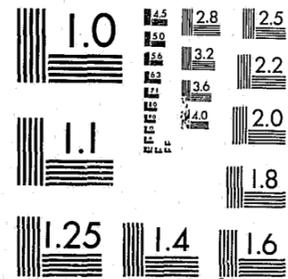


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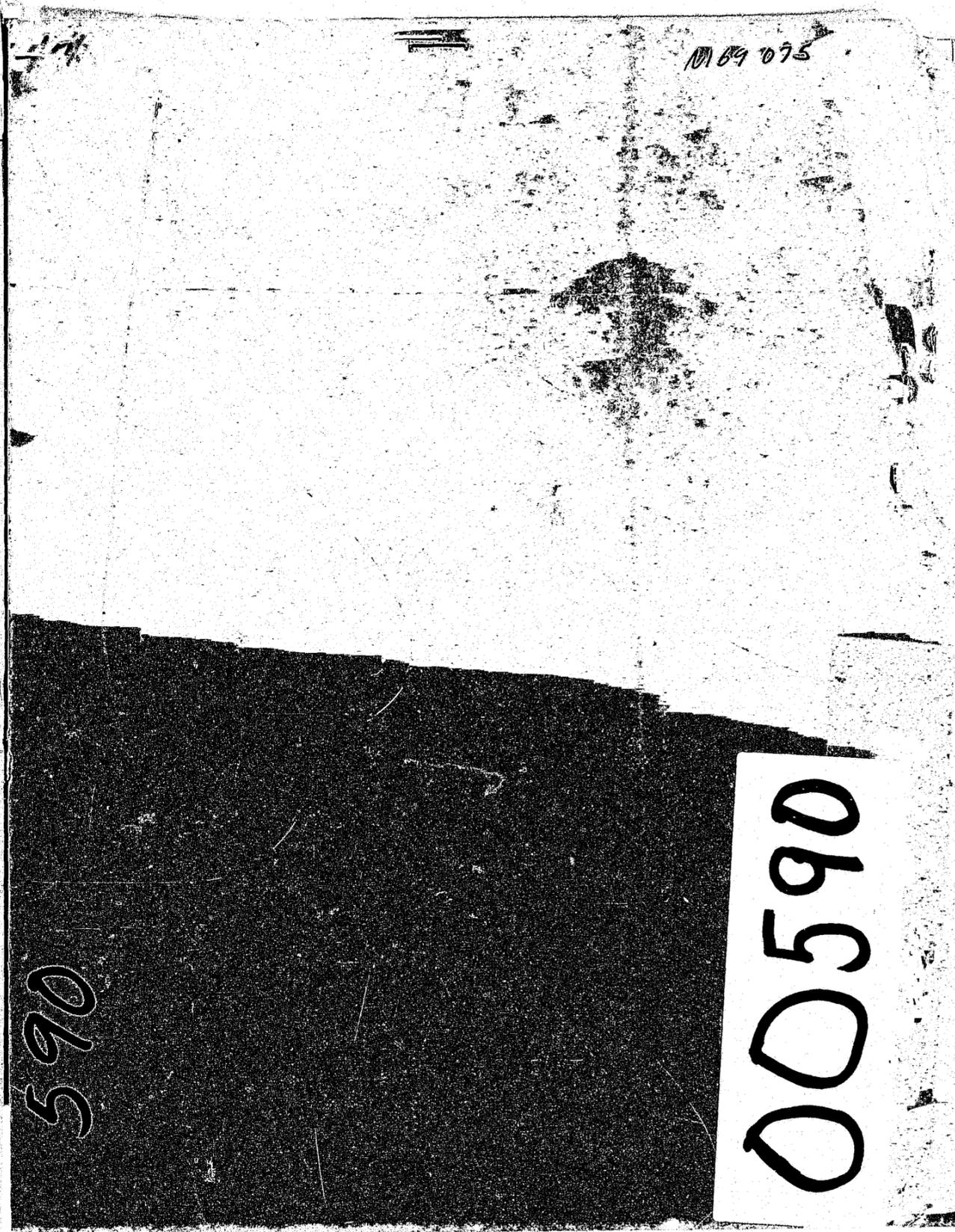
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POLICE-COMMUNITY RELATIONS EVALUATION PROJECT

Final Report To

National Institute of Law Enforcement
and Criminal Justice
Law Enforcement Assistance Administration
U.S. Department of Justice

Prepared by

Lee P. Brown
Director of Law Enforcement
Portland State University
Portland, Oregon

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TABLE OF CONTENTS

	Page
PREFACE	iii
Chapter	
I. Introduction	1
II. Methodology	9
III. Terminology	12
IV. History of Police-Community Relations	26
V. Police-Community Relations Programs	55
VI. Typology of Police-Community Relations Programs	130
VII. Establishing a Police-Community Relations Program	144
VIII. Problem Areas in Police-Community Relations	175
IX. Evaluation of Police-Community Relations Programs	199
APPENDIX A	228

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PREFACE

This project aims at clarifying and developing some of the fundamental concepts of local police agencies' approaches to police-community relations programming.

What is police-community relations?

How do you develop a police-community relations program?

What are the problem areas in program development?

What are the real issues involved in the police relationship with the community? Are police-community relations programs functional?

This project represents a first attempt at identifying the numerous programs operated throughout the nation under the title of police-community relations and examines the specific criteria useful in program evaluation (i.e., measures of effectiveness).

To date, little has been written on the evaluation of police-community relations programs. This project discusses the criteria problem with the hope of stimulating further concern and interest in the analytical approach to the developing science of police-community relations. The criteria presented here, however, should not be considered either exhaustive or definitive.

I wish to express my appreciation to Deputy Chief J. Ross Donald of the San Jose Police Department, who served as the police consultant for the project; Dr. A. C. Germann of California State College at Long

Beach, for his helpful suggestions and the following police officials who participated in a two-day "brain storming" session that formulated the concepts covered in the research endeavor: Lieutenant Ike Hernandez, Officers Daniel Campos, Daniel McTeague, and Lloyd Meister of the San Jose Police Department; Deputy Chief James Fisk of the Los Angeles Police Department; Chief Charles Gain and Lieutenant Lawrence McKee of the Oakland Police Department; Captain Jake Humber of the Los Angeles County Sheriff's Office; Lieutenant Russell Caylor of the San Diego Police Department; Sergeant Leo Garfield of the Richmond Police Department; and Officer Rodney Williams of the San Francisco Police Department.

I am deeply appreciative to the many police officials and private citizens whom I interviewed, particularly those police departments that gave me their total cooperation during my on-site observations of on-going programs. I am grateful also to Louanna Bouchor, who typed this manuscript.

L. P. B.

CHAPTER I
INTRODUCTION

The transition of our country from a rural society to an urban society has brought along with it new and serious problems for the police. Even though many of the problems that arise in the community are not the primary responsibility of the police, there is a tendency for the public to turn to the police for a solution, or at least control. Such dramatic social changes have vast implications for reappraisals of our traditional concepts of the role of law enforcement agencies.

It is not unusual to hear people say, "The sense of community life is slowly fading away." The same people who once rushed to the large urban centers are now fleeing to the suburbs in search of their own private utopia. In doing so, the picket fence that physically separates their property also provides them with a psychological separation from their neighbors. Unlike yesterday, man does not know his neighbor, nor does he seek to know him. Impersonal relationships, marked by a search for self-identity through group association, characterizes the super-individuality of modern man.

The permissiveness of society has grown, with less social restraints placed upon man. Social discipline is being replaced by self-expression and one is relatively free to pursue his egocentric inhibitions with almost complete anonymity. Group solidarity has been replaced by formal, although impersonal contacts, vis-a-vis, one's occupational

subcultural group.

According to sociologists, the family, as a close knit social and economic entity has disintegrated. Agencies, both public and private, are relieving the family of its role of socializing, training, educating and disciplining its off-springs. Children grow up into self-oriented adults, viewing the world as competitive, impersonal and structurally irrelevant. The reaction of some has been to become "hippies" and give up on the struggle. Still others seek to bring about changes in the status quo-oriented "establishment" and support the "yippies." Both groups perceive the world as meaningless - containing nothing pure, nothing good, and nothing worth saving. The retreat or the attack characterizes the inherent feeling of alienation.

Social disorganization has been aided by industrial advancements and economic achievements. Education is stressed as the foundation of success in this nation which prides itself on technological advancements. Yet education, in addition to providing man with a marketable ability, also enhances his horizons of inquiry. He begins to question what is right, what is virtue and what is ethical. Theories are developed and then replaced by new philosophical considerations. The questions are raised, scrutinized, but remain unanswered. The intellectual experiences produce the conclusion that good and bad - right and wrong - are all relative terms and can only be considered in context of one's personal preference.

In the midst of a society characterized by a chaotic social order modern man, like man before him, attempts to obtain a sense of self-identity. "Who am I" and "What am I," are questions considered by millions. Man may

find his life regimented by the clock, become an impersonal number or an invisible entity of modern computer technology. Life becomes an unfulfilled dream of self-importance and societal recognition. The external appearance may exhibit the role of contentment; but the internal psyche is that of turmoil. The factory worker may find solace in religion and project into the future, hoping to find his peace of mind in the hereafter. The business executive may find his refuge in the escaping illusion of chronic intoxication; thereby momentarily eluding the reality of his existence. The unemployed Black youth in the ghetto may release his frustrations by throwing a fire bomb and chanting the phrase, "Burn - Baby - Burn!" The college student may express his disapproval by maintaining, "Hell no, I won't go!" To others, life may present such a miserable prospect that he may think all others must certainly also be suffering and he comes to feel that, like himself, other people would rather be dead. So, with rifle in hand, he ascends to a rooftop.

This urbanized, existential society of conflicting values and interests is also characterized by differential means and opportunities. The American dream is usurped by the social reality of frustration and impotence. Success is promised to all, but the avenues to success are closed to many. Differential opportunities within our previously described complex social structure are conducive to deviate behavior. Thus, into the picture comes the authoritative machinery of the state which imposes controls on man's activities. This authority, established by law, is personified in the form of the policeman. He is the representative of a society that controls, directs and restricts the actions of man. He is the anthropomorphic representative of societal control.

In the eyes of certain enclaves of the community, he represents the "thin blue line" between chaos and stability. To others he is not seen as the protector; rather the oppressor who enforces the dictates of the "establishment."

Placed in the middle of these two opposing forces - those who demand changes and those who want to maintain the status quo - and yet representing, psychologically if not physically, the visual authority of the state, the police have engaged in the development of the emerging science of police-community relations. To many, police-community relations is the most promising and challenging function currently confronting local law enforcement agencies.

Since this aspect of police work is relatively new, the first structured program being developed slightly over a decade ago, it remains one of the least codified functions of police work. The recent establishment of police-community relations programs have developed within individual police departments, isolated from any form of collective collaboration. Consequently, police-community relations programs have developed without any universal uniformity.

Each agency that has established a police-community relations program generally reports varying degrees of success. Usually the claims of success are made by the agency itself, without any formal system of program evaluation. Consequently, there exists a dire need for a system to formally evaluate police-community relations programs.

The primary objective of this research project has been to develop a set of criteria for evaluating police-community relations programs. This objective resulted from the following observations:

1. Much has been written on the need for good police-community relations.
2. Ample information is available on the theory of police-community relations.
3. Less information is available regarding on-going police-community relations programs.
4. With few exceptions, very little work has been done in the area of evaluating the effectiveness of police-community relations programs.

The objective of this project was not to develop criteria for evaluating the over-all relationships between the police and the public, but to devise criteria which could be used to evaluate the specialized programs that have been developed to better this relationship.

This study was started with the realization that the development of criteria for evaluating police-community relations programs is not a simple matter. It is not simple because police organizations and their interaction in the total social structure constitute a complex relationship which does not allow for laboratory experimentation. Furthermore, the complexity of community problems that effect the relationship between the police and the public and the diversity of responsibility in solving these problems serve to complicate the evaluation process. Nevertheless, we feel that the development of an evaluation matrix would fill an obvious void in the emerging science of police-community relations.

The secondary objective of this research project was to develop criteria for the establishment of police-community relations programs which could be used as a model for any police agency.

In developing a hypothesis for this project, the working assumption was that police agencies are establishing and operating community relations programs without any empirical evidence to show the effectiveness of such programs. For example, during the early stages of this project several things became immediately obvious. First, with a few notable exceptions, very little attention has been devoted to evaluating police-community relations programs. Several projects have been directed toward evaluating the overall relationship between the police and the community, but only a few projects have been directed toward evaluating the effectiveness of the individual program components.

Second, little is actually known about the effectiveness of the various police-community relations programs that have been implemented. Many department's police-community relations programs are very impressive on paper, but upon viewing them in operation, they present a different picture. This is true even though many police officials express enthusiasm about the effectiveness of their programs. For example, the International City Manager's Association conducted a survey in which they asked police officials what accomplishments have resulted from their programs. ICMA categorized the results as follows:¹

1. An easing of community tensions which existed prior to the creation of the program.
2. The elimination of public apathy regarding their neighborhoods and the entire community. Citizens developed a better understanding of community responsibility and, thus, became more actively involved in community activities.

¹J. Robert Havlick, "Police-Community Relations Programs," Management Information Service (Washington, D.C.: International City Manager's Association), Report No. 286, November, 1967, p. 17.

3. The establishment of communication between the police department and individuals and groups in the community.
4. A better understanding of the laws of the community and the means by which they are enforced was developed on the part of the people.
5. Work with young people greatly reduced the frequency of juvenile delinquency in many communities.
6. Policemen themselves feel that the program caused their in-service training to be intensified with the result that they better understood the community and their own role in it.
7. Complaints of "police brutality" decreased and those that do occur are investigated more completely than previously. The latter helps to create a sense of trust toward the police department on the part of the citizen.
8. In some communities, actual physical violence in the form of riots has been diverted by the activities of the community relations unit.
9. Police intelligence has become more reliable as the distrust of the community is dissipated.
10. Traffic fatalities and injuries in many communities have diminished as a result of more citizen attention to safety campaigns.
11. Idle boys and girls have been taken off of street corners and organized into social and athletic groups with community supervision.

The writer's personal experience as director of a police-community relations unit and his observation of other programs throughout the nation indicates that the above listed "results" have not been empirically proven. They could, however, be classified as goals of police-community relations programs. Even here, as shall be discussed later, some of the expressed results should not even be considered attainable goals, i.e., police intelligence and riot prevention. In essence, the above listed "results" at best can only be considered a subjective expression of successful police-community relations activities.

Third, many police departments are beginning to ask if their community relations programs are really effective. Frequently, this question is raised in context of cost-benefit analysis. That is, does the program or programs warrant the amount of effort, time and money expended upon it. This question is posed as a sincere desire to obtain the maximum benefit from the limited resources available.

Fourth, the establishment of police-community relations programs by many departments has been accomplished by observing what other cities were doing and attempting to apply similar methods or programs in their cities. The obvious implication here is the need for a set of flexible guidelines to assist police departments in establishing community relations units.

And finally, most police departments evaluate their police-community relations programs only on a statistical basis. This is evident by reviewing the annual reports of various department's community relations units. Generally, the success of the programs are implied in statistical data, e.g., number of speeches given, number of persons contacted, etc. This fact drastically points out the need for this project, vis-a-vis, the development of criteria for program evaluation.

CHAPTER II
METHODOLOGY

Data for this study was collected over a period of three years. The actual formulation of the research design and the actual research, however, was conducted in the summer of 1969.

For this project, we have defined police-community relations as the process whereby the police work in conjunction with the community to discover the problems that cause friction between the two groups and then working together to solve these problems. Inherent in this definition is a meaningful relationship between the police and the public. By defining police-community relations as a meaningful program designed to identify and solve problems, we assumed that very few such programs actually exist. The assumption was that many programs which are operated under the title of police-community relations are in fact public relations, crime prevention programs, or youth programs.

The overall research design for the project is set forth in the following outline. Basically, we used six different research techniques to focus on the publicized and the actual operations of police-community relations programs. The outline of the research method is, as follows:

A. Survey of the Literature

- 1. It has previously been stated that only a limited amount of material exists in the literature on evaluation of police-community relations programs.

However, the conclusion that there is no relevant material would be unjustified without a thorough search of the literature, even if it is not immediately relevant to this area of interest.

B. Structured Interviews With the Following:

- 1. Police-community relations practitioners
- 2. Police officials
- 3. Community leaders
- 4. Community residents

C. Recorded Group Meeting

- 1. A small group of police-community relations officers and police officials were brought together for a two-day "think-session." The purpose of this session was to exchange ideas and stimulate thought regarding the primary and secondary objectives of this project.

D. Non-Participant Observation

- 1. A select number of cities with on-going police-community relations programs were chosen for in-depth program observation.¹

E. Descriptive Study

- 1. The aim here was to obtain complete and accurate information about existing categories of police-

¹San Jose, California; St. Louis, Missouri; Chicago, Illinois; New York City, New York; Philadelphia, Pennsylvania; Washington, D.C.; Winston-Salem and Greensboro, North Carolina and Atlanta, Georgia.

community relations programs.²

F. Experience Study

1. Only a small proportion of existing knowledge and experience is ever put into written form. Many people, during their everyday experiences have had the opportunity to observe the effects of alternative decisions and actions with respect to the problems of police-community relations. This researcher had the experience of developing a police-community relations unit and his personal experiences were utilized in this project.³

It should be emphasized that the success of this study is attributable to the cooperation of numerous police departments and interviewees. It would not have been possible to make such a study without this cooperation. In every city visited, the police officials, community relations officers and community members were openly cooperative. After explaining the mission of the project, those interviewed were very candid in their remarks.

²This was accomplished by personal interviews and by examining written material which described the police-community relations programs of several cities not included in the on-site visits.

³This was done while the writer was Director of Police-Community Relations for the San Jose, California Police Department.

CHAPTER III
TERMINOLOGY AND PURPOSE

In the preceding chapter we offered our definition of police-community relations. It is, however, important to understand the difference between such terms as police-community relations, public relations, human relations, and intergroup relations. This Chapter will be devoted to term definition and the purposes of police-community relations as a specialized police task.

Human Relations

Human relations is a relatively new field in the behavioral sciences that addresses itself to determining what people do and how they do it. Being new, it necessarily draws heavily upon the bodies of knowledge of the established social science disciplines which are concerned with human behavior (e.g., sociology and psychology). The ultimate aim of human relations is to improve human behavior, vis-a-vis, interpersonal and intergroup relationships.¹ From this broad and all encompassing definition, human relations can be considered the umbrella under which intergroup relations, police-community relations and interpersonal relations all operate.

¹Charlotte Epstein, Intergroup Relations for Police Officers (Baltimore: The Williams & Wilkins Company, 1962), p. 6.

Intergroup Relations

Intergroup relations is a part of human relations and concerns itself with conflicts between groups and individual members of groups. "Understanding conflict, resolving it, and using it creatively are all the concern of intergroup relations."² There are some writers who treat the terms intergroup relations and interpersonal relations as though they were different. Practically, however, both involve the understanding of conflict, which in turn, provides the foundation for developing meaningful programs in police-community relations. Intergroup relations addresses itself to group conflict and interpersonal relations is concerned with conflict between individuals who belong to different groups.

Police-Community Relations

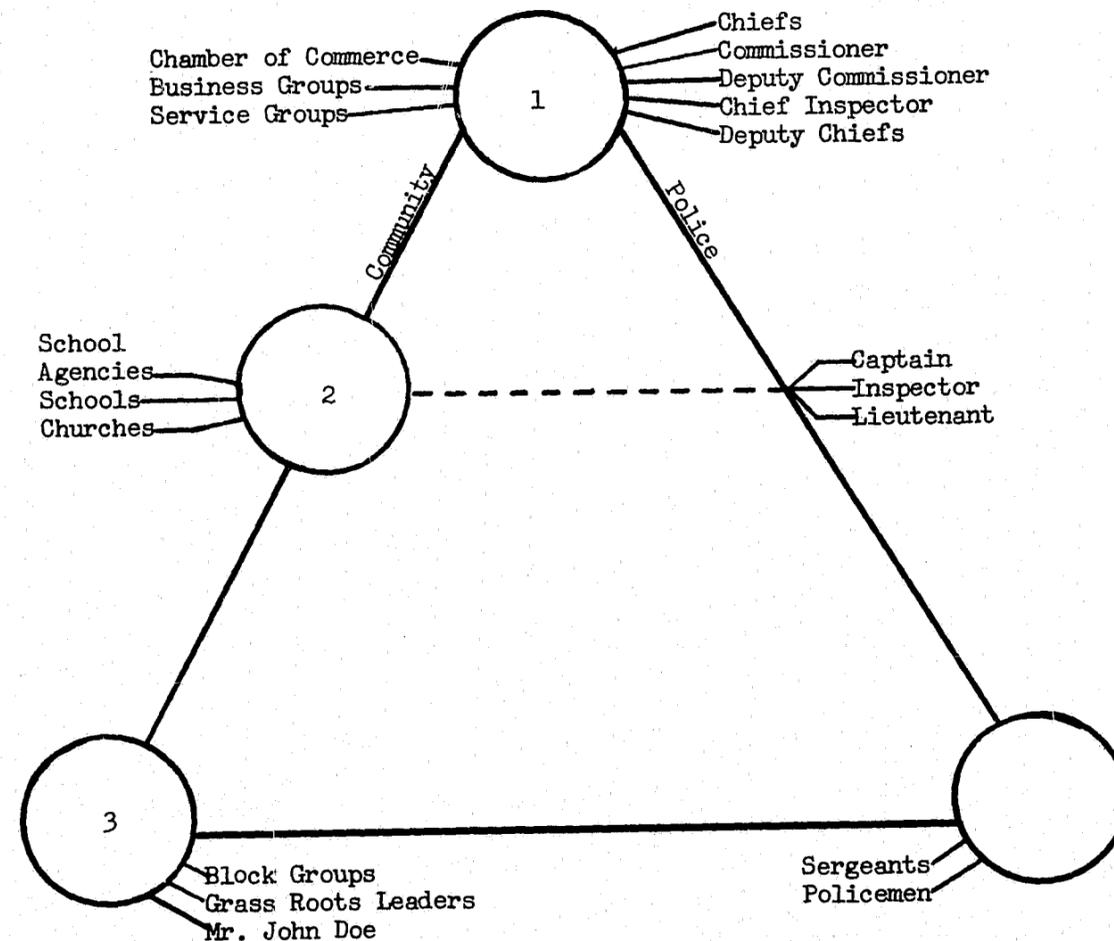
In its broadest context, the term police-community relations refers to all contacts between the members of a police agency and the residents of the community it serves. Cutlip and Center define a community as: ". . . not only individual persons but the organizations and institutions in which they associate."³ Members of a police department can be defined as all of the agency's sworn personnel, from the chief to the patrolmen. Defining police-community relations in the context of these meanings, it would then describe all contacts which the police have with the public, whether the contact be formal or informal. It would refer to the chief of police addressing a civic club luncheon,

²Ibid.

³Scott M. Cutlip and Allen H. Center, Effective Public Relations: Pathways to Public Favor (New York: Prentice - Hall Inc., 1952), p. 3.

as well as the patrolman's contacts with individuals on his beat.

Allen B. Ballard, former Chief Inspector, Community Relations Unit, Philadelphia Police Department, graphically illustrated a three-level scheme showing how all ranks of a police department relate to all segments of the community:⁴



⁴A. F. Brandstatter and Louis A. Radelet, Police and Community Relations: A Sourcebook (Beverly Hills: The Glencoe Press, 1968), p. 356.

Such a scheme, however, should not restrict the upward and downward relationship outside of the three-level structure. For example, the Chief of Police has as much of a responsibility to establish a good working relationship with "Grass Roots Leaders" and "Mr. John Doe" as he does with the "Chamber of Commerce" and "Business Groups." By the same token, the sergeants and patrolmen should not be restricted from being exposed to the categories depicted at Level 1.

In context of this definition, every member of a police department is considered to be a police-community relations officer. Recently, however, it was realized that what was considered to be everyone's duty turned out to be no one's responsibility. Consequently, many police departments have established specialized police-community relations units specifically to deal with the pressing problems of the police relationship with the community. In defining police-community relations in context of a specialized police unit, the St. Louis Police Department, the first department to establish a police-community relations unit, lists the basic objectives of its program as reducing and preventing crime in its city "through joint police-community cooperation and to improve inter-group relations in the community."

The San Francisco Police Department states,

The true meaning of the term police-community relations, as we interpret the term here in San Francisco, is embedded in a myriad of functions that we not normally perceive as part of the customary police mission . . . a police-community relations program in its finest sense concentrates its efforts and services in reaching the unreachable.⁵

⁵"Police-Community Relations - The San Francisco Program," an unpublished report by the San Francisco Police Department, January, 1967.

According to Police Chief Thomas Cahill,

The real objective of a police-community relations program is to focus the community on the mobilization of its resources, and to call for the organization of services that can deal with the marginal conditions of subculture groups.⁶

The San Jose, California Police Department is defining its police-community relations program states,

Police-community relations is not a magic formula offering a solution for the ills of society. Rather, it is a means by which the police along with other public and private agencies and individuals in the community can recognize the needs and responsibilities to work together for the common good.⁷

More specifically, police-community relations in San Jose involves basically the following:

1. Working with the community in solving community problems.
2. A day-by-day relationship between the police and the public.
3. An on-going dialogue between the police and the public. This involves meeting with groups, individuals, organizations, or committees and explaining the role of the police in the community.
4. Identifying the informal means of organization. This makes reference to groups such as gangs who constitute an informal organization. These groups must be recognized and a relationship established with them.

The important element of police-community relations, as seen by

⁶Thomas Cahill, "The Police and Community Tensions," an unpublished report on police and community relations within the San Francisco Police Department, no date.

⁷Lee P. Brown, "Dynamic Police-Community Relations at Work," The Police Chief, Vol. XXXV, No. 4, April, 1968, p. 48.

the San Jose Police Department, is getting to know people and talking with them about one another's problems and then working together to solve these problems. The aim of the San Jose program is to reconcile communication with action, theory with practice; thereby making the police a part of and not apart from the community it serves.

The Winston-Salem, North Carolina Police Department describes its program as an ". . . integrative function of police work." The Community Service Unit of that Department has a three-fold purpose:

(1) To find people in need, (2) to direct them to those agencies or community resources where the need can be met, and (3) to search out those things which are conducive to crime and see that they are rooted out of the community.⁸

The National Center on Police and Community Relations at Michigan State University, with over fifteen years of experience in this field, developed the following definition of police-community relations:

Police-Community Relations in its generic sense means the variety of ways in which it may be emphasized that the police are indeed an important part of, not apart from the communities they serve. Properly understood, Police-Community Relations is a concept for total police organization, functionally speaking -- a total orientation, not merely the preoccupation of a special unit or bureau within the department. It bears upon administrative policy, it bears upon planning and research, and perhaps more significantly, it bears upon line service through the uniformed patrol division. In short, Police-Community Relations, ideally, is an emphasis, an attitude, a way of viewing police responsibilities that ought to permeate the entire organization. Every major issue in American law enforcement today is, in a substantial sense, a challenge and an opportunity in terms of Police-Community Relations. For it is only in an effective partnership of police and community that there is any prospect of dealing constructively

⁸"Community Service Unit Newsletter," Winston-Salem, North Carolina Police Department, May 10, 1968, p. 1.

with these issues.⁹

It becomes readily obvious that the term police-community relations has a different meaning to different people. Since the primary purpose of this research project is to develop criteria for evaluating police-community relations programs, it is necessary to first of all explicitly define what we are talking about.

We find the broad definition of police-community relations - referring to all contact, be they formal or informal, between the police and the people they serve - as being inadequate. The establishment of police-community relations units is in itself a tacit admission that the definition with its all encompassing sharing of responsibility is not accomplishing its mission.

In light of the rejection of the above definition it is necessary to define the term police-community relations in context of specialized units who have the primary responsibility of developing police-community relations programs. Therefore, in context of specialized police-community relations programs, we have developed the following definition.

Police-community relations is defined as the process by which the police work in conjunction with the community to identify the problems that cause friction between the two groups and then the working together to solve these problems. This entails a meaningful relationship between the police and the community. For example, a meaningful police-community relations effort would be a case where the police went into a neighborhood and openly met with the residents in an effort to determine what

⁹Supra, Note 4, no page.

they saw as being the problems involving the police and that particular enclave. This does not mean that the police are going to tell the residents what the problems are; rather the police are going to listen to the residents tell them what the problems are. After identifying the problem, the police would then take steps to solve it. For purposes of illustration, let us say that this particular neighborhood was concerned about a specific police practice such as field interviews. The police would then assess their field interview procedures to determine if they are in fact a source of irritation to the residents. If so, the police would not make excuses to justify this source of irritation, but would change their practice in order to alleviate the problem.

The essence of this definition is there would be a meaningful and not superficial relationship between the police and the public designed to identify problems and then find viable solutions. Inherent in this definition is the necessity for the citizens to have an input into the policies and procedures of the police department. For a police-community relations program to be meaningful, "some citizen input into the policies of a police department is needed."¹⁰ This philosophy was postulated by Thomas Reddin while he was Chief of the Los Angeles Police Department:

Your Community Relations programming must provide an essential ingredient. That ingredient is the opportunity for the community to exert constructive influence on the aspirations of this Department. We need to examine our operations from the point of view of the resident of the community. We must make our policies and practices more understandable, and thus more acceptable. It must

¹⁰Interview with Chief of Police Jerry Wilson, Washington, D.C. Police Department.

be a two-way process, though, because the members of our community need to know more about the nature of the police task -- more about the reason for Departmental policies and practices -- more about those things which daily confront our officers. Our experiences during the last year indicates that there are phases of our operations which have implications to the citizen that are not apparent to us. Some of these engender misunderstanding.¹¹

An examination of the various programs operated throughout the nation under the title of police-community relations revealed that they are not in fact police-community relations programs under our definition; rather many are public relations, crime prevention training or youth programs.

Public Relations

A review of the literature would reveal that public relations, in its broadest sense, is a way of making the public aware of what the agency is doing, why it is doing it, whom it serves and how it contributes to the welfare of the community as a whole.

Public relations for the police involves planning and conducting activities in such a manner as to give the department a good reputation with the public. According to Richard L. Holcomb:

Actually, the fundamental principle of good public relations can be summed up very briefly. It amounts to doing a good, efficient job in a courteous manner and then letting the public know about that job.¹²

In context of the above meaning, public relations does play an important role for the police in that it helps to win recognition, status,

¹¹Thomas Reddin, "1968 - The Year of Total Community Involvement," mimeo, no date, p. 8.

¹²Richard L. Holcomb, The Police and the Public (Springfield: Charles C Thomas, Publisher, 1954), p. 6.

and helps to gain support for the department. Similar to business and industry, police departments have come to realize that it is not sufficient to just do a good job, the public must constantly be informed of its good performance. That is the role of police-public relations.

Police-Community Relations Vs. Public Relations

From the above definitions we can see that police-community relations and police-public relations are not analogous. The main difference relates to the objective of the two concepts and the degree and extent of community involvement. Public relations can be likened to a one-way street whereby the police department attempts to project a good image to the public. It carries with it the inherent hazard of becoming a "selling job" that may sometimes reflect to the public a false image.

Police-community relations, on the other hand, is like a telephone, not a broadcasting system - it is a means for two-way communication. Police-community relations is a sincere effort on the part of the police to develop mutual understanding. From this understanding will develop an atmosphere conducive to a good day-by-day relationship between the police and the community.

Although police-community relations and police-public relations differ in their involvement and approach to the community, they should not be considered opposing forces; rather, the two should compliment each other. The important thing to remember is that there is a difference and police-public relations will not allow for problem solving nor be

acceptable to the sub-cultural groups who possess the problems unless there exists an effective police-community relations program.

Purpose of Police-Community Relations

Fragmented programs in police-community relations date back over a quarter-century. Structured programs, however, have a history of less than fifteen years. The National Center on Police-Community Relations at Michigan State University have listed the purpose of police-community relations as follows:¹³

1. To encourage police-citizen partnership in the cause of crime prevention.
2. To foster and improve communication and mutual understanding in the relationship of the police with the total community.
3. To promote interprofessional or teamwork approaches to the solution of community problems, and to stress the principle that the administration of criminal justice is a total community responsibility.
4. To enhance cooperation in the relationship of the police with other members of "the family" in the administration of criminal justice, specifically the relationships among and between the police, prosecution, the courts and corrections.
5. To assist police and other community leaders in an understanding of the nature and causes of increasingly complex problems in people-to-people relationships, and especially to improve

¹³Supra, Note 4, no page.

police-minority group relationships, and finally,

6. To strengthen in every possible way practical implementation of the principle of equal protection under the law for all persons.

In pursuing these purposes, Radelet makes some basic assumptions relating to police-community relations:

For example, it is assumed in current programs and projects in this field that police participating in such programs are keenly interested in the professional development of law enforcement. It is assumed that "the product" of law enforcement in the free society is properly the concern and responsibility of all segments of the community - not simply the police. It is assumed that no one type or group of community leaders interested in complex community problems have a monopoly of information or knowledge, or experience, either in search for causes of, or in movement toward possible remedies for, these knotty problems. It is assumed that police participation in community affairs, in a manner appropriate to their function does not transform the police into "social engineers" or professional "do-gooders." It is assumed that current problems in race relations and the so-called civil rights revolt, the police role in community conflict, police relationships with minority groups, etc., have an exceedingly important place in any police and community relations program.¹⁴

An effective police-community relations program, therefore, is one which deals with the prevailing problems of the agency's community. We will readily admit that the police are not the cause of social problems. The police did not invent ghettos. The police did not institute a system of poverty, segregation, discrimination, poor housing, or inadequate education. Yet these are the pressing problems of our cities. These are the problems that have prompted the President's Commission on Civil Disorders to warn: "Our nation is moving toward two nations, one

¹⁴Louis A. Radelet, "Current Developments in Police-Community Relations Nationwide," Jephtha S. Rogers, ed., Proceedings of Police Administrators Conference on Community Relations (Washington, D.C.: International Association of Chiefs of Police, 1966), p. 3.

