem on or near school property, regardless of its seriousness, should be kept on file by the proper school official and if the problem is such that the local police department becomes involved, they should also keep a record of the occurrence. In all instances, such problems require immediate action by one or both organizations.

Guideline 9: Money Transportation

There are times when it is necessary for the local police department to provide the service to the school system of transporting school money or accompanying school personnel with school money to the bank or central office for deposit. This service is necessary, generally, after special school sponsored events or when there is a large amount of money on school property, such as at school registration time.

In large school systems, contracts are often awarded to armored express companies to provide this service. Some school systems, both large and small, rely solely upon their own personnel to transport and protect school money on the way to its destination. This latter method is not desirable, especially if large amounts of money are involved. It is preferable for school systems to contract with an armored express company and utilize the money transportation services of the local police department only on nights, weekends, or under other extenuating circumstances. Local police departments are generally willing to provide this service for the schools, but if this service is required too frequently, police manpower shortages are created in other critical areas. From this standpoint, requests for money transportation or the accompanying of school personnel with school money should be made sparingly.

Guideline 10: Crowd Control at School Functions

For the safety and protection of persons and property, school systems must request aid from the local police department for crowd control at large school functions. These functions generally are

athletic or social events, but police aid may be necessary at other school sponsored programs. In some communities, off-duty personnel from the local police department as well as personnel on duty at the time of the school function provide for crowd control. When off-duty policemen are utilized, the school system should make payment directly to them for their services.

It is the responsibility of the school system to see that the local police department is given a complete school year calendar of events for all the schools in the system. This must be done before school begins in the fall or very early in the new school year. Those events where police assistance is desired or required should be indicated with estimated possible anticipated crowd size. If any changes in this calendar of school events should occur during the school year, the local police department should be notified as soon as possible.

There are times when crowd control at large school functions requires allied services from the local police department, such as pedestrian and vehicular traffic control. Also, there are instances when it is desirable to utilize both uniformed and/or plainclothes police personnel. This all depends upon the local situation and circumstances. Cooperative pre-event planning for crowd control by personnel in both organizations is not only desirable, but necessary. Whenever a sizeable crowd is attracted to a school or school site, regardless of the type of school event, it is advisable that the local police department be contacted by someone in the school system well in advance for aid in crowd control.

Guideline 11: Information Requests, Aid Requests, and School Records

During the normal course of any school year, even during vacation periods, personnel in both organizations make information and aid requests of each other. All requests for information and aid should be given prompt consideration and be courteously handled regardless of who initiates the request. Aid requests, when they are reasonable (reasonableness is hard to define), should never be denied. Requests for information by either party should be granted when the situation and circumstances warrant the release of such information. In some states, due to various juvenile laws and court rulings, local police department personnel are not allowed to release any information concerning juveniles. Such laws and/or rulings admittedly hinder police-school relationships where information exchange is concerned, but they are necessary to protect the legal rights and identity of juveniles.

There are times when members of the local police department desire information from school records about a student or students. Such information may be needed to enlarge upon or substantiate evidence or to document complaints about neglect or abuse. One person in each school, usually the principal or guidance counselor, should be directed by his administrative superior to handle all police requests for information from school records. The school system should make certain information such as student's or parent's address, parents' place of employment, and student's age, readily available to local police department personnel upon written request. Information contained in medical and guidance records or secured from

psychological and sociological tests must not be released to the police unless the school person designated to release such information has the written permission of the parents or guardians. The exchange between police and school personnel of any information involving students should be kept strictly confidential, regardless of the type or nature of such information.

Guideline 12: Cooperative Safety Education Programs

Both the local police department and the school system should cooperatively plan, organize, conduct, and evaluate safety education programs for school students. It is immaterial whether or not such programs are conducted on school property, although they generally are, due to the nature of the facilities available. Personnel in both organizations need to gear such programs to include preventive education and the development of (1) respect for authority and for persons in positions of leadership and (2) an awareness of the rights and duties of citizens.

Cooperative safety education programs should be planned for all students including those at the kindergarten and pre-kindergarten levels. Examples of the areas in which programs can be cooperatively developed include:

1. bicycle safety
2. pedestrian safety
3. automobile and/or traffic safety
4. water safety
5. first aid
6. household safety

7. school safety patrol
8. school bus patrol
9. "friendly stranger" or loiterer
10. Disaster or civil defense emergency.

