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FROM THE POINT OF RESEARCH METHODOLOGY, THIS REPORT
SHOULD HAVE THE VALUE OF A COMPILATION OF CASE STUDIES. IT
CAN BE USED AS A RESOURCE FOR PROGRAM DEVELOPMENT AND PERHAPS
AS A TRAINING TOOL.

ASSESSMENT OF POLICE COMMUNITY RELATIONS NAPCRO PROJECT II

LEAA grant 75DF-99-0051

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Project Director

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ASSESSMENT OF POLICE COMMUNITY RELATIONS
NAPCRO PROJECT II

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INTRODUCTION

This project was made possible by an LEAA grant (75DF-99-0051). It was essentially, a continuation of an earlier grant (73TA-99-0013) awarded in 1973 to study the state of the art of police-community relations throughout the country. The first project culminated in a report, Police-Community Relations - 1975.

The project described here was designed to assess police-community relations needs in 9 police departments and to provide technical assistance for implementing project recommendations as requested by the respective chiefs of police.

NAPCRO staff wish to thank the LEAA police section, John Lucy and Robert Heck, for the cooperation extended throughout the duration of the project. We also thank NAPCRO President, Robert J. Barton and members of the Association's executive board (past and present) for their support. These are, Richard Alligood, Joe Buda, Donald Brown, George Cabaniss, Jesse J. Harris, Louise Ivey, Kerry Davis, Bruce Lindberg, Oscar Morlett, Oscar Roberts, John Patterson, Ben Poorbaugh, H. B. Scott, Robert Scott, Albert Smith and Gonzalo Tamez. We also want to thank Assistant Chief of the Washington, D. C. Metropolitan Police Department, Burtell Jefferson for his continuing interest in the project. Moreover, thanks are due to the Rev. John Adams and Mrs. Carol Ross of the Department

of Law, Justice and Community Relations of the United Methodist Church for their continuous support.

Further, we appreciate the assistance and cooperation of the police chiefs, managers, supervisors, patrolmen and officers in various other assignments in departments across the country who gave us the benefit of their opinions, knowledge and experience.

This volume should serve as a reference source with respect to certain features related to P-CR in different size departments. These include:

1. A variety of possible P-CR arrangements.
2. Specific P-CR programs and practices.
3. An assessment of the nature and quality of P-CR in each department.
4. Typical and special problems regarding implementation of P-CR programs.
5. Recommendations for the improvement of P-CR programs and practices.

While the project was required to visit nine departments, by alternate arrangements, we have been able to visit twelve, spending on the average three days on-site.

On the other hand, the project has not achieved all the objectives established at the outset. These will be discussed in the evaluation section of the report.

No department has been identified by name. Individually, project reports have been made available to the departments visited.

From the point of research methodology, this report should have the value of a compilation of case studies. It can be used as a resource for program development and perhaps as a training tool.

The report was prepared by the Project Director with the assistance of Gloria E. Richards, Research Assistant/Secretary.

CHAPTER I

OVERVIEW OF PROJECT APPROACHES

Recently several important functions of the police have been seriously questioned by students and investigators of police procedures.

Thus, patrol methods and the value of detective work, both longtime bastions of police strength, have come under scrutiny.

The related functions known as police community relations have never shared the "self-understood" acceptance of those other operations, often referred to by officers themselves as "real police work".

Consequently, the two LEAA funded NAPCRO projects have been much involved with defining, describing and prescribing police-community relations for the police and, in a more indirect way, for the public.

Considerable writing is available in the P-CR* area. The bibliography attached to this report, and a more extensive one available from the National Criminal Justice Reference Service, indicate the ground covered.

Since the ground in the police field is given to some shifting, the NAPCRO projects have focused on what is happening throughout the nation recently.

*P-CR is an abbreviation of police-community relations used throughout the report.

While drawing a composite picture of the "state of the art" of P-CR was attempted in our first report, this project has looked more at the variation of needs, program structures, attitudes toward P-CR, impact of the types of department organization on P-CR and potential for P-CR program development, including training.

A reasonable, agreed upon, definition notes that P-CR is a cooperative effort between the police and the public to solve both crime and non-crime related problems in the police jurisdiction.

Of course, there is need for rather specific delineation of the particular share of the cooperative responsibilities on the police and the citizen side, and for some agreement as to the particular problems which must be addressed by this partnership.

Key issues here are,

1. that police are most uncertain about what their responsibilities may be outside the conventional areas of police work - patrol, traffic and investigation

2. substantial citizens involvement has rarely materialized at a continuing, effective level.

With the background of past experience and research conclusions, and against the backdrop of issues still unresolved, this project went into individual departments to learn more and to

offer suggestions with respect to the P-CR needs as we saw them. Within the scope of certain budgetary and time limitations, we were also prepared to offer additional assistance as requested by the chief executives of the respective police agencies visited.

Previous knowledge made it clear that, beyond suggesting special P-CR operations, any recommendations made by the project would have to involve the uniformed force. It was known, as well, that this group could be expected to offer some obstacles to full development of P-CR programs and practices, since the procedures in this area are not generally understood and accepted by patrol officers.

It was equally known that P-CR, however defined, was not uniformly accepted by supervisory and command officers, including chiefs of police.

The elementary, partial misdefinitions of P-CR - as public relations, social work, efforts to pacify minorities, - and similar attempts to alienate the functions in this category from "real police work" were familiar to the project. There was also awareness of efforts to displace P-CR with crime prevention programs, such as target hardening, and a general program orientation toward mechanical reduction of criminal opportunity.

What appeared unclear at the start of the second NAPCRO project was the particular mix of attributes in specific police

departments that either encouraged or blocked P-CR. Moreover, it was of interest to compare the textures of composite conditions in the different departments, as more or less favorable to P-CR.

As noted later in the report, there are three clearly identified elements that affect the quality of P-CR in a department.

1. Support from the chief of police and from command and supervisory levels.
2. Overall understanding of P-CR functions by all personnel.
3. Special skills and favorable attitudes regarding P-CR by individual officers.

Beyond these somewhat easily determinable characteristics there are more intangible ones as well - such as:

1. Politics in the department - (internal and external).
2. Personality clashes and competition.
3. The level of morale among the men.
4. The length of service and age of the officers of all ranks.
5. Past experiences of the men with P-CR training and with citizen contacts.
6. Various characteristics of the communities served.

A special note on community features - this project was not funded for extensive study of the communities. An investigation of the nature of communities and the type of police work best suited for different type communities should be of considerable interest to the police field.

Since this project worked mainly with the police departments, we could consider only those aspects of the communities that appeared to have the most direct effect on police work. The race relations climate, socioeconomic conditions and special strengths and weaknesses in terms of community resources and citizens' organizations were some of these.

It is self understood that in P-CR the police and the community are two sides of the same coin.

Nevertheless, particularly patrol officers who have most contacts with citizens, often view themselves as a group separate from the community.

An essential question we have seen emerging from project work is "How far can and should the responsibilities and functions of street officers be extended beyond conventional law enforcement methods and techniques?"

Current testing of the value of traditional patrol procedures implies the same question.

Team policing experiments also relate to it.

A hypothesis seemingly worth testing is whether or not police department policies requiring greater service type involvement of patrol officers would improve police-community relations and crime control.

This project has contended in recommendations to the various departments visited that more positive officers' contacts with citizens (some non-crime related and officer initiated) would improve the public's trust in the police and officer's own estimate of citizens.

Several specific areas of change or expansion of police responsibilities are indicated in Appendix 1 of this report.

Narrowed to essentials, the question is: "Do police officers (including street level patrolmen) continue with the routine procedures established as traditional police work, or do they adopt a more encompassing role - a set of responsibilities, as managers of crime control in the community?"

Various aspects of the matters discussed above are addressed by the following chapters as part of the P-CR assessments, problem identification and recommendations in individual departments. These chapters retain the form and content of the reports produced after on-site visits to the various police agencies.

CHAPTER II

INTRODUCTORY SUMMARY - DEPARTMENT A

This is a small police department (35 officers) servicing a city covering just over 5 square miles with a population of approximately 12,000 - close to two thirds white, a little over one third black.

This city experienced considerable racial disturbances in the 1960's, part of the black section was burned down and considerable police efforts were required to restore order.

Most of the black population here still lives under ghetto like conditions, contained in a several block area. This part of town is characterized by inferior housing (mainly small family type dwellings) and considerable poverty.

The black area reveals a higher crime rate than surrounding neighborhoods. Citizens here are victimized by the criminal element among them. They are also intimidated by the offenders, often afraid to call the police or to volunteer information regarding suspects.

At the time this project first had the opportunity to offer an assessment of the situation and P-CR needs, the unruly element (some individuals with known records, potential offenders, etc.) seemed to have established a certain amount of control of the streets and the people in this area. Citizens feared to venture out at night, police had to be apprehensive in

responding to calls, making arrests or even traffic stops. And the department's command felt it was unsafe to deploy a foot patrol in this neighborhood, although given its size and congestion it was near-ideally suited for this method of patrol. There was real danger of mob attacks on officers. At least on one occasion, in the absence of immediate backup capability, the police had to delay response to late night calls for protection by groups of citizens afraid to leave a community social function because of hoodlums lurking outside the dance hall.

The chief of police and command officers in this department were interested in P-CR approaches to help solve some of the police-community problems. They cooperated with the NAPCRO project in involving street officers in these efforts as well.

P-CR NEEDS ASSESSMENT

1. Procedure

Interviews with chief of police, captain (in charge of operations), lieutenant (in charge of training), sergeant (in charge of detectives), two patrol supervisors, two patrol officers.

Interviews with patrol supervisors and officers held while patrolling various parts of the city on day and night shifts.

Brief interview with an NAACP representative. No other community contacts at this time.

2. General Impression

Excellent impression, at present, of all personnel interviewed, utmost cooperation received.

3. Main Apparent Problems with P-CR

a. Relatively high crime rate in a several block (black) area as compared with other parts of the city (the approximate triangle bordered by High, Washington and Pine streets).

b. Area characterized by relative poverty, social disorganization and underreporting of criminal activity. Citizens fear the criminal element, many hesitate to go out at night or to report crime. As a result the criminals may feel, and in fact have, considerable control of the streets in the area. Citizen withdrawal and fear encourage muggings, burglaries and other

crimes in the area. Overall, lack of citizens cooperation has reduced police capability to provide service and protection.

c. Potential danger exists of group attacks on the police by the criminal elements in the area (including young adults and juveniles). Collective violence could be sparked by any legitimate police action in the area (an arrest, response to a disturbance, etc.). The risk of injury to officers together with limited immediate backup capability are of obvious concern to the department.

d. At this point the police can not realistically count on any backup or other assistance from citizens in the area in a "policeman in trouble" situation.

e. The present number, deployment and shift schedules of men in the department make extensive P-CR programing in the area most difficult.

4. Observations.

In connection with the above, several issues merit consideration.

To the extent law abiding citizens lose control of the streets in the area as result of victimization, intimidation and fear, the criminals and potential criminals not only usurp control, but also gain self confidence and a sense of power.

In such circumstances police capability in all aspects of law enforcement and service becomes increasingly more questionable.

a. The department loses credibility in the eyes of the law abiding citizens.

b. Officers patrolling the area or responding to calls are subject to challenge, harassment and attack by the criminals.

Without positive intervention this type situation can be expected to:

- (1) Result in overall rise in crime in the area.
- (2) Produce spill-over of some amount of crime to other areas.
- (3) Assure more criminals for the future as younger teenagers imitate the older hoodlums as successful (negative) role models.
- (4) Continue to increase the danger of collective violence against the police.

5. Conclusion.

The black community in the High, Washington and Pine street triangle suffers many problems, crime, poverty, unemployment, lack of recreation and lack of indigenous leadership among them.

Most of the socio-economic problems are not primarily a police responsibility and should be reacted to by other agencies. Even crime, much of it a product of the above conditions, can only be contained by the police to a greater or lesser

degree.

However, suppression of crime to the maximum extent possible is a police responsibility. This is a basic goal.

The Department can only reach this goal by achieving several sub-objectives.

(a) Assuring police control of the area to the extent that officers can move freely in the community without fear of mob interference in the performance of their duties - patrol (foot or vehicle), response to calls, apprehension of suspects, investigation, etc.

(b) The previous objective can not materialize unless a substantial segment of the law abiding population in the neighborhood supports the police, at least covertly, and can be counted on for some amount of overt assistance in case of need. (We are suggesting here a socio-cultural process of peer pressure transmitted among community members that can generate a community climate either predominately favorable or hostile toward the police). Such peer pressure, of course, does not control any given individual, but, if favorable, it can lessen the potential for group violence and can take the edge off individual daring and arrogance.

(c) The above objective, in turn, is difficult to reach if the police contacts with the community fail to constantly

promote the creation and maintenance of a positive image. (For example, if a community feels that the police do not care, the law abiding citizen will merely do nothing, but the deviant is likely to attack an officer).

There is little question that a positive police image and good police-community relations can best be generated by face to face contacts.

(d) The last objective important here is the development of optimum self confidence in each individual officer so he or she can cope effectively with challenge and harrassment. If the previous objectives are reached, most officers can intuitively exert a certain type of personal influence, significantly based on a sense of self confidence, to control a confrontation with a hostile or rebellious person or even a group. It is when an officer is uncertain of backup support that self confidence is shaken and either overreaction or underreaction can place the officer in jeopardy. Any lack of self assurance, or indecisiveness by the officer in a critical situation gives an immediate advantage to the oponent.

Subsequent Visit

1. Community Contacts

a. Procedure

Briefed NAPCRO consultants Sgt. Don Brown and Officer Art Barner about the police department and the community.

Walked through triangle area together with a Captain from the department and NAPCRO consultants.

Established contact with 10 - 15 citizens (partial list compiled). Impromptu group meeting in front of Elks Club.

b. Impression

Citizen contacts represent fairly good cross section of community.

(1) Street leaders

Lemuel Chester

Pernell Flanner

These two men and others like them (William Jackson) are extremely important to cultivate. If handled properly they can be counted upon to provide group control assistance to the police in problem situations.

(2) Civic leaders

Hershel Johnson (NAACP)

George Ames

Johnson together with Ames can be helpful in involving other organized groups (churches, business concerns, etc) and in assisting with that limited fund raising is possible in the community.

(3) Troublesome element.

Several of the people who signed our roster outside the Elks Club have some criminal involvement and background. Keeping channels of communication open with them can assure that they would not act out against the police in a tense situation. It is important to involve these kinds of individuals in any citizens organization that might be developed.

(4) Peaceful citizens.

James Nichols

Robert Jolley

These type citizens can help supply the overall community involvement and peer pressure to help control and improve the neighborhood.

Generally, the reaction of the citizens interviewed was more favorable than anticipated.

It was most beneficial to have Captain Maloney participate in these street contacts together with the NAPCRO consultants.

Although the number of individual contacts was limited, most of these citizens can be expected to involve others if an organization effort is undertaken.

2. Conclusion.

Based on the contacts described, it is apparent that some amount of community organization and involvement in assisting the police is possible in the triangle area.

The success of such an effort depends heavily on the motivational commitment, skill and structured procedure supplied by the police in the initial stages of the organization. Equally, for ultimate benefit there must be continuity of the effort.

Given the limited resources and manpower of the Department it is essential that much of the leadership for continued police-citizen's cooperation emanate from the community. However, even under the most favorable conditions in this regard, some aspects of leadership, coordination of effort and input must come from the police.

In the final analysis it seems that the citizens of the area may welcome better police-community cooperation.

Beyond any other measure devised to achieve such cooperation, it is essential that face to face street contacts between officers and citizens be increased.

SUGGESTIONS FOR CONSIDERATION BY CHIEF OF POLICE

Based on the problems and needs presented above, several suggestions are offered for the Department's consideration. Some of these are rather strong recommendations, others are alternative courses of action that may help guide the development of specific policies and procedures to improve the Department's P-CR posture.

1. Any recommendations for increasing the Department's P-CR capability require time and effort difficult to generate with current manpower. Given the present limitations, it is suggested that the command staff of the Department (chief, captain, lieutenant) assume the planning and coordinative functions of a P-CR unit. However, if a community group can be organized, all possible work-load should be transferred to the citizen's task force. If properly executed, this assures continuity of citizen involvement, interest and motivation.

2. In connection with the above, it is suggested that one officer be assigned, at least half time, to P-CR responsibilities. He would be the operational link between the command staff and the citizens, reporting directly to Captain Maloney, while on P-CR duty.

The P-CR officer's duties should include:

- a. Maintaining continuous street contacts with citizens of the triangle area.
- b. Developing a supportive climate in the triangle community toward the police.
- c. Helping organize a police-citizens task force in the community.
- d. Coordinate police-task force interaction (organize and schedule meetings, notify participants, help develop agenda, etc.).
- e. Help develop other programs within the limits of available resources.
- f. Help accustom other officers to street contacts with citizens of the triangle area.

Selection of a P-CR officer should be based on the individual's interest in such work and his or her ability to establish and maintain good rapport with citizens. Close supervision and evaluation of this assignment should be exercised by Captain Maloney and support from other officers should be made available as required in the P-CR operation. If a patrol officer is assigned P-CR duties in the triangle area on a part time basis it is preferable

that his patrol assignments be in other areas of the city.

While the two NAPCRO consultants, Sgt. Brown and Officer Barner concur in all suggestions presented, it was a particularly strong recommendation on their part that a P-CR assignment be made.

We are aware of the difficulties regarding special assignments in a small department. However, the particular problems of the triangle area can not be managed through conventional patrol and response procedures.

3. It was apparent from discussion with Captain Maloney that the Chief of Police has already initiated two positive measures.

- a. A foot patrol (2 men) in the triangle area during high risk hours.
- b. Deployment of white as well as black officers to patrol the triangle area.

These are important measures and we strongly suggest that they be continued.

Not only is face to face contact required to assure police control of the area, but it must be shown to the black community that the entire department, not just a few black officers, is concerned with their protection. In this community in particular, people seem to attach

special importance to the presence of white officers.

4. It is suggested further that the Department experiment with a split vehicle/foot patrol, in all areas of the city. This would require patrol car officers parking the vehicle and walking a part of the beat to increase face to face contacts with citizens and to make officers more comfortable in such contact situations.

There is common concern among police executives regarding the detrimental effect of vehicular patrol on police-citizens interaction. Several generations of police officers have become conditioned to the patrol car as the backbone of the patrol function.

In large jurisdictions no easy alternatives exist to predominant reliance on vehicle patrol.

In a city this size, just about every area allows some foot patrol.

Besides some training and orientation of officers regarding the value of foot patrol and its implementation, the only financial burden would be supplying a portable radio for each patrol vehicle.

5. In line with the above suggestions, it would be extremely valuable if each command officer, including the chief of police, made an occasional appearance in the triangle community, as time permits. This would add considerably to the citizens confidence in the department and increase the

safety and effectiveness of regular patrol officers.

In spite of appearances, and often actions to the contrary, there is some amount of underlying respect for the power structure in the triangle community. Upper level police officers represent that structure in the minds of citizens and any positive contacts they make with the citizens will increase that respect for the police and the government in general.

6. Community organization for citizens involvement in assisting the police.

It is strongly suggested that a citizens task force be organized to work out procedures for effective citizens backup of the police in potentially explosive situations.

The essential need for the police is to obtain a number of citizens in the area willing to respond to police calls and provide non-forceful assistance. (The list of citizens indicated previously represents a nucleus of such a group).

The need for the citizens is to understand the reasons for specific police actions and regular procedures. This would not only lead to citizens support, but also reduce the danger of critical incidents caused by citizens misunderstanding of police actions.

The orientation should be to establish street control in the community by the citizens and the police. The expected

results would be greater safety for the citizens and the police and some suppression of criminal activity.

The procedures suggested to achieve the above include:

- a. A police-citizens workshop with the specific objective of organizing a task force.
- b. NAPCRO support to the Department as required, to develop the workshop.

The essential objectives of the task force are as follows:

- (1) Advisory function to the police - interpreting for the Department citizens needs, feelings and sources of tension.
- (2) Advisory function to the community - interpreting police objectives, responsibilities and operating procedures to the citizens.
- (3) Control of the community - assuring non-interference with police procedures in the community and exerting peer pressure on the community to help suppress criminal activity.

7. NAPCRO assistance to the Department's training officer,

- a. as part of regularly scheduled training to help sensitize officers to the need for good P-CR practices.

- b. with special training as required in connection with,
 - any new procedures instituted,
 - assignment of a P-CR officer,
 - organization of a citizens task force.

8. Structured effort by chief of police and command officers to increase the Department's P-CR capability.

Steps to consider in this area include:

- a. Mass media survey of community needs in the area of police service (questionnaire to be returned, published in the local newspaper). This would provide responses from the white community as well as the black.
- b. Police-ride along program, by invitation, to influential citizens. This can be an effective tool for the police chief to assure greater support for the Department by the power structure.
- c. Police survey of community resources to increase referral capability to other service agencies. This responds to the common practice of citizens turning to the police for non-police related information and service. Maximum capability of providing information and, where necessary, agency contacts for citizens helps build the Department's image. Areas of need often involve, employment

opportunities, health care, motor vehicle and other registration and licensing requirements, court procedures, legal aid, etc.

- d. Informational materials developed or available by the police. (Examples are crime prevention brochures, tips for safety, dangers of drug abuse, recreational or employment opportunities, agency forms, etc.).

Remarks.

1. We believe this city has an excellent Police Department. There is a manpower problem in terms of backup capability, (35 officers serving a population over 12,000) when the Department must respond to group disturbances, or any escalated incident.
2. The suggestions offered are designed to help reduce the danger of group disturbances, increase police capability in handling critical incidents and assure some citizens support to the police in problem situations.
3. Attempt was made to formulate suggestions within the Department's capability to implement, although, there may be limiting factors of which we are not aware.

4. Should any of the suggestions be followed, due care must be exercised in setting up a time frame for their implementation, developing evaluative control and assuring continuity of the effort.
5. Gradual rather than drastic changes are advised. However, some procedures of the overall effort should be started as soon as possible.
6. The NAPCRO project is prepared to offer continuing assistance, as required, to the department, restricted somewhat by scheduled commitments in other parts of the country. In any case, there are other NAPCRO consultants that can be called upon for assistance including Mr. John Patterson, Vice President for this region.

* * *

CHAPTER III

INTRODUCTORY SUMMARY - DEPARTMENT B

The police department in this city has approximately 100 sworn officers serving close to 60,000 population in a 48 square mile area.

The population is predominately white, but there is a black community of a considerable size (well over 1/3).

In the wake of certain confrontations with the black community and black leaders, the police department decided it advisable to establish a structured P-CR operation (3 man unit).

This project had occasion to visit the department after some negotiations had already been conducted by the U.S. Justice Department's Community Relations Service and other NAPCRO consultants.

