SPECIAL TACTICS AS THEY RELATE TO POLICE PROCEDURES

INTRODUCTION

It has been stated that the greatest error a police administrator can make is to underestimate the ingenuity of his men. If this be true, it follows that the second greatest error is a failure to formulate plans that utilize the inventiveness, the imagination, the creativity that is so much a part of so many policemen. Planning, or the lack of it, has such a tremendous impact upon police operations that one cannot avoid being concerned with how it has been used historically, and how it could be better used now and in the future.

The game of "cops and robbers" has for many years followed the rule that it isn't cricket for the police to move their men until the "robbers" had executed some daring play. It then became the responsibility of the police to devise a counter that would effectively nullify the criminal's action until such time as he generated a new move. This somewhat Victorian game of criminal chess has resulted in police planning that adheres to a stimulus-response type of enforcement action.

Part of this philosophy may be due to an almost paralyzing fear of error experienced by some administrators, the belief that there is such a thing as a permanent "best possible way" to do things, and lastly, a general reluctance to make planning a department-wide responsibility. The hard facts of experience tell us that we must make decisions in

planning that do not exclude the possibility of error, that there is only today's best solution to a problem, and that there is no known correlation between inventive genius and rank.

DEFINITION AND SCOPE

Planning, whether it be long- range or immediate, is the basis for all tactics. It is the determining factor as to whether a department will operate with increasing effectiveness, or whether it will simply continue to boil in the juices of outdated practices. Although management is a science, it is not an exact science, and the same can be said for planning. Although planning lacks the preciseness that would make us more comfortable in its exercise, it does possess basic characteristics that are applicable in most situations. Generally speaking, planning involves five related steps. Whether the plan is simple or complex, it is necessary to:

1. RECOGNIZE THE NEED FOR A PLAN.

   One must examine quite closely programs and performance of the past and present. There must be an objective and critical inspection to determine if what exists actually works. Will future needs be served by existing practices?

2. ESTABLISH THE OBJECTIVE OF THE PLAN.

   It is essential to produce a clear statement of what the plan is to accomplish.

3. GATHER AND ANALYZE RELEVANT DATA.

   Data must be collected that will offer the planners a set of facts which will answer the questions; what, where, when, who,

how, why? Such answers must relate to the basic problem and its solution. Should you do it? How should you do it? What means can you use to test the soundness of the plan?

4. DEVELOP THE PLAN.

Using all data, and experience, and intelligence available, develop the plan in detail. Whenever possible the plan should be in writing.

5. OBTAIN CONCURRENCE.

Who will it affect? Who should be consulted? What will public reaction be? How will other agencies view your plan and their involvement? (We might add a further condition. Don't make your plans so secret that the rest of your department is kept in the dark.)

Law enforcement, of necessity, deals with several kinds of plans. These include procedural plans, operational plans, management plans, extra-departmental plans, and, of course, tactical plans.

Tactical plans concern themselves with methods of action to be taken at a designated location and under specified circumstances. Some tactical plans are prepared for application by all units of the department. Others are prepared by one level of command and are carried out by a specific unit. Generally speaking, tactical plans are those emergency-type plans that can be put into effect on the sudden occurrence of a condition requiring their use. It is important to note that whether tactics are of an emergency or a non-emergency nature, the steps of planning are the same.

Emergency-type plans are essential to every functional police

unit. It is important to have plans prepared and on file that would cope with disasters, road block situations, institution escapes, major crimes, crowd and traffic emergencies, labor disputes, public events, "crime waves," etc.

Special event plans and tactics are difficult to standardize, since locations, functions and events vary. Typical planning information required for major special events can be observed in the example furnished by the Republican National Convention held in 1964 at the Cow Palace in Daly City, California. Daly City, working with the San Mateo County Sheriff's Office, and assisted by the San Francisco Police and the California Highway Patrol, policed an event of national and even international significance. Some four months before the convention, plans were made that took under consideration the following factors:

1. NATURE OF THE EVENT.

This was to be a hotly contested convention wherein several factions would maneuver and demonstrate to make their points and nominate their candidate. In addition to the normal dissident groups the complication of civil rights demonstrations was added.

2. LOCATION OF THE EVENT.

The convention would be located in a city of some 60,000 people and situated immediately contiguous to the boundary of a major city and international sea port, San Francisco.

3. TIME OF THE EVENT.

Although it was scheduled to last only one week, advance preparations on the part of news media and exhibitors

preceeded the event by two months. Most importantly, the program would take place during both day and night time hours.

4. ESTIMATED NUMBER OF VEHICLES AND PEOPLE TO ATTEND.

This task involved three thousand representatives of the press, thousands of delegates and spectators, two hundred busses, seven hundred cabs, numerous ambulances, fire trucks and courtesy cars, as well as several hundred demonstrators and their vehicles.

5. AVAILABLE ROADWAY NET.

The Cow Palace is located on a wide four-lane main arterial, just one-half mile from a major freeway. Traffic within the grounds was on paved and gravel roads with conventional circulation movements.

6. AVAILABLE PARKING FACILITIES.

Parking for three thousand cars could be accommodated within the grounds and off-street parking was available within the immediate area. Certain of the parking areas closest to the building were reserved for service cars and trucks, VIP vehicles, and emergency equipment.

7. COMMUNICATIONS.

All mobile units were equipped with three-way radios. The command post contained a telephone switchboard and transmitters and receivers for all agencies involved. It was decided that all command and supervisory personnel would be equipped with two-way radios.

8. ALLIED ENFORCEMENT AGENCIES.

It was important that all agencies that could or would be affected by the operation be briefed in advance concerning their duties and responsibilities. This included courts and corrections and private as well as public agencies.

9. AMBULANCE AND TOW CAR USE AND LOCATIONS.

Ambulances and heavy duty tow trucks were maintained within the grounds on a 24 hour basis. Some were actually located within the convention building and others were strategically located near parking areas and exits. All such vehicles were radio equipped.

10. AVAILABLE PERSONNEL AND EQUIPMENT.

No less than two hundred persons were on duty at any given time during the convention. Police cars, motorcycles, electric carts, sheriff's prisoner vans and undercover cars formed the motor pool. Special riot control equipment, including helmets, batons and tear gas was maintained at the command post.

11. PUBLIC UTILITIES.

Service men for the various public utilities were identified in advance and were required to wear special identification in the restricted areas.

12. CONTROL CENTERS.

The main command post was established in a fifty foot office trailer just outside the main entrance. Substations were maintained inside the building and at strategic locations on

the perimeter.

13. FIRST AID CENTERS OR HOSPITALS.

A complete first aid station was maintained around the clock with registered nurses and physicians in attendance at all times. Arrangements were made in advance with area hospitals to accommodate emergencies that might arise.

14. PUBLIC NEWS MEDIA.

As previously noted, there were over three thousand accredited representatives of the various news media, including the domestic press, radio and television networks, newsreel and still photographers, and their counterparts at the international level. All press releases and public information programs were coordinated through the main command post. Every newsman was required to display official identification and certain areas required additional credentials in order to enter.

15. TRAFFIC MOVEMENT.

Traffic outside the grounds was controlled by fixed post control officers, mobile units and permanent and temporary signals and sign devices. Traffic within the grounds was very strictly regulated and certain security areas required special vehicle passes.

16. ASSIGNMENT OF DUTIES AND RESPONSIBILITIES.

All personnel, regardless of agency affiliation or rank, were responsible to a central coordinator and to commanders designated by the coordinator. Staffing was established well

in advance, many planning and intelligence sessions were held, and briefings were conducted for all staff every eight hours.

17. DISPOSITION OF PRISONERS.

A special court was planned in advance with the permission of the judicial council, and a temporary courtroom was installed in a building on the grounds with sufficient room for arraignment and detention of over two hundred persons. The arrangements also included busses from the county jail, jailers and matrons, all on a standby basis in the event of mass arrests.

The foregoing example is not meant to be all-inclusive, but is representative of the extent of planning and tactics needed for a major event.

Special tactics in the field require a careful analysis of the problem and wherever possible the data available from spot maps, statistics, and operational experience should be considered. Of immediate concern is the type, size, time, and location of the problem, and the resources available to attack the problem. Although it is more preferable to plan tactics in advance, circumstances often dictate a spontaneous improvisation for a practical and quick solution.

Because laws, policies, conditions, personnel, and criminal opponents constantly change, operations are never static. In small departments specially trained officers are called off their regular posts to act as units in carrying out tactical operations. In larger departments special squads with a great deal of sophisticated equipment devote their full time to tactical operations. In either case, tactics

used to achieve solutions are limited only by the ingenuity and imagination of those attacking the problem.

The following section cites examples of how police agencies in various sections of the country have devised special plans and tactics to combat problems in their areas.

REVIEW OF SUBMITTED DOCUMENTS

A southern city employs a simple yet direct approach to special field problems. They use an "observer" system wherein a police officer, dressed in old clothes, cruises throughout the city in a nondescript pickup truck. He has a small portable radio in the truck and a concealed radio on his belt. His purpose is simply to cruise the city and whenever he locates a suspicious circumstance or person, or the commission of a crime in progress, he radios such information to the assigned beat cars. From time to time he parks the pickup truck, removes a bicycle from the back and rides it to continue his observations in a similarly unobtrusive manner.

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A western city, famed as a tourist center, employs what they choose to call "operation bird watch." Much of the downtown area in this city is devoted to commercial or city-owned parking lots. Many of these lots are on the fringe of the casino area and in most cases are on side streets or adjacent to alleys. Because of inadequate lighting, these lots have always been "happy hunting grounds" for the car burglar or petty thief. To counter this growing type of offense the department initiated a program of teams consisting of a "watcher" and a "catcher"

team. In many instances the catcher team covers the efforts of several watchers. The officers assigned as watchers are stationed on roof tops where several parking lots can be observed. When they view an actual crime in progress or suspicious circumstances, the watcher radios one of the catcher teams who goes to the lot concerned. This program has resulted in a higher arrest rate for these offenses and has served as an effective deterent for this type of crime.

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A West Coast city employs similar tactics which are aptly labeled as the "Eye in the Sky" program. When the nature of the neighborhood precludes roof-top or other forms of observation, they have been successful in having the telephone company install canvas-covered work platforms on telephone poles. The officer concealed on the working platform, some twenty feet above the ground, can observe a large area, particularly in a business district.

To supplement this kind of special tactic, a number of different types of surveillance vehicles have been used. For example, an old panel truck has been equipped with concealed observation ports and a three-way radio. It has been successfully used on robbery and burglary surveillance. Obsolete police vehicles painted stock factory colors have also been used effectively for surveillance work.

This same department has used decoy vehicles to trap auto thieves and persons intent on theft from autos. One vehicl used as a theft decoy was altered so that the engine would operate for only 60 seconds and simultaneously activated a radio alarm.

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Many departments throughout the country reported use of cooperative road blocks. These plans, operating under many different names, produced generally the same results. Upon receipt of emergency information, such as a holdup or armed robbery, police communications would transmit a prearranged broadcast which altered all local and area units to respond to specific locations. Once these units are on post covering the various main arterials and escape routes, radio silence is maintained until the suspect and/or vehicle is apprehended or the originating agency cancels the alert. Such programs, if units can be mobilized swiftly, proved to be very effective in those cases of major crimes where vehicle descriptions are available.

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A number of departments reported that they were using special tactical squads. These squads, generally operating on a fluid patrol concept, are composed of bright, aggressive, well-trained young officers or plain clothes detectives operating in pairs. In many instances these tactical squads did not make actual arrests but served primarily as unidentified observers and sources of information to the assigned beat patrol. In other instances the squads supplemented existing patrols and made arrests whenever and where they were possible.

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An enterprising department in the Middle West not only used a special tactical squad but utilized civilian assistance as well. All radio-equipped taxi drivers and tow truck operators reported suspicious circumstances through their dispatcher to the police department. (It is interesting to note that very recently, following establishment of

a road block in a western city, a tow truck operator who monitored the broadcast spotted the suspect of an armed robbery and blocked in his car with the tow truck when the suspect parked and went into a bar. Responding officers quickly surrounded the building and captured the suspect who was subsequently identified by his victims.)

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With the advent of easy and inexpensive access to citizen-band radios, several departments utilized their communications division in a tactical way. The radio operator maintained around-the-clock monitoring of the citizen bands in the event they were being used by criminals. This was done in light of recent knowledge that more and more burglary look-outs are using small citizen-band radios for this purpose.

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Another southern city established a tactical squad to apprehend fugitives. Their work as a unit was very effective because they used men from several different departments. Unhampered by lack of jurisdiction, because they had been sworn in as officers in the various counties, this very flexible squad operated on an area as well as on a local basis.

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A New England city employs saturation patrols. This technique is used in patrol sweeps of troublesome areas. The patrol car and foot patrolman of a specific area, together with the patrol cars and foot patrolmen of at least two adjacent areas, meet the patrol sergeant at a point furthest removed from the objective area. Under the direction

of the sergeant, who sets the time of impact, the direction to be taken of each unit in approaching the target area, and the action to be taken by each unit, the operation is carried out. These officers, operating together with a command unit, make arrests, disperse groups, or take whatever police action circumstances indicate. This patrol sweep is usually made at three different times during the tour of duty. It has proven very effective in this jurisdiction by bringing about one third of the patrol force on duty to bear on a specific trouble area at a specific time.

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More and more departments are employing police dogs. Primarily, they have been used for building searches, area searches, tracking, and locating stolen property dropped or hidden by burglars. They have also been used very effectively in crowd control. Some sections of the country have experienced unfavorable public reaction over the use of police dogs in crowd control. For the most part, however, they have been accepted as a special police tool for a special police use.

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One large city on the eastern seaboard has a tactical force of 235 men. It consists of 200 patrol officers, supervisory personnel and 20 detectives. The tactical force has no organic transportation other than that used by the command staff. Individual officers are required to provide their own transportation to and from specific areas to which they have been assigned. Officers assigned to the tactical force arrest for all violations, including moving traffic violations. This nonselective enforcement policy is based on the theory that uniformed

police officers should not overlook violations of any kind.

After an arrest is made, the officer is lost to the patrol only for the time it takes to summon the patrol wagon and turn the offender over to the wagon operator.

Plain clothes members of the squad have combined with uniformed officers primarily in nighttime patrol efforts.

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A sheriff's office on the West Coast utilizes a highly successful mass narcotic raid technique. Following months of undercover work by the special squad, 25 to 50 secret grand jury indictments are obtained on narcotic violations. The warrants are then served by a mass raid technique, employing complete secrecy until all defendants are in custody.

This same department has formed a special enforcement detail especially trained in crowd psychology, crowd control and riot techniques. This group is assigned to county fairs, mass demonstrations, public events, both planned and non-planned, etc. This 33-man detail receives intensive training in riot control techniques and the use of riot equipment.

Among the many programs reviewed, several of them used a combination of foot patrolmen and dogs. A two-man patrol equipped with walkie-talkies and two dogs patrols a particular district that has experienced problems. One man will be dropped off at a given point where he will commence a random walking patrol. The driver will go to another location and perform a similar patrol activity. After patrolling these given areas, the driver patrolman will return and pick up the other man

and dog. They repeat this system throughout the tour of duty.

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A large West Coast jurisdiction employs a special enforcement detail. Applicants for the detail are carefully screened by the unit commander and his superiors, with the final selection being made by the chief of the patrol division. Applicants must display a high degree of ability and flexibility as well as an acceptable personal appearance. The detail is equipped with sufficient patrol vehicles to permit 100% mobilization at any time. They also have special mobile equipment that includes a mobile command post, logistics van, paddy wagon, mobile arsenal, generator truck, generator trailer, mobile kitchen and pickup truck.

The special enforcement detail acts as a supplement to the normal patrol force in any of the fourteen sheriff's substations during major strikes, civil disturbances or riots, disasters, special events and during periods of big crime activity.

This same department uses a helicopter patrol. These special aircraft, piloted by qualified police-classification personnel, are frequently used in conjunction with patrol division units. They are utilized in aerial searches for lost people and fleeing suspects, and also have been utilized by vice control officers for surveillance of a location, persons, or vehicles. The basic advantage of this is that the average criminal is less apt to be aware of these aircraft, and a helicopter can check a larger area in less time than patrol cars on the ground.

Currently, plans are being considered for the use of a helicopter

as a patrol vehicle. In this concept the helicopter crew, consisting of a pilot and an observer, would monitor all radio calls in their patrol area and would respond to those calls where an aerial observer would increase the probability of a swift and satisfactory conclusion.

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One jurisdiction in the East supplements their regular patrol forces in a high crime area with three one-man cars. Half of their time is spent on foot near the cars, and the other half is spent in mobile patrol. Men can be recalled by a system wherein the radio dispatcher activates the horn on the patrol car or switches on the red light atop the car.

* * *

A southern sheriff's office utilizes a squad of ten detectives, commanded by a specially trained lieutenant, whose purpose is to keep the most active criminals under surveillance. Information gathered by the squad is distributed to other law-enforcement agencies in an attempt to tie these criminals into crimes that have been recently committed. The effectiveness of this squad might be measured by the fact that in a four-months period they made 127 major arrests, cleared 236 Part I crimes, and recovered property valued at $300,000.

* * *

One approach used by a western city in order to conserve manpower is to train a special unit on a once-a-week basis. This unit is composed of personnel regularly assigned to other duties but released for special situations when they are needed. In this manner, they are able to maintain their regular strength in all but extraordinary situations.

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An enterprising sheriff, confronted with numerous burglaries, devised portable silent alarms which his office installed in business houses that had been, or potentially might be, entered by burglars. The purpose in using departmental alarms is not to enter the area of private enterprise but to preserve security in those situations where absolute secrecy seemed imperative in order to achieve results. (In this regard, another agency utilized obsolete mobile transmitters as alarms, modifying them so they are sound-actuated and can be monitored throughout the night by the police dispatcher.)

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A rash of crimes against the person prompted one large department to assign officers disguised as women to patrol in park areas and other areas of similar occurrences. Their purpose was to apprehend and discourage "muggers." These disguised officers were assisted and

covered by plainclothesmen. In conjunction with this effort, police assigned to walking beats in the parks were given motor scooters to use in order to provide greater mobility and extended coverage.

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Many smaller departments who could not commit themselves to special tactical units, due to manpower limitations, are filling the need with reserve or auxiliary police. Individuals are tested along the same lines as regular officers being considered for special duty. From those, selected squads are formed and given specialized training. Thus, units become available to function as skindivers, surveillance crews, search and rescue units, crowd control, and tactical squads to saturate patrol areas experiencing high crime rates.

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A Florida city experienced wide-spread thefts and looting, following hurricanes that occur almost yearly. An evaluation of this problem very strongly indicated that hordes of sight-seers were responsible for the majority of the losses, rather than professional thieves. The department established a roadblock plan designed to keep sight-seers out of the city. Road blocks were set up on each of the five main thoroughfares leading into the city. All non-essential citizens were turned back at these points for a period of three days following the hurricane. Subsequent operations reduced the incident of thefts by nearly 100 per cent.

They have experienced difficulty during and immediately after a local hurricane in operating conventional police vehicles in the affected areas. They are presently working on construction of "swamp buggies" which will provide transportation under nearly all emergency conditions.