Guideline 13: Police Participation in Classroom Situations and School Activities

Police participation in classroom situations and school activities may well be the most important relationship that can exist between the local police department and the school system. School personnel should seize every opportunity to help the police become acquainted with, or to win the friendship of, the students. By the same token, the local police department should utilize any opportunity to speak in classrooms or to otherwise participate in the activities of the school. Both organizations have a mutual obligation to highlight civic responsibility and to positively affect character development. In addition, police participation will help to engender in the student a desirable attitude toward, and respect for, the police and the services they render.

While not all courses or activities within the school are structured so as to include possible police participation, examples of various areas in which the police department and personnel could be effectively utilized are numerous and include:

1. elementary level units on community helpers
2. health education (narcotics, intoxicating beverages)
3. physical education (first aid, water safety)
4. social studies units on municipal government and criminology

5. safety education
6. behind-the-wheel driver education
7. adult education
8. student clubs (rifle, bicycle, first aid, key, safety)
9. student council
10. all-school or special assembly programs
11. school parades
12. bicycle safety day or bicycle rodeos.

Someone, usually the principal, may have to provide the leadership in making the school staff aware of the services police can perform both in the classroom and in school activities and in seeking contact with local police personnel to assure them that their help is wanted and appreciated. Of course, any participation of this type requires cooperative planning and evaluation.

Guideline 14: Traffic Control and Adult Crossing Guard Programs

The amount and type of traffic control on or near school property provided by the local police department varies with the physical setting of the property. Local police departments generally provide for traffic control both with and/or without requests from school personnel. School personnel seldom have to request increased police assistance in traffic control on or near school property. In emergency situations or circumstances, however, requests for additional police traffic control are necessary. Whenever possible, school personnel should notify the police well in advance of the need for increased traffic control.

Many communities have adult school crossing guard programs which are planned and conducted with varying degrees of cooperation between local police departments and school systems. The police department should be directly responsible for the selection, instruction, direction, and supervision of adult crossing guards, since they are better equipped to do the job in this type of program. In addition, the salaries, uniforms, and any materials needed by the adult guards should be provided by the police department. The need for adult guards at crossings should be determined by school crossing surveys which can be cooperatively conducted by one or more persons from each organization. In cases of illness or other absence from the job, provisions should be made to have adult crossing guard substitutes or alternates or regular police personnel at the intersection involved. Adult crossing guards should not attempt to control traffic. Their function is to provide protection for students at busy intersections by creating gaps in traffic to help students cross the street safely.

Guideline 15: Police Presentations to Parents and/or School Personnel

Police should be invited by school persons to make presentations to groups of parents and school personnel. Such participation by members of the local police department should be aimed at increasing the groups' knowledge of the many police activities and responsibilities and at developing better public relations. In police presentations to teachers, one of the major aims should be the in-service training of teachers in effective methods of conveying and instilling good citizenship traits and respect for law and order in

their students. Examples of the types of meetings and groups to which the police should be asked to make presentations include:

1. faculty meetings
2. departmental meetings
3. teacher workshops or seminars
4. principals, counselors, and/or social workers meetings
5. P.T.A. or other parent group meetings.

Guideline 16: School Safety Patrol Programs

School safety patrol programs should be the responsibility of the school systems. The school, with the assistance of the local police department, should select, direct, supervise, and instruct patrol members. In most instances, the building principal or his designate takes the leadership in developing an effective school safety patrol program. This same person must also take the initiative in inviting local police department personnel to assist with the patrol.

School safety patrols are not responsible for controlling vehicular traffic. Their function is simply one of controlling students at street crossings. School patrols should function alone only at crossings which have an adequate number of safe gaps in traffic. If this is not the case, they should function in conjunction with an adult crossing guard or a member of the local police department. The need for school safety patrols at any given intersection should be determined by a school crossing survey which may be cooperatively undertaken by both police and school personnel.

Some school districts which operate school buses organize a school bus patrol program to provide for protection and control of students as they prepare to board or leave the school bus. Here, too, the schools should request assistance from the local police department for aid in the general conduct of the program.

Guideline 17: Miscellaneous Police-School Cooperation

This guideline is concerned with police-school cooperation in the following three areas: (1) making provisions for the opening day of school, (2) patrolling school property before, during, and after regular school hours, and (3) providing instruction for school bus drivers.