We found a department prepared to take certain P-CR measures, but without a well defined perspective. However, the department had obtained training for the new P-CR unit officers from various program sources throughout the state. Also, command officers gave every indication of supporting the P-CR effort. And the state planning agency had assisted the police in producing a grant proposal to LEAA for establishing a P-CR operation.

As we saw it, one of the main problems here was to sell the P-CR idea to patrol officers and supervisors and to establish

positive P-CR practices as part of patrol operations. A good number of officers in this department, while well motivated, projected the 'super cop' image - an orientation almost exclusively committed to "catching criminals".

On the other side, the black street people who have the most negative contacts with the police - some because of previous criminal involvement, expressed hostility toward the police and little faith in the possibility of improving relationships. Harrassment, false arrests and both physical and psychological abuse were the main complaints here.

Our question in this department was whether or not the 3 man P-CR unit could generate sufficient capability and support to have a positive impact on police community relations in the city.

P-CR NEEDS ASSESSMENT

PROCEDURE

Interviewed a number of individuals in the Police Department and the community.

Contacts included: City Manager, Chief of Police, all three captains, several lieutenants, sergeants and patrol officers, also the sergeant and the two officers of the newly formed P-CR unit.

Parts of interviews with supervisors and officers conducted while patrolling various parts of the city (mostly on evening shifts).

Met with chairman and vice-chairman of the Concerned Citizens Association.

Met with several other community leaders together with sergeant of the P-CR unit.

On evening of July 14 cruised parts of the city alone, stopping to talk to citizens (both black and white) including street groups of youths and young adults, and some residents of the inner ghetto.

Excellent cooperation was extended by the city manager, and all members of the police department contacted, in this needs assessment.

While several citizens were somewhat unsure regarding the proper response to an impromptu interview, the street groups were most cooperative in stating their views and opinions.

Excellent cooperation was received from all leaders of the black community contacted.

Unavoidably, the citizens contacts were limited in terms of numbers. A more extensive survey of citizens needs, attitudes and potential for cooperation with the police is proposed in the department's P-CR project and should be carried out at the earliest possible time.

IMPRESSIONS

1. This department has little experience with structured P-CR programs.
2. While the chief of police and other command officers recognize the need for better P-CR, the men at the patrol level have not had much training in this area.
3. The sergeant and officers selected for the forthcoming P-CR assignment have a good grasp of the essential concepts in this field, from training programs they have attended. They need further assistance however, in implementing P-CR procedures in the department.

4. Citizens in the community appear to hold differing opinions regarding the police department.

(a) Some have had few contacts with the police and express no specific views.

(b) Some feel the police are doing an adequate or a pretty good job. This includes both some white homeowners and black entrepreneurs in the general high crime risk area.

(c) White street youths show relatively high opinions of the police here as compared with surrounding jurisdictions, although they express reservations regarding some police behavior.

(d) Black street youths are greatly disturbed about police reactions to them. Most are antagonistic to the point where they do not believe any reasonable communication is possible with the police. Harrassment, unreasonable stop and frisk, false arrest and related procedures loom large in the minds of these individuals. Long memories are characteristic of this group, where incidents that took place months and years ago are still vivid in their minds. Such incidents are reinforced and often inflated through ingroup "rap sessions".

(e) Complaints of the black street youths and young

adults that we contacted were verified by some other inner ghetto residents. It is assumed that various individuals in these groups have some criminal involvement and background. In all groups, however, there were individuals who showed willingness to cooperate and communicate with the police if a credible program in that direction were initiated.

(f) Complaints, apprehension or at least scepticism regarding police procedures and intent were also voiced by most of the black community leaders contacted. Our assessment, however, is that even the leaders most outspoken against the police would lend their support to a serious effort to improve police community relations.

5. It appears that the patrol division of the police department is oriented along the lines of conventional law enforcement, with strong emphasis on control of burglaries, armed robberies, and other crimes. In the course of these efforts two kinds of procedures by the officers cause frictions with citizens.

(a) Any stop, frisk, detention, interview or arrest and related actions, when no criminal charge and/or conviction materializes from these interactions.

(b) Any of the above, legally allowable actions when carried out in a harrassing, overly authoritative,

demeaning or forceful manner (including racial slurs or other derogatory language); or when these same actions are initiated gratuitously without apparent elements of reasonable suspicion present.

6. Since this department has not had specific P-CR programs to enhance police-citizens communication, we assume the overall position of officers to be that they are acting within the letter of the law and need not be greatly concerned how their actions are interpreted by citizens. The citizens, on the other hand, (including both, past and future crime suspects) have no clear understanding why the police act as they do. The minority citizens particularly, interpret each police action in terms of a hostile frame of reference, developed over generations, characteristic of fear and distrust of the police.

PROBLEMS

The main apparent problems faced by the community and the police include the following:

1. A wide communications gap particularly between the police and the black community (specifically including black leaders, and street people - young adults with various levels of crime proneness or actual involvement).

2. Both, the police and black citizens are carriers of culturally internalized and transmitted attitudes regarding the other group. These attitudes and valuations have been largely unfavorable, historically. Current contacts between black citizens and the police tend to reinforce rather than dispel those negative attitudes. The data base or the information exchanged between the two groups is insufficient to formulate positive attitudes.

Police officers are aware that a considerable amount of crime shows up in the black community. They are less aware that many more stable families and individuals, as well, are products of that same apparently crime prone black community.

Black leaders and many citizens, on the other hand, may find fault with the predominately white power structure of the city, relative to socioeconomic opportunities for the blacks. "White flight", considerable racial segregation in the school system and other problems, while not of insurmountable concern to the whites, represent sore points for the black community. Most of these problems are beyond the police department's sphere of responsibility. However, the police are traditionally viewed by the black community as the enforcement arm of the white "establishment".

In a nutshell, many blacks appear to the police as troublemakers and criminals, while police officers are viewed by many blacks as white racists or "uncle Toms" in the case of black officers.

There are specific aggravations in the overall situation. Given the backdrop of pervasive conflict, any incident may generate escalation.

Black street youths and young adults, some with known past criminal involvement, are frequent suspects, subject to stop and frisk and related police crime control procedures. Even a simple stop for interview purposes is resented by some members of these groups. When such stops have the slightest undertones of harrassment, no useful information will be transmitted to the police and the whole interaction will reinforce the hostility between the police and the black street people.

Such deterioration of communication leads to a reinforcing situation in terms of misunderstanding, hostility and potentially to violence. Under these circumstances police can not obtain satisfactory explanations in stop and question situations and may have to resort to otherwise unnecessary arrest and unjustifiable use of force. Such actions, in turn, increase further the distrust and hostility between the police and

the black citizens.

3. A core problem generated by the above situations shows up several negative results.

(a) The police officers personal safety is jeopardized when his official duties must be carried out in an unduly hostile community climate, and his ability to obtain information is seriously impaired.

(b) There develops an "Us vs. Them" feeling causing further separation of the citizens from the police. Such feelings increase the risk of collective violence, (for example, to the extent police officers find that they must arrest witnesses to obtain compliance, there is indication of alienation).

(c) When officers find that they must use firmer than ordinary actions against some individuals or a particular group, they may inadvertently extend such actions to other citizens, as well.

4. The police department appears to be doing a creditable job in controlling crime through conventional police procedures. There is seemingly little awareness, however, among most of the men that the same procedures which they believe help prevent or solve burglaries and armed robberies (stop and question, stop and firsk, special

operations, including arrest and interrogation) strain their relationships with certain segments of the community. Since the men are evaluated predominately based on the arrests and related actions they take, and have not been trained in the area of P-CR, they may carry out their law enforcement and crime control functions in a manner incompatible with good P-CR and ultimately to some degree detrimental to the goal of peace keeping and crime prevention in the community.

SUGGESTIONS FOR THE CHIEF OF POLICE

The suggestions set forth in this section are generally geared to the implementation of the P-CR program outlined in the Department's grant application to the State's Criminal Justice Council.

A. As noted above, the selection of the sergeant and officers for the P-CR unit has been well thought out.

We want to suggest here some overall guidelines, and some specific functions for the unit.

1. While the P-CR unit will have both internal (in the department) and external (in the community) functions it is suggested that from the beginning the unit develop particular ties with the patrol division.

It is the patrol officers who ultimately make or break good police-community relations. An important responsibility of the P-CR unit is to help patrol officers practice good P-CR.

This can be achieved by:

(a) Establishing guidelines and procedures for positive police-citizens contacts in the patrol situation.

(b) It is suggested that initially the two P-CR officers perform patrol functions, together, on a half time.

basis. Their specific task, in addition to the regular patrol and response functions would be to plan, develop test and practice positive police-citizens contacts in the patrol situation.

There is probably an infinite number of innovations that can be introduced in patrol work. We are suggesting several that are of particular importance.

(1) Learning to stop and talk to citizens and street groups in a non-interrogatory manner by expressing human rather than authoritative or official interest in their activities. This is in effect rapport building that in the long run builds trust and confidence between police and citizens. For example, dialogue between police and street youths (black and white) when conducted in a non-judgmental manner over time would enable officers to better understand why these people are where they are and act as they do. This would make the officers less prone to arbitrarily order these groups to disperse or move along. More important, it would enable officers to act with greater accuracy and generate less hostility when they find that there is need to stop and question one or several of these people.

Such informal police-citizens contacts can and should be used to make it clear to the citizens that the police function is to prevent and control crime which on

occasion involves stop, question, frisk and arrest procedures. At the same time, by establishing non hostile communication, the police can also make it clear that it is not their intent to harrass anyone.

(2) An additional area to be explored through the patrol situation is a "stop and visit" procedure.

The P-CR officers, while on patrol, should experiment with going into the homes of citizens, particularly in areas that have experienced recent burglaries, or other crimes warning community members about these offenses. At the same time, they should invite citizens to share information with the police and to call regarding suspicious activity in the neighborhood.

This procedure requires some limited crime analysis by area and can be easily carried out by the P-CR officers (Sgt. Clayton is already aware of this).

A similar procedure can be carried out with entrepreneurs or managers of stores and other business establishments in high crime risk areas.

Again, the idea is to communicate to citizens (both in black and white areas) the concern of the police for community safety and well being, to define police functions for citizens and to indicate the need for their concern, alertness and involvement with respect to crime prevention and control.

Suggestions for improved home, business or personal safety can also be made by officers during these encounters.

There are several important benefits from these and related procedures:

(a) Better understanding of the community by patrol officers, greater personal safety, greater ability to interact with citizens in potentially explosive or dangerous situations, and improved crime prevention.

(b) Peer pressure among citizens to cooperate with the police and reduce crime. A valuable benefit of better police-citizens contacts is a greater sense of responsibility among community members for crime reduction.

There is a basic desire for peace, order and social stability even in the most crime ridden ghetto area. When such communities lack faith and confidence in law enforcement agencies, no indigenous effort is apparent to suppress crime. A trusted police department, however, can exert some motivational force to induce citizens cooperation for reduction of criminal activity. Such citizens involvement includes a certain amount of peer control of deviant or potentially deviant behavior, better crime reporting and overall assistance to the police.

The above and related efforts can be generated by

the P-CR officers of the department as part of the patrol function.

Patrol commanders in departments throughout the country are seeking ways to improve and increase the patrol officer's contacts with citizens. The recent Kansas City experiments have added measurably to the growing conviction that variations regarding the deployment of patrol vehicles in an area, including saturation patrol, (reliance on visibility of police vehicles) have a questionable effect in terms of crime prevention, etc.

In the past, the main citizens contacts of patrol officers have been by way of responding to calls (usually involving some problem situation) or stopping suspicious persons (which normally involves some uninvited imposition on a citizen). Both these contacts reinforce cynical and negative attitudes among police officers about citizens.

We are suggesting the above efforts to provide patrol officers with positive citizens contacts. These officer initiated interactions can lead not only to greater understanding of the community but also to more positive attitudes toward the community. As noted earlier, these interactions can also enable the patrol officers to use better discretion regarding stop, frisk and related procedures.

An important consideration here is that this community although spread out geographically is small enough, population-wise, for officers to know many individuals personally. Many officers do in fact know the "troublemakers" and vice versa. Such personal knowledge can be used to advantage in building some degree of rapport with the street people and other citizens in the community. It has been our experience elsewhere that officers often fail to utilize this advantage to its full extent. Particularly the known ex-offender is sometimes subjected to perhaps more than his share of stop and frisk conducted with a prejudgmental attitude on the part of the officer. To the suspect this appears like harrassment. The stop and question, and the frisk, when necessary are vital procedures for the police officer. However, they must be utilized with the utmost disgression and in a manner that does not needlessly aggravate and humiliate the subject.

3. As part of the overall effort to improve police community relations in the patrol situation, we are also suggesting utilization of police-citizens "ride along". This program is known in most departments. It allows citizens to learn about police work first hand by riding with patrol officers on their regular shifts. If properly executed, the police-citizens interaction and rapport building through this program can be of extensive benefits.

Some guidelines are suggested for this program.

(a) While most, if not all, patrol officers should be exposed to this practice, some officers can probably relate to citizens better than others and will have greater interest in the program. These officers should be used more frequently than those who show little interest or ability in this area. Given good P-CR attitudes in the department, it would be preferable if all officers volunteered for the program at one time or another.

(b) We feel that a particularly effective use of ride along is by special invitation. A police chief attempting to obtain a budgetary increase from the city council may do better riding with one or two doubtful councilmen in a patrol car through problem areas than trying to sell his program across a conference table. The same would hold true regarding negotiations with community leaders, militants, youth representatives and influential citizens in general.

As noted, other positive citizens contacts can be developed in connection with patrol work, without diminishing the effectiveness of routine patrol functions. The P-CR officers should undertake this effort as one of their responsibilities.

4. After developing and testing these procedures, the P-CR officers should pair off with other patrol officers and

in turn, train them in a peer training situation to exercise the police-citizens contacts indicated above.

Again, we stress that good P-CR must start at the patrol level on the street. The above suggestions are made to achieve that purpose.

Other P-CR Functions

A comprehensive list of various P-CR functions is covered in the Department's proposal to the State's Criminal Justice Council. We find no problem with these proposed activities.

The following suggestions and ideas are advanced to help implement the overall program.

1. The P-CR unit should organize a citizens task force composed of leaders of citizens organizations and of particular communities in the city to cooperate in the improvement of P-CR city-wide and to advise the unit and the department regarding citizens problems and needs with respect to police service. This group should include, but not be confined to, the Concerned Citizens Association. It should also include leaders from both the black and the white community and some street people. It need not be a tightly organized group with scheduled meetings, but one that can be called together by the chairman or by the police as the need arises. The P-CR unit should be able to contact individual members of the task force regarding

matters in each member's domain. (Sgt. Clayton already knows several individuals who can serve on such a task force). It should be made clear that this group would not dictate police policies and procedures, but would have access to the chief of police with suggestions and recommendations. It should also provide assistance to the police, as required.

A major function of the task force would be to share particular community concerns with the police department and help target the activities of the P-CR unit outlined in the department's project proposal.

A major result of this operation would be awareness of, appropriate reaction to, and reduction of community tensions.

Another function of the group members would be to convey police goals, objectives and concerns to the community and their particular constituencies.

The combined result of this procedure and the patrol functions suggested earlier can be improved crime prevention and control generated by peer pressure among citizens. Such crime reduction is one of the more intangible or undefinable benefits of citizens involvement. However, it is measurable. It occurs as result of the following.

(a) Intragroup word of mouth communication that citizens will call the police about suspicious or criminal activity.

(b) Interpersonal influence exerted on potential offenders by some citizens.

(c) Apprehensiveness to commit crime among some potential offenders, resulting from the above.

While there is no known criteria to indicate what particular P-CR activity will cut crime, two, three or five percent, the above projection that crime can be reduced by a P-CR effort is suggested based on the knowledge that good P-CR improves community morale in general and that specific activities can divert particular individuals from a criminal course.

2. In line with the previous suggestions, the P-CR unit should develop contacts with public and private agencies in the city to extend sources of referral. Recreation, vocational training, mental health facilities, are among these agencies. Since citizens call the police on many non-crime related problems, it is good P-CR to extend competent referral assistance, when needed.

3. In the same connection, the police department should survey and cultivate potential financial resources in the area for possible program assistance. The chief of police is aware that various P-CR programs may require support beyond the normal budgetary appropriations. Unlike many other parts of

the country, this city is not an economically depressed area. There are business/industrial concerns and probably a number of foundations in the region that can be called upon for assistance.

4. Another field of activity for the P-CR unit should be mass media relations and public information.

The department's project proposal already provides for a survey of police community attitudes. This survey should include assessment of perceived needs among the public with respect to police services. On its part, the department can respond by developing means of providing information to the public. Vehicles for such communication can include newsletters or press releases from the department, spot announcements on local radio and television, police participation on media talk shows, the speakers bureau suggested in the department's P-CR proposal and coffee klatches organized by the P-CR unit (small informal meetings of community members and police officers in someone's residence or place of business).

Administration and Supervision

1. The P-CR program must have total support from the chief, command officers and supervisors.

Captain Lyons has good understanding of P-CR and other qualification that make him an excellent choice for command supervision of the P-CR unit.

Much of the planning and implementation of programs, however, will be the task of the P-CR unit sergeant. He should be given sufficient latitude in these areas. As unit commander he should also be assured constant support from the captain.

2. Since a previous suggestion requires the P-CR officers to perform part time patrol functions, at least two other officers can be substantially involved in P-CR activities on a part time basis. The P-CR unit commander should be allowed considerable discretion in selecting these officers.

3. Under the suggested arrangement of P-CR officers performing patrol functions there will be some dual supervision. It is important to make it clear that, overall, these men report to Sgt. Clayton. However, since they will be performing regular patrol functions together with planning and developing more positive police-citizens contacts, in the patrol situation they will be under the direction of the patrol shift commander, as far as patrol duties are concerned.

4. The department should formulate and circulate in written form a clear P-CR policy and the procedures that will be followed.

5. It should be made clear that P-CR programs are not just the responsibility of the P-CR unit, but must have

participation from every man in the department.

The direct responsibility of the P-CR unit is program planning, organization (development) coordination and training of all officers in good P-CR practices.

6. The P-CR unit should not perform any functions that relate to internal investigation in connection with citizens complaints. It is suggested that the current complaint procedure be continued at this time. However, the unit should receive citizens complaints, when offered. The unit commander should submit any such complaints to Captain Lyons. As we understand the current complaint procedure, the resolution of police-citizens incidents starts with each officer's supervisor. This procedure is sound.

7. It is suggested that the Department's reward system and evaluation of officers be adjusted to accommodate ratings regarding P-CR program participation and recognition of good P-CR practices by individual officers. The P-CR unit can encourage citizens to submit letters to the chief of police commending officers for good performance.

8. In program planning and development the P-CR unit should set down in writing,

- (a) the objectives of each program,
- (b) the specific procedures for its implementation,
- (c) the results expected.

9. P-CR programs should be evaluated according to procedures utilized by the department with respect to other areas of police work.

Training and Program Development

1. The P-CR unit should have major responsibility for training other members of the department in the following areas.

- (a) Peer training in the patrol situation, as suggested above.
- (b) Roll call training regarding specific P-CR programs.
- (c) Special training, as required.

2. The NAPCRO Project will continue to provide training and program assistance to the extent possible.

- (a) The project will respond to specific requests for training and program guidelines and other information.*
- (b) The project will provide other training and consulting assistance within its budgetary and scheduling capabilities.

*The NAPCRO Report, Police-Community Relations - 1975, is attached for the department's reference.

CHAPTER IV

INTRODUCTORY SUMMARY - DEPARTMENT C

This is one of the larger cities visited by the project. It covers about 95 sq. miles, contains a population over 500,000 and has a police force of approximately 1,200 men.

The main characteristics of the P-CR operation here reflect serious alienation of the P-CR unit from the rest of the department - particularly the uniformed force. The P-CR unit puts forth a very respectable effort through several storefront operations and other programs. However, this effort is neither appreciated nor accepted by the commanders of the various police districts.

The street officers in this department project a somewhat hardened image, not particularly conducive to good P-CR. There appear to be rather strained relationships between police and Spanish speaking citizens of one city area. And there was some evidence of possibly widening internal conflict between black and white officers on the force. This project was not invited to consider the latter issue, however, and thus no mention of it was made in the overall P-CR assessment.

In any case, P-CR here faces an uphill struggle in terms of overcoming internal rejection.

P-CR NEEDS ASSESSMENT

PROCEDURE

September 22 - Met with a NAPCRO Regional Vice President (member of the P-CR unit) for a general briefing. Also visited a P-CR storefront.

September 23 - Participated in staff meeting of the P-CR unit. Conferred with the captain commanding Police Community Relations Bureau. Visited another storefront in District 2. Met with the commander of District 4, and with a lieutenant in District 5. Later in the afternoon, met with the chief of police together with the P-CR captain. In the evening rode with an acting patrol supervisor in District 3 and met with several patrol officers on duty in the sector.

September 24 - Accompanied a P-CR officer to a mini-school presentation. Later rode with two officers of the Police Athletic League (part of P-CR unit). Visited District 1. Met with commanders of District 3 and District 2. During evening shift, met with shift commander (lieutenant) District 2 and rode with two patrol officers in that district.

September 25 - Met with the P-CR captain - discussed immediate impressions regarding P-CR orientation in the department. Rode with an officer of the P-CR unit responsible for P-CR training.

Visited the Police Academy and met with the lieutenant in charge. Later met with the civilian head of the Commission on Community Relations.

Excellent cooperation was received from all personnel interviewed.

IMPRESSIONS

1. This police department has an active P-CR unit. Much of it's work is generated through several storefront operations, the Police Athletic League and group contacts by members of the unit. The unit also provides a segment of the P-CR training presented to recruits at the police academy and the unit's training officer provides regional training to other police officers in the state.

Activities of the unit include, collaboration with the Mutual Respect program and with Cooperative Endeavor, work with a junior police band, assistance to the department with police recruitment (including minorities recruitment) and public information programs through the mass media. In addition, the P-CR unit has had some involvement with youth in the city's school system, although school programs are predominately handled by the Division of Delinquency Control.

While the value, impact and intensity of P-CR effort varies between programs, the personnel of the unit give an impression of good morale, good motivation, interest in their work and competence.

2. There are several particular features of the P-CR program that are noteworthy.

A. The storefronts here are generating as much activity as we have seen in any department visited in the course of this project.

They have generated interagency and interdisciplinary cooperation we have not seen in any other department. They involve students under work-study arrangements with institutions of higher learning. They also provide education of the public through various training programs in the crime prevention area.

B. Beyond the programs and activities noted above, the overall list of P-CR operations carried out in this department constitute as complete a list as we have found anywhere.