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A midwestern city has devised an excellent tactical plan, complete with a detailed manual, to deal with major disturbances. Their observation of recent experiences in other major cities convinced this department that it is possible that agitators may use a routine police situation to incite a riot or major disturbance. They felt it also was possible that groups of citizens may attempt to interfere with the police in the normal performance of duty, such as making an arrest or interviewing a subject, and attract a crowd of sufficient size to prevent the necessary police action from being taken. It followed that any such unlawful and violent action might provide the opportunity for destruction and looting of private and public property.

With this in mind, the department created a concept of operation known as the "Thousand Code." Its execution involves the following means of implementation:

1. Heavy reliance is placed on prompt and firm action to bring potential rioting under control before it can develop into more serious proportions. Promptness is the key to a successful operation.

2. In the event of a disorder, police will quickly move into an area of disturbance in sufficient numbers to restore order. When necessary, the strength of reinforcements will be increased from one man to the total commissioned manpower of the force.
3. Police will take care to use as much tact and persuasion as possible in dispersing potential rioters. Care must be taken not to aggravate the situation. If rioting begins, streets are cleared and all rioters will be arrested, contained, or dispersed, as the situation demands. Those failing to comply with police requests to move indoors if they live in the area, or to move out of the area if they do not live there, will be arrested.
4. A continuous street corridor into and out of the area of disturbance will be kept clear for police use.
5. Participation by police personnel is, insofar as possible, organized by normal squad, platoon, and district and division organization.

The operation is in progressive phases and escalates from the commitment of one squad (a sergeant, five or six men, and two cruising patrols) initially, to total commitment on the part of the entire department. Any police officer at the scene of an incident at which a large crowd has gathered and appears uncooperative, unruly, and tending toward rioting, can contact the dispatcher and institute a "Thousand Code." This is done by announcing to the dispatcher that there is a

"Thousand Code" at a certain location, preceding the "Thousand Code" with another code number which identifies the geographic location.

At this point the first phase is implemented; and a squad responds, together with the watch commander, if available. In addition, all detectives of the district who are available will respond to the scene to assist the scene commander. The first officer holding the rank of sergeant or higher to arrive at the scene immediately takes charge until relieved by a higher-ranking officer. It is then the responsibility of the scene commander to evaluate the situation and apprise the police dispatcher of conditions and whether or not additional units should be dispatched. If he desires assistance, phase two is established, etc.

In later phases, with the approval of the chief of police, off-duty personnel from previous and following shifts are recalled for assignment. The last phase, again with the approval of the chief of police, will recall all off-duty personnel.

The remainder of the plan deals with scene tactics and utilization of the following:

1. Tactical Deployment Force
2. City Hospital Security
3. Minimum Patrol Plans
4. Prisoner Processing Division
5. Building Security
6. Staging Areas
7. Intelligence Unit

8. Office of Community Relations
9. Bureau of Services
10. Communications Division
11. Records and Identification
12. Motor Services Division, etc.

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SUMMARY AND RECOMMENDATIONS

Departments, regardless of size, should draw upon the inventiveness, imagination, and creativity of the entire department. Tactical planning should be a responsibility of the total organization, and the department should draw upon all levels for ideas.

There should be an immediate cessation of the idea that once a plan is perfected it will continue to be effective indefinitely. A constant re-evaluation of existing plans should be undertaken, with the view in mind of modifying them to meet current demands.

The departmental intelligence system should be used as a tool in tactical planning. It should be assigned the same importance that has traditionally been given investigation and personnel needs.

A department's size should never present unsurmountable limitations. Large agencies can have special and sophisticated squads that devote their full time to special tactics. Small departments can utilize specially-trained officers who are called off their regular posts to act as special units during an emergency. In either case, tactics used to achieve solutions are limited only by the ingenuity

and imagination of those attacking the problem. It must also be said that even the smallest department can produce fresh ideas and plans that others can utilize to their own benefit.

A review of the submitted documents identified characteristics common to most of them. The most successful tactics were simple, relatively inexpensive, and, above all, imaginative. They utilized bright, aggressive, well-trained young officers who were willing to work hard and experiment with change. They involved public participation in police tactics in many cases. They utilized up-to-date equipment and some that had never been invented until curious minds sought new answers. Successful special tactics indicated in many cases that "tired blood" was being replaced with "new blood."

It is recommended that further studies be implemented which will involve detailed compilation of special tactics now in use throughout the country and that field inspections be made to determine if programs of promise exist in practice as well as on paper.

It would prove helpful if demonstration teams from departments experiencing success in special tactics could stage training seminars for other agencies within or without their state. This could be accomplished by the provision of state subsidies, supplemented, where necessary, by federal funds.

A national computer is needed that would store tactical plans for release to any requesting agency. This could best be accomplished by direct-line access through a network similar to the existing teletype network. Tactical information, as well as training material, could be obtained by dialing a specific code number contained in an index

manual. Specially-treated paper in the receiving machine could serve as ditto masters, and up to two hundred copies of the tactical or training material requested could be printed for distribution within the department.

In conclusion, one is forced to recognize that information is of most value when it is shared. Professional cooperation in the exchange of police plans, existing and contemplated, will serve as the best means of providing successful police field procedures.

SECTION VIII

TRAFFIC CONTROL AND POLICE

FIELD PROCEDURES

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IX

TRAFFIC CONTROL AND POLICE FIELD PROCEDURES

INTRODUCTION:

Traffic control is an integral part of police work in the United States today even though it is essentially regulatory in nature and concerned with conduct which is usually considered only quasi-criminal at worst. Our population is a mobile one and, in large part, this mobility is provided by motor vehicles. There are now 90 million such vehicles serving 190 million people in this country. According to the latest report of the President's Committee for Traffic Safety 82 per cent of commuting workers use automobiles as their means of transport, 82 per cent of vacationers use their own car for transportation, and 90 per cent of all travelers use automobiles for out-of-town trips. In 1964 Americans drove 840 billion miles and the total is increasing dramatically each year.

There is, however, a price for this mobility. Each day almost 140 motorists and pedestrians are killed in traffic accidents. Over ten thousand more are injured daily and the damage to property is incalculable. No one can compute the value of time lost in traffic congestion and in the interminable search for parking space but it must be totaled in the billions of dollars. Indeed many observers of the urban scene are gravely concerned about the throttling effect of vehicular traffic upon the life of central cities.

But neither is suburbia exempt from traffic problems. The United States Bureau of the Census suggests that in another 20 years the population of the United States will have grown to 240 million. Eighty per cent of these people will be living in five super-cities each several hundred miles in length. The Bureau of Public Roads estimates that by 1975, less than 10 years hence, there will be 120 million vehicles crowding our streets and highways. It seems only too clear that traffic control problems will get worse before they get better. Thus, the police find themselves facing a situation in which traffic control will enevitably become a larger and more complicated responsibility.

DEFINITION AND SCOPE:

Modern police administration is concerned with the major problem of moving persons and goods from point of origin to destination over our streets and highways as rapidly and as safely as possible. This is a serious responsibility not only because of the increasing hazards to life and property but also because the economy of our country depends, in large measure, upon the expeditious movement of people and merchandise from place to place. It is proposed to discuss herein the police responsibility for traffic control to the extent necessary for understanding yet keeping within the scope of the larger study of police field procedures.

Every police jurisdiction has traffic problems of greater or lesser dimensions. The degree to which any department becomes actively involved in traffic control depends upon the size and urgency of its problems, the interest of the public and the capabilities of the police leadership.

The efforts directed at traffic control vary greatly, since the variables mentioned operate in a wide range. In some cases the police efforts applied are out of proportion to the problems; and, indeed, these efforts may not be related to basic police responsibilities. However, many departments make realistic and vigorous efforts in this field of operations.

Police traffic activities are divided into five basic categories. These include: (1) traffic accident investigation, (2) traffic law enforcement, (3) traffic regulation or control, (4) parking control, and (5) traffic safety education. Occasionally a law enforcement agency will be directly involved in some or all phases of traffic engineering. Usually, however, the police role in engineering is limited to the gathering of information about traffic accidents and the submission of this information to the engineer for his use.

Each of the five categories comprises an administrative and operational area with unique, though interrelated, activities. It is not our purpose here to discuss the several categories in depth, but a review of current practice is appropriate.

SUMMARY OF ACCEPTED PROCEDURES IN THE FIELD

Traffic-accident investigation is a well-established police-field practice. It is justified on two principal reasons. First, accident investigations produce information which enable public and private agencies to eliminate or minimize hazards and to reduce accidents. Second, investigations enable the police to initiate the prosecution of persons who cause accidents because of some violation of law on their part.

It is well established that traffic accidents are a repetitive phenomena with well established patterns which exist over appreciable periods of time. Because of this it is possible to predict the time, location, and cause of accidents from past experience. Accident investigation develops information which makes it possible to apply enforcement efforts in appropriate ways and thus reduce or eliminate accidents. It is the basis for "Selective Enforcement," a practice which will be discussed in a later paragraph. The information gathered from accident investigations is also used in traffic engineering and in safety education, both of which are effective approaches to accident prevention. On occasion, the statistics are also helpful in generating legislation useful in controlling traffic.

The second reason for investigating traffic accidents is to obtain sufficient information to support prosecutions of offenders whose violations have, in fact, caused the accidents. Our system of justice is based upon a judicial establishment of responsibility. It is the task of the police to provide the information necessary for the proper discharge of this function. In addition, it seems only proper to charge those drivers whose violations of traffic laws have caused accidents if we are to justify police action against the non-accident-causing violator.

While traffic accident investigation is universally accepted as a police responsibility, the actual practice varies greatly. In some jurisdictions, every accident reported to the police is investigated. In others, many accidents are not investigated, even though reported to the police. In some cases, all or many accidents are thoroughly and competently investigated; while in other places the investigations are apt to be deficient in quality, even when undertaken.

Two major considerations thus confront police administratiors in field operations involving traffic accident investigation. First, how extensive shall be the range of investigations? Second, how intensive shall each investigation be? There is little question that "fatals," serious injury, hit-runs and perhaps even major property damage accidents must be investigated. This is the generally accepted practice. It is the thousands of "fender-bangers" about which managerial decisions are now being weighed. Even a cursory investigation of such an event requires about one man hour. Thus in many jurisdictions hundreds of man-hours may be consumed in this activity often at the expense of other police tasks. Beyond acceptance of responsibility for the investigation of major accidents the range of practice is great. It does seem, however, that the generally accepted policy is to undertake as many accident investigations as is feasible under existing local circumstances.

Insofar as the intensity of investigations is concerned it must be recognized that here too there is a range within which practice varies widely. In some jurisdictions all accidents are thoroughly investigated. In others only the most serious accidents receive full attention. It appears that the general practice is to bring the maximun investigative efforts to bear upon fatal and serious injury accidents, hit-runs and accidents involving alcohol or drugs. The investigative efforts associated with property damage accidents probably is in proportion to the loss involved. A number of procedures have been developed in the investigation of property damage accidents to obtain only the basic information about the accidents in the shortest possible time. Here again we are faced with the fact that accident investigation is a time consuming field operation. An intensive and competent investigation of even an

uncomplicated accident may require several man hours. It is this consideration which many police executives, particularly those in major cities, must face as they attempt to resolve the problems of accident investigation.

Traffic accident investigation involves one other major consideration as an operational problem. This is the question about who will investigate accidents. There are two schools of thought about this. One is that most accidents can be efficiently investigated by patrol units as part of their routine work. The second contention is that when the volume of accidents to be investigated is great enough then specialists are more productive and their use is therefore indicated.

In small departments there is no question to resolve, patrol units must investigate traffic accidents. It is only after a police agency has achieved some size or the traffic problem has grown acute that a decision must be made. The trend today is to place responsibility for the investigation of minor accidents in the patrol activity regardless of the size of the department. In such cases specialized units or technicians, if used at all, may engage in follow-up activities or are assigned to those cases which require more than ordinary expertise. This practice is, of course, not universal although the trend seems pronounced. The cases for specialized traffic accident investigation units is persuasive. However, the demands for more patrol time in crime investigation and prevention now weighs heavily against such specialization of effort except when completely justified.

Traffic law enforcement is the latest controversial aspect of traffic control from the police point of view. Almost all police executives agree that traffic laws must be enforced and that it is the task of the police to do this. The activity is also justified because it has been clearly demonstrated that competent traffic law enforcement can and does reduce accidents, improves traffic flow and minimizes parking problems. There are, of course, other ways to accomplish these ends including traffic education and engineering. Both of these are important factors in a well rounded traffic control program. But law enforcement has the capability of resolving traffic problems on a near term basis and, in many cases, represents the only feasible long term control mechanism.

The accepted technique of traffic law enforcement as an accident prevention method is known as Selective Enforcement. Selective Enforcement may be defined broadly as the application of enforcement effort at those times and places where accidents are occurring with enforcement stress placed on those specific violations of traffic law which are causing them. The use of selective enforcement has reduced traffic accident experience in hundreds of cases and its effectiveness, within certain limits, is unquestioned. Too frequently however, traffic law enforcement effort is applied in a capricious manner without regard to accident experience. It is this indiscriminate enforcement which has caused so much resentment among motorists.

Enforcement is also a commonly accepted method of parking control with considerable emphasis placed on the policing of time limit or metered parking. No other technique has been developed which can successfully cope with the parking problem and so reliance upon enforcement is widespread. As a technique for relieving

traffic congestion enforcement is not so effective as it is with accident prevention and parking control. The policing of signs, signals, markings designed and placed to expedite traffic flow is, of course, necessary if the purpose of such engineering is to be effective. Finally the physical presence of an officer directing traffic is often helpful in expediting traffic flow but the need for enforcement effort is usually minimal once road users become familiar with the flow patterns.

The demand for police involvement in traffic regulation and congestion control is based upon many and varied factors. It is perfectly obvious that many of the streets and highways of our country do not have the capacities to carry the peak volume, vehicular loads that are now being imposed upon them. Many efforts are being made to improve the efficiency of our street and highway systems. Great strides have been made in the improvement of traffic flow patterns. Sign, signals and markings have been upgraded. Nevertheless there are places and times wherein the volumes of vehicular and/or pedestrian traffic are so great that it cannot be effectively controlled except by the physical presence of policemen. In some cases these situations may require attention during the entire day. In others the service required may be of limited duration. In some cases the demand may be a daily one, in others, it may be only a sporadic or infrequent requirement.

The demand for traffic regulation is particularly heavy in business and commercial districts. No one knows the number of regularly assigned police man-hours that are committed to fixed traffic posts in such situations. Often there will be two or more men stationed at a single intersection where traffic volumes are very high or where there are many turning movements.

In addition to those situations wherein full time assignments are required there are many more which require attention only at certain times of the day. Usually coverage is required at the morning and evening rush or "commute" hours. Other such requirements include school and church crossings, parking lot entrances and exits and other similar situations. Frequently assignments are made from the regular patrol or traffic enforcement squads to cover these requirements. Often these assignments are at the very times when patrol and traffic services could be better utilized at other tasks. Widespread use of school boy patrols and civilian school crossing guards have relieved the police of some of the pressure. Private guards and watchmen have been used to direct traffic into and out of parking facilities with success where permitted by law.

Finally we have the situation wherein traffic regulation is required only intermittently as in the case of fairs, sporting events, civic affairs and other events involving large congregations of vehicles and people. Here again field units are often diverted to traffic control activities just when their attention should be directed to other police duties. The use of official police reserve officers is quite common and when such units are carefully selected and trained their performance is more than adequate.

Parking control is a responsibility of the police in order to assure a fair and equitable usage of the available curb parking space. In typical American cities, this is in extremely short supply. Collaterally such control is associated with the restriction of vehicles from spaces which are to be kept open for reasons of safety or convenience of the greater number.

Considerable thought has been given by police administrators to the use of police manpower in parking control. Many variations of field practice have been proposed and undertaken. The most common one is the subsitution of civilians for policemen as parking control operators. Although the legal procedures vary somewhat from place to place no serious problem comes into issue with the use of civilian employees rather than sworn personnel. Even civilian women have been successfully utilized as parking control operators. The major objection to date has been operational. Some chiefs believe that the employment of civilians weakens the overall deterrent effect associated with the use of uniformed police officers in business areas. Little or no statistical data can be offered to support this contention however. Insofar as parking control is concerned, it is widely held that women do a better job than men. One other point of interest is that in some jurisdictions the enforcement of meter violations has been removed from the police entirely. In some cases it has been placed directly in the finance department presumably because of the revenue implications involved. In one jurisdiction parking violations are treated as civil obligations of the parkers involved. These approaches require more study, but the implications for the police are interesting.

Finally, traffic safety education is a field in which the police have become involved because other public, quasi-public or private agencies in the field have been non-existent or are not effective. Practices vary widely across the United States. Some police agencies devote little time to this function while others are deeply committed. The most common practices involved giving occasional traffic safety talks to civic, service, school, and other groups. But some jurisdictions go far beyond this and maintain large and expensive programs of

safety education. Typical of such activities are the maintaining of radio and TV programs devoted to traffic safety, preparation of safety posters and news releases, conducting Road-eos and similar safety contests and teaching safety to primary school children using specialty acts such as performing dogs or ventriloquist's dummies. These activities are limited only by the ingenuity of the officers involved. Many officers are full time teachers of driver education or training at the high school level. Many are assigned to act as coordinators between the police and such bodies as safety councils or traffic commissions as well as performing other duties generally associated with those of such agencies.

RESPONSES TO THE ATTORNEY GENERAL'S REQUEST:

The request of the Attorney General for effective field procedures elicited a number of responses commenting upon traffic control in this context. It is interesting to note and indeed it may be very significant that relatively few police administrators chose to comment extensively about traffic control although much operational police time is devoted to this function. Perhaps the respondents felt that traffic control is outside the normal definition of "field procedures" in that it is most often treated as a separate police activity. The responses do however contain illustrations of some of the problems which police executives must face and resolve in this area of control.

One respondent included an administrative directive entitled "Policy of Traffic Management." The document purportedly represents the official stance of the department with reference to its traffic

responsibilities. While the content of the document was not necessarily suitable for universal adoption the concept of a policy statement is important. The publication of policy is always important because it provides subordinates with an expression of administrative will and gives them an indication of the goals to be pursued. It also provides a standard against which field performance can be measured. It is suggested that formulation of basic statement of policy as a guide for local authorities be considered as an important facet of the continuing work of the Commission.

Two respondents expressed concern about the problems associated with motor vehicle registration. One suggestion proposed the enactment of a National Motor Vehicle Registration Act. The second suggestion was that the Federal government draft a "model statute" establishing uniformity in the serial numbering of motor vehicles and standardization of registration procedures. This statute would be distributed for consideration and adoption by the several states. These suggested programs were not designed to aid traffic control primarily but rather to assist in the control of motor vehicle thefts.

Only one respondent referred to the problem of accident investigation activities to the patrol unit and kept his motorcycle units free from other details so they could concentrate on Selective Enforcement. This administrative decision is one of several approaches which are possible in this situation. The troublesome time comes when many or all of the patrol units are assigned on calls of one nature or another. Now the decision must be made to investigate the accident using a motorcycle officer or not investigate it at all. A realistic policy

is a "must" in such cases because, in a busy community, the situation will occur often.

One respondent suggested that he uses three-wheel motorcycles as "combination traffic and patrol vehicles" and that these are used to supplement patrol cars in answering complaints. The use of three wheelers and other vehicles as patrol transport is currently under study in a number of places. The significant idea here is that perhaps specialization in traffic control is not always merited, and a more generalized approach to traffic as basically a patrol problem is more acceptable.