It is highly desirable for the local police department and the school system to cooperatively make the necessary provisions for the opening day of school. It is the responsibility of some person or persons in the school system, usually someone on the central staff or the individual building principals, to inform the police accordingly and to cooperatively make preparations well in advance of the opening school day.

Police should regularly patrol school buildings, grounds, and playgrounds on a 24 hour basis. If the police suspect undesirable incidents on or near school property, special patrols should be assigned to the building(s) or area concerned. Likewise, if school personnel suspect pending difficulties on or near school property, they should immediately contact the police.

In those school districts which operate school buses, it may be desirable for the local police department and the school

system to cooperatively develop a program of instruction for school bus drivers. Such a program should be geared to the instruction of new bus drivers as well as to the provision for in-service training of drivers already on-the-job. The school system will have to take the initiative in requesting police assistance with the cooperative development and conduct of such a program.

#### Concluding Remarks

The preceding guidelines point out that neither local police departments nor school systems can afford to operate in isolation. Lines of communication must remain open at all times and new lines established between police and school personnel. Even at times when it appears that conflicts arise from real or apparent overlapping of authority and/or legal responsibility, both the police and the schools must realize that their concerns are mutual and cooperative.

CHAPTER I

THE HISTORY OF THE

INDIAN NATIONS

IN THE

WESTERN HEMISPHERE

FROM THE

DISCOVERY OF

AMERICA TO THE

PRESENT

BY

JOHN R. SWANWICK

OF THE

ARMY

AND

OF THE

NAVY

OF THE

UNITED STATES

OF AMERICA

NEW YORK

AND

CHICAGO

1880

BY

JOHN R. SWANWICK

OF THE

ARMY

AND

OF THE

NAVY

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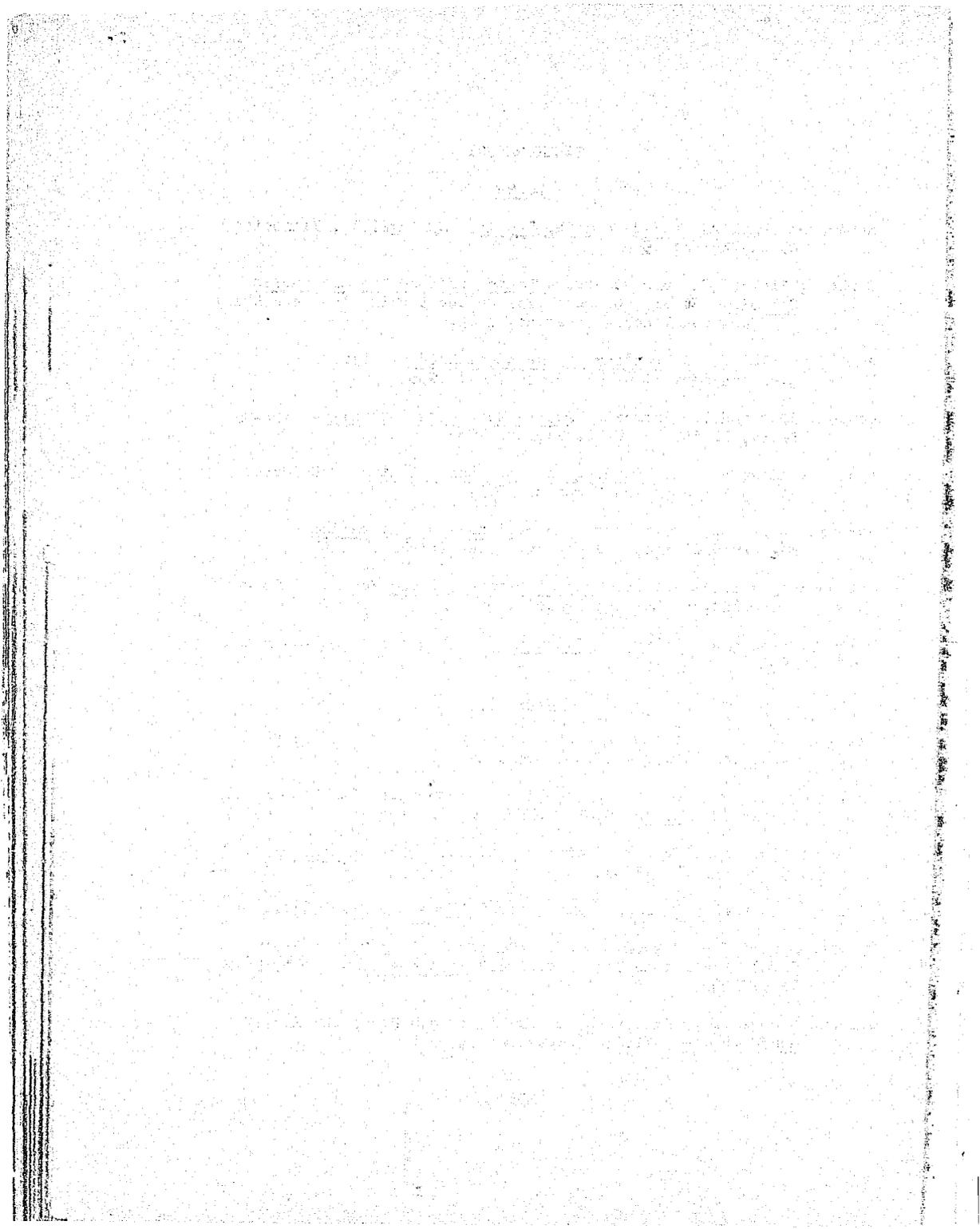
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**APPENDIX A**