C. We note again, that there are high quality personnel working in the storefronts and in the PAL programs. The level of activity achieved in the overall P-CR effort is a credit to these officers and to Captain Herrera, commander of the P-CR unit (the captain has retired from the force in the interim between our visit and the submission of this report).

P-CR PROBLEMS

In spite of our favorable impressions of the P-CR effort outlined above, there are some department-wide problems with P-CR in this city beyond the control of the P-CR unit.

1. A problem of considerable proportions in this department is the absence of full internal acceptance and understanding of P-CR functions and accomplishments by the uniformed force.

In sharp contrast with this project's finding that the P-CR unit generates a respectable volume of activity in the areas of police-community cooperation, public education in crime prevention and public service, a typical comment by street officers is that they do not know what the P-CR unit, the storefronts, etc. are doing.

This project had the opportunity to ride with several competent patrol officers and supervisors during various shifts. In the course of ongoing conversation these men acknowledged the value of police-community cooperation. Yet, they had limited awareness regarding the full scope of P-CR functions in police work and of the storefronts in their own department operations. This in spite of the fact that at least some of the men we observed in the performance of their duties actually practiced good P-CR in their different encounters with citizens.

2. We feel that the lack of internal acceptance of P-CR here is closely related to the administrative organization of this department. The Police-Community Relations Bureau reports to the chief of police. Yet, the several storefronts are located in individual police districts, but are not under the authority of the respective district commanders. It was our impression that

the predominant attitude among the district commanders reflected a tendency to disown the storefronts and disregard the entire headquarters controlled P-CR operation.

It was clear to us that the district commanders carry on public relations activities individually, on a personal level. They also seemed to approve of PAL activities. However, we saw no evidence of support of the department's overall P-CR operations at the district level. From experience in a number of police agencies, we know that when support for P-CR is lacking at the command level, such support can not be easily generated among street officers.

3. Among other P-CR difficulties in this department, there appears to be a somewhat chronic strain in relationships between the police and the citizens in a section of the city with a high population concentration of Chicanos. A storefront was tried and abolished in this area.

On still a different matter, we found some dissatisfaction among officers regarding academy P-CR training for recruits provided by non-police sources.

Further, a reason given for the dissatisfaction with P-CR by both, some command level and street officers was the failure of P-CR officers to wear uniforms on most occasions.

Overall, this department has failed to incorporate P-CR as a viable part of all police work.

Suggestions for the Consideration by the Chief of Police and the P-CR Unit.

The issues discussed above indicate certain needs in this department if it wants the P-CR program developed to the optimum level.

1. The department must develop better understanding and acceptance of P-CR among the uniformed force.

In the course of this project's assessment of P-CR in many departments throughout the country, we have developed a brief criteria for the evaluation of P-CR effectiveness. We have found that the quality of P-CR depends on:

A. The extent of department-wide understanding of the functions of police community relations in police work.

B. The extent of positive attitudes and specific P-CR skills prevalent among individual members of particular police agencies.

C. The extent of support for P-CR given by the chief of police and the command structure of the department.

In accordance with this criteria we would suggest several specific steps:

a. Reevaluation and redesign, as required, of P-CR training for recruits.

Based on our experience in this department and elsewhere, P-CR training is often criticized for content and

techniques involving advocacy of extreme social philosophies, stress on race relations rather than on equal concern for all population segments, and for excessive downgrading of police behavior.

We suggest that P-CR training designs should include:

(1) Amplification of P-CR objectives - these should be to expand police approaches to problem solving beyond conventional methods and techniques of law enforcement. (2) Stress on interdisciplinary and interagency cooperation. (3) Affiliatory rather than authoritarian approaches to interpersonal contacts. (4) Skills in community organization. (5) Effective use of community resources, referral and diversion. (6) Greater capability among police to educate the public in the area of crime prevention. (8) Specific skills in the area of crisis intervention.

b. In-service training with respect to P-CR among veteran officers.

Such training should also follow the brief outline indicated above. It should be short - one or two days - for rotating groups of street officers (including traffic).

Reevaluation, and design of the suggested training should involve academy staff, members of the P-CR unit of the department and if necessary, an outside consultant. The entire process should also involve the uniformed officers and supervisors in the department.

c. In connection with the above, we specifically suggest

that a short survey instrument be designed and distributed among street supervisors and officers asking: (1) any suggestions they may have regarding changes and improvements in the current P-CR programs in the department (including the storefronts). (2) Their suggestions for the content and the process of the training programs to be developed or redesigned.

This type involvement of the first line supervisors and street officers in planning and development serves the dual purpose of enhancing their overall acceptance of the P-CR program and their willingness to participate in P-CR training.

The several suggestions set forth thus far seek to achieve full realization among police officers that the police profession involves more than patrol, investigation, arrest, traffic control and the several other functions normally considered "police work."

It should be understood by all members of law enforcement agencies that police-public contacts and services generated through storefronts and other P-CR activities can be as important for the crime reduction and peace keeping effort as the more conventional police procedures.

2. Another most important need in this department is more systematic, streamlined and clearly expressed command level support for P-CR programs and practices.

Initially, this would require a collaborative effort by direction of the chief of police involving the chief, the district

commanders and the head of the P-CR bureau. To achieve this we suggest the following specific procedures:

a. A memorandum from the chief of police to the command officers noted above indicating the need for active reassessment and upgrading of the P-CR effort of the department. If acceptable by the chief, the suggestions presented in this report could be summarized in the memorandum to indicate the objective and directions of the effort.

b. Development of assessment and recommendations by all district commanders with respect to P-CR needs in their respective jurisdictions. This can be done in conjunction with the survey among supervisors and officers suggested above.

c. Joint development of procedures by the commander of the P-CR unit and the district commanders for cooperative relationships between the uniformed force and P-CR unit personnel - including the storefront operations.

The main thrust here should be to establish a referral procedure by street officers to headquarters P-CR or to storefronts in the several districts of problem situations beyond the immediate capability of the patrol officers, detectives, traffic and any other officers. A P-CR unit in any police department should be a support arm for other units with respect to special problem situations. The P-CR unit of this department is well equipped to serve in that capacity. It has been the uniformed

force that has failed to utilize it for that purpose.

d. The present commander of the P-CR unit should be responsible for accumulating the necessary data for P-CR evaluation and upgrading, and for reducing it to a statement of objectives and operating procedures acceptable to the chief and the district commanders. He should then implement the agreed upon program. The program goals and guidelines should be set down in writing and communicated to every member of the police force.

3. The previous suggestions pertain to strengthening the P-CR operation internally. There are several needs also with respect to external matters involving the community.

This project had access to a study of this department's storefront operation by an outside source - Interstate Research Associates.

While we feel that a respectable percentage of the populations potentially serviced by the storefronts are aware of the existence of these facilities, it is possible to increase public information about the storefronts and other P-CR programs.

The storefront officers may want to consider distributing a short leaflet/survey to residents of their respective areas, both stating P-CR services offered and asking citizens to indicate their additional service needs. A particularly effective means of distribution appears to be door to door delivery by volunteers,

Boy Scouts or similar groups. Other obvious means of transmitting the P-CR message include spot announcements on television, mass mailings, and distribution of leaflets in public places - libraries, laundromats, pool halls, beer joints, parking lots (on car windshields) etc.

It is self understood that a special P-CR effort is warranted in those areas where police-citizens contacts present the most serious problems.

REMARKS

1. We found some extremely competent officers in this department, both in the P-CR bureau and among the uniformed force. The thrust of the suggestions above has been to help strengthen the P-CR operation and improve internal acceptance of this component of police functions.

2. Further guidelines for P-CR operations are available in the NAPCRO project report: Police Community Relations - 1975. A copy of this LEAA funded document has been provided to the department through NAPCRO's regional vice president.

3. This project is thankful to the chief of police and to all members of the department contacted, for their cooperation during the course of our visit.

* * *

CHAPTER V

INTRODUCTORY SUMMARY - DEPARTMENT D

This department, (about 60 officers) serves a city of approximately 32,000 population covering a 9 sq. mile area.

This is primarily a middle class bedroom community on the outskirts of a large metropolitan area. The crime rate here is not particularly serious, and there are few other problems of any magnitude that would require more than routine police services.

The P-CR component of the department is quite active and responsive to community needs, although somewhat more public relations than community relations oriented and catering to groups already highly supportive of the police.

Perhaps the matter of greatest interest in this small department is that while the P-CR office is right next to the patrol division - the uniformed force still claims ignorance regarding P-CR programs and accomplishments.

The conclusion is that even in a small department, P-CR personnel can find themselves quite effectively alienated from the rest of the officers.

P-CR NEEDS ASSESSMENT

PROCEDURE

Met with Sergeant in charge of Community Services Division. In the course of the week, had occasion to interview the chief of police and the captains in charge of the two major divisions of the department (staff services and field operations). Talked with several lieutenants in charge of the various patrol shifts, also with lieutenant of detectives. Met with other members of the community services division and with a juvenile officer.

As in other departments, a considerable time was devoted to riding with patrol sergeants and officers in the field.

While contact with citizens in the various neighborhoods was limited, we had access to a recent study of the department by an outside source specifically surveying the public's acceptance of, and reaction to the police. There was also an opportunity to accompany P-CR officers to a citizens meeting and to a school presentation.

In this department excellent cooperation was shown by all personnel contacted.

Since the project has now assessed the P-CR programs in several police agencies, some of the following impressions and

suggestions can be stated in comparison to what we have seen elsewhere.

IMPRESSIONS

1. It is evident that the chief of police places considerable emphasis on maintaining good police community relations. The community services division (responsible for P-CR programs) stands next to the other two divisions in the organization chart of this 50 - 60 men department. The P-CR sergeant in charge of the division reports directly to the chief.

2. The P-CR sergeant is knowledgeable regarding P-CR programs and practices. The division has on hand more police related public information material than we have found in departments serving much larger jurisdictions. The personnel of the division are competent and, in our view, well motivated.

3. Generally, good acceptance of the police by the public is evident in this city as shown by the outside study.

4. On the other hand, the police here share with departments similar in size and larger, the problem of full internal acceptance of the P-CR or community services effort. This in spite of the fact that the community services division sergeant provides adequate information to the other divisions regarding community services activities.

APPARENT PROBLEMS

1. The problem of internal acceptance appears to have several causes - some largely prevalent throughout the police profession, others of local origin in specific departments. The important elements leading to lack of internal acceptance include the following:

A. Lack of sufficiently specific and detailed statement of P-CR goals, policy and procedures.

We make this point first since it is among those characteristics found to one degree or another in all departments visited by the project.

We are not talking about the lack of general orders setting forth P-CR, or community services functions or even job descriptions for specific duties of P-CR officers.

The problem lies with the absence of fully developed and understood goals of P-CR, specific objectives to be achieved by the department and the community services unit and spelled out operating procedures through which the goals and objectives will be attained as part of all police work.

B. Since P-CR has not been properly defined (this is nationwide), there is a wide variation among members of police departments as to what they think police community relations or community services consist of. This is true, to a degree, among command personnel, as well as among patrol ranks.

The characteristic partial definitions supplied indicate the level of uncertainty regarding this aspect of police work.

Examples: P-CR deals with minorities.

P-CR can not reach the right people.

P-CR is social work not police work.

P-CR can not be effective with current manpower.

P-CR can not help with "real" police problems.

C. On a different level, police personnel have the question - "what can P-CR do for me?"

D. Still further, officers see no value in P-CR because a particular jurisdiction, such as this city, may not normally experience the crises that most specifically reveal the need for improving police community relations.

The police department is fortunate in the sense that it services a stable and affluent community compared to some others we have seen accross the country.

With the exception of one relatively small area, this city has few problems that emphasize the need for more cooperative police-citizens interaction. Much of the problem in this one location is caused by citizens from a contiguous area not under the jurisdiction of the police department.

Overall, it appears that the community services division is doing well in the major functions outlined in the department's organization chart (public information, safety education and

school liaison). As noted, it is somewhat short on an overall definition and direction of community services effort acceptable by all members of the force.

Internal acceptance is lacking for the reasons delineated above and including the following:

1. Some officers do not see how good P-CR affect them individually, or feel that they are already functioning well in this area.

- a. There is no real appreciation of the fact that good P-CR improves the safety of the individual officer in critical situations.

- b. There is insufficient feeling that strong P-CR enables the officer to do more effective police work (obtaining crime reporting, information regarding suspects, testimony, etc.).

- c. There is little apparent concern with the P-CR value in improving the police image, strengthening community support for the individual officer and in reducing citizen's complaints regarding police practices.

- d. There is insufficient reliance by individual officers and supervisors on the community services division for service and referral assistance. We found some referral regarding crime prevention (security surveys, etc.), but not on other matters such as, crisis intervention in domestic tenant-landlord and other related conflict situations that

tend to reoccur and require patrol response time.

e. We found individual members of the police force active in youth sports activities. However, while such activities are a most important police service to the community, the total effort of the department would be strengthened if such competent effort of supervisory and line officers would be coordinated with, and extended to, support the work of the community services division.

f. We had contact with competent officers in this department at all levels of the organization. Yet, similarly to our experience elsewhere, individual effort, knowledge and skills are not being shared to a sufficient extent.

g. Police officers generally seem to regard individualism as a particularly valuable trait. Managers, supervisors and line officers in the police department have knowledge and skills individually that are not being shared to benefit the department as a whole. Some of this relates to personality conflicts, to the normal process of competition and to the priorities apparent in the work routine of different divisions, positions and assignments. However, peer training is now an accepted procedure in the police profession and could be used here to achieve the necessary sharing of positive and constructive police practices. We see the need for developing a consensus among personnel of

the department that the community services division is doing important work which ultimately benefits the entire department - also the consensus that each individual officer has certain P-CR responsibilities of his own.

h. In line with the above, we mention the supervisors in the police department, as elsewhere, as a group that could do much to enhance internal acceptance of the community relations or community services effort.

Particularly, supervisors could encourage line officers to develop and maintain more positive citizens contacts on an individual basis.

While we do not want to undermine the patrol function in any way, there is general agreement in the police field, supported by chief executives, that patrol officers should get out of their vehicles more often to establish face to face contacts with citizens. Supervisory support is essential for this practice to materialize on a sufficient scale and to prevent abuse.

2. The community services division on its part could attempt to project an image more conducive to internal acceptance. As noted, we find no fault with what the unit is doing. The question is one of orientation and a conscious effort to build internal rapport. We are aware that personnel

of the division are deployed in their respective assignments full time. The question to consider by the chief of police and the community services division sergeant, in our view, is how to make the division more supportive of the other divisions of the department - particularly the uniformed force. There is a view prevalent in the department that the community services division predominately services groups already supportive of the police. There is good cause to plan gradual inclusion of more activities involving areas, groups and individuals bothersome to the patrol officers. We are aware that with current deployment of community service personnel this would present a problem. However, some change is possible.

For example, the P-CR van could be utilized in any troublesome area to emphasize police presence, to sensitize citizens regarding police-public interaction or to mount initial community organization projects.

We are suggesting to all departments that police community relations must be operational at the patrol level and any special division must have as one of its responsibilities the planning, coordination and training to achieve that objective.

The profile of a community services division should be as a support operation to patrol and other divisions requiring assistance. Any other posture seems to alienate P-CR from

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other police operations.

The community services division is a relatively new effort in the department. It would be unfortunate if, as we have seen elsewhere, the acceptance situation continued to worsen.

SUGGESTIONS FOR THE CHIEF OF POLICE

As noted above, we find that this is a competently managed police department staffed with well qualified personnel.

Drawing on impressions gained from our visit to this department and others, the following suggestions are offered for the chief's consideration. The main concern we want to address deals with stabilizing and strengthening the community services division to generate more internal acceptance.

1. We would like to assist the department in developing a statement of objectives, policy and procedures for the community services division. This would include the following:

A. Setting forth the rationale and objectives of the functions carried out by the personnel of the division, at present.

B. Setting a further objective of, and indicating procedures for, a cooperative relationship between the community services division and other segments of the department - notably patrol.

As we see it, community services has the major responsibility of representing the department to the community and providing related services (safety education, other school programs, crime prevention programs, public information, etc.).

However, the unit should also be a service arm to patrol officers who encounter citizens problems they can not solve in the course of their patrol function. Referral of such problems to community services would be appropriate, if patrol officers and community service personnel were sensitized to such a procedure.

2. In line with the above, we would like to offer a short training session to the supervisors of the department and/or other key personnel to help increase their acceptance and understanding of community services and P-CR functions. As part of the training we would invite suggestions from the men on coordinating the community services and patrol functions. Such an involvement often helps to reduce resistance. We feel there would be several other benefits from such a training session.

A. It would serve as a refresher course regarding the important concepts of police community relations and service.

B. It would reinforce the supervisors' role as trainers of their subordinates to deliver the best police service possible.

C. It would enhance the often stated, but rarely realized goal of making every officer in the department practice good P-CR as part of all police work.

D. Overall, it would reduce the easily formed belief that the community services division or P-CR is a function apart from real police work.

E. Such training would also promote cohesiveness in the department and the kind of sharing of positive experiences and procedures discussed above.

3. We are not in a position to make specific recommendations regarding deployment of community services personnel or the involvement of other officers in community services activities. However, we would like to offer for the chief's consideration the following points:

A. The community services operation should be viewed not as a combination of separate activities - school programs (safety, liaison, etc.), crime prevention, speaking engagements and others, but as a well integrated whole with each member of the division feeling, a part of, and responsibility for, the entire operation and the department. The problem of personnel in special assignments is loss of identity with the rest of the division and the force. To achieve an integrated posture it may be beneficial for all community service personnel to

participate in training similar to that suggested for supervisors.

B. If there is possibility of rotating patrol officers through the community services division with meaningful involvement in community services activities, such a procedure would strengthen cooperation between community services and patrol.

4. We also suggest that good community service and P-CR attitude and performance be given appropriate recognition in the evaluation and rating of all men by their supervisors.

5. What we are suggesting with our recommendation for training and the other points is that a department-wide increase of awareness of the functions and value of P-CR and community service is in order. In this department as elsewhere, we had contact with officers extremely conscious of the value of good P-CR and competent in the implementation of the required practices. There were other officers, however, who while favorably exposed to practice good P-CR were not fully aware of the intricacies of the community service and P-CR process and goals. Such officers practice P-CR sort of "flying by the seat of their pants" and could benefit from a comprehensive summary and set of guidelines regarding these issues from the department. Then again, as we learned from at least one citizens contact there are officers who have little or no regard for good P-CR practices in patrol work.

These are the reasons that prompt us to suggest a department-wide effort to emphasize P-CR and community service through a concentrated effort such as training of supervisors in this area.

REMARKS

We are aware that suggestions made by an outside observer may seem less than totally plausible when confronted with the daily realities and work routines of a functioning police department. Training particularly presents difficulties of scheduling that may seem near insurmountable. However, some adjustments are possible.

This project would be happy to offer further cooperation with the department along the lines indicated above within the restraints of our budgetary and time limitations.

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CHAPTER VI

INTRODUCTORY SUMMARY - DEPARTMENT E

This department of approximately 200 officers serves a city of 29 sq. miles and close to a 111,000 population, about 40% black.

The department has mounted a good P-CR effort, mainly through a number of storefront operations. Prior to contacts with this project, an evaluation by an outside source had shown high ratings for the P-CR programs here.

However, the uniformed force, as has been this project's experience elsewhere, did not reflect either reasonable regard or appreciation for the P-CR endeavor of the department.

In addition, there had been rapid, successive changes of police chiefs in this agency, including certain fluctuations in administrative and budgetary support for P-CR.

It would be of some interest to follow P-CR in this department into the future in order to record significant changes in its quality.

P-CR NEEDS ASSESSMENT

PROCEDURE

Met with sergeant supervising the P-CR unit. Had conference with the chief of police. Met with other command officers, including the patrol commander. Also, talked with the department's training officer.

Rode throughout the city during different patrol shifts with several patrol supervisors and officers.

Met with a number of P-CR officers and toured areas of the city covered by the various storefront operations.

Had little contact with citizens in the community. However, the project has some background information regarding the P-CR operation over the years, from evaluation by an outside source and a previous visit to the department.

IMPRESSIONS

This department has undergone considerable change in recent years. The chief of police is aware of the accumulative effects of the various aspects of reorganization.

The general policies and procedures of the P-CR operation have remained relatively constant as compared to the situation

prevalent during our previous visit to the department (August 1974).

However, the present chief of police has expanded the coverage of the P-CR service to the community by adding three new storefronts to the existing five. There has also been some organizational change. P-CR has been combined with crime prevention and miscellaneous activities and a captain has been placed in charge of the combined operation. Previously, the P-CR sergeant reported directly to the chief. (The captain was on leave during our visit).

The chief of police is presently considering an expanded cooperative effort between police community relations officers and the Department of Recreation. This is a logical arrangement, if it can be effectively implemented, since the P-CR storefronts provide some of the kinds of services that should be the responsibility of the recreation department.

This department runs its P-CR programs mainly through the storefront operations. Considerable credit for the development of the program should go to Sgt. Brown. He has over the years developed, and had the opportunity to work with competent staff. All of the men currently with the P-CR operation that we had contact with appeared qualified and interested in their work. At the same time, it should be noted that the program could not have done as well as it has without the support of the three chief executives (including the present chief) who

have successively headed the department over recent years.

Compared with our experience in other police departments, the police in this city are doing well in two notable P-CR areas where many have failed - the storefronts and utilization of Community Service Officers.

It appears from observations elsewhere, that even with competent staff such programs do not show good results in the absence of strong continuous support from the chief of police.

A related notable recent accomplishment of this department has been the training of a considerable segment of the force in crisis intervention. The project had the opportunity to discuss this program with the department's training officer and review program materials and evaluation. We make a special note of this program since it should help improve understanding of the value of P-CR among patrol officers.

Overall, excellent cooperation was shown by all personnel contacted in the course of our visit to the department.

PROBLEMS RELATED TO P-CR

1. As acknowledged by the chief of police, other officers, and the personnel of the P-CR operation, there is some problem with full internal acceptance of the P-CR effort by members of the uniformed force.

This situation is not unique to this city, we have encountered it, to one extent or another in most departments

visited thus far.

The lack of internal acceptance of P-CR, in turn, has some causes universal in police work, although there are specific conditions that have particular impact on individual departments.

Universally, there is lack of standard objectives, policies and procedures for police community relations functions. P-CR remains a field representing many different things to many people. The net result is misunderstanding of P-CR among officers.

Police officers are used to performing relatively concrete functions in response to immediate situations encountered in contacts, with built-in closure or resolution, be it arrest, citation, some type of warning, referral or other action. P-CR requires more long range concern involving citizens contacts, community organization and follow up.

More important, P-CR, to be effective requires department-wide commitment to a model of police work which incorporates P-CR as one of the priority considerations for all police activities (particularly patrol and traffic).