Black, one White - separate and unequal." These are, in effect, the real problems of our society. These are the problems which, if not corrected, will eventually evolve into police problems. Consequently, the purpose of an effective police-community relations program should be to mobilize the total community resources to solve these problems. Police-community relations alone will not solve the problems. At best, an effective police-community relations program can only give society time to correct the deplorable conditions which exist. A police-community relations program can be deemed successful only if it benefits the community. The latent effect of such a program will be benefits for the agency itself.

In addition to involvement in the community, a police-community unit can do much internally to improve police and community relations. Just as we have offered a new definition for the term police-community relations, we also offer a new purpose for specialized police-community relations units. In doing so, let it suffice at this point to say that the many programs developed, implemented and operated under the title of police-community relations have not made a significant change in the overall relationship between the police and the various enclaves who are at odds with the police. This point will be dealt with in more detail in the chapters that follow.

Consequently, we feel that the greatest benefit from a police-community relations unit will be derived from what it does internally. The purpose of a police-community relations unit should be (in addition to its work in the community) to bring about changes in the existing policies and procedures that exhibit themselves in a dual standard of

justice. As stated by William J. Osterloh:

A police-community relations unit should represent much more than an inconspicuous and unimportant appendage of a department, a modest unit which seemingly apologizes for its existence from the quietude of the administrative sidelines.¹⁵

As such, the police-community relations unit should have as its purpose to serve as the eyes and ears of the police department to identify police practices that create hostility and then assist in alleviating these practices by being intimately involved in the departmental administrative and policy-making activities. We submit that if this was the main purpose of police-community relations, great gains would be made toward bettering the relationship between the police and the public.

¹⁵William J. Osterloh, "San Francisco Police-Community Relations in 1968," mimeo, no date, p. 2.

CHAPTER IV HISTORY OF POLICE-COMMUNITY RELATIONS

Conflict between the police and the public is not new to the American scene. Quite to the contrary, it is safe to say that the problems of police-community relations began even before this country established its first full-time, salaried police force. For example, over 150 years ago (around 1815) a prominent politician in Boston wrote on the subject of police forces:

If there ever comes a time when Americans have to have in their cities a paid professional police force, that will be the end of freedom and democracy as we know it.¹

Police forces as we know them today were not established in America until around 1840. Until that time law enforcement, even though our country was a much more violent one than European countries, was considered a responsibility of the total community. When police departments were established, they were objects of disrespect and held in low esteem. During that time it was assumed that anyone in governmental employment ought to serve only a limited term. It was in this atmosphere that the American police system had its beginning.

The police in our past seemed like a foreign invention imported from abroad, un-American, and generally held in low status in the society. The police force was frequently the scapegoat for

¹Oscar Handlin, "Community Organization as a Solution to Police-Community Problems," Police and the Changing Community: Selected Readings, Nelson A. Watson, ed. (Washington, D.C.: International Association of Chiefs of Police, 1965), p. 107.

all sorts of other difficulties and it did not seem to be the agency by which the community could make its will for the respect of law felt.²

The first police forces established in the mid-1800's were plagued with many problems, many of which confront the police of the Twentieth Century.³ Their salaries were low, consequently, they were unable to attract a high caliber of men. They were not respected, and often with good reason, since they were far from being successful. "The aim of the police departments was merely to keep a city superficially clean and to keep everything quiet . . ."⁴

Many of the problems that confronted these earlier police forces have been attributed to political control. "Political manipulation and law enforcement seem always to have been closely associated with the United States."⁵ The political influence exercised by the colonial sheriffs carried over into the metropolitan areas and resulted in:

Rotation in office enjoyed so much popular favor that police posts of both high and low degree were constantly changing hands, with political fixers determining the price and conditions of each change . . . The whole police question simply churned about in the public mind and eventually became identified with the corruption and degradation of the city politics

²Ibid, p. 108.

³For a history of the development of police forces, see William G. Carleton, "Cultural Roots of American Law Enforcement," Current History, July, 1967, pp. 1-7, 49.

⁴Arthur M. Schlesinger, Sr., "The Rise of the City, 1878-1898," A History of American Life in 12 Volumes, Vol. X, Arthur M. Schlesinger, Jr. and Dixon Ryon Fox, eds (New York: The McMillan Company, 1934), p. 115.

⁵Bruce Smith, Police Systems In the United States (New York: Harper and Brothers Publishers, 1949), p. 4.

and local governments of that period.⁶

Recently, a number of studies have been conducted which have shown that a majority of the public now have a rather high opinion of the police.⁷ The fact that the vast majority of the general public expressed a high opinion of the police was contrary even to the beliefs held by many policemen. For example, in a national survey conducted for the President's Crime Commission (1966) by the National Opinion Research Center, only 8 percent indicated that they thought the police were doing a poor job of enforcing the law.⁸

Taken alone, the results of these studies would tend to give the impression that there is no real crisis in police-community relations.

⁶Bruce Smith, Sr., Police Systems in the United States (2nd rev. ed., New York: Harper and Brothers, 1960), pp. 105-106.

⁷See for example, Joint Commission on Correctional Manpower and Training, The Public Looks at Crime and Corrections (Washington, D.C.: Joint Commission on Manpower and Training, 1967); The University of California at Berkeley, The Police and the Community, Field Survey IV, a report submitted to the President's Commission on Law Enforcement and Administration of Justice (Washington, D.C.: U.S. Government Printing Office, 1966); Michigan State University, A National Survey of Police and Community Relations, a report submitted to the President's Commission on Law Enforcement and Administration of Justice (Washington, D.C.: U.S. Government Printing Office, 1967); National Opinion Research Center, A National Sample Survey Approach to the Study of the Victims of Crime and Attitudes Toward Law Enforcement and Justice (Chicago: unpublished, 1966); Gallup Poll, Tabulation Request Survey, AIPO No. 709, prepared for the President's Commission on Law Enforcement and Administration of Justice, 1966; Bureau of Social Science Research, Salient Findings on Crime and Attitudes Toward Law Enforcement in the District of Columbia, a preliminary technical report submitted to the U.S. Department of Justice, Office of Law Enforcement Assistance, 1966; Louis Harris, "Eye-For-An-Eye Rule Rejected," The Washington Post, July 3, 1966, Sec. E, p. E-3, col. 4.

⁸National Opinion Research Center, "A National Sample Survey Approach to the Study of the Victims of Crimes and Attitudes Toward Law Enforcement and Justice" (Chicago: unpublished, 1966), p. 1.

This obviously is not the case, which is evident by the response of non-whites, young people and the poor to questions posed about law enforcement:

The NORC survey shows that non-whites, particularly Negroes, are significantly more negative than whites in evaluating police effectiveness in law enforcement. In describing whether police give protection to citizens, non-whites give a "very good" only half as often as whites and give a "not so good" rating twice as often. These differences are not merely a function of greater poverty among non-whites; they exist at all income levels and for both men and women.⁹

Edwards clearly described this situation when he pointed out, "The relationship between the police and minority groups in big-city ghettos is one of the sorest spots in American life today."¹⁰ Edwards cites two facts to support this statement:¹¹

First, the civil rights movement has decreased Negroes' tolerance of indignities inflicted by the police, and has greatly intensified the demand for equal law enforcement.

Second, every time illegal violence is employed against . . . (Negroes), it increases animosity against police officers everywhere.

This position was further supported by the National Advisory Commission on Civil Disorders when it reported:

The abrasive relationship between the police and minority communities has been a major - and explosive - source of grievance, tension and disorder. The blame must be shared by the total society . . . The police are faced with demands for increased protection and service in the ghetto. Yet the

⁹President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D.C.: U.S. Government Printing Office, 1967), p. 146.

¹⁰George Edwards, The Police on the Urban Frontier - A Guide to Community Understanding (New York: Institute of Human Relations Press, 1968), p. 2.

¹¹Ibid, p. 17.

aggressive patrol practices though necessary to meet these demands themselves create tension and hostility.¹²

In addition to the increasing polarity between the police and the Black Community,¹³ friction also exists between the police and the youth. For example, in a 1965 Gallup poll, 57 percent of the respondents in the twenty - twenty-nine age bracket said they had a great deal of respect for the police; 31 percent some respect; 8 percent hardly any; and 4 percent didn't know.¹⁴

The third critical area in police-community relations centers around the relationship between the police and the poor. Two recent polls showed that low-income people generally have less respect and less favorable attitudes toward the police than more affluent citizens.¹⁵

The situation has developed where certain subcultural groups within the society have increasing disrespect for the police. "The fact that the police can no longer take for granted that non-criminal citizens are also non-hostile citizens may be the most important problems

¹²Report of the National Advisory Committee on Civil Disorders (Washington, D.C.: U.S. Government Printing Office, 1968), p. 8.

¹³There have been various publications which illustrate the conflict between the police and the Black Community. See for example, Paul Jacobs, Prelude to Riot: A View of Urban America from the Bottom (New York: Vintage Books, 1966); Robert Conot, Rivers of Blood, Years of Darkness (New York: Bantam Books, 1967); John Hersey, The Algiers Motel Incident (New York: Bantam Books, 1968); J.E. Curry and Glen D. King, Race Tensions and the Police (Springfield: Charles C Thomas, Publisher, 1962); and Juby E. Towler, The Police Role in Racial Conflicts (Springfield: Charles C Thomas, Publisher, 1964).

¹⁴Gallup Poll, "Tabulation Request Survey AIPO No. 209" (prepared for the President's Commission on Law Enforcement and Administration of Justice, 1966), p. 13.

¹⁵See for example, Supra, Note 8 at Table 8-1 and Ibid, p. 15.

which even the technically proficient department must face."¹⁶

There is a general tendency to say that the aforementioned groups (minority, youth and poor) are estranged or alienated from the social norms because they do not conform with the opinions held by the general community. It has been suggested that this estrangement, this alienation, should be regarded in a different way.¹⁷

It will profit us . . . to examine the agencies, institutions, and organizations to which we subscribe, and to apply the notion, which we are applying to individuals, to the institutions themselves. I think it might be properly suggested that even as we speak of persons as being estranged and alienated from the conventions and norms of society and from its institutions. For it can be seen that the institutions are not necessarily as one with the changing social scene. They do not reflect in themselves the trends, and so there are, indeed, stresses in education . . . There are stresses in law enforcement. It is these crises and the dilemma of our traditional services which need to be made explicit.¹⁸

In analyzing the increasing polarity between the police and the public, it is not sufficient to merely focus upon the attitudes of the public toward the police, it is also necessary to examine the police attitudes. One of the first sociological studies done on the police describes a close-knit group set apart from and at odds with the public:

(The policeman) regards the public as his enemy, feels his occupation to be in conflict with the community, and regards himself as a pariah. This experience and these feelings give rise to a collective emphasis on secrecy, an attempt to coerce respect from

¹⁶James Q. Wilson, "Police Morale, Reform, and Citizen Respect: The Chicago Case," The Police: Six Sociological Essays, David J. Bordua, ed. (New York: John Wiley, 1967), p. 158.

¹⁷Joseph D. Lohman, "Current Decline in Respect for Law and Order," a speech delivered before the Section of Judicial Administration, American Bar Association, Montreal, Quebec, August 8, 1966.

¹⁸Ibid.

the public, and a belief that almost any means are legitimate in completing an important arrest.¹⁹

This feeling of being a pariah (on part of the police) was studied by Michael Banton in his observation of five police departments in Scotland and the United States.²⁰ He found, for example, that there was a relatively greater isolation of the British police than the American police.

American police may seem isolated from the community to an American observer because he compares them with other occupational groups in the same society; they may at the same time seem to be an outsider much less isolated than policemen in other societies.²¹

Even so, the police in America do feel isolated from the larger society. Consequently, they develop a close group solidarity which is characterized by a strong "we vs. they" attitude.²² The police complaints against the public evolve around physical and verbal assaults on officers, interference and defiance with arrest procedures, unwarranted charges of police brutality and other misconduct, lack of respect, public apathy and noncooperation.²³

¹⁹William A. Westley, "Violence and the Police," American Journal of Sociology, Vol. LIX, July, 1953, p. 35. Also see, Westley, "Secrecy and the Police," Social Forces, Vol. XXXIV, March, 1956, pp. 254-257, and Westley, "The Police: A Sociological Study of Law, Custom and Morality," Ph.D. Thesis, Department of Sociology, University of Chicago.

²⁰Michael Banton, The Policeman in the Community (New York: Basic Books, Inc., 1964).

²¹Ibid., p. 215.

²²On this issue, see James Q. Wilson, "The Police and Their Problems: A Theory," Public Policy, Vol. XII, 1963, pp. 189-216; and Jerome H. Skolnick, Justice Without Trial: Law Enforcement in a Democratic Society (New York: John Wiley and Sons, 1966).

²³Nelson A. Watson, Police-Community Relations (Washington, D.C.

The demands made in the 1950's and early 1960's for the establishment of civilian review boards to handle citizen complaints against the police added emphasis to the police feeling of alienation from the public.²⁴ The police reaction to such demands have been both emotional and thoughtful. A statement made by Inspector Edward M. Davis of the Los Angeles Police Department, for example, captured the support of the authors of a leading law enforcement textbook:²⁵

The right to discipline carries with it the power to control the conduct, actions, and attitude of the employees of an organization. When the right to discipline is vested with management, management has the essential tool with which to obtain the desired behavior from employees. If, however, the ability to discipline employees is taken away from management, or if management must share this responsibility with some outside person or organization, management is then stripped of the most essential powers in the operation of any organization. When employees are subjected to disciplinary action from outside the organization, a fundamental rule of

International Association of Police Chiefs, 1966), pp. 34-36. Also for a discussion on police attitudes toward the public, see Donald J. Black and Albert J. Reiss, Jr., Studies in Crime and Law Enforcement in Major Metropolitan Areas, Field Surveys III, Vol. II, report prepared for the President's Commission on Law Enforcement and Administration of Justice (Washington, D.C.: U.S. Government Printing Office, 1967).

²⁴Many articles have been published discussing the pros and cons of police review boards. See for example, Henry J. Abraham, "A People's Watchdog Against the Abuse of Power," Public Administration Review, Vol. XX, 1960, pp. 152-157; William P. Brown, "The Review Board Proposals Do Not Go Far Enough," paper presented at the 71st National Conference on Government, New York, November 17, 1965; Lee P. Brown, "Police Review Boards: An Historical and Critical Analysis," Police, July-August, 1966; William H. Hewitt, "An Open Letter on Police Review Boards," Police, Vol. X, No. 5, May-June, 1966; "Administration of Civilian Complaints," Harvard Law Review, Vol. LXXVII, 1964, p. 499; and "International Association of Chief's of Police Position on Police Review Boards," The Police Chief, Vol. XXXII, No. 6, 1965.

²⁵A.C. Germann, Frank D. Day and Robert R.J. Gallati, Introduction to Law Enforcement and Criminal Justice, (Springfield: Charles C Thomas, 1968).

organization has been breached and the employee becomes confused, diffident, and inefficient.²⁶

In discussing the grievances of citizens toward the police, the President's Crime Commission did not recommend the "... establishment of civilian review boards in jurisdictions where they do not exist, solely to review police conduct."²⁷ The Commission did, however, state the need for procedures to be established to handle individual grievances against any governmental official:

Every jurisdiction should provide adequate procedures for full and fair processing of all citizen grievances and complaints about conduct of any public officer or employee.²⁸

The above recommendation paralleled the recent American interest in the Ombudsman concept as a means of citizen redress for grievances against governmental abuses.²⁹

²⁶Ibid, p. 215.

²⁷The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington, D.C.: U.S. Government Printing Office, 1967), p. 103.

²⁸Ibid.

²⁹A great deal of interest has been recently expressed in this country in the Ombudsman. See for example, Stanley V. Anderson, "Ombudsman Proposals: Stimulus to Inquiry," Public Affairs Report, Vol. VI, No. 2, April, 1965; Alfred Bexelius, a paper prepared for the United Nations Human Rights Seminar on the Effective Realization of Civil and Political Rights at the National Level (New York: United Nations, SO 216/3 (13) AME, 1967); Eugene J. Bockman, "Ombudsman," Municipal Reference Library, Vol. XL, No. 10, December, 1966; Walter Gellhorn, "Ombudsman in America," American Trail Lawyers, April-May, 1967; Donald C. Rowat, The Ombudsman, Citizen's Defender (London: George Allen and Unwin Ltd., 1965); Walter Gellhorn, Ombudsman and Others (Cambridge, Mass.: Harvard University Press, 1966); "Ombudsman, The People's Champion," American Bar Association Journal, Vol. LIII, January, 1967; and Kent W. Weeks, "A Comparative Analysis of the Civil Ombudsman Offices in Denmark, Finland, New Zealand, Norway and Sweden," reprinted by the Institute of Governmental Studies, University of California at Berkeley.

Stanley V. Anderson summarizes the Ombudsman concept as follows:

The Ombudsman is a grievance commissioner appointed by Parliament to investigate citizens complaints of administrative abuse. Anyone may complain, but the Ombudsman has complete discretion in deciding which cases to probe, including those which he initiates spontaneously. At the investigation, the Ombudsman may express an opinion, privately or publicly, as to the propriety of the governmental action. Following exposure, agents may change the challenged decision, revise the pertinent regulations, or bring disciplinary action against the erring official. The Ombudsman has no power, normally, to compel such a response. For the effectuation of his recommendations, he must rely on the persuasiveness of his views, the pressure of public opinion.³⁰

The obvious advantage of the Ombudsman concept is that it does not single out one agency (e.g., the police); rather covers all governmental agencies. Even so, police officials have opposed the idea with force equal to their opposition to the civilian review board. Thomas J. Cahill, Chief of the San Francisco Police Department had the following to say:

. . . I am unalterably opposed to an outside police review board. Let me add I am opposed to an outside police review board in any form. The ombudsman concept merely includes other agencies of government in addition to law enforcement. This does not change the picture; and, as I made my position clear when serving on the President's Commission on Law Enforcement and Administration of Justice, I am still opposed to an outside review board whether it stands out in bold relief itself, or whether it is contained and perhaps hidden in the ombudsman concept.³¹

The demands for outside review of the police may very well be defined as a case of "the chickens coming home to roost."³² Numerous studies, surveys and reports have revealed the many deficiencies in the

³⁰Stanley V. Anderson, "The Ombudsman: Public Defender Against Maladministration," Public Affairs Report, Vol. VI, No. 2, April, 1965.

³¹Letter to the writer from Chief Thomas Cahill, June 12, 1967.

³²For examples of police misconduct and a discussion of the issues, see Ed Gray, The Big Blue Line (New York: Coward-McCann, 1967).

police establishment. This is evident by the 1931 Wickersham Report, the 1961 United States Commission on Civil Rights Report, the 1967 Report on the President's Commission on Law Enforcement and Administration of Justice, and the 1968 Report of the National Advisory Commission on Civil Disorders. These reports all:

. . . point to the crude deficiencies that continue within the American police service. Ongoing outrages of inefficient, ineffective, illegal, immoral, noncompassionate, and irrational policing continue to blight the American civil landscape.³³

Even though the President's Crime Commission strongly pointed out the need for changes and experimentation in law enforcement, police administrators are slow to accept this need. As a matter of fact, there is strong evidence to indicate that many police administrators really do not want change. Thomas Reddin puts it this way:

Actually, law enforcement does a pretty good job of stifling creativity and encouraging conformity. A strong body of opinion exists that the conformist is the one who gets ahead. And let's not kid ourselves, many men make their way to the upper levels by pursuing conventional standard approaches. But a word of warning - where conformity is being accepted, or even encouraged, a lot of good talent goes into hiding and is being wasted. Too often, conformity to established thinking and procedure is considered the keystone of a smooth running organization. And, when you think of it, why not? Under such conditions, decisionmaking is routine. There will be no serious problems. Work performance will be adequate, though conventional. Leaders look good because all seems to be going smoothly. It appears that one would almost be a fool to experiment, encourage creativity, suggest changes and in so doing perhaps risk his reputation. But, as the doctrine of an organization, conformity can spell stagnation and a descent into mediocrity.³⁴

³³A.C. Germann, "The Problem of Police-Community Relations," a paper prepared for the National Commission on the Causes and Prevention of Violence, October, 1968, p. 3.

³⁴Thomas Reddin, "Are You Oriented to Hold Them?" The Police Chief, March, 1966, p. 18.

In his discussion of this "conformity syndrome," Arthur Niederhoffer states:

Having mastered the bureaucracy's promotional system, the professionals were gradually accepted into the outgoing establishment they were destined to replace. But as they became a part of it, they were conquered by it. They found it expedient to continue many of the policies of the former power structure, to temper idealism with a more conservative policy that would not rock the boat.³⁵

The current social revolution which is occurring in society is presenting new problems for the police. Joseph Lohman pointed out the importance of seeing the problems as they are posed in context:

The contemporary American revolution involves three factors: the explosive rate of population increase; the doctrine of civil rights, and ideological force which has no precedent in recent history; the impact of technology which is producing a shape of things for which we have not bargained and which is profoundly affecting many individuals. These tremendous changes are more than facts in themselves -- they are the condition for the creation of a new pattern of human relations in this country.³⁶

Many of the established institutions, and particularly the police, find it difficult to understand this new pattern. Generally, the police relationships are traditionally structured and are disposed to maintain the traditional structure.

As the complexity of our urban society increases, the black and white absolutes in which the police have traditionally dealt are becoming totally inadequate. Because the greatest part of police work is concerned with non-criminal matters, the police are confronted with a bewildering array of new problems for which their stereotyped views are hardly a match. Thus ill equipped to solve problems, the police have developed a vindictiveness toward those elements of society they feel are responsible for their plight.³⁷

³⁵Arthur Niederhoffer, Behind the Shield: The Police in Urban Society (New York: Doubleday and Co., Inc., 1967), p. 184.

³⁶Supra, Note 17 at p. 9.

³⁷William W. Turner, The Police Establishment (New York: G.P.

The police cry of "disrespect for law and order" stems from their failure to understand the new dimension of community life. Their attempt to maintain the status quo by repressive measures will not stop the social and political changes from occurring.

Just as police are not responsible for programs to change social mores, neither are they justified in taking steps to prevent such change. Police authority derives only from the law and not from social mores. Police are required to enforce the law but are not authorized to enforce social mores.³⁸

James Q. Wilson, who has made some valuable contributions to the literature on the police, aptly summarizes the law enforcement crisis:

The criticisms directed at the police are well-known and often sound, but conditions giving rise to these criticisms are frequently not well understood by the critic. For example, police departments are frequently charged with hiring unqualified personnel, suppressing or manipulating crime reports, condoning the use of improper or illegal procedures, using patrol techniques that create tensions and irritation among the citizens, and either over-reacting (using too much force too quickly) or under-reacting (ignoring dangerous situations until it is too late) in the face of incipient disorder. All of these criticisms are true to some extent, though the extent of the deficiencies is often exaggerated. But let us concede for the moment that they are all true. Why are they true?

Explanations vary, but commonly they are some variation on the "bad men" theme. Unqualified, unintelligent, rude, brutal, intolerant, or insensitive men, so this theory goes, find their way (or are selectively recruited into) police work where they express their prejudices and crudeness under color of the law. Though a few of the commanding officers of the department may try to improve matters, on the whole they are ineffective. At best they invent paper palliatives--empty departmental directives, superficial community relations programs, one-sided internal disciplinary units--which do little more than offer a chance for issuing favorable, but misleading, publicity statements about the "new look." And at worst, the

Putnam's Sons, 1968), pp. 20-21.

³⁸James Q. Wilson, Varieties of Police Behavior: The Management of Law and Order in Eight Communities (Cambridge, Mass.: Harvard University Press, 1968), p. 78; also see Jack J. Preiss and Howard Ehrlich, An Examination of Role Theory: The Case of the State Police (Lincoln, Nebraska: University of Nebraska Press, 1966).

theory continues, such administrators exacerbate tensions by encouraging, in the name of efficiency of anticrime strategies, various techniques, such as aggressive preventive patrol, that lead to the harassment of innocent citizens. The solution for these problems is clearly, to hire "better men"--college students, Negroes, men who can pass tests that weed out "authoritarian" personalities, and the like. And those on the force should attend universities, go through sensitivity training, and apply for grants to develop "meaningful" community relations programs.

Some critics go even further. Not only do the police fail to do the right thing, they systematically do the wrong thing. Not only do the police fail to prevent crime, the police actually cause crime. Not only do the police fail to handle riots properly, the police cause riots. Presumably, things might improve if we had no police at all, but since even the strongest critics usually recognize the need for the police under some circumstances, they are willing to permit the police to function provided that they are under "community control"--controlled, that is, by the neighborhoods (especially Negro neighborhoods) where they operate. If police departments are at best a necessary evil, filled with inept or intolerant men exploiting the fact that they are necessary, then the solution to the problem of abuse is to put the police under the strictest and closest control of those whose activities they are supposed to regulate.³⁹

The concept of community control of the police has become a topic of recent concern:

If it is so difficult to insure police fairness by rule - if, in short, so much must necessarily be left to police judgment - then let us, some say, reduce the scope of police authority or make it more subject to the control of those neighborhoods or groups most likely to experience a sense of injustice. Politics, in the broad sense of community involvement in policy making, will be used to achieve what administrative rationalization cannot. Adherents of this view propose giving a policy role to neighborhood organizations, developing citizen police patrols partly or wholly independent of the regular department, and utilizing more foot patrolmen under the control of local precinct stations and fewer radio car patrolmen centrally controlled.⁴⁰

At a recent conference co-sponsored by the Institute for Policy

³⁹James Q. Wilson, "Dilemmas of Police Administration," Public Administration Review, Vol. XXVIII, No. 5, September-October, 1968, p. 409.

⁴⁰James Q. Wilson, "Controlling the Police," Harvard Today, Autumn, 1968.

Studies and the Center for the Study of Law and Society of the University of California at Berkeley three major models for establishing community control over the police were discussed along with the difficulties and problems that would be encountered in such projects.⁴¹ Dante R. Andreotti, in discussing this subject states:

Great energy and political support would be required to create such models and such proposals would certainly be opposed by the police. Two selling points towards creating support for these models seem possible. The first is that decentralization and community control is valuable to all American communities for the sake of their own direct relations with the police. The second would be the urging of community control in black neighborhoods, either on the ground that black communities as a result of the emergence of a black "people," are morally and politically entitled to that control, or on the ground that achieving it will be the only way to protect the peace and order of the whole city . . . Neighborhood control over the police might or might not work. It might produce far more citizen cooperation with the police and far better control of crime or it might result in confusion and inefficiency. However, past performance dictates that something new must be tried. The notion of neighborhood control of the police should be no more frightening than neighborhood control over other aspects of government. Promising experimentation has already begun in the fields of education, youth and service programs, and economic development. Experimentation in community control with one or two police precincts should likewise be attempted.⁴²

The President's Crime Commission did not take a clear stand on

⁴¹Arthur I. Waskow, "Community Control of the Police," report of a Discussion Conference co-sponsored by the Institute for Policy Studies and the Center for the Study of Law and Society of the University of California (Berkeley), mimeographed and undated. For other models proposing community control of the police see, "Proposal for Limited Community Control of the Police," statement of D.C. Lawyer's Committee, mimeographed and undated; and a memorandum to the Washington, D.C. City Council, from Bruce J. Terris, Chairman, Democratic Central Committee, entitled "Program for Citizen Control of Two Police Precincts," mimeographed and undated.

⁴²Dante R. Andreotti, "The Future of Violence - Order or Repression," address delivered before the 1968 NAIRO Conference, Philadelphia, Pennsylvania, November 13, 1968.

this issue. It did, however, advocate "neighborhood committees" which ". . . would act as a real participant in police policy formation within the bounds of law . . ." ⁴³

The question of community control, similar to the question of civilian review boards, has broader implications than the issues themselves tend to point out. Consequently, by polarizing on the symptoms of the illness, the underlying causes are neglected. The crisis of law enforcement is really no different than the crisis in other social institutions. In fact, it might very well be only a reflection of what occurs in the larger society. Since the same social machinery that produces everyone else in a society also produces the police, it is logical to assume that the problems of the total society will be manifested in its policing function. The general "revolt of the clients," which is evident in education and welfare is also evident in law enforcement. The problems of society, as reflected in the problems of police and community relations, were recognized by Alexis de Tocqueville in his implicit warning that repressive forces will not provide a viable solution to the problems:

If ever the free institutions of America are destroyed, that event may be attributed to the omnipotence of the majority, which may at some future time urge the minorities to desperation and oblige them to have recourse to physical force. Anarchy will then be the result but it will have been brought about by despotism. James Madison, in the *Federalist*, states that "it is of great importance in a republic, not only to guard the society against the oppression of its rulers, but to guard one part of the society against the injustice

⁴³Supra, Note 9 at p. 158. Also, for an excellent discussion of decentralization, see Irving Kristol, "Decentralization for What?" *The Public Interest*, No. 11, Spring, 1968, pp. 17-25.

of the other part." ⁴⁴

The genesis of police-community relations as an organized and structured police function is of recent innovation. Nevertheless, the broad philosophy of police and community relations has a long history, reverting back as far as our law enforcement precedent in England. Although it would be impossible to pin-point an exact date in history and designate it as the beginning of police-community relations in the United States, we can safely say that the police became increasingly interested in race relations during World War I. It was during that period of history that the massive Negro migration from the South to the North began. It was also during that time that Arthur Woods wrote his classic *Policeman and the Public*. ⁴⁵

In 1931, the National Commission on Law Observance and Enforcement released its report, which at that time was the most comprehensive study ever done on law enforcement. The Commission's *Report on Police* did not deal with the problem of police-community relations, as we know it today, but did refer to immigrants and the foreign born as they effected the crime problem. The report did, however, stress the importance of recruiting minority group police officers because of their familiarity with the language, habits, customs and cultural background of the various ethnic groups. ⁴⁶

⁴⁴Alexis de Tocqueville, *Democracy in America* (New York: Vintage Books, 1945), Vol. I, p. 279.

⁴⁵Arthur Woods, *Policeman and the Public* (New Haven, Conn.: Yale University Press, 1919).

⁴⁶*National Commission on Law Observance and Enforcement* (Washington, D.C.: United States Government Printing Office, 1931).

In its conclusion, the Commission recommended that, "A crime prevention unit should be established if circumstances warrant this action and qualified women police should be engaged to handle juvenile delinquents and women's cases."⁴⁷ The Commission's concept of crime prevention did not envision the creation of police-community relations units as a method of preventing crime. Rather, it discussed the creation of crime prevention units for pre-delinquent youths or juvenile delinquents to prevent them from becoming adult criminals.

In 1940, Bruce Smith, in a study of American police systems, recognized the importance of police-community relations. Although he did not label it as such, he pointed out a principle which is still prevalent today:

It is not courtesy, but civility that our uniformed forces should cultivate, while the actual extent of civil rights violations and third degree practices is largely irrelevant so long as they do exist and are popularly believed to be both frequent and general. That belief will persist until the full, equal, and lawful enforcement of the law is freely accepted by police as their standard of performance and is consistently applied, year in and year out, as a matter of corps discipline and administrative routine.⁴⁸

Structured programs in the broad context of police-community relations began during World War II. These programs, however, were mainly training programs in human relations.

During World War II, however, numerous city police agencies began quite systematic approaches to the development of special training for police officers in the subject-matter of race relations, racial tensions, the police and minority groups, etc. Few of these programs dealt with tactics only. There was recognition of the

⁴⁷Ibid.

⁴⁸Bruce Smith, Police Systems in the United States (New York: Harper Brothers Publishers, 1949), p. 344.

importance of efforts to prevent overt violence. This meant a type of police training that included attention to the causes of interracial friction, attention to understanding somewhat better the groups involved in the struggle for justice in race relations, and attention to the responsibilities of the police service in these situations if performance was to be more professional. All of these dimensions represented something new for the police.⁴⁹

Joseph Lohman, late Dean of the School of Criminology, University of California at Berkeley, was a pioneer in this field. Lohman wrote one of the first books dealing with this subject entitled, The Police and Minority Groups.⁵⁰ This was a manual prepared for the Chicago Park District Police Department's Training School. This training manual (published in 1946) concerned itself with the police relationship with minority groups. The intent of the manual was spelled out in the preface:

The problem of the relations between various racial and nationality groups is one of major urgency throughout the world. The problem is especially critical in democratic countries. In a democracy like our own, the public agencies must be constantly alert to their responsibility in maintaining equal service for all groups at all times.⁵¹

This training program was the first of its type in the nation and concerned itself with:

1. Worldwide, national, state, city and neighborhood aspects of human relations.
2. Background and condition of racial, nationality, and religious tension.

⁴⁹Michigan State University, A National Survey of Police and Community Relations (Washington, D.C., U.S. Government Printing Office, 1967), p. 3.

⁵⁰Joseph D. Lohman, The Police and Minority Groups (Chicago: Chicago Park Police, 1947).

⁵¹Ibid.

3. The facts about race.
4. The social situations in which tensions arise, e.g., discrimination in employment, substandard housing, segregation, and discrimination in recreation and social activities.
5. The role of the police officer in dealing with tensions, e.g., crowd and mob behavior, rumor, etc.
6. The law and administrative controls as they affect human relations.

Two years previous to the publishing of Lohman's book (1944) the International Association of Chiefs of Police published a pamphlet entitled "The Police and Minority Groups,"⁵² This pamphlet was prepared by J.E. Weckler of the American Council on Race Relations in Chicago, and Theo E. Hall, Chief of Police, Wilmette, Illinois. The pamphlet was designed as "a program to prevent disorder and to improve relations between different racial, religious and national groups." It included a discussion of the 1943 Detroit riots in which thirty-five people were killed, the Harlem riot and the Pachuco riots in Los Angeles. The pamphlet concerned itself primarily with:

1. Method of officer conduct to prevent riots.
2. Police training in interracial relations.
3. The police role in preventing riots.