Two respondents singled out Selective Enforcement as a significant technique in traffic law enforcement. Both chiefs expressed the belief that this procedure reduced accidents within their respective jurisdictions. This, of course, adds to the already ample demonstration that Selective Enforcement is a competent police practice and that it will produce the results expected of it provided only that it is properly implemented.

Two respondents made minor contributions in the field of traffic congestion control. One chief claimed substantial results from the installation of a traffic control device known as the Rad-O-Lite Traffic Control System. Although it was not stated, it appears that this device might be located in a relatively low-volume traffic situation.

The second chief stated that he is confronted by high volumes of tourist traffic as a seasonal problem. His plan is to employ "special" police officers whose duties are strictly limited to traffic control. This is an interesting plan since variations of it could provide summer (and in some cases winter) employment for qualified police

students in nearby academic institutions. Such employment might stimulate college men to later become police officers. With proper communications equipment these traffic post special officers could be in touch with headquarters should emergency situations arise which might be beyond their capabilities to resolve.

Only one respondent discussed parking control beyond a sentence or two. This chief stated that he had replaced three wheel motorcycle men with "meter maids." He further commented that thereafter a decrease in crime activities had been observed and that meter enforcement had improved. As we have noted, the replacement of officers with women in parking control is not universally approved by police executives; but it is one way in which available manpower can be conserved and used for more specific police duties.

One respondent suggested the adoption of the procedure wherein traffic violators charged with moving (hazardous) violations are required to surrender their driver's license to the arresting officer. The driver recovers his license when his case is resolved by court officials. This is not a new idea, and it has generated mixed feelings amongst police managers. The added responsibility of processing licenses increases clerical work when good judgment suggests that we reduce our bookkeeping activities. A competent study of this suggestion is, however, quite in order.

The final contribution consisted of a copy of the New York state statute which authorizes fresh pursuit and establishes the authority of the police to arrest traffic violators as well as criminals outside the officer's normal jurisdiction. The statute limits his action to that taken within the state. The problem of pursuing traffic violators

through several jurisdictions must be studied. It is suggested that this matter be referred to the President's Committee on Highway Safety and to whatever committees might be working on uniform criminal procedures.

SUMMARY AND RECOMMENDATIONS

It would seem from the responses to the Attorney General's request for productive field procedures that most police executives do not consider traffic control as a problem to be included in this area. However, the facts clearly indicate that traffic control techniques properly belong in the definition of field procedures, and they must be considered as such. Many problems of the police manager are traffic problems. As a result, a substantial amount of the resources available to him is devoted to traffic matters. It follows that improved efficiency in this area would release resources for use in crime control or other police activities.

Considerable work has already been done in improving police performance in the management of traffic and in traffic operations. Notable examples include the activities of the President's Committee for Traffic Safety, Northwestern University Traffic Institute, The International Association of Chiefs of Police, the FBI National Academy, and a number of other institutions. But much remains to be done. It is suggested that the President's Commission on Law Enforcement and Administration of Criminal Justice cause attention to be directed to the following recommendations:

1. Every department should be urged to adopt a statement of policy describing in some detail the official position of the agency toward its traffic control responsibilities. The effect of

Such a document would be to place traffic control in its proper perspective as an agency function and to indicate administrative support of the activities involved. An adequate statement of position would establish standards against which traffic control performance could be judged.

2. All departments should be urged to investigate as many of the traffic accidents reported to it as is possible. Further police agencies should be encouraged to investigate such accidents as intensively as is possible. It is recognized that many obstacles are to be encountered in any attempt to do a completely adequate job of accident investigation. There is, therefore, a collateral responsibility for police agencies to seek new and better techniques in accident investigation in an effort to improve performance. Certainly one of the very first suggestions must be that a substantial increase in technical training in accident investigation must be undertaken on a nationwide scale. Competence in this area of field operations must be improved substantially if an adequate job is to be done.

3. Every police agency must be urged to apply the principle of Selective Enforcement in the establishment and maintenance of every traffic law enforcement program they undertake. Police officers must be trained, directed, and supervised in the application of enforcement effort in specific ways calculated to reduce traffic accidents. In this effort the department must furnish the appropriate information on a timely basis.

4. Every effort must be directed to the involvement of regular patrol units in the enforcement of traffic laws. This will

provide the greatest possible coverage and maintain a sense of the omnipresence of the police. Further, it will create a feeling in the minds of the public that all officers are interested in and are a part of the traffic control program.

5. It is recommended that police departments be urged to utilize radar as an important part of their speed control programs. There should be an extensive publicity program preceding the inauguration or extension of a radar speed control program. In the end, however, the judicious use of radar will provide the most acceptable enforcement effort in such programs.

6. The Commission is urged to support the use of chemical tests for intoxication in the enforcement of driving while intoxicated laws. There are a number of simple tests which can be administered by any competent officer with a minimum of training. While not definitive such tests will give the field officer pertinent information to assist him in making decisions. Particular emphasis must be placed upon the enforcement of laws involving the operation of motor vehicles while under the influence of tranquilizers, sedatives, and other drugs either alone or in conjunction with the use of alcohol.

7. The use of moving pictures and tape recordings should be recommended in the investigation of driving while under the influence of alcohol and/or drugs. Several police departments have reported very good results from the use of these techniques. It is very important that field officers be provided with the equipment and procedures necessary to develop adequate driving while intoxicated cases in order that these may be successfully prosecuted in court. Available statistics suggest that

much more work must be done in this matter.

8. It is recommended that all police agencies which devote time to traffic regulation or congestion control on a routine basis be urged to carefully examine each such assignment with the end in view of providing some substitute technique or procedure. It is particularly important that all available methods of signing, signaling, and marking be explored thoroughly. Great emphasis must be placed on the development of the most efficient traffic flow patterns. This will require close and continuing relationships with the traffic engineer or whichever local agency is responsible for this function. Field officers have the responsibility of maintaining close supervision of such congested situations for the purpose of making appropriate suggestions for relief.

9. Substitues should be provided for police officers in those specific cases which require traffic point control whenever this is possible. This may involve using school boy patrols, adult civilian crossing guards, reserve or auxiliary officers, special officers, plant guards, or private police. Appropriate controls must be established and maintained. When possible, all traffic control personnel should be provided with communications apparatus which will enable them to secure the services of police officers when needed.

10. It is recommended that all police officers and others engaged in the direction of traffic in the field be trained in the standard hand and arm signaling and controlling techniques of

traffic regulations. This will move traffic regulation in the direction of uniformity so sorely needed to reduce or eliminate confusion in the minds of motorists and pedestrians. Any casual examination of the variety of techniques now in widespread use in this country will attest to the need for this recommendation.

11. It is recommended that when the activity involved in parking meter or limited time parking regulation becomes a full-time activity for a police officer that serious attention and consideration be given to the employment of civilian parking control personnel. The use of civilians will release police officers for the more demanding tasks of law enforcement and police work generally.

12. It is recommended that serious attention be given to the disengagement of police officers from all traffic safety education programs which are properly in the purview of other public or private agencies. There are a number of safety activities in which the police have a legitimate interest but these must be kept to the irreducible minimum in order to conserve field strength.

13. It is suggested that police officials responsible for traffic control programs in contiguous jurisdictions establish and maintain a coordinating group, committee or council. The purpose of such a group would be to achieve some uniformity of enforcement action among the several police agencies involved. The continuing growth of our metropolitan areas has created a

multitude of police agencies each with a different attitude and policy toward traffic control generally and traffic law enforcement specifically. A committee of traffic executives from several agencies can move forward toward the establishment of uniform procedures and practices which can, in turn, be implemented by the several associated agencies. This uniformity of effort is highly desirable in maintaining adequate control of a population moving through several jurisdictions.

14. Finally, it is recommended that this Commission propose a continuing study of traffic control needs and requirements of American police departments. This study should result in the development of traffic control programs which will satisfy the needs of agencies in a variety of situations. It is imperative that the police establish and maintain reasonably uniform practices in traffic control and the establishment of recommended standards of practice by a national study center would be most helpful.

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SECTION IX

SPECIAL SERVICES AND FIELD PROCEDURES

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IX SPECIAL SERVICES AND FIELD PROCEDURES

INTRODUCTION

Many people believe that the entire resources of police departments are devoted to the attainment of the primary tasks of these agencies. Every police executive knows that this is far from the truth. There is no accounting of the many man-hours of police time which are consumed in a variety of non-police activities or in those which are only tenuously associated with police goals. The amount of time spent in such non-essential activities is enormous, without a doubt. Importantly, it often represents a substantial amount of critical police time which could be better devoted to community service through law enforcement.

The practice of utilizing police personnel for non-police purposes has several bases, of which only three are considered here. The first reason for police involvement in special services is availability. The police are on duty 24 hours per day, 365 days per year. In addition they are equipped with transportation and communications equipment. Therefore, the police are generally more available than any other normal public service. Because of this, the police are subject to myriad assignments not ordinarily considered within the scope of police activity. Typical of such chores are the transportation of VIPs to and from terminals, delivering city-hall mail to aldermen, transporting ballots to and from polling places, and a host of similar tasks.

In some cases it has not been the availability of the police but rather the non-availability of other, more appropriate services which has placed the responsibilities for special services upon the police. Two examples come to mind at once. The lack of public-health transport facilities has often created a situation in which the police are forced to provide an emergency ambulance service. There may be a relationship between the police and such a service; but it may be more costly than understood by everyone, including the police. Another rather common service provided by the police is that of animal control or dog catching. The routine control of animals, wild or domestic, is not essentially a police task, but it is often undertaken by the police in the absence of a proper agency.

Finally there is the element of tradition. Many of the special services provided by the police are holdovers from a past in which law-enforcement problems were not so pressing and the pace of life was more leisurely. There probably are places left in the United States where the police have so few problems that the amenities of yesteryear may still be observed. But this is not so in much of urban America. The funeral escort, the policing of weddings, receptions, and other social events, policing games and other sports events are all things of the past for public police agencies with problems. Nevertheless, demands for such services continue to be made. While the individual demands may not be large in and of themselves, they are a problem in the aggregate. Often the need for control is great. The police are then faced with a dilemma which requires thorough study and competent action if primary field operations are to be maintained at effective levels.

DEFINITION AND SCOPE

For the purpose of this study, a special police service is defined as a service now performed by the police but which is ordinarily considered outside or beyond the normal scope of police responsibility. It also includes those services now performed by the police but which are only tenuously identified with police objectives or goals. It is recognized that there can be much discussion about the relationship between some of the services to be discussed in this section and police responsibilities. It is understood that local conditions do modify the decision to undertake or reject certain special services. Basically, however, activities will be considered in terms of the police goals to be achieved, the pertinence of the subject matter thereto, and the ordinary capability of the police to undertake the service without losing its effectiveness in its primary area of endeavor.

EXISTING SERVICES - RESPONSES TO ATTORNEY GENERAL'S REQUEST

There are literally hundreds of activities which could be included in any catalogue of services presently provided by the police. It will be useful to assess some which were reported in response to the request of the Attorney General for effective field procedures. It must be understood that not all departments render all the services suggested nor that they are all effective. The final decision about the appropriateness of any particular service must be considered in terms of the local situation and must be made by local police officials.

Several respondents reported the use of programs, in which regular security checks are made of the homes of citizens on vacation or otherwise absent. The procedures involved range from the completely informal to those which are highly structured. The practices involve publicity about the program, procedures for reporting, and the acceptance of reports about vacant dwellings, patrol follow-up and check-back procedures. One interesting practice involves the use of volunteer police reserve units for the making of vacation checks. This practice does preserve regular police time for other more important duties. One quoted aspect of the vacation check service is the resultant good public relations which should accrue. This is not without hazard, however, since from time to time homes are burglarized while ostensibly under police surveillance. Obviously this would be most embarrassing.

Another broad area of special service is in civil defense. The availability of the police and the quality of its leadership has prompted many elected officials and administrative officers to delegate much of their civil-defense activities to police officials. This is particularly true of the early stages of disaster control. In areas subject to natural disasters such as floods, tornadoes, hurricanes, or severe electrical storms the police often provide actual and continuing leadership until the community-disaster organization can be brought into play. Many existing emergency-operations plans include monitoring and personnel alerting programs maintained by the police, emergency operating centers in police facilities, and tactical operations by teams of policemen.

Still another special service of the police involves the licensing of a wide variety of businesses and occupations. A representative sample of these would include taxicab and hack drivers, magazine and other door to door salesmen, itinerant peddlers, operators and employees of pool halls, dance pavilions, shoe shine parlors, and many others. The police interest in such occupations is natural and understandable. However, in many cases the police are involved far beyond the point needed for effective police practice. The collection of fees, maintenance of license records, inspections of premises and equipment for safety of health hazards, checking accurate weight, and many other such practices are far removed from the primary police objective.

Another service regularly performed by the police is the licensing of bicycles. Here again the police interest in bicycles is understandable, in view of the frequency with which they are stolen. However, the police time invested in the actual licensing procedure would be better used in the actual investigation of thefts. There are a number of other governmental agencies, including fire departments, which could undertake the actual licensing, fee collecting, and records keeping tasks, leaving the police free for other duties.

An interesting service performed by one of the respondents was the marking of auto accessories as an aid to the investigation of accessory thefts. The making of accessory-theft cases is very often complicated far beyond the merits of the actual incident because valuable items such as special hub caps, chrome, wire or magnesium wheels, and spotlights usually do not have serial numbers.

Therefore, they frequently cannot be positively identified when recovered. The solution suggested is to mark the items in such a way as to make identification possible. The marking is done by engraving initials or numbers in an inconspicuous place on the accessory. This is done with an inexpensive vibrating marking tool.

Essentially the program consists of encouraging garage and service station operators to provide the service for their customers. The operators were provided with appropriate display cards and a publicity campaign was initiated to stimulate public response. In addition, the service was rendered gratis by the department at its transportation pool.

Yet another special service involving field units was the equipping of all marked police vehicles with display card racks. These racks hold printed cardboard cards 12"x 18" in dimension. They are located on the rear of the vehicles in plain view. The display cards are imprinted with timely messages such as, "School's Out - Watch for Children at Play" or "Lock Your Vehicle - Prevent Auto Thefts." The cards are changed from time to time to provide fresh and timely messages.

The most common non-police service reported by the respondents was the operation of emergency ambulances by policemen. No doubt the mention of this service in the original letter of the Attorney General prompted many replies. At any rate, a number of replies described the attempts of police executives to maximize the effectiveness of police personnel assigned to this operation. But serious question exists that the police should be in the ambulance

business in the first place.

There is no question about police involvement in the dispatch function since many, if not most, emergency calls are directed to the police or are initiated by them. Beyond this point the question of further involvement is raised.

The equipping, manning, and operating of an emergency ambulance service is only obliquely associated with major police objectives. While the police are indeed interested in the protection and preservation of life, it is beyond police responsibility to provide a service clearly in the field of public health. As the United States becomes more urbanized, the demand for ambulance service will become more acute. The drain of a police ambulance service on police time can only become more serious. One example will suffice. The time lost by police ambulance crews waiting at emergency hospital reception desks and completing hospitalization run reports is substantial. This time can be better utilized in fulfilling primary police tasks, leaving the ambulance operation to private or other public agencies.

Another form of special service often provided is the policing of private establishments and events. This includes a wide range of activities from escorting funerals to opening and closing banks. The ostensible reasons for such activities are, of course, understandable. The basic question is whether or not the expenditure of public funds for such purposes is justified. Further, the question of the extent to which performance of public police service is curtailed or impaired by such private activities must be considered.

Many schemes have been developed to cope with the problems presented by the demands for police protection. These run from providing public police service without charge to requiring the sponsor to provide his own private policing arrangements. A number of such plans provide for the employment of off-duty police officers, while others involve the use of civilian guards or private police. To conclude, there are serious considerations involved in utilizing public services to police private activities, particularly if these are for profit. Certainly the trend is to require promotors of private events, or even sponsors of many civic events, to provide some or all the police service required by the activity.

Among the many special services provided by the police are the initiation and coordination of alarm or alert systems through which merchants and other business operators are informed that a criminal operation is presently active. Several respondents indicated the use of such systems in their jurisdictions, with an emphasis on warnings of the presence of bad-check passers. Typically, such systems involve an initial alert of the presence of a check passer made by the police to three or four merchants. Each of these is then responsible for calling several other businessmen in a prearranged pattern. When properly used, such an alert system can convey information to a great many persons in a relatively short time. Variations of the system can be used for relaying almost any information desired to persons in the alert net.

One of the most useful of special services suggested was the practice of inspecting industrial, commercial, and residential

properties and suggesting specific techniques to reduce the crime hazards inherent in the structures. There are many variations of this practice. One calls for special inspections made by security technicians as a regular police practice. Hopefully, the inspection is made before any crime is committed. Another practice requires the regular patrol officer to make special reports of structural defects or conditions which can or might expose the building to attack. This would include reporting such things as open windows and ladders against walls. These reports are then directed to the attention of the owner or occupant of the building. Still another practice involves an analysis of crime reports for evidence of vulnerability and subsequent follow-up with the victims for corrective action to prevent repetition. All methods are designed to reduce the opportunity for criminal activity.

Among the more controversial special services rendered by the police are those arising out of maintaining recreational and social programs for children and youths. Many competent police executives have stated that the police cannot justify the expenditure of police-officer on-duty time coaching teams or umpiring ball games, leading Boy Scout troops, directing bands, and many similar activities. Other executives are quick to comment that these activities are good public relations and crime-prevention activities. There is no definitive study of the problem yet published, and so judgments are usually made on the economics of departmental management, the availability of suitable personnel, and the personal inclinations of the chief. In general, the tendency is toward disengagement from such practices except when the local police objectives can only

be met by such participation in recreational activities. In those cases where substantial volunteer police service can be mustered, then perhaps an initiatory effort or some minimal coordination can be provided by the department. Otherwise critical examination of the expenditure of police time for such activities is necessary.

These are but a few of the many special services provided by the police. They are a representative sample and draw attention to the breadth of the problem. Each police executive must analyze his own operation to identify those services which contribute little or nothing to the performance of his agency's goals.

SUMMARY AND RECOMMENDATIONS

There are many services rendered by the police which are clearly outside the scope of normal police department responsibilities. There are some services which are related to police goals but only peripherally or tenuously. Police agencies perform these services for a number of reasons, some of which have no rational base. It is recognized that local situations may be different enough to establish some justification for the assumption of responsibilities for non- or quasi-police tasks, but every such assumption should be definitely and clearly examined and understood in all of its implications.

The first recommendation is that police departments should disengage from all non-police tasks as soon as possible to conserve police strength for essential activities. This includes all chauffeuring of governmental officers, performing personal service for any person, delivering mail on any routine basis,

checking weights and measures, collecting taxes or fees except as directly related to the performance of a police service, controlling animals except in emergencies, and many other like services now performed by many police agencies.

A second recommendation is that police shift as many routine activities as possible to the area of private enterprise. Private guarding arrangements should be required for covering funeral escorts, weddings, and wedding receptions, all entertainment privately sponsored and performed for profit including dances, ball games, carnivals, circuses, and other activities of like character.