This is a new model that casts the police officer in a role of manager of crime control in the community. This model is well exemplified in the team policing approach.

The old model emphasized the officer's role as law enforcer (combining activities concerned with conventional patrol, interrogation, investigation and apprehension of suspects).

While these two models of police work are by no means mutually exclusive, we find that generally only P-CR officers, not patrol officers, are substantially aware of the importance of community organization, peer pressure among citizens to create a crime resistant climate in the neighborhood, and police citizens cooperation.

Patrol and traffic officers are not fully aware of the vital elements of P-CR and seem most comfortable in reacting to specific incidents through conventional police procedures.

To the extent the P-CR operation involves programs not fully understood by the average patrol officer, there is a schism. This tends to evolve into a polarization of positions. P-CR officers want police-citizens communication and cooperation, patrol officers want more effective police equipment for more efficient reaction to the criminal elements (better patrol vehicles, weapons, body armor, etc.).

To one extent or another, the above factors are operative in this police department. Other factors detrimental to full acceptance of P-CR include: (a) lack of full appreciation of the special needs of minority, or economically depressed segments of the population by the street officer, (b) lack of routine contact between P-CR and other segments of the department, (c) invisibility of P-CR accomplishments.

2. Supervisory and administrative support for P-CR.

The chief of police has provided visible evidence of

support for P-CR by increasing the number of storefronts. There are, however, potential problem areas to consider with regard to adequate support for P-CR in several respects.

A. P-CR is not only the job of a special unit, but as indicated above, a part of the work of every officer in the department. To make it so is a major function of the line supervisors and managers in the department. As in many other police agencies visited by the project, we saw no particular consciousness among the supervisory level personnel here as to their role in promoting good P-CR orientation and practices among regular officers. While the strength of the supervisory position varies between departments, since the supervisor has relatively constant contact with the men in his shift, he is a key person who can either advance or damage positive P-CR practices by street officers.

We formed the impression that in this department, as in many others, most officers feel that they are each doing what is expected of them. The officers either do not see a need for special effort on their part regarding P-CR, or feel that they are already performing adequately in this respect.

B. As part of overall administrative considerations regarding P-CR we found some uncertainty pertaining to budgetary support for the P-CR operation.

The budget situation may have been a result of the reorganization of the department and may in the long run signify change in procedure rather than change in support. However, to the extent uncertainty exists in this regard, real or apparent, it can be expected to detract from the P-CR effort. This problem may have been solved in the interim between our visit and this report.

SUGGESTIONS FOR THE CHIEF OF POLICE

The above impressions and discussion of potential P-CR related problem areas may suggest some self evident adjustments. In addition, we are indicating below some more specific courses of action for the consideration of the chief of police and the P-CR unit. While we feel that all of these suggestions would help improve police community relations in this city we are also aware that a department in the midst of considerable change and reorganization must prioritize innovations to be implemented.

1. Since every police department serves the public both with law enforcement and with other assistance, often not directly related to crime control, it is important to periodically reassess the service needs as viewed by the community.

A brief survey distributed among a random sample and/or among identifiable groups of citizens of special concern to

the police would provide the above information. Such a survey would be particularly helpful in:

- a. Assessing the value of the storefronts as seen by the neighborhoods covered.
- b. Indicating the level of citizens appreciation of routine police service (patrol, response to calls, investigation, etc.).
- c. Indicating any shortcomings in police service that are apparent from the citizens point of view.
- d. Sensitizing the street officer in patrol and traffic to the importance of good P-CR practices.

Having done P-CR assessments in a number of departments in various parts of the country, this project is acutely aware that communities differ in significant aspects, but that the respective police departments are often not aware of how the populations they police compare to others, or of what people think of police officers. This is in marked contrast with the few departments that seriously evaluate officers based on the quality of their contact with citizens by way of a feed-back procedure soliciting comments from individuals who have had recent experience with the police.

2. The above comments suggest one set of approaches to how street officers can be made more conscious of the value of

P-CR department-wide, and not view it as a special domain of the P-CR unit.

Another type of approach to help achieve this is through systematic training of officers and supervisors regarding the objectives, and effects of P-CR programs and practices.

This department has a training division with recent experience in the area of crisis intervention training. Training of this type needs periodic reinforcement to have the desired effect.

We would suggest that the training officer develop some P-CR oriented training for officers and particularly for supervisors using the crisis intervention package as a model - including the process and some content.

The training should be short, one or two days. The P-CR unit should be involved in the development of training content. And the emphasis should be on the P-CR responsibilities of the street officer (traffic and patrol). It should also include a systematic review of the departments past P-CR accomplishments.

3. Without having studied the management system and staffing patterns of this department we noted, however, that the chief of police has reassigned a number of command level officers to different positions. If the effort here has been according to the principle of rotation, to expand experiences, we would suggest an extension of this practice at the supervisory level.

In order to develop supervisory and rank support for P-CR the present P-CR supervisory position (sergeant) could be up-graded to lieutenant. The near city-wide coverage of the P-CR storefront operations and the importance of the program for the department, appear to warrant such up-grading of rank.

With this arrangement it would be possible to rotate patrol sergeants through the P-CR unit for six months to a year. This procedure would be still another way to improving internal acceptance of P-CR.

4. As noted above, the chief of police wants to develop a cooperative relationship with the department of recreation with respect to the storefront operation. We think this is an excellent idea. We have looked for a specific worked out model of this type relationship in police departments and in P-CR literature. Thus far, we have not found anything particularly helpful. At least one model was described as not having worked out too well.

Nevertheless, this project strongly supports interagency and interdisciplinary cooperation by police departments. For such cooperation to work (in this case involving the storefronts) it is important to define in writing:

- a. The goals and objectives of the storefronts.
- b. The specific functions and the respective responsibilities of the police and the recreation officials.

c. The financial support arrangements.

d. The overall administrative authority.

Since the police initiated and developed the operation, it may be considered reasonable that a police officer be in charge.

5. As stated earlier, we feel that the present P-CR sergeant is particularly well qualified and that the entire unit can do a creditable job. However, the principle is that P-CR can not be solely the responsibility of a specialized unit, but must be a part of the work and responsibilities of every street officer.

Based on our nationwide survey and on specific on-site comparative analysis of eleven police departments, we have developed a brief criteria for measuring the quality of P-CR in any department. We feel that the quality of P-CR depends on:

a. The extent of department-wide understanding of the functions of police community relations in police work.

b. The extent of specific positive attitudes and P-CR skills possessed by individual officers.

c. The extent of support and emphasis given P-CR by the chief of police, the command level and supervisors.

In addition to its specific functions (operating the storefronts) the P-CR unit must be given the responsibility and the expressed support required to encourage and coordinate P-CR involvement of street officers - in citizens meetings, storefront programs, crime prevention efforts, etc.

6. To the extent any questions remain with respect to budgetary support, a budget survey should be made by analyzing past expenditures over several years by item or by program. Following this, the P-CR unit should be able to submit an estimate of its current requirements to the department.

REMARKS

1. First and foremost, this project wants to express its appreciation for the cooperation received at all levels of the department throughout our visit.

2. We are certain that the chief of police is aware of the considerations described and suggested in this assessment. Our report is designed to reinforce and support the several concepts and procedures that, when implemented, would strengthen police community relations and police work in this department.

REFERENCES

For further information regarding P-CR programs and program evaluation see, NAPCRO project report - Police Community Relations - 1975 (LEAA funded).

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CHAPTER VII

INTRODUCTORY SUMMARY - DEPARTMENT F

This is a large department - over 800 officers - more than 100 civilians serving a city with around half a million population within a large standard metropolitan statistical area.

While some command level officers in this department have good qualifications in P-CR - this aspect of police work has not been developed department-wide. District commanders tend to run their own jurisdictional areas. The headquarters P-CR unit is seriously alienated from the district operations - even though P-CR officers are assigned to the districts.

Among departments seen by the project this one shows up certain political pressures and organizational-administrative difficulties that might be interfering with optimum development of P-CR and other programs.

P-CR NEEDS ASSESSMENT

PROCEDURE

Met with captain in charge of the police-community relations unit, and other members of the headquarters P-CR staff.

Had opportunity to meet with several district commanders, the department's training officer and with the chief of police.

Also had the opportunity to spend considerable time with a P-CR officer assigned to one of the police districts, to interview a number of supervisors and to ride with supervisors and patrol officers during several day and evening shifts.

ASSESSMENT

This is one of the larger departments visited by the project. It has the conventional elements of P-CR programs found in such departments, with some variations, including:

1. A headquarters P-CR division.
2. Individual P-CR officers attached to or available to the several precincts.
3. Precinct advisory councils.
4. Other means of communicating with the public - through speakers bureau efforts, mass media programs, etc.
5. The department participates in crime prevention efforts

such as operation identification, security surveys and similar approaches.

6. There are also a number of youth programs and other attempts at citizen involvement and police assistance with problems.

On the positive side of assessing P-CR in this department we found a number of officers from the command level through patrol ranks, cognizant of the importance and methods of good police-public cooperation.

A full day spent with a P-CR officer in a precinct revealed competence and good effort on his part.

At least one precinct commander here has extensive experience in the P-CR area. And several supervisors in the department showed good understanding of P-CR and of the problems attached to implementing the programs and practices.

Also, the P-CR unit commander and the staff at headquarters have a good grasp of P-CR objectives.

The chief of police, as well, supports the intent of P-CR efforts in addition to his overall concern for improvement of the administrative and organizational structure of the department.

Last, the department has a training officer and a training capability.

PROBLEMS WITH P-CR

Along with the positive aspects, there are some weaknesses with P-CR in this department.

As seen elsewhere, some features here disallow full development of P-CR programs.

1. The size of the department, including the organization - headquarters and precincts - affects unity of administrative control.

While the elements of a P-CR structure and program are there, the operation has not been fully established.

2. The headquarters P-CR operation is not sufficiently projected to and accepted at the precinct level as the implied design of the P-CR function requires.

As is not unusual with departments subdivided in districts or precincts, the respective commanders of each precinct tend to "run their own shop" and devise their own programs.

The one P-CR officer assigned to a precinct is often not fully a part of precinct operations and may not have the capacity to mount P-CR efforts involving patrol officers.

3. While several of the young supervisors indicated good appreciation for P-CR, there are street officers and supervisors in this department who are somewhat hardened in their attachment to conventional patrol operations. They neither understand the full extent of P-CR functions, nor believe that better

relations with the public are possible.

4. Comparatively, this department appeared to find itself in a somewhat stressful political climate. To the extent this is a valid observation, the situation, if chronic, is not conducive to acceptance and implementation of uniform department-wide policies and programs.

5. On the community side, it appeared that certain amount of strain exists between the police and minority groups in the city. This involves citizen complaints regarding police brutality and related matters.

OVERALL P-CR PROFILE

The several problem areas with respect to P-CR noted above are not significantly different from circumstances in several other departments of comparable size.

Personnel in this department have the skills and knowledge to upgrade P-CR programs and practices. There are also resources to help accomplish this in terms of training capability. Yet, there does not seem to exist a department-wide commitment, through the chain of command (including precincts) to full support of systematic P-CR development. The headquarters P-CR unit is considerably isolated with respect to influence in the department. Street officers have a limited perspective regarding the scope and value of P-CR. And command officers deal with P-CR matters substantially on an ad hoc basis.

RECOMMENDATIONS TO THE CHIEF OF POLICE

1. We see a need in this department for tightening up the overall P-CR operation.

P-CR objectives, policies and operating procedures should be set down in writing and made available to all P-CR personnel and to precinct commanders. (Some effort along these lines has been started by the P-CR commander, but was not completed at the time of our visit to the department).

Specific guidelines should be spelled out for the necessary cooperation between the headquarters P-CR unit, the P-CR officers assigned to the precincts and the precinct commanders.

2. As a set of procedures to develop a more systematic and organized P-CR effort we are suggesting the following.

An assessment of P-CR personnel initiated by the chief of police.

Based on the objectives, policies and guidelines developed, an evaluation of P-CR personnel (of all ranks) should be conducted. This should essentially involve an assessment of their capability and interest with respect to P-CR work.

3. In conjunction with the formulation of more systematic P-CR operations and the evaluation of personnel, there are certain procedures related to organizational development that can be utilized to improve P-CR across the board.

A one or two day P-CR seminar conducted by the training

officer utilizing resource people from within the department and, if necessary, from the outside.

Participants of the seminar should include all P-CR personnel (headquarters and precincts), representatives of precinct command and supervisory personnel and a number of patrol officers.

The goal should be to reach an agreement between the precinct level and P-CR personnel regarding (a) what P-CR programs or activities are needed (b) what programs are acceptable to all concerned (c) what programs will be implemented (d) and what level of cooperation will be developed between P-CR and other personnel.

The objective is to develop a participatory effort in program decisions which will assure acceptance and participation.

If properly conducted a P-CR seminar would eliminate the present alienation of the headquarters unit from the field and the isolated position of the P-CR officers attached to precincts. It should also assure precinct command and supervisory support and the necessary level of patrol involvement in P-CR activities.

4. Since all officers in a relatively large department can not be involved in a P-CR related seminar, it is suggested that an internal written survey be distributed soliciting

officers views regarding P-CR needs and program recommendations. This is another means of establishing a more favorable view of P-CR among the uniformed force.

5. To shore up the P-CR operation, it is also important to reassess the needs in this area from the points of view of the various segments of the community.

Particularly in a large city, it is difficult to obtain the full picture regarding police service needs and citizens' attitudes of all segments of the population. However, an attempt can be made to survey the particular groups or areas of the city which present the most serious problems to the police.

A short survey instrument distributed at random, or at specific citizens' meetings can produce information to help target P-CR work and at the same time, make citizens aware that the police department is interested in providing optimum quality service.

6. A special effort should be made to cultivate the supervisors of the department with respect to the need for encouraging good P-CR practices among patrol and traffic officers.

This department is apparently familiar with the practice requiring that patrol car officers get out of the vehicle at certain intervals and where possible, walk a part of the beat.

This allows a certain amount of face to face contact with citizens.

Supervisors should encourage this split vehicle/foot patrol to the maximum extent possible.

To the extent P-CR or crime prevention related citizens meetings are held in any area, the patrol officers of that area should put in an appearance, even if for a brief time only. Officers should be encouraged to briefly appear at any known citizens gathering in their patrol area.

Here, as in other cities visited, we suspect that many officers do not really know or understand the neighborhoods they are patrolling. Some tend to have strong negative feelings about the public. More non-crime related, non-authoritarian, face to face contacts with citizens of an area would improve both citizens' and police attitudes.

The value of more frequent positive police citizen contacts is particularly stressed in team policing experiments. However, such contacts are equally valuable and possible under any patrol arrangement.

7. Many departments lack highly effective measures for evaluating officers' performance by their supervisors. To the extent such measures do exist, they should be up-graded, to place strong emphasis on the quality of an officer's contacts with citizens.

REMARKS

1. There are certain difficulties in attempting to suggest more effective P-CR procedures for a relatively large police department. Specifically, the organizational and administrative distance between headquarters and different precincts and the sheer number of officers in the police agency's hierarchy, make it questionable to what extent any recommendations by an outside consultant will be accepted and implemented.

An attempt was made by this project to make suggestions that respond to problem areas discussed and have the feasibility of being implemented, should the department choose to do so. We wish to express our thanks to all members of the department contacted for their cooperation and assistance provided during the course of this P-CR assessment.

2. As a useful resource in the area of P-CR development we are suggesting a review of the NAPCRO Project report - Police-Community Relations - 1975 (Available from the LEAA Police Section).

This document provides certain guidelines for establishing P-CR objectives and for selecting and implementing specific programs.

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CHAPTER VIII

INTRODUCTORY SUMMARY - DEPARTMENT G

This is a city of about 66,000 people covering 9 sq. miles.

The police strength is about 90 officers and a number of civilians.

The department has established a crime prevention unit manned by an officer trained at the National Crime Prevention Institute, but there is no P-CR effort here and the officers are not receptive to the P-CR concept.

There are several interesting, although somewhat unfortunate, features in this department.

The crime prevention officer was trained in a school of thought that generally downgrades P-CR and advocates crime prevention as a replacement. However, crime prevention suffers the same rejection among patrol officers here as does P-CR elsewhere. The principle is that officers insufficiently trained and prepared will resist innovative police approaches, whatever they are.

Second, during this project's visit the officers were participating in some social issue inservice training by outsiders that they appeared to be rejecting.

Third, while the police chief was a competent officer

with command experience in a much larger department, there seemed to be tight political control of the department by city hall, with some overall negative impact on department operations and officer morale.

P-CR NEEDS ASSESSMENT

PROCEDURE

Upon arrival, met with the officer in charge of the crime prevention unit. In the course of the next several days had the opportunity to interview command level officers, supervisors and patrol officers. A good deal of time was devoted to riding with patrol shift commanders, supervisors and officers in the field. Also, had occasion to meet with the chief of police.

Helpful background information regarding police-citizen contacts, including both police and community attitudes, was available from a recent study by an Indiana University team: Citizen and Police Perceptions.

IMPRESSIONS

There are several positive aspects with respect to P-CR in this department..

1. There is an active one-man crime prevention unit here with a competent, effective officer in charge. A graduate of the National Crime Prevention Institute, this officer has attempted to develop and implement several of the programs in the area of target hardening and reduction of criminal opportunity suggested by the institute. Although this unit does not deal in most areas of P-CR (this will be discussed

below) it does attempt community organization by means of a crime blocker effort, citizen education in crime prevention and related procedures.

The unit has developed crime prevention materials and involved young people in aiding the crime prevention officer.

2. To handle potential conflicts in the community in connection with changes in school operations - bussing decisions, etc., the department has obtained outside training assistance for patrol officers in areas related to P-CR.

3. The command officers and a number of supervisors contacted showed good understanding of P-CR. The department is familiar with team policing procedures and has considered the possibility of experimenting with this method of police work. There is further indication of this department's sensitivity to problems and innovative attempts at finding solutions - a foot patrol was assigned for a time in a neighborhood with accentuated youth conflicts and family dissonances.

4. The recent outside study of citizen and police perceptions failed to uncover any specific problems in the P-CR area.

5. The chief of police here has had command level experience in a neighboring, large metropolitan police department with an active, qualified P-CR operation.

Overall it was our impression that this is an efficiently managed police department.

POSSIBLE PROBLEMS WITH P-CR

In contrast with the positive elements noted above, there are certain characteristics in this department and community that show up a number of more or less serious P-CR difficulties.

1. The crime prevention unit does not appear to have overall P-CR responsibilities. There was also some indication that the uniformed force is reluctant to accept the crime prevention function.

2. It was even more apparent that the uniformed force has little understanding of the full scope of P-CR functions in police work. Failing to fully appreciate the "mechanical" crime prevention approach, patrol officers in this department are even less likely to adopt police community relations as an integral part of police work.

3. The impression was formed that street level officers in this department would not readily accept P-CR training.

4. In connection with the several points made above, optimum P-CR or even mechanical crime prevention programs can not materialize if they lack participation by the patrol force.

5. Having seen a number of departments across the country, this project has identified what can be considered two ends of the continuum of styles of police work relative to the P-CR area.

At the one end, there is "community oriented policing" (often found in team policing efforts), at the other end, there is an Us vs. Them situation. While this department fits somewhere between the two extremes, the officers here may have a tendency to view themselves as a group apart - somewhat different and distant from the civilian public.

6. Based on a comparative assessment, there also appears to exist a juvenile and youth situation in this city that strains police resources and orientation.

Somewhat beyond the police department's jurisdiction, or ultimate responsibility, there are youth problems in every city. Teenagers and young adults tend to structure their own activities, often bypassing the recreational resources available in the community. From interviews with officers here it appeared that the community is not specifically interested in developing more attractive leisure time activities for young people. It also appeared that the young people have a negative view of the police.

It has been our experience elsewhere, and it may hold true to some extent in this community, that the public is generally intolerant of young people - teenagers hanging around parks, streets, parking lots, drive-in eating places, etc. Thus, the police are called and often forced into confrontations with youth groups.

The basic problem is that adults - homeowners, even parents fail to accept the fact that kids have to exist somewhere.

The consequence to avoid is that the public's intolerance can create a chronic state of "natural" animosity between young people and the police.

Overall, this department does not, in fact have a systematic, goal directed P-CR operation. A structured P-CR effort would be helpful to the extent there may be youth related problems in this city, either in the school setting or in the community.

SUGGESTIONS FOR CONSIDERATION BY THE CHIEF OF POLICE

The following suggestions are offered in case the chief of police wants to develop a somewhat formal P-CR operation.

1. It would be reasonable to turn the crime prevention unit in this department into a combined crime prevention and P-CR operation. This could be accomplished by adding another officer with special responsibilities in the P-CR area. A cooperative relation between the two officers would aid both the crime prevention and the P-CR effort.

2. The crime prevention/P-CR team could do some school resource work - establishing rapport with school kids, giving classroom presentation related to law enforcement, drug abuse, juvenile delinquency and other topics. It could assist teachers with counseling pupils manifesting drug or delinquency related

behavior. We have seen departments where officers conduct successful "rap sessions" with senior high school students - a group usually highly critical of the police. Schools across the country are seeing an increase of drug abuse, vandalism and violence. Teachers and school administrators are not equipped to handle these matters and, if properly approached, welcome constructive police assistance.

3. The two-man unit should make an effort to establish better police rapport with young people in the community.

The essence here as in any of the other P-CR and crime prevention efforts should be to involve patrol officers.

A procedure we have suggested in every department visited is to get patrol officers out of the vehicles for a certain amount of time. They should be required to stop by any citizen meetings in their respective patrol areas.

Officers should also stop and chat with groups of young people, wherever such groups congregate.

4. The crime prevention/P-CR unit should act as a planning, coordinating and training arm with respect to departmental activities in the P-CR crime prevention area.

In major part their effort should be to arrange for the involvement of patrol officers.

Under no circumstances should the two officers of the unit perform all functions in the crime prevention/P-CR area

themselves - this only increases their alienation from the rest of the force.

A helpful method of assuring crime prevention/P-CR acceptance among the uniformed force is to distribute a short survey among the officers inviting their suggestions and definition of needs.

A similar survey can be distributed among youth and other citizen groups as well.

5. Should the department chose to implement any of the above suggestions, there should be assurance from the start of adequate support for the procedures from the chief, other command level officers and from supervisors.

6. Objectives and policy guidelines of the combined crime prevention/P-CR effort should be developed, set down in writing and distributed to all men in the department.

As required there should be reinforcement provided regarding the importance of this area of police work through roll call briefings, special training sessions or other means.

In departments that have effective officer evaluation methods, it is particularly helpful to include the extent and quality of officer participation in the crime prevention/P-CR area as one criterion of overall performance evaluation.