**Local Police Department Questionnaire Letter and Questionnaire**

June 16, 1966

Chief \_\_\_\_\_  
Police Department  
Street  
City, State

Dear Chief \_\_\_\_\_:

I am seeking your assistance with a study which I believe will be of considerable value in clarifying the status of police-school relationships. (City), along with other Illinois cities, was chosen to participate in this survey.

This research project is endorsed by the Center for Educational Administration, Illinois State University. Information which you provide will be of value in supplying data for a doctoral dissertation on Local Police Department-School System Interaction and Cooperation.

No individual, police department, city, or school district will be identified with the results when they are tabulated, but I do need to know the police department and the person(s) completing the questionnaire in case further contact on the questionnaire is necessary.

Will you please complete and return the enclosed questionnaire in the self-addressed, stamped envelope.

Your participation in this study and assistance with completing the questionnaire is very much appreciated.

Sincerely yours,

Henry Milander  
Center for Educational Administration  
Illinois State University  
Normal, Illinois

CENTER FOR EDUCATIONAL ADMINISTRATION  
 Illinois State University  
 Normal, Illinois

QUESTIONNAIRE ON LOCAL POLICE DEPARTMENT-  
 SCHOOL SYSTEM INTERACTION AND COOPERATION

INSTRUCTIONS

- a. The questionnaire should be completed by the chief and/or by a staff member(s) who is well acquainted with police-school relationships.
- b. Please answer only questions which apply to your police department.
- c. Comments or qualifications of your answers are welcomed.
- d. No individual, school district, city, or police department will be identified with the results when they are tabulated, nor is the study designed to express criticism of any existing practices. The name of the respondent(s) and his police department is necessary for classification of data purposes.
- e. A self-addressed postage paid envelope is enclosed for return of the completed questionnaire.

POLICE DATA

Name of person(s) supplying information \_\_\_\_\_

Number of full-time police personnel \_\_\_\_\_ City \_\_\_\_\_

Estimated present city population \_\_\_\_\_

1. Who in your police department initiates communication (face-to-face, telephone, letter) with the schools? Answer by title of the person's position.  
 Most \_\_\_\_\_  
 Second Most \_\_\_\_\_  
 Third Most \_\_\_\_\_
2. In order of magnitude of these communications, what areas of concern are most of the communications about? Rank the top five in order of magnitude.  
 \_\_\_\_\_ Intra-school problems  
 \_\_\_\_\_ In-school interviews  
 \_\_\_\_\_ In-school apprehension  
 \_\_\_\_\_ Student/adult problems on or near school property  
 \_\_\_\_\_ Truancy  
 \_\_\_\_\_ Crowd control at large school functions

- Money transportation
- School records
- Some aspects of safety education
- Participation in the classroom and school activities
- Traffic control on or near school property
- Juvenile delinquency detection, prevention, and control
- (Specify) \_\_\_\_\_
- (Specify) \_\_\_\_\_

3. Does your department have written policies concerning police-school relationships? (Check one)

- Yes  
 No

4. Does your department have any "standing agreements" with the school district or individual schools within the district? (Check one)

- Yes  
 No

If YES, specify the nature of such agreements both formal and informal. \_\_\_\_\_

5. (Check one) Does your department patrol inside school buildings during the school day on a \_\_\_\_\_ regular basis, \_\_\_\_\_ part-time basis, \_\_\_\_\_ none?