In 1946, the California Department of Justice, under Attorney General Robert Kenny, published a police training pamphlet entitled, "A

⁵²J.E. Weckler and Theo E. Hall, "Police and Minority Groups" (Chicago: International Association of Chiefs of Police, 1944).

Guide to Race Relations for Police Officers,"⁵³ which was prepared by Davis McEntire of the American Council on Race Relations. The forward of this pamphlet indicated that it was designed to ". . . offer peace officers, for the first time, a concrete practical guide for training in the vitally important field of race relations or, more accurately, the racial aspects of human relations." This training bulletin was geared for a ten-hour training course for police officers:

1. Police problems of minority group relations -- one hour.
2. Official attitude of police toward race relations -- one hour.
3. Prejudice -- one hour.
4. Basic facts about minority groups -- one hour.
5. Minority group behavior -- two hours.
6. Practical police methods in race relations -- four hours.

Also during the same year a pamphlet was published by Joseph T. Kluchesky, dealing with "Police Action on Minority Problems."⁵⁴

In 1949, the first Citizen's Advisory Committee was established in San Jose, California, by Chief of Police J.R. Blackmore. According to that Department's Annual Report:

The Citizen's Advisory Committee was organized so the police department could have the advantage of the counsel of a distinguished group of citizens informally representing many elements of the community.⁵⁵

⁵³Davis McEntire and Robert B. Powers, "Guide to Race Relations for Police Officers" (State of California: Department of Justice, 1946).

⁵⁴Joseph J. Kluchesky, "Police Action on Minority Problems" (New York: Freedom House, 1946).

⁵⁵San Jose Police Department Annual Report, 1967, p. 4.

During the summer of 1952, while associated with the University of Chicago, Lohman conducted a two-week seminar centered around The Police and Racial Tension. This seminar was attended mainly by police training officers representing over thirty police departments.⁵⁶

During the latter part of 1952, Milton Senn reported on the experiences of thirty police departments in the major cities throughout the United States who had training programs dealing with minority relations.⁵⁷

During the Korean conflict in the 1950's, Attorney General of California, Edmund G. Brown, published a pamphlet entitled, "Guide to Race Relations for Peace Officers."⁵⁸ The primary concern of this pamphlet was the attacks on minority group members by the white community.

In 1953, G.D. Gourley did an extensive survey of the public attitude toward the police in Los Angeles. The results of his study were published in the book entitled Police and the Public.⁵⁹

The 1954 Supreme Court decision on school desegregation, and the events leading up to that decision, "served as an additional impetus, for many a police agency to begin stirring in its peace-keeping responsibility."⁶⁰ For example, in April of that year, police chiefs from twenty-

⁵⁶ Supra, Note 49 at p. 4.

⁵⁷ Milton A. Senn, Study of Police Training in Minority Relations, Los Angeles County Conference on Community Relations, 1952.

⁵⁸ Emmet Daly, "Guide to Race Relations for Peace Officers" (State of California: Department of Justice, 1952).

⁵⁹ G.D. Gourley, Police and the Public (Springfield: Charles C Thomas, Publisher, 1963).

⁶⁰ Supra, Note 49 at p. 4.

seven major cities attended a conference in Philadelphia along with representatives from professional human relations agencies to consider "the potential for violence" which could result from that decision.⁶¹

Most of the foregoing training programs had one thing in common, they were programs geared for the police only, often taught by the police, tactically oriented and concerned exclusively with racial tension. None of the training programs involved the community and none attempted to work on socio-economic problems confronting the community. The programs did not attempt to establish communication between the police and the community (with exception being San Jose's Citizen Advisory Committee).

The National Conference of Christians and Jews (NCCJ) has been involved in a program of police-community relations since 1947. NCCJ was established in 1928 by a group of religiously motivated laymen who were concerned with the bigotry and hatred exhibited during the 1928 campaign of Alfred E. Smith. This group formed a civic organization to work through educational channels to combat bigotry, ignorance and misunderstanding. Their program is centered around five basic areas: (1) Inter-religious affairs, (2) Education, (3) Equal job opportunities, (4) Parent-youth training programs and (5) Police-community relations.

In 1947, NCCJ established a nation-wide program in police-community relations which involved specialized workshops and institutes, publication of papers on basic issues in law enforcement, consultative services for police departments and human relations training for citizens and the police through their seventy-five regional offices.

⁶¹ Ibid.

In 1955, NCCJ was instrumental in establishing the National Institute on Police and Community Relations which is held annually at Michigan State University. This Institute brings together, for a one-week period, both citizens and police to study the problems relating to police and community relations. The 3,000 graduates of the school have represented nearly every state in the nation.

In 1961, the School of Police Administration and Public Safety, under a grant from the Field Foundation, completed a national survey which involved 168 police agencies. The results of that study vividly pointed out the need for a National Center on Police and Community Relations.

In July of 1965, through a \$100,000 grant from the Field Foundation, the National Center on Police and Community Relations was established at Michigan State University as a part of the School of Police Administration and Public Safety in the College of Social Sciences. The functions of the Center are listed as follows:

1. Undertaking action-related research projects.
2. Preparing, publishing and circulating reports, manuals, pamphlets, booklets, and other literature in the field of its interest.
3. Developing and coordinating educational training programs.
4. Providing direct consultative service to interested police and community agencies and organizations.
5. Training young professionals for work in the field of police and community relations.

In 1964, the International Association of Chiefs of Police and the United States Conference of Mayors jointly conducted a national survey on "Police-Community Policies and Practices." The most important aspect of this study was that it revealed the small number of police departments having formalized police-community relations units.

The survey revealed that 46, or less than one-third, of the responding primary study group departments have developed extensive police-community relations programs. Of these 46 departments, 37 have specialized community relations divisions to administer the formal programs. While some departments assign as many as ten men to staff these units, the average number of men per each of the 37 units is three.

Active police-citizen committees exist in less than half of the 46 formal programs. Nineteen have such committees on the city-wide level, and eight on the precinct level.

One-third of the primary study group departments reported they have representation on the official community relations agencies in their local communities. Some of these departments consider this representation as a substitute for police-community relations programs of their own; others use such representation as a supplement to their own formal programs.⁶²

The survey also revealed that about 40 percent of the reporting departments (cities with 30,000 population and over) still did not offer a training program in human relations. In respect to those departments who were offering human relations training, the survey concluded, "there is wide diversity in the type and quality of training involved."

The passage of the Civil Rights Act of 1964 caused police officials to become concerned with the implications the Act had for law enforcement. Consequently, under the auspices of the International Association of Chiefs of Police, over 130 police executives representing

⁶²"Police-Community Relations Policies and Practices: A National Survey," jointly conducted by: International Association of Chiefs of Police and United States Conference of Mayors (Washington, D.C.: no date).

all areas of the United States, met in August of 1964, at the University of Oklahoma, to discuss the Civil Rights Act of 1964 and its implications for the police.

During March 1, and May 27, 1966, the National Center on Police and Community Relations, School of Police Administration and Public Safety, Michigan State University, conducted a multi-faceted survey on the police relationship with the community for the President's Commission on Law Enforcement and Administration of Justice.⁶³ The major recommendations resulting from the survey can be summarized as follows:

1. It is recommended that the police place greater emphasis upon the concept of public service as a legitimate goal of their organizations.
2. It is recommended that police agencies develop extensive formal, and comprehensive community relations programs.
3. It is recommended that every police agency carefully and honestly review and evaluate the existing procedures through which citizens may register complaints. It is further urged that police and other governmental executives adopt all appropriate mechanisms, including external advisory review, to encourage all citizens to offer their criticism of public services.
4. It is recommended that the personnel policies and practices of police agencies, and their training programs, be organized with scrupulous attention and sensitivity to community relations.
5. It is recommended that police administrators review and assess their current field procedures in light of police and community relations; that they recognize the maintenance of positive community relations as an indispensable means to the accomplishment of their desired organizational goals; and that they employ or disregard such field procedures in full knowledge of the consequences of their action.
6. It is recommended that present methods of data collection and presentation, insofar as crime statistics are concerned, be reevaluated and employed in the light of police and community

⁶³Supra, Note 49.

relations considerations.

In October, 1966, the School of Criminology, University of California at Berkeley, completed its study for the President's Commission on Law Enforcement and Administration of Justice which focused upon two major cities, San Diego, California; and Philadelphia, Pennsylvania. This project involved six different research methods and concluded with a number of sweeping recommendations designed to improve police-community relations. These recommendations were organized along the three levels of government: federal, state and local.⁶⁴

In February of 1967, the President's Commission on Law Enforcement and Administration of Justice released its report which contained some sweeping recommendations for the improvement of police-community relations. In this area, the Commission recommended:⁶⁵

Police departments in all large communities should have community-relations machinery consisting of a headquarters unit that plans and supervises the department's community-relations program. It should also have precinct units, responsible to the precinct commander, that carry out the programs. Community relations must be both a staff and a line function. Such machinery is a matter of the greatest importance in any community that has a substantial minority population.

In each precinct in a minority-group neighborhood there should be a citizen's advisory committee that meets regularly with police officials to work out solutions to problems of conflict between the police and the community. It is crucial that the committees be broadly representative of the community as a whole, including those elements who are critical or aggrieved.

It should be a high-priority objective of all departments in communities with a substantial minority population to recruit minority-group officers, and to deploy and promote them fairly. Every officer in such departments should receive thorough grounding in community relations subjects. His performance in the field

⁶⁴Lohman and Misner, *op. cit.*, *Supra*, Note 7.

⁶⁵*Supra*, Note 27.

of community relations should be periodically reviewed and evaluated.

Every jurisdiction should provide adequate procedures for full and fair processing of all citizen grievances and complaints about the conduct of any public officer or employee.

The reports, studies, surveys and analyses done by the Crime Commission succeeds the Wickersham Report as being the most monumental study ever done on the police. The Commission's final report, The Challenge of Crime In a Free Society,⁶⁶ along with the Commission's Task Force Reports should occupy a valued position in every police officers professional library.

On March 1, 1968, the National Advisory Commission on Civil Disorders released its report which was a study of the causative factors behind the various civil disturbances that swept the nation during the mid-1960's. This report (commonly called the Kerner Report) identified five basic problem areas relating to the police and the community:⁶⁷

The need for change in police operations in the ghetto, to insure proper conduct by individual officers and to eliminate abrasive practices.

The need for more adequate police protection of ghetto residents, to eliminate the present high sense of insecurity to person and property.

The need for effective mechanisms for resolving citizen grievances against the police.

The need for policy guidelines to assist police in areas where police conduct can create tension.

The need to develop community support for law enforcement.

The preceding have been a brief description of the development of the field of police and community relations. It should be noted that the St. Louis, Missouri, Police Department was the first police agency to

⁶⁶Ibid.

⁶⁷Supra, Note 12.

establish a structured police-community relations program:⁶⁸

In May, 1955, the National Conference of Christians and Jews, Missouri Region, convened a conference in St. Louis, to hear reports on the National Institute of Police-Community Relations, held earlier that month at Michigan State University.

The sixty members of the Conference, sixty police and community officials, decided that constructive action was needed to improve relations between the St. Louis Metropolitan Police and the community. To implement such action, the Conference established the St. Louis Committee for Better Police-Community Relations, consisting of representatives of community agencies and the St. Louis Police Department.

Between October, 1955, and February, 1956, Police-Community relations committees were organized in those police districts where the crime rate was highest. These committees conducted various public education programs, and met regularly with police officials to discuss police-community relations problems.

In 1957, the Board of Police Commissioners voted active support of the program by establishing a Police-Community Relations Division within the police department, headed by a full-time civilian director, the first such division established by any police department.

The Committee for Better Police-Community Relations voted in 1957 to become the St. Louis Council on Police-Community Relations.

So is the history of the establishment of the first police-community relations program within a municipal police agency. Since that time, numerous other cities have implemented similar programs.

⁶⁸St. Louis Metropolitan Police Department, "History of Police-Community Relations," an unpublished mimeographed paper, no date.

CHAPTER V

POLICE-COMMUNITY RELATIONS PROGRAMS

We have previously stated that structured police-community relations programs are of recent innovation. Even though an increasing number of cities are establishing such programs, a recent survey revealed that only 237 out of 1,129 of the cities that responded had an on-going community relations program.¹

TABLE 1

CITIES WITH POLICE-COMMUNITY RELATIONS PROGRAMS

Population Group	Number of Cities Reporting	Community Relations Programs	
		Number	Percent
Over 500,000	25	18	72
250,000 to 500,000	27	12	44
100,000 to 250,000	86	34	40
50,000 to 100,000	180	63	35
25,000 to 50,000	264	43	16
10,000 to 25,000	547	67	12

The fact that such a large number of cities did not have a police-

¹J. Robert Havlick, "Police-Community Relations Programs," Management Information Service (Washington, D.C.: International City Managers' Association, 1967) Report No. 286, November, 1967, p. 5.

community relations program prompted Michigan State University, after completing a national study on police-community relations, to make the following recommendation to the President's Commission on Law Enforcement and Administration of Justice:

It is recommended that police agencies develop extensive, formal, and comprehensive community relations programs. Two points deserve special emphasis in this regard: (1) The vital importance of developing effective liaison between the police agency and all significant population elements in the community served by the agency, especially with groups known to be unfriendly or hostile toward the police; and (2) a really meaningful police and community relations program in a police agency saturates the entire organization, at every level. Ideally, it is total orientation, permeating every facet of police operations: policy, supervision, personnel practices, training and education, planning and research, complaint machinery, and of course, the community relations unit itself, whatever it may be called. A police administrator does not establish a community relations program entirely by activating a special unit, or by adding a few hours of special instruction in police training courses. Community relations must permeate the entire fabric of the organization, and in a meaningful manner, not merely as "the current kick" in the department or as a matter of "window dressing."²

Table 2 on the following page shows that even though one city reported that it established its police-community relations program as early as 1930, the vast majority of the programs were established during the mid-sixties.

The structure of police-community relations programs differ from city to city. It is, however, possible to illustrate the difference between a structured and a non-structured program, as indicated in Table 3.³

²Michigan State University, A National Survey of Police and Community Relations, report submitted to the President's Commission on Law Enforcement and Administration of Justice (Washington, D.C.: U.S. Government Printing Office, 1967), p. 3.

³Ibid, p. 6.

TABLE 2
 YEAR POLICE-COMMUNITY RELATIONS PROGRAMS ORGANIZED⁴

Population Group	Number of Cities Reporting	Earliest	Lower Quartile	Median	Upper Quartile	Latest
Over 500,000	17	1950	1956	1964	1966	1966
250,000 to 500,000	11	1945	1948	1965	1966	1966
100,000 to 250,000	32	1955	1961	1964	1966	1966
50,000 to 100,000	50	1948	1962	1964	1966	1966
25,000 to 50,000	38	1930	1959	1963	1963	1966
10,000 to 25,000	63	1950	1960	1963	1963	1966

⁴Supra, Note 1, at p. 2

TABLE 3

STRUCTURED AND NON-STRUCTURED POLICE-COMMUNITY RELATIONS PROGRAMS

Structured	Non-Structured
A full-time command officer is assigned to the program.	A sergeant is assigned part-time to community relations functions.
A full-time staff consisting of civilians and officers is assigned to the program.	No staff. In some instances officers may volunteer off-time for participation in projects.
Formal channels of communication into the community are established.	Contact with the community is informal and may filter through such individuals as church leaders, school officials, etc.
Clear identification of the role of the community relations unit vis-a-vis the rest of the department is established.	No clear departmental image of community relations function. Entire department becomes informally involved at various stages.
Establishes program goals in specific target areas.	No specific goals, just the establishment of "healthy community attitudes."
Materials such as newsletters, special reports, etc. are regularly published and distributed in specific neighborhoods.	Materials may be periodically published and dispersed throughout the entire community.

An examination of on-going programs and a review of the literature showed that programs in police-community relations have been developed in three broad areas: (1) the general public, (2) youth, and (3) special interest groups.

I. General Public

- A. Recognition for those who show an interest in or assist law enforcement
- B. Speakers Bureau

- C. Open house
- D. Police-community relations seminars
- E. Programs by the police and citizens
 1. Seat belt clinics
 2. Crime prevention pamphlets
 3. Public education programs, e.g., radio and television programs
- F. Neighborhood meetings
- G. Personal contact by police officers
- H. Vacation checks
- I. Distribution of information to new residents

II. Youth

- A. Athletics
- B. Sponsorship of youth groups
- C. School programs
- D. Juvenile Bureaus
- E. Tutorial programs
- F. Tours with on-duty officers

III. Special Interest Groups

- A. Conferences on regular basis
- B. Recruitment of minority police officers
- C. Regular contact with minority press
- D. Assistance in locating employment
- E. Attend meetings of minority group organizations
- F. Open door policy to discuss problems

- G. Programs such as summer camps for minority youth
- H. Acceptance of complaints about the department
- I. Police aide programs

In Chapter III we discussed the definition of various terms, including police-community relations. In doing so, we found it necessary to re-define police-community relations and thereby establishing new purposes and objectives. The purpose of this Chapter is to identify the various programs that are being operated throughout the nation under the title of police-community relations. The forthcoming list of programs should not be considered all-inclusive of every existing program. They do, however, represent a cross section of the nation (e.g., Far West, Mid-West, Pacific Northwest, North, South and East). At least one city with an on-going police-community relations program was chosen from these geographical areas for an on-site visit. The cities chosen for on-site visits were selected after consultation with various persons knowledgeable about police-community relations programs, a review of the police-community relations literature, and regional considerations. In addition, printed material was requested, obtained and studied from numerous other cities.

In categorizing the many programs operated under the title of police-community relations, we have used our definition to determine if a particular program should be designated as such. In doing so, if a program has built into it a mechanism whereby there is a meaningful relationship between the police and the citizens designed to identify problems and then work together to solve these problems, it was classified as a police-community relations program. The essential and basic

ingredient in making this determination was: "Through a particular program, are the citizens given the opportunity to make an input into the policies and procedures of the police agency, or is the program designed to arrest a social problem?"

Community Relations is not selling the police product. If the product were salable you wouldn't have to have community relations. Most of the programs today are public relations oriented. The police are there to tell the people, "these are the laws, and please help us do our jobs." This is the surest way of scuttling a community relations program.⁵

Using our definition, we discovered that many of the programs that are operated under that title of police-community relations did not fit. Consequently, it was necessary to list them under categories which are appropriate, vis-a-vis, Public Relations, Crime Prevention/Safety Education, Youth Programs, Police-Community Relations Training, and Police-Community Relations. Thus, we come up with five different categories that adequately describe the area of concentration of the various programs; rather than one term (police-community relations) which is all encompassing, vague and often misleading. By using the definition of police-community relations as defined in this paper, the various programs identified were categorized according to their purposes and objectives. For example, if a program has as its basic objective reducing the incidence of crime, it was categorized as a crime prevention program. We found it necessary to develop these categories for two reasons: (1) because of our definition of police-community relations, and (2) to avoid confusion. Regarding the latter reason, Winston-Salem, in their program

⁵Dante Andreotti, "Our War Was With the Police Department," Fortune, January, 1966, p. 195.

evaluation, discovered an inconsistency as follows:

. . . there still seems to be some ambiguity in the basic foundation of the program. The program has elements of being a crime-prevention program, and elements of being a community-helping program. Which of these two goals, if either, is to take precedent in the organization and operation of the program is not clear. The program is operating in a schizophrenic fashion. The very basic nature of these goals would seem to point toward an explicit attempt to give precedent to one or the other or an explicit attempt to integrate them in a consistent manner that might reduce some of the uncertainty about the program.⁶

It should be kept in mind that no attempt was made in this study to identify the many police-community relations training programs that are in operation throughout the nation - that would be a study in itself. The category of police-community relations training is included here merely because some of the programs operated under the title of police-community relations are in fact training programs. Mention should also be made of the many store fronts which are operated and listed by many agencies as a police-community relations program. We have not categorized them as such because the establishment of the physical facility in itself does not meet the criteria of a police-community relations program; rather what happens in the center is what is important.⁷

Similarly, a program entitled Operation Mobile Precinct has been proposed by Greensboro, North Carolina Police Department as a police-community relations program and not listed as such in this paper for the same reason as the store fronts. The program, however, is mentioned

⁶Winston-Salem Police Department, Community Services Unit: First Report and Preliminary Evaluation, July, 1967, p. 30.

⁷The New York City Police Department operates a program entitled Police-Community Center, which is a store front located in Central Harlem.

because of its innovative concept. Under this program a van will be converted into an office for use of the police-community relations officers. The program serves as an extension of the centralized police facility while directing its major emphasis toward the community relations aspect of the police operation. The major objective of the program is to "prevent riots, civil disorders and violence by eliminating the opportunity and causes which precipitate the emergency of such conditions." Methods of achieving this objective will consist of planned, comprehensive and constructive efforts on the part of the police agency to hear complaints and grievances of the community and take appropriate action, encourage maximum community involvement in resolving the problems which create conflict, and promote understanding between the police and the community for the purpose of eliminating sensitive and tension-developing situations which generally lead to acts of violence and destruction. The program employs the "store front" concept through the use of a van as a mobile precinct station for the purpose of hearing and handling problems and grievances relating to the police function on a neighborhood level, directed primarily at the minority groups in the community.

Of a similar nature, the New York Police Department operates a program entitled Precinct Receptionist Program. Under this program, the police precinct serves as a connecting agency for residents who are in need of community services. The purpose of the program is to make the precinct station a welcome place to visit. This goal is accomplished by having women from the local neighborhood serve as volunteers and maintain a desk at the precinct station. The women are given training as to what they can and cannot do. They then serve as interpreters for those who

cannot speak English, offer counseling and listen to problems. If the person is in need of some other community service, they are referred to the appropriate agency offering that service.⁸

The same decision was made regarding categorizing Police-Community Relations Seminars. Under our definition of police-community relations, such seminars may or may not be classified as a police-community relations program, depending upon the format. For example, some seminars allow for citizen input, whereas others are merely a process of the police and/or other speakers projecting a message to the participants. Many such seminars are held in conjunction with other organizations. An example being a police-community relations seminar sponsored by the San Jose Police Department. In conjunction with the local office of the National Conference of Christians and Jews, the Department sponsors an annual Police-Community Relations Seminar. The purpose of the program is three-fold:

1. To bring police and members of the community together in a continuous relationship in order to reduce suspicion, misunderstanding and hostility and to discover their mutuality of interest and responsibilities.
2. To assist in the professional education of police officers with emphasis on the social, psychological and essentially

⁸Two similar programs are operated by the New York City Police Department: (1) Interpretation Program, where volunteers are called upon to serve as interpreters, and (2) Citizen Advisory Service, where volunteers are at the station house to refer citizens on non-police matters. Washington, D.C. Police Department has a similar program called Volunteer Aid Program, where volunteers man an information and referral desk in the precinct station houses.

human dimensions of police work.

3. To introduce citizens at large to police problems, the role of law enforcement agencies and the total community responsibility for law enforcement.

Several cities, through their Police-Community Relations Section, list liaison with other organizations as an on-going police-community relations program and label it Liaison With Organizations.⁹ Such details maintain liaison with groups, agencies and organizations for better understanding of police functions and cooperation in general. Liaison is also kept with "riot-prone" groups in order to effect proper police action when necessary.

San Jose operates another program entitled College Liaison Officer. Under this program, the police department assigns one officer to work in uniform as a liaison officer between the police and the college community. This officer has the responsibility of working with all campus organizations, e.g., fraternities, sororities, dormitories, student clubs, faculty and administrative groups. The purpose of this program is to have the officer associate on a formal and informal basis with the college community in an effort to control problems without taking official action.

San Diego has two liaison program, one called Constant Communication Projects, and the second, Military Liaison. Under the Constant Communication Project, police-community relations officers maintain personal contact with both the professional persons and "grass roots" leaders

⁹This program is operated by the San Jose Police Department.

on a continual basis. Group interest represents racial, political, civil rights, labor, and representatives of government at all levels. The purpose of the program is to maintain open lines of communication. Under the Military Liaison Program, members of the Police-Community Relations Unit establish a line of communication with the various military organizations and personnel in the city. The purpose of the program is to disseminate, through meetings, talks and group discussions, information regarding current changes in matters relating to law, police procedures and practices.

The City of Los Angeles operates a program entitled Teacher Institutes. Under this program, the Police Department sponsors annual sessions for teachers to expose them to topics that are currently of concern to the police and the board of education, e.g., juvenile procedures, narcotics, laws which apply on and off campus, police procedures, law enforcement and social change, etc. This program assists in curriculum development and furnishes teachers with current information on handling school matters and classes.

Although not listed as a specific police-community relations program, the Chicago Police Department has a Human Relations Section which works closely with the minority community. The purpose of the Human Relations Section is to coordinate the Department's human relations activities by establishing and maintaining communications with racial, religious and nationalistic groups in the community. This section serves as a source of information to the legal requirements of any demonstration or group gathering, conducts in-service training sessions in human relations and maintains continuous contact with racial, religious and nationalistic

groups in order to be aware of their attitudes and the influence of their actions.

Other programs operated under the title of police-community relations, though not categorized here are: (1) a proposed program by the Winston-Salem, North Carolina Police Department entitled Footpatrol in Poverty Areas (Police-Community Relations officers in uniform would walk in the poverty area in an effort to establish rapport), (2) Family Crisis Unit, operated by the New York City Police Department, and (3) several Rumor Control Clinics, Los Angeles, California, being only one example.

In the following pages we have listed all of the program operated under the title of Police-Community Relations that were identified by this project. We have listed them under the categories of Public Relations, Crime Prevention/Safety Education, Youth Programs, Police-Community Relations Training, and Police-Community Relations.

For the benefit of the reader who desires more detailed information about a particular program, we have footnoted the city that operates each program.

Public Relations Program

Police-Community Relations Award¹⁰

Each spring, the Police-Community Relations Section sponsors a ceremony where framed letters of thanks are presented to each active member of the Police-Community Relations Executive Committee. In the fall,

¹⁰St. Louis, Missouri Metropolitan Police Department.

the Division presents letters of thanks to the citizens who have contributed to the success of the Police-Community Relations program.

Citizen Citations¹¹

Under this program "Citizen Citations" are presented to individuals by the Police Commission for meritorious acts brought to the attention of the Public Affairs Division in the form of "a letter of appreciation from the Chief of Police" or a "Police Commission Citation." The formal presentation includes full news coverage. The purpose of the program is to publicly acknowledge citizens who assist the police.

Ride-A-Long Program¹²

Under this program citizens are allowed to ride in the patrol car with an officer while he performs his normal patrol and police duties. The purpose of the program is to allow the citizen to see first hand the job of a police officer.

Citizenship Awards¹³

Promotional ceremonies are sponsored where awards are presented to students who have demonstrated outstanding acts of good citizenship. The purpose of the program is to promote good citizenship on the part of students.

¹¹Los Angeles, California Police Department.

¹²Novato, California Police Department. Many other departments operate similar programs, e.g., San Jose, California; New Orleans, Louisiana; etc. A similar program called Operation Observation is conducted by the Richmond, California Police Department.

¹³New York City Police Department.

Chief's Breakfast¹⁴

This is a program whereby the Chief of Police hosts breakfasts with selected groups and councilmen. The purpose of the program is to allow the Chief to converse with those selected regarding matters of mutual interest.

Law Enforcement Assistance Award¹⁵

Every three months the Police-Community Relations Section sponsors a ceremony to honor citizens who have contributed the most to aid law enforcement. Framed certificates are given to each nominee and the winner is presented with a plaque. A plaque is also presented to the individuals who have saved a life.

"Meeting Your Police" Program¹⁶

The purpose of this program is to establish better rapport between the patrolman and the citizens of the community. Groups and organizations are encouraged to meet and become acquainted with the police officer working in their area. Upon request from a group or organization, arrangements are made by the Police-Community Relations Unit for the beat cruiser to attend the meeting or function.

Citizen Committees¹⁷

Members of the police department serve on various citizen-type

¹⁴Los Angeles, California Police Department.

¹⁵St. Louis, Missouri Metropolitan Police Department.

¹⁶Flint, Michigan Police Department.

¹⁷In almost all cities that operate a police-community relations program, members of the unit serve on various community committees.

committees that have as their goal the betterment of the community. The purpose of this program is to show the public that the police are interested in the community as a whole.

Police-Community Relations Clergy Program¹⁸

Members of the clergy are organized and allowed to ride along with the patrol units and observe the actual police operations. The clergy who participate in this program are given identification cards and a badge.

Jaycee Award Program¹⁹

This program is coordinated with the Junior Chamber of Commerce. The purpose is to honor a police officer who has done an outstanding job. The awards are given every three months. The winners are presented with a framed certificate.

Clergy Meeting²⁰

Quarterly meetings are held with the clergy on the precinct level. Once a year a city-wide meeting is held between the police and the clergy.

Police Buses²¹

Buses, donated by the local transit company, are used by members

¹⁸Philadelphia, Pennsylvania Police Department.

¹⁹St. Louis, Missouri Metropolitan Police Department.

²⁰New York City Police Department. A similar program is operated by the St. Louis Police Department and the Los Angeles Police Department.

²¹New Orleans, Louisiana Police Department.

of the Police-Community Relations Division to provide free service to groups needing transportation to such events as picnics, tours, sporting events, etc.

Uniform Modification²²

The purpose of uniform modification is to soften the visual effect of the police officer by giving a less military-like appearance. The traditional police uniform is replaced with a blazer-type uniform. The officers firearm, handcuffs, etc., are hidden under the coat. A crest identifying the Police Department and the officer's name-plate are located in the area of the left breast pocket.

Movie Program²³

During the summer months, members of the Police-Community Relations Division show outside movies to persons in the low income housing project areas. The movies cover such topics as athletic events, cartoons and travelogs.

"Know Your Police Department" TV Series²⁴

With the cooperation of a local TV station, the Police-Community Relations Division produces a weekly one-half hour television program which each week spotlights a particular division of the Police Department.

²²Novato, California Police Department. Two California law enforcement agencies (Riverside Sheriff's Office and South San Francisco Police Department) have evaluated the citizen's reaction to uniform changes.

²³New Orleans, Louisiana Police Department.

²⁴Ibid.

Movies in the Street²⁵

This is a summer program where the police use vans and trucks to show movies in the community.

Brochures²⁶

The Police-Community Relations Division prepares and distributes a variety of brochures which are used by the Department.

Police-Community Relations Information Program²⁷

The Police-Community Relations Division promotes a special program on a local radio station. The aim of this program is to inform the listening audience about police operations.

Public Appearances²⁸

The Police-Community Relations Detail makes public appearances as speakers, panelists and resource persons covering the full spectrum of police work and addressing all levels of the educational establishment and civic organizations, social groups and government agencies.

Mobile Narcotics Exhibit²⁹

This is a public information program whereby a mobile unit goes to street corners in heavily stricken narcotic areas, schools and public

²⁵Philadelphia, Pennsylvania Police Department.

²⁶Almost all police departments have developed a variety of printed material for distribution in the community.

²⁷St. Louis, Missouri Police Department.

²⁸Almost all cities with a police-community relations program engage in this type of activity.

²⁹New York City Police Department.

meetings with a narcotics exhibit.

The Commissioner Reports³⁰

This is a bi-monthly television program where the Police Commissioner informs the public of recent developments within the Department and also responds to questions called in by the viewing audience.

State Fair³¹

The Police-Community Relations Division produces and mans an annual police exhibit at the State Fair.

Policemen are People³²

The purpose of this program is to humanize the image of the police officer by developing projects designed to enable the public, particularly the young people, to "view the police officer as a friend, father and fellow citizen."

Street Festivals³³

A number of precincts have sponsored street festivals featuring intercultural entertainment, contests and games. At such festivals, displays are erected by other city departments so the residents can obtain a panoramic view of police, fire, health, welfare, recreation and other services available to them.

³⁰Ibid.

³¹St. Louis, Missouri Police Department.

³²New York City Police Department.

³³Ibid, and the San Jose Police Department.

Understanding the Policeman's Lot³⁴

The purpose of this program is to give community leaders an opportunity to listen to, and ask questions of, the men who patrol their neighborhoods.

Mass Media Programs³⁵

This program is directed primarily to the minority news media where the police establish and maintain liaison with minority papers.

Mobile Booth³⁶

This is a mobile law enforcement public relations display which is rotated throughout the city on a systematic basis, e.g., state fair, conventions, neighborhood meetings and various business enterprises.

Tour of Police Headquarters³⁷

Interested citizens are given a tour of police headquarters. The tours are conducted by police cadets, police officers or community relations officers.

Senior Band³⁸

The Police Department has a band which is coordinated by a full-time assigned officer. It performs at junior and senior high schools,

³⁴New York City Police Department.

³⁵Ibid.

³⁶Des Moines, Iowa Police Department.

³⁷Almost all cities operate this program.

³⁸Los Angeles, California Police Department.

large parades, civic events, academy graduations and department functions.

Police-Community Relations News Bulletin³⁹

Under this program the Police-Community Relations Unit prints and distributes throughout the community a monthly news bulletin. The purpose of this bulletin is to further the growth of communication, understanding and cooperation between the Police Department and the community. The bulletins cover a wide range of subjects deemed to be of interest to the public.

Radio Spots⁴⁰

Spots with a direct comment on police work or crime prevention are broadcast in English and Spanish during Crime Prevention Week, National Police Week and at other selected times throughout the year.

Police-Community Relations Video Tape Program⁴¹

The Police Department received a mobile closed circuit television van from the Packard Bell Corporation for use in community relations. With this equipment, video tapes are prepared for presentation at community meetings. Following this, discussions are held and recorded by the video tape camera for viewing by the group to permit them to see themselves on television. Significant filming of groups are retained for use by the Department to obtain community impressions of departmental policies

³⁹San Jose, California Police Department. Several other cities publish periodic newsletters, e.g., San Francisco, Winston-Salem.

⁴⁰San Jose, California Police Department.

⁴¹Los Angeles, California Police Department.

and procedures.