In those jurisdictions where no private-patrol or guard services exist, provision should be made to provide off-duty officers for the performance of such service. Ideally, the officers should be under the direction and control of the police department and acting in their official capacity. The sponsor or entrepreneur is charged for the officer's wages, his fringe benefits, and a reasonable sum of administrative expenses. This charge is levied by the political jurisdiction in advance and, in the case of public entertainment, as a condition to the granting of the necessary permits or licenses. A sponsor of a private event such as a wedding or funeral either accepts the conditions or makes other arrangements suitable to him.

Where it is necessary to police an event for substantial law-enforcement reasons, every attempt should be made to use volunteer reserve or auxiliary forces to the extent possible. This may seem a negation of the position that professionalization of the police requires a particularly high type of person, specially selected and trained for the service. This is not necessarily applicable

to the problem of policing and providing traffic control for friendly crowds. With careful selection and training, competent supervision, and adequate communications equipment, volunteers can and, in fact, are doing very good jobs in many places.

A third recommendation is that volunteer units be recruited, trained, and used to provide special services which are needed only infrequently or which require high degrees of expertise. For example, departments which have little water to police probably need not develop great competence in underwater operations. Rather, such a department may depend upon one or more amateur SCUBA divers, if available in the community. Many specialized units exist in this country, faithfully performing a wide range of special services for police agencies. These units often provide their own special equipment, vehicles, and supplies as well as time and interest.

A fourth recommendation is that police departments should specially disengage from providing ambulance service wherein police officer personnel is used operationally. All programs of two-man ambulance patrols, combination ambulance and patrol-officer operations are essentially compromises in an effort to keep police officers on the street. The most carefully documented response to the request of the Attorney General for information about field procedures states, "The average out-of-service time of the police vehicle involved with (police) ambulance service is 40 minutes for each incident, which includes going to the scene and transporting the patient to the hospital." This is entirely too much time when true police problems await attention.

A fifth recommendation is that police departments actively engage in building security inspections on a regular basis. This program contemplates a personal contact between the police and the owner and/or tenant of every commercial, industrial, and high hazard residence in the community. The inspection program must be carefully conceived and supervised and followups made at appropriate intervals. Crime reports should be evaluated; and, as applicable, attention should be drawn to any defect which might have made the crime scene more accessible to the criminal.

A sixth recommendation is that appropriate techniques be adopted to use police vehicles as a means of disseminating messages of police interest throughout the community. A simple device to carry display cards can readily be affixed to the bumpers of police cars. Inexpensive cards can be prepared with any message desired. These messages will then be exposed to may people over extended periods of the day at a relatively low cost per exposure.

A seventh recommendation suggests the establishment of a crime warning or alert system. The planning and programming of an alert program is useful in that it will involve all the business community, thus bringing them closer to an understanding of the overall police problem. The results are also useful in and of themselves, particularly where the incidence of bad-check passing is high.

An eighth suggestion would be that police departments should encourage owners to record serial numbers of personal property subject to loss. The marking of unidentifiable property should also be encouraged and a program established through which the public can be made more aware of the problems involved in the loss of

unidentifiable property. Here is an opportunity to engage community groups in a very acceptable crime-reduction or control program.

Finally a suggestion is made that all patrol personnel be prepared to render effective emergency assistance as required by the circumstances in which they work. Minimally,this would require that police vehicles be equipped with appropriate equipment such as disposable blankets, waterproof ground clothes or tarpaulins, fire extinguisher, wrecking bar, and a First Aid kit including a tourniquet. Local circumstances may indicate the need for additional equipment. Personnel must be trained in the most effective use of this equipment under emergency conditions.

The general approach to police special services, as herein proposed, is that the police ought not to undertake responsibilities beyond those clearly identified with police objectives. Many respondents to the Attorney General's letter complained of critical manpower shortages. This problem has been thoroughly discussed in police circles, and the conclusion is inescapable. The police must upgrade the productivity of their efforts. There are a number of ways through which this will be done. The one important way stressed here is that police must work only at those tasks which directly or, in some cases, indirectly accomplish the police objectives. To do more will inevitably impair police effectiveness in the area of their primary duties and obligations.

SECTION X

POLICE COMMUNITY RELATIONS

AND FIELD PROCEDURES

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IX POLICE COMMUNITY RELATIONS AND FIELD PROCEDURES

INTRODUCTION

Police officials in more traditional departments are sometimes distressed at the fact that police-community relations are not commonly considered to be an integral aspect of field procedures. The modern view, which tends to see all police activities as part of a system in which every action affects every other action (a "dynamic" system in the scientific sense), supersedes older notions which see tactics as essentially mechanical or, in a slightly revised form, simply as a strategic game. Those who still hold that tactics are simply mechanical endeavors, in which officers are moved about in routine ways without regard for long-range outcomes of action, see no need to talk about "human factors" in police operations. If men do work in machine-like ways, they may be considered as robots; and no need exists for complicating the analysis of their operations. Such an approach reminds one of the engineering and physics of the 1800's, when scientists were hoping for simple rules and certain outcomes.

The mechanical view of the world has been found inadequate. In science the emphasis is on complexity, on multidetermined events, and on statements of probability rather than on certain outcomes. In engineering it is recognized that the machine, in order to work at all must be designed to match the nature of the man who is to operate it. As a result, in engineering there is great emphasis, not on making men mechanical, but on making machines sensitive to humans. So it is with police tactics. There are no robots involved. The task is to

make the procedures and equipment sensitive to the human beings participating be they the officers, the offenders, the victims, or the public bystanders. Consequently, procedures are shaped by and for the officers, by and toward the "target" offenders, and by and for the citizens whose welfare is to be protected.

Looking at what police officers do from another angle, that of efficiency in work and achievement in outcome, there are certain principles with which most administrators would agree. For example, it is likely that no one would seriously recommend a complex and expensive technique when a simple and cheap one would work as well. Nor would anyone continue using a procedure which was found to produce more trouble or difficulty than it was designed to reduce. Finally, no one would spend time or money on an isolated activity which, by itself, was found not to work--or was found to retard other programs--if what were required were an integrated and continuing activity which could achieve its goals without raising havoc with other aspects of departmental function. These are the common-sense considerations that have led police administrators to evaluate their tactics in terms of police-community relations. These are the considerations that have led some to emphasize police-community relations in place of certain field procedures which were not working well. These are the principles which guide the development of new programs which integrate field strategy into the broader community picture.

These considerations are not all the reason for the existence of community-relations programs, but they are ones linking them to specific field tactics, for tactics cannot be undertaken as isolated events occurring in a civic vacuum. Tactics are activities some people (peace

officers) do with other people, (victims, criminals, etc.) by still other people (the community as an audience.) Tactics are part of a continuing series of community events, affected by and affecting other community events, all of which bear on the suppression of crime, the maintenance of law and order, and the achievement of the goal of a community in which all citizens reside with pleasure and safety.

DEFINITION AND SCOPE

Police-community relations refer to and encompass the sum of all contacts, formal and informal, between the members of a law-enforcement agency and the people it serves. As an area of concern, the agency aims to increase the harmony between the police and the various groups that comprise a given community. It is assumed that as harmony increases there will be a decrease in dangerous strains within the community; there will be a greater democratic fulfillment as more groups feel satisfied that they share power and dignity; there will be greater support for law enforcement on behalf of the common good, which will be evidenced in direct aid to the police and in public action against criminals. There will also be reduced criminality, as such--especially that criminality which is associated with group resentment, rebellion, disassociation, and deprivation. All police tactics, insofar as they bring any law enforcement officer into contact with any citizen, are incidents in police-community relations. When police conduct in tactics is planned with an eye on long-range as well as immediate public response, then field procedures are coordinated as part of a genuine police-community relations program. When operational conduct is not planned with regard to its impact on others, then the

tactic remains a fact in police-community relations; but as an incident its effects may be a liability rather than an asset in terms of the mission of the police.

GENERAL STANDARDS OF POLICE-COMMUNITY RELATIONS PRACTICE

In most departments throughout the United States, the ways in which individual police officers interact with members of the public are largely left to chance. In some, regular, structured contacts are made between the police and special groups such as school children, service clubs, etc. In a few, very sophisticated approaches along professional lines have been incorporated into well-thought-out programs that have been designed truly to communicate with members of the community, particularly those in depressed areas and slums.

It would be presumptuous to state arbitrarily that particular procedures in the field of police-community relations are standards below which all law enforcement agencies should not fall if they expect to carry out their missions well. It would be unrealistic, as well, to attempt to set criteria for departments of various sizes and geographical locations. Because the sets of relationships between the police in a particular jurisdiction and the people in that jurisdiction are unique and different from those in any other area, because of the complexity of the interaction of those with various cultural and sociological differences, the approach to police-community relations must be "tailor made" for each police agency.

We would set forth, however, the following as being necessary for any department which expects to establish good relationships with the community it serves.

1. RECRUITMENT.

The right kind of personnel must be recruited into the organizaion. Only men and women who genuinely care about people and what happens to them should be considered for police work. This principle is obviously so basic that it seems almost superfluous to state it, but one needs only to look at departments where standards of selection are political rather than job-related to be made aware that it is necessary to state and restate the obvious. Since the police task is accomplished by person-to-person contacts in nearly all cases, and most of these contacts are made by patrolman-level personnel, there can be no doubt that the patrolman and his selection is most critical to the success or failure of any police-community relationship.

2. TRAINING.

Whether training is presented in a comprehensive program or by on-the-job demonstration by experienced personnel, it must emphasize the need for and methods in which meaningful and productive personal interaction can take place between policemen and members of the public.

Training in human relations should be extended to all personnel in the department in order that everyone is "talking the same language."

3. ADMINISTRATIVE ATTITUDE.

There must be awareness on the part of the department head of the sociological makeup and needs of the community his department serves, and he must be willing to change and modify approaches so as best to meet these needs.

4. IDENTIFY CLOSELY WITH THE COMMUNITY

Members of a department should identify as closely as possible with the community and actually become involved in its affairs. Every law-enforcement agency needs the support of the community, since the police influence is not really the force that causes a community to be law abiding. Cultural forces within the community, actually accomplish this task. The most that the police can do is to deal with the results of society's failing to control its own members.

When individual police officers actually become part of the community, it tends to cause the department as a whole to be seen as an entity that renders service for the community and not as a "foreign" agency that imposes unwanted restraints on it.

These are basic requirements of police-community relations. There are many ways in which they can be expanded and built upon, depending on the available resources and the creativity employed; but the key points remain the same.

Where formal community-relations approaches are used in law enforcement agencies in the United States, they fall into one or more of three broad categories:

1. Those aimed at the entire community, in general, particularly geared to adult response;
2. Those designed to reach school children and other youths;
3. Those which attempt to deal with problems presented by special group.

Most programs in this classification deal with minority-group problems,

particularly those of Negroes. Curiously, Mexican-Americans have been largely ignored in minority-group efforts. Following is a summary of the various programs described in the letters to the Attorney General, separated into the three aforementioned categories.

COMMUNITY RELATIONS EFFORTS AIMED AT THE ENTIRE COMMUNITY

1. SPEAKERS' BUREAU.

This is not generally a separate organizational unit but is made up of certain designated individuals in a department who have some facility for speech making. They are assigned to make presentations before service organizations, P.T.A.'S, Church groups, and other citizen groups for the purpose of presenting the departmental point of view on a variety of subjects. Methods of presentation vary from informal to lecture like presentations accompanied by slides or motion pictures.

2. OPEN HOUSE.

The public is invited to visit the police station on a particular day or days, usually in connection with some other event. One department holds open house during all of "National Police Week" as part of a number of activities including a school safety-patrol rally; a traffic safety award dinner; civilian award day to honor citizens who have aided the police; a dinner honoring instructors in recruit and in-service training programs; children's day, with awards for posters; and a teenage driving rodeo.

An open house gives the police the opportunity of "selling the department" in the setting that is most conducive to a selling job, since the product is so clearly evident.

3. CITIZEN RECOGNITION.

A number of departments have developed procedures whereby citizens who have aided the department or one of its members are honored publicly with maximum news coverage. The main purpose of most of these programs is to encourage greater citizen participation in fighting crime and apprehending criminals. One of the best of these programs, carried on by a large southern city, has the following format.

A series of well-written press releases encourages citizens to phone the department with crime information or other information of interest to the police. It is regularly stated in these releases that if a caller does not want to identify himself, he need not. Callers who do not mind being identified and whose calls have resulted in positive criminal prevention or apprehension are presented with citations in the Mayor's Office at ceremonies held at regular intervals. These presentations receive coverage by the news media. A decrease in the annual crime rate was announced in a press release by the chief of police, in which he attributed the decrease to public-spirited citizen participation and cooperation.

4. PROGRAMS DEVELOPED JOINTLY BY POLICE AND CITIZENS.

A. Identification of Valuables.

Service club buys electrical etching tools which are kept at the complaint desk of the local police department. They and the police both encourage members of the community to bring their valuables into the police station so that the operator's license number can be etched on them for the purpose of permanent identification (in the state where this is done, an operator's license number is never changed or reissued).

B. "Seat-Belt Clinic."

A local service club works in conjunction with the police department in a public-education program, pointing out the need to equip automobiles with seat belts in order to prevent injuries. A particular day is set aside at the police departments when members of the public are asked to come in and have seat belts which they have purchased at cost installed by members of the service club.

C. Pamphlets.

These are paid for and supplied to the police by groups that have a particular interest in the subject matter of the pamphlets. They are then distributed by the police as a public service to those who will derive benefit from them; e.g.

1) Burglary prevention measures contained in a pamphlet supplied by an insurance agents association.

2) Booklets containing state laws and local ordinances

relating to youth, supplied by a council of parent-teacher associations.

3) child-molestor education booklet purchased by a service club.

5. PUBLIC EDUCATION PROGRAMS, UTILIZING PRESS, RADIO, AND TELEVISION.

These are programs directed toward specific problems to let the general public (or segments of it that have special interests) know about methods employed by certain criminals, changing crime patterns, risk areas and particular types of risks, and various protection practices and procedures. Some examples are:

A. "Burn A Light At Night."

Encouraging residents who live in residential areas to burn lights at night to discourage burglars.

B. "Operation Paperhanger."

Encouraging merchants to require persons unknown to them to fill out a short questionnaire before cashing checks.

C. "Lock Your Auto."

Aimed at reducing car thefts. One such campaign was given more widespread coverage by issuing bumper stickers and window stickers.

6. PERSONAL-CONTACT, CRIME PREVENTION, AND COMMUNITY RELATIONS.

When the potential criminal targets (victims) are a small enough number, or when they can be gathered together as in a service club or businessmen's meeting, and when adequate police manpower is available, personal contact is the educational device used. The police inform, seek information

in return, stay attuned to criminal activities, evaluate their crime-prevention and suppression methods not only by monitoring crime reports, but be reinterviewing the potential and real victims (as, for example, merchants victimized by check writers, stores victimized by safe crackers, banks subject to a series of amateur hold-ups, etc,) and revise both their field procedures and their broader community-relations efforts on the basis of what they learn.

7. PUBLIC INFORMATION PROGRAM

One department uses its public information program, not only to keep the public up-to-date on police activities, but as a way to show special concern for people in the community. The public is actively solicited to call the police on anything that could be considered police business, no matter how trivial it might be. Every complaint, tip, or report is investigated, regardless of its importance or lack of importance; and the citizen who originated the call is given the full attention of the investigation officer. This kind of response by the police should be quite rewarding in the psychological sense to the citizen who reports to the police, because it shows him the police really do care.

If one accepts the premise that the community itself carries the largest part of the burden of crime prevention and that this is done through social pressures, not police activity, it seems quite necessary to keep the members of the public as fully informed as possible so that they will be able to discharge their responsibilities better. It follows, then, that the police have the obligation to collect

the latest and most comprehensive data relative to crime that is available, not only to enable them to do their own jobs better, but in order to fully inform the public.

We make the suggestion that the informational base of the police be broadened beyond "traditional" limitations (e.g. crimes reported, arrests made,) in order to acquire more usable data. One source of information that is seldom tapped is the professional criminal; but in several instances brought to our attention when this has been done, it has proven to be quite productive. In one instance, a police administrator (who is not on the Attorney General's staff working on this project) prepared a tape on which he recorded an interview with a professional and somewhat successful check writer. The check writer was quite candid in discussing methods he had employed and found to be successful in passing bogus checks, many of which played on the gullibility of merchants. The tape was used extensively in talks before groups of merchants who found it entertaining as well as highly educational.

Using somewhat the same principle, a follow-up procedure is used in the department of one of the members of this advisory group. Offenders whose cases have been finally adjudicated are interviewed by a lieutenant in the department regarding the level of competence employed by the police officers with whom the offender had contact. The responses, given from this different point of view, have proven to be quite useful in making police procedures more effective.

Another member of the advisory group has interviewed several professional criminals in prison, who we had reason to believe, from prior contact, might be interested in discussion their methods

and police weaknesses. The results were most promising, and it is hoped that this type of research might be continued and expanded. There seems to be no good reason why cooperating professional criminals shouldn't be employed as consultants and used to enrich our knowledge and understanding of crime and the methods employed by those practicing it.

COMMUNITY-RELATIONS EFFORTS DESIGNED TO REACH SCHOOL CHILDREN AND OTHER YOUNG PEOPLE

Most police activities relating to young people, whether they are non-delinquent, pre-delinquent, or actual offenders are aimed primarily at helping or correcting rather than punishing. Most police officers seem to agree with the philosophy of most juvenile statutes that the state should be like a correcting parent toward juvenile offenders rather than assume the role of an avenger. Even though a great many policemen are reluctant to assume new obligations that are not in the spirit of the traditional investigate-arrest-incarcerate cycle insofar as adults are concerned, many of them have for some time accepted the propriety of becoming involved with young people in special ways. A few of these ways are:

1. SPONSORING AND COACHING VARIOUS ATHLETIC ACTIVITIES SUCH AS BASEBALL, FOOTBALL, BASKETBALL, WRESTLING, ETC.

   These kinds of relationships seem to be quite rewarding, because they provide situations in which both the youths and the policemen can feel "comfortable."

2. SPONSORING VARIOUS YOUTH CLUBS.

   The emphasis in this type of activity varies accordingly with the needs of the youth who will be involved. There are a great

many types of clubs and groups sponsored by police departments. They range from rather formal pre-programmed organizations to groups that are rather loosely held together.

An example of a formal approach is the explorer scout program, which is vocation-oriented (in the case of the police, to law enforcement.) High school young men are formed into a "post", uniformed, and are required to attend several meetings a month where they participate either in law-enforcement classes in theory and procedure or in field exercises. It is expected that boys who become explorer scouts will develop a lasting interest in law enforcement and that some of them may eventually go into a police career.

Explorer scouting is an example of a kind of youth club, developed along pre-programmed lines, that involves the police with "good" non-delinquent boys with the goal of keeping them from getting into trouble.

An example of the police organizing a different kind of youth for the same reasons (communication with police), but using a different approach, is found in slum areas of several large cities where specially assigned police officers have helped organize clubs that have as their purpose teaching very basic and elementary skills that will aid club members to find employment (how to dress, talk, comb one's hair, stand, sit, how to fill out a form).