(Check one) Do police patrol inside school buildings dressed in \_\_\_\_\_ uniform, \_\_\_\_\_ plain clothes, \_\_\_\_\_ both?

6. Does your department have any programs which are designed to prevent and detect potential juvenile delinquents? (Check one)

- Yes  
 No

If YES, specify the nature of such programs. \_\_\_\_\_

Does your department cooperate with the schools in such programs? (Check one)

- Always  
 Usually  
 Sometimes  
 Never

7. Does the school district handle intra-school problems except where repeated or serious violations of the law occur, such as property damage, bodily harm, or narcotics violations? (Check one)

Always  
 Usually  
 Sometimes  
 Never

8. When members of your department conduct in-school interviews with students, are school personnel and parents or guardians always present (Check one)

Yes  
 No

If NO, specify when. \_\_\_\_\_

9. When members of your department make in-school apprehensions of students, are the parents or guardians always notified before the child is taken into custody? (Check one)

Yes  
 No

If NO, specify when. \_\_\_\_\_

10. Is it your department's policy to let the school handle student/adult problems on or near school property except where repeated or serious violations of the law occur? (Check one)

Always  
 Usually  
 Sometimes  
 Never

11. Specify under what circumstances does your department become involved in cases of truancy? \_\_\_\_\_

12. Concerning crowd control at large school functions, does the school system give you a complete calendar of school events and indicate to you those events in which the school will need police assistance? (Check one)

Always  
 Usually  
 Sometimes  
 Never

13. Is your department asked to transport school money or accompany school personnel with school money? (Check one)

Always  
 Usually  
 Sometimes  
 Never

14. When circumstances warrant and confidentiality is insured, do school officials permit you to obtain certain information from school records? (Check one)
- Always  
 Usually  
 Sometimes  
 Never
15. Check which types of safety education programs your department and the schools cooperatively participated in within the last two years.
- Bicycle  
 Pedestrian  
 Automobile  
 Water  
 First Aid  
 School safety patrol  
 School bus patrol  
 "Friendly stranger" or loiterer  
 Disaster or civil defense emergency  
 Specify others: \_\_\_\_\_
16. Check the following school activities in which members of your department were asked to participate in within the last two years.
- Student clubs  
 All-school or special assembly programs  
 School parades  
 Bicycle safety day  
 Specify others: \_\_\_\_\_
17. Check the following classroom situations in which members of your department were asked to participate in within the last two years.
- Elementary level units on community helpers  
 Health education (narcotics, intoxicating beverages)  
 Physical education (first aid, water safety)  
 Social studies units on municipal government  
 Safety education  
 Behind-the-wheel driver education  
 Adult education  
 Specify others: \_\_\_\_\_
18. (Check one) Does your department provide for traffic control on or near school property \_\_\_\_\_ with, \_\_\_\_\_ without, \_\_\_\_\_ both with or without, the request of school officials?
19. Does your department direct, supervise, and/or instruct adult crossing guards? (Check one)

Always  
 Usually  
 Sometimes  
 Never

20. Does your department make any special effort to patrol school property (buildings, grounds, playgrounds) before, during, and/or after the regular school day? (Check one)
- Yes  
 No

If YES, specify the nature of such efforts. \_\_\_\_\_

\_\_\_\_\_

21. Does your department direct, supervise, and/or instruct the school safety patrol? (Check one)
- Always  
 Usually  
 Sometimes  
 Never

22. Does your department provide instruction for school bus drivers? (Check one)
- Always  
 Usually  
 Sometimes  
 Never

23. Check the following in which members of your department are asked to make presentations.
- Faculty meetings  
 P.T.A. or other parent groups  
 Teacher workshops or institutes  
 Specify others: \_\_\_\_\_