Police Displays⁴²

Displays of narcotics, communications, emergency vehicles, films, tours, dog demonstrations and related units are presented during Crime Prevention Week, The County Fair, and National Police Week. Full use is made of recruiting pamphlets, general information materials and crime prevention flyers.

Radio Broadcasts⁴³

Weekly broadcasts in Spanish and English present to the people information about new laws, police problems, advice on crime prevention and other matters of mutual interest.

Visiting Officers Program⁴⁴

Out-of-town police officers are hosted by the Police-Community Relations Division. They are oriented on the history and structure of the Police-Community Relations Division.

Ask the Sergeant⁴⁵

A police sergeant has a weekly column in a local newspaper and the public submits questions to him regarding police matters which he

⁴²San Jose, California Police Department.

⁴³Ibid. San Jose, and many other departments, e.g., Los Angeles, St. Louis, etc., sponsor radio programs.

⁴⁴St. Louis, Missouri Police Department.

⁴⁵Chicago, Illinois Police Department.

answers.

Wave at a Cop⁴⁶

Through advertisements on radio, television and bill boards, the public is encouraged to "Wave at a Cop. He's Human too."

In addition to the above, most police departments operate a Speakers Bureau, which is generally coordinated by the community relations unit. Some departments (e.g., Richmond, California and St. Louis, Missouri,) prepare the department's News Releases.

Crime Prevention/Safety Education

Volunteer Parents⁴⁷

Under this program, the Police Department works closely with groups of Volunteer Parents who assist the department by controlling the activities of young people at various problem areas such as schools, dances and parks. The approach of the Volunteer Parent is one of suggesting and urging peaceful and lawful conduct of the group.

Building Security Program⁴⁸

This program is designed to assist local businessmen in the security of their business and buildings. The merchants are contacted by a member of the department and advised about store security, shoplifting

⁴⁶Portland, Oregon Police Department.

⁴⁷San Diego, California Police Department.

⁴⁸Novato, California Police Department.

techniques, alarm systems, check-passing techniques, safes and the placing of night and safe lights.

Stamp Out Crime Crusade⁴⁹

This program is a joint venture of the Police Department and the Independent Insurance Agents Association. It is designed to attack the crime problem by destroying public apathy and making the public aware of the problem, the seriousness of the problem and their responsibility to assist the police. The program involves public recognition to citizens who do assist the police; publicizing the program through all of the news media, including bill boards; and personal appearances before civic clubs and other organizations.

Self-Defense Program⁵⁰

Under this program self-defense classes are conducted by members of the Police-Community Relations Division for ladies. The class consists of several hours of instruction, e.g., films, lectures and demonstrations. The purpose of the program is to create awareness on the part of the ladies in the community; thereby lowering the risk of personal attack through preparation.

Shoplifting Lectures⁵¹

Lectures on the "shoplifting picture" are given to high school

⁴⁹San Jose, California Police Department and several other California cities.

⁵⁰New Orleans, Louisiana Police Department.

⁵¹San Jose, California Police Department.

students and on evenings to community organizations such as PTA's, Kiwanis and other civic groups.

Theft Prevention Lectures⁵²

Lectures on robbery, grant theft, bunco, burglary and shoplifting are presented to citizen groups, students, PTA's and merchants. Pamphlets on each subject are organized, written and printed by the Detail and used with the lectures. Guest lectures by experts presently in the field are incorporated into the program.

Businessmen Contacts⁵³

Community Relations officers make individual contacts with merchants in an effort to determine if there are police problems that may affect either the business or the area. One objective of this program is to explain to community representatives the procedures which are used by the Police Department and the reasons for them.

Operation Involvement⁵⁴

Under this program, the Police Department uses the various census tracts and attempts to make the people (every household in that tract) aware of the crime picture in that particular neighborhood. Letters are sent out announcing that on a certain date a meeting will be held at a school within the census tract sponsored by the Police Department and the

⁵²Ibid.

⁵³Novato, California Police Department.

⁵⁴Oakland, California Police Department.

Citizens Crime Prevention Committee. At the meeting a film is shown and the main theme of the remainder of the program is that the police alone cannot handle the crime problem. During the week following the meeting new recruits, New Careerist and regular officers are used to make a personal contact at every house in the census tract to talk with the residents about the program and to leave off a package of material.

Residents' Council⁵⁵

A nucleus of fifty members serve on the residents' councils which are established in the various housing projects, plus others who participate in its activities. The councils concern themselves with problems such as gambling, prostitution, narcotics, traffic, juvenile delinquency and other problems within the confines of the housing projects or the surrounding area.

Information on New Legislation⁵⁶

This program was implemented by precinct council members who visit shopkeepers to inform them of the legal restrictions on the sales of plastic glue to youngsters and to ask them for their cooperation in eliminating the practice of glue sniffing.

Operation Safe Streets⁵⁷

This is a crime prevention program whereby literature is distributed to the community containing tips on crime prevention; e.g., how to

⁵⁵Los Angeles, California Police Department.

⁵⁶New York City Police Department.

⁵⁷Ibid.

prevent burglaries, robberies, etc.

Block Watcher Program⁵⁸

The purpose of this program is to reduce crime, particularly daytime burglaries and to improve the relationship between street officers and citizens. The program is designed to organize the neighborhoods so neighbors watch each other's homes for suspicious occurrences.

Tension Area Patrol⁵⁹

Under this program personnel from the Community Relations Division maintain patrol in those areas within the city that have demonstrated in the past a tendency towards complicated law enforcement problems. The purpose of the patrol is to maintain close liaison with the residents of the areas in an effort to quickly identify any situations that are potentially disruptive.

Theft Prevention Survey⁶⁰

Under this program a survey is conducted by use of a checklist for merchants to point out weaknesses in a store's security against shoplifting and other thefts. Store managers are advised to make certain changes to prevent thefts.

⁵⁸St. Louis, Missouri Police Department. A similar program entitled Block Parent Program is operated by the Santa Clara Sheriff's Office and the San Jose Police Department.

⁵⁹Washington, D.C. Metropolitan Police Department.

⁶⁰San Jose, California Police Department.

Light the Night⁶¹

Under this program the police work with the local real estate board on a publicity campaign in an attempt to encourage people to light up their homes at night.

Community Radio Watch⁶²

This program is sponsored by the Police Department with supplies and format supplied by the Motorola Corporation. Under this program all businesses, e.g., trucking companies, taxis, etc., are requested to assist the police by calling their dispatcher, who will in turn call the police, when they see a crime being committed or see some suspicious circumstance.

Shoplifting Seminars⁶³

A city-wide seminar is sponsored and organized each year for merchants and their personnel to learn the latest laws, arrest procedures, theft techniques and related information. Ample use is made of visual aids and actual demonstrations. On request, seminars at the shopping center level are conducted during the year. Yearly seminars are also put on for police officers to teach them techniques of detecting shoplifters.

Partners in Crime⁶⁴

This program was devised by a precinct detective squad, in

⁶¹Oakland, California Police Department.

⁶²This Motorola sponsored program is operated by many police departments throughout the nation.

⁶³San Jose, California Police Department.

⁶⁴New York City Police Department.

conjunction with a precinct council and dramatized in a one-act play on how the citizen can help prevent apartment burglaries. The play, written and acted by detectives and citizens, portrays how burglars ply their trade and also how the public actually helps them through negligence.

Businessmen's Program⁶⁵

Police-Community Relations officers meet periodically with businessmen in their district to discuss methods of preventing crime.

Citizens Against Crime⁶⁶

Citizens Against Crime cards are distributed throughout the city to organizations and citizens. The purpose of the program is to obtain citizen cooperation in reporting crime and/or suspicious circumstances to the police.

Community Education Materials⁶⁷

This involves the distribution of messages of interest to the public such as: advice on the dangers of narcotic addiction, hints on safeguarding property and tips to women on protecting themselves.

Ministerial Alliance⁶⁸

Initially this program originated in the Black community but has now expanded to include religious leaders throughout the city. The purpose

⁶⁵St. Louis, Missouri Police Department.

⁶⁶Ibid.

⁶⁷New York City Police Department.

⁶⁸Los Angeles, California Police Department.

of the program is to have a group of influential ministers serve to enlighten the police department and their congregation regarding matters of mutual concern, e.g., crime, delinquency and disorder.

One of the first, and probably the most publicized crime prevention program is Chicago's Operation Crime-Stop. This program was launched on April 13, 1964. It was established to increase public cooperation in reporting suspicious events occurring in and around business places, homes, streets, alleys and parks.⁶⁹

Youth Programs

Operation Blue Star⁷⁰

The purpose of this program is to provide a feeling of safety for school children and to actively involve a significant segment of the community in keeping an eye open for occurrences that require police attention. Blue Star Home parents are recruited by the Police Department through local PTA organizations. The applicants for the program are screened by the Police Department. When a home is accepted as a Blue Star Home, a distinctive blue star sign is placed in the front window of the home so it is prominently visible from the street. Each Blue Star Home resident is made aware of the importance of reporting any questionable incidents to the police. Children on their way to and from school

⁶⁹Citizens Helping Eliminate Crime (CHEC) is a similar program operated by the Flint, Michigan Police Department. Other programs of a similar nature are: (1) Town Watch, Philadelphia Police Department; Signal Ten, Washington, D.C.; Crime Stop, Richmond, California.

⁷⁰Des Moines, Iowa Police Department. (This program could also be classified as a Crime Prevention Program.)

can go to the Blue Star Home if they have a problem, e.g., lost child, injured child, molesters, gang fight, etc. The goal of the project is to provide an effective method of relaying information regarding molesters and other neighborhood crime.

Police-Youth Discussion Groups⁷¹

The purpose of this program is to establish communication between the police and youth, to improve understanding and relations, as well as to direct energies and efforts of youth toward constructive activities. The discussion groups are held for six to twelve weeks, meeting once a week. Special emphasis is placed on youth who are (or have been) on probation or parole, those who have a delinquent background and those who could be categorized as "hard core" youth. The meetings are designed to provide a setting whereby the youth will have an opportunity to confront police officers (verbally) frankly and release hostilities through speech rather than physical action.

Citizenship Program for First Offenders⁷²

Under this program, first offenders between the ages of nine and fifteen come to the Police Department one night a week for four consecutive weeks. They spend two hours with a police officer who discusses the law, why they exist and their responsibilities. The youngsters must be accompanied by one or both parents or guardians.

⁷¹Richmond, California Police Department.

⁷²Oakland, California Police Department.

Policeman Dan Program⁷³

The "Policeman Dan" Program is a presentation geared to the primary grades in the elementary schools. The purpose of the program is to relate to the children a better image of the police officer by allowing them to meet and talk with an officer. For this reason, the officer who visits the school speaks to the children in the classroom rather than in as assembly. It is a response-type presentation encouraging the youngsters to participate by using individual students in various examples. These techniques help the officer establish a close and friendly relationship with the children.

The program starts with a movie which gives a simplified explanation of police work for five to ten-year old students. The movie, which lasts approximately 15 minutes, is followed by the officer showing the children his uniform and equipment. The officer then takes the class out to the playground where all the various equipment on the police car is demonstrated.

To end the presentation, the officer has a question and answer period, after which he leaves with the teacher the "Policeman Dan" pamphlets. The teacher is encouraged to use the material in class discussion and is given enough pamphlets for each student to take one home.

The pamphlet contains a word-cartoon series showing the policeman as the child's friend. Included is a message to the parents with helpful hints on teaching the children the dangers of playing in the streets, talking to strangers, etc.

⁷³San Jose, California Police Department.

The long-range goal of the program is to build a better relationship with the community and gain more support for the Police Department.

Community-Police Service Corps⁷⁴

This is a police-sponsored organization consisting of young people between the ages of ten and eighteen who are supervised by adults and advised by police representatives. The purpose is to involve youth in positive relationships with the police through recreation or service projects to dispel negative feelings. Through contributions from various service clubs and business organizations, uniforms were designed and purchased for the Corps. The youths represent their community and the Police Department by appearing as a marching group in various parades and other public events.

Citizenship Course⁷⁵

This program is presented in the junior high schools as part of the students' Social Studies. It consists of a ten-hour block of instruction which covers: (1) History of Law Enforcement, (2) Inception of Laws, (3) Specific Laws, (4) Court Procedure, (5) Organization of Police Department, (6) Tour of Police Department, (7) Current Police Problems, (8) Panel Discussions. The instructing is done by policemen. The objective of this program is three-fold:

1. To develop an understanding of the police officer's role and his functions in the community.

⁷⁴Los Angeles, California Police Department.

⁷⁵Mountain View, California Police Department.

2. To instill an attitude of community responsibility in the students through an understanding of laws and their meaning, and to develop a positive attitude towards law observance through a proper understanding of enforcement and the judicial process.
3. To create a better relationship between the police and students through this personal teacher-learning experience.

Law Enforcement Scholarship Program⁷⁶

The Community Relations Unit established a citizens committee for the purpose of raising funds to give scholarships to needy students who wish to enter or continue in a law enforcement program at a local college. This program is designed to assist students in financial need and to encourage young men from the Mexican-American and Black communities to enter the law enforcement field.

Junior Crime Prevention Program⁷⁷

This program is geared for the fourth grade level. It involves a uniformed police officer visiting a classroom four times each school year with visual aids and passout material to tell about crime prevention, juvenile delinquency and the consequences of criminal acts. The purpose of the program is to provide students with an appreciation of the role of the police and their own responsibilities as good citizens.

⁷⁶San Jose, California Police Department.

⁷⁷Los Angeles, California Police Department.

Annual Boys' Day in Safety⁷⁸

This program is sponsored by the Automobile Club in cooperation with the Police Department. Under the program, selected students are given an opportunity to spend a day with police officers. The program consists of a film on traffic safety and a tour of police facilities. The boys then participate in a program at the Police Academy which includes an exhibition of police equipment. Each boy is hosted at lunch and presented with a citation for meritorious service in safety.

Law Enforcement Explorer Program⁷⁹

The purpose of this program is to interest young men in a career in law enforcement and develop an awareness of civic responsibility. The motto is "Learning to Protect and to Serve." Members are selected through a process similar to that employed in the selection of regular police officers. The Explorers are trained in the basics of law enforcement procedures which prepare them for participation in various police-related activities. Although chartered by the Boy Scouts of America, the program is law enforcement oriented and emphasizes good citizenship and character development.

Policeman Bill⁸⁰

This is a school program designed for the first, second and third

⁷⁸Ibid.

⁷⁹This particular program is operated by the Los Angeles Police Department; however, many other cities have similar programs, e.g., St. Louis, Des Moines, San Jose, New York, Oakland, Philadelphia, San Diego, etc.

⁸⁰Los Angeles, California Police Department.

CONTINUED

1 OF 3

grades. It involves a police officer going into the classroom and discussing the history of the police and the role of the police in current society. Photographs and other visual aids are used in the presentation. One student is designated "Policeman's Helper" and wears a large replica of the police badge. The "talking police car" is demonstrated with detailed explanation of equipment. Other points stressed are "Traffic Safety" and "Dangerous Strangers."

Gun Safety Program⁸¹

This program is for youth under sixteen years of age. It involves instruction on the use of firearms by police personnel. The program was initiated as a public service after the passage of a state law requiring youth in that age bracket to attend such a course prior to being issued a hunter's license.

Annual Boys' Day in Government⁸²

This program is designed to give students throughout the City an opportunity to occupy various positions in government, including the Police Department, for one day. The purpose of the program is to inform the students about the operation of city government and to develop a favorable relationship between youth and the public.

Annual Student Leadership Symposium on Law and Order⁸³

This program is sponsored by the City Junior Chamber of Commerce

⁸¹San Jose, California Police Department.

⁸²Los Angeles, California Police Department.

⁸³Ibid.

in conjunction with the Police Department and involves student leaders from various high schools. Police personnel participate in the presentations, discussion groups and social hour.

Summer Camping⁸⁴

Summer camping consists of four one-week sessions, Monday through Friday, which includes swimming, archery, canoeing and fishing. Instruction in handicrafts includes woodwork, leatherwork and wood burning. Additionally, campfire activities, singing and skits, movie nights, horseback riding, nature hiking and night pistol team demonstrations are provided. Athletics include volleyball, horseshoes, basketball and track meets. Discussions of problems which involve youth and the community are part of the "talk sessions."

Junior Band⁸⁵

The Police Department sponsors a band for boys twelve to twenty years of age. They are taught concert and marching music, marching techniques and participate in community and state-wide festivities, concerts, parades and State and National Junior Band Concerts. The purpose of the program is to give boys who are musically inclined a meaningful character-building experience in a quality marching and concert band.

High School Office Hours⁸⁶

Weekly office hours are held at a local high school for the

⁸⁴Ibid.

⁸⁵Ibid.

⁸⁶San Jose, California Police Department.

benefit of students who want to discuss any problems or seek information about the Police Department.

Send a Kid to Camp⁸⁷

This program sponsored by the Schlitz Brewing Company, involves sending underprivileged children to camp. The Police-Community Relations officers are involved in the selection of the children. Each child that is sent to camp receives tee shirts and toilet articles that have been donated for this purpose to the Police-Community Relations Division.

Police-Partners⁸⁸

This is a program involving sixth grade students (boys and girls) designed to accomplish:

1. A positive attitudinal change of the Police-Partner group toward the police.
2. Enlargement of the knowledge of police functions, responsibilities and services.
3. To implant a latent desire, as well as knowledge of the many and varied vocational opportunities for young men and women in a police department.

The goals of this project are pursued by a series of class room sessions and field trips once a week over a fourteen-week period.

Police-Community Relations Youth Council⁸⁹

The Youth Council is composed of the presidents of each grade

⁸⁷New Orleans, Louisiana Police Department.

⁸⁸Philadelphia, Pennsylvania Police Department.

⁸⁹St. Louis, Missouri Police Department.

level in each high school, plus a representative from the student newspaper of each school. The purpose of this program is to advise the police on any matters involving teenagers in an attempt to bridge the gap between the youth and the police. The Youth Council meets once a month at police headquarters. At each meeting there is a program which consists of a speech and/or a demonstration.

Say Hi Program⁹⁰

"Say Hi" cards are distributed to elementary school children by members of the Police-Community Relations Section. The purpose of this program is to encourage youngsters to wave and say hello to police officers.

Teen Post⁹¹

A Community Relations officer is assigned to each Teen Post in the city. The officer assists in an advisory capacity and provides communication with the Police Department. He also helps in obtaining needed equipment or services when possible. The purpose of the program is to develop rapport between the officer and the youths through informal and friendly discussion of problems confronting young people and the police.

Talk-A-Long Program⁹²

Under this program an officer is assigned on a rotating basis to each high school in the city one day per week during the lunch hour. He is there to meet, talk and listen to the views of the students. The

⁹⁰Ibid., and Fairview, Oklahoma Police Department.

⁹¹San Diego, California Police Department.

⁹²Novato, California Police Department.

students who participate in this program do so on a voluntary basis. The purpose of the program is to improve communication between the police and the high school students and to allow the students to meet the officers in a situation other than field work.

Bicycle Rodeo Program⁹³

Under this program the police teach young people safety methods and how to ride their bicycle legally. Safety checks are performed, handout material is distributed and licensing done. This program is an attempt by the police to come into contact with the younger members of the community.

Police Summer Fishing Group⁹⁴

This is a summer program where every Wednesday police officers take a group of disadvantaged youth on a fishing trip.

School Contact Program⁹⁵

Under this program Community Relations officers speak before students in every junior and senior high school in the city. The officer speaks to small groups - two classes at maximum. He appears in uniform and for the first fifteen or twenty minutes of the class period he discusses the Police Department, its organization, authority and responsibilities. Then for the remainder of the class he asks the students to, "Put me on the spot - Why does a policeman do what he does?" The purpose of

⁹³Ibid.

⁹⁴San Diego, California Police Department.

⁹⁵Ibid.

the program is to give the students an understanding of the purpose and function of their Police Department and to have any questions they have about law enforcement answered.

Boxing Program⁹⁶

This program is for boys ten years of age and up. Each day after school and during the summer months the kids report to the police gym where a ring and work room is installed. There they are given boxing lessons by members of the Police-Community Relations Division.

Basketball Teams⁹⁷

The Community Relations Unit sponsors basketball teams which are entered in the inter-city leagues.

Talent Contests⁹⁸

Each year the Community Relations Division conducts a summer search for talent. Utilizing a portable stage built on the trailer of a large truck, the talent truck is moved into the poverty areas of the city. Prior visits to the areas to solicit talent are made by members of the Police-Community Relations Division. The program is concluded at the end of the summer with a talent show where all the area winners compete for the city championship. Winners of the shows receive savings bonds, trophies, plaques and other gifts which are donated to the Police-Community

⁹⁶New Orleans, Louisiana Police Department

⁹⁷Ibid.

⁹⁸Ibid.

Relations Division.

Air Flights⁹⁹

With the cooperation of an airline, children are taken for a jet flight by members of the Police-Community Relations Unit.

Rumor Clinic¹⁰⁰

This program consists of a brief skit based on a routine traffic enforcement situation involving both students and police officers. The purpose of the program is to point out the fact that a rumor can potentially be the most disruptive social phenomenon facing our cities and towns today. The skit depicts how a rumor can start and analyzes the resulting exaggeration.

School Educational Program¹⁰¹

This program involves the presentation of programs regarding safety and informational type presentations to all students of the city school system. Generally, safety programs are conducted in the elementary schools, while the informational type programs are directed to the junior high and high school levels. The purpose of this program is two-fold:

1. To present information to the students in certain areas which may prove to be of value to them.

⁹⁹Ibid.

¹⁰⁰Washington, D.C. Police Department.

¹⁰¹Greensboro, North Carolina Police Department.

2. To promote a better relationship between the students and the police and also to provide the students with an understanding of the police role.

Youth Protection Lectures and Slides¹⁰²

Under this program lectures are given to junior high and high school students on "Youth and the Law." The subject matter is about what the juvenile can do to keep out of trouble and how his parents can prevent or assist in keeping him out of trouble. The goal is to bring law enforcement information to the students and improve their image of the policeman.

Summer Recreation¹⁰³

Each year during the summer months, additional officers are detailed to the Police-Community Relations Division from the various police districts. These officers are used as sports supervisors in the various poverty areas of the city. Through this program, officers organize softball games and other such sports activities.

Boxing in the Street¹⁰⁴

Under this program members of the Police Athletic League put on boxing exhibitions in the community. This is also a summer program.

¹⁰²San Jose, California Police Department.

¹⁰³New Orleans, Louisiana Police Department.

¹⁰⁴Philadelphia, Pennsylvania Police Department.

Community Service Officer Program¹⁰⁵

The Community Service Officer is a temporary employee (summer months) of the Police Department (young men between the ages of seventeen and twenty-five). To be eligible for the program the young men must be unemployed and unemployable under police standards and qualifications. They are assigned to the Crime Prevention Bureau to work in high crime and high poverty communities. Their duties are to render assistance in the neighborhood in any matter in which they may be of help. During their tour of duty they visit various facilities and activities in their assigned area, e.g., poverty centers, schools, play areas, youth centers, clubs, parks, etc. The Community Service officer works in uniform, but is not a regular police officer. He does not carry a weapon and does not have the power of arrest.

Amusement Park Program¹⁰⁶

By obtaining complimentary tickets, the Police-Community Relations Division takes a group of low income kids to an amusement park. Metal police badges are given to the children who participate in this program.

Special Sporting Events¹⁰⁷

Tickets for special sporting events are donated to the Police-Community Relations Division, such as all-star high school basketball and football games. Members from the Division invite young people from

¹⁰⁵Atlanta, Georgia Police Department.

¹⁰⁶New Orleans, Louisiana Police Department.

¹⁰⁷Ibid.

the poverty areas to attend, transport them to the event, remain as supervisors and on occasion, provide refreshments.

Neighborhood Helper Program¹⁰⁸

This program is run in conjunction with a church community house and the police-community relations officers act as an agent for youth by assisting them to obtain employment (e.g., cutting yards, baby sitting, etc.). The purpose of this program is to get the youth employment in their own neighborhood; thereby creating trust between the youth and the residents of his neighborhood. The Police-Community Relations officers are contacted by potential employers and the job is then referred to the community house who send the youth out on the job.

Operation Little Sweep¹⁰⁹

Boys between the ages of ten and thirteen are employed by the Police-Community Relations Division (on the district level) to sweep sidewalks and pick up bottles. The boys work three hours per day, four days per week and receive 50¢ per hour. The funds for this program are supplied by the businessmen in the districts. The purpose of this program is to keep the boys out of trouble and at the same time give them some spending money.

Portable Swimming Pools¹¹⁰

During the summer, the Police Department purchased portable

¹⁰⁸St. Louis, Missouri Police Department.

¹⁰⁹Ibid.

¹¹⁰New Orleans, Louisiana Police Department.

swimming pools and erected them in the low income areas. The purpose was to provide a place for children in that area to swim on hot summer days.

Know Your Police Department Program¹¹¹

The purpose of this program is to acquaint school children with police services. A long range objective of this program is police recruitment. School classes visit Police Department facilities and police officers visit the schools. In the school assemblies the children are shown slides of police activities, plus a talk given by a uniformed officer. As a souvenir, each child receives an identification card containing a pledge of respect for law and order.

Operation Partnership¹¹²

The purpose of this program is to expose the man on post to the attitudes and problems of the youth on their posts. This is accomplished by visiting youth activities, chatting with youngsters and a challenge to the league-winning basketball team.

Adolescents Against Addiction¹¹³

This program is a peer approach designed to combat narcotic addiction among youth between thirteen and eighteen years of age. Boys and girls are recommended by their schools and trained to tell other

¹¹¹New York City Police Department.

¹¹²Ibid.

¹¹³Ibid.

teenagers about the dangers of narcotics and dangerous drugs. The youngsters attempt to accomplish these goals through skits, exhibitions, group discussions and informal contact with local young people.

Officer Friendly Program¹¹⁴

This program is operated in the elementary schools and designed to promote respect and understanding for law enforcement among the students. The goal of the program is to have the children view the policeman as his friend and as a person he can turn to in need. The program is operated in conjunction with the Board of Education and consists of three visits by the "Officer Friendly," to each participating elementary school:

1. The first visit is one-half hour in length and consists of a short talk by the "Officer Friendly" about his role as a police officer.
2. The second visit includes a discussion of safety rules and hazards, an introduction to "Stranger Danger," and a demonstration of police equipment. A letter is sent to each child's parents explaining the program and encouraging discussion of law enforcement in the homes.
3. The last visit is a review of what was presented previously. The officers also pose questions for individual response.

¹¹⁴Chicago was one of the first cities to establish this program and it has been evaluated by the Board of Education. Other cities, e.g., Oakland, Washington, D.C. and Richmond operate similar programs under the same title.

Police and Schools Program¹¹⁵

This is a college-level course designed to familiarize teachers with police operations so that they will be better prepared to discuss them in their classrooms.

Summer Youth Program¹¹⁶

This is a two-phase program for youth which is city-wide. The first phase of the program involves police personnel recruiting youngsters between the ages of seven and eighteen to participate in district sponsored athletic and recreational activities. The second phase involves the location of jobs for teens. This is done by Community Service Officers who solicit support and cooperation from local businessmen.

The purpose of this program is to prevent juvenile crime by providing the youngsters with some creative activity. Another purpose is to bring youth and policemen together in an informal situation and give them the opportunity to relate to each other on a person-to-person basis. The youth are involved in such activities as field trips, camping, fishing, sports, swimming, choral groups, musical groups and picnics.

Youth Dialogue Programs¹¹⁷

Under this program thirty youths, ages sixteen to nineteen, spend two days with police officers at a camp. The purpose of this program is to establish a means of communication and understanding between the youth

¹¹⁵New York City Police Department.

¹¹⁶Chicago, Illinois Police Department.

¹¹⁷New York City Police Department.

and the police. The two-day program is held in a relaxed, informal, country-like atmosphere where all participants are given the opportunity to express their viewpoints. The goal of the program is to reduce the tensions which may exist between youth and the police by making each group aware of the other on a personal basis.

Law Observance Program¹¹⁸

The purpose of this program is three-fold:

1. To educate the children to the police role in the community and through them reach their parents.
2. Improve understanding of the police problem and create the opportunity for two-way communication between the students and the police.
3. The prevention of juvenile delinquency by exposing the pupils to the fact that a police record reduces job opportunities and the reward for staying out of trouble is good job opportunities.

This is a three-day program which consists of a (1) pre-tour lecture about police work, (2) a tour of police headquarters, and (3) a post-tour lecture with the showing of a film and answering questions.

Headstart Program¹¹⁹

Members of the Police-Community Relations Unit visit each headstart program in the city and teach pedestrian safety.

¹¹⁸Washington, D.C. Police Department.

¹¹⁹St. Louis, Missouri Police Department.

School Visitation Program¹²⁰

Police-Community Relations Officers visit all elementary schools in the city and present a police program. Police films are used to supplement the oral presentation. The program is coordinated with the Board of Education.

Junior Youth Council¹²¹

This Council is composed of youth between the ages of fourteen and sixteen and serve in the same capacity as the adult Precinct Community Councils.

Visitation Program¹²²

Under this program, members of the Police-Community Relations Division make regular visits to neighborhood youth centers and recreation grounds. The purpose of these visits is to assist youth in their problems, e.g., education, employment and other personal problems.

Hangout Patrol Program¹²³

Under this program, members of the Community Relations Division maintain a regular patrol of areas that are known to be frequented by youths, e.g., pool halls, recreation rooms, movie houses and carry out shops. The purpose of these patrols is to make contact with the youth

¹²⁰ Ibid.

¹²¹ New York City Police Department.

¹²² Washington, D.C. Police Department.

¹²³ Ibid.

and attempt to direct them to the facilities and resources available within their communities. At the same time, an attempt is made to identify any potential trouble producing situations (or individuals) and take the appropriate remedial action.

The Squires¹²⁴

Officers in the Community Relations Section are involved in a program with a group of inmates from San Quentin Prison called "The Squires." This organization was formed to constructively counsel and assist delinquent-prone youths. Groups of youth are taken to San Quentin Prison for three consecutive Saturday mornings where members of the Squires counsel and advise the young men on how to avoid the pitfalls of crime. Two Police-Community Relations officers accompany groups of fifteen to twenty youths. The purpose of the program is to provide confrontation in order to benefit the community, the Police Department, the youth and the inmates.

Youth Discussion Groups¹²⁵

The original concept of this program was to institute discussion groups made up of youth who were high school drop-outs with criminal records. However, the program was expanded to include all youth in the community. The groups are largely composed of youth from existing organizations such as Y.M.C.A., school clubs, Neighborhood Youth Corps, fraternities, sororities, religious youth clubs, etc.

¹²⁴ San Francisco, California Police Department.

¹²⁵ San Diego, California Police Department.

Narcotic Education Lectures and Films¹²⁶

This program entails lecturing to junior and senior high school students on the hazards of drug abuse. Duties also include speaking to PTA groups, home and school clubs, youth groups, service clubs and the like during the evening hours.

Programs for Youth No Longer in School¹²⁷

The Police-Community Relations Division participates in a variety of projects which are designed for young adults who are no longer in school. The aim of these projects is to provide an atmosphere conducive to the formulation of relationships of trust and understanding between the police officers and these youths.

Community Athletic League¹²⁸

On the district level, Police-Community Relations officers conduct a variety of juvenile programs. For example, youngsters are taken to ball games, movies and other entertainment shows by Community Relations officers.

Cruiser Tours¹²⁹

Teenagers are given a tour of the district station or police headquarters and then ride in unmarked cars in the field.

¹²⁶San Jose, California Police Department.

¹²⁷Washington, D.C. Police Department.

¹²⁸St. Louis, Missouri Police Department.

¹²⁹Ibid.

First Aid Program¹³⁰

This program, conducted in cooperation with the American Red Cross, is geared for youth who are no longer in school. The program consists of conducting a standard first aid course and upon successful completion, the youths are employed by the Recreation Department to work at swimming pools throughout the city as pool aides and life guards.

School Counseling Sessions¹³¹

Under this program Police-Community Relations personnel participate in sessions at various schools which are aimed at aiding the students in matters of social adjustments. The purpose of this program is to allow the officers and teachers to pool their talents in an attempt to aid the students in arriving at workable solutions to their personal problems.

Career Counseling Program¹³²

In conjunction with school authorities and representatives of the Kiwanis Club, members of the Police-Community Relations Division participate in a Career Day Program in the schools. This program consists of a series of assemblies during which representatives from private industry and different governmental agencies introduce the youth to the benefits and requirements for entering their various fields. The police officers discuss the opportunities available to young men in the field

¹³⁰Washington, D.C. Police Department.

¹³¹Ibid.

¹³²Ibid.

of law enforcement.

School Tour Program¹³³

This program is designed for students at the junior and senior high school level. A three-day format is utilized in this program. On the first day an officer pays a brief visit to the school, introduces himself to the faculty and students and briefly outlines what the students are to see the following day. The second day is devoted to an extensive tour of the police station. The tour is concluded with a roundtable question and answer period. The third and final day is devoted to a demonstration of police equipment and procedures, plus the answering of questions generated by the program.

Classroom Visits Program¹³⁴

This program is structured primarily around senior and junior high school sociology and government classes. The purpose of these classroom visits is to engage the students and faculty in discussions of police matters and to answer their questions about the police, its activities, goals and methods. Efforts are made not to lecture to the students; rather techniques such as group dynamics, "rumor clinics" and "role playing" are used in order to involve the students in the program.

Student Trips¹³⁵

Through this program, trips are provided for high school students

¹³³Ibid.

¹³⁴Ibid.

¹³⁵San Jose, California Police Department.

to state correctional facilities and other police-related institutions where youths hear crime prevention speeches from inmates and see the hardships involved in serving sentences. On occasion, needy youths are taken to professional ball games.