The rationale of the departments that assign officers to "non-police" activities of this kind is that it is just as

consistant with good police practice to identify with youngsters from socially and economically deprived families by showing an active interest in employment, which is of primary importance to them as it is to show an interest in organized sports which appeal to interests of young people from different stratas of society. In some instances, police have established liaison with juvenile gangs and have worked to change the goals of the young people in these gangs from anit-social to law-abiding and constructive. Where a police officer has been successful in this kind of activity, he has been non-judgmental in his approach and has, for the most part, accepted gang members on their terms.

3. PROGRAMS IN THE SCHOOLS.

Reaching children through programs in the schools, particularly at the elementary level, is accomplished by law-enforcement agencies in many ways. In all cases, programs are worked out in advance between the police and school personnel, and they all use a subject of interest to the children around which to build the program. Some examples:

A. Bicyle Safety Clinic.

The police, with the assistance of a local service club, presented a program in all the local elementary schools during "police week" that dealt with several aspects of bicycle operation. The program included: (1) teaching the basic rules of bicycle safety, (2) bicycle inspection, (3) a bicycle handling contest with prizes, and (4) instruction on how to prevent bicycle thefts.

B. Elementary School Visits.

In one department, a "team" of police personnel visited every elementary school in the city at the beginning of the semester and addressed the students in general assemblies. The team consisted of uniformed officers, including the motorcycle officer on whose beat the school is located and juvenile bureau officers. A talk on safety and community relations was given. Following this, the motorcycle officer was introduced and the children were told that he would come by the school upon occasion during the semester to visit classes and to eat lunch with them. They were encouraged to talk with him and ask him questions. The motorcycle officer did visit the school frequently and became acquainted with the children.

A suggestion was made by another contributor that patrol officers eat lunch with children at schools on their beats in order to create better relationships between students, police, faculty, and parents. This suggestion seems to have sufficient merit to be the basis of a simply-designed research study that would measure attitudes of affected persons before and after the practice is instituted.

C. School Lectures.

Traffic safety and the danger of sex molesters are the subjects most often used by police officers in lectures and instruction given to school children. The presentations are often accompanied by motion pictures, slides, or other visual aids.

D. "Student-Contact" Program.

The "Student-Contact" Program sent two sergeants to junior high schools (plan is to expand to high schools and colleges) to give lectures on police organization and function. After each lecture, time was set aside in order that the children could ask questions.

Lecture content and approach was organized in conference with school personnel. The purpose of the program is to bridge "the gap in communications and understanding between the student and police."

E. Comprehensive Program.

Quite a comprehensive program was started by the police department in a western city. Police personnel and teachers worked together in the program, both in its planning and execution. Lectures were given, describing the police function and procedures, accompanied by slides and other visual aids. These were followed by visits to police headquarters, where departmental operations were explained. The children then were involved in classroom projects in which they made posters and wrote essays about the subject matter contained in the lectures as well as their impressions about the visit to the police station.

4. JUVENILE BUREAUS OR DIVISIONS.

Many departments now have juvenile bureaus or divisions within their organizations that deal only with youth or juvenile-related crimes. This subject is being dealt with extensively for the commission by several other sources. Only several aspects of the operation of such units will be briefly mentioned here because of their community-relation implications.

A. Youth Liaison Officer.

A "youth liaison officer," in addition to his regular patrol duties, was assigned the task of becoming acquainted with all leaders of all youth groups in his area, both formal and informal, on a first-name basis. He sought out those who are accepted as leaders by their peers. He has no responsibility to "rehabilitate or convert." The purpose of the program is to enable police and youth to meet in non-threatening situations when no crises exist in order that they can get to know one another as people and not as stereotyped images.

The reporting agency says that this program has resulted in the establishment of good rapport between, not only the patrolman assigned to the project, but between youth and police generally throughout the town. It is suggested that this would be a good practice for all beat patrolmen to engage in.

B. Contacts with Juvenile Offenders.

In many departments, police officers who have contacts with juvenile offenders notify the parents immediately and bring them into the process. This tends to shift responsibility back to the parents, where it belongs, and also demonstrates to the parents that the police have a real concern for their feelings and the welfare of the child.

C. Voluntary Counseling Programs.

Some departments conduct voluntary counseling programs for children who have come to the notice of the police, but who have not yet been involved in activities serious enough for arrest. Parents are included in these programs.

5. FIELD TACTICS.

Two school programs underway in the department of one of the members of this advisory group use only uniformed patrol personnel and should be regarded as field tactics.

A. Physical Fitness Tests.

Children in the fourth through the seventh grades are required annually, by law, to participate in a series of physical-fitness tests (running, jumping, pushups, etc.). The results of these tests are made a part of each child's school records.

It was thought, both by school and police administrators, that if patrolmen were to administer the physical fitness tests, it would provide an opportunity for the children (particularly Negro children) and police to see one another simply as human beings and not in terms of pre-conceived ideas.

Preceding the actual testing, groundwork was carefully laid in a series of meetings, both in the police and school hierarchies, starting from the top down. Those who were to have actual responsibility for the program (the commander of the criminal division in the police department and the physical education director of the school district) were told of and given their responsibility at the very beginning.

During the six-week period the tests were administered, six officers per week were assigned to the school selected. A total of 212 children (over 80 per cent of whom were Negroes) and 11 teachers were involved with a total of 36 patrolmen during that period of time.

Attitudes were not measured before the program began, but opinions were recorded after the program was ended. All patrolmen were enthusiastic, all teachers expressed approval, and all but 9 of the children enjoyed the experience.

The patrolmen (who were not in uniform but were identified as police officers) were paid overtime for working from two to four hours a day beyond their regular duty time. None of the patrolmen were given a choice of participating or not. All of them were assigned, with no attempt to screen out those who might be regarded as not suited.

B. Police Dogs.

This same department uses police dogs on a roving patrol basis to reinforce regular motorized-patrol units. The officers assigned to this duty participate in a regular, sustained program of appearing at schools in the department's jurisdiction, particularly those schools with a large number of Negro children, in which the dogs demonstrate their skills. The full scope of methods in which the dogs are used is presented with no attempt to soft pedal any aspect.

After each demonstration, the children and dogs are allowed to play together. Pictures have been taken by the police photographer, which have been used for press releases and in conjunction with talks before service clubs, etc.

A local university is presently in the process of completing a short film on the way the dogs live with the patrolmen and how they work, showing them being used in the program described above.

6. "JUNIOR POSSE" PROGRAMS.

Several sheriff's departments exploit the adventurous ideas that children have about sheriffs as the basis for "junior posse" programs with boys and girls in the age group of about 7 to 14 years. The children sign pledges to "be good" and are given badge-like insignia. In some jurisdictions they distribute educational pamphlets for the sheriff's department.

7. SERVICE CLUBS AND MERCHANTS GROUPS.

In a number of jurisdictions, service clubs and merchants groups are quite active with their police departments in youth activities. Some of the ways in which they have become involved are:

A. Buying educational films for police use in schools.

B. Joint sponsorship of athletic teams with police.

C. Working with police in handling juvenile offenders. One department has worked out a procedure with the merchants in its town whereby a merchant who catches a "first offense" juvenile offender handles him in the way he judges best and sends him home. If the offender has been in trouble before, an officer from the juvenile bureau handles him. Whether or not the offender has been in trouble before is determined by the merchant calling the police and asking for a records check.

8. SHOWS AND DISPLAYS.

One city has outfitted a bus with "authentic weapons" that have been used in the commission of crimes. "Thousands and Thousands"

of teenagers have viewed this exhibit which is driven to schools and shopping centers. The chief of police believes that this has been a tremendous help in reducing teenage crime.

SPECIAL LIAISON APPROACHES

Following are approaches in community relations intended to reach particular groups or to reach the total community in different ways:

1. CONFERENCES.

Many law enforcement agencies schedule conferences on regular basis with clergy, school administrators, officials from different levels of government, and various citizens groups for the purpose of discussing mutual problems and maintaining liaison with one another. Other departments participate in such conferences only when a crisis gives a reason for such a conference. This kind of contact has a great deal of value if it is kept up on a regular basis, in that it permits the identification and solution of matters before they balloon into serious problems.

2. AUXILIARY POLICE UNITS.

Established for the primary purpose of maintaining a cadre of trained citizen-police to be used in disaster and emergency situations, have been found to have an important secondary community-relations value. If the members of such a unit are drawn from the community at large, each of them forms a valuable communications link with his circle of citizen friends.

3. INTERNSHIP PROGRAMS

Internship programs with college students provide other avenues

through which police can reach segments of the community that might not be readily accessible to them.

One chief of police has arranged with a local law school for an internship in his department that is part of a required course at the school. The students ride in squad cars and observe procedures at the complaint desk, radio room, and in the jail. The program has been expanded to include student contact with courts, the district attorney's office, juvenile hall, and a state mental hospital. The purpose of the program is "to expose soon-to-be lawyers to the problems in the practical everyday situations that would confront them after graduation from law school." It also gives them an unusual opportunity to develop some insight as to how police regard their duties.

This chief plans to initiate another, similar internship program which will accept university students who are majoring in public administration.

4. INDUSTRIAL RELATIONS DETAIL.

One large department has established an "industrial relations detail" whose members are involved in every possible way with both management and labor. These officers have been accepted into the councils, both of management and labor, because they treat all information in confidence. They are able to help forestall management and labor confrontations. When conflict is imminent, they are able to recommend how field units should be deployed to the best advantage.

Several kinds of benefits accrue to the police through this type of involvement. Not only is valuable liaison established with important segments of the community, but intelligence is obtained that make the tasks of patrol, crime prevention, and investigation easier.

STRUCTURED POLICE-COMMUNITY RELATIONS PROGRAMS

There is a growing awareness on the part of progressive law enforcement administrators that the police must become totally involved in the problems of the community that directly or indirectly affect them. They must, because rapid social change, bitter cultural conflicts, and the mobility and impermanence of many segments of our population have resulted in problems that inevitably wind up on the doorsteps of the police.

In order to deal with these problems effectively, the police cannot rely on repressive measures alone. They must (and some have) take different approaches to criminal behavior which may be a symptom of sociological ills. This has been done in a few departments by setting up special police-community units that have been given the specific assignment to develop better human relationships between the police and the public. This has been done in the belief that "the gap in human relationships between the police and the public can be narrowed considerably by the creation of specialized units within police organizations which have the development of communication with the citizens as their greatest single purpose."

It is realized such communication cannot be left to chance and that it will take place only as a result of deliberate and calculated effort on the part of the police. The expectation is that the police themselves can alter anti-police attitudes and can lead the community to mobilize its resources and organize its services to reduce the problems of disadvantaged subculture groups--problems that are criminagenic.

The enlightened police administrator understands the limits as well as the gains that may be expected. He knows that, no matter how

well-intentioned the police may be, and no matter how well-organized a program may be along realistic lines, a minority community or other groups which feels itself separate from the larger common wealth may reject rather than accept the aims as well as the methods of community-relations efforts.

The sophisticated administrator realizes that even after a program is established and working well, the motives behind it will continue to be suspect. He is not so naive that he believes he can erase the experience of several hundred years of discrimination or of insulated gang "culture" with only a year or two of his demonstrating that he is willing to deal honestly and in good faith.

Whenever a special unit is established by a police department to handle special areas, there is a tendency on the part of the members of that department to expect that all matters in that area will be taken care of by the special unit. This should not be allowed to happen when a police-community relations unit is established. The impressions that are made on the public about what kind of police department serves them are based on observation of all the officers in the department. As a matter of fact, public relations of city government as a whole depends upon how well the individual policeman does in his contacts with the public.

It follows, then, that if a police-community relations unit is to be successful, it must have every officer in the department performing his tasks in ways that are compatible with the aims of the specialized unit. The entire police department must be trained in the understanding of the dynamics of cultural, sociological, and ethnic interaction. All the officers in the department must put the assessment of those with whom they deal on the basis of reality rather than on prejudice

and presumption. This means not only that patrolmen must be "on board," but all aspects of departmental operation must be consistent with stated aims. One of the most important factors, for instance, that either contributes to or tends to destroy an otherwise good public-relations program is the way in which the department handles routine complaints and concerns expressed by minority-group members. If complaints are handled dishonestly, with less than full-disclosure, the public-relations program will be seen for what it is--simply "window dressing."

A detailed complaint-handling procedure should be developed that insures a free flow of communication between the police and the people in the community, one which guarantees that complaints are dealt with promptly and honestly. The procedure should be made known to the minority community, particularly, and should be strictly adhered to in dealing with that community. For an example of a recommended procedure, see San Mateo County Information Bulletin No. 25 which is attached. Also attached are excerpts from the 1963 report made by the California Advisory Committee to the United States Commission on Civil Rights, which refers to this procedure.

More and more law-enforcement agencies are forming specialized units for the purpose of establishing better relationships with minority groups. Not many of them are working well, but this does not necessarily establish a valid reason for criticizing them. It takes a long time to make a police-community relations unit function properly for a number of reasons. Among these reasons are: (1) the structure of the program, necessarily preconveived, may not be most suitable to meet actual needs; (2) personnel in the program are almost sure to be rebuffed by minorities initially, and the more idealistic and altruistic

they are, the more difficult it may be for them to accept rebuff; and (3) there may be only token community support, which in some ways is more destructive than no support at all, or open hostility.

One police-community relations program that seems to be working very well is described below:

ORGANIZATION OF POLICE UNIT

1 Lieutenant 1 Sergeant 1 "Assistant Inspector" (a detective rank)	Unit Commander Assistant Unit Commander Liaison Officer, permanently assigned to the "Youth Opportunities Center," a settlement-house type of facility with several forward-looking programs.
1 Secretary 1 Patrolmen	Two patrolmen are permanently assigned as liaison officers to area "poverty" boards that advise the city agency that is administering "war on poverty" programs. The other patrolmen work with citizen organizations and individuals to develop better communication.

ORGANIZATION OF CITIZEN ORGANIZATIONS

This city has nine precinct districts, four of which contain "target" poverty areas. In each of the four target area districts, citizen community organizations have been set up by the police. Each of these districts is headed by a committee consisting of a district chairman, a vice-chairman, and a secretary. Within each district, "section committees" are set up. The number of section committees in each district varies according to the needs of the district; however, as many as possible are established.

POLICE-CITIZEN ORGANIZATIONS PROGRAMS

Each section committee meets monthly to discuss problems of their area, process complaints, and to consider recommendations and suggestions. A police officer from the district station (not a member of the police-community relations unit) attends each section meeting in order to maintain liaison between the citizen group and regular police district personnel. The district committe, all section chairmen within that district, the commanding officer of the police district, and members of the police-community relations unity meet as an executive committee, monthly, after all the section committees have had their meetings in the same month. Action is taken here on the matters that have come up through the citizen-organization channels.

A third and final general public meeting is held in one of the four involved districts. All district committeemen, section committeemen, members of the police-community relations unit, and members of the general public attend. The public is notified of the time and place of the gener. l meeting by newspaper advertising and mailing notices to addressees on established mailing lists. General meetings are held in different locations each month, in order to attempt to make the greatest number of contacts with the greatest number of people.

SOME SPECIFIC FUNCTIONS OF THE UNIT

PERMANENT LIAISON. Two patrolmen are permanently assigned to area boards in the city, connected with the "war on poverty" program. (It

is anticipated that an additional patrolman will soon be assigned to a third board. The police-community relations unit being given another position specifically for this. These area boards, set up to provide "maximum feasible participation" by the poor in the war on poverty, serve as advisory groups to the city agency that administers the poverty programs.

The officers assigned to the area boards have developed a close liaison with the State Department of Employment. The primary tasks of these officers are "to develop the employability of problem youth and young adults." To those who say that this kind of interest is beyond the scope of what police operations ought to be, the answer is given that since the purpose of a good police-community relations program is to reach and communicate with minorities, and since employment seems to be of primary importance to minority youth, it is entirely consistent with police goals to aid in this field. One officer (the "assistant inspector") is permanently assigned to a neighborhood center in a Negro ghetto. He, too, devotes a great deal of his time helping minority youths prepare for and find employment.

OTHER POLICE-COMMUNITY RELATIONS PROGRAMS

Several other American police departments have programs similar to that described above, or have programs incorporating some, but not all of its features. Most law-enforcement agencies that do have specialized community-relations units do not deal with the problem in as much detail.

Some departments assign middle-management personnel, who have other primary assignments, to meet at regular times with human-

relations committees or their counterparts. Others assign such personnel to meet with minority-group organizations. The purpose in all cases is to project a favorable image of the department. All of them say that they wish to communicate more effectively with the community. Whether this is really so, can't be determined without on-the-scene program evaluations.

One department, represented on the advisory group has set up a "public information" office in a largely suburban Negro neighborhood of about 20,000 for the sole purpose of being more responsive to the needs of the people in that neighborhood. Although the lieutenant who is assigned to the office (the only other employee is a secretary) has established liaison with one segment of the community, he has failed to established liaison with those needed most to be reached--the hostile, unpleasant, non-conforming, anti-social people. As a result, this special office has probably created more resentment than good will. In this regard, a crucial point must be underscored; it is not enough to set up a program. It must be systematically evaluated--not just among those in contact with the program, but also, among those "target groups" not being reached. If the program is failing, it must be revised. Frequently, the people who should be reached are the most difficult to reach. The police have to overextend themselves to establish good liaison with them.

Several observations have been made about what police must do to relate to minorities. One contributor offered the opinion that if personnel in a police-community relations unit hope to be successful, they must be absolutely honest and objective when considering every situation. It means that they must not defend the department's position

if that position is wrong. Unless this is done, minority group members won't really regard the police as any different from what they have been taught by experience, which is in many cases "protectors of the status quo." Only after an officer is accepted, will his objections to unreasonable positions taken by hostile groups, be given respectful consideration by them.

Good liaison with minority newspapers is essential to a successful police-community relations program. Although they don't receive much attention in the larger community, they are widely read in the minority communities.

A personnel proposal that has interesting community implications is that an extension of a "police cadet" type program be aimed at minority "drop outs" and underachievers, giving them extensive training to upgrade them to the point at which they would be acceptable as police recruits. Although this proposal would serve to demonstrate that the police really "care," its potential for failure is so great that the risk of not meeting expectations might have disastrous results. Present programs of this sort in California do not seem to be progressing too well.

Discussion and document review so far has been fairly specific in terms of what police agencies are doing or might do. We shall not go beyond immediate programs to consider broader problems. A number of thoughtful police administrators, responding to the Attorney General's letter, have called attention to these. These responsible men state that there exists today a critical disagreement and a critical ignorance which affects all police operations in the United States today. They say there is no consensus among citizens about the proper role of the

police and about how they should conduct themselves in pursuit of what may be incompatible tasks.

In one case, for example, the police are asked to enforce existing law and, at the same time, are asked to be flexible in the face of and tolerant of activities by groups which, while presently illicit under one code or another, do represent the ideals, life styles, or ways of conduct which may well become lawful as the fact of social change becomes expressed in legislation. In another dilemma, the police are asked to protect the community from criminals and to exercise all diligence in the apprehension of offenders; simultaneously they are asked to protect the individual from any invasions of privacy or rights and to exercise all diligence in maintaining the safety of persons from the tyranny of the community.