24. Does your department make any special provisions for the opening day of school? (Check one)
- Yes  
 No

If YES, specify the nature of such provisions. \_\_\_\_\_

\_\_\_\_\_

25. Does your department have a student observer or student tour program? (Check one)
- Yes  
 No

26. Is there any time when your authority and/or legal responsibility and the school's overlap? (Check one)

- Yes  
 No

If YES, specify the nature of such authority and/or responsibility overlap. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

How do you resolve these conflicts? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

27. In your opinion, do school personnel generally comply with requests for information and aid? (Check one)

- Always  
 Usually  
 Sometimes  
 Never

28. Check which one of the following best describes police-school relationships in your city.

- "Can't be improved"  
 Above average  
 Average  
 Below average  
 Poor

29. What suggestions would you make to improve police-school relationships in your city? Specify below.

Additional comments:

Thank you,

Henry Milander  
 Center for Educational Administration

**APPENDIX B**

**School System Questionnaire Letter and Questionnaire**

June 16, 1966

Superintendent \_\_\_\_\_  
School District \_\_\_\_\_  
Street \_\_\_\_\_  
City, State \_\_\_\_\_

Dear Superintendent \_\_\_\_\_:

I am seeking your assistance with a study which I believe will be of considerable value in clarifying the status of police-school relationships. (City), along with other Illinois cities, was chosen to participate in this survey.

This research project is endorsed by the Center for Educational Administration, Illinois State University. Information which you provide will be of value in supplying data for a doctoral dissertation on Local Police Department-School System Interaction and Cooperation.

No individual, school district, city, or police department will be identified with the results when they are tabulated, but I do need to know the school district and the person(s) completing the questionnaire in case further contact on the questionnaire is necessary.

Will you please complete and return the enclosed questionnaire in the self-addressed, stamped envelope.

Your participation in this study and assistance with completing the questionnaire is very much appreciated.

Sincerely yours,

Henry Milander  
Center for Educational Administration  
Illinois State University  
Normal, Illinois

CENTER FOR EDUCATIONAL ADMINISTRATION  
 Illinois State University  
 Normal, Illinois

QUESTIONNAIRE ON LOCAL POLICE DEPARTMENT-  
 SCHOOL SYSTEM INTERACTION AND COOPERATION

INSTRUCTIONS

- a. The questionnaire should be completed by the superintendent and/or by a staff member(s) who is well acquainted with police-school relationships.
- b. Please answer only questions which apply to your school district.
- c. Comments or qualifications of your answers are welcomed.
- d. No individual, school district, city, or police department will be identified with the results when they are tabulated, nor is the study designed to express criticism of any existing practices. The name of the respondent(s) and his school district is necessary for classification of data purposes.
- e. A self-addressed postage paid envelope is enclosed for return of the completed questionnaire.

SCHOOL DATA

Name of person(s) supplying information \_\_\_\_\_

School district name and number \_\_\_\_\_

Number of full-time teaching and administrative personnel \_\_\_\_\_

Total student population \_\_\_\_\_

1. Who in your school system initiates communication (face-to-face, telephone, letter) with the local police department? Answer by title of the person's position.  
 Most \_\_\_\_\_  
 Second most \_\_\_\_\_  
 Third most \_\_\_\_\_
2. In order of magnitude of these communications, what areas of concern are most of the communications about? Rank the top five in order of magnitude.  
 \_\_\_\_\_ Intra-school problems  
 \_\_\_\_\_ In-school interviews  
 \_\_\_\_\_ In-school apprehension  
 \_\_\_\_\_ Student/adult problems on or near school property  
 \_\_\_\_\_ Truancy  
 \_\_\_\_\_ Crowd control at large school functions

- Money transportation
- School records
- Some aspects of safety education
- Participation in the classroom and school activities
- Traffic control on or near school property
- Juvenile delinquency detection, prevention, and control
- (Specify) \_\_\_\_\_
- (Specify) \_\_\_\_\_

3. Does your district have written policies concerning police-school relationships? (Check one)

- Yes
- No

4. Does your district or individual schools within the district have any "standing agreements" with the local police department? (Check one)

- Yes
- No

If YES, specify the nature of such agreements both formal and informal. \_\_\_\_\_

5. (Check one) Do police patrol inside school buildings in your district during the school day on a \_\_\_ regular basis, \_\_\_ part-time basis, \_\_\_ none?

(Check one) Do police patrol inside school buildings dressed in \_\_\_ uniform, \_\_\_ plain clothes, \_\_\_ both?