Senior High Program¹³⁶

This program is operated in conjunction with the required course on American Government in the local high schools where one block of the program concerns itself with the Administration of Justice. Each class is taken on a tour of police headquarters and then spends two hours with a judge. The judge explains his role, the bailiff's the prosecuting attorney's and the defense attorney's. He then takes the class into a courtroom to watch a criminal jury trial in action.

Pre-Natal Program¹³⁷

Members of the Police-Community Relations Section visit all pre-natal clinics in the city and conduct a program for expectant parents. The purpose of this program is to inform the expectant parents of the need for properly educating their children in their attitudes toward the police.

Housing Authority-Police Youth Program¹³⁸

This program is designed to reach youth within the housing

¹³⁶Oakland, California Police Department.

¹³⁷St. Louis, Missouri Police Department.

¹³⁸Los Angeles, California Police Department.

projects where concentrated population presents inordinate living complications. Off-duty police officers are paid by the City Housing Authority to form and supervise sports leagues and coordinate tours to athletic events and other points of interest.

Police-Student Councils¹³⁹

Police-Student Councils are organized at various junior and senior high schools throughout the city. The program is coordinated with the Board of Education. The purpose is to involve students and the police in a joint effort toward finding solutions to school problems which are of a criminal nature.

The Police in the Classroom¹⁴⁰

Under this program uniformed officers present a series of five lectures in the eighth grade classrooms covering various topics, e.g., drug abuse, freedom and laws, responsibility of students and the role of the police in our society. The purpose of the program is to narrow the gap of communication and understanding between youth and police and to establish positive contacts between both groups.

Operation Work¹⁴¹

This is a summer program operated by the precinct community council with cooperation from a number of unions and local business firms.

¹³⁹Ibid.

¹⁴⁰Richmond, California Police Department.

¹⁴¹New York City Police Department.

The purpose of the program is to locate employment for the "hard-to-place" youth.

Let's Get Acquainted¹⁴²

This is a school program designed for the sixth grade level. It consists of a discussion of questions from the class along with a display of the police uniform and equipment, drug charts and other visual aids. "The Role of the Police," "Good Citizenship," "Rights of Students" and "Traffic Safety" are also discussed.

Stop on a Dime¹⁴³

This program is presented in all elementary schools and sponsored jointly by the Board of Education and the Police Department. The purpose of the program is to show, through demonstrations, that pedestrians, bicycles and vehicles cannot "Stop on a Dime."

You and the Police Officer¹⁴⁴

This program is designed for the eighth grade level and involves a police officer, wearing a business suit, going into the Social Studies classrooms. The purpose is to permit discussion of "Good Citizenship," "Police Brutality," "Traffic Laws," "Narcotics," "Curfew" and "Sex Laws." The students suggest the topic by questioning the officer in these areas.

¹⁴²Los Angeles, California Police Department.

¹⁴³Ibid.

¹⁴⁴Ibid.

Police-School Cadet Program¹⁴⁵

This program is designed for later-elementary, junior and senior high school students. It is designed to involve the students in a structured, police-oriented club activity. The purpose is to show youngsters that conformity need not be stifling, that there are other achievements more satisfying than delinquent acts and that they themselves are capable of choosing and reaching acceptable goals based on pride of accomplishment through community service. Senior high school and community college students who meet the requirements may enroll as police cadets. The cadets work twenty hours per week and the work schedule is arranged around their school classes.

Police Youth Service Corps¹⁴⁶

The primary objective of this program is to improve police-youth relationships. As such, its purposes are listed as follows:

1. To offer youth and police a reciprocal opportunity for exposure to the development and improvement of youth attitudes toward law enforcement.
2. To improve youth's sense of belonging and sense of accomplishment by providing various work experience placement throughout the city, under the supervision of assigned group leader aides.
3. To demonstrate that effective and meaningful changes of

¹⁴⁵Flint, Michigan Police Department.

¹⁴⁶Pontiac, Michigan Police Department.

attitudes and improved self-image are not only possible, but will lead to improved acceptance of individual youth-citizenship responsibilities and police responsibilities to youth.

4. To contribute toward the reduction of juvenile crime.

This is a summer program whereby selected youths are employed, under police supervision, for twenty hours per week. Those selected are fourteen to fifteen years, showing signs of dropping out of school, showing anti-social behavior patterns or already in trouble with police. For sixteen hours per week the youth perform quasi-police type street patrol, e.g., reporting abandoned cars, and four hours a week are devoted to informal discussion groups.

Elementary School Child Safety Program¹⁴⁷

The objective of this program is to impress upon elementary school children the need and value of pedestrian safety, bicycle safety, the danger of child molesters and the training of safety patrol boys. The program is conducted in the classrooms by a uniformed police officer.

In addition to the preceding programs, Richmond has a Tutoring Program whereby police tutor school children; San Francisco operates an Officer George Program for elementary school children, plus a program in the high schools; Oakland sponsors an annual Junior Olympics; New Orleans, Philadelphia, Atlanta and other cities operate a Sprinkler Program where sprinklers are attached to fire hydrants for children to play in during

¹⁴⁷Flint, Michigan Police Department.

the summer months; and several departments have printed Coloring Books for pass-out material.

Police-Community Relations Training Programs

Operation Handshake¹⁴⁸

This is a police-community relations training program for new police officers. Under this program new officers who have just graduated from the police academy are taken on a "handshaking" tour of the city. The purpose of the program is to expose the rookie officers to the multitudes of situations which will broaden their experience and make them police-community relations conscious. The new officers are taken on visits to such places as federal housing units, shopping centers, tot lots, recreation fields, businessmen's associations, NAACP headquarters, the Young Great Society, the Black Coalition Offices and the Concilio (Council of Spanish-Speaking Organizations). The ultimate goal of the program is to break down barriers of suspicion by giving the new officers a chance to meet a variety of people representing all social stratas, religious, ethnic, racial and economic backgrounds.

Coffee Klatch Program¹⁴⁹

Under this program a few couples from a given neighborhood are invited to an informal evening gathering for coffee and conversation. The police officer who is responsible for patrolling that particular area

¹⁴⁸Philadelphia, Pennsylvania Police Department.

¹⁴⁹Covina, California Police Department.

is brought to the meeting and given the opportunity to present his Department's views on law enforcement. Afterwards, the couples are given the opportunity to ask questions, make known their personal expectations regarding law enforcement and allowed to air their complaints about police service. The basic purpose of this program is to open the lines of communication between each police officer and the citizens on his beat through personal contact. A second objective of the program is police-community relations training for the officer. This is accomplished by "planting" a couple who are members of a little theater group in the meeting to agitate the officer by expressing "anti-police" attitudes. This is done to teach the officer that he must eliminate his personal defensiveness. The ultimate goal of this program is to make each officer a police-community relations officer.

In-Service Training¹⁵⁰

The Detail sets up teaching curriculum for the Police Academy on matters involving community relations and writes the bulletins for in-service personnel.

Community Relations Officers Meetings¹⁵¹

Regularly scheduled meetings are held to bring together community relations officers, detectives, traffic and patrol representatives and the Director of Community Relations into a casual conference atmosphere

¹⁵⁰San Jose, California Police Department. In addition, many other departments' community relations officers conduct in-service training programs in human and community relations.

¹⁵¹Los Angeles, California Police Department.

for problem solving, policy discussions, exchange of information and to assure consistency and effectiveness in the community relations program.

Citizen Service Reports¹⁵²

This program is designed to give the officer's supervisor an idea of what type of service the officer is giving the community. Under the program, a supervisory officer chooses at random several cases that the officer has handled during the month and sends the citizen a letter and questionnaire for an evaluation of the service he received on a particular call and to allow him to offer suggestions on how he believes the police service can be improved. A secondary objective of this program is to illustrate to the citizen that the Police Department cares about the type of service the citizens of the community are receiving.

Community Relations Training¹⁵³

All new police officers who are hired are assigned to the Crime Prevention Bureau until the Police Training School is ready to accept them. Through this program, young officers are sent into the community with an experienced Crime Prevention officer and familiarized with the people and their problems. In addition to serving as a training function for the new officers, this program is designed to afford the superior officers an opportunity to evaluate the performance of new patrolmen and to determine whether they will become good police officers. Upon completion of this

¹⁵²Novato, California Police Department.

¹⁵³Atlanta, Georgia Police Department.

training phase, if the evaluation points out any bias or prejudice on the officer's part, he can be discharged before he becomes a liability to the Department.

Police-Community Relations Training¹⁵⁴

Members of the Police-Community Relations Division conduct recruit and in-service training in human relations. In addition, patrol sergeants are assigned to the Police-Community Relations Division for five days of orientation in police-community relations activities.

Community Relations Orientation for Policemen¹⁵⁵

This is a program designed to establish a direct relationship between the police-community relations officers and the patrol officers. This is accomplished by having patrol officers meet with a police-community relations officer in a small group setting (no more than four patrol officers at a time). The content of such a meeting ordinarily includes a detailed explanation of the functions of the Police-Community Relations Division; a discussion of police professionalism, stressing that every officer should strive to obtain this goal; and the importance of good appearance. In addition, the patrol officers are allowed to offer suggestions and recommendations regarding problems that confront them.

Administrative Seminars¹⁵⁶

Periodic seminars involving top administrators are held away from

¹⁵⁴St. Louis, Missouri Police Department.

¹⁵⁵Philadelphia, Pennsylvania Police Department.

¹⁵⁶Los Angeles, California Police Department.

police facilities to assist in the development of new ideas and to assure consistency throughout the Department in the administration of the Community Relations Program as established by the Chief of Police. Seminars are also held for the levels of middle management, supervisors and line officers.

Radio Gibs¹⁵⁷

Under this program periodic short gibs dealing with police-community relations are announced over the police radio. The purpose of this program is to continually keep the field officers thinking about good community relations. A secondary purpose is to express to the officers the administration's concern for good community relations. "Courtesy Pays Dividends," is an example of the announcements made.

Spanish Classes¹⁵⁸

Classes in conversational Spanish are conducted for officers who work in the predominantly Mexican-American divisions to assist the police in overcoming the language barrier in those communities.

In addition to the above listed programs, Richmond, California incorporates into their in-service training program a course in Black Studies.

¹⁵⁷Philadelphia, Pennsylvania Police Department.

¹⁵⁸Los Angeles, California Police Department.

Police-Community Relations

Economic Opportunity Council Liaison¹⁵⁹

Under this program Police-Community Relations officers are assigned to the Economic Opportunity Offices located throughout the city. The work of the officers in the Economic Opportunity Offices is as follows:

1. To initiate communication and appropriate exchange of information with agencies regarding specific police cases of persons who might benefit through referral for agency services.
2. Follow-up investigation at staff level of police contacts resulting in the arrest or citation of persons enrolled in area development programs.
3. To provide short-term counseling for persons whose lack of motivation relates to factors of police contact or involvement with other legal authorities.
4. To evaluate and interpret police records in terms of employment and educational opportunities, to aid area development personnel in referral, screening and placement of applicants.
5. To help develop employer awareness of the problems of persons who, by virtue of their juvenile or adult records, are termed "unemployable."
6. To aid in evaluating and interpreting police records where

¹⁵⁹San Francisco, California Police Department. Under a program entitled Economic Opportunities Commission Liaison, the San Diego Police Department also assigns officers to local community action councils but not on a full-time basis.

remedy is sought through procedures of record "sealing" and to advise and assist persons whose criminal records may be subject to sealing or expungement under the existing laws, whenever such cases come to the attention of the Police-Community Relations officers.

7. To take an active role in creating understanding on the part of the Police Department with respect to the peculiar problems of persons who have had police contact. This will be, in part, accomplished by periodic visits with district station commanders so that they are better informed concerning the progress being made by the area poverty board.

Police-Community Relations Workshop¹⁶⁰

Monthly community workshops are held in each district involving the District Commander, district police personnel and interested citizens.

The purpose of these monthly meetings is to:

1. Develop a sense of community responsibility by having the citizens of a district become involved in the solution of local problems.
2. To provide an opportunity for arriving at solutions to community problems by bringing them into the open in an informal atmosphere.
3. To increase communication between all citizens within the established community structure.

¹⁶⁰Chicago, Illinois Police Department. Several other cities, e.g., Philadelphia, Des Moines, Los Angeles, San Jose also operate similar workshops.

4. To provide the citizen with an insight into his district's police problems and operations in order to gain support and cooperation in the law enforcement effort.

Community Services Unit¹⁶¹

The purpose of this Unit is to better the understanding between the police and the public by bridging the gap of misunderstanding, friction and estrangement and establishing and maintaining lines of communication between the police and the public. The primary purpose of the Unit is to render service; however, the Community Services Unit personnel also enforce the criminal ordinances and statutes. The purpose and function of the Community Services Unit can be summarized as follows:

1. To find people in need.
2. To direct them to those agencies or community resources where the need can be met.
3. To search out those things which are conducive to crime and see that they are rooted out of the community. In addition, the Community Services Unit has the responsibility for juvenile delinquency control efforts, the investigation of delinquency producing conditions and persons and the investigation of juvenile offenders and offenses committed against juveniles. The case work method is used to accomplish the objectives of the Unit.

¹⁶¹Winston-Salem, North Carolina Police Department.

Community Councils¹⁶²

A Community Council is established in each of the police divisions. They are composed of community leaders who work with the divisional Community Relations officer in the development of programs and the two-way transmittal of information between the police and the public. The councils involve themselves in such activities as workshops, dinners, anti-crime campaigns, motorcades and parades in support of law enforcement.

Citizen's Advisory Committee¹⁶³

This is a committee composed of various representatives of the community and established so the Police Department could have the advantage of counsel from a distinguished group of citizens informally representing many segments of the community.

Police-Community Relations Area Councils¹⁶⁴

This program is sponsored by the Police Department in conjunction with the local anti-poverty community action program. The purpose of the councils is to allow the police to work with the various neighborhood service centers in working with the residents of low income areas in an effort to emphasize the mutual interdependence of the police and the community in seeking solutions to neighborhood problems, and to develop mutual respect and understanding between the police and the public by promoting an atmosphere conducive to greater public cooperation.

¹⁶²Los Angeles, California Police Department.

¹⁶³San Jose, California Police Department.

¹⁶⁴Ibid.

Arrest Record Interpretation¹⁶⁵

Under this program, members of the Police-Community Relations Unit make arrest record interpretations to employers for prospective employees. The purpose of doing so is based on the knowledge that there exists a tendency on the part of employers to automatically disqualify prospective employees because they have arrest records. The police act as a mitigator to allow persons with police records to receive equitable consideration and not be unnecessarily excluded from employment.

Community Relations Volunteer Program¹⁶⁶

This program is designed to take the fullest possible advantage of the resources in the community which are capable of assisting in the area of police-community relations. It is designed to identify and organize these resources to bear upon police-community relations questions and produce concrete results. Interested individuals representing as broad a base as possible are invited to join the program. They are issued identification cards and members of the Police-Community Relations Division visit them frequently. During these visits emphasis is placed upon identifying potential trouble areas and soliciting advice on what steps should be taken to solve the problems of their neighborhood. Emphasis is placed on encouraging citizen participation within the total law enforcement effort.

¹⁶⁵Ibid.

¹⁶⁶Washington, D.C. Police Department.

Employment Centers¹⁶⁷

Through facilities donated by merchants, employment centers are staffed by personnel from the Police-Community Relations Division (and volunteers) in the low income areas. The purpose of this program is to recruit persons from the poverty areas in an effort to encourage them to seek employment with the city government in job openings that are generally not known.

Liaison with Poverty Programs¹⁶⁸

Officers from the Community Relations Section are assigned to work in the Economic Opportunity Centers throughout the city. The main objectives of these officers are to build better relations between the Police Department and the general public. The Economic Opportunity Centers were chosen because of the close contact between the Center's activities and the residents of the poverty-stricken areas of the city. By working out of the Centers, the officers acquaint themselves with the problems of the community by attending meetings and speaking before various community groups. The officers also assist in organizing new groups which will help to improve the neighborhood; assist in recreational program for the residents in their area, turn on sprinklers from the fire hydrants for children during the summer months; counsel school dropouts; receive complaints from citizens of any other city service; handle missing person reports and handle hardship cases (e.g., people who need clothing,

¹⁶⁷New Orleans, Louisiana Police Department.

¹⁶⁸Atlanta, Georgia Police Department.

food or shelter). The officers drive station wagons which are equipped with speakers and a turn-table. This allows the officers to go into the community, block off a street and let the people relax by having a street dance.

Operation Friend¹⁶⁹

This is a three-fold project that focuses primarily on the relationship of the Puerto Rican population and the police:

1. Instructions for police personnel in the language, culture and mores of Puerto Rico.
2. Meetings for local Puerto Rican leaders with the police to plan discussions of mutual problems.
3. Classes for neighborhood youths of minority groups to prepare them for entrance examinations for the police force. Also, ten police officers visited Puerto Rico to learn their customs and habits, which was reciprocated by having Puerto Rican children visit the homes of the officers.

Committee on Human Rights and Law Enforcement¹⁷⁰

The purpose of this committee is to maintain a two-way street of communication between the Police Department and other law enforcement agencies; educational, church, ethnic, social and professional groups; whereby the Police Department and the community can jointly discuss community conditions and problems. The committee meets monthly except

¹⁶⁹New York City Police Department.

¹⁷⁰Flint, Michigan Police Department.

during the summer months when it meets bi-weekly. In addition, special meetings can be called at anytime deemed necessary to attempt to solve any problem or condition critical to the good of the community.

Precinct Community Council Program¹⁷¹

The purposes of the Precinct Community Councils are to promote support for law enforcement efforts, encourage and increase cooperation between the police and the public; and to develop specific programs in accordance with true needs, interests and resources of the local community that will support the maintenance of law and order and the prevention of crime and delinquency. There are seventy-six councils, one for each police precinct. The activities of the councils forms on attaining the overall goals and objectives of police-community relations and their activities fall into several general categories:

1. Crime prevention
2. Orientation to the Department's structure and operation
3. Interpretation of police powers and limitations
4. Cultural exchange programs focusing on differences and similarities in race, religion, language and traditions
5. Community education on narcotics and other harmful conditions
6. Neighborhood problem-solving directed at dangerous, unhealthy and unsightly conditions
7. Information exchange regarding available community services, programs and resources

¹⁷¹New York City Police Department.

8. Sponsorship and direction of youth activities as part of the Department's Delinquency Prevention Program.

Elementary School Community Council Representatives¹⁷²

The Elementary School Community Council is composed of police officers, educators, businessmen, professional people, members of the clergy and citizens who are employed near or live within a school boundary. This includes school-related organizations such as scouts, men and women's clubs, child study groups, homeroom mothers, block club organizations, etc. The specific purposes of the Council are as follows:

1. Offer an opportunity for all people to cooperate in their efforts to understand, analyze and solve community problems.
2. Promote cooperation among organizations and individuals in making the community a better place in which to live and work.
3. Collect and give to the members and others complete and accurate information concerning the community needs and the resources available for meeting these needs.
4. Secure democratic action in meeting local needs through existing agencies, organizations and institutions.
5. Take all necessary and advisable civic measures to develop their qualities of leadership for community betterment.
6. Maintain and improve mutual understanding between the schools and other integral parts of our community.
7. Work together in each school area and to cooperate with

¹⁷²Flint, Michigan Police Department.

neighborhood organizations for the promotion of good human relations.

Case Work¹⁷³

Chronic police problems in neighborhoods are investigated by this Detail when referred by the Chief of the Division. Cases of assorted nature are handled, settled and referred to civil agencies when police action cannot solve the matter.

Neighborhood Sessions¹⁷⁴

Under this program sessions are arranged by the Police-Community Relations Detail for beat officers to meet with citizens in a neighborhood to discuss neighborhood problems and other matters of concern and to allow the citizen to get to know the policeman. Sessions are arranged with adults and with juveniles. The purpose of this program is to identify problems on the neighborhood level that create friction between the police and the residents.

In addition to the above programs, the St. Louis Police Department operates two programs designed to arrest problems which occur on an ad hoc basis. The first one is called the Helping Hand Program. Under the program clothing and toys are donated to the district community-relations officers who in turn give them to families in need, e.g., people who are burned out of their homes. The second program is entitled the

¹⁷³San Jose, California Police Department.

¹⁷⁴Ibid.

Christmas Basket Program. Through this program, merchants from the community are solicited several weeks before Christmas for donations of food and toys. Members of the community relations division then distribute food baskets to persons and families in low income areas.¹⁷⁵

¹⁷⁵The San Diego Police Department operates a similar program called Police Department Christmas Program.

CHAPTER VI

TYPOLOGY OF POLICE-COMMUNITY RELATIONS PROGRAMS

In the preceding Chapter we identified numerous programs operated under the title of police-community relations. It is the purpose of this Chapter to establish a typology of police departments based upon their community relations orientation. A police department may orient its specialized community relations program in one of four general approaches. Each approach represents the development of a group of programs which the department feels will better the relationship between the agency and the public. The distinction which we will make is an analytical one. Although we will identify four departments as being illustrative of our four types, probably no department is governed exclusively by the orientation we shall describe. In other words, one department may have, in addition to its primary orientation, characteristics of one or all of the other three types. It is important for the reader to understand our typology only identifies an operating style of an agency and only suggests certain characteristics in an abstract form. The four types identified here are: (1) externally oriented, (2) youth oriented, (3) service oriented and (4) internally oriented.¹

Externally Oriented

Some police departments, in developing their community relations

¹We have not listed crime prevention programs as a specific type because each department considers crime prevention as an essential part of their police-community relations program.

program, have placed a heavy emphasis on implementing a wide variety of programs which are operated under the title of police-community relations. Such programs are generally developed by a specialized police-community relations unit and are directed towards the general public or various enclaves within the community. This approach we shall call "externally oriented."

The St. Louis Metropolitan Police Department is an example of an externally oriented department. St. Louis has a total population of about 720,000 people, 39 percent whom are Black. Similar to all other large cities, St. Louis has large poverty areas which are characterized by:

tension, frustrations and resentment toward police who apparently represent a tangible symbol against which poverty citizens can strike to relieve these frustrations. Also, in poverty areas, there is a high rate of crime considerably above the population proportion.²

Having established a Public Relations Division in 1957, the St. Louis Police Department has developed numerous programs which have served as prototypes for other cities.

The basic objectives underlying the present St. Louis police-community relations program are to reduce and prevent crime in St. Louis through joint police-community cooperation and to improve intergroup relations in the community.³

To accomplish these objectives, the St. Louis Police Department

²"Police-Community Relations Planning and Development Program," a proposal for funding submitted by the St. Louis Police Department to the U.S. Department of Justice, Office of Law Enforcement Assistance, September 26, 1966, p. 5.

³"Police-Community Relations in St. Louis: Experience Report 103," a pamphlet prepared by the National Conference of Christians and Jews, January, 1966, p. 3.

has developed the following programs:⁴

1. Police-Community Relations Youth Council
2. Headstart Program
3. School Visitation Program
4. Say Hi Program
5. Youth Activities Program
6. Pre-Natal Program
7. Special Youth Program
8. Explorer Post Program
9. Police-Junior Aide Program
10. Cruiser Tours
11. Jaycee Award Program
12. Law Enforcement Assistance Award
13. Police-Community Relations Award
14. Police-Community Relations Training
15. Sergeants In-Service
16. Police-Community Relations Council
17. Tour Program
18. State Fair
19. Citizens Against Crime
20. Police-Community Relations Information Program
21. Clergy-Police Program
22. Brochures
23. Police-Community Relations Film

⁴For a brief description of these programs, refer to Chapter V of this report. Some programs listed here have been initiated and subsequently dropped.

24. Visiting Officers Program
25. Police-Community Relations Store Front Centers
26. District Committees
27. Communications Program
28. St. Louis Council of Police-Community Relations
29. Mass Media Relations
30. Speaker's Bureau
31. Lock-Your-Car Campaign
32. Convention Letters
33. Businessmen's Meetings
34. Police-Community Relations Newsletter
35. Law Enforcement Day
36. Sanitation Project
37. Protection Project
38. Whom-to-Call Program
39. Police-Community Relations Committees on Housing Project
40. Block Watcher Program
41. Neighborhood Helper Program
42. Operation Little Sweep
43. Community Athletic League

As illustrated by the above list, the essential characteristics of an externally oriented department is its willingness to try various approaches to accomplish its goal. Consequently, such a department's community relations program will generally represent all of the program categories previously identified in Chapter V, vis-a-vis, public relations,

youth programs, crime prevention, training and police-community relations. The structure of an externally oriented department is flexible and accommodates changes and experimentation in devising programs designed to achieve its goal. The variety of programs are, in general, directed external of the police department.

Youth Oriented

A youth oriented department is characterized by police departments that direct the majority of their efforts toward the youth of the community. Here, we are referring to the efforts of the community relations section and not the total police department. The programs that are developed by the police-community relations unit are aimed primarily at the youth and the majority of the community relations officers' time is spent working with youth.

The New Orleans Police Department is an example of a youth oriented department. The City of New Orleans has a population of about 660,000, with 40 percent of the number being Black. "With ten federal housing projects, as well as other low income areas scattered throughout the city . . . policing presents certain problems."⁵

The Police-Community Relations Program in New Orleans was established in April of 1966. One of the major objectives of the program is: ". . . attempt to reach the youth of the community, where else should we start?"⁶ With this objective in mind, the New Orleans Police Department

⁵New Orleans, Louisiana Police Community Relations Division, mimeo, no date, p. 3.

⁶Ibid, p. 2.

has developed the following programs:⁷

1. Meetings
2. Career Days
3. Coloring Books
4. Saints Pro-Football Games
5. Headquarters Tours
6. Special Sporting Events
7. Movie Program
8. Christmas Baskets
9. Self Defense Program
10. Portable Swimming Pools
11. Swimming Program
12. Police Buses
13. Sprinklers.
14. Amusement Park Program
15. Boxing
16. Basketball Teams
17. "Know Your Police Department" TV Series
18. Air Flights
19. Employment Centers
20. Summer Recreation
21. Talent Contests
22. Send a Kid to Camp
23. Officer Friendly Program

⁷For a brief description of the following list of programs, refer to Chapter V of this report.

24. Citizen Participation
25. Special Programs
26. Seminars
27. New Careers
28. Additional Training
29. Security Detail
30. Investigations

Out of the above list of thirty programs, nineteen are designed primarily for youth. This illustrates the essential characteristics of a youth oriented program. It should be noted that the Department also operates programs in the areas of public relations, crime prevention, training and police-community relations. The primary emphasis, however, is upon the youth of the community.

Service Oriented

Some police departments, in developing their community relations programs, have emphasized the alleviation of social problems as their basic objective. In such cases, the defining characteristic of the departments' community relations objective becomes the orientation of their specialized program. We shall call this type "service oriented," using a term which describes what really should be the mission of the American police system.

Illustrative of a service oriented department is the Winston-Salem Police Department. Winston-Salem:

With a population of 143,000 . . . has in miniature the big-city problems of slums, crime and unemployment. In many ways

a remarkable city ---- beautiful, historic, cultural, wealthy compared with some other places in the South ---- it has felt the mark of poverty; 15 percent of the Whites and 45 percent of the non-Whites fall below the official boundaries of deprivation.⁸

In 1966, the Winston-Salem Police Department established a Community Services Unit. The purpose of this Unit is three-fold:⁹

1. To find people in need.
2. To direct them to those agencies or community resources where the need can be met.
3. To search out those things which are conducive to crime and see that they are rooted out of the community.

The Police Community Services Unit is a service organization dedicated to the cause of helping citizens who, for many reasons, cannot or lack the knowledge to help themselves. In the day-to-day operations of the unit, its members act as "transmission belts" whereby those who have a particular problem are referred to an existing agency which is in a position to render the needed service.¹⁰

The above objectives have been carried out in the following ways:¹¹

1. Upon discovering a specific case, or even in cases of apprehension, the first step for each officer is to ask the basic question, "WHY?"
2. It will next be the duty of the police community services unit officers to investigate underlying causes and to assess all community resources available for said person and family, and to offer all possible means of protective service and aid, in order to give the person a new approach to his problems and a new outlook on life.
3. By working through the Experiment in Self Reliance, Inc.'s neighborhood service centers, and by becoming familiar with the entire area on a professional and friendly basis, the

⁸"A New Approach to Crime Prevention and Community Service," Winston-Salem, North Carolina Police Department, mimeo, no date, p. 1.

⁹"Background - Police Community Service Unit," Winston-Salem, North Carolina Police Department, mimeo, no date, no page.

¹⁰Ibid.

¹¹Ibid.

officers assigned to this unit have become closely related to and familiar with most of the neighborhood.

4. In many instances, this procedure has helped to prevent early criminal records for young offenders, and to give such young offenders a chance to solve their problems without going through court formalities.
5. One of the greatest services of the Community Services Unit is the giving to the community a new image of the function of police regarding law and order, and instilling of new ideas in young people as regards to their respect for law and order.
6. Systematic case follow-up has been initiated to insure the effectiveness of the service rendered.

The essential characteristics of a service oriented program is its concern and involvement in the socio-economic problems of the community. Such a unit acts as a discovery and referral agency for ridding the community of varied problems. Such a program, although primarily concerned with socio-economic problems, also concerns itself with activities identified with the four other categories identified in Chapter V. For example, the Winston-Salem Police Department is concerned with public relations, which is evident by their use of a Newsletter. They are concerned with crime prevention, which is evident in this statement:

In view of our past experience, we must look for other means of preventing crime and decreasing the rate of recidivism. We must delve deeply into the "Why" of crime.¹²

They are concerned with youth, which is evident by the fact their Community Service officers follow up on all cases involving juveniles. They are concerned with community relations training, which is evident by the extensive training program they have developed.¹³ Their primary focus, however,

¹²"A Proposal for the Second Year Funding of the Community Services Unit," Winston-Salem Police Department, no date, p. 2.

¹³See for example, "Curriculum For Police Community Service

is on service.

Internally Oriented

Some police departments have not established a specialized community relations unit but are still very community relations minded. Such departments operate on the premise that every officer is a police-community relations officer and attempt to involve all members of the agency in promoting good community relations. We shall call this type "internally oriented." The essential characteristic of an internally oriented program is the realization that the officer on the beat creates community relations, be it good or bad.

The Covina, California Police Department is an example of an internally oriented department. With a population of about 30,000 people, Covina has only a small number of Black families. Police-community relations for the Covina Police Department is designed to involve the total police department. It does not have a specialized police-community relations unit, and if one is ever created, "it will only serve in a staff capacity."¹⁴ The philosophy of an internally oriented community relations program is articulated by Chief Fred Ferguson:

We believe in Covina that it is possible to do a good job with fewer people if they are the right people with proper values, skills and equipment. Some communities facing the same type of problems have used another approach. They have trained several employees as experts in community relations. These few in turn meet with the various community groups and attempt to acquaint

Unit Personnel," conducted at Winston-Salem Police Training Academy, by The Institute of Government of The University of North Carolina, mimeo, no date.

¹⁴Interview with Chief Ferguson.

them with law enforcement problems and hopefully gain their support. In a community such as ours, it seems more logical to have all our personnel understand the people with whom they deal.¹⁵

In pursuing this philosophy, Chief Ferguson has implemented some novel programs within the Covina Police Department. One, all of the police officers (including the Chief) are attending college or are involved in some other continuing educational program. This endeavor is supported by both the Police Department and city government. The Department supports it by rotating the work shifts around the school schedules and the city supports it by paying for the members' tuition and books.¹⁶

Second, Chief Ferguson has initiated a program whereby a citizen who registers a complaint against the Police Department is invited to ride for one evening in a patrol car with officers to see the problems of those concerned with law enforcement.¹⁷

Third, members of the Department underwent an extensive police-community relations training program designed:

. . . to equip selected uniformed and non-uniformed members of the Covina Police Department with greater knowledge and skill essential to better understanding and dealing more effectively with members of the Covina Community, and their own department.¹⁸

The specific objectives of this police-community relations training program were the following:

1. To obtain knowledge about the traditional Judaic-Christian

¹⁵Kendall O. Price and Kent Lloyd, Improving Police-Community Relations Through Leadership Training (Inglewood, California: Creative Management Research and Development, 1967), p. 28.

¹⁶Interview with Chief Fred Ferguson.

¹⁷Supra, Note 15.

¹⁸Ibid, p. 7.

Democratic view of man generally held in the United States, and the application of the view to police-community relations.

2. To acquire skills in interpersonal and intergroup relations.
3. To gain information from the behavioral sciences about the human individual, interpersonal and group relationships, complex organizations and the community as an environment.¹⁹

Fourth, the Department developed and implemented a program called Operation Empathy. This program is designed to give police officers a realistic, though brief, view of the world in which many of their "cliente" live. This is accomplished by "booking" Covina police officers into jail in a neighboring community for an evening.

Fifth, the Department operates a program entitled Coffee Klatch. A brief description of this program can be found on page 114 of this report.

Sixth, the Department has implemented a program entitled Operation Empathy-Skid Row. Under this program, Covina police officers spend time in Los Angeles' skid row. Chief Ferguson explains this program as follows:

Our Covina officers, who were willing to become skid row inhabitants, were carefully selected and conditioned for the role they were about to play. Each man was given three dollars with which to purchase a complete outfit of pawn shop clothing. The only new article of attire he was allowed was footwear—reject tennis shoes purchased for a few small coins. Among his other props were such items as a shopping bag filled with collected junk, and a wine bottle camouflaged with a brown paper sack.

Conditioned and ready, our men, assigned in pairs, moved into the Los Angeles skid row district. They soon discovered that when they tried to leave the area, walking a few blocks into the legitimate retail sections, they were told, "Go back where you belong!" Our men know in reality they were not "bums," but they found that other citizens quickly categorized them and treated them accordingly.

¹⁹Ibid, p. 8.

Some women, when approached on the sidewalk and asked for a match, stepped out into the street rather than offer a reply, much less a light for a smoke.