REMARKS

1. Should the department be interested in reference materials with respect to the development of P-CR objectives, policies and operating procedures, or in specific program suggestions, such information is available in the NAPCRO Project report Police Community Relations - 1975 (available from LEAA).

2. The project appreciates the cooperation and assistance received from all officers contacted during our visit to this department.

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CHAPTER IX

INTRODUCTORY SUMMARY - DEPARTMENT H

This is a department of some 400 officers and additional civilians. It covers a spread out city of 27 sq. miles and a 150,000 population. The population composition reflects significant segments of minorities - among those - Spanish speaking legal and illegal aliens from south of the border. The crime problem here is representative of the entire continuum of both serious and minor offenses - not excluding drug related crimes.

Overall, the project was quite impressed with this department, beginning with its top management and on through various crime prevention and other P-CR related programs, including team policing.

Comparatively, this was probably the best department seen in the course of the project's P-CR assessments in various police agencies.

P-CR NEEDS ASSESSMENT

PROCEDURE

On February 26 met with the lieutenant in charge of the Police Community Services Section. Was given a tour of the city and a briefing regarding the community and the police department. Later, met with the chief of police.

Over the two and a half day visit had the opportunity to meet with several management level officers, captains and lieutenants. Met with the community relations and crime prevention sergeants. Had occasion to interview several police service and community service officers. Observed a police-citizen crime prevention meeting.

In addition, there was occasion to ride with supervisors and officers of the various patrol area teams during several shifts.

Since this department has implemented a city-wide team policing experiment, it became a matter of great interest to the project to observe P-CR attitudes, programs and procedures in the context of this method of policing. Considerable amount of material prepared by the department regarding this experiment was obtained and reviewed.

Overall, it was a most valuable experience visiting this department. Although brief, the opportunity to see the

structure and style of management, the combined P-CR crime prevention operation, the team policing effort, including innovative traffic procedures, and the quality of personnel at all levels, among other things, tended to provide much needed reaffirmation that P-CR and crime prevention programs can be competently implemented.

A brief criteria for evaluating P-CR operations developed and utilized by this project includes the following:

1. Level of support for P-CR programs evident from the chief of police and the managerial structure of the department.
2. Level of overall understanding of the functions and objectives of P-CR among all police agency personnel, including street officers.
3. Level of specific attitudes and skills possessed by all officers, particularly at the street level, required for effective implementation of P-CR practices and programs.

The above are, of course, closely related to the quality of personnel and the level of morale in the department.

The police department shows some notable achievements in line with the above conditions and criteria.

ASSESSMENT

As implied above, this project is impressed with a number of P-CR related aspects of the police department. Overall, this department reflects more features conducive to effective P-CR than any of the other police agencies participating in the project.

These features include the following:

1. An apparently effective and efficient administration of the department by the chief of police. This includes a good managerial structure and system with competent personnel in command ranks.

This project has not been responsible for, nor has attempted a management study of this or other departments. However, the administrative-managerial situation has proven to be so important for an effective P-CR orientation that we have looked at this aspect of department operations, here and elsewhere, to the extent possible in a brief survey.

It was apparent from interviews with a number of department personnel that there is considerable respect for the chief of police in this agency among all ranks. As result, at this point there seems to be a good organizational climate and morale in this agency.

2. Good impression was formed by interviews with a

number of management level and supervisory officers regarding the P-CR orientation and overall qualifications of these personnel.

3. There is also a well managed, positive combined P-CR-crime prevention operation in this department. Unlike a number of other places we have seen, the P-CR effort here effectively utilizes police aides, such as police service and community service officers for P-CR and crime prevention programs.

The P-CR-crime prevention programs here seem more systematic and refined than elsewhere, including a well worked out security survey procedure.

The Community Services Section commanded by a lieutenant is properly organized both as to structure and function. It includes both community relations and crime prevention, each operation supervised by a sergeant. It handles media relations and public information for the department and it acts as a support unit and resource for the area teams in the field. Also, ample materials have been developed for distribution to the public to enhance citizen education and involvement.

4. The team policing experiment underway in this department, while still new, also appears to be conducted in a purposeful and systematic manner based on substantial prior planning and development.

The particular aspects of this effort of interest to this project include a number of practices related to P-CR.

a. We found participation of patrol officers in the P-CR -crime prevention related programs, including citizen meetings.

b. We found a good P-CR orientation among all the supervisors and other patrol level officers contacted. There is apparently some awareness among officers of the value of P-CR type approaches as an alternative solution to what would normally be considered "law enforcement" problems.

c. We found here the practice of follow-up recontact with crime victims by patrol officers of the respective district teams.

d. We also found innovative traffic enforcement practices developed to support the team policing effort. These include, where possible, a three step violations procedure - verbal and written warnings respectively for the first two violations, followed by a citation the third time.

e. There was also some indication that, to date, the team policing and related procedures (P-CR, crime prevention, traffic) have shown some reduction in burglary and in traffic accidents.

f. It was most impressive, while riding through the various neighborhoods, to see more C.O.P. stickers in the windows of residences (indicating the level of community

organization) than we have seen in any city visited.

g. On another level, we also found the kind of police cooperation with the relevant planning authorities and human relations commissions in the area that is conducive to improved community organization and police-community relations.

h. Last, this department allows lateral entry of officers, which while not specifically related to P-CR is a progressive practice and can provide better quality of personnel at different levels of the organization. In addition, the department has done considerable work in the area of minority recruitment.

The above developments are particularly noteworthy in view of the fact that compared to a number of other cities visited, it would appear that this city has a difficult population to police because of its varied socio-economic, cultural and ethnic composition and because of the city's proximity to the southern border which creates a considerable drug problem, the entrance and settling problems of both legal and illegal aliens, youth problems and related conflicts. Most of these problems are, of course, shared by many police departments in the State. It is regrettable that this project has not had the opportunity to see how these other police agencies in the state compare with this police department.

Overall, however, based on this project's P-CR assessment in ten other police agencies, and visits to several additional

departments across the country, we would recommend this police department as a place to visit by police officials and officers from other areas.

AREAS OF INTEREST

As a matter of procedure, this project offers suggestions to the chief of police subsequent to a P-CR assessment.

The police department here has the in-house capability to evaluate and handle any of the problem areas that might occur in the course of its P-CR program planning or implementation. In that sense, we do not have specific suggestions to offer.

The points described below represent areas of potential interest to the chief of police from the perspective of an outside observer. Some of these areas coincide with particular interests of this project's effort to stabilize P-CR as a substantial component of police work, field-wide.

1. The P-CR effort in this department combines most of the appropriate functions of this area of police work. All of it is enhanced by the team policing experiment.

In this context, certain P-CR type activities such as citizen contacts, tension management and crisis resolution are performed not only by the specialized unit, but also by patrol officers, juvenile officers, investigators and other personnel.

A particular P-CR related area of concern to this project nation-wide is the role and functions of police officers in the

schools. More so elsewhere than in this city we have found that officers from different divisions and units have certain responsibilities in the schools (education, resource-referral, security, enforcement and others), yet often the overall objective and functions are neither well defined nor properly coordinated. We have found this to be somewhat confusing to the officers and perhaps even more so to the students and school personnel.

In view of apparently growing problems of school vandalism, drug traffic, assaults and other delinquency, the schools nationwide represent a kind of special battleground for P-CR and police work in some ways not unlike the larger community.

To counter the above problems this project would be interested in closer study of the school situation and in working out certain uniform guidelines for police responsibilities in the schools including their interactions with students, teachers and school administrators.

2. Another P-CR related area particularly in the context of team policing involves knowledge of the community. This project has looked at and compared police departments in various parts of the country. As police departments differ from one another so do, in certain respects, the communities in which they are located. Differences between communities and parts of the same community suggest different police approaches in response

to specific conditions. We have not seen in-depth awareness among police officials and officers of the community characteristics to which they are responding with their police methods. While departments have liberally borrowed from one another programs, methods and techniques, there has not been sufficient comparative study of communities in terms of what approaches work best under what circumstances. Even team policing experiments will show that community organization, citizens meetings and crime prevention vary in the success of implementation from one area to the next. Some reasons for this are obvious, others may not be.

This project would be interested in doing a study of selected areas across the country regarding what types of policing are expected, required and effective in different communities. We feel that a more extensive collection and description of community characteristics vs styles and methods of policing would be helpful to any given police agency in perfecting its own practices.

3. A further potential problem relates to P-CR training. The P-CR aspect of police work has changed since the past decade. There has been program adaptation to new needs. New programs have been developed. NAPCRO, for one, has advocated greater understanding and involvement of street officers with respect to P-CR practices. This type of involvement is a normal part of team policing procedures.

Not only are the old P-CR training programs somewhat outdated, but they are often contradictory, fragmented and many have served to turn officers off, rather than on, regarding P-CR.

This project is interested in developing a model P-CR training program in response to current developments. We feel that such a training program could help to reorient officers from their conventionally perceived role as "law enforcers" to that of "managers of crime control in the community." Such training could help enrich the conventional patrol function by adding to it P-CR type activities acceptable to patrol officers in the normal course of their patrol duties. Unless a department is greatly undermanned, there is a considerable element of boredom associated with patrol work. Incorporating certain well defined P-CR type functions in patrol procedures, related to police-citizen contacts, citizens involvement and community awareness might alleviate this problem.

Even good officers often function with an attitudinal set of conventional patrolmen, considering P-CR type activities as something extra added on to their job, but not a real part of it.

We feel that a good, short training program would create greater compatibility between patrol functions, P-CR and crime prevention.

REMARKS

1. The above points of interest do not suggest specific weaknesses in the police department. They are rather problems that this project feels affect the entire police profession. NAPCRO, as a national organization would like to work with these problems and invites the support and participation in such an effort by any interested police chief.

2. The P-CR assessment presented in this report gives the police department a high rating and suggests that this department can serve as a model for many other police agencies across the country.

3. To provide a frame of reference for this assessment we are attaching a summary report of all project operations and findings, to date.

4. The project staff expresses its appreciation for the cooperation extended by the chief of police and other personnel of the department during the course of this P-CR assessment.

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CHAPTER X

INTRODUCTORY SUMMARY - DEPARTMENT I

This is a 100 man municipal police agency covering a considerable land area - 45 sq. miles, about 63,000 population.

This is one of the better departments we have seen in terms of personnel morale and department-wide support for the P-CR effort. At the time of our P-CR assessment one officer was assigned to this area. However, there was participatory involvement by other officers as a matter of management policy and directives. In this department we also saw an effort to evaluate officer performance based on the quality of their contacts with citizens - using this as one important criteria for police performance measurment.

Experience in this department tends to verify our contention that managerial support is essential for the development and continuation of effective P-CR operations.

P-CR NEEDS ASSESSMENT

PROCEDURE

On February 23 met with the department's P-CR officer. Participated in a senior high school "rap session" conducted by P-CR and a patrol officer.

Briefed the chief of police, the assistant chief and the sergeant of the administrative division on NAPCRO procedure.

Complete cooperation was extended by the chief of police and excellent cooperation was received from all personnel during this visit.

Over the two and a half days, there was opportunity to meet with the commanders of the patrol and plainclothes divisions, several shift captains and detectives.

Considerable time was devoted to riding with patrol sergeants and officers during several shifts.

There was also occasion to participate in a police-citizen crime prevention meeting and to visit the Lincoln Youth Service Center.

ASSESSMENT

Based on experience, this project has increasingly relied on three major criteria when assessing P-CR in a

police department.

1. Support from the chief of police and the managerial structure for P-CR programs and practices.

2. Overall understanding in the department of the objectives and functions of P-CR.

3. Specific attitudes and skills among street officers conducive to good P-CR practices.

In terms of these criteria, and in accordance with several other considerations, there are good P-CR procedures in this department.

- a. The chief of police appears to have good managerial control of the department and he supports a P-CR orientation.

The chief's concern with good P-CR practices at the street level is indicated by an evaluative technique we have not encountered elsewhere - random mail contact with citizens who have had involvement with the police (including citizens subjected to criminal procedures) requesting their estimate of the officer's handling of the incident.

The several such returns we had occasion to read gave a positive evaluation of the officers' performance. We were assured by several supervisory level officers that the majority of responses are of this nature.

b. Several ranking officers in this department, including the present patrol commander, chief of detectives and others are favorably exposed toward P-CR and knowledgeable in this area.

c. Because of support from the chief and the managerial ranks, this department practices what many others do not - the involvement of patrol and other officers in P-CR activities.

d. In our estimation, this department has an excellent P-CR officer. However, since he is alone in this specific assignment and his duties involve a wide range of P-CR and crime prevention activities, including public information and media relations for the department, he could not be expected to accommodate all P-CR requirements without the active participation of other officers.

That he has the required assistance was clear from several activities.

(1) As noted, we had opportunity to sit in a senior high school "rap session" conducted by the P-CR officer and a patrol officer. While police-school programs in the lower grades are available in many cities, effective police-student contacts in the senior high school environment, such as found here, are rare in our experience.

(2) According to information received from the P-CR officer, supervisors and command level officers, there is

willing participation in school programs and other P-CR activities by members of the patrol force.

(3). In addition, the sergeant of the administrative division also participates in P-CR crime prevention activities with the P-CR officer.

(4) Further, we were impressed with the effort put forth by the officers running, and participating in the Lincoln Youth Service Center.

e. Overall, this department seems to have good quality supervisors and men.

f. The total impression is of a well managed police department without apparent morale problems, without apparent police-community conflicts and with a good P-CR orientation.

SUGGESTED AREAS FOR CONSIDERATION BY THE CHIEF OF POLICE

There are few, if any, particular recommendations this project can offer the police department. As noted, we did not uncover particular problems that require definitive solutions.

The comments below deal largely with somewhat general issues, that should be of interest and concern to the department. Some of these are issues also of interest to

this project as areas for further research and development to achieve overall improvement of the P-CR aspect of police work.

1. P-CR Unit.

As noted above, this department has a competent P-CR officer. However, even with the assistance he receives from the general force he may become overtaxed. His workload will increase if, as he suggested to us, he expects to extend his school contacts. Considering only the two important P-CR activities - school contacts and crime prevention in the community - to achieve a more systematic coverage, this department might reasonably consider a two-man P-CR unit instead of a one man operation. In any case, the involvement of street officers in P-CR programs must continue.

2. P-CR School Programs.

This department has made good progress even to the point of establishing police-youth contact in senior high schools. We feel, however, that in addition to rap sessions and beyond the conventional Officer Friendly type efforts in lower grades, it is possible and desirable to develop more structured and more effective police-school programs. Drug education, delinquency prevention and citizen involvement in crime prevention, among others, are topics that police officers could cover in more or less regular classroom situations. Establishing clear guidelines for the police role in schools and for a cooperative effort between officers and school personnel is also important.

Even more important, the functions and responsibilities of law enforcement can be clarified for young people by means of structured course materials. This project would like to prepare such materials for police departments nationwide. Indication of interest regarding law enforcement education materials for schools by individual police departments would help us to obtain funding for such a venture.

3. P-CR Training.

A related area where this project would like to develop better training materials than what is currently available includes the functions and skills required for effective police-community relations. We have consistently found, even in departments with a good P-CR orientation, that street officers and often P-CR officers themselves practice P-CR intuitively, without full knowledge of its objectives, the techniques available, and the results that can be obtained. Typically, officers involved in this area are often uncertain whether they are doing the right thing or achieving the proper results. A good, short training program could do much to enable officers to function in the P-CR area with greater certainty and effectiveness.

4. Information About the Community.

This project feels that it would be helpful for any police chief and any officer to know, in greater detail,

certain specifics about the community they are policing. Nationwide, we have found considerable variation with respect to how communities, or different segments of the same community expect their police to handle the quasi-criminal situations such as traffic cases, including DWI, juvenile problems and assorted other disturbances. The handling of non-serious traffic violations particularly, has considerable bearing on P-CR. Police handling of juvenile and youth groups and the citizens reacting to these groups is another sensitive area. In these areas, as in many others, police chiefs and the officers involved often rely on their intuition and ingenuity to find solutions. This project feels that a comparative study of several communities dealing with the above and other aspects might produce certain guidelines useful to any particular police department.

5. The Lincoln Youth Service Center.

The last comment here deals specifically with the Lincoln Youth Service Center connected with the police department. The chief of police is, of course, aware of the value the center has for the youth of the community. We noted during our brief visit that the center no longer offered all of the services it had provided previously and that there was some question regarding budgetary appropriations for its continuation.

We are not certain of the department's specific position, jurisdiction and procedures regarding support of the center. We feel, however, that it would be most important that the department and the city find the necessary support to assure continuation of this facility and its programs.

REMARKS

1. This department and its P-CR programs compare favorably with a number of police agencies visited by this project. The highlights are: (1) the support given P-CR by the chief and other command officers, (2) the quality of the P-CR officer, (3) the involvement of street officers in P-CR programs.

2. While we have offered only a few specific suggestions for further development of P-CR in this department, additional guidelines and rationale for P-CR operations are available in the NAPCRO Project Report Police Community Relations - 1975. A copy of this report was made available to the P-CR officer.

3. This project appreciates the cooperation provided by the chief of police and other officers of the department throughout this P-CR assessment.

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CHAPTER XI

INTRODUCTORY SUMMARY - DEPARTMENT J

The department has a combined sworn personnel and civilian strength above 400. The city covers 42 sq. miles and has a population upwards of 175,000, over 50% black.

The essential observation in this agency was that while its P-CR program shared most of the problems found in other departments, there were additional difficulties here with the overall administrative-managerial situation, the political climate and the level of morale in the department.

We had to conclude that these other problem areas must be addressed prior to any possibility of upgrading the P-CR effort.

P-CR NEEDS ASSESSMENT

PROCEDURE

Upon arrival met with the director of the police community relations unit, the chief of police, several officers on the administrative staff of the department and with the head of the city's criminal justice planning agency.

This was one of the last departments visited in the course of the current LEAA funded NAPCRO project. The procedure here was similar to other on-site visits carried out previously.

Considerable time was devoted to riding with patrol supervisors and officers in the field during several patrol shifts. There was occasion to interview additional command and supervisory level officers at headquarters. There was also opportunity to visit a number of storefronts operated by the P-CR unit and to meet with the officer conducting Officer Friendly programs in the city's schools.

Among other brief contacts, there was a chance to meet with the mayor of the city (in a press conference) and with some members of the mayor's staff.

Limited information regarding the department's operations was developed from most of the contacts noted above. However, there was specific indication by the chief of police that he requires training assistance for the uniformed force, and potentially for other segments of the department, in the area of police community relations practices. Also, considerable insight regarding this department was obtained from contacts with the uniformed force.

IMPRESSIONS

Although this project has seen a number of police agencies in the course of our P-CR assessments, this department represents several unique situations. These will be referred to below.

The assessments and impressions noted in this report are based on a comparative analysis.

To develop a full assessment of police community relations operations in this department would require an additional study beyond the observations reflected here. The main findings that were made include the following:

1. The department has a very energetic P-CR director. The P-CR orientation is largely centered around a number

of storefronts. Of seven such centers one is the P-CR headquarters office and another is a center staffed by crime prevention officers dealing with the reduction of criminal opportunity. Of the remaining storefronts only two appeared to have an established ongoing operation. The others seemed to be in various states of relocation and transition.

2. Among other P-CR efforts the department has one Officer Friendly (this is an extremely limited service for the number of schools in this city). Reportedly, there are also four school liaison officers working out of the P-CR unit. We did not have occasion to meet these men. Other than the crime prevention (crime impact) and the school connected officers, the P-CR program is largely staffed by civilian personnel.

3. It appears that the headquarters P-CR operation is strong in the public relations area directed at the community. It has developed a respectable amount of public information materials. However, the entire P-CR operation, including the storefronts, seems to have had limited impact internally. Our observation was that here, as in several other departments we have seen, the uniformed force does not know what the P-CR unit is doing and does not have a particularly favorable attitude with respect to the P-CR effort. This,

in spite of the fact that, individually, several of the patrol supervisors and officers we rode with showed good appreciation of the need for positive P-CR practices in their own contacts with citizens.

PROBLEM AREAS FOR THE CONSIDERATION BY THE CHIEF OF POLICE

Beyond the observations presented above, we feel it important to indicate several apparent problem situations that should merit serious consideration by the chief of police. These are matters that have a direct impact on the possibility of upgrading P-CR in this department and of providing training to the uniformed force.

1. There appears to be some strain in the relationship between the uniformed force and the chief's office, including his administrative staff.

The specific concerns among the patrol ranks include politics in the department, favoritism and inequity in promoting or appointing officers to decision making positions, and a resulting lack of faith in the administrative/managerial system of the department.

2. A net result of the internal strains, in our estimation, is a substantially lowered morale among the uniformed force.

We feel that this problem has a considerable, negative effect on internal acceptance of the P-CR operation and would have an even more detrimental effect on officers' willingness to participate in P-CR related training.

It is self-understood that low morale and dissatisfaction with department operations among the patrol force reduce the effectiveness of all police work, including law enforcement, traffic control, police-community relations and other areas.

SUGGESTIONS FOR CONSIDERATION BY THE CHIEF OF POLICE

The suggestions set forth here are in line with the police chief's interest in obtaining P-CR oriented training for the uniformed force and other personnel. These suggestions also respond to the several problem areas indicated above.

A. It is suggested that this department obtain consulting assistance from an outside source for a systematic process of organizational development.

1. A main objective of the organizational development process should be to improve relationships and channels of communication between the chief's office and

the uniformed force.

Specifically, policies and procedures should be evaluated and developed or improved regarding the following:

a. Criteria for promotions and special assignments of personnel. (This is the only department we have seen where sergeants outrank lieutenants in major assignments).

b. Appropriate adherence to the chain of command.

c. Reward system and evaluation of officers' performance.

d. Handling of complaints, grievances and suggestions for improved practices from managerial, supervisory and patrol ranks.

2. As part of the organizational development study, or on the chief's own initiative, a department-wide survey should be developed inviting officers' expressions of concern in specific areas of department operations and their suggestions for improvements. This should include the problem areas noted above and P-CR programs and practices.

Subsequently, a design for dealing with survey responses should be developed. This would involve meetings with department personnel and written responses to the data generated through the survey. An outside, impartial organizational development consultant would be a most

valuable asset in this part of the process.

B. With specific reference to the P-CR operation in this department, there is need to reassess and define, in writing, the objectives, operating procedures and expected results of P-CR work in the community including the storefront and other functions of the unit. There should be delineation of the roles of civilian employees of the unit, of sworn personnel, and with respect to the involvement of non-P-CR officers in P-CR activities.

Based on the guidelines developed, there should also be carried out:

1. An assessment of the effectiveness of the several storefronts.
2. An assessment of community needs with respect to the storefronts and other P-CR services.
3. An assessment of the needs regarding P-CR officers' involvement in the city's schools and in youth activities generally. We heard references made by several officers to gang activity, perhaps drug related, involving school age youths. In addition to the necessary enforcement, this type problem warrants preventive and diversionary approaches that can be developed by an effective P-CR

operation. We felt that, at present, the P-CR unit does not have a substantial capability in this area.