6. Does your district have any programs which are designed to prevent and detect potential juvenile delinquents? (Check one)

- Yes
- No

If YES, specify the nature of such programs. \_\_\_\_\_

Does your district cooperate with the local police department in such programs?

- Always
- Usually
- Sometimes
- Never

7. Is it your district's policy to handle intra-school problems except where repeated or serious violations of the law occur, such as property damage, bodily harm, or narcotics violations? (Check one)

- Always
- Usually
- Sometimes
- Never

8. When members of the local police department conduct in-school interviews with students, are school personnel and parents or guardians always present? (Check one)

Yes  
 No

If NO, specify when. \_\_\_\_\_  
 \_\_\_\_\_

9. When members of the local police department make in-school apprehensions of students, are the parents or guardians always notified before the child is taken into custody? (Check one)

Yes  
 No

If NO, specify when. \_\_\_\_\_  
 \_\_\_\_\_

10. Is it your district's policy to handle student/adult problems on or near school property except where repeated or serious violations of the law occur? (Check one)

Always  
 Usually  
 Sometimes  
 Never

11. Specify under what circumstances does the local police department become involved in cases of truancy. \_\_\_\_\_  
 \_\_\_\_\_

12. Concerning crowd control at large school functions, does your school system give the local police department a complete calendar of school events and indicate those events in which police assistance is required? (Check one)

Always  
 Usually  
 Sometimes  
 Never

13. Does your district ask the police to transport school money or accompany school personnel with school money? (Check one)

Always  
 Usually  
 Sometimes  
 Never

14. When circumstances warrant and confidentiality is insured, do members of your staff permit the local police department to obtain

certain information from school records? (Check one)

- Always  
 Usually  
 Sometimes  
 Never

15. Check which types of safety education programs your district and the police cooperatively participated in within the last two years.

- Bicycle  
 Pedestrian  
 Automobile  
 Water  
 First Aid  
 School safety patrol  
 School bus patrol  
 "Friendly stranger" or loiterer  
 Disaster or civil defense emergency  
 Specify others: \_\_\_\_\_

16. Check the following school activities in which members of the local police department were asked to participate in within the last two years.

- Student clubs  
 All-school or special assembly programs  
 School parades  
 Bicycle safety day  
 Specify others: \_\_\_\_\_

17. Check the following classroom situations in which police were asked to participate in within the last two years.

- Elementary level units on community helpers  
 Health education (narcotics, intoxicating beverages)  
 Physical education (first aid, water safety)  
 Social studies units on municipal government  
 Safety education  
 Behind-the-wheel driver education  
 Adult education  
 Specify others: \_\_\_\_\_

18. Do members on your staff request the police to provide for traffic control on or near school property? (Check one)

- Always  
 Usually  
 Sometimes  
 Never

19. Does the local police department direct, supervise, and/or instruct adult crossing guards? (Check one)

Always  
 Usually  
 Sometimes  
 Never

20. Does the local police department make any special effort to patrol school property (buildings, grounds, playgrounds) before, during, and/or after the regular school day? (Check one)

Yes  
 No

If YES, specify the nature of such efforts. \_\_\_\_\_  
 \_\_\_\_\_

21. Does the local police department direct, supervise, and/or instruct the school safety patrol? (Check one)

Always  
 Usually  
 Sometimes  
 Never

22. Do the police provide instruction for school bus drivers? (Check one)

Always  
 Usually  
 Sometimes  
 Never

23. Check the following in which members of the local police department are asked to make presentations.

Faculty meetings  
 P.T.A. or other parent groups  
 Teacher workshops or institutes  
 Specify others. \_\_\_\_\_  
 \_\_\_\_\_

24. Do you contact the local police department to make any special provisions for the opening day of school? (Check one)

Yes  
 No

If YES, specify the nature of such provisions. \_\_\_\_\_  
 \_\_\_\_\_

25. Does your district participate in a student observer or student tour program sponsored by the local police department? (Check one)

Yes  
 No

26. Is there any time when your authority and/or legal responsibility and the local police department's overlap? (Check one)

Yes  
 No

If YES, specify the nature of such authority and/or responsibility overlap. \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