During the skid row experiment, our men ate in the rescue missions, and sat through the prayer services with other outcasts and derelicts. They roamed the streets and alleys, and discovered many leveling experiences. Some were anticipated, others were not.²⁰

Seventh, the Covina Police Department has proposed a new program entitled Exploring Criminal Justice As A Total System. This program will be operated as follows:

The thrust of our proposal is to select two Captain rank police personnel and rotate them in a work experience training program with five different parts of the System which include the District Attorney's Office, the Court, Corrections, Probation-Parole, and Mental Health-Welfare. While Mental Health and Welfare are not traditionally thought of as part of the System, current legislative trends would indicate that we should begin to consider them as such. For example, there is a desire on the part of some legislators to remove certain social problems, such as alcoholism and homosexual activities between consenting adults, from the criminal statutes. Obviously, some other referral will take place. Wherever possible, we hope to receive an exchange person from these agencies. The two Captains will alternate one month of work with the training agency and one month to relate back to the Police Department. Desirably, the exchange counterpart from the various agencies will move into a staff position during his month with us. His influence will undoubtedly have a positive impact which will be reinforced as each Captain returns. Relatively, the same impact is expected on the parent agency.²¹

A final example of Covina's police-community relations efforts can be seen in their appointment of a college professor as acting chief during Chief Ferguson's absence from the city. Under this experiment, Dr. Paul Whisenand, Associate Professor, Department of Criminology, California State College at Long Beach (a former Los Angeles police

²⁰Ibid, p. 22-28.

²¹"Exploring Criminal Justice As A Total System," An Application For Grant for Law Enforcement Purposes, Submitted to the State of California Council on Criminal Justice, April 29, 1969.

officer served as Chief of Police for one month during Chief Ferguson's absence.²²

The development of a program to improve every member of a police department thereby involving all officers in police-community relations is the essential characteristic of an internally oriented department. Such departments are willing to experiment and readily accept citizen input into changing or modifying the department's policies and procedures.

²²Interview with Chief Fred Ferguson.

CHAPTER VII
ESTABLISHING A POLICE-COMMUNITY RELATIONS PROGRAM

There are two basic methods of starting a police-community relations program. The first, and most generally used method, is where a police department decides that it should initiate a community relations program, develops the program on paper and then attempts to implement their program in the community. The second method is to involve members of the community in both the planning and implementation stages of the program.

Under the first method the program generally begins with the recognition by city officials, e.g., mayor, city manager or chief of police, that there is a need for a program designed to improve the relationship between the police and the community. This recognition generally results from criticism of the police, community disorder or the threat of violence. (In some cases police-community relations programs have been established because "it is the thing to do"; whereas others have been established as a preventive measure.) The chief of police generally assigns one or more officers to develop a program for that particular department. This generally entails contacting other cities (either by letter or personal visits) with on-going police-community relations programs to determine what they are doing. The officer(s) given the assignment then adopts some of the programs he has learned about to be tried in his city. After writing up a proposed program it

is submitted to the chief of police for his approval and then the implementation process begins.

The most obvious drawback of this procedure is that the community does not have an input into the planning of the program. The police have developed their program, generally based on what other cities have done, without consultation with the residents of the community. One informant commented on this procedure as follows:

If they (the police) are going to start a community program, why doesn't the community have something to say about it? We are the ones that have the problems. We are the ones that know the problems. We should be the ones who develop the programs.

Under the latter method, the police or city officials decide to implement a police-community relations program and will follow the same basic procedure described above. The important difference is that the community is allowed to have an input into the planning and development of the program. There are various methods of obtaining community input, but for purposes of illustration we will discuss the process used by the San Jose, California Police Department in developing its community relations program.

The decision was made to establish a police-community relations program after an incident occurred in East San Jose that had the potential of developing into a major disturbance.¹ On September 3, 1966, Chief of Police J.R. Blackmore assigned two officers the task of developing a special program for East San Jose. The charge was to develop a program that would improve the relationship between the police and

¹The residents of East San Jose are predominantly Mexican-American and Black.

residents of that area, and at the same time one that could be applied to the entire city.

Since the objective of the assignment was to ascertain the problems as seen by the residents and to devise a program whereby the relationship between the police and the residents could be improved, the study team set out to talk with the residents of the area to determine their attitudes and complaints. The interviews were informal and because of that, they were able to obtain rather valid opinions. The following is a summary of the results of the interviews.

In the community (target area) there was a feeling of distrust toward the police department and some felt there was discrimination, harrassment and prejudice by some of the officers. This was based on incidents which they had witnessed or heard of, publicity of riots in the newspapers and television media, publicized charges of police brutality and the national trend of disrespect for law and order.

This distrust, however, was not confined to the police department, but also extended to other city agencies. As stated by one resident, "We have been studied, re-studied; surveyed and re-surveyed; promised -- but no action -- nothing but promises."

In general, the residents in the area felt that the existing conditions were not a total police problem. They complained of poor lighting, unemployment, substandard housing, lack of recreational facilities, and other socio-economic conditions. They viewed the problem as one involving the city and county governments. They wanted improvements, but they wanted to participate in their development and implementation. The people want tangible things -- something they could see, use and realize immediately.²

Based on the interviews conducted with residents of East San Jose, the study team made ten recommendations to the Chief of Police:³

1. The City of San Jose should immediately establish a Community

²"The Mayfair Area," an unpublished report prepared by the San Jose Police Department, September 13, 1966.

³Ibid.

Service Center in East San Jose.

2. The Police Department should establish a Police-Community Relations Unit within the Department.
3. The existing Youth Protection Unit should be expanded to include programs in the elementary schools.
4. The Youth Protection Unit and the Police-Community Relations Unit should act as a discovery and referral agency for children with problems of a non-criminal nature.
5. The Police-Community Relations Unit, in conjunction with other local agencies, should sponsor human relations seminars.
6. Methods should be devised to recruit more minority police officers.
7. Liaison should be established between the Police Department and various homeowners associations in the city.
8. A strong in-service training program in human relations should be initiated within the Police Department.
9. Plans should be made for the future implementation of a Police Athletic League.
10. Members of the Police-Community Relations Unit should participate in the planning meetings of the Police Department in order to keep the superior officers abreast of current community attitudes toward the Department.

Because the community was involved in the planning and development stages of the program, the reaction of the public, particularly the East Side, was favorable when the report and recommendations were publicly released. The Police Department received many phone calls from the people who had been interviewed stating that they were pleased with the objective manner in which the report was written. Some indicated that they had been afraid "this would be just another white-wash by the Police Department." Even some of the people who were most critical of the police called to say that they would support the recommendations if the Department was sincere.

The advantage of involving the community in the planning stages of such a project is that they are in the best position to identify their problems. A latent effect of doing so is the residents are more apt to participate in the program if they feel it is "their" program - something they have assisted in developing.

The development of any new program is usually done to satisfy an expressed and obvious need of the agency itself. This also holds true in respect to police departments developing community relations programs. Pioneers in the field of police-community relations have been confronted with the problems of developing a program that will correspond with both the capabilities of the agency and the needs of the community. The challenge in developing a police-community relations program is to make it consistent with the needs of the social structure and at the same time satisfy the needs of the agency. This is viewed in terms of Merton, who said ". . . every item of culture has some distinctive place in the total culture . . ." ⁴ We can further understand the need for police agencies to develop police-community relations programs by borrowing from Radcliffe-Brown:

The function of a particular social usage is the contributions it makes to the total social life as the functioning of the total social system. Such a view implies that a social system (the total social system of a society together with the totality of social usages, in which that structure appears and on which it depends for its continual existence) has a certain kind of unity which we may speak of as a functional unity. We may define it as a condition in which all parts of the social system work together with a sufficient degree of harmony or internal consistency, i.e., without producing persistent conflicts which can

⁴Robert K. Merton, Social Theory and Social Structure (New York: The Free Press, 1965), p. 22.

neither be resolved nor neglected.⁵

Our urban cities are composed of many social systems or sub-cultural groups, e.g., youth, minority groups, the poor, the affluent, etc., which at this period in history are producing persistent conflicts which cannot be neglected. It cannot be over-emphasized that an effective and meaningful police-community relations program must be geared toward solving the real social problems of the community.

Once the decision is made to establish a police-community relations program, it must have the total support of the chief of police. If the chief is not totally committed to the concept of police-community relations (and the community relations program) and is only creating one because "that's the thing to do" -- the program is doomed to fail. This is illustrated by one police-community relations officer who said:

We have a program, but we are not doing anything. The Chief doesn't support the program. We are a kind of "don't rock the boat" unit. By that I mean we can't do anything. I have submitted several programs to the Chief for his consideration but nothing ever happens. As long as we don't rock the boat, the Chief is happy. He can go to his meeting and say "I have a community relations unit."⁶

We cannot over-emphasize the need for a full commitment from the chief of police. This position was held by every police informant interviewed. Chief Inspector Harry Fox of the Philadelphia Police Department, put it in these words; "The key to successful police-community relations is the chief of police letting his commanders know that he wants good

⁵A.R. Radcliffe-Brown, "On the Concept of Function in Social Science," American Anthropologist, 1935, Vol. XXXVII, pp. 396-398, as quoted in Merton, Supra, Note 4, p. 22.

⁶For obvious reasons, informants who made negative statements about their programs are not identified in this paper.

community relations."⁷

Deputy Chief Theresa Melchione, Director of Police-Community Relations, New York Police Department, expressed her belief that successful police-community relations in New York can be attributed to the support given the program by the Commissioner of Police.⁸ Illustrative of what she spoke of is a talk given by former Commissioner Vincent L. Broderick before the command officers of his Department:

You are superior officers. You are the leaders of the department. You are responsible for implementing the policy of the department in your own commands. If you are not willing, or able to maintain discipline, you should not be here today.

I intend to be direct, and blunt. I am responsible to the people of the City of New York for the administration and the discipline of the Police Department. You are responsible to me for the administration and the discipline of the men under your commands.

You and I are not engaged in popularity contests. Running a Police Department properly is serious business. If you think it is more important to be popular with your men than to maintain proper discipline - get out right now. You don't belong in a command position.

If you believe that a police officer is somehow superior to a citizen because the citizen is a Negro, or speaks Spanish - get out right now. You don't belong in a command position and you don't belong in the Police Department.

If you will tolerate in your men one attitude toward a white citizen who speaks English and a different attitude toward another citizen who is a Negro or who speaks Spanish - get out right now. You don't belong in a command position.

If you will tolerate physical abuse by your men of any citizen - get out right now. You don't belong in a command position.

If you do not realize the incendiary potential in the racial slur, if you will tolerate from your men the racial slur - get out right now.

If you will permit for a single moment, in any man under your command, the attitude that his shield makes him superior to his fellow citizen - get out right now.

⁷Interview with Chief Inspector Harry Fox.

⁸Interview with Deputy Chief Theresa Melchione.

Let me make this very clear. We live in the year 1965. For too many years the Negro members of our society have been deprived of their rightful place. For too many years they have been denied the respect which is due them as fellow citizens, as individuals, and as creatures, like us, of God. President Johnson tolled the end of this period in his memorable speech to Congress on the Voting Rights Act of 1965.

I state this now to you; and charge you to bring the message to the men under your command. We of the Police Department are public servants. We serve the people--all of the people, of whatever color, whatever religion they practice, whatever language they speak, in whatever neighborhood they live.

I will not tolerate, and I charge you at your peril not to tolerate, abuse of authority by any police officer, or unnecessary use of force by any police officer against any citizen.

I will not tolerate, and I charge you at your peril not to tolerate, verbal brutality by any police officer against any citizen.

I will not tolerate, and I charge you at your peril not to practice or to tolerate discrimination as between police officers because of the color of their skins.

Our department does fine work, in preserving social order and peace, and in rendering aid in time of need to all our citizens. And the tragedy is that the effort of this fine work has been so often undermined by the occasional slurs and racial remarks tossed by the careless few.

The unthinking tongue, in 1965, can be the worst enemy which this department has - it can undo so much we do that is constructive. There is no room for it in the department.⁹

Illustrative of this problem is the testimony of Robert Harris, who resigned from the Portland, Oregon Police Department after sixteen months of duty with the Community Relations Unit. He stated that he quit the Department " . . . largely because he believed the Police-Community Relations Unit was not getting the support it needed to be effective." Harris termed the program as "tokenism" and "a program which will fail unless an understanding of police-community relations can be spread throughout the department, not just among specialists."¹⁰

⁹Speech given by former Police Commissioner Vincent L. Broderick, as quoted in the New York Herald Tribune, July 3, 1965.

¹⁰"Report Cites Need for Improvement in Police-Community Relations," The Oregonian, October 30, 1969, p. 38.

Attempting to develop a community relations program which is not supported by the chief of police can be even more detrimental than no program at all. We strongly recommend that no community relations program be established for purposes of "window dressing," or because "that's the thing to do." A total commitment by both the police and city administration is essential to the development of an effective community relations program.

Police-community relations should not be assigned on a part-time basis. The job is so important and the need is so great that it demands that each department have a central unit, staffed with full-time personnel, to coordinate the department's over-all program. It is difficult, however, to accurately estimate the number of officers who should be assigned full-time to police-community relations. One source suggested that, at the minimum, 1 percent of the total police personnel should be assigned to full-time police-community relations duty.¹¹ We shall not attempt to designate a formula for the number of personnel who should be assigned to police-community relations other than to say that the number will depend upon the size of the department; the characteristics of the city, for example, population, social, economic, racial and ethnic characteristics; and the level of friction existing between the police and the community.

The police-community relations unit should be given high prestige within the department's organizational structure. Its status should be equal to the highest line division below the chief. This is extremely important because the unit must be vested with the authority to carry out

¹¹Nelson A. Watson, Police-Community Relations (Washington, D.C.: International Association of Chiefs of Police, 1966).

its responsibilities. In larger departments the unit should be given divisional status and commanded by a deputy chief. In medium-sized departments the unit should be commanded by an officer one or two ranks below the chief. In either case, the commander should report directly to the chief of police. It is important that the commander report directly to the chief of police because he is the only person responsible for the overall operation of the police department. In smaller departments the chief himself should assume the direct responsibility for directing the police-community relations program.

The police-community relations unit should be located in the same building as police headquarters. In a few cities we discovered that the police-community relations unit was housed separately from the remainder of the police department in "make-shift" quarters. Such arrangements tend to detract from the status of the unit and psychologically as well as physically separate it from the overall police operation. Housing the unit with other operations of the police department will assist the community relations officers in keeping in contact with the other members of the department. The conflict between the community relations unit and other members of the department, which will be discussed in more detail later, is a very critical problem. Planned efforts are necessary to alleviate this problem and making the community relations office readily accessible to other members of the department is one step in that direction.

Selecting the Police-Community Relations Commander

Even though most directors of existing police-community relations units are sworn policemen (St. Louis, Missouri and Peoria, Illinois, being two exceptions),¹² there are two distinct and opposing schools of thought on this subject. The first school holds that the commander of a police-community relations unit be a civilian and the second school advocates that he be a police official.

Dr. Clement S. Mihanovich, a pioneer in police-community relations, adheres to the first position. He argues that if the director is a civilian, reporting only to the highest authority in the police department, he is more able to fight for promotions for the men assigned to him without being hampered by the chain of command structure of the police agency. Second, Dr. Mihanovich favors a civilian director because the public will be more inclined to listen to and believe him because he is not a policeman and totally loyal to his agency. Third, he felt that a civilian commander, by virtue of the fact he is not a policeman, would have more freedom in making recommendations for change.¹³

Others who support the position that the police-community relations commander should be a civilian offer the additional argument that the best man available should be chosen for the job. Consequently, it is argued, applicants should not be limited to persons currently employed by the police agency.

¹²The Multnomah County (Oregon) Sheriff's Department created a position of Community Affairs Coordinator and appointed a civilian to the position.

¹³Interview with Dr. Clement S. Mihanovich.

Those who take the opposite position - that the police-community relations commander should be a police official - offer various arguments to support their position. This question was raised at a two-day seminar held in San Jose, California, for police-community relations officers from seven California law enforcement agencies and there was unanimous agreement that the commander should be a policeman.¹⁴

The major argument in favor of having the director of police-community relations be a policeman is that he should have a well-rounded background in law enforcement operations, procedures and policies. It is argued, for example, that without such a background, a person would not be able to answer questions that are presented to him by the public. The logic advanced to support this position is that only a policeman can possess the necessary expertise about police work. It is further argued that a person who is not a police officer would not have the support and respect of other members of the police department. Stated positively, other officers are more likely to identify and cooperate with a commander who has served his apprenticeship as a patrolman and advanced through the ranks of the organizational structure.

Based upon our observation of the actual operation of these two opposing viewpoints, vis-a-vis, a civilian director versus a police director, we support the latter. That is, we feel that in conjunction

¹⁴This seminar was held on July 18-19, 1969, and attended by Deputy Chief Ross Donald, Lt. Ike Hernandez, Officers Daniel Campos, Daniel McTeague and Lloyd Meister, San Jose Police Department; Deputy Chief James Fisk, Los Angeles Police Department; Captain Jake Humber, Los Angeles County Sheriff's Office; Lt. Lawrence McKee, Oakland Police Department; Lt. Russell Caylor, San Diego Police Department; Sgt. Leo Garfield, Richmond Police Department; and Director Rodney Williams, San Francisco Police Department.

with our definition of police-community relations and what we shall propose the operation of a community relations unit should be, the advantages of having a civilian director. Our primary reason for taking this position relates to what we will be suggesting should be the duties, objectives and responsibilities of police-community relations.

In selecting a director of police-community relations, the following guidelines are suggested:

1. He should be a police officer who has had broad experience in police work and a good understanding of the police system, operations, policies, procedures and shortcomings. Preferably, he should have performed a variety of police functions by having served in different divisions of the police department. We do not suggest that he be of a certain rank because that would limit the source from which to select. Consequently, the position of director of police-community relations should be a non-civil service position with the authority for appointment vested in the chief of police. This would allow, for example, a patrolman to be made director of police-community relations if he is the most qualified person.¹⁵ It is important that the position of director of police-community relations carry with it the authority to accomplish its responsibility.
2. He should have obtained at least a bachelors degree (preferably

¹⁵The new Director of Police-Community Relations for the San Francisco Police Department, for example, holds a civil service rank of patrolman.

graduate work) with emphasis on the social sciences.

3. He should have the knowledge and the capability to perform administrative tasks.
4. He should have experience in problem-solving and program development.
5. He should be aware of the nature of social problems and have empathy for those who are involved in the problems, with the desire to work toward solutions.
6. He should be conscientiously interested in the development of a better society.
7. He should have a personal commitment to the concept of police-community relations and the desire to bring about changes.
8. He must want the position (and not just for the sake of promotion) and be totally committed to its objectives.

The two most essential ingredients for the position of director of police-community relations are interest and dedication. No one should be assigned to the position unless they possess these two characteristics.

Selection of Police-Community Relations Officers

In developing criteria for selecting police-community relations officers, certain broad assumptions should be considered essential. First, the officers assigned to a police-community relations unit should have a sincere interest in that type of work. Under no circumstances should an officer be assigned to such a unit if he does not have the desire to do the work. Second, the officer should have a thorough background in police

work.¹⁶ He should have a thorough knowledge of police procedures and policies because he will frequently be called upon to explain them. At the same time, as will be discussed later, he will be required to maintain a working relationship with other members of the police department. This can best be accomplished if the officer has been a police officer for a period of time. Third, all officers are not capable of performing this type of work. A police-community relations officer must have the ability and desire to work with people. Finally, it goes without saying that an officer who has expressed prejudices against certain types or groups of people, or one who has exhibited a history of conflict while dealing with the public would not be suited for this position.

For purposes of illustration, the following process for selecting community relations officers was used by the San Jose, California Police Department. First, the Chief of Police announced to all members of the Department a forthcoming opening and circulated a sign-up sheet for all who were interested in the position. Those officers who signed up were requested to submit a request for transfer, outlining their qualifications for the position and the reason they wanted to transfer. The Director then reviewed the personnel folder of each officer who requested assignment to the Unit. This was done to determine which officers had developed a pattern of conflict both within and outside the Department. Also, attention was paid to the commendations received by the officers.

The next step in the selection process was to schedule an oral interview with each candidate. The purpose of this interview was to

¹⁶Here, we are not referring to civilians who are employed by a police agency to perform police-community relations duties.

further explore the officer's interest in community relations work and his attitudes toward that type of work. This interview proved to be a very effective screening device since it showed, in several cases, some officers were not sincerely interested in community relations work; rather, merely wanted to get out of the Uniformed Division.

Having gone through one procedure of selecting police-community relations officers, we can now list a set of criteria for making such a selection.¹⁷

1. Education

It is desirable to have officers assigned to the police-community relations unit who have obtained a college degree. This cannot be a hard and fast rule in departments that do not require college as an entrance requirement. The ideal would be, however, to select the officer with some college training, one who has specialized in psychology, sociology, criminology, or some other field closely allied with the behavioral sciences.

2. Age

This would depend upon the officer's assignment. If the officer is to be assigned to work with youth, or in a school program, he should be a younger officer. If his primary assignment is to work with the adult community, he should probably be over thirty. In either case, the officer should

¹⁷Some of the categories here were taken in part from an unpublished draft copy entitled, "Criteria for Police-Community Relations Officers," prepared by the Delinquency Control Institute, East Los Angeles College, Fall, 1967.

be old enough to have obtained a sound background in police work. For those departments that do not have the manpower to allow for specialization (the police-community relations officer must perform all phases of police-community relations work) the officer should be old enough to relate to the adult community, young enough to undergo the rigors of the job and be capable of working long hours.

3. Rank

We have previously pointed out that rank should not be a consideration in choosing the commander of a police-community relations unit; rather, he should be given the title of director. This position should carry with it rank and authority equal that of any other division chief. It should be remembered that the public is rank-conscious and by having a high-ranking officer in charge of the unit adds status to the unit. The higher the rank of the police-community relations officer the better, but the important thing is the man. If the men assigned to the police-community relations unit are patrolmen, they should be referred to as community relations officers, since this term does not denote any particular rank.

4. Nativity

Care must be taken not to use minority officers to merely ornament a police-community relations program; rather minority group officers should be used as an intrinsic part of the total program. They should not be picked just because they are members of a minority group; rather they should have the

necessary capabilities and used accordingly. In cities with a high minority group population, it becomes essential to have community relations officers of the same nativity. For example, a Black community relations officer can establish a closer working relation in a Black area than a White community relations officer. The same applies for the Mexican-American community, and even more so when there is a language barrier. In any case, it is important to select a person who is familiar with the differences of all racial groups, including their attitudes, special problems, community spirit, etc. Ideally, a community relations officer should be able to relate to all segments of the community. Practically, however, this may not be possible. In any event, the unit should be composed of as many races as are represented in the community.

5. Personal Appearance

A community relations officer must be well-groomed at all times, and excellent in all aspects.

6. Disposition - Emotional Control

A community relations officer should be mild tempered, have a natural attitude, be able to get along with people, be easy to talk to, and in general, be people-oriented.

7. Tolerance Level

A community relations officer should have a high tolerance level in respect to people, race, religion and politics. He must be capable of accepting criticism without losing his

temper or becoming overly defensive.

8. Accepted by Peer Groups

A community relations officer must be accepted by other members of the department and should remain active in inter-departmental affairs.

9. Politics

He should not be too closely connected with any political segment or power factions in or out of the department. By doing so would make him susceptible to charges of favoritism.

10. Personality

He should have a pleasing personality—one that would allow him to get along with people.

11. Creative Thinking

He should be capable of developing new ideas—be imaginative.

12. Enthusiasm

He should be enthusiastic about the program and willing to work extra hours for and with people.

13. Writing Ability

A community relations officer should be able to write effectively. This is important since he will be required to write programs and/or prepare informational material.

14. Teaching Ability

A community relations officer will be called upon to explain police policies and procedures and conduct police-community relations training programs. A teaching ability would enable him to effectively carry out this function with lasting results.

15. Excellent Rapport

A community relations officer must be capable of developing and continuing an excellent rapport with both the community and other members of the department.

16. Performance Evaluations

He should have consistently received above average performance ratings which illustrates his ability to function in all areas of police work.

17. Loyalty to the Organization

He should have a full knowledge of all departmental policies, aims and structure. He should be loyal to the department, but not afraid to admit to its shortcomings.

18. Assignment

A Black or White officer should not be arbitrarily assigned to a given area just for effect or "window dressing." At the same time, it should be remembered that a Black officer may be more effective in a Black neighborhood than a White officer. The ideal situation is to pick officers who can work in all areas.

19. Training

It would be desirable to choose community relations officers who have completed a course in police-community relations. If such a course is not available, the department must train the officer.

20. Physical Fitness

A community relations officer should be in excellent physical

condition to allow him to handle the rigors of the position.

21. Outside Contacts

A community relations officer should not be afraid to join community organizations. Care should be taken, however, not to be placed in the position where he could be accused of favoritism by an organization he does not belong to.

22. Adept at Organization

A community relations officer should have the ability to organize and provide the leadership to keep an organization together once it is established.

23. Good Listener

In addition to being able to express himself he must be a good listener. Allowing people to express their feelings and ventilate their frustrations is an important part of police-community relations work.

24. Common Sense

Common sense is an essential ingredient for all community relations officers.

25. Accessible

In addition to being easy to talk to, a community relations officer must be readily accessible to the public. He should employ an "open-door policy."

26. Prestige Position

A police-community relations unit should be a place where officers are promoted into, and not a place to put officers as a means of punishment or a place to put the misfits.

27. Family

It would be desirable for a community relations officer to be a married man with a stable family life.

28. Foreign Language

If a large portion of the population speaks a foreign language, the community relations officer assigned to work that area should be able to speak the language.

29. Lack of Avowed or Subsurface Prejudice

A community relations officer should be devoid of racial, or religious prejudices. An officer who does have these prejudices will eventually display them.

30. Leadership Abilities

A community relations officer should have strong leadership ability. He must be able to admit mistakes and wrongs and take the leadership in correcting injustices or wrongs.

31. Telephone Courtesy

He should be trained in appropriate telephone etiquette before dealing with the public.

In summary, the key to a successful police-community relations program depends, to a great extent, upon the personnel assigned to the unit. The preceding criteria for the selection of community relations officers are not presented as being all inclusive; rather listed to present a guideline to assist in the selection process. Each individual department will differ; therefore the selection process must be geared to coincide with the personnel and needs of each department.

Large police departments should have a central police-community

relations division. This division should have the responsibility of coordinating the department's overall community relations program. It should be headed by a director of police-community relations and report directly to the highest administrative authority in the department, e.g., chief of police or police commissioner.

In addition to a central community relations division, large departments should assign community relations officers to each police precinct. The President's Crime Commission recommended that the precinct community relations officer have line responsibility to the precinct commander and staff responsibility to the central unit.¹⁸ Others feel that the precinct community relations officer should be responsible to the central unit. After our observations of these two opposing positions (precinct community relations officers having staff responsibility to the central unit and precinct community relations officers having line responsibility to the central unit) we recommend the latter approach. That is, we feel that in view of the prevailing conditions in police departments, precinct community relations officers should have line responsibility to the central unit and staff responsibility to the precinct commander. One precinct community relations officer commented on this subject as follows:

I am directly responsible to the precinct commander. So naturally, I am going to do what he wants me to do. If there is a conflict between what the director of community relations wants done and what the precinct commander wants done, I'm going to try to please the precinct commander. You see, I have to report to him every day.

¹⁸President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D.C.: U.S. Government Printing Office, 1967), p. 152.

If all precinct commanders were community relations minded (and some are) we would be inclined to support the position taken by the President's Crime Commission. During our research we have seen precinct community relations officers very involved with the community and doing a commendable job. They had line responsibility to a precinct commander who fully supported police-community relations. This, however, was the exception and not a general observation.

In summary, a precinct community relations officer should have line responsibility to the central community relations unit and have the following responsibilities:

1. He should provide staff services to the precinct commander.
2. He should develop program geared to the needs of his particular area.
3. He should obtain the aid of the residents in his assigned precinct in developing program.
4. He should work with the precinct commander in establishing community relations into all aspects of police activities.
5. He should advise the precinct commander on police procedures as they affect good police-community relations.
6. He should provide in-service training to the uniformed officers assigned to his precinct.
7. He should maintain close contact with all neighborhood groups and assist them in their projects of community betterment.
8. It should be his responsibility to keep the central unit appraised of the problems and programs in his precinct.

9. He should be responsible for discovering all elements in his precinct that create bad relations between the police and the public and in conjunction with the central unit, devise methods of alleviating the problems.

In departments that do not have precincts, the unit should work out of the central headquarters, and community relations officers should be assigned to work certain areas of the city. The officers should have the responsibility of developing programs for his area in line with the guidelines previously outlined for the precinct community relations officers.

The community relations unit should be given the responsibility of planning, developing, supervising and evaluating all aspects of the department's police-community relations. It should represent the department in city-wide citizen groups, establish and maintain liaison with individuals and organizations in the community; assist groups in their projects of community improvement, supervise the precinct-level community efforts; review and recommend departmental policy designed to improve police-community relations and seek out community problems and develop proposed solutions to these problems. To be more specific, a police-community relations unit should have the following responsibilities:

1. Centralization of information and knowledge relating to police and community relations and specific problems of the entire community.
2. Stimulating the concern and interest of the entire department aimed at correcting social problems.

3. The police-community relations unit should have the authority to participate in the formulation of departmental policies as they relate to police-community relations. If the department has a planning staff, members of the community relations unit should be represented on that staff and allowed a formal role in the formulation of policies as they effect community relations. The unit should also evaluate department procedures as they affect community relations.
4. Planning and development of the department's overall police-community relations program.
5. The community relations unit should be intimately involved in all phases of the department's training programs. In addition to developing human relations training programs and participating as instructors, the unit should see that community relations is incorporated into all phases of police training, e.g., car stops, use of fire arms, writing citations, criminal investigations, etc.
6. The community relations unit should open and keep open lines of communication between the police department and all segments of the community. This will entail maintaining liaison with all groups, organizations and agencies in the community.
7. The community relations unit should participate in the selection of police candidates by participating on the oral examination board.
8. The community relations unit should constantly evaluate

community attitudes toward the police. This should be accomplished by periodic surveys in the community. Such surveys should also be designed to evaluate the unit's own programs and should be designed to determine if its programs are effective and what new programs should be developed.

9. The community relations unit should not be afraid to become involved in the correction of social injustices. It should serve as a discovery and referral agency—operating to mobilize the total community resources to work vigorously on solving social problems. The unit, and the chief of police should speak out on social problems and lend the prestige of the department in focusing attention on social problems. The unit should promote cooperation between the police, citizens and other community agencies (both public and private).
10. The police-community relations unit should maintain a good working relationship with the news media and use it to promote good community relations.
11. The key to a successful police-community relations program is involvement in the community. As such, the unit should pursue all avenues necessary to improve police and community relations.

Upon establishing a police-community relations unit, the responsibility for police-community relations should not be considered the sole responsibility of that unit. Police-community relations is the responsibility of every member of the police department. The police-community relations unit should be given the total support of the other members of the department. It should be the responsibility of the chief of police

to see that the efforts of the unit have the support of all members of the department. He should develop clear-cut policies relative to police and community relations through the delegation of administration responsibility and assure that the dictates of his policy are carried out. Too often, police chiefs say that police-community relations is the most important function of a police department; yet this is not reflected in the police budget. The police budget should reflect the department's support for this program and monies be made available for the unit to carry out its responsibilities.

In summary, to develop a successful police-community relations program, the officers assigned to that unit must be totally committed to change and given the tools to effect change. If the program is not sincere, it could create even more animosity against the police because insincerity is difficult to hide. If the department wants a public relations program—then it should be called such and not police-community relations.

The President's Advisory Commission on Civil Disorders¹⁹ tells us that the most pressing problem confronting our nation today is the problem of our cities. The report pointed out in vivid terms the fact that "our Nation is moving toward two societies, one black, one white—separate and unequal." The root causes of this separation, according to the Kerner Report, relate to the many deplorable socio-economic conditions existing in our large urban cities. To be more specific, we know, for example:²⁰

¹⁹The Report of the National Advisory Commission on Civil Disorder Washington, D.C.: U.S. Government Printing Office, 1968).

²⁰United States Department of Labor and United States Department

1. The Black family income is only 58 percent of white income.
2. Unemployment rates for non-whites are twice those of whites.
3. A non-white man is about three times as likely to be in a low-paying job as a laborer or service worker.
4. In the area of education, we know that Black students test out at substantially lower levels than white youths, up to three years less in the twelfth grade.
5. About 43 percent of Black youth are rejected for military service because of "mental" reasons, compared with 8 percent for white youth.
6. In the area of housing, surveys show an increase in residential segregation.
7. About three in ten non-white households live in houses that either are delapidated or lack basic plumbing facilities.

Conditions such as the examples listed above are the underlying causes of frustration among Blacks. These frustrations are now being manifested in form of community disorder. A successful police-community relations program should be geared to attack these real community problems. In the words of Radcliffe-Brown, "The function of any recurrent activity . . . is the part it plays in the social life as a whole and therefore the contribution it makes to the maintenance of the structural continuity."²¹ The structural continuity of our nation is at stake and any sincere police-community relations program should be geared to alleviating the underlying

of Commerce, Social and Economic Conditions of Negroes in the United States (Washington, D.C.: U.S. Government Printing Office, October, 1967).

²¹Supra, Note 5.

causes of this explosive condition. As pointed out by the President's Crime Commission: "Indeed, no lasting improvement in law enforcement is likely in this country unless police-community relations are substantially improved."²²

Louis Radelet has indicated that community relations is:

. . . a kind of three-legged stool, each leg as important as the other, and indeed interdependent, one upon the other. One leg represented by "Public relations," in the traditional sense, i.g., the totality of efforts to develop a favorable public attitude toward product and producer. The second leg is that of "Community service." One purpose in this is identical to that of public relations, but there is the added factor of a service rendered--to do some good in the community--to help solve some problem, perhaps. A Police Athletic League would be an example. The third leg is that of "Community participation" . . . This is a concept of community organization which is essential, of course, a social work concept featuring the police as part of, indeed, as something of a pivot on a community team, to deal with problems of concern not only to the police department but to the total community.²³

In this paper, we have taken issue with Radelet's conception of police-community relations by redefining the term and making an explicit distinction between public relations and community relations. Whereas Radelet speaks of police-community relations as being "a kind of three-legged stool," vis-a-vis, public relations, community service and community participation, we maintain that public relations is not a part of police-community relations. We accept the idea that community service is a part of police-community relations, but not in the same context as

²²Supra, Note 18, at p. 144.