4. An assessment of the related functions of police community relations and public relations carried out by the P-CR unit. While public relations and public information are important aspects of the unit's work, they can not overshadow its role in community service and community involvement with respect to crime and other social problems.

REMARKS

1. The assessments, problems and suggestions presented in this report indicate certain complexities in the overall operations of this department. Because of this, we have suggested organizational development assistance by an impartial, outside source.

2. Effective training can only be implemented subsequent to resolution of the problems indicated and after sound objectives, policies and operating procedures are developed in regard to police community relations and other aspects of the department bearing on this area of police work.

3. This project appreciates the cooperation received from the chief of police, the head of the P-CR operation and from other personnel contacted in the course of our survey.

CHAPTER XII

INTRODUCTORY SUMMARY - DEPARTMENT K

The department has 39 sworn officers responsible for a city over 30,000 in population, covering some 9 sq. miles.

There had been no structured P-CR effort in this agency.

However, we found excellent P-CR attitudes and even skills among some of the officers here and a police chief quite apparently interested in improving officer performance in this area.

The interesting features in this department were - the chief's personal style of management which encouraged good performance among officers, and a willingness among these officers to engage in certain P-CR programs on their own initiative, without departmental directives.

P-CR NEEDS ASSESSMENT

PROCEDURE

Met with the chief of police upon arrival. Obtained briefing regarding the department. Over the three days on-site visit met with the deputy chief, the lieutenant of a newly formed crime prevention and P-CR component in the department, lieutenant of detectives and the sergeant of administrative services.

Rode with, and interviewed, the sergeants supervising each of the three patrol shifts.

Rode with several officers during the day and evening shifts. Had occasion to observe other officers in response situations requiring backup assistance.

There was limited contact with citizens in the community. Interviewed the managing editor of the local newspaper, met with a former mayor of the city (currently elementary school principal) to obtain some indication of the attitudes of the black population toward the police. Also met with the manager of a subsidized, low rent housing project. Had a brief meeting with the city manager in the chief's office.

ASSESSMENT

In comparison with a number of other police agencies studied by a similar method, this department shows good orientation in the area of police-community relations.

1. An important asset here is the chief of police himself. He has good grasp of the value, concepts and techniques of P-CR - and a managerial-supervisory style that appears to foster positive attitudes among the men. The chief maintains a policy of maximal responsiveness to the public. He encourages phone calls from citizens at all times and makes a practice of responding to such calls personally.

2. The department seems to have a cooperative relationship with the city manager who also reflects a P-CR orientation and a genuine interest in promoting effective police work.

3. The present chief has had the opportunity to hire about 50% of the men currently on the force. This has made for a young department, with a good number of men hired (and some officers promoted) according to the chief's criteria and expectations.

It has been our experience elsewhere that younger officers and supervisors, both with respect to age and length of service, tend to have good attitudes toward maintaining positive police community relations. This is particularly true if such men

receive appropriate training and leadership.

4. This department conducts its own recruit training, certified by the state's police training commission. The deputy chief of police serves as training officer.

5. Most of the patrol supervisors and officers interviewed and observed showed good acceptance of overall police community relations principles and practices as part of general police work.

The above points primarily characterize the patrol force and the chief of police. This is in accordance with two important principles of P-CR.

a. Good police community relations must be practiced at the street level by the uniformed force, as part of regular police functions.

b. Good police community relations can not be developed if the appropriate P-CR attitudes and practices are not adequately stressed, required and supported by the chief executive of the police agency.

6. With respect to more specialized police community relations programs, the department has recently established a crime prevention -community relations section headed by a police lieutenant.

This unit, when fully operational, will implement programs under the general heading of community crime prevention, including reduction of criminal opportunity and the community organization required for citizen involvement in this effort.

The unit will also be expected to perform and coordinate other police community relations functions such as school contacts, speakers bureau activities and related matters.

7. Currently the department cooperates with other agencies and community groups in such P-CR crime prevention endeavors as:

- a. Operation Identification.
- b. Block Mothers program.
- c. Providing police speakers to citizens groups or organizations.
- d. Big Brothers program.
- e. Police-citizen ride along (particularly for youths).
- f. A part-time foot patrol in the downtown area.

The fact that one officer started the Big Brothers program and that the men voluntarily initiated and continue to maintain the police-youth ride along program further indicates the positive attitudes with respect to P-CR in this department.

8. The contacts with the several citizens (indicated in the procedure section) failed to reveal any noticeable friction between the police and the various segments of the public in this city. These token contacts were of the type that normally could be expected to provide certain information or leads regarding the presence of P-CR problems. Understandably, no claim can be made that they establish the absence of any conflicts.

Since a reasonably complete community assessment is not feasible in this type survey, most information regarding citizen reactions

to the police must come from the officers rather than from the public. As a whole, the policemen in this department did not indicate any special problems with citizen reactions to them. One possible area of concern in this regard will be discussed in the following section. The overall impression is that the majority of citizens in this community have good confidence in the police department.

APPARENT PROBLEMS AND NEEDS

1. Crime Rate

The first problem of obvious concern in this department is that it is faced with a rising crime situation in the community.

This city of approximately 33,000 inhabitants has an additional population of transients and commuters that may raise the total to about 50,000. The city also covers a considerable land area. It is serviced by 39 sworn officers. While the department shows a respectable clearance rate, it has great difficulty providing the kind of coverage in terms of crime control and prevention that might lead to significant crime reduction.

We note the crime situation at this point because police community relations programs must assist the basic goal of police work which is effective management of the crime problem.

2. Manpower

Analysis of police manpower needs involves a number of considerations beyond the scope of this project. We address the issue here mainly in regard to police community relations and crime prevention.

National or regional averages indicating the number of officers per population tend to be mainly of academic significance since individual communities differ in many important respects. However, for small departments servicing complex communities with combined urban and suburban characteristics, a ratio significantly below 2 per thousand may become a very practical problem. Even with the best possible shift arrangements, when normal leave time, sick leave, annual leave and other contingencies are accounted for, often departments such as this one can not field enough officers. It is not unusual in this and similar departments to have less than five officers on the street on a particular shift. Any serious incident requiring backup assistance can tie up the entire patrol force on duty. This has obvious implications regarding response time. More to the point of police community relations, such a shortage of men discourages the type of police-citizen contacts required for effective crime prevention.

Community oriented policing requires increased police-citizen contacts with reasonable opportunity for foot beats in areas suited for this method of patrol. Such policing also requires vehicular patrol officers to get out of the cars

periodically to talk with citizens on the street. It requires organizing citizen groups and meetings and patrol officers' attendance at such meetings on a regular basis. It requires home and commercial security surveys, regular rap sessions and other programs in schools and it also requires recontacting victims of crimes, among other things. All of these procedures must involve patrol officers to one extent or another even if a department has a P-CR specialist.

Such procedures can not be readily executed when officers are constantly responding to calls. Practices such as the above are sometimes considered of secondary importance as compared to "conventional" patrol and related police functions. They are, however, extremely important for crime prevention. They tend to personalize police work, increase police visibility, build public trust and confidence in the police force, increase reporting of crimes and suspicious activities, improve attitudes of patrol officers and lead to a measure of peer pressure among citizens to refrain from criminal activity.

An adequate crime prevention endeavor in this department will require additional police personnel.

3. P-CR, Crime Prevention Unit

As noted, this department has established a combined

crime prevention-community relations section with a police lieutenant in charge. While we feel that this section can be of great benefit to the city and to the department, the officer heading this section will need considerable training to carry out his responsibilities. The chief of police has already arranged for his attendance at the National Crime Prevention Institute. The lieutenant may also want to equip himself with additional training in program coordination, leadership, community organization and specifically in police community relations concepts and practices. An important function of the head of this section should be not only involvement of the public in crime prevention and related programs, but also encouraging and coordinating optimum cooperation of other officers on the force in these endeavors.

Although the department is aware of the special training and related needs for the supervisor and personnel working through this unit, we are adding a special emphasis in this regard because for programs of this type to show the expected results, they must be planned, implemented and maintained with a rather high intensity of interest, perseverance and skill.

It is felt that crime prevention and related P-CR programs receive greater participation and support from patrol officers in team policing situations than in conventional patrol arrangements.

However, the positive attitudes of men in this department may produce equally good results.

Since the specialized P-CR, crime prevention program is a new undertaking in this department, a spelled out policy will be required that sets forth the objectives and procedures of the unit and explains the interlocking responsibilities of the unit, the patrol force and other personnel.

The police chief's method of developing policy and operating procedures stresses involvement of department personnel in the process of planning and development. This is a good method, particularly if patrol officers are a significant part in the process, since such involvement will not only enhance acceptance of the new program, but will serve as a training technique as well.

Equally important, any new program or even a slight change in police operations, requires detailed explanation to the public. In addition to normal or special mass media coverage, such innovations usually require development of informative materials that are mailed and distributed to citizens by various other means.

4. City Areas of Special Concern

While no specific overt problems were apparent even in the two areas of the city that might be expected to produce some police-citizens' incidents or friction, we did notice that officers

admitted a greater concern regarding calls and contacts in the predominately black (north) area, that had generated certain frictions several years ago under a different administration. Although most officers involved there are no longer with the department, we know from experience elsewhere that communities have long memories, where occurrences of years past seem to retain much of their initial vividness in the minds of citizens. Officers also have long memories.

A posture to be strived for in every department is a P-CR climate where any officer can perform his job in every neighborhood with the confidence that, aside from a few agitated participants in the "incident in progress", the citizens of that area will support the police at least covertly, will not interfere with required police procedures on the scene and will perhaps render assistance to the police if required. An officer should have a reasonable sense of confidence that he or she can walk into any establishment alone without being in danger of undue provocation or harm.

To the extent such a climate does not exist, there is a natural tendency by officers to minimize face to face contacts with citizens in that type area. Thus, a certain alienation between police and the community is not only maintained but tends to be increased over time.

The P-CR procedure required here is the opposite of withdrawal. Officers must make additional efforts to increase their personal knowledge of the area. This can only be accomplished by more face to face contacts with citizens.

Maximum positive police citizen contacts require adequate managerial-supervisory support for these practices. There is also a need for proper understanding and attitudes among officers regarding such contacts. If they think the main purpose is just to be nice to people, or if they think this is a waste of time, the effort will not work well. It must be understood that more positive contacts actually amount to greater long range protection for oneself and for other officers. As noted earlier, such contacts also have important implications for more effective crime prevention.

Adequacy of manpower in an area is, of course, important for improving P-CR in this manner.

Availability of structured programs, such as security surveys, block or neighborhood meetings and others, are also important. These programs make it easier for the patrol officers to initiate and maintain contacts.

The concerns expressed here regarding police activity in the predominately black area of this city are certainly not serious in comparison with other cities.. The comments made reaffirm

what the department knows with considerable precision based upon its crime analysis. A certain amount of crime originates in this area, a given percentage of suspects reside here, black kids are not particularly well represented in the ride-along program (although one youngster came in to sign up one night during our visit). Overall, the black community may feel somewhat excluded from the rest of the city, and this sense of exclusion may circumscribe its relationship with the police department. If there are special P-CR circumstances here, this area, as any other area in such circumstances, should receive additional attention by means of P-CR contacts and programs.

SUGGESTIONS

The following points are a summary and a more specific definition of the apparent problems discussed previously. Although the chief of police is already aware of these issues, it is hoped that the several suggestions can be of some help as guidelines for full development of the crime prevention and police community relations effort in this department.

1. To establish effective P-CR crime prevention programs in this city, capable of crime reduction, the police force should have additional manpower.

It is suggested that the department seek an officer-citizen ratio of at least 2 per thousand (we are using 33,000 as the

established population figure). This ratio is indicated based on the needs and program directions discussed above.

It is also a ratio normally found in departments practicing team policing, where crime prevention and P-CR procedures are especially stressed.

Overall, it is suggested as an equitable ratio for this department serving a complex urban area with a considerable influx of varying transient and suburban commuter populations.

2. The development of a P-CR crime prevention unit in this department creates specific training needs for the commander of the unit and for other officers participating in these programs.

As noted, the lieutenant in charge of the unit should avail himself of crime prevention, community relations and related training. Such training should cover relevant leadership skills (management-supervision) particularly as these apply to community organization and program coordination within and between the police department and the community.

The department's training officer should arrange appropriate training for all officers regarding their participation in specialized crime prevention-community relations activities in accordance with the department's final program design in these areas.

It was evident that the training officer in this department

(the deputy chief of police) is aware of recent training material and resources in the police field.

The caution important to stress here is that the more police officers are required to participate in activities perceived to be outside the "normal range" of patrol and associated police functions the greater the need for reinforcement and justification of the objectives, operating procedures and expected results of these activities. Such reinforcement and justification needs extend to supervisors as well as to line officers.

3. To assure proper implementation of a specialized crime prevention-community relations effort a statement of objectives, policy and procedures should be produced.

Maximum participation of department personnel in the planning and development of the program would be beneficial to encourage internal acceptance and for training purposes.

4. In the assessment of problems, one section of the city was singled out as possibly requiring accentuated police community relations involvement.

Since we had very limited data for that particular assessment, it should be clearly understood that we are not labeling that part of the city a problem area.

To effectively implement its new P-CR crime prevention program, the department may want to survey the entire city or certain parts of it with respect to citizens' attitudes and

reactions toward the police and their needs for police services.

The problem suggests itself, that any area where citizens may feel somewhat alienated from the police has a higher than usual incidence of unreported criminality. Significant underreporting not only victimizes the neighborhoods where it prevails, but also encourages successful offenders to try their luck further in other neighborhoods.

Whether serious or not, this issue should receive some attention from the P-CR-crime prevention unit.

REMARKS

1. This report was produced as part of a more inclusive survey of this department by the Public Administration Service.

2. This segment of the survey looked at the department's present police community relations posture within its current organizational structure.

3. To the extent the newly formed P-CR crime prevention unit is not yet fully operational, some of the comments and suggestions regarding its functions are a projection of what we feel the unit's role and activities should be in the future.

4. Aside from the already noted limitations regarding our survey of the community, an attempt was made to cover all significant aspects of the department relevant to the area of police community relations.

5. This consultant would like to express sincere thanks to the chief of police for his and the department's excellent cooperation in this part of the survey.

* * *

CHAPTER XIII

INTRODUCTORY SUMMARY - DEPARTMENT L

This is a city of approximately 30,000 population, covering 64 sq. miles. The police strength is 55 sworn officers and additional civilians.

The police chief had requested LEAA technical assistance to develop a police-community relations program.

This project responded to the request through a special consulting arrangement.

While our main objective was to outline a P-CR program, applicable to the needs of the city and the police agency, it seemed that the initial need here was for a public relations effort on the part of the police chief to make the impact of his rather rapid reorganization of the department more understandable and acceptable to the community.

P-CR NEEDS ASSESSMENT

INTRODUCTION

A. Background of request for technical assistance.

The police chief had asked LEAA technical assistance to develop a police-community relations program. This city and the police department have not had substantial experience in this area. There was also indication from the SPA that active P-CR programs were unavailable in other parts of the state. The expectation was to use the project's recommendations here as a model for P-CR development in other cities as well.

B. Procedure followed by consultant.

With assistance from the chief and the department's planning officer, a schedule was developed to contact and interview an optimum number of citizens in the community with varying concerns regarding police-community relations. Similar contacts were developed with command officers, supervisors and patrolmen in the department. As has been the practice of this consultant elsewhere, considerable time was spent riding with patrol supervisors and officers in the field.

Contacts with citizens included businessmen in the downtown area and in other parts of the city, a public

utilities company executive, two practicing attorneys, a school principal and a former member of the city council. Specific governmental or agency contacts included meetings with the city manager, an official of the Governor's Commission on Crime and Delinquency, a deputy attorney general for the state and a social worker of a mental health center knowledgeable regarding police-youth contacts in the city.

The consultant also contacted and interviewed members of a street group including youths and young adults - individuals who can usually be expected to manifest negative opinions of the police emanating from conflicts connected with repeated criminality, drug abuse and/or general instability as to residence and means of support.

Within the police department, substantial time was devoted to consulting with the chief of police. There were meetings with the director of administrative services, the director of investigations, the planning officer, a patrol shift commander, a juvenile officer and (as noted earlier) with field supervisors and officers.

PROBLEM SUMMARY

As seen by this consultant, the backdrop of the request for technical assistance involves recent changes in the police department, (the chief has been in office approximately one year). He has carried out significant reorganization.

One or more senior officers have left the force, there have been new promotions, new men have been hired, the organizational structure has changed. And, law enforcement policies and operating procedures have been rearranged considerably.

The chief was hired from outside the state and given a strong implied mandate by the city manager and the city council to shore up the police department.

A sincere, professional administrator, the chief has moved rapidly with the tasks at hand as he has seen them. The speed and direction of all his action, however, may not have been fully appreciated and accepted either in the community or the department.

In addition, a recent social function in the city, involving several hundred youths and young adults precipitated arrival of the police and certain, apparently minimal, restraint measures that have, nevertheless, created some added controversy among citizens.

The overall picture here is of a young police department, both in age and collective experience, in the midst of change, and of a community uncertain of its relationship to the police.

In the view of this consultant, the police chief's request for an outside opinion regarding his needs in the P-CR area was timely and appropriate.

PROBLEM ANALYSIS

A. The Community.

Comparatively, this is an established, stable city with a socio-economically settled population, apparently proud of its past and relative well-being. Yet, not unlike most other places, it too has felt the impact of growth and change. While there are virtually no particularly identifiable racial minority groups here, migrants representative of the majority group may be coming in to one extent or another, perhaps to escape the complexities of the more congested, surrounding urban centers. Yet, this city, while growing, still seems to be composed of citizenry quite a bit closer to the pulse of local government and events in the community than is characteristic of larger urban areas. Various interest groups can be heard and reacted to in city hall and perhaps in relevant state agencies.

Unlike many larger cities and even some of comparable size, this city has a viable and prosperous downtown area (a central business district). The city has a variety of social, health and related services available to the public, including recreational facilities.

The crime rate here is undistinguished. However, the city has street groups of youths and young adults. Certain

members of these reflect backgrounds of some criminality (including drug involvement). As can be expected, these street people are not popular with merchants and other citizens. Also, the city has not developed effective ways of handling its teenagers. In spite of available recreational resources, a natural tendency of older kids is to structure their own activities. These may involve hanging around in parks, drinking beer, and more or less inadvertently, committing various related infractions with respect to laws or city ordinances.

Overall, the citizens here seem to expect a high level of police service. Yet, having no experience with formal police community relations programs, they neither have a consistent set of expectations of what police reactions they want in the various situations that involve the police, nor an effective vehicle through which to communicate with the police.

Further, there does not seem to be a high level of awareness among the public here that crime control and peace keeping must be a shared responsibility between the citizens and the police.

While in the estimation of this consultant there exists some notable support for the police and the chief in this city, there are some equally notable areas of controversy

in connection with actions of the police chief during his first year in office.

1. There is some question among citizens whether or not the young police chief, hired from outside the state and city, is sufficiently accessible to the public and concerned enough to explain his actions, programs and innovations.

2. The chief has withdrawn a foot patrol from the downtown area. This causes some questions among the merchants, even though a different patrol system has been introduced for their protection.

3. Stringent parking enforcement has been instituted, which while improving access to the downtown shopping area, has increased the volume of tickets. Also, tickets are no longer adjusted as had been the practice of the previous administration.

4. The chief has eliminated plea bargaining in the city court handling lower level offenses (the police here have prosecutorial responsibility for misdemeanor offenses). This has caused considerable displeasure among local attorneys.

5. Police intervention in a large gathering of youths and young adults (apparently a rock concert) resulting in several arrests has caused controversy among some parents of the young people in attendance.

6. A certain concern is evident among citizens representative of several groups that the, generally young, officers of the department project a somewhat hard and authoritarian image in their various contacts with citizens.

7. As could be expected, the street people mentioned earlier have a negative view of the police. The street groups in turn cause some problems for the merchants who would probably not be adverse to stronger police measures against this crowd, if any were available.

The above list of somewhat problematic situations is further compounded by recent press coverage that has not been favorable to the police, and perhaps by a certain amount of exploitation of particular issues by special interest groups. Those critical of the chief on one issue are likely to adopt other points of controversy to support their disapproval.

B. The Police Department.

1. As the community itself, the police department reflects certain features that distinguish it from law enforcement agencies elsewhere.

The chief is a dedicated police administrator. His policies and operating procedures reach in the direction of full enforcement based on a philosophy that laws should be changed or eliminated, if the public feels that laxity or

non-enforcement is desired.

Labeled as unbending by some citizens, the chief readily admits to a determined stand on issues. For the most part, this is a deliberate stance, required to stabilize the department and establish necessary administrative control. Yet, such a posture by an outsider carries a price tag in terms of community or internal acceptance and ready support.

2. The department, as a whole, has been affected as is normal for any organization undergoing rapid change. Here particularly, officers are in an unsettled state, somewhat uncertain of the future. All command level and supervisory officers have been recently promoted or appointed to their respective positions and are still on probationary status. About one fourth of the patrolmen are young recruits also on probation (some have not yet attended the police academy). These new men are justifiably concerned with making mistakes in their street contacts with citizens. The older men are equally concerned with adjusting to new procedures and discipline in the department. Officers, both old and new, are somewhat discouraged with the bad press they are getting. They are also affected to one extent or another by the police chief's currently controversial stature in the community. As is common in police agencies as well as other organizations,

discontent is often reflected in various gripes among employees attached to conditions and situations that may in fact have little if any substantive basis. Thus, wages, working conditions, actions, competence and even personalities of superiors are frequent targets among other issues.

In any case, it is the impression of this consultant that presently the police department here is not particularly certain of its relationship, both to its chief and to the community. This, in spite of the fact that the chief of police has proclaimed an open door policy - officers are invited to walk in and talk with him. Also, the chief has arranged for representatives of the several platoons to meet with him periodically to air any situations of concern to the men. The chief has taken other steps to up-grade morale in the department by obtaining new and more patrol vehicles and by having the men select a new uniform. In time these and similar measures should help improve morale.

With respect to the community, as noted earlier, there is some feeling that officers "come on a little too strong" in contacts with citizens, including young people. Some of this is most probably due to lack of experience and self-confidence among the young policemen. To a substantial degree, however, it is also a matter of insufficient training in good P-CR practices.

3. As seen by this consultant, areas of additional and special consideration by the police include:

- A. Relations with teenagers (kids in the parks, etc.).
- B. Relations with the street groups.