How do you resolve these conflicts? \_\_\_\_\_  
 \_\_\_\_\_  
 \_\_\_\_\_

27. In your opinion, do police personnel generally comply with requests for information and aid? (Check one)

Always  
 Usually  
 Sometimes  
 Never

28. Check which one of the following best describes police-school relationships in your district.

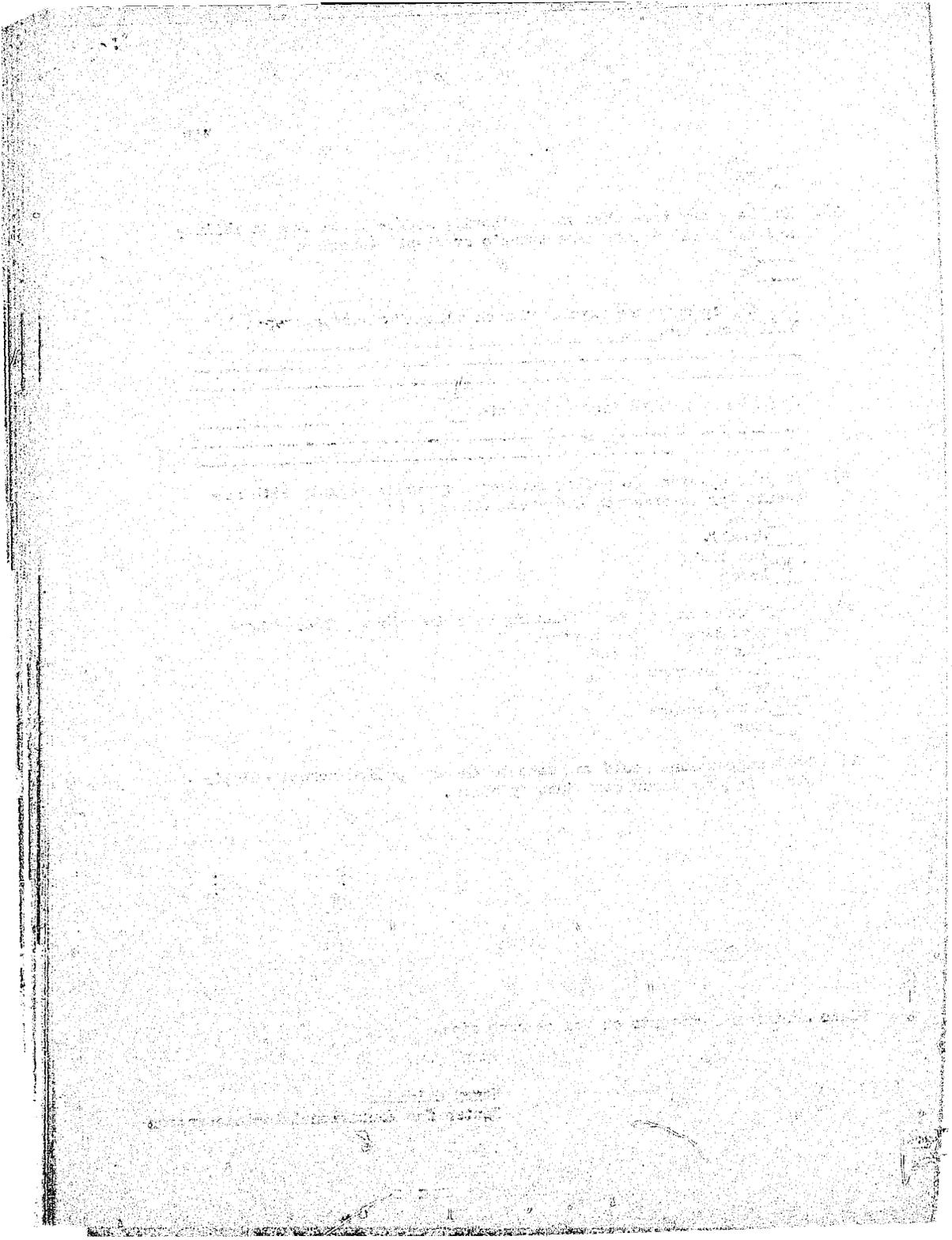
"Can't be improved"  
 Above average  
 Average  
 Below average  
 Poor

29. What suggestions would you make to improve police-school relationships in your district? Specify below.

Place additional comments on the reverse side.

Thank you,

Henry Milander  
 Center for Educational Administration



**END**