²³Louis A. Radelet, "Current Developments in Police-Community Relations Nationwide," as contained in Jephtha S. Rogers, ed., Proceedings of Police Administrators Conference on Community Relations (Washington, D.C.: International Association of Chiefs of Police, 1966).

described by Radelet ("One purpose in this is identical to that of public relations . . ."); since the implication is that community service is being done to project a good image. We do accept Radelet's concept that community service is police-community relations in light " . . . of a service rendered--to do some good in the community--to help solve some problem . . ." This we see as the purpose and function of police-community relations. Any successful police-community relations program must place its greatest efforts on community service (problem solving) and community participation.

CHAPTER VIII

PROBLEM AREAS IN POLICE-COMMUNITY RELATIONS

Establishing an effective police-community relations program is not an easy task. Since this aspect of police work is relatively new, certain problems repeatedly occur. Field observations and interviews for this project have revealed several problem areas which are consistent throughout the nation. In this Chapter we will identify and discuss the major problem areas related to the development and operation of police-community relations programs.

One recurring problem facing police-community relations units throughout the nation is the relationship between the unit and other officers in the police department. Some of the criticisms directed toward police-community relations from officers in other divisions are as follows:

They (community relations officers) are not doing police work. We are out in the street dealing with the garbage. We see the real slum. Those guys wear their suits and make out like good guys. Hell, they are not policemen, they are just social workers.

Community relations people are not doing anything for us. They devote all of their time to the community and totally neglect the police department. If it is really police-community relations, then they should be doing something for the police also. We need help too.

What do I know about our community relations unit? Nothing except what I read in the paper. I feel bad when our department starts a new program and I have to read about it in the paper. I think the policemen should be the first to know about a new police program. We shouldn't have to learn about it from someone else or the paper.

They are a bunch of elusive people. We don't know what they are doing. They seem to have a secret operation.

Community relations? They're out there trying to pacify those minority groups. They are catering to the same people that give us a bad time on the streets.

It seems to me and a lot of other policemen that community relations people are just trying to solicit complaints against us.

They're social workers. That's all, just do-gooders.

Yea, I got called on the carpet once because some guy I busted complained to the community relations unit. I don't trust them.

This conflict between the community relations officers and the other members of the police department was summed up in a statement made by a veteran Police-Community Relations Director:

The police in general look upon community relations as something of minor importance. They regard it as something forced upon them by the Negroes, not as something they want to do out of their hearts. They want to be efficient. You can get technically efficient as hell, but if you are not effective with people you might as well close shop. Our war was with the police department. We were never successful in getting the message down to the foot soldier: that community relations is the most important job.¹

In developing a police-community relations program it is important to be aware of this problem. Just as police-community relations programs are developed for the community, it is also necessary to develop programs to avoid or destroy the hostility between the community relations unit and other members of the police department.

The successful accomplishment of any police task involves decision making, programming, controlling and reappraising. Each of these elements depend heavily on communications. Basic to the successful performance of any task is the need for the officer to understand his role, the objectives

¹Dante Andreotti, "Our War Was With the Police Department," Fortune, January, 1968, p. 196.

of the task, the manner in which it is to be carried out and also the reasons. In addition, it is also important that each officer be made aware of what programs are being developed, why they are being developed, the progress being made in the overall operation and how this relates to his duty. If this is not done, the officers support and respect for the program will decline and grievances such as those previously listed will result.

What we are saying, in effect, is that the success of a police-community relations program depends upon the effectiveness of the patrol officers. Consequently, there must be teamwork and cooperation between the community relations officers and the patrol officers. It is here that internal communications play a vital and important role in police-community relations. Communications, in this context, is the key which binds all of the individual officers into the police-community relations program.

The importance of effective communication within an organization was stressed by Dr. Edward Stainbrook when he said:

The individual in the organization stands on an apex with relationship to his organization. On the one hand he has the input of information from the organization; if he knows what is going on in the organization, then his anxiety is less and his commitment tends to be high; if he doesn't know what's going on in the organization, his commitment tends to be low and his resentment and anxiety, maybe his apathetic defenses, tend to be high. Therefore, every individual in an organization has to be in adequate contact with the information about what is going on in the organization. One has to have some source of information so one can construct the world one is in. On the other hand, you have to have articulation from the resources. If you do not feel that you have adequate access to the resources of the organization then you are going to have anxiety, resentment, or some other destructive defense toward the organization; your commitment and participation are liable to be lost.²

²Edward Stainbrook, "Psychological Aspects of the Organizational

Considering this in context of the conflict between community relations officers and the police department in general, it becomes readily obvious that programs must be developed to involve all members of the police department in the community relations program. This is why we have stated that an effective police-community relations program must be designed to bring about changes in the overall police operations (policies, practices and procedures) that are a source of conflict between the police and the public. Merton, for example, tells us:

(1) An effective bureaucracy demands reliability of response and strict devotion to regulations. (2) Such devotion to the rules leads to their transformation into absolutes; they are no longer conceived as relative to a set of purposes. (3) This interferes with ready adaptations under special conditions not clearly envisaged by those who drew up the general rules. (4) Thus, the very elements which conduce toward efficiency in general produce inefficiency in specific instances. Full realization of the inadequacy is seldom attained by members of the group who have not divorced themselves from the meaning which rules have for them. These rules in time become symbolic in cost, rather than strictly utilitarian.³

Police manuals, rules and regulations and general orders contain guidelines as to how police officers should handle certain situations. These standard operating procedures have not, however, been drawn up with police-community relations in mind. Consequently, an officer might very well perform according to "the book" and still create animosity from the recipient of his services. It is therefore necessary that a community relations unit address itself not only to the community, but also involve all members of the police department in its program.

Structure," Address delivered as part of a series of seminars relating to Management Principles for Department Heads in San Diego County, May, 1966.

³Robert K. Merton, Social Theory and Social Structure (New York: The Free Press, 1957), p. 200.

Looking at this problem from the practical standpoint, we were able to identify several programs geared specifically towards developing an overall appreciation within the police department for effective community relations.

The most common program, one used by numerous departments, is to have the community relations unit coordinate a police departments' speakers bureau, while the actual speeches are given by other members of the department. Although the manifest purpose may be to take the public appearance burden off the community relations unit, the latent function is to involve other officers in the program and to allow them to become exposed to the public.

The San Francisco, California Police Department operated a program whereby patrol sergeants were rotated through the Community Relations Unit for a period of time.

The Seattle, Washington Police Department has a program in which two patrolmen are assigned to the Community Relations Unit for a one month period.

Several departments distribute a police-community relations news bulletin to other members of the department in order to keep them apprised of what is occurring in community relations and announcing new programs prior to public announcement.

San Jose, California Police Department operates a program in which representatives from the other divisions (patrol, detective, juvenile) form an internal advisory committee to the Community Relations Unit. This committee was established on the same premise that community advisory committees were established. The committee meets once a month for the

purpose of being informed about what is transpiring in community relations. One officer on the committee represents each shift in the Patrol Division and it is his responsibility to take the information back to the other officers on his shift. This committee also reviews any new program before it is implemented and offers a continuous evaluation of the on-going activities of the Community Relations Unit. The committee also offers ideas as to what areas, or problems the Community Relations Unit should be working on.

Philadelphia, Pennsylvania, operates a program designed specifically to establish a direct relationship between the Community Relations Unit and the patrol officers. Under this program patrol officers meet with the community relations officers in a small group setting (no more than four patrol officers at a time). At these meetings the patrol officers are given a detailed explanation of the functions of the Police-Community Relations Division and are allowed to offer suggestions and recommendations.

Several other departments attempt to alleviate this problem by involving the community relations officers in the departmental in-service training program.

There are people knowledgeable about police-community relations who feel that it is impossible to avoid the conflict between the community relations unit and other members of the police department. One informant put it in these words:

If you want to find out how good a police-community relations unit is, do two things. One, ask other members of the police department - if they say it is doing a good job it usually is no more than a public relations program. If they say that the police-community relations officers are a bunch of bastards, they are probably doing

a good job. Second, ask the people in the community about the unit. If they speak highly of it, they are probably doing a good job.

Although we realize the inherent problem involved here, we are not quite as pessimistic. We feel that the conflict between the community relations unit and the other members of the police department can be minimized by a concentrated effort on the part of the chief of police, the community relations commander and the community relations officer. Since police-community relations is considered to be a deviation from the traditional concept of policing, the police officers must be given adequate tradeoffs to compensate for this deviation. Considering the existing role identification of the police establishment, and for psychological reasons, we feel that the most effective tradeoff would be the fact that effective police-community relations will make the officers job easier.⁴ Chief Curtis Brostron put it in these words:

Since human beings are naturally resistant to change, any innovation in law enforcement is initially viewed with hostility by a large segment of a police department. Just as computers, helicopters, canine corps, decoy squads, and other innovations of modern law enforcement had to pass through stages of fear, resentment, neutrality, interest, acceptance and finally, support by police officers, police-community relations programs must also run this gauntlet. Therefore, we could expect that at any given time, police-community relations programs will be at various stages of approval in different cities, depending on the length of time the programs have been in progress.

The first task of any newly formed police-community relations program is to "sell" police officers on the value of the program to the department and to themselves, both immediately and in years to come. To assume that the support of the officers will come naturally, without explanation and instruction, can be a fatal error that will eventually spell disaster for the program. Officers must be convinced that a police-community relations program will help them to perform their job more effectively and

⁴We would prefer to agree with Dante Andreotti when he said policemen should be involved in community relations because it "is the human thing to do."

will ease their relationships with citizens.⁵

We do not believe, however, that making the officers' job easier is the main purpose of police-community relations; rather we agree with Police Chief Ray Blackmore of San Jose, who said:

The police cannot operate in a vacuum. We can no longer neglect the social problems that are so prevalent in our community. For many years we have just gone along with the tide of social problems. We are finally coming to realize that the police should not remain passive bystanders - we can no longer remain mute in view of the social problems that surround us daily. The police must engage in social service work.⁶

A second problem confronting police-community relations units evolves around the functions of the unit as related to gathering intelligence information. It cannot be over-emphasized that police-community relations and intelligence are two entirely separate functions. Police departments should not attempt to use their community relations units as intelligence-gathering officers, nor should community relations officers allow themselves to be used as such. The effects of doing so was vividly pointed out by one informant who said:

A FBI officer came by my house one day asking what did I know about Robert Jones (pseudonym). He was being investigated about something. I didn't tell him anything and he left. A few days later Officer Jackson (pseudonym) from the community relations detail came by. He started asking me the same questions. I told him to get the hell out of my house and tell the FBI I told him so. You know, I've worked with Officer Jackson for a long time. I trusted him. Now I come to find out he is just using the people. If that's what you mean by community relations - I don't want any part of it.

⁵Curtis Brostron, "Strengthening Police-Community Ties," Nation's Cities, Vol. VI, No. 4, April, 1968, p. 17.

⁶Lee P. Brown, "Dynamic Police-Community Relations At Work," Police Chief, Vol. XXXV, No. 4., April, 1968, p. 44.

Naturally, certain information will be revealed to community relations officers which should be passed on to the appropriate operating unit; but the primary purpose of police-community relations is not to gather intelligence information. The very nature of community relations work places community relations officers in a rather difficult position. What information should be considered confidential and what should be passed on? If the community relations officers are successful in establishing the confidence of the community, they will be invited to participate in meetings which other members of the police department cannot attend. At times, items are discussed which the members prefer not to be made public, especially to the police. One community relations officer handled this dilemma as follows:

I developed a good understanding with all organizations in the city, especially the militant groups. I am invited to all of their meetings. It is understood that I am a policeman, representing the police department. It is also understood that if they have something to discuss which they don't want the police to know about, they can just ask me to leave. This has occurred several times. It solves my problem since if what they discussed gets out, they can't blame me. It takes me off the spot and also takes them off the spot.

Another community relations officer discussed this problem as follows:

I realize that I am not an intelligence officer. Nevertheless, because of my contacts certain information comes to me. For example, Mrs. Johnson (pseudonym) called me one day to report a man who was selling narcotics in her neighborhood. I had worked with her on several projects over a period of years and respected what she had to say. She did not want to be labeled a stool pigeon and that's the reason she called me. She wanted something done but didn't want to be identified as putting the finger on the fellow. I relayed the information to the narco detail and told them it came from a confidential source. They didn't press me to name my informant and went ahead and made a case. The problem was solved without involving Mrs. Johnson and that is what she wanted. I didn't betray any trust - merely solved a problem.

The important thing to understand is police-community relations and intelligence are two different functions and the two cannot be mixed. If a department has the need for a unit to gather intelligence information, it should create an intelligence unit and not rely on its community relations unit to perform that function.

A third problem area in police-community relations evolves around the role of community relations officers in handling citizen's complaints against other police officers. The whole area of handling complaints against the police is such a vital subject that to adequately cover it would entail a study in itself. Let it suffice at this point to say that community relations officers should not be involved in investigating citizens' complaints against other officers. The very nature of police-community relations work requires community relations officers to maintain a good relationship with both the community and the police department. The two functions (police-community relations and investigating complaints against officers) are not compatible. For example, if the complaint against an officer is not sustained, it destroys the community relations officers relationship within the community. If the complaint is sustained, it destroys the units relationship within the police department. One department handled this problem as follows:

We see our responsibility as being the same as any other officer. That is, we will take any complaint that is given to us. If the complaint is against an officer, we just take the complaint down and pass it on to the chief's office without comment. We don't get involved in the investigation.

Another department approaches this problem from a different standpoint:

If a person has a complaint against an officer we take him down to

the Internal Affairs Unit and let him make the complaint there . . . We do not even write the complaint down.

We feel that either of the above methods are adequate. The important thing is to make it clear to both the public and the police department that it is not the responsibility of the community relations unit to investigate complaints against other officers. If the former method is used, it must be emphasized that the unit is merely accepting the complaint and is not involved in the investigation. Otherwise, animosity between the community relations unit and other members of the police department will undoubtedly occur.

A fourth problem area in police-community relations is centered around whether community relations officers should work in uniform or in plain clothes. There are two distinct schools of thought on this subject. In some cities, for example, St. Louis, Winston-Salem and Atlanta, the community relations officers work in their police uniform. In others, examples being, San Jose, New York and San Francisco, the community relations officers work in civilian clothes.

Those who favor the uniform say that the function of police-community relations is to improve the image of all policemen - the uniform is symbolic of the police; therefore police-community relations officers should wear uniforms. Those who favor civilian clothes say it is easier to develop a rapport with the public if they are not in uniform.

We feel that between the two opposing viewpoints is a middle ground. The standard dress for community relations officers should be civilian clothes - with some notable exceptions. If a community relations officer is giving a speech (depending on the group he is addressing) he

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2 OF 3

should be in uniform. If he is addressing or working with youth groups he should be in uniform.

Some community relations officers have suggested that members of the community relations unit should wear a civilian-type uniform (blazers and slacks) which is different from the traditional police uniform but still identifies the officer as a policeman. We do not recommend this because it would tend to further isolate the community relations unit from other members of the police department. The wearing of civilian clothes would not create this problem since it is generally accepted that certain specialized sections of the police department, e.g., detectives and juvenile officers, should work in civilian clothes.

A fifth problem in police-community relations is the role of community relations officers during times of civil disorder. One informant expressed his views on the subject as follows:

The role of community relations officers during civil disorders? When that occurs police-community relations has failed. Then the troops have to take over and straighten things out. After things have calmed down, then we can get out and try to get things back to normal.

Another community relations officer viewed his role differently:

When there is a crime problem, the detectives are called. When there is a juvenile problem, the juvenile officers are called. When there is a community relations problem, the community relations officers should be called. We have contacts in the community. We could probably assist in calming things down.

We agree with the latter position. When a community disorder occurs, that does not necessarily mean that police-community relations has failed. There are many causes of riots that are not within the scope of police agencies. Furthermore, police-community relations alone will not prevent

riots. At best, police-community relations can only focus upon the socio-economic problems that breed disorder and thereby give society time to solve these pressing problems.

When a community disorder does occur, the community relations unit should be involved by attempting to restore order. Because of their contacts in the community they should be able to feel the pulse of the area to determine what can be done to alleviate the problem. This would entail conferring with community leaders, identifying grievances and removing them from the battlefield to the negotiating table. We shall not attempt to thoroughly outline the role of the unit during times of disorder because each situation must be analyzed individually and decisions made at that time.

We can say, however, that community relations officers can play four important roles during community disorder, (1) communicator, (2) pulse-taker, (3) rumor dispeller, and (4) arbitrator.⁷

A sixth problem area in police-community relations is who to involve in the program. To answer this question, we quote Oakland's Chief of Police, Charles R. Gain:⁸

Who to involve in police-community relations programs?
In a word, everyone! Everyone possible within the police agency; everyone possible within the community.
As regards involvement of police personnel, every member of a department from the Chief to the newest patrolman must be imbued

⁷This was the conclusion reached by the attendants of a two-day Seminar on Police-Community Relations held in San Jose, California, July 18-19, 1969.

⁸Charles R. Gain, "Working Paper on Developing Methods of Evaluating Police-Community Relations Programs," presented at two-day Seminar on Police-Community Relations in San Jose, California, July 18-19, 1969.

with the concept and philosophy of community relations. It is of critical importance that the uniformed officer on the street be a community relationist, for it is on the street that police-community relations is developed or destroyed; if the man on the street is alienating and systematically enraging every minority and unpopular group in the community, and creating an entire generation of anti-police citizens, no one should be surprised at the resulting chaos. (There is an absolute need for a police administration that will not tolerate offensive conduct; if superiors from the top of the chain of command to the bottom are determined to correct subordinates, if they themselves are held accountable for inexcusable failures to detect and discipline offenders, much of the behavior which now brings police agencies into disrepute can be eliminated.)

Insofar as possible, uniformed and plainclothes policemen from line units should appear before community groups to present explanations of agency functions. Although community relations officers may necessarily have to attend community organization meetings on an ongoing basis to maintain liaison, it is most desirable to have line personnel appear as representatives of the agency whenever possible so as to involve them in community relations, present expert knowledge, have citizens relate with as many different agency representatives as possible, and preclude the situation where citizens come to look upon community relations unit officers as the police department. (Such situations have come to be in cities and have resulted in grave turmoil within and without the police agency.)

As regards involvement with the community, the community relations unit and the department as a whole (especially the Chief) must not only be willing to relate with ALL segments of the community, but must welcome and actively solicit such relations. There should be no group or organization with whom the police agency will not relate!

Comment may be in order with respect to what constitutes the community or a community. The community is too often defined in people's minds as composed of all persons, and they are thought of as feeling and thinking the same thing as regards the police and issues. As a matter of fact, there are, of course, many different communities within a city if we view a community as composed of people who are bound together by common interests. There are white, black and brown communities; there are homeowners and tenants; there are sportsmen, etc.; see following page for examples of common-interest groups.

As community relationists, we must know each of our communities and what they are thinking. We might set forth these principles as a guide:

Know your public.
Know what it thinks.
Know why it thinks so.
Know how it arrives at its conclusions.

A comment is in order, also, regarding those who presume to speak for various segments of the community, even though they may be

characterized as extremists or radicals; they may not in fact speak for many but they may certainly convey the sentiments of many and we should pay heed to them for this reason if no other.

EXAMPLES OF COMMON-INTEREST GROUPS⁹

<u>Race and Nationality</u>	<u>Sex</u>	<u>Residence</u>
Negroes	Men	Urban
Chinese	Women	Suburban
Poles		Rural
Jews		
Italians		
<u>Age</u>	<u>Income</u>	<u>Class</u>
Children	High	Labor
Youth	Low	White-collar
21 to 40	Below \$2,000	Management
Aged	Middle income	Capitalist
<u>Religion</u>	<u>Professional</u>	<u>Business & Trade</u>
Catholic	Lawyers	Stockholders
Protestant	Doctors	Employees
Jewish	Journalists	Customers
Presbyterian		
Methodist		
<u>Occupational</u>	<u>Economic</u>	<u>Fraternal</u>
Farmers	Consumers	Masons
Salesmen	Manufacturers	Elks
Transportation workers	Distributors	Rotarians
Government employees	Suppliers	Kiwanians
<u>Political</u>	<u>Patriotic</u>	<u>Educational</u>
Republicans	American Legion	Parent-teachers
Democrats	D.A.R.	College graduates
Farmer-laborer		

Note: This classification by no means includes all publics there are. Every organization, every special interest group, will constitute a public.

⁹ Ibid.

During the early development stages of police-community relations programming, the central theme was that police-community relations should be interpreted and thereby programmed for the entire community. It was often stated that such programs were not minority programs but must encompass all segments of the community. Although this philosophy is still valid today, as indicated by Chief Gain, changes in the larger society are being reflected in the field of police-community relations. For example, at the 1956 Institute of Police-Community Relations at Michigan State University, Louis Radelet gave a progress report on "The Development of Police Leadership in Community Relations," where he listed some basic assumptions.¹⁰ The second of these assumptions was listed as "Dealing with the whole community rather than with segments of it." This was the underlying philosophy of the National Institute for many years. However, in 1968, the Black participants of the National Institute on Police and Community Relations went into a Black caucus which resulted in the following:

Gentlemen, the members of the Black caucus meeting last night to determine how we as a collective group could best work in the spirit of accentuating the positive, passed the following resolutions which we hope the Institute will adopt. They are as follows:

1. That the Institute go on record in full support of the goals of the "Poor Peoples" campaign to eliminate poverty and the other conditions which promote racial strife.
2. That the Institute go on record and declare itself in full support of equal opportunity for all races, equal justice for all of mankind and a rededication of efforts to promote a better understanding between the races.

¹⁰Louis Radelet, "The Development of Police Leadership in Community Relations," Proceedings - Institute of Police-Community Relations, 1956, Michigan State University, no page.

3. That the Institute support the concept that police specifically as it relates to powers of arrest be upgraded throughout all of the Law Enforcement agencies in the country as they may compare with those as are affected in California and Michigan, i.e. - There should not be any restrictions on Police Powers of arrest within any individual State. Policemen should be able to enforce the law in any part of their respective individual State.
4. That the Institute support the concept that extensive* teaching of Afro-American history be given to all police personnel, both in the recruitment and in-service training programs.
5. That the Institute support the concept that Black Police Officers be consulted by their respective departments on issues that relate to the Black community and the policies of that department as it affects the Black community.
6. That the Institute support the concept that the regional N.C.C.J. be requested to send information on this Institute to all Civil Rights and Human Relations groups within their region to solicit their participation in this Institute.
7. That the Institute support the concept that in preparation for next year's workshop at least one workshop be devoted to participants who are from the same state.
8. That the Institute support the concept that the participants should be grouped by the size of the cities they represent so that the problems discussed would be of interest to all members.
9. That the Institute support the concept that the principal speakers should be selected for their ability to communicate their opinions and evaluations of the problems to the average members of this Institute.
10. And finally, we further recommend that the 14th Annual National Institute on Police and Community Relations support the rapid implementation and utilization of all positive materials emanating from this conference and continue to develop better patterns of communication of attitudes towards people to police, and police to people in their community.¹¹

*"Extensive" should in no case be interpreted to mean less than a six-week period of a two hour class session per week.

¹¹Presented at the 1968 National Institute on Police and Community Relations, Michigan State University, May 19, 1968.

The following year, at the 15th Annual Institute, a similar Black Caucus was held and resulted in the following statement:

We, the Black Caucus of the 15th Annual Institute would like to know why the recommendations of the Black Caucus of the 14th Annual Institute, which were approved by the entire Institute -- were not implemented.

On May 19, 1969, the Black Caucus met and passed the following demands.

1. That four or more blacks be added to the planning staff immediately, and that three of these individuals be black men; further that the Black Caucus would submit the names for assignment.
2. That more black resource people be added to the workshop staff of this Institute now in session.¹²

This trend continued at other police-community relations institutes.

This is evident by what occurred at the National Institute on Police-Community Relations held in June of 1969, at the University of Southern California. A Black Caucus was held in which the following statement was released:

We the black caucus of this Institute conference find it necessary to present to our communities something constructive. The Institute has not met our needs, so we feel in all good faith that we should present to you our thoughts and opinions so that something constructive may come from this conference. We, the conferees, proposed to the Community Relations Institute that it back the following recommendations:

1. legislators to be pressed at local, state, and national level to remove outdated, oppressive and discriminatory laws from the records,
2. police include in-depth community awareness training for all officers, with emphasis on minority community problems,

¹²Presented at the 1969 National Institute on Police and Community Relations, Michigan State University, May 20, 1969. An outgrowth of the 1969 Institute was the formulation of the National Black Caucus on Police and Community Relations.

3. police departments develop local community advisory committees reporting to the chief of police (these members to be selected by the community),
4. recruitment programs directed toward minority youngsters which would also improve community relations in minority communities,
5. along with law and order, that justice be emphasized,
6. police departments hire ex-convicts as community liaison personnel with proper titles and salary, (Example: New Careers Programs throughout the State of California),
7. that the next Institute encourage the attendance of policy makers, activists and militants from the Black and Brown Communities,
8. salary increases be paid to police officers in order to insure that the law enforcement officers receive compensation commensurate with duties, and responsibilities required of a law enforcement officer today,
9. the National Institute of Community Police Relations go on record favoring reforms to make the present criminal justice system more responsive to the people (Black, Brown, and poor),
10. that officers evaluation process include an indication of the ability of an officer to relate to the minority community, as well as other job requirements,
11. more care be given to the assignment of officers to the minority communities, based on the ability to related to the Black and Brown communities,
12. full cooperation from each law enforcement agency involved in this Institute to accept and support these recommendations and to accept the theme of this Institute, "FROM CONFRONTATIONS to Community."¹³

In similar fashion, Black citizens in Seattle, at a public hearing on Police-Community Relations, presented the following ten-point program:

¹³Presented at the National Institute on Police-Community Relations, University of Southern California, June 10, 1969.

The City Council, at the urging of the Mayor and Chief of Police, should immediately move to review, reassess and act, through legislation where appropriate, on the following demands:

1. The provision of an external review system to handle complaints against the police through a municipal ombudsman.
2. The review, modification and monitoring of the presently inadequate minority recruitment program.
3. The enlargement and improvement of the presently inadequate Police-Community Relations Division, to be headed by a trained and talented civilian.
4. The revision of the presently inadequate regulations governing the use of firearms by policemen.
5. The establishment of some regulation governing the use of tear gas by policemen.
6. The development of specific policy guidelines for police conduct and behavior governing matters of sensitive judgment where citizens basic rights are involved.
7. The prohibition of racial slurs and "trigger words" such as "boy," "girl," and "nigger" by policemen, with the provision of disciplinary action, including discharge, for violations.
8. The establishment of weekend courts to eliminate persons being held more than twenty-four (24) hours.
9. The enlargement of the Police Department, with increases in the pay scale, provision for higher education through free tuition and pay with federal assistance. Special training in minority culture and sensitivity training for every level of officer; lateral entry for high ranking officers.
10. The establishment of a Central Area Police Precinct with a Police Advisory Board accountable to the community with an administrator responsible to the Advisory Board and the Chief of Police.¹⁴

There are two significant points in this development; (1) the reflection of extended polarization between Blacks and whites which occurred in the society at large, and (2) the switch of police-community

¹⁴Presented at a meeting of the Concerned Central Area Citizens, Seattle, Washington, June 10, 1969.

relations emphasis from the whole community to segments of it, e.g., the Black community.

The extended polarization between Blacks and whites in the larger society was predicted by the Kerner Report¹⁵ and confirmed by a study conducted one year later by Urban American, Inc. and The Urban Coalition:¹⁶ "For a year later, we are a year closer to being two societies, black and white, increasingly separate and scarcely less unequal."¹⁷

The switch of police-community relations emphasis from the whole community to segments of it can be considered a logical allocation of resources to attack the most critical areas of the police relationship with the community. The President's Crime Commission,¹⁸ for example, showed that "contrary to the belief of many policemen, the overwhelming majority of the public has a high opinion of the work of the police."¹⁹ This same Commission also pointed out that the greatest hostility toward the police is maintained and expressed by: (1) minority groups, e.g., Blacks, Mexican-Americans, Puerto Ricans, etc.; (2) youth; and (3) the poor.²⁰ Consequently, it is normal to assume that the limited police-

¹⁵Report of the National Advisory Commission on Civil Disorders (Washington, D.C.: U.S. Government Printing Office, 1968).

¹⁶Urban America, Inc. and The Urban Coalition, One Year Later (New York: Frederick A. Praeger, Publishers, 1969).

¹⁷Ibid, p. 118.

¹⁸The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D.C.: U.S. Government Printing Office, 1967).

¹⁹Ibid, p. 145.

²⁰Ibid, pp. 146-149.

community relations resources will be directed toward the greatest problem, vis-a-vis, minority groups, youth and the poor.

This leads us into a seventh problem area: "What should police-community relations officers do in the white community?" Some community relations practitioners operate on the assumption that community relations is for the minority groups and public relations is for the white community. We have approached this subject from the foundation established by the Kerner Report when it stated, "Race prejudice has shaped our history decisively; it now threatens to affect our future."²¹ In discussing the basic causes of riots, the Kerner Report concluded: "White racism is essentially responsible for the explosive mixture which has been accumulating in our cities since the end of World War II."²²

In discussing racism, we concur with Jerome Skolnick in his assertion that it is necessary to distinguish between institutional racism and individual prejudice.

Because of the influence of historical circumstances, it is theoretically possible to have a racist society in which most of the individual members of that society do not express racist attitudes. A society in which most of the good jobs are held by one race, and the dirty jobs by people of another color, is a society in which racism is institutionalized, no matter what the beliefs of its members are.²³

Accepting the assertion of the Kerner Commission Report that race prejudice has shaped our history "decisively" and that "it now threatens to affect our future," we recommend the development of police-community

²¹Supra, Note 14, at p. 5.

²²Ibid.

²³Jerome H. Skolnick, The Politics of Protest (New York: Ballantine Books, 1969), p. 180.

relations programs in the white community designed to combat both individual prejudice and institutional racism.

The purpose of this Chapter has been to identify and discuss the major problem areas in police-community relations. It is appropriate, in conclusion, to reemphasize the major problem areas:

1. A police-community relations program cannot be effective without the support of all members of the police department. Unfortunately, conflict between community relations units and other members of the police department is very pronounced. Consequently, efforts must be devoted to alleviating this problem.
2. Police-community relations and intelligence are not compatible functions. Community relations officers must not be used as intelligence officers.
3. Handling citizens' complaints against police officers is a vital function in establishing a good relationship with the community. This function, however, should not be the responsibility of the police-community relations unit.
4. Community relations officers, like other specialized units (detectives and juvenile officers) should work in civilian clothes. They should maintain a police uniform and wear it, if possible, when working with children.
5. Community relations officers have a vital role to play during times of civil disorder. They should function as communicators, pulse-takers, rumor dispellers and arbitrators.
6. All segments of the community should be involved in a police-

community relations program.

7. The police-community relations unit should, in addition to working in the minority communities, develop programs in the white communities to combat individual and institutional racism.

CHAPTER IX

EVALUATION OF POLICE-COMMUNITY RELATIONS PROGRAMS

Throughout the nation we have observed police departments striving to improve their relationship with the public. Even though many departments currently operate police-community relations programs, they are still searching for more efficient and effective methods of achieving this objective.

The purpose of this Chapter is to develop criteria for evaluating police-community relations programs. "This is probably the most difficult and the most neglected area in police-community relations."¹ Consequently, this represents the first attempt to identify specific criteria (e.g., measures of effectiveness) for evaluating the numerous community relations programs that have been developed by police agencies. Here, we will not be concerned with criteria for evaluating the overall relationship between the police and the public, rather we will focus on the development of criteria for evaluating the individual program components that make up a police-community relations program.

Presently, police departments are evaluating their community relations programs in the same manner they evaluate other police functions, vis-a-vis, the computation of statistics. The use of statistical data to analyze police activities was discussed by Neiderhoffer:

¹Letter to the writer from Nelson A. Watson, October 13, 1969.

Every major police department spends a good portion of its time grinding out statistical reports: statistics of arrest, summonses, warnings, convictions, ambulance calls, fatalities. Each case is transformed into a number and reported whenever possible in a manner that enhances the glory of that department. The contemporary trend to seek a cure for every personal problem in "analysis" has invaded the police bureaucracy. But whereas a patient in psycho-analysis supplies data by a system of consciousness, it is the never-ending stream of statistics that symbolizes police case histories. The analysis unit is the major arm of defense in the struggle of the department to justify itself. In any emergency the chief frequently turns for help to his specialized police bureau.²

Our research has shown that, in general, the police have not gone beyond this traditional reliance on statistical data for evaluating (and justifying) their community relations programs. Illustrative of this reliance on statistical data is the following excerpt:³

COMMUNITY RELATIONS DIVISION	NO. OF MEETINGS	NO. OF PEOPLE ATTENDING
Contact with Community Leaders		3,486
Civic and Citizens Association Meetings	21	4,054
Business Association Meetings	16	353
Civil Rights Meetings Attended	15	3,076
Church Meetings	15	1,441
Precinct Advisory Council Meetings	15	179
Participation in Community Workshops	16	14,972
P.T.A. Meetings	6	1,515

²Arthur Niederhoffer, Behind the Shield: The Police in Urban Society (New York: Anchor Books, 1967), p. 14.

³Washington, D.C. Metropolitan Police Department, Annual Report: Community Relations Division, Fiscal Year 1967, pp. 3-4.