In another dilemma, the police are invested with authority and given symbols of power and force. They are asked to signify order and the willingness of the community to prevent unacceptable deviation. Simultaneously, the demand is upon the police to abrogate force, to renounce any but symbolic power, and to restrain others from any exercise of force. This new anti-force morality can be selective; any given group wants its own ideals to be protected and perhaps imposed forcibly on others; opposing ideals are not said to deserve that same protection. There are numerous other dilemmas which any police officer, any judge, or any reflective citizen can point to. They occur in the areas of the enforcement of laws against private pleasures and compulsions (vice), in the selective exercise of law among minorities, in the application of discretion in being "curbstone magistrates," and in being asked to rehabiliate, correct, punish,

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deter, and detain simultaneously as they apprehend and incarcerate offenders.

The dilemmas are felt by the police, witnessed by the courts, lamented by the citizens, and sometimes compounded by legislation. It would be utopian to expect all such dilemmas to be eliminated; but unless some clarity, some agreement, some concensus can be brought to bear so that the police and major sections of the courts and the public can act in concert, all field tactics may become exercises in futility and all police-community relations programs may become grandstanding advertisements concealing an impending catastrophe.

One must begin by finding the facts. What do various groups of citizens want? What do they think the police can do? What is the citizen prepared to offer in support of his desires for a given type of police conduct? Why are certain groups hostile to police power? What does that police power represent to the police officers holding it? Can one agree on what menaces a community and what steps must be taken to control offenders? Can one agree on what constitutes freedom and what constitutes license? How is crime itself related to citizen attitudes, whether viewed in terms of that citizen's own criminality, his support for the police, his willingness to help another citizen in danger, or his influence on the criminality of others? These are just a few of the questions. Asking them is not an academic exercise; it is a search for solutions to a growing problem, not only of crime, but of conflict between the police and the public, between the police and the courts, and within and among the citizenry.

Approaching this problem, one chief of police urges the commission to expand its interest beyond the commonplace interest in equipment

and particular procedures. He says that the American police service has "been a monumental failure and will continue to be so until deeper, less easily recognized questions and problems are explored." A monumental failure, he implies, that most of us dare not admit. What more does this chief say? He says that police administrators know little of their communities and even of politics. Politics is power and people; they must learn about them. He says technical competence without human competence is foolishness; he implies the police strive for the former without knowing they lack the latter. "Totally ineffective" is his diagnosis. He says administrators are unaware of social changes, especially Negro strivings; yet these changes represent the world of today and predict the world of tomorrow. They must learn about this world, care about it, and learn to predict it, too. Public apathy, he implies, is an empty label. Without knowing what it really is and how it occurs, the complaining police administrator is admitting he really knows very little about the people of his community and his own police activities with them.

Another chief suggests apathy is caused by the police themselves, by their overselling their product, and by being caught now in a failure to deliver. Law-enforcement agencies have promised to prevent crime, but they have not. They portray themselves as protecting citizens; but as any citizen harmed by an offender knows, there is no such protection. The police cannot prevent nor control crime, only some crimes. They have authority to act only after a crime has been committed; what they do is apprehend offenders, and perhaps not many of those. No wonder the false police promise, the betrayed citizen sense of

security, the police pride not based on fact, have led to citizen distrust, citizen disrespect, and, in the long run, citizen disintrest in the police.

A ranking officer in another department distinguished between crime prevention and crime repression. Prevention, he says is but a recent police interest. Defined by him, prevention aims to eliminate the propensities or motives which lead a person to crime. Prevention aims to eliminate the social and psychological causes of his criminality. Crime repression on the other hand, a traditional police acitivty, intends only to reduce the opportunity to commit crime, doing so by means of offender surveilance and detention, by security measures around property and persons, and by patrol and other methods designed to impress upon the offender the risk of failure either in crime commission or of his being shortly apprehended. Repression serves only to delay a crime or to shift its local; it makes no impact on crime rates overall, nor does it make a person any less criminal.

According to this suppression vs. repression scheme, the police, insofar as they concentrate on suppression, are doing only part of their job. Like physicians doing only curative work and ignoring public health and preventive medicine, the police make their job harder by ignoring steps to eliminate crime-breeding conditions. It is also possible, just as in medicine there are iatrogenic diseases (doctor-caused) that there are police-caused ("philakogenic," if we may coin the term) crimes as well. For possible examples one refers to the sociologist's unproven contention that booking and labeling an offender makes him develop a criminal "self" (an ephemeral-phemeral concept which research workers find hard to pin down); to the common report of jail inmates

that they learn more crime in jail; and to the vicious and explosive circle which builds up when police handle demonstrations or individuals with unnecessary violence, which leads to a violent counter-response. By way of illustration, observations being conducted in one department represented on this Advisory Group suggest that the charge of "resisting arrest" may be sometimes "philakogenic"; for when the arresting officer is himself uncertain about the arrest he has made, fearful of resistance, or must wait a considerable period before the paddy wagon arrives, the likelihood of the offender offering resistance seems to increase.

We would suggest that all police procedures designed for prevention of crime and all procedures redesigned so as to prevent philakogenic (police-caused) crime are in the domain of police-community relations. One should not be unrealistic about what can be accomplished, as one wise chief wrote, "We must face the fact that society and its individual members cannot be controlled by any single agency within its total membership." On the hand, disinterest or discouragement are also inappropriate police responses to the challenge of crime prevention as part of harmonious community relations; the latter area, while broad and complex, is not some airy sphere of high-sounding words alone, but is as real as any other police activity, consisting of planned actions by trained personnel taking place in such ways that desired ends are achieved.

What is needed, in any event, are the facts which allow sound planning. These facts, although they may be identified by casual observation, must be proven by scientific study. Such a study is proposed by a number of police administrators and is a requirement

for increased police effectiveness. Some ask that the Commission recommend federal support of the study.

Police field procedures are events which are part of police-community relations. The daily tactics of the police reflect a police-community relations policy, whether or not the agency has stated such a policy and whether or not the agency is even aware of the premises upon which its action toward various sectors of the public are based.

General considerations for police-community relations practices require:

1. Care in recruitment and special efforts to make sure that all socio-economic and ethnic groups in the community are represented in law enforcement and that members of these groups understand that law-enforcement careers are open to them.
2. Training includes not only academic work in human relations subjects (psychology, sociology, political science) but also careful supervision and continuous retraining. Supervisors observe men in citizen-contact situations and use the responses of citizens (including offenders, demonstrators, bystanders, etc.) for feedback to alert the officer to the impact of his words and deeds.
3. Administrators are highly-trained, sophisticated professionals who are politically "savvy", understand management and the behavioral sciences, are open to information and sensitive to social reality, and have no precommitments to positions unsupported by facts, reguardless of how much emotion or

tradition may be associated with those positions. They reject espousing "the police view" as an unexamined fraternal opinion and instead insist upon espousing "a realistic view" which is based on current events, a pragmatic analysis of social forces, and admissions of areas of ignorance and uncertainty.

4. Police officers are members of the community and participate in its affairs. They are encouraged to be active in civic, fraternal, leisure-time, vocational, intellectual, and other citizen groups. They seek a continuous exchange with citizens of all groups and classes about the problems and aspirations of those groups, about crimes known to those groups, and suggested methods for its suppression and prevention; and they seek suggestions for changes in police services that will better serve the community. As members of a variety of community groups, officers recognize their special role which requires that no special influence and no special favors be granted to members of any one group and that, while understanding what all groups desire, the officer does not "over-identify" with any one group.
5. In each tactical procedure related to crime suppression, whether it be patrol, investigation, or special situations, the officer is trained to anticipate how others will respond to what he says and does. He recognizes that short-run expedients are not worth long-run disasters; he also recognizes that as an especially important person in the community, his actions will be overly-scrutinized and subject

to emotionally-charged interpretation. He will be mature enough to understand these public reactions and wise enough to try to bring public responses into harmony with the facts by: (a) always being consistent and open about what he believes in and is doing; and (b) always "interpreting reality" to the public by continuous communication with them.

Among the specific techniques employed in police departments, the following appear workable.

1. Speakers' bureau and other information-giving programs.
2. Open house and other inspection-inviting techniques.
3. Citizen recognition and other rewards for crime-suppressing public service.
4. Joint civic group-police activities which may provide for identification of valuables, seat-belt clinics, crime-prevention pamphlets, etc,.
5. Public education for crime prevention through mass media and/or through groups composed of prime criminal targets (merchants, car owners, home owners, etc.)
6. Personal-contact, special crime-prevention programs where crime target groups are small enough to allow police calls on each vulnerable person, store, etc.
7. Information-seeking programs whereby two-way police public communication is encouraged. All complaints, tips, and reports are investigated, the communicating system made to feel appreciated, and the occasion used for crime-prevention education, feedback on police services, the development of ties to the community, etc. All information about criminal

activity, past or impending, is especially sought. This crime data is used to supplement ordinary records and is the basis for police tactical planning and for further reciprocal communication with the public about crime prevention.

8. Police-service evaluation is sought by having call-backs to all persons requesting police service (or a systematic sample, e.g., every tenth caller or complaint). An officer, not one responding to the original call, complaint, etc., interviews the citizen to learn what action resulted and how satisfactory that police action was. Results of the service evaluation are routinely analyzed and used as a basis for revising procedures, for in-service training, and for public-relations programs through mass media.
9. Police-service evaluations are made through interviews with arrested persons after trial. It is found that both released persons and convicted offenders, when approached properly, provide important information on the adequacy of police procedures, on failings in tactical operations, and on the conduct of individual officers. Interview findings are coordinated and used to revise tactics, to instruct individual officers, and to generate other changes where failings have been noted.
10. Activities with young people, include sponsoring and coaching athletic activities; developing youth clubs and scout programs; setting up social clubs in slum areas where, besides pleasurable activities, boys are taught how to dress, comb their hair, ask for a job, etc. Junior posses and junior detective groups are formed in other areas.

11. Youth programs aimed at potential delinquents where hoods and pre-hoods are involved in various ways, e.g., a sympathetic officer spends time with them, leaders are paid simply to come in and spend time with the police, etc. Youth liaison officers may be assigned physical fitness.

12. School programs include bicycle safety clinics, police presentations to school assemblies, officers eating lunch with the children at schools, and special education in traffic safety, avoiding molestors, etc. Comprehensive school programs may include joint planning by police and school administrators, which emphasizes teacher education and contact as well as child contact. Programs can include essays, posters, visits, etc.

13. Troubled-youth programs where first offenders and those teetering on the edge of trouble are indentified and the parents and children asked to conferences with the police or juvenile officers involved. Referrals may also be made to psychologists and psychiatrists; or the police themselves may sponsor groups led by professionals which focus on delinquency prevention, character education, etc.

14. Police dog acquaintance programs. Dogs with their handling officers visit schools and playgrounds, and the dogs demonstrate their skill. Their attack function is also discussed. Children and dogs play together. Movies of the dogs at work and with children are shown.

15. Joint police-civic group school programs are formed in which programs are formulated together and activities unertaken.

For example, movies are purchased and distributed to schools. Sports or club equipment is purchased, and tickets for trips and outings arranged. On a more crime-specific task, programs for merchant-officer informal handling of first-offender juveniles (shoplifters, vandals) can be worked out.

16. Special liaison efforts with the community may set up conferences with clergy, school administrators, city officials, teachers, parents, merchants, neighborhood residents, or any other civic group for which some problem-oriented and problem-solving joint meeting will prove valuable.

17. Auxiliary police units and various reserve groups are invited to participate as a police arm and as a police-information source in general community-relations programs.

18. Student internship or observation programs within the police department.

19. Industrial relations details which spend time with labor and management helping to forestall conflict and to recommend deployment of field units should labor-strife emerge.

20. Within the department, the development of special community-relations or human-relations units which coordinate special services, speakers' bureaus, and the like. Recognition must be given to the fact that such units cannot carry the burden of community relations, but can only provide technical support for special activities. For example, they may take charge of in-service training in race relations or do police-service evaluation by conducting interviews with minority members in their own neighborhoods.

21. The development of complaint-handling procedures which are satisfactory to the citizens complaining as well as to the "power structure" and the police themselves. A few cities have instituted "citizen review boards," others resist them. Regardless of the procedure, there must be means for handling the underlying issues of citizen distrust by providing all citizens equal access to civic power, means for appeals, and complaints about police conduct and opportunities to evaluate typical complaint-handling procedures.

22. Citizen-police organization hold promise. Set up in neighborhoods or districts, regular meetings are held at various levels. The public are invited, suggestions made, complaints aired, and action-taken reports later made. Liaison with "war on poverty" program people and other agencies and citizen groups is maintained.

23. Regular and continuing police liaison with important institutions, agencies, and mass media is required so that: (a) information may be gathered about public problems with the police or crime, (b) joint action may be planned, and (c) information may be disseminated and continuing communication channels set up. Included here can be police liaison with minority newspapers, groups such as the NAACP, CORE, SNCC, Dept. of Employment, Public Health Dept., etc.

RESEARCH AND EXPERIMENTAL PROGRAMS

By definition, an experiment is an observation made in such a way that one can evaluate the results and know what has caused the change observed. Every police-community relations program should be experimental in the sense that new activities are being tested and

evaluated, and the causes of various public reactions are trying to be identified. Because community change is so rapid in these United States, even programs which have proven successful may find themselves failing as new conditions arise; consequently, every police department must be constantly innovating, evaluating, reassessing, and translating new findings into new operations. Given this requirement that every program be experimental, we recommend only one research endeavor as such. It reflects the needs of police adminstrators for facts about which citizens hold what views about the police and why. What is now needed is a major scientific study of police-community relations, one focusing on psychological, social, economic, and political correlates of attitudes toward the police, toward power, toward crime, toward individual freedom and community menace, and toward the ideals of a system for administering justice. It must focus on police-judicial relations and on public morality as such. It will attend to police procedures as events in the community which are the focus of emotions, attitudes, and philosophies as well as direct operations against crime. It will focus on the impact of those events on the offenders, on citizens, and on police themselves.

We recommend that the Commission support such a long-term study. We offer our assistance to the Commission in its planning.

(REFER TO PAGE 26, POLICE-COMMUNITY RELATIONS AND FIELD PROCEDURES)

INFORMATION BULLETIN NO. 25

TO: ALL PERSONNEL

SUBJECT: PROCEDURE FOR HANDLING PERSONNEL COMPLAINTS INVOLVING PERSONS FROM MINORITY GROUPS

Whenever a complaint involving members of a racial minority is received in the Sheriff's Department at any level below Sheriff or Undersheriff, immediate action is taken by the supervising officer receiving the complaint either by handling it personally or delegating it to a lower level supervisor at least one grade above the person against whom the complaint was lodged. On the basis of the investigation, the supervisor will handle the matter if it is appropriate. In all events a full report of the investigation and action taken is forwarded to the Sheriff. If he is satisfied that no further action is necessary, all persons, including the complainant, are notified and the matter is closed.

If further action is warranted, the Sheriff refers the complaint to the Undersheriff. He takes the following steps:

1. He contacts the social action group or groups that might reasonably be expected to have an interest in the particular complaint. These include the Council for Civic Unity, the NAACP, and the American Civil Liberties Union. The facts are given to the executive heads of these groups, along with whatever determinations concerning these facts have been made up to that point, and they are told that an inspector or sergeant will be detached from regular assignment and will be detailed to gather additional data, that an assessment of the facts will then be made by the Undersheriff, and that a recommendation will be made to the Sheriff. They are also told that they will be kept currently informed as the investigation proceeds. If someone from a social action group has been assigned to make an independent investigation, arrangements are made for that investigator and the Sheriff's inspector or sergeant to work together after each has had an opportunity to follow his own line of inquiry.

2. The person against whom the complaint has been made is informed of the action that is being taken. That is done by the Undersheriff personally for three reasons. First, it assures the person that the Department is engaged in an objective factfinding investigation. Second, it gives the "accused" an opportunity to supply information that may clarify the situation. Third, it communicates in an indirect way to everyone in the Department that the matter of race relations is important.

3. The Sheriff's inspector or sergeant is given all the information collected to date. He is also briefed on what contacts have been made with social action groups and what liaison arrangements have been made for him with them. He is told that his first duty is to contact the complainant. This is done for two reasons--to gather information and to assure that person that his complaint is being acted upon.

4. After all the facts have been gathered they are examined by the Undersheriff who submits a written report to the Sheriff containing a summary and evaluation of the facts and a recommendation for appropriate action.

5. The Undersheriff then calls in the "accused" and reads and discusses the report with him.

6. The Sheriff then takes whatever action he deems appropriate.

7. The social action groups involved are sent a copy of the Undersheriff's report and they and the complainant are advised of the action taken by the Department.

EARL B. WHITMORE, Sheriff

(REFER TO PAGE 26, POLICE COMMUNITY RELATIONS AND FIELD PROCEDURES)

Exerpts from the 1963 report made by the California Advisory Committee to the United States on Civil Rights.

> "San Mateo County.--The attitude of the Sheriff's Department of San Mateo County toward minority group relations is as progressive and creative as any examined by the Committee in the course of its meetings. Its unique manner of handling citizen complaints, related in the next section, exemplifies this.
> Police Commission review if the complainant insists.

The most unique complaint system exists in San Mateo County. Whenever a complaint involving members of a racial minority is received in the Sheriff's Department at any level below sheriff or undersheriff, immediate action is taken by the supervising officer receiving the complaint either by handling it personally or delegating it to a lower level supervisor at least one grade above the person against whom the complaint was lodged. On the basis of the investigation, the supervisor will handle the matter if it is appropriate. In all events a full report of the investigation and action taken is forwarded to the Sheriff. If he is satisfied that no further action is necessary, all persons, including the complainant, are notified and the matter is closed.

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1. He contacts the social action group or groups that might reasonably be expected to have an interest in the particular complaint. These include the Council for Civic Unity, the NAACP, and the American Civil Liberties Union. The facts are given to the executive heads of these groups, along with whatever determinations concerning these facts have been made up to that point, and they are told that an inspector or sergeant will be detached from regular assignment and will be detailed to gather additional data, that an assessment of the facts will then be made by the undersheriff, and that a recommendation will be made to the Sheriff. They are also told that they will be kept currently informed as the investigation procceds. If someone from a social action group has been assigned to make an independent investigation, arrangements are made for that investigator and the Sheriff's inspector or sergeant to work together after each has had an opportunity to follow his own line or inquiry.

2. The person against whom the complaint has been made is informed of the action that is being taken. That is done by the undersheriff personally for three reasons. First, it assures the person that the Department is engaged in an objective factfinding investigation. Second, it gives the "accused" an opportunity to supply information that may clarify the situation. Third, it communicates in an indirect way to everyone in the Department that the matter of race relations is important.

3. The Sheriff's inspector or sergeant is given all the information collected to date. He is also briefed on what contacts have been made with social action groups and what liaison arrangements have been made for him with them. He is told that his first duty is to contact the complainant. This is done for two reasons--to gather information, and to assure that person that his complaint is being acted upon.

4. After all the facts have been gathered they are examined by the undersheriff who submits a written report to the Sheriff containing a summary and evaluation of the facts and a recommendation for appropriate action.

5. The undersheriff then calls in the "accused" and reads and discusses the report with him.

6. The Sheriff then takes whatever action he deems appropriate.

7. The social action groups involved are sent a copy of the undersheriff's report and they and the complainant are advised of the action taken by the Department.