While this consultant heard references to severe police brutality, harrasment, and of cops roughing up kids, the issue is more likely police uncertainty and lack of skills and alternative approaches with respect to effective handling of teenagers and the street people.

Even though police behavior varies between individual officers, much of the youth behavior is frustrating to the officers and vice versa. The danger to avoid here is development of a city-wide adversary situation, an us vs. them feeling with police on the one side, the young people on the other.

The chief of police is aware of the need for some effort in this area and has asked for three school resource officers. In the past, neither the city council nor the schools have supported the chief on this matter, although he has received an additional juvenile investigator.

That school officials and/or parents do not want police in the schools is somewhat indicative of the public's misunderstanding, or distrust, of police in a helping, rather than enforcement capacity.

FINDINGS AND CONCLUSIONS

1. The general conclusion, clearly indicated by the data presented above, is that this department requires a viable police community relations program.

As compared with other communities, this city has a manageable crime situation. This city and its police department still have the opportunity, many others do not, of mounting a preventive program regarding crime in general and juvenile delinquency and drug abuse in particular. Such an effort requires a solid cooperative relationship between the police and the public.

2. On the part of the police department, the first component of a police community relations program to be established is a systematic public relations effort.

The chief of police, while professional in his approach and sincere with respect to intent, is not communicating with the public on an optimal level. Undoubtedly, the chief will find it necessary to make further changes in operation of the department and advance new programs that would affect both the department and the community. An effective public relations and public information program is necessary to avoid serious controversies and obtain the necessary support.

3. More on the community relations side of the coin, a further procedure must be developed to obtain and utilize citizens' views, needs and attitudes with respect to police practices and programs. The needs here range from effective citizen complaint procedures to vehicles for police-citizen dialogue. Examples include: police-citizen meetings and speaker bureau activities. The total effort would be one of increasing citizen access to the police.

4. A need of more specific program parameters involves spelled out police relationships with teenagers of the city. While it was our impression that police officers are generally benign in their handling of youngsters who congregate in the parks and perpetrate various nuisance type infractions, the encounters here may tend to generate a "cat and mouse" game with kids trying to outsmart the police and vice versa, without clear resolution of issues. Given rather extensive recreational facilities in the city, a general impression by this consultant was that these facilities are underused and that specific ways have not been developed for facilitating the utilization of recreational resources by youngsters.

5. A similar need for more goal oriented interaction is evident between police officers and the street people described earlier. While these groups are perhaps somewhat

more crime connected than the youngsters in parks, and in certain ways more difficult to handle, in both cases there should be established a meeting of the minds between police officers and the young people as to limits on behavior and alternative actions.

6. In line with the police chief's own recommendations to the city council, we see a need for police involvement in the schools. This city has particular opportunity to prevent the increasing problems of school vandalism, drug abuse and other forms of delinquency that plague a growing percentage of schools throughout the country. A well defined integration of several police officers as members of the school team could expand the educational experience of students in the direction of realistic understanding of crime and law enforcement problems. It should be of some importance to parents who have expressed concern regarding police handling of their children to see relationships improve between officers and youngsters. The level of delinquency prevention expected from this program should be of some interest to all citizens.

7. Of some interest to merchants and citizens at large would be a crime prevention program including target hardening, leading to the reduction of criminal opportunity, and an effort to educate the public in this area.

8. A need with respect to all the conclusions and findings indicated above is a training program for officers in the various P-CR programs and practices suggested.

The points above represent findings and conclusions as to needs in the P-CR area for the police department and community. The recommendations presented below will indicate more specific guidelines and procedures for the development and implementation of a P-CR program.

RECOMMENDATIONS

1. It is suggested that the department establish a police community relations program.

The general objective of the program should be to improve communication and cooperation between the police and the public in solving and reducing crime and related problems.

Specifically, it is recommended that an officer be assigned to a position designated as either police-community relations officer or police-community relations coordinator.

A considerable range of possible P-CR arrangements is available. We are suggesting here several alternatives, one of which may serve as a usable model for this department.

A. The P-CR officer/coordinator could work out of the chief's office - under direct supervision of the planning officer. Since substantial amounts of planning would be

required for establishment of a P-CR operation, this is a tenable arrangement. This is the preferred arrangement from the point of view of this consultant.

B. The P-CR coordinator could work out of the bureau of administrative services.

C. He could also work out of the investigative services bureau.

Alternatives B and C are entertained because the P-CR operation, as will be indicated below, should have considerable involvement with public information (media relations), a function currently under the director of administrative services, and with youth services, presently in the investigations bureau.

In any case, whatever the arrangement, it should be a matter of policy that all officers of the department will be involved in the P-CR programs, to one extent or another.

A framework and guidelines for P-CR functions and organization are available in the NAPCRO project report Police Community Relations - 1975. This document and related materials have been made available to the chief of police.

We indicate here a brief outline of functions that should be part of the P-CR effort in this department together with the involvement of personnel.

P-CR FUNCTIONS

1. Planning and organization of P-CR activities. (Written statement of objectives, policy and procedures).
2. Public relations and public information.
3. Developing channels for citizens' access to the police:
 - a. complaint procedure
 - b. two-way communication
 - (1) citizens meetings with police.
 - (2) speakers bureau in police department.
 - (3) other contacts.
4. Youth programs.
 - a. Police relations with teenagers.
 - b. Police relations with street people.

These would include school resource programs "Rap Sessions" (scheduled), "Rap Sessions" (part of patrol

INVOLVEMENT OF PERSONNEL

Chief of police, planning officer
P-CR coordinator. Input from other officers (intradepartmental survey inviting suggestions from all ranks).

Chief of police, officer assigned to handle public information.

Chief of police, planning officer, P-CR coordinator, other officers.

P-CR coordinator, patrol officers, juvenile officers. School resource officers.

P-CR FUNCTIONS (cont.)

INVOLVEMENT OF PERSONNEL (cont.)

operations - non scheduled).

Cooperative relationships

with the Department of Recreation.

5. Crime prevention.

An officer trained in crime prevention

Possibilities here include:

techniques. Other officers.

a. Security surveys of

premises - target hardening.

b. Operation identification.

c. Materials development

(informative pamphlets on
crime prevention).

d. Interface with police-

citizen meetings suggested
above.

6. Overall patrol involvement.

Patrol officers.

a. Split vehicle/foot patrol

maximized officer contact
with citizens.

b. Specific contacts with

teenagers and street groups
as indicated above.

7. Overall development of

All officers.

capabilities among officers in

use of community resources and

P-CR FUNCTIONS (cont.)

INVOLVEMENT OF PERSONNEL (cont.)

referral of persons with problems
to appropriate public or private
agencies.

8. Training in all areas . Training officer. Outside experts.
indicated above.

The P-CR program outline suggested above should be used as a
blueprint. Consistent with good managerial procedure, each aspect
of the program that is implemented should be evaluated. Over time
such evaluation and the actual experience with operations will
indicate what emphasis to place on each program component.

Below we will indicate several specific recommendations for
each program component suggested.

2. Public Relations and Public Information

We are recommending that the chief develop a systematic public
relations effort directed,

- a. at the community,
- b. internally at the personnel of the department.

The objective is for the chief to become better known and
better understood in the community and to some extent also better
understood in the department (internal P.R. is really a matter of
style of management).

Since the chief has, and will, take actions that affect the community, the P.R. principle should be that he explain his actions and the reasons for them before, not after, changes in procedures or programs are implemented.

The requirements for such a public information effort are as follows:

(1) A particular officer should be assigned the responsibility for public information statements. Depending on time and talents this task could be undertaken by the chief, himself, the director of administrative services (currently responsible for media relations), the planning officer, or another officer with capabilities in this area.

(2) The basic vehicle for distribution of police department information can be a press release made available to the local newspaper and radio station. Should media representatives prefer a different method, a press conference called by the chief of police is a reasonable alternative.

(3) Further, possible measures in the mass media field are:

(a) The chief's participation in radio interviews and other programs.

(b) The "chief's corner", a column in the local paper on a somewhat regular basis.

(c) Public service spot announcements over the radio regarding police programs.

Obviously, other arrangements with respect to mass media information are possible. The entire police-media relationship, however, is not controlled by the chief of police. It depends to a great extent on the public service policies of the respective media editors.

(4) It is self-understood that information generated for the community must be also made available to all members of the police department.

Particularly in matters affecting police-community relations we have suggested to departments, generally, that an internal survey be distributed, asking officers' suggestions and view points regarding program content and directions. This enhances acceptance of new programs and participation in them. This suggestion certainly applies to this department since the recommendations for P-CR development involve the majority of police personnel.

(5) Other avenues for good public relations include police attendance and participation at citizen meetings of various types. These will be covered in the sub-section below.

3. It is suggested that the department develop several channels for citizen access to the police.

There should be an effective procedure for citizens to express concerns with respect to police related matters.

Normally called a complaint procedure, the mechanism suggested here is something more. The department already has an internal affairs arrangement to handle officer misconduct. There should be an additional process to allow citizens ready access through patrol, supervisory and command levels to the chief of police regarding minor complaints or suggestions and assure an appropriate response. One officer may be assigned specific responsibility in this matter. However, any officer, supervisor or commander on duty should feel this responsibility as well. Secretaries or receptionists can assist in these matters by taking down information to be processed further. The main issue is to develop a climate in the department where citizen input is taken seriously, responded to, and not brushed aside as nuisance.

Every shift commander should have the responsibility to assure that a reasonable "walk in and talk" atmosphere is encouraged, with appropriate follow up. This point is stressed here particularly because the physical layout of the police headquarters entrance area does not promote police-citizen communication. The process for citizen complaints and suggestions indicated here deals with issues that normally would not have to go through internal affairs of the department.

There are additional avenues to pursue in developing effective community input regarding police operations.

A. The chief of police has already developed initial contacts with the Chamber of Commerce. Continuous meetings

with this group can be a viable channel for advancing police community projects. Also a newsletter or bulletin sponsored by the chamber can enhance police programs and community participation.

B. Development of similar contacts with any other identifiable groups in the city is recommended. A particular technique in this respect is a speakers bureau in the department. The chief of police does not have the time to participate in all meetings of citizen organizations. Other officers should have responsibilities in this area (including command, supervisory and patrol ranks).

Materialization of such an effort requires internal assessment of speakers talents, expertise in particular topic areas and interest. It also requires publicizing police willingness and availability to appear before citizen groups and organizations.

This suggestion is in line with the concept that every officer should be a P-CR officer. More concretely, every officer should have a sense of managerial responsibility for crime control in a neighborhood - a somewhat more professional involvement than is manifested through conventional reactive patrol procedures. The latter concept is well established in team policing experiments.

4. In line with the suggestions above, we are recommending a more goal oriented police approach to teenagers and the street groups. While there are significant differences between the youngsters in the parks and the street people downtown, police rationale for dealing with them is substantially the same.

A. It is recommended that a cooperative relationship be established between the police and the department of recreation, with the goal of making recreational facilities more inviting for young people. Police should take the initiative here. However, substantial P.R. work in this area should come from the recreation department.

B. The most difficult area to address is the handling of teenagers and street people by the police. Communities spawn marginal individuals who do not fit in the general texture. Teenagers, particularly find themselves in a "no man's land" for a period of time as part of growing up in our society. In this context a testing of the "establishment" takes place and infractions and violations of the law (beer drinking, pot smoking, etc.) are not uncommon. This should not be altogether a police problem. It should be a community problem.

On the police side, however, the question of enforcement is a central issue. Total enforcement and full enforcement, as defined in police work, become somewhat academic concepts in

these circumstances. Proper discretion is the pertinent goal. Certain police procedures are required in the P-CR area to assure legitimate discretion.

Patrol officers should make it a regular practice to confer with the teenagers and the street groups. The kids and the young adults are where they are for a reason. The police can not change the situation entirely, but they can help by:

- (a) understanding the situation
- (b) offering reasonable alternatives and support.
- (c) establishing ground rules for acceptable and unacceptable behavior.

There is an area of non-enforcement of criminal laws and other regulations that officers adopt and agree to individually, through an informal learning process (looking the other way).

The limits to such selective enforcement have to be set however.

The rule of thumb to be established with some sensitivity is that infractions and violations in the presence of officers will not be tolerated.

This point is stressed because we are suggesting more intensive communication between patrol officers and the teenagers and street people who congregate in various parts of the city.

The procedure is for patrol officers, when not responding to a call, to stop and talk to groups of young people in parks or on the street.

As this is seriously attempted there will be a certain amount of testing of the officers by members of these groups. This may include drinking by teenagers, and conceivably lighting up a joint by the street people in the presence of officers.

The point to be established by every officer is that he wants to talk to the members of this group, but that he is required to react to violations committed in his presence.

Such an initial stand is also useful for conveying the overall message. This includes:

1. Clarifying police responsibility to the young people.
2. Offering police willingness to help with problems, through referral and other means.
3. Encouraging the development of more constructive behavior by members of these groups. And reduction of particular behaviors in violation of the law and offensive to the community at large.

The main vehicle for meeting the needs here should be patrol orientation toward continuous interaction with teenagers and youth groups.

It is suggested that there be regular patrol involvement in rap sessions with identifiable groups. To encourage this type of interaction there are possible experiments

prioritizing calls for service through dispatch, so officers are given the time required to establish dialogue in the encounters suggested above.

It is further suggested that a P-CR procedure be established allowing for follow-up meetings with teenagers, youths or any other group of citizens at police headquarters or elsewhere. Such meetings should be organized by the P-CR coordinator depending on need and interest with full participation of other officers including juvenile officers and patrolmen.

Success of this police approach will greatly depend on how well the men are prepared for the program through briefing and training. Overtime should be paid for extra duty such as attending evening meetings and the quality of participation should be recognized by the department's evaluation system for officers.

A specific program along the lines suggested is a "police-citizens ride along". Guidelines for this procedure are available in the NAPCRO P-CR report referred to earlier.

To maximize police acceptance of P-CR efforts, officers should be made to realize as part of training that the teenagers in parks are going through a temporary state of "alienation" from the society, and the street people have settled in a relatively permanent state of "alienation". Police should take some responsibility for non-forceful assistance to return these people to the

mainstream of social participation. If for no other reason, this is required because alienation breeds social dysfunctions - including drug abuse and crime. Police can and should help prevent these problems. As has been said above and will be stressed more, other agencies and citizen groups should be drawn into this effort. Tolerance and gradual conversion are required.

5. Another program we suggest is the school resource officer concept called for by the chief of police.

Here is a particular opportunity for officers to present more or less structured education to future citizens in the extent and limits of law enforcement responsibility and in ways that can help young people stay away from drug abuse and other forms of crime and delinquency. Specific guidelines for this effort are available in the NAPCRO report and in Dr. Robert Portune's Sourcebook - Changing Adolescent Attitudes Toward Police. (The W. H. Anderson Co., 1971).

Since no school resource officers are yet available, it is recommended that the P-CR coordinator and the juvenile officers share some of this responsibility with assistance from patrolmen, as required.

Even when school resource officers are assigned, it is maintained by this consultant that they should not be placed in schools full time, but should share some of the other P-CR responsibilities that will be developed. Deploying officers

away from the department on a continuing basis tends to change their identity with the police and reduce their capability of representing the police.

6. A further P-CR program that should be considered by the chief of police is a crime prevention effort geared to target hardening and reduction of criminal opportunity.

Commercial and residential security surveys by the police advising citizens of security procedures and pointing out weaknesses in their security hardware (locks, etc.) is a good way to enhance rapport between the police and the community.

Informative materials and guidelines for this set of approaches are available from the National Crime Prevention Institute in Louisville, Kentucky (University of Louisville, Shelby Campus, Louisville, Ky. 40222).

The chief may want to arrange for the P-CR coordinator or another officer to attend one of the sessions of the Institute.

7. As part of the various program suggestions above, it is recommended that all officers become thoroughly familiar with all community resources and agencies that offer services to persons with social, emotional and related problems, such as addictions.

The P-CR coordinator particularly should develop personal knowledge and contacts with representatives of such agencies

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so he can advise other officers regarding service availability. Diversion and referral of problems out of the police and criminal justice domain are accepted police responsibilities. All officers should develop skills and understanding of procedures in this area.

8. To develop and implement P-CR programs, beyond the planning and organization required, there is a serious need for training of men in the various concepts and program areas.

Since the entire department is new with respect to the P-CR phase of police work, the training officer faces a rather formidable problem in orienting the men and imparting the skills and knowledge required.

The several suggestions we make here should help in this matter.

A. The approach here should be "participatory training". The men should be asked rather than told what the various program components will be.

To the maximum extent, officers participating in the training should be asked to generate program formats and ideas. Group work is a good method here, with groups of 4 - 6 officers being required to develop a specific program including objectives and operating procedures. A particular benefit of this method is optimum acceptance of and participation in the programs when implemented. This approach may also enhance morale of the department.

B. In addition, however, there will be need for outside training help.

1. Professionals in the various social and health agencies in the city and surrounding areas are a potential source of outside help.

2. Further consulting through the LEAA-Westinghouse arrangement may also be a source for assistance required.

C. Training and reference materials will also be needed. Those suggested here include:

1. The NAPCRO Report: Police Community Relations - 1975 (already submitted to the department).

2. The Sourcebook by Dr. Portune indicated in the text of this report (should be available on loan from local libraries or the NAPCRO Washington office).

3. Project Star - Police Officer Role Training Program (available from LEAA).

4. The Function of the Police in Crisis Intervention and Conflict Management - A Training Guide (available from LEAA).

5. Information from the National Crime Prevention Institute (as suggested earlier in this report).

SUMMARY REMARKS

1. The above report represents this consultant's blueprint for a P-CR program in this city. It is recognized that the police department has undergone considerable recent change. By necessity, the program components recommended here will have to be prioritized by the chief of police and implemented over time. The order in which the recommendations are presented in our report generally allows a step by step implementation.

2. By way of focusing the lengthy report, several central points can be made.

A. The chief of police in this department is attempting to upgrade the effectiveness of police work. The suggestions in the report are designed to assist in that effort. However, the chief and the entire department must have citizen assistance as well for better police work to materialize.

B. The essence of P-CR development here, as in every department, must be patrol involvement. As suggested in the first recommendation, patrol officers should get out of their cars and talk to citizens. This report placed special emphasis on officers' interaction with young people. There should be officer initiated contacts with other citizens as well, including senior citizens. The chief of police has already established a patrol

procedure requiring officers to walk a part of their beat. A "walk and talk" procedure, where possible, should be encouraged to the fullest extent.

We have recommended that a P-CR officer/coordinator should be appointed. It must be a major responsibility of this officer to help plan and develop patrol interaction with citizens.

C. Having stressed the need for citizen support of the police more than once, we add that such support requirements can legitimately extend to seeking financial aid from the private sector for police generated programs. For example, materials development in the crime prevention area and special youth programs (camping, field trips, etc.) are often financed by community contributions. Invariably, police budgets are too tight to support the entire P-CR effort.

Defining the areas and extent of support required from citizens in the community is an important part of the planning process for the total P-CR programs.

D. Overall, there is some difficulty in prescribing a P-CR structure for small departments. A unit of several full time people is difficult to justify due to manpower limitations. On the other hand, the total job is too much for one officer to handle. Also, one man in this assignment tends to develop an identity problem. Because of these considerations

we are suggesting a coordinative arrangement with a P-CR officer/coordinator and maximum involvement of other officers - command, planning, specifically patrol, juvenile officers, and school resource officers. This is, in fact, a generalist-specialist model of police work. As noted in the text of the report, initially the P-CR officer and the juvenile officers should assume and share school resource responsibilities. Experience with work-load requirements and the level of programs desired will then indicate how many additional officers are needed with predominant responsibilities in the P-CR area.

3. This consultant appreciates the cooperation received from the chief of police and from all the officers and the citizens contacted in the course of the several day visit.

CHAPTER XIV

CONCLUSION

Project Requirements

The project reported here was essentially a continuation of the first LEAA funded NAPCRO Project - to survey the state of the art of police community relations in departments with 200 or more sworn officers and in a number of smaller police agencies.

The current grant was for in-depth, on-site needs assessment in 9 departments and for any technical assistance required by the chiefs of police to develop or help improve P-CR in these departments.

Project Accomplishments

Started in October 1973, the two projects currently have several years experience with P-CR.

We completed our nationwide survey over a year ago and produced a comprehensive report, Police Community Relations - 1975.

We have completed needs assessments in 12 departments under the second grant.

Overall, the project director has made some 30 field trips to various parts of the country in connection with project research.

During this time we have been in somewhere between

50-100 different police cars, usually riding with patrol supervisors and officers during day, evening and night shifts.

We have interviewed about 300 individual police officers and civilians, including chiefs of police, city managers, command officers, supervisors, P-CR officers, detectives, police trainers, patrol officers and other police personnel.

We have reached a considerably larger number of officers in small group situations such as roll call briefings, managers' and supervisors' meetings and similar occasions.

We have also met with an additional, although limited, number of citizens in various communities.

Overall, the second project has been an ongoing P-CR research effort in the field.

What Have We Learned?

While we will be as specific as we can in capsuling some findings, as drawn from the material in this report, a general conclusion has to be that P-CR is still an insufficiently understood and unrefined part of police work.

There is great variation in terms of how different police managers and officers view P-CR. There is also considerable difference between the ways and the extent to which P-CR has been implemented in various departments.

As the main part of this conclusion, we would like to set forth some important P-CR concepts and procedures that can serve as common ground for an acceptable definition of this area of police work.

1. Main Questions.

There are probably three main questions that, when properly answered, can lead to substantial development of P-CR in any police department.

A. What are the functions of police community relations in police work?

B. What kinds of attitudes and skills are required by members of police agencies with regard to police community relations?

C. What support is needed and what support is given for P-CR in each department?

2. The Right Answers.

While much has been said, written and done in the name of police community relations, it is felt that the comments below summarize the essentials of this part of police work for several practical purposes.

These statements can serve as a basic definition of P-CR.

They can be extended to the formulation of a P-CR training program.

They can also be extended to formulate P-CR program guidelines.

And they can be translated into methods and techniques for the evaluation of P-CR programs and activities.

Hopefully, they also serve as projections of what police work should be in the future.

What are the functions of police community relations in police work?

1. Overall, P-CR must encourage, develop and maintain the kind of police work where the public becomes an ally not an antagonist or an obstruction in the control, reduction and prevention of crime.

Most of this cooperation must be achieved by the patrol force and other street officers including traffic and detectives.

This goal and the procedures for reaching it must be an integral part of general or "conventional" police work.

This goal must also be a part of special police operations, such as programs generated by police community relations and crime prevention units.

Consequently, the rule is that:

- A. P-CR must be a part of general police work.
- B. P-CR must be a function of special operations.

As part of general police work P-CR must include the following:

- 1. Courtesy in all procedures.