COMMUNITY RELATIONS DIVISION	NO. OF MEETINGS	NO. OF PEOPLE ATTENDING
College Lectures	18	1,610
Schools Visited in Non-enforcement Program	7	2,191
Summer School Lectures	7	750
Demonstration Project of Student-Police Relations Program in Elementary Schools	36	2,716
Research Program in Senior High Schools	3	194
Tours of Headquarters, Elementary School Students		2,716
Tours of Ninth Precinct, Elementary School Students		1,492
Tours of Eleventh Precinct, Elementary School Students		1,224
Non-enforcement Contacts with Children other than in school	16	4,775
Radio and Television Appearances	6	
Programs honoring Citizens who aided the Police Department in the Apprehension of Criminals	1	
In-Service Training of Police Officers by Members of this Unit	12	516
Block Club Meetings	3	940
Release Guidance Center (Parolees) Meetings	2	26
Tenant Council Meeting (N.C.H.A.)	8	5,068
Pre-Release Conference (Inmates D.C. Workhouse)	2	40
Others	4	755
TOTAL APPEARANCES	229	
TOTAL ATTENDANCE		54,089

Several projects have focused on the overall evaluation of the police relationship with the community.⁴ In addition, we were able to identify two police agencies that have evaluated the effectiveness of their police-community relations projects.⁵ But to date, little has been written that attempts to identify specific criteria for police-community relations component analysis. In this Chapter we will discuss the criteria problem and attempt to identify meaningful means of evaluation that will stimulate additional efforts on the part of those concerned with the analytical side of police-community relations.⁶ By no means, however, should the criteria provided here be considered either exhaustive or definitive. We must stress the point that considerable more effort must be addressed to the problem of program analyses of individual police-community relations components. Hopefully, this project will provide the starting point.

Evaluation should not be done for the mere sake of evaluation -

⁴See for example, University of California at Berkeley, The Police and the Community (Washington, D.C.: U.S. Government Printing Office, 1966); Michigan State University, A National Survey of Police and Community Relations (Washington, D.C.: U.S. Government Printing Office, 1967); Citizens' Committee to Study Police-Community Relations, Police and Public: A Report and A Program (Chicago: City of Chicago, 1967).

⁵North City Congress, North City Congress Police-Community Relations Program: Report of the Final Periodic Effectiveness Survey, Philadelphia, Pa., March 31, 1969; Winston-Salem Police Department, Community Services Unit: First Report and Preliminary Evaluation, July, 1967.

⁶For an indepth discussion of the criteria problem see: Charles J. Hitch and Roland N. McKean, The Economics of Defense in the Nuclear Age (Cambridge: Harvard University Press, 1960); E.S. Quade, ed., Analysis For Military Decisions (Chicago: Rand McNally and Co., 1966); Roland N. McKean, Efficiency In Government Through Systems Analysis (New York: John Wiley and Sons, 1958).

it must have a purpose. Neither should evaluation be considered an end in itself - its purpose is to determine the value, effectiveness or quality of a program. The need is related to the decision-making process. Consequently, as we shall point out later, the objectives of the program itself provides the background for evaluation. The program performs certain functions and these functions are designed to accomplish certain objectives. Measuring the extent to which these objectives are being met is the essence of program evaluation.

In evaluating police-community relations programs, it should be understood from the beginning that a variety of research techniques are necessary. The complexity of police-community relations programming makes it virtually impossible to scientifically quantify the total research endeavor. Consequently, evaluation approaches utilized will be both quantitative and subjective.

Accepting the premise that portions of the evaluation process will be subjective, it follows that if an objective evaluation is to be made, the evaluation must be done by an agency or individuals external of the police-community relations program. In other words, in order to insure objectivity in the results it is necessary to have someone other than the police conduct the evaluation. Social scientists with expertise in the field of evaluatory research are readily available and willing to undertake such projects. College and university resources should be utilized primarily because of their interest and expertise in research, their availability, and their ready reservoir of knowledge. This position was voiced by Winston-Salem, one of the few cities that has concerned itself with program evaluation:

All professional advice leads us to conclude that an outside evaluation team . . . is the best approach to gain an unbiased and professional appraisal.⁷

Under ideal conditions an evaluation component should be built into the police-community relations program from its inception. This would allow the establishment of a baseline from which to evaluate the effects of the program. In most cases, however, this is no longer possible since many departments have already initiated their programs without including in it an evaluation component. This should not preclude departments from undertaking program evaluation because the evaluation process should be a longitudinal undertaking. For those departments who do not have an evaluation component built into their program, the first evaluation will not only give insight into the effectiveness of their endeavors, but will also provide a baseline from which to evaluate the future operation of the program.

We have indicated that the evaluation of police-community relations programs necessitates a variety of techniques. Some of the data used in making an evaluation will be subjective in nature and other will be quantitative. The subjective data would come from systematic and direct observation; whereas the quantitative data would be collected by surveys and documentation.

Before developing our system for evaluating police-community relations programs, a few words should be said about evaluating the other four categories of programs we have previously categorized as not being police-community relations, although they are operated under that

⁷A Proposal for the Second Year Funding of the Community Services Unit, Winston-Salem, North Carolina, p. 37.

title.⁸

Public Relations

In order to establish criteria for evaluating a police department's public relations program, it is first necessary to define what we mean by the term. For purposes of this paper, public relations, in its broadest sense, is a program designed to make the public aware of what the agency is doing, why it is doing it and how it contributes to the welfare of the community as a whole. We do not intend to play down the importance of public relations for police agencies because they (the police) similar to business and industry have come to realize that it is not sufficient to just do a good job, the public must constantly be reminded of the good job it is doing. It is important, however, to keep in mind the fact that public relations will not solve any of the pressing community problems nor be acceptable to the subcultural groups who possess these problems.

Public relations, from the standpoint of private enterprise, is a method of selling a product. From the standpoint of the police, public relations is a method of selling the police image. Consequently, it is logical to assume that anything the police do from a public relations standpoint will be done to enhance their image. Stated negatively, the police will not develop a public relations program that will present a bad image to the public.

In that context, we do not deem it necessary to establish criteria

⁸Information presented here is taken in part from: Lee P. Brown, "Evaluation of Police-Community Relations Programs," Police, Vol. XIV, No. 2, November-December, 1969, pp. 27-31.

for evaluating a police department's public relations program. Let it suffice to say that if the community relations is not good, the public relations will not be good. Public relations (a legitimate police function) does not attempt to involve itself in the problems of the community. It can be likened to a one-way street, or a broadcasting system. There is no real interaction, merely the police projecting its favorable image to the public. Such a program does not alleviate the tension between the police and the various enclaves who are at odds with the police.

Crime Prevention

It should be pointed out at the on-set that the police alone are not capable of preventing crime. Nevertheless, the police have a great responsibility in the area of crime prevention, a field which is relatively unexplored at this point. In the past and up until this date, the police have directed the vast majority of their efforts toward after-the-fact policing. That is, matching a criminal act with an individual - with little effort directed toward before-the-act policing. This is true even though the police traditionally, in defining their goal, include the function of crime prevention.

Evaluation of the effectiveness of police-sponsored crime prevention programs is probably the easiest task to accomplish. Here, however, it is necessary that the department maintain adequate statistical data on the incidence of crime which their program is geared toward preventing. Evaluation, therefore, must be built into the program. For example, if a department develops a program aimed at reducing the

shoplifting rate, the evaluation is simply a comparison of the rates before and the rates after the implementation of the program. The validity of the evaluation must be insured by controlling certain variables. An adequate period of time must be provided to show a relationship between the program and the results. The time element is also important in context of the monthly variations. For example, it would not be valid to compare the month of December prior to the initiation of the program with the month of October after the initiation of the program. The results would not be valid since during December, just prior to Christmas, the shoplifting rate generally increases greatly.

Essentially, evaluation of crime prevention programs is simply a matter of comparing the incidence rate of a particular crime before the initiation of a program with the rate after the program has operated for a period of time. The effectiveness of the program can be seen in a decrease in the crime for which the program is geared.

If the objective of a program is to reduce the crime rate in general (not focusing on one particular offense), ". . . then it would be appropriate to use crime rates as the major criterion (but not necessarily the only criterion) for evaluating activities aiming at these objectives."⁹

For example, if the program has as its objective: "To reduce the amount and effects of crime and in general to maintain an atmosphere of

⁹"Criteria for Evaluation in Planning State and Local Programs," A study submitted by the Subcommittee on Intergovernmental Relations to the Committee on Government Operations, United States Senate, July 21, 1967 (Washington, D.C.: U.S. Government Printing Office), p. 5.

personal security from criminal behavior," the following criteria can be used:¹⁰

1. Annual number of offenses for each major class of crime (or reduction from the base in the number of crimes).
2. Crime rates, as for example, the number per 1,000 inhabitants per year, for each major class of crime.
3. Crime rate index that includes all offenses of a particular type (e.g., "crimes of violence," or "crimes against property"), perhaps weighted as to seriousness of each class of offense.
4. Number and percent of populace committing "criminal" acts during the year. (This is a less common way to express the magnitude of the crime problem; it is criminal oriented rather than "crime oriented.")
5. Annual value of property lost (adjusted for price-level changes). This value might also be expressed as a percent of the total property value in the community.
6. An index of overall community "feeling of security" from crime, perhaps based on public opinion polls and/or opinion experts.
7. Percent of reported crimes cleared by arrest and "assignment of guilt" by a court.
8. Average time between occurrence of a crime and the apprehension of the criminal. (The major purpose of this criterion is to reflect the psychological reduction in anxiety due to the length of this time period.)
9. Number of apparently justified complaints of police excesses by private citizens.
10. Number of persons subsequently found to be innocent who were punished and/or simply arrested.¹¹

In examining the above, it should be noted that:

- (a) Criteria 1 through 6 are criteria for evaluation of crime-prevention programs. Criteria 7 and 8 are aimed at evaluating crime control after crimes have occurred (i.e., when crime

¹⁰Ibid, p. 23.

¹¹Note that it is not the purpose of this or any of these criteria to evaluate the efficiency of the police organization.

prevention has failed). Criteria 9 and 10 and to some extent 6, aim at the avoidance of law enforcement practices that themselves have an adverse effect upon personal safety. Criterion 6 and to some extent 8 aim at indicating the presence of a fearful, insecure atmosphere in the locality.

- (b) Some argue that the primary function of criminal apprehension and punishment is to prevent future crimes; and, therefore, that Criteria 7 and 8 would not be sufficiently "end oriented," but rather "means" oriented, and would not be included in the list.
- (c) For many analyses it would probably be appropriate to distinguish crime activity by the type of criminal, including such characteristics as age, sex, family income, etc. (juvenile delinquency is an obvious subcategory).¹²

Youth Programs

Many police departments operating community relations programs are directing their major efforts toward the youth. We have previously identified programs geared for youth which start as early as St. Louis' pre-natal program and going as high as several college level programs. This concern for the youth is understandable since the various national surveys conducted for the President's Crime Commission¹³ indicated that the youth constitute one of the three critical areas of tension between the police and the community.¹⁴ Also, some departments are concentrating their efforts on the youth because they feel their efforts directed toward the adult population are often fruitless. One community relations officer put it in these terms:

We can give up on the adults. Their attitudes are already fixed and

¹²Supra, Note 10, at p. 24.

¹³President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington, D.C.: U.S. Government Printing Office, 1967).

¹⁴Minority groups and low income people constitute the other two areas.

we aren't going to change them. The hope for the future rests with the youth. If we can reach them in the schools, we'll have a bright future ahead of us. We can reach the kids, but we can't reach the adults. Our greatest success has been with the kids.

The myriad of police-youth programs, excluding the police-school visitation programs (e.g., Officer Friendly) have two basic objectives: (1) to prevent juvenile delinquency, and (2) to instill in the youth positive attitudes toward the police. Closely related are the objectives of the police-school visitation programs:

. . . to inform youth of their rights and responsibilities as citizens and to acquaint youth with problems of contemporary society and of measures taken to influence them in recognizing and adhering to a structure of law and order.¹⁵

The evaluation of police-youth programs, similar to the evaluation of any program must be based on the program objectives. If the objective of the program is to prevent juvenile delinquency, its effectiveness can be determined by the absence of illegal activity on the part of the participants in the program.

If the objective of the program is to instill in the youth positive attitudes toward the police, the effectiveness of the program can be determined by attitudinal measurements. The instrument used to measure attitudes should be administered at the inception of the program and again at a later date. From this, a comparison can be made to determine any attitudinal changes which occurred in the interim. The "before and after" testing should also be done with a control group. This would enable the evaluator to determine what effects the program had on the attitudes of those exposed to it, as contrasted with the control group

¹⁵Chicago Police Department's Police-School pilot program on the secondary level.

which did not participate in the program.

Since several projects have been conducted on the effectiveness of police-youth programs, this project will limit its discussion of that topic. Reference is made to the Cincinnati Police-Juvenile Attitude Project¹⁶ which includes a twenty question opinion sheet and the Chicago Board of Education's evaluation of their police-school pilot program.¹⁷

Police-Community Relations Training

Under the many programs operated under the title of police-community relations, we have previously identified several which we classified as police-community relations training programs. Before discussing the evaluation of police-community relations training programs, we will first discuss the objectives of such programs.

In developing a police-community relations training program, three conditions should be taken into consideration:

1. The diversity of men.
2. The diversity of need.
3. The diversity of the history of training in the department.

In considering the diversity of men, it should be remembered that all men are not the same. Therefore, individual differences should be taken into consideration before developing a police-community relations training program.

¹⁶Robert Portune, The Cincinnati Police-Journal Attitude Project: A Demonstration in Police-Teacher Curriculum Development, a final report submitted to the Office of Law Enforcement Assistance, United States Department of Justice, Project #052, 1968.

¹⁷This evaluation was conducted by Barbara Johnson, Special Project Consultant for the Board of Education, City of Chicago.

Along the same line, the needs of each department will differ; therefore, consideration should be given to the exact needs of the department for which the program is being developed.

Third, consideration should be given to the diversity of the department's history of overall training. If the department has a history of continuous training, then training in police-community relations will probably be more acceptable to the men. A community relations training program should not be a crash program - time is needed to prepare the course.

In developing the training program, certain questions should be considered. For example, does every man in the department have negative attitudes - are these attitudes to the same degree? Can these attitudes be changed? Our experience has shown that police-community relations training programs are more effective if the goal of the program is to create an awareness on the part of policemen of minority and community problems and the latent effect is generally an attitude change. The primary goal, however, should be to provide the mechanism whereby police officers become sensitive to the needs and feelings of the community:

The overall needs of communities - better housing, more effective youth programs, et al, have a direct relationship to the problems with which law enforcement has to deal. Therefore, it is incumbent that peace officers acquire analytical tools, and educate themselves to the overall needs of the communities which they must police.¹⁸

The writer's personal observations lead him to believe that only a certain percentage of policemen (15 to 20 percent) have authoritative

¹⁸Marin County Human Rights Commission, "Police-Community Relations Training Proposal," Marin County, California, no date, p. 7.

personalities. They, however, make such an impression that it seems as if everyone in the department has authoritative personalities. In addition, you will find the same number of men with just the opposite personality make-up. This leaves about 60 percent of the men in the middle. The challenge is to move the marginal men to the positive side and at the same time weaken the negative.

Unfortunately, we find that many cities are willing to spend large sums of money on riot control equipment, but not on police-community relations training. As a result, spotty training in community relations is a big problem for many police agencies. The typical response has been that when there is a crisis, then "We want a training program."

The ultimate goal of a community relations training program should be to get total community relations in all aspects of police work. A comprehensive community relations training program should involve all people that train policemen. Community relations training should be an intricate part of all phases of the officers' training. This should include training in the area of arrest, search and seizure; use of firearms; citation writing; etc.

One of the biggest problems in community relations training is in the area of middle management (above sergeant and below deputy chief). Therefore, it is necessary to understand that the same training program should not be given to all levels in the department. This is a lesson we have learned from large industry - the level of training must be geared to the level of the position the person holds within the organization. In developing the program, it is best to work with the command level officers first. Where a program is accepted at the top echelon, it is

more readily accepted at the bottom of the organizational structure.

Training in police-community relations revolve around human problems - not just police problems. Such programs often deal with the attitudes of the men being trained. Consequently, the men tend to resist the attempt to change their attitudes (which is a normal reaction). This resistance can best be overcome by taking a survey of the attitudes that do exist, and then determining what needs to be accomplished. This would allow the trainer to determine the best solution to the problem. (Best solution equals quality times acceptance.) Through experience, we have found that the quality of the training program, in conjunction with the acceptance by the men, is the best solution to the problem. Everyone has an idea of what quality is, but what is important is acceptance. The level of acceptance relates to the quality of the solution - but no solution can be obtained without acceptance. It, therefore, must be impressed upon the trainees that the program is designed to help them.

The question is often asked, "What is more important in a community relations training program, the content or the process?" We have found that the two cannot be separated. For example, the lecturer alone cannot accomplish the task, and many times he will find himself talking at the men; rather than with them. Discussion, problem solving and role playing are also important elements of a community relations training program.

The objective of a police-community relations training program should be to focus on the human relations factors which are so important to modern police work. It must be stressed throughout the program that good police-community relations is the responsibility of the total police

department. It should be stressed that everything an officer does to eliminate misunderstanding and increase citizen confidence and support for the police will make his job that much easier.

Some of the objectives of a police-community relations training program should be:¹⁹

1. The development in police officers of an appreciation of the civil rights of the public.
2. The development in police officers the ability to meet without undue militance or aggressiveness police situations involving minority groups.
3. The development in police officers an adequate social perspective.
4. The development in police officers an awareness of individual and group differences.
5. The development of an understanding by police officers of how their words and actions may be perceived by the public.
6. The development in police officers a neutral, objective approach to integrated situations.
7. To develop in police officers a knowledge of the fact that their behavior will infuse similar inter-group behaviors and attitudes in other members of the police force.
8. The development in police officers a recognition and awareness of the role of associated community human relations agencies.
9. The development in police officers the skills required for anticipating and meeting the police-human relations aspects of (a) their work, (b) incidents rooted in factors of race, religion and national origin, (c) juvenile offenses, (d) civil rights complaints, and (e) community tensions.
10. The development in police officers an awareness of personal prejudice and bias prevalent on all sides of issues.
11. The development of an understanding by police officers of why certain groups purposely transgress the law and intentionally cause civil disobedience.

¹⁹Nelson A. Watson, Police-Community Relations, (Washington, D.C.: International Association of Chiefs of Police), 1966.

12. The development of an understanding by police officers the effects of firm, impartial law enforcement, as compared to lax, biased law enforcement.
13. The development in police officers the maintenance of a professional profile, regardless of the amount of stress or circumstances.

The ultimate goal of a community relations training program should be to teach the officer how to continue doing his job with the maximum effectiveness while building public confidence that fair and equal law enforcement is being maintained at all times.

Illustrative, but not representative, is the following topical outline of a police-community relations training program which was developed by the writer for a municipal police agency with a large Black community:

- I. Orientation to Class
 - A. Need for the course
- II. The Civil Rights Movement
 - A. An historical analysis
 - B. Present day demands
 - C. Causes
 - D. A Comparison of demands of the civil rights movement in 1950's and 60's and the labor movement of the 1920's.
 - E. The Politics of Protest
 1. Black militancy
 2. White militancy
- III. Case Study of Four Active Organizations
 - A. NAACP
 - B. Urban League

- C. Black Panthers
- D. Nation of Islam
- IV. Black History
 - A. To show contributions made by Blacks in the development of America
- V. Police Officers Role in the Black Community
 - A. Ghetto conditions
 1. Sociological
 2. Psychological
 - B. Black attitudes toward the police
 1. Nationally
 2. Locally
 - C. Police attitudes toward Blacks
 1. Nationally
 2. Locally
 - D. Causes of police problems in the Black community
 - E. Race and crime
- VI. Community Power and the Politics of Leadership
 - A. Approaches to the analysis of community power, changing patterns of political influence and resources, decision making within the context of local and national policies, myths and realities of political power.
- VII. The Psychology of Human Development
 - A. Basic principles of developmental psychology
 - B. The psychology of perception and its relation to police performance
 - C. How attitudes are formed
 - D. How attitudes influence behavior

- E. Basic principles of the psychology of adjustment
- F. Knowing ourselves
- G. Understanding others

VIII. The Mechanisms of Prejudice

- A. To present a good working knowledge of the behavioral effects of prejudices which is essential for anyone whose job is the regulation of human behavior

IX. Professionalism and Ethics

- A. The need for the inculcation of social awareness, expertise and ethical standards, concepts of police discretion and spot judgment

X. Practical Police Problems

- A. Role playing

XI. Summary and Conclusion

Price and Lloyd have pointed out, "A major weakness of traditional, professional education programs is the failure to scientifically evaluate their impact on participants."²⁰ They concluded that a scientifically evaluated educational program would require three elements:²¹

1. A set of valid and reliable instruments which could be administered before and after the program and which would test changes in values, knowledge, skills and behavior.²²
2. A control group of individuals who resemble in important respects the characteristics of the group being exposed to the program, but who would only be given the "before-after tests," should be maintained.
3. A follow-up study to determine long-term effects of the program would be desirable.

²⁰Kendall O. Price and Kent Lloyd, "Improving Police-Community Relations Through Leadership Training," a report prepared for the City of Covina, California, February, 1967, p. 29.

²¹Ibid.

²²For examples of instruments used by Price and Lloyd, see Ibid.

In essence, the evaluation of a police-community relations training program should cover perceptual, attitudinal and behavior measures before and after the program. In addition, the trainees should be allowed to evaluate the context and methods of instruction which is used. This "critique by participants" should be designed to point out the strengths and weaknesses of the program and provide recommendations for further improvements.²³

Police-Community Relations

We have previously indicated that evaluation is the process of assessing the degree of achievements related to that which has been attempted.²⁴ The development of criteria for evaluating police-community relations programs, however, is greatly complicated by the many uncontrollable variables that influence the police relationship with the community. For example, what affect does other socio-economic conditions have on police-community relations (vis-a-vis, poor housing, unemployment, discrimination, lack of recreational facilities, poor schools, etc.)? That is to say, the nature of police-community relations, under our definition of the term, cannot be separated from the over-all problems of a given community. These other socio-economic variables may influence goal achievement (positively or negatively); thereby complicating any attempt to isolate a set of criteria that could empirically be used to determine the over-all effectiveness of a police-community relations program. For

²³Ibid.

²⁴This definition was also used by: Leslie T. Wilkins, Evaluation of Penal Measures (New York: Random House, 1969), p. 114.

that reason, we have taken the position that evaluation should be geared toward assessing the effectiveness of individual police-community relations program components, and not the over-all relationship between the police and the community. The necessity of making this distinction can be seen in light of the need to make decisions - the need to change, modify or drop a particular program component. The evaluation of program components (the process or means) is essential in assessing the over-all objectives of the police-community relations programs (e.g., improving the police relationship with the community).

Just as we have stated in our discussion of evaluating crime prevention programs, the criteria for determining the effectiveness of a police-community relations program must be directly related to the goals of the program. For example, what does the program seek to achieve? The goals should relate to the ends to be achieved and not to the means which are utilized to achieve the goals. The goal of police-community relations is to better the relationship between the police and the community, and not, for example, to establish a neighborhood advisory council. The establishment of a neighborhood advisory council may be one program component designed to assist in achieving this goal, but it is not an end in itself. A meaningful evaluation, therefore, would focus upon the effectiveness of the neighborhood advisory council as one component of the over-all police-community relations program.

The evaluation process is further complicated by the reluctance to experiment with new ideas:

Thus, while evaluation is asked for, the assumption is made that it is really unnecessary because what is best or necessary is always known. What is "best" or "what is needed" is that which

is selected to be done by those having sufficient power to see that their wishes are carried out.²⁵

It is for that reason, as we have previously stated, the evaluation of police-community relations programs should be conducted by a person(s) or agency external of the police department. It is also essential to add at this point that the residents of the community must be involved in the evaluation process. Although the professionals may be more capable of defining the specific criteria to be used, the citizens are best able to point out the specific aspects of police and community relations which are of the most critical concern to them. The judgment of the residents must be reflected in both the program goals and also the criteria for assessing the achievements of these goals.

To merely say we must examine the end result of a police-community relations program is much too vague for effecting meaningful evaluation. It is therefore necessary to examine the criteria for evaluation in context of our definition of police-community relations. We have previously defined police-community relations as a meaningful program involving the police and the public - designed to identify the problems that create friction between the two groups - and then the working together to solve these problems.

It might be argued at this point that this definition is too broad and would complicate the evaluation process. In support of our definition, it should again be pointed out that the problems that create tension between the police and the public are many. Consequently, a meaningful police-community relations program should not be limited by

²⁵Ibid, p. 116.

virtue of definition. The problem is, "How can we use the resources at our disposal to alleviate the problems between the police and the community?"

In general, few police departments have built-in mechanisms for determining the effectiveness of their community relations programs. Therefore, just as stated in our discussion of evaluating crime prevention programs, police-community relations programs should also have an evaluation component built into it. We should ask, for example, "Are programs being established merely because other cities have tried them?" We pose this question because:

There is within government neither a price mechanism which points the way to greater efficiency, nor competitive forces which induce government units to carry out each function at minimum cost.²⁶

This absence of mechanisms for evaluation can also be seen in the following statement:

In government, by contrast, there is no profit lure, and promotions or salary increases do not depend on profits. In most operations, an objective criterion of efficiency is not readily available, and even if it were, incentives to seek profitable innovations and efficient (least cost) methods are not strong. There is scope for "Parkinson's Law," personal idiosyncrasy, and uneconomic preference of officials to take hold, because the costs of choosing inefficient policies do not impinge upon the choices.²⁷

Stated differently, it becomes very easy to implement a police-community relations program by adopting program components that have been developed elsewhere and operating them with the assumption they will be applicable to any given city.

²⁶ Charles J. Hitch and Roland N. McKean, The Economics of Defense in the Nuclear Age (Cambridge: Harvard University Press, 1960), p. 105.

²⁷ Ibid.

It is tempting at this point to follow the pattern set by industry and commerce who translate their objectives into dimensions of money and use the concept of "cost-benefit analysis" as an appropriate means of measuring the efficiency of police-community relations programs. Indeed, there are those who advocate this position, but far more reject it.

In lieu of cost-benefit analysis as a measurement of the efficiency of police-community relations programs, we offer the following measurement of performance:

- A. Describe the problem which the program is designed to attack.
- B. Establish quantifiable police-community relations goals and quantitative objectives of the various program components established to achieve the goals.
- C. Determine the goal achievement by assessing the program results.

In consideration of the above, there are no perfect means of making such an evaluation and all criteria of measurements may be subject to some limitations. Even so, the criteria for determining the effectiveness of a police-community relations program must be directly related to the program goals. The goals of the program must be addressed to overcoming the problems that create friction between the police and the public. The criteria for evaluation must define and isolate the specific elements which are to be looked at, and then examined to determine the effectiveness of each program component.

In developing a police-community relations program, it is extremely important to know the attitudes of the community toward the police, yet that is not the specific purpose of this project. This is not to say, however, that an assessment of the community attitudes toward

the police is not important:

It is not possible to plan effectively in the area of police-community relations unless we have a clear understanding and an accurate knowledge of the citizen's feeling toward the police.²⁸

As further pointed out by Professor Mihanovich:

Too often, in the area of police-community relations, we program and sponsor activities primarily by ear, by touch, by "instinct" and by hearsay. We may know what a small injured minority thinks and feels and we may also know what the prominent citizen wants and believes. However, we do not know what the great masses between the two extremes of our population believe or think about the police. If we do not know what they think and they do not know the police, how can effective police-community relations be established?²⁹

In order to survey the attitudes of the public toward the police, Professor Mihanovich has developed a thirty-five item questionnaire which we include in Appendix A. In addition to utilizing the questionnaire sampling technique, several other methods may be used to obtain an index of the public attitudes toward the police:

1. Number of complaints alleging police misconduct (number which are justified).
2. Number of minority group members joining police department.
3. Number and type of conflict between the police and the public (e.g., assaults against officers, rocks thrown at officers, etc.)
4. Frequency of citizens assisting the police (willingness to report crimes and/or suspicious circumstances, willingness to serve as witnesses, etc.)
5. Rumors directed toward the police (real or imagined).
6. Survey of police attitudes toward the public.

²⁸Clement S. Mihanovich, "Management Measurements," The Police Chief, Vol. XXXIV, No. 5, May, 1967, p. 29.

²⁹Ibid.

For a police-community relations program to be effective, it must involve the community. Obviously, some positive interchange between the police and the public is a prerequisite for any meaningful and positive program.

A paradigm for organizing a comparative perspective on the varieties of police-community relations programs can be illustrated by cross-classifying two of the notions included in our definition (1) the degree to which the community is involved with the police department, and (2) the degree to which police policy is influenced by citizen participation.

DEGREE TO WHICH CITIZENS ARE INVOLVED WITH POLICE

	Low	High	
Citizen involvement is non-existent	No Formal Programs	Operational Police-Community Relations Program	Responsive listening to community advice
Communication is one-way from police to public. Public's role is acceptive and passive.	Public Relations and/or Crime Prevention Programs	<u>Total Community Involvement</u>	<u>All policies and procedures subject to review by the community</u>
	Monolithic Programs	Pluralistic Programs	

Of the types generated in the above classification, "No formal programs" refer to a police department that does not operate any programs designed to improve its relationship with the public. Such a classification,

however, does not infer that the department is not efficient in its over-all police operations; rather, it only refers to departments that have not developed formal programs designed to involve the citizenry in the police operation. The classification of "Public Relations and/or Crime Prevention Programs" refers to police departments that have developed formal programs, but the involvement of citizens is passive and receptive. That is to say, the citizens do not play an active role - they are only the recipients of what ever information is given to them by the police. Such information is generally designed to project a favorable image of the police or information of a crime prevention nature (e.g., lock your car, pamphlets, etc.)

The classification of "Operational Police-Community Relations Programs," refers to police departments that are responsive to the voice of the community. Most police departments that operate a formal police-community relations program fall into this category - to some degree. The degree of response, however, varies greatly.

The classification of "Total Community Involvement" refers to police departments where all police policies and procedures are subject to review by the community. Implementation of the concept of community control over the police would be necessary to reach this degree of community involvement.

The four types of police agencies depicted in the above paradigm may also be divided according to their beliefs about the distribution of police powers. A Monolithic Department (No Formal Programs and Public Relations and/or Crime Prevention Programs) have fixed notions about what information should be given to the public. Whereas, a Pluralistic

Department (Operational Police-Community Relations Programs and Total Community Involvement) are responsive to both the ideal of decentralization of police power - to varying degrees - and the need to be sensitive to public opinion.

In conclusion, the evaluation of police-community relations programs must relate to the objectives of the program. The objectives of a program provide the background for evaluation. A program component performs certain functions and these functions are designed to accomplish the objectives. Measuring the extent to which these objectives are met is the essence of program evaluation.

We have consistently stated that evaluation must be an intimate part of the over-all police-community relations program. This is necessary in order to estimate its effectiveness (or lack of effectiveness). This will provide feedback which can be used to determine which program components are contributing to the accomplishment of the over-all goal. Inherent in this statement is the necessity for providing systematic input into the evaluation process. Such input must be two-fold:

- (1) information relating to the day-by-day operation of the program, and
- (2) information relating to the progress made by the program components toward achieving its over-all goal.

Goal achievement, when viewed from a practical perspective, depends to a great degree, on the personnel assigned to work police-community relations and the methods by which they go about pursuing their task. Evaluation of police-community relations, in that context, might very well turn out to be an evaluation of police-community relations officers. The ultimate test of the effectiveness of the program, however, will be what effect it has on both the police department and the community.

APPENDIX A

PUBLIC ATTITUDES TOWARD THE POLICE *

OrganizationRecruitment, Deployment, Stability, Leadership, Salary

Item:

1. The police should station their Negro men only in Negro neighborhoods.
18. By hiring non-city residents, the police department can build a more impartial police force.
31. The Board of Police Commissioners provides exceptional leadership for our police force to follow.
32. Our policemen's futures are not too promising.
33. Police officers who wish to advance in rank have to play ball with city hall politics.
22. Our police are underpaid.

Adequacy, Efficiency and Techniques

2. Our police take advantage of their uniform and car.
6. Our policemen always seem to be picking on teenagers.
7. In few cases, the police are prompt when called by a resident for help.
9. The city is provided with inadequate police service.
14. Some of our police tactics, such as the use of unmarked cars, are dishonorable.
15. The police department has inadequate techniques in solving race problems.
19. Our police are overworked.
26. The decoy squad is one of the better ideas to come out of the

police department.

34. The city police are well equipped to meet any situation.

OperationPublic Prestige and Image, Judgment, Ethnic and Race Relations

3. The city police, on the whole, do not have the respect of the people.
4. In most instances, the police do not protect the interests of the lower and uneducated classes of residents.
5. On many occasions the policemen are mean.
8. Our police seem to pay more attention to minor violations rather than major crimes.
10. Our police are not considerate in handling parking tickets in cases of very minor or unintentional violations.
11. Our policemen have two methods of handling and investigating — one for dealing with white suspects, and one for dealing with Negro suspects.
12. _____ are proud of their police department.
13. Most residents of _____ hate the police.
16. Our police tend to be bossy.
17. The city police go out of their way to show kindness to people who need it.
20. Most of the city residents seem to be afraid to contact their police.
21. In many cases policemen are arrogant.
23. Our police seem to be lazy.
24. In the performance of their duty, our police are discourteous.
25. In the majority of cases, the police of this city are cruel in the search and arrest of a suspect.
27. Our juveniles are given a helping hand by the city police whenever it is needed.

28. Dishonesty is one of the characteristics of many of our city police.
29. The police protect only those who have money.
30. The police do not care to understand the problems and feelings of the non-white.
35. Our police are courageous.

*Clement S. Mihanovich, "Management Measurements," The Police Chief, Vol. XXXIV, No. 5, May, 1967, p. 30.

END