After setting forth the foregoing, the undersheriff of San Mateo County who appeared at the meeting outlined a representative case in which these procedures had been utilized. Later, when asked whether the procedure aroused hostilities or resulted in more harm than good, the undersheriff replied, "No. In fact, everyone seems to , figuratively speaking, draw a sigh of relief when you let your guard down and be honest with them. That is what we have found, even with people in social action groups that you would expect to be hostile and would have been hostile. You can't expect and you shouldn't expect that they are going simply to accept you and what you say when you walk in the door, because they won't. The only way you can gain confidence and make sure that they believe you and that you believe them is by dealing together in an honest, aboveboard, straightforward manner."

The Committee, in commenting on the investigation of citizen complaints in Los Angeles, stressed that at least in that community some agency outside of the immediate police department ought to be involved in the evaluation of complaints relating to minority groups. Police Commission consideration was there urged as a reasonable compromise between citizen review boards (to which there seems to be uniform police animosity) and completely internalized investigations. The San Mateo procedure seems to offer another satisfactory route."

SECTION XI

PERSONNEL: CONSIDERATIONS IN RELATION

TO POLICE FIELD PROCEDURES

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IX

PERSONNEL: CONSIDERATIONS IN RELATION TO POLICE FIELD PROCEDURES

DEFINITION AND SCOPE OF THE AREA

The area of personnel refers to the characteristics and performance of police officers, police administrators, police auxiliaries, and civilian staff serving police departments. The scope of personnel usually includes recruitment, the definition of standards, the development and validation of selection instruments, the introduction and assignment of recruits to positions, and the development and assessment of methods for promotion to higher ranks. A number of administrative activities are also personnel activities; one refers here to the development and administration of training programs, of methods for assigning and supervising men on the job, and means whereby optimal service may be obtained. Necessarily, personnel administration must focus on the daily business among human beings which makes any organized work possible, and it must focus on the major processes going on within organizations to affect work quality. Consequently, within the personnel area one must be attentive to interpersonal communication, and to human motivation, emotions, and attitudes, as well as personality. One must also be attentive to group, social and organizational phenomena including those aspects of social systems which constitute the business and study of administrators, sociologists, and industrial psychologists; namely, the structure of organizations, communication networks, processes of adaptation to change, the quality and influence of leadership, the determinants of policy, and the effectiveness of the organization.

Three facts determine the scope and emphasis of our attention to personnel in this report. One is that all aspects of personnel--from recruitment through the administration of the organization--directly affect field tactics. Personnel must be considered one of the prime determinants of the end product of police work which we consider here, namely the control of crime. The second fact which is clear is that a thorough examination of the personnel area is outside the scope of this Police Procedures Advisory Group.

It is our understanding that Professor A. C. Germann has undertaken a review of personnel and we are confident that his work will encompass those many facets which we neither can nor should cover in this report. We have, as part of our work, undertaken to correspond with Professor Germann and we propose that our report be sent to him. The third fact is that a number of respondents to the Attorney General's letter present procedures and problems within the personnel area, a number state that personnel is the critical point for the effectiveness of all field procedures designed to combat crime, and that consequently, in terms of our mandate to review and thoughtfully consider procedures and problems of interest to operating police departments, we must include some aspects of personnel in this report of the Police Procedures Advisory Committee.

The obligation imposed upon us by the emphasis of responding law enforcement agencies may be met more efficiently--and in an attempt to avoid overlap with Professor Germann's comprehensive summary--by narrowing our focus here to exclude most general organizational and administrative concerns. We shall focus on particular problems and procedures which are most relevant to day-to-day field tactics, to the work of the man on the beat.

GENERAL STANDARDS OF PRACTICE:

In each section of this group's report we have set out briefly to describe current practices which may be taken as the standard. The standard practices constitute both a base from which new procedures may be considered and, for some departments, as an operating ideal or level of work which must immediately be achieved before the department can be considered to be effectively using current knowledge and techniques. We would set forth the following as minimal standards of practice for medium and large size departments, with smaller departments well advised to follow them when appropriate.

1. An active recruitment campaign using all forms of mass media plus heavy emphasis on direct contacts with groups of young people whose members are potentially desirable recruits. Group and individual contact is a form of community relations but may also be part of routine crime and accident prevention. What is necessary is that all educational community contacts keep recruitment in mind as one goal and that these contacts be enduring. A standard of modern recruitment also requires that recruiting efforts to be directed toward all socio-economic and ethnic groups in the community. A department will strive to have its own members recruited from all levels of community life.

2. Selection. Standards of selection must not be arbitrary but must be shown to be related to job needs. Selection methods must be equally rational, not based on tradition or be hurdles used for-want-of-better. No selection device should be used if it lacks scientific demonstration that the

men selected by it perform better than the men it rejects. Typical selection devices in use today include the civil service written examination, the medical and physical agility examination, the direct background investigation, the background check of documents, criminal and motor vehicle records, the polygraph, psychological tests, psychiatric examination, sociometric ratings, and oral board interviews. There is evidence for the validity of psychological tests (personality, intelligence, vocational interest, personal attitudes), the background checks, the psychiatric examination, and sociometric ratings. There is presumptive evidence for medical and agility tests. Tests which are used, but for which there is negative evidence of value, are the typical civil service or departmental written tests. A test without demonstrated value but much in need of study is the polygraph examination. Because of the lack of knowledge associated with many selection methods now used it is clear that no department can be rigid about its selection methods and that all departments must expect to sponsor (preferably on some cooperative-coordinated basis) scientific research on selection.

3. Training. The need for training both in the specifics of police procedures and in general subjects which provide for adequate communication and human understanding is understood. Academic and in-service training are accepted as the means. Levels of education to be required for applicants and for each promotional rank have yet to be agreed upon as standards.

Another section of this report attends to training for field procedures; the work of another section of the Crime Commission Staff handles training in detail.

4. Administration. Standards of administrative personnel practice are in the process of change. Much that is accepted as a standard is based on tradition but may not represent an optimal utilization of contemporary knowledge of administrative science psychology or organizational theory. As a recommended "standard" of practice it is necessary to call the attention not to the need to emulate the practices of the larger and older departments whose traditions may be very strong, but rather to set flexibility itself as the standard; one geared to administrative innovations derived from the new knowledge constantly being generated by administrative research, by the behavioral sciences, and by operations research, and other systems studies as employed by the military and industry.

5. References. For a standard of practice in personnel recruitment and selection, reference is made to Police Selection, (Ed., Richard Blum) with contributors from the membership of this Advisory Committee. For a reference to modern personnel-organizational practices, see Likert, R., New Patterns of Management.

Recommendations Made by Agencies Responding to the Attorney General's Request:

A number of agencies responding to the Attorney General's letter made specific suggestions with reference to personnel as they discussed field procedures for combatting crime. The suggestions made, the problems posed, or the descriptions of procedures now described as useful can be grouped as follows:

1. RECRUITMENT.

Difficulties in recruiting enough qualified men are frequent. Recruitment efforts follow those set forth above as "standard", including mass media advertising, contact with students in high schools and college, contact with youngster's clubs, athletic leagues, Boy Scout activities, and the like. Those discussing recruitment problems frequently associate them with public attitudes toward the police and observe that public apathy or hostility are reflected in inability to recruit competent men from populations or cultural groups who are hostile or apathetic. Consequently, the recruitment problem is actually seen or is implied to exist within the context of (a) community relations in general (b) public conceptions of police roles (c) individual experience with peace officers including experience in schools (traffic safety, crime prevention education), and as persons observing, reporting, or being victimized by crime, accidents or disturbances, or as persons apprehended as suspects or offenders. Viewed in this light it is clear that police patrol, investigation, and civil disturbance operations not only provide a model of what being a policeman is like to potential recruits but sets off a chain of events whereby various citizen groups come to describe police activities and to transfer their feelings and attitudes to their children--potential recruits.

One special problem noted in link of learning-attitudes-recruitability has to do with the role of the schools. Much emphasis is placed by many responding agencies on work in the schools.

The assumption is made that when a competent police officer presents a program or when a police administrator works out an educational effort (crime prevention, traffic safety, public relations) with school administrators, that "successful" police community relations take place and that students will develop more favorable attitudes toward the police. One agency (Gilroy, Calif.) embarked on a very careful large-scale school program and took the additional trouble to evaluate it, learning that school children did express favorable attitudes afterwards. That may not always happen as one perceptive observer (a Great Plains state chief) points out. He fears that teachers in general are ignorant of police functions and quite often harbor hidden anti-police attitudes which, when transmitted to students, result in student distrust, disdain, etc., thus making them less liable to be recruited for police work in later years. By implication a primary effort in recruiting must be a long term effort with public school teachers to bring them to be interested in and to approve of the police as an agency and police work as a vocation.

Several chiefs observed that underprivileged and minority groups represent an untapped potential of talent for police recruitment. Their selection of course would have value beyond adding personnel, for it would establish necessary links with these community sectors, contribute to the democratic ethic by proving that power is shared, and reduce the "in's" versus "out's" or white versus black oversimplified version of social conflict. But minority groups tend not to contribute

recruits to departments even when special efforts are made to enlist them. One of the departments in this Advisory Group has recently conducted a special effort recruiting campaign among Negroes in its jurisdictions. Very few responded. Clearly, a problem exists. One solution posed by a responding chief was to set up a special cadet corps, this one with no requirements other than physical health and age between 17, and, let us say, 27. It would be a pre-training corps for police service directed to school dropouts and modelled along the lines of the present federal youth opportunity programs. It would provide a chance for schooling, moral education, and the channeling of interests toward a police vocation. There would be no rigid time schedule; youths would progress as they could and those arriving at acceptable standards of education and conduct would then be invited to apply for police positions. The proposal suggests that the program be federally sponsored and coordinated.

Comments were made about the likely effectiveness of on-going federally sponsored youth training under the job corps employment opportunities and MDTA programs. One department was pessimistic, describing how the school dropouts being trained for police-related positions (in communications, clerical, etc.) lacked perseverance emotional stability or learning ability. This is to be expected among persons with underprivileged and maladapted backgrounds. Our impression is that at least some police administrators are not confident about the outcomes of youth corps police-related training. It is our feeling that either great hopes of success or great pessimism may both be premature reactions and that such programs must at least be tried out before the results are judged. Even if only a few persons enter

police service via this route, as long as it provides citizenship training and is without financial cost to police departments, there can be merit in the programs.

Another proposal, this one emphasizing the importance of high school-police contacts, suggests that each high school and junior college library contain recent books on police specialities. School librarians would be encouraged to display these prominently. One might also have city-wide essay contests and other activities whereby students reading police books would be given prizes to stimulate and maintain their interest in a police vocation.

Quite a different proposal for recruitment comes from a Mid-western chief who contends the recruitment problem is so severe that it may not be solved at the local level. He proposes that the national Selective Service be used so that military draftees be assigned, in some cases, to local police departments for two-year service. The writer recognizes many problems of control and training, but he suggests that federal training and compulsory draftee police assignment by the military, responding to local requests, may be the only solution. This proposal making police service an acceptable way to meet a youth's military obligation involves the federal government quite directly in local police affairs, since selection standards, training programs, salary and ultimate command would normally evolve upon federal military rather than local police administrators (or, alternatively, upon state national guard administrators). Although conceiving of only short term service within departments, the proposal is not far removed from others calling for greater involvement of the federal government in police affairs and crime control. Whether or not a national police, which the foregoing proposal envisions, would be

an acceptable development, would be a matter of considerable debate.

Another chief referring to the drafting of policemen called for Selective Service deferrments for police personnel. He felt that police service is of an essential nature, that recruitment of police is difficult and that the cost of training is very high; given these facts local police departments should be allowed to keep their men rather than losing them to the military. That proposal is not in keeping with the sentiments of other police administrators who contend that military service has great value for law enforcement personnel. These administrators would hope to attract men to a police career prior to their being drafted, perhaps to expose the men to police work during cadet or combined police-and-college training programs so that police career affinities be established prior to military service. If the department then arranges military leave and provides for seniority protection, if it maintains contact with the man while he is in service by being sure his supervisors write to him and departmental bulletins are sent to him, then there can be some assurance that the man will return to police work upon completion of his tour of military duty.

On the other hand there will be periods of manpower crisis in local departments which, as personnel emergencies, may justify military deferrments. Such deferrments need not be permanent and can be worked out in cooperation with state and local draft boards, preferably after national policies allowing for such contingencies have been decided. It is likely that the entire Selective Service mechanism will be under review in coming years since the basis of values and priorities on which it now operates is coming under public criticism and official scrutiny. It would be reasonable for draft

policies with reference to the police to be considered as part of an overall Selective Service reassessment, should that come to pass.

In considering what some respondents term the failures of local departments to control crime and disorder, some administrators have directed their proposals not so much to personnel problems affecting patrol level ranks but at command levels. Serious criticisms were directed at the training, orientation, flexibility and all-round competency of police commanders; these failures, it was implied, are of such a nature that no progress in crime control--or in meeting civil disturbances--can be expected until recruitment of administrators is altered. By inference both the training and promotional procedures by which police commands gain their staffs are held to be inadequate if not deleterious.

Proposals for changing the character and quality of police administrators stressed three needs; (1) the need for administrators with more training and sophistication in human relations, including policies, social change, psychology, race relations, criminology and the like; (2) the need for administrators with personal qualities which allowed them to be changed rather than status-quo oriented. In a world fast changing, the police administrator must anticipate and prepare for new kinds of communities with new problems--and new positive potentials too--instead administrators are implied to be lagging behind because they lack interest in the essential characteristics of the people who constitute their citizens and of the social and psychological processes which underlie change, crime, unrest, and the like; (3) the need for new ways of recruiting capable police administrators. Suggested were (a) federally sponsored training schools to which local police would go and upon graduation be

qualified for promotion, (b) lateral transfers of command personnel from other departments with acceptance based on their qualifications and past history (without examination necessary), (c) lateral recruitment of command personnel from non-police fields such as the military, law, criminology, administration and the like. One police superintendent proposed that the European police or American military system be adopted which stresses direct command recruitment and de-emphasizes promotion up from the ranks. Drawing on the demonstration of increasingly complex technical skill required (See Janowitz, The New Military) this commander held that men who meet recruiting requirements and have police experience in the ranks cannot be assumed to qualify for administrative responsibility. By implication present promotional means (typically the civil service written) are held to be that departments must function with poor managers and that field procedures must necessarily suffer from the limitations so derived. The criminal benefits, the citizen suffers. (d) Implicit in the call for better administrators and new ways for selecting and promoting them is the requirement that we learn more about good administrators compared to bad ones. Whether posed as a problem in job analysis, the sociology of organizations, or the psychology of management, it seems evident that the people in charge of selecting and promoting managers could do better if they knew what factors contributed to a man's being a good administrator. Management consultant firms sometimes offer this knowledge, but whether or not their sales talks are based on good

empirical research is much open to question. The military services, in their studies of leadership, and some behavioral scientists in universities do have some facts at hand. In one of the departments represented in this Advisory Group there is a study now underway of two aspects of management; the goal is to develop knowledge for application in later administrator selection and supervision. One aspect of the study focuses on management integrity; it is trying to find out what items in a man's background or on-the-job behavior predict the likelihood of his becoming corrupt or otherwise betraying his public trust. The second aspect focuses on career success and is studying successful men outside of the police field. It is looking for items in personality, background, or social setting which are associated with the accepting of occupational challenges, with the ability to survive crises and to make the most of opportunities, and with the strength to compete and to remain ambitious for higher posts and greater responsibilities. We think that this approach (research which draws on police experience, scholarly research, and research on behavior in business and industry) holds promise.

A program related to lateral recruitment in its problems, although having as its goal training and enhanced interdepartmental relations, was described by one department. It is setting up international personnel exchanges with its commanders going abroad and foreign police officials, proficient in English, replacing them: Since the exchange personnel are not set to work in jobs where arrests are required, they need not carry a weapon or be sworn in. This program is now in operation.

Also mentioned as recruitment devices were cadet programs. Those departments using cadet programs reported satisfaction with them, although review of their statistics show that there is a high rate of loss in terms of the number hired versus those who become sworn personnel. Even so, as long as cadets fill clerical or other civilian posts and perform satisfactorily, the loss is considered minimal. Cadet evaluation must, of course, on economic grounds, balance training and turnover costs for these youths against those expected costs for older staff; a weighing factor for the value of each actual police recruit must be entered in.

Several departments in California are hiring students for part-time school year work and full-time summer work under the provisions of the Vocational Education Act. Under the Act, the federal government can pay the full salary for the first year and 90 per cent for the second year of all youth hired, age 15 to 21, who require jobs in order to stay in school. There is no requirement of "need" based on maximum parental income although there is required evidence that alternative employment is not easily available. In operation, the Act provides cadet-age personnel to police departments without any cost to the department. In those jurisdictions employing them, students age 17 and up have been placed in a variety of non-sworn posts, booking desks, filing, identification, supervisors for non-delinquent children in child care sectors of juvenile hall, etc. Reportedly, the program works very well serving not only to provide personnel but also to get youth involved early in police careers.

A number of respondents discussed means of attracting recruits. High salaries, fringe benefits, and educational opportunities were cited as appeals that worked. One major southern city offers a free college

education to every recruit. The education is paid for by a civic group and is made available not only to new recruits but to experienced personnel. It is reportedly working well.

One chief suggested that considerable cost and efficiency could be obtained if small departments did not do their own advertising and recruiting, but instead relied on state and private employment agencies. It was proposed that these agencies could give the necessary tests and preliminary evaluations.

Internships have been described by another chief. His department arranges with local universities and colleges to assign students in law and municipal administration and possibly in other fields to work in the department. The program as described can be said to improve liaison between the police and the university community, to educate potential community leaders to police problems, and to teach them channels for communication to the police, to set students thinking about police problems so that they may eventually develop solutions useful to the police, and, in the interim, to provide personnel assistance to the police and meaningful work experience to the students.

II. SELECTION

The few responding departments which discussed selection, as opposed to recruitment, all stressed the need for standards which yielded competent personnel. The greatest emphasis was for men, at both rank and command levels, who were broadly trained in the social sciences, law and the like, and whose skills were interpersonal. One thoughtful chief wrote that American agencies were highly advanced in the world of technology and gadgetry but that law enforcement was

doomed to failure if it had only tools and apparatus and no men who could use them in such a way as to assure the success of the relationship between the police and the public. He likened the situation to a highly skilled doctor surrounded by wonderful equipment but unable to get along with his patients. That doctor, or the analogous policeman, would not achieve his ends no matter how much new technology he put to work for him.

Among the working programs in selection, all those reported mentioned procedures cited earlier in this report as standards, including those we refer to here as "standards" without evidence of their value as such. Some departments emphasized the rigidity of their requirements; whether or not there might well be occasions for flexibility was not discussed.

Some very thoughtful questions and suggestions were raised by respondents when they addressed themselves the question of selection for what, or rephrased, what kind of men really do well at the beat level? Most respondents conceived of this as a research problem and were careful to avoid making assumptions which, if put into practice before being tested for accuracy, would serve only to freeze police service into one more possibly inappropriate posture. One commander noted the absence of hard data on what the characteristics are of men who successfully supervise on-the-street operations. The various armed services have spent immense amounts of money selecting for positive traits as well as screening out negative ones; fliers, astronauts, combat platoon leaders, submarine officers; these and many other leader categories are well described by job and by personal traits and various tests--ranging from sociometric peer evaluations

to psychophysiological measures--are routinely used for their selection. But in police service, selection is for generalists or line officers, not for special qualities useful in particular assignments, and even line-officer selection emphasizes what is not wanted more than what is. The chief who discusses this issue of positive leadership characteristics cited his own experience and speculated that one important feature of a successful precinct captain or squad lieutenant was the ability to innovate, to invent, in ways that utilized rather than opposed the situation in which, and people among whom, he was operating. Who is the aggressively creative field commander, the quick-thinking adaptive sergeant? Why don't we know how to choose them either as recruits or at time of promotion?