2. Non Discriminatory law enforcement.
3. Traffic enforcement procedures coordinated with P-CR policy.
4. Law enforcement procedures coordinated with a public service policy. (Predominance of helpful-affiliatory as opposed to authoritarian procedures).
5. Referral capability.
6. Maximum face to face contacts with citizens (including positive, non-incident related contacts initiated by the officers).

7. Sound "use of force" policy and procedures. We note that the use of force issue is one of the most misunderstood in relation to P-CR. The principle must be that effective use of force is consistent with good P-CR. Both underuse and overuse of force hurt P-CR as well as all police work.

The above are essential elements for all police work.

However, for optimum quality P-CR there are specialized operations that should deal with several areas.

It will normally be the department's size and the particular needs of the community that must determine the extent of the specialized effort.

1. Community organization. Significant police cooperation with citizen groups relative to crime control.

Such cooperation is normally facilitated through crime

prevention programs involving neighborhood meetings or other group contacts, such as speaker bureau activities. Generally, programs in this category must cover public education regarding the shared responsibilities and capabilities in crime control both of the police and the community. However, any organization or specific meetings can not be devoted solely to the advocacy of hardware for the reduction of criminal opportunity.

2. Youth programs. Since much of the crime prone population is concentrated in young age groups, there is obvious need to reach children and teenagers, both in the school environment and in free time situations such as recreational activities.

3. There are other program areas directed to additional population segments, such as the special protection and service needs of senior citizens, the even more intense needs in these respects of the handicapped and the similar needs of racial and ethnic minority groups.

4. Directly related to the above is the need for a referral network available to the police whereby other agencies can be effectively utilized in problem cases. The P-CR unit, however large or small, is the one to develop this capability.

The police profession is not fully cognizant of its advantage over most other governmental agencies. This

advantage is police authority combined with rapid response capability. Much can be done in the direction of cultivating this advantage in obtaining assistance from other agencies. Police departments are still one of the few agencies open 24 hours a day. Thus, the police can not easily escape service functions that, under ideal conditions, should be the responsibility of other agencies. However, the police can maximize their utilization of other agencies.

The above is not a conclusive listing of special P-CR operations, although it covers the major areas. There are additional specific P-CR efforts, such as storefront operations and programmed utilization of specialized personnel such as police service or community service officers and others.

There are training responsibilities of P-CR personnel in regard to the conversion of the uniformed division to greater P-CR involvement. There is also the important role a P-CR unit can perform as the public information arm of the department.

All these are important points that are covered in the first NAPCRO report.

The attempt in this summary of P-CR functions is to offer a certain perspective with regard to police work.

We did not invent that perspective. Others have voiced it. We are trying to define it more solidly.

Police community relations defined in the most comprehensive terms is community oriented policing. Some departments, in fact, use this definition for their approach to police work.

Where the difficulty lies is in the extent of acceptance of all the essential elements of P-CR as an acknowledged part of police work.

The practices and program areas listed above must be part of the professional repertoire of police procedures. For example: all police officers, as far as we know, must have a certain proficiency in the use of firearms. They must qualify on the firing range. This is as it should be, and anything less would be considered gross negligence on the part of the department and its training program. Every police officer accepts this requirement.

However, there are officers who go through their entire police career without having once used their revolver in the line of duty.

At the same time, courtesy communication and related P-CR skills and procedures are required of each officer every day. Yet, too many officers seem to feel that when they are practicing courtesy, good communication and taking other P-CR measures they are somehow doing more than what their job actually requires. Also, the more specialized the

P-CR function, the farther officers consider it to be from "real police work". This kind of feeling is bad for the officers' morale and bad for the programs.

However much training it may take, the procedures and programs referred to above must be established as an integral part of police work.

These procedures, and particularly the special programs, must be so designed and implemented that they can reduce crime through peer pressure in the community by generating better flow of information to the police, by encouraging citizen involvement and cooperation and by relaying a message to the potential offender - that he will not be tolerated in the community.

Obviously, we can not list here all the P-CR related functions possible in general police work or the special programs. The discussion of such practices and programs is available in our 300-page, 1975 final grant report.

What we can do here is indicate some principles for both general and specialized P-CR effort.

Some of these principles are indicated in response to the next significant question, which when properly answered can explain how effective P-CR can be obtained.

What attitudes and skills are required of police agency personnel to establish effective P-CR?

As part of our field work we have seen different kinds of police officers. If we can summarize these for illustrative purposes, we arrive at two types.

At one extreme there are hard and hardened officers cynical about police work, distrustful of the community, skeptical regarding any cooperative effort between the police and the public. They have a very short and not very complimentary definition for P-CR. At the extreme such officers have developed an almost paranoid self-generating dislike of the community, combined with the conviction that a majority of the public hates the police.

It is at the other end of the continuum where we find officers practicing good police community relations. These are policemen who understand the need for a cooperative effort with the public. They are positive, they believe police-community cooperation is possible. They think crime prevention can work, and they participate in P-CR programs established by the department.

As could be expected, most officers fall between the two extremes.

We do not have sufficient data to state what proportion of all policemen fit where.

We feel confident, however, that, while some officers can not be reclaimed for effective P-CR in police work, some could be reached by means of program information, training and peer pressure. As suggested below, they can be reached even more effectively by the right kind of supervision and managerial support.

We will summarize here some of the essential attitudes and skills we feel are required for effective P-CR and for effective police work.

1. The predominant orientation must be one of service to the public which extends beyond what is conventionally considered "law enforcement".

Recognition must be achieved among officers that while the patrol function is, and will remain, the backbone of police operations it involves more than just patrolling an area and responding to dispatch calls.

In particular, patrol officers must have some responsibility for crime prevention programs, for community organization and citizens' meetings and for other positive, non-incident related contacts with the public.

The term peer pressure appears frequently in NAPCRO project reports and P-CR assessments.

The individual police officer, as the department itself, must exert some motivational force to make the citizens feel some responsibility for crime prevention and reduction in

their neighborhoods. Peer pressure is the process whereby citizens reinforce this sense of responsibility among themselves. For the process to work, citizens must have faith and trust in their police department. This also leads to their willingness to participate in police generated programs.

For the appropriate level of faith and trust to materialize, police officers must project an image of sincere professional concern for the community.

This project has seen officers who project such an image. We have also seen officers who think that peer pressure and citizen involvement are inapplicable theoretical constructs.

Once again, the officer's attitude is the most important for good P-CR.

The skills and knowledge required can be picked up easily from available sources. The needs in this respect include:

- A. Some knowledge of team policing concepts (even if one's department does not use this approach).
- B. Some knowledge of the community.
- C. Some understanding of self and others (this can be gained through elementary study of transactional analysis).
- D. Some skill in interacting with agitated people (can be gained through crisis intervention training).
- E. Some skills in group leadership and public speaking.

As everyone knows, there is some difficulty in training police officers to adopt certain attitudes, knowledge and skills.

Virtually all officers are street-wise in their own way. They tend to project considerable confidence as to their knowledge of the community and the people. Some officers do in fact have such knowledge, others only think they have it.

In any case, whether or not the right attitudes and knowledge materialize and are applied depends heavily on the next significant question regarding P-CR.

What support is needed and what support is given for P-CR in each department?

We have found with unexpected repetition in different size departments that when the chief executive has a good P-CR orientation and an efficient managerial structure, the street officers practice good P-CR in routine police work and participate in special programs. The P-CR unit is an accepted component of the overall operation and can function effectively.

In other departments, where the chief of police is out of touch with street work, the P-CR unit is alienated from the department and patrol officers practice hard line policing with little concern for the community at best, with contempt for it at the worst.

We have also seen formerly effective P-CR operations faltering because of partial withdrawal of support by a new managerial system in the department.

In the final analysis, it does not matter how large a department, or how complex its specialized P-CR operations, the managerial system must promulgate and support the kind of P-CR integration in all police work indicated earlier, it must support a P-CR orientation among street officers, and it must encourage special P-CR and crime prevention efforts.

A summary of conclusions regarding the effectiveness of P-CR operations must include the following observations:

1. In terms of priorities, P-CR is still a second-rate police activity.

2. It is neither fully defined in department goals, objectives and operating procedures, nor understood by police officers.

3. Some officers may practice good P-CR based on individual insight, talents and attitudes, but not necessarily as a response to departmental directions or as a result of training in this area.

4. Mostly, P-CR operations are still alienated from other police functions. From this project's experience,

such alienation is explainable in the larger departments, but, surprisingly, it is evident in small departments as well.

5. The effectiveness of P-CR is significantly dependent on the quality of management, the level of morale and the overall quality of personnel in a department.

6. It is difficult to evaluate the P-CR impact from the police side.

In some of the departments assessed, there was no structured P-CR effort. In others, existing structured effort seemed to do little good. In still others, structured effort - including storefronts, crime prevention activity, etc. seemed to show positive results. Yet, no department had sufficient evaluative procedures to allow credible measurement of impact.

7. The impression is - that those developing police policies and procedures will have to make a significant decision: Will law enforcement remain a skilled occupation, or will it become a profession? This decision would have an impact on how P-CR will be handled henceforth.

CHAPTER XV

EVALUATION

It was indicated early in the report that this project has not achieved all of the objectives set forth in the grant proposal.

These stated objectives were to: (1) Make an assessment of P-CR quality and needs in 9 police departments and (2) provide any technical assistance, including program development or improvement, and P-CR training, as requested by the police chiefs of participating departments. As part of the latter, a further objective was to develop a certain amount of training material that could be made available to any interested agency comparable to those serviced by the project.

While we were able to assess the P-CR situation in 12 departments, 3 more than the prescribed 9, we did not have opportunity to do sufficient work in the training and program development area.

There are several reasons for this:

1. The police chiefs did not request training assistance. The difficulty of freeing men for training and/or the question of extra compensation for off-duty training time were the predominant problems.

2. On the other side, initially the project did not

have a tested training "package" that could be "sold" to the chiefs with the necessary level of persuasiveness. The objective was to develop such a package through experimental, process type, training experience in the course of project operations.

3. A number of the departments had entered the project without sufficient interest in training and program development and were looking mainly for an evaluative type P-CR assessment.

4. The limited amount of time the project could spend visiting each department disallowed long range training and program assistance.

On the positive side, for those departments seriously interested in P-CR development, we were able to provide an assessment of the situation, a certain amount of on-site technical assistance and recommendations regarding the development of P-CR to be implemented by the departments themselves.

We were also providing a certain amount of training by virtue of the nature and extent of our contacts with personnel at various levels of the departments. Much of this indirect training was of the 'one on one' type, as for example, when we rode with patrol officers on various shifts - seeking, imparting, and exchanging P-CR related information. Additional training materialized as part of our often extensive discussions with top and mid-managers regarding P-CR development or

improvement, and in various staff or roll call meetings where the project was invited to give P-CR briefings. The training effect of these procedures probably increased in some ratio with our growing capability to provide any one department with comparative information regarding P-CR programs and characteristics observed in the other police agencies we had visited.

The procedure we used in each department was to contact an optimum number of officers at all levels (including special assignments) in the police hierarchy. Besides looking at the overall nature and structure of P-CR in the respective departments, we were also assessing the P-CR related skills, knowledge and attitudes of individual personnel. Where we found limitations to exist, an effort was made to fill in the gaps, somewhat as this would be attempted in more structured training situations. While the project's procedure could not really impart P-CR skills, it could impart knowledge - supply information, and possibly, it could also affect some attitudes. Particularly in the area of attitudes, it was often apparent that officers simply did not believe that P-CR procedures could be effectively developed and implemented. Their attitude was - "since P-CR does not work, why fool with it". To the extent the project could provide data and specific examples of program efforts elsewhere, or actually show how it's done,

modification of attitudes became apparent. For instance, one particular department with serious problems in the community was not moving in the P-CR area because command officers did not think a viable effort was possible. Project intervention assisted in changing this attitude, and the same officers started program development, not as much in response to project recommendations as to their own growing recognition that P-CR improvement might be feasible.

However, in spite of the positive notes struck above, project procedures were so unstructured that their impact can not be easily ascertained. In terms of methodology and technique, this is an extremely serious flaw in overall project work.

We neither reached all of the set forth objectives, nor can show systematically measurable impact of the operations that were carried out.

Further explanation of how and why the project's objectives were or were not being achieved involves several considerations.

Most important, the project had to search for other sources of funding to continue NAPCRO's effort to improve or stabilize P-CR as a legitimate part of police work.

A strongly implied reason for LEAA's funding of NAPCRO was to help the organization develop a self-sustaining

capability to provide further technical assistance to police agencies with respect to P-CR and to help keep P-CR afloat generally.

At the same time, a special condition under which this grant was awarded stipulated that no further LEAA funding would be extended to NAPCRO or to its programs.

NAPCRO's monies (acquired almost exclusively from membership dues) were not sufficient to maintain even a small staff or a central office.

Under these circumstances, NAPCRO had to establish priorities - whether to develop a training package for which there did not appear to be a ready market, or to devote time to fund raising and to seeking out and responding to requests for proposals from agencies other than LEAA.

The latter attempt was made. The decision involved the realization that police department budgets do not usually allow them to contract for technical assistance such as training, and because LEAA already had contracts with several enterprises that could offer technical assistance to police agencies cost free.

The search for prospects of further funding and of the continuation of NAPCRO's projects had a detrimental effect on the extent to which the objectives of the current project could be achieved.

Thus, the above points represent the project staff's evaluation of its accomplishments.

For further evaluation, the project has requested NAPCRO's Executive Board to recontact the departments covered by the project, through experts from among its membership or from the outside, in order to obtain user evaluation of specific impact produced by our P-CR assessments, recommendations and other assistance.

APPENDIX

- 1) NAPCRO Technical Assistance Proposals
- 2) Bibliography



NATIONAL ASSOCIATION POLICE COMMUNITY RELATIONS OFFICERS

NAPCRO TECHNICAL ASSISTANCE PROPOSALS

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This statement is designed to indicate NAPCRO's interest in offering technical assistance services of its members, officers and national staff to federal (national), state and local agencies and organizations in problem areas that involve the police and police-community relations.

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I ORGANIZATIONAL OBJECTIVE:

To expand the range of police approaches, to the crime and non-crime related problems officers are required to handle, beyond conventional law enforcement methods and techniques.

A. Specific approaches include:

1. More effective interdisciplinary and interagency cooperation.
2. Improved referral and diversion capability.
3. More effective use of community resources.
4. Greater capability in community organization.
5. Better utilization and dissemination of information developed by the police and other agencies, including federal departments.
6. Greater capability in educating the public.
7. Greater capability in training and educating the police.

B. Specific problem areas to which police responses must be improved include:

1. Assessment of community characteristics and needs.
2. Definition of the police role in schools with respect to handling drugs, violence, vandalism and other situations.
3. Definition of police role in handling drug/alcohol related problems.

4. Definition of police role in handling mental health problems.

5. Definition of police role in handling social problems and conflicts.

6. Definition of the effective utilization of crime prevention (security) hardware.

7. Response to the special needs of senior citizens, the handicapped and other special problem groups.

8. Response to training needs with respect to the approaches and problem areas listed.

9. Maintenance of effective P-CR practices and programs in individual police departments.

We are particularly interested in utilizing our nationwide network of NAPCRO members and regional vice-presidents to advance police-community cooperation and crime prevention.

We feel NAPCRO can provide a service to individual communities to the police and to governmental departments and agencies by helping to disseminate information, by assisting with program development, with training and by offering other aids.

II CAPABILITY STATEMENT

NAPCRO is a professional police organization of practitioners in police-community relations and in other areas of police work. Its active membership includes command level officers such as chiefs of police, deputy chiefs and heads of P-CR units, supervisory personnel, police trainers, school resource officers and other officers with a wide range of police work experiences. Its associate membership is composed of professionals in fields related to P-CR.

NAPCRO's nationwide membership is subdivided in ten regions each headed by a vice-president. NAPCRO members and associate members serve on the faculties of a number of institutions of higher learning or train at local or regional police academies. Others have experience with developing traveling workshops and with the organization and leadership of special institutes such as the major educational and research effort at Michigan State University that started much of the educational advancement in the P-CR field.

Overall, because of their special training and experience, NAPCRO officers and members have the capability of organizing community groups and resources and of participation and leadership in interdisciplinary problem solving efforts.

In addition, NAPCRO has a national staff and a central office in Washington, D. C.

The NAPCRO project director has recent experience with managing two consecutive LEAA grants. One involved a nationwide survey of P-CR related problems and developments, the other required needs assessments and technical assistance in a number of police departments. He also has previous experience with developing and implementing training programs for state criminal justice systems and with policy making, administration, legislation and university teaching in the criminal justice area.

NAPCRO's other resources, particularly in the police community relations area include a clearinghouse of P-CR information. Part of this is a major report on recent P-CR programs and guidelines Police Community Relations - 1975, completed under a federal grant, and a NAPCRO manpower resource register - indicating different skills and areas of expertise among NAPCRO membership.

III PROBLEM AREAS OF SPECIAL INTEREST TO NAPCRO

This statement of interest is designed to serve as an introduction to proposals for grants or contracts in specific problem areas.

Based on its research and project field work with respect to police-community relations, NAPCRO has developed several areas of concern. Upon request by any potential funding source we can develop complete project proposals in each of the areas summarized below.

The particular fields where we wish to develop projects include the following:

A. Community Assessment.

In order to improve police responsiveness to community problems and needs and their capability in the area of community organization, we feel it is important to carry out systematic comparative analysis of several communities with respect to those community characteristics that both affect police work and are affected by it. It is self evident that to improve police handling of special problems such as school vandalism, drugs, or residential security, certain understanding and knowledge is essential with respect to the wider community, including its power structure, resources, socio-economic base, cultural characteristics and other aspects.

B. Interdisciplinary and Interagency Cooperation.

It is well recognized that the police officer is called upon to handle many situations where the crime related

components are incidental while the main issue involves either (a) social conflicts and dysfunctions, (b) drug abuse (including alcohol), or (c) mental health. Often a particular incident involves all or most of these problems.

The police officer must respond to whatever problem combination exists. Yet, when he turns elsewhere for resource or referral help he is confronted with agencies or entire governmental departments that are compartmentalized, each dealing with a specific aspect of the problem situation. It is because of this lack of proper interdisciplinary cooperation that the police have underused community resources and are sceptical, if not, on occasion, contemptuous of referral and diversionary approaches.

C. School Problems.

Because of the important involvement of police in the schools in a variety of situations we feel a project in this area by NAPCRO should have considerable priority.

The school represents, in part, the larger community where police-community relations officers have considerable experience in managing conflicts and handling crime and non-crime related problems. It is by now well recognized that the schools face serious problems with drug abuse, vandalism

and other types of delinquency.

While P-CR school liaison and juvenile officers are assigned to many schools often on a full time basis, their role on the school team is not always clear and the full potential of their assistance with school problems has not been realized. While, according to a recent study for LEAA, school officials acknowledge their need for assistance in handling drugs, vandalism and the other problems that are detrimental to the educational process, they have not always been able to make maximum effective use of the police officers assigned to the schools. In fact, in many cases, the overall handling of school problems can serve as a classical example of the lack of interdisciplinary and interagency cooperation discussed above.

IV SUMMARY PROPOSAL

The proposal outline described here singles out the school situation and its various problems as a priority area for action.

NAPCRO has been concerned with school problems for some time. The program suggested in this project outline is in part a response to a number of considerations defined at a recent conference at Airlie House, Va, sponsored by the Drug Enforcement Administration, that gathered professional

personnel from several national associations concerned with the educational environment and particularly with the drug abuse problem among school age youths.

A. Objective of Proposed Project.

To develop one or more pilot demonstration projects with several goals. These include:

1. Selecting one or more cities or school systems interested in a concerted effort to deal with drug abuse and related problems among school age youths.

2. Cooperating with the system in developing an effective mechanism for reacting to drug abuse and other problems among school age youths.

- a. Helping to establish community councils to assist in developing a drug control policy.

- b. Helping to develop interdisciplinary and interagency cooperation in controlling the youth drug problem.

- c. Helping the school system and the community define the roles of the various officials and professionals that have some jurisdictional association with school drug abuse and related issues.

- d. Helping to develop specific program objectives, policy guidelines and operating procedures in individual problem

areas and for the overall effort.

e. Helping to design and implement the training required for effective program development.

f. Helping to evaluate the effort.

B. Explanatory Remarks.

The overall problem in school systems across the nation involving drug abuse and other forms of delinquency is well established and documented. Equally documented is the need for corrective action.

These matters are particularly well referenced in the 1975 Hearings of the U. S. Senate Juvenile Delinquency Subcommittee and in the study conducted by Research for Better Schools, Inc. for the Law Enforcement Assistance Administration.

Substantive issues of the problem involve the area of concern and interest spelled out in NAPCRO's statement of organizational objectives (included above).

In major part, effective reaction in this field requires: (1) developing effective vehicles for interdisciplinary and interagency cooperation, (2) definition of the specific behaviors to be controlled, (3) establishment of the jurisdictional framework of official agencies and professional fields that must share the responsibility of managing the

problems, (4) establishing the legal and administrative limits and parameters of behavior control, (5) establishing the particular responsibilities of individuals, (6) determining the proper function of hardware and related security systems in the school environment, (7) use of humanistic and other educational approaches in helping youths refrain from drug abuse and related behavior.

While NAPCRO's interest with respect to the schools started because of the need to define the police officer's functions in the school environment, in this project we would look at the entire jurisdictional structure beginning with the required policy making bodies in the community, the specific state and local school boards and authorities, the courts (including judges, prosecutors and probation officials) the police, the organizations of teachers, school administrators and parent representatives, the administrators, teachers, security officials and students of individual schools, and the various other governmental or professional entities that have specific jurisdictions regarding schools in particular locations.

Within the backdrop of the objectives and needs set forth above the project would proceed along the following lines:

1. Review pertinent materials including currently available models for comprehensive reaction to school problems

such as the San Jose, CA, Yerba Buena Plan, the Flint, Michigan program and similar efforts.

2. Assess the needs and characteristics of communities and school systems selected to participate in the pilot project.

3. Develop an appropriate program model based on the needs and capabilities of participating systems.

4. Organize and develop the specific procedures for project implementation.

5. Implement and review the project process.

6. Evaluate immediate results and provide for long range evaluation.

V CONCLUSION

A self evident requirement to develop the above projects is grant or contract funding commitments by interested sources. NAPCRO feels that both the Drug Enforcement Administration and the Law Enforcement Assistance Administration of the Justice Department have an interest in this area. We also feel that several sub-units of the Department of Health, Education and Welfare, particularly those dealing with educational problems and drug abuse, should welcome NAPCRO's cooperation and involvement. Equally, we would like to cooperate with any state or regional components of the

federal agencies concerned with these issues. Last, NAPCRO would welcome funding from the private sector such as foundations or business and industrial enterprises concerned with the problems and approaches to solutions set forth in this statement.

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