Another chief emphasized the growing specialization of police work and observed that not only technical skills (communications, data processing, equipment maintenance) but interpersonal skills might also be of a specialty nature. Perhaps some men are better equipped to deal with a crowd of juveniles, others with hostile union pickets, others with truculent citizens demanding one or another improper favor. Could one beneficially develop information about the characteristics of men in relationship to common kinds of patrol or special tactic problems so that assignment would not be at random but rather would draw on the most competent first? This may now be done by a rule of thumb or intuitive process, but the chief's question asks if it might not be a subject of research? Successful descriptions of who handles what best would have broad implications for selection, for training, for assignment, and for supervision.

One chief made two related selection proposals. He stated that there was agreement that the qualities needed in peace officers were subsumed under the traits of competence, understanding, stability, and the like. (For a list of traits stated to be desirable by top-level police officials, see our publications, Police, 1961, #2, Vol. 6, pp. 59-63, and, 1962, #4, Vol. 6, pp. 77-79).

He suggested that ordinary civil service departments are not qualified to assess these traits. He pointed to the finding of our own research showing that the typical civil service written examination is a very poor test, measured by any standard and that it excludes men later shown to be competent while passing men later shown to be incompetent. This chief also noted that most police departments are not staffed by psychologists, sociologists, and psychiatrists who are able to conduct research which will lead to valid selection instruments. The consulting professionals employed by many departments cannot be assumed to do any better than other unvalidated procedures until such time as each department undertakes research to show that the professional involved does, in fact, act as a valid screening instrument. That, of course, is beyond the reach of most departments. What is necessary, he proposes, is that recruitment and selection be coordinated on county-wide or regional metropolitan bases and that it be removed from both civil service and police purview, except insofar as the latter contribute to the development of the program, provide for background investigations and document checks, and exercise veto power as necessary. He proposes that the now-developing community mental health programs (community psychiatry programs)

operating under state and federal encouragement in public health departments take over the selection task. They can conduct the necessary accompanying research and have the professional personnel needed for personality evaluation. Such a program is now in operation in one of the departments represented on this advisory group and is deemed highly effective--and has research results to support the claim.

National selection standards similar to the California P.O.S.T. program were called for by one chief. Discussing the remarkable range in personnel requirements and the need for the rationalization of standards on grounds other than tradition or opinion, it is obvious that wide discrepancies exist among jurisdictions in the kind of men who become peace officers. Proposing national selection standards under a voluntary, financially rewarding program will be attractive to many police administrators. On the other hand, since it, like so many proposals embodied in the documents received, requires greatly increased federal participation in local police affairs, it is imperative that the structure and procedural guidelines for that federal participation be weightily considered prior to any fragmented or precipitous moves into one or another aspect of local law enforcement.

III. ASSIGNMENT

Some responding departments related patrol concepts to personnel or management methods. Specifically they noted that the concept of fluid patrol or other special tactics for concentration of men in crime areas was not just a business of computorized plotting of criminal activity leading to a strategic response of saturation patrol or other special deployments. They translated the problem as one not only of

tactics or strategy in the game or military sense, but also one of manpower utilization based on careful assessment of what kind of people got what assignments and what happened thereafter. One striking example came from the Midwest where a chief described their decision to put patrolmen on three-wheel motorcycles with a traffic assignment. The apparent reasoning had been that the three-wheel bike put a mobile officer into heavily populated areas and that, through radio he was an immediately available reserve as well as a strategic presence. After an unstated period of time the actual performance of these men was examined, and it was found that they rarely, if ever, serviced in any crime-suppressing or combat function. All they did was to write parking tickets. Meter maids were then hired and put on the three-wheelers and the men reassigned to foot beats and patrol cars. Within a short time there was a reported 30 per cent decrease in criminal activity, presumably in the areas of assignment. One hopes that the statistic is both correct and enduring. In any event, the example serves to illustrate the role of manpower utilization surveys in putting assumptions to the test and in redeploying manpower. Another department, this one Western, lays heavy emphasis on periodic beat surveys to establish how manpower is and should be utilized. It employs computer techniques. The data fed to the machine includes analysis of workload by man and beat. When it is found that there are undesirable distributions of preventive patrol or routine service time, the computor can be asked to reallocate men, vehicles, beats, and shifts to achieve work loads closer to those deemed desirable. By the use of feedback, that is by periodic checks to see if the ideal

distributors sought are really accomplished, one can continually revise deployment and tactics to keep abreast of changing police problems.

IV. AUXILIARIES AND RESERVES

A number of responding departments have mentioned various special or supplemental forces used in conjunction with, or as part of, police services. Most of the programs describe citizen groups who hold some special relationship to the police and who are utilized for particular tasks. Among the groups mentioned were school traffic safety patrols, crossing guards, meter maids, citizen radio band mobile auxiliaries, neighborhood block mothers used for youth supervision, sheriff's junior posse, the social-civic "footprinters," the various cadet corps and, of course, the basic police reserves of citizens with police training who can be used in a variety of special situations. Departments with predictable changes in their population (summer influx of tourists, music festival guests, student vacation outing crowds, migrant workers in agriculture, civic protests, and demonstrations bringing in people from outlying areas) describe the use of special sworn reserves whose employment parallels the influx of visitors. One community reports success in using school teachers, graduate students, and retired military personnel as a summer supplement force. These personnel may be recruited locally or, if that is not possible, may be drawn from near-by communities and brought in for their seasonal work. It seems desirable to maintain a cadre or skeleton force of local reservists who can be used in other special situations; it is also well to have a quick communication network with all reserve forces, even summer supplements, so that emergency call-ups can be made in quick order.

What is striking in the review of auxiliaries and special groups as described in the documents is not the wide range of these groups and the variety of tasks to which they are put but the opposite. Few are mentioned. Those described are not always exploited to the fullest, neither in their capacity as a link in the communications chain to citizens, nor in their role as special targets for education in community relations or crime prevention, nor as actual working personnel to carry on supplemental police rolls. The block mother program, devised by a department represented on this Advisory Board, stands as the kind of exception we would hope to see more often. Here citizens are involved on a full-time level working with their own neighbors, working with the police, striving to educate youth, doing their best to supervise potential delinquents, doing their best to integrate adjudicated delinquents back into the community.

One thinks of the "block worker" efforts among possibly delinquent gangs in major cities or the work described at Harvard where gang leaders were paid merely to talk, paid by the word, so that after some hours of angry or nonsense chatter they began to speak of things important and to open themselves to contact with the others. The notion of delinquents as special auxiliaries has been tried and, when done with sophistication and supervision, can work. No doubt a variety of other groups, whether designated as personnel supplements, juvenile procedures, community relations efforts, or others are in operation or can be conceived.

V. ADMINISTRATION

Comments and proposals for administrative changes affecting personnel in general and field procedures particularly fell in four

categories. One group has already been discussed when the qualities of police administrators were reviewed. Generally, the expressed feeling was that administrators are too often conventional, rigid, narrow, and uninterested in and unequipped to examine the social and criminal realities of their own communities. One thoughtful and stimulating chief indicated that the rewards in police service (defined in terms of praise from one's colleagues and from civic leaders) came from being traditional and unchanging, from espousing "the police point of view." One surmises that this "police point of view" may be judged by some modern administrators as an awkward fiction, an anchor in the past, and a blinder to reality. What is needed, said this chief, is a new system of rewards and pride whereby administrators are praised for new ideas and for new solutions. One infers that what is needed is a change in values so that not only new techniques and apparatus are deemed signs of progress and readily adopted, but that new concepts of police work itself, and of the police role in the community, are also deemed valuable. Indeed it is odd that technological innovations are so often welcomed in spite of what are found to be their later bad effects (costs, smog, accidents, impersonal automation, etc.) whereas social innovations are so often resisted in spite of the fact that after the smoke clears away (usually a decade or generation later) very good social effects are observed (the realization of democratic participation for more people, increasing social consciousness, and personal morality among youths, higher standards of living, etc.).

A second area of administrative concern, alluded to only occasionally but with very broad implications, has to do with the funds allocated to police services by communities. Inadequate funds are assumed to lead to inadequate crime suppression at street level.

Some respondents attribute relatively low police salaries or inadequate funds for equipment, new personnel, etc., to the political naivete of police officials themselves. The suggestion is that these officials are political men only in the very narrow ways and so do not understand community processes nor do they build a broad base of community support which allows them to sell better financed police programs. A second explanation, one which was advanced by a very insightful southern chief (and will no doubt be referred to in the community relations section as well) suggested that the police have oversold themselves to the citizenry. By vaunting themselves, praising themselves, seeking respect and even glory, the police promise to deliver more than they can. They promise to prevent crime, to protect persons, and to protect property. The responding chief says they can do no such thing, that in a complex society there is no hope of any one agency stopping crime; that in a democratic society where laws properly forbid arrest before a crime is committed, that no crime prevention by the police (acting as authorities--there is no discussion of a preventive role in terms of education or intervention based on knowledge of the etiology of crime) can take place. Partial suppression, perhaps; partial control, perhaps; apprehension of some wrongdoers, certainly. Full prevention and protection, never. It is disillusionment that leads, says this chief, to what is mistakenly criticized by the police as public "apathy." It is not apathy, it is, he implies, disgust at the failure of the police to live up to the grandiose role of protector which they have foolishly set out to make for themselves; it is not apathy, it is a revision in the rated value of the police, evaluating them as less

important because in fact they cannot accomplish very much and, by implication, may cause harm (antagonizing minority groups, occasional brutality, resisting change, etc.) as well as fail to do good. The proper police role, says this chief, is in admitting limitations and in educating the public to the fact that both crime itself and the prevention of crime rest with the citizen, with society. At best the police are only an adjunct in combating crime. In terms then of the relatively simple matter of a public failure to supply recruits, funds, or respect to the police, this chief says we should expect it because we have brought it on ourselves. His argument--and their extensions as we have sought to pursue them--is most certainly stimulating and leads directly to a question to be examined more fully in this report's section on community relations. Given any validity to his claims, it is certain that what one needs to do is to find out what the public does think--at deeper as well as superficial levels--and to learn how this does affect police operations, including the critical operations at the street level.

A third administrative area may be termed personnel resource preservation. The goal here is not only keeping men from leaving law enforcement, but keeping them from going stale or from getting sick or dying while in it. Effective supervision implies sensitivity to the irritation which makes men leave the job. A recent study conducted by departments represented on this Advisory Board (Blum and Osterloh, KEEPING POLICEMEN ON THE JOB, Police, scheduled for publication in June, 1966) implies that terminal interviews, morale surveys and close day-to-day man supervisor contact are imperative if peace officers are not to leave. Departmental policies will have to change, to cure causes of wide-spread personnel dissatisfaction; supervisory

procedures will have to change. Without such sensitivity to what on-the-beat officers feel and think and without a willingness to make the structure meet their legitimate "beefs," there can be no effective field procedures because there will be fewer and fewer patrolmen in the field. One thinks of special devices to keep police officers on the beat and effective. Anonymous surveys, weekly individual officer-supervisor conferences, and monthly free-and-open staff exchanges with facilitated upward communication are all crucial. In addition, the use of professional consultants (sociologists, personnel people, etc.) for operations research can pinpoint problem areas in field procedures, problems which frustrate or cause despair without the roots being recognized. One also thinks of periodic compulsory health examinations which follow the model of industry by requiring thorough investigation of all bodily systems including mental health. As men grow older, special attention must be paid not only to risks of heart disease, cancer, diabetes and the like, but to middle life depression, and to alcoholism. Preventive medicine including psychiatry applied to police personnel will conserve a precious resource.

One should not limit the appraisal of disability to the chronic illnesses, whether physical or mental. One should also have periodic assessments of potential disabilities in ways of thinking and working. Men in the field can grow stale; they can become rigid and routinized; they develop stereotypes about citizens and criminals; they lose sensitivity to themselves and to others; they can also become careless about their work or their standards of honesty or their commitment to aggressive enforcement. These, too, are ailments, not diseases, of course, but ailments which reduce field effectiveness fully as much

as other disabilities. So it is that periodic personnel assessments must be made which delve into men's work patterns, their attitudes, their optimism, their energy levels, and their honesty. Probably trustworthy outsiders can best conduct such inquiries; perhaps insiders can also be trained for them.

A fourth area is that of conduct standards or police ethics and is alluded to above in terms of honesty. How a police officer behaves in terms of his own morality and adherence to law depends, of course, on a variety of factors. At the least, they include factors in his own background and personality, the opportunities and restraints which exist in the neighborhoods or in the groups to which he is assigned for police duties, the values (hidden as well as expressed) of the larger community, and, of course, the standards which the police department not only talks about but actually demands of its men. The only suggestions for solutions to the problem of corruption and police criminality came from informal discussions with police officials; not from any document received. Nevertheless, the problem of individual (or group) peace-officer conduct vis-a-vis the law itself is inseparable from police field procedures and the larger effort to combat crime. If the officer is himself criminal in some significant way or if he is corrupted by criminals into tolerating crime; the crime-prevention effort suffers even though that same officer may do splendid work in his untainted spheres. So it is that when one speaks of combating crime, one must include combating crimes inside of as well as outside of police departments. No doubt interesting research programs could be undertaken to describe the etiology of that occasional police criminality which is so disturbing. In the meantime, one engages in strenuous personnel selection efforts designed to weed out the more obvious and deviant criminal, as inferred

from his history, and in the development of within-department procedures which may be accounting and records control, supervision, or the installation of full fledged "intelligence units" who are charged with keeping an eye on their fellow officers. A special suggestion from one official proposed that police administrators as a whole frankly and publicly face the problem of police criminality and corruption, admit to its at least occasional presence, and begin a concerted effort to build a compelling set of ethical standards. This official stressed he did not mean writing another code of ethics (See Kooken's fine book) to which lip service was rendered. What he did propose was that private and confidential interviews be conducted around the country with a representative sample of police officers, that their actual conduct be described, that their views be solicited as to what could be done in their own departments to improve honesty, and that the police profession as a whole address itself over a several year period to hearings, discussions, and deliberations which would aim to create a strong body of opinion such that administrators or men who deviated—in criminal ways—would be the subject of intensive corrective efforts by the profession itself. If informal procedures fail, the profession might then read these men out of the profession and institute charges against them. This official proposed that an ethical standard be developed which outlined each area of possible violation and gave examples of what would and what would not be defined as ethical (as well as legal) violations. The ethical code of the American Psychological Association is such a document and can be used as a model. The assumption on which the official's suggestion is based is that peer group pressures, the peer group being the body politic of all police administrators nationally, can produce honesty and professionalism

faster than any other device, providing the peer group itself can get not only agreement but moral conviction to back up its efforts.

A fifth administrative area limits itself to a criticism of the civil service system. One chief especially addressed himself to the problem; and although admitting that civil service provides many benefits in terms of job appeals (security, honesty, benefits) and is a force for the good against corruption, it also seriously damages the potential excellence of police performance in crime control. Why? Because the very strengths of the system--its security and predictability--lead to the ever-present evils of bureaucracy, notably rigidity, rule-boundness, inflexibility, and a tendency toward mediocrity and the protection of incompetence. Given inadequate numbers of personnel and the growing crime problem, one needs maximum freedom to invent, to move, to eliminate the poor performers. Civil service retards these actions and, says this chief, makes it practically impossible for a supervisor to firepoor men or to meet new challenges. No suggestions for change are offered. The chief recognizes the dilemma of the good features overbalancing the bad, but he asks us to consider what might be done to improve matters. Another responding letter writer was more specific; he proposed the abolition of all civil service as it affected police personnel, a proposal we do not think will find many takers.

A sixth administrative matter raised by respondents has to do with the coordination of police services. In various forms, one or another official has suggested increased federal participation in police affairs. One suggests, as earlier mentioned, recruiting and assignment through the draft so that military personnel do tours of duty in local

departments. Another asks for federal police schools (or perhaps approved national standards for schools) issuing certificates or degrees at various levels of competence, these to certify competence required before being considered for promotion (and ruling out the need for local promotional examinations). We have already noted that one suggests that standards for selection be national, another that coordination in crime operations (communications, strategic deployment) be controlled from above rather than locally. One outspoken respondent called for the abolition of all small police departments and all sheriff's departments. In their place he would create regional police services independent of local political control. Several ask that out of the present Crime Commission there be established an enduring body charged with the overall strategy of a fight against crime.

Not all suggestions are for federal coordination; some limit themselves to county-wide or state-wide coordination. In selection, for example, one chief proposes that all jurisdictions in one region, be it metropolitan or county, pool their efforts at recruitment and selection so that all entering applicants are processed through the same channels even though hiring would remain a local matter. Such a procedure seems to require standardization of salaries and certainly requires mutual standards for selection itself. The advantages are greater efficiency, lower per-head recruit costs, and the elimination of competition at the recruiting level among jurisdictions in the same region. State-wide standards for selection and training do, of course, exist, as in California's POST program. That program works well. It may be that a number of other coordinated efforts will also work, but

this fact must not lead us to overlook the hidden controversy. Even though no responding department spoke out against county, state, or national coordination, there would certainly be strenuous opposition to control exercised at any but local levels. Present programs tend to work because local agencies are offered something in exchange for their conformity--information or money, for example. But participation remains a matter of local option. To federalize any aspect of police service without offering something valuable in return, to federalize it without local option and democratic participation in the choices made, would most certainly stir a hornet's nest of opposition. The requirement upon us that we report all suggestions made has led us into this area. It is beyond our mandate to evaluate it in detail or to engage in any controversy. We merely submit, at this time, that the advantages of coordinated efforts are clear but that voluntary participation, encouraged by a quid pro quo of money, aid, and possibly other attractions (training, etc.) seems the means to increase that coordination without generating disruptive resistance. In the meantime, before any precipitous, ponderous administrative apparatus is born, it would appear that the fairest evaluation of the proposals made would be by gathering more facts about current operations, testing models of coordination, conducting operations studies of pilot programs, and then devising an apparatus on the basis of demonstrable need and workability. The reverse procedure, to invent a full-blown agency and then to let it thrash and thunder about finding work for itself, would seem an unfortunate development.

COMMENT ON THE DOCUMENTS RECEIVED

Two things stand out as we evaluate the personnel programs and proposals submitted by responding agencies. One is the wide range of sophistication present. Some departments are represented by obviously brilliant administrators who are creative, thoughtful, and sensible. Their presence is proof of the quality of men who are attracted to police work and who assume their responsibilities as public servants in truly admirable ways. Other departments may not be so fortunate and we must conclude there are gross inequalities in the facilities and personnel representing law enforcement. Some communities do not appear to be able to provide themselves with the service and protection which all citizens deserve. Differential provision of police protection, as inferred from the descriptions of services rendered, is as unacceptable in a democracy as any other differential access to the benefits of the larger society; whether these be health, education, economic opportunity--or in this case, the effort to protect person and property from damage due to criminality, accidents, or other misadventures which police services strive so mightily to suppress.

The second comment is that in the personnel area there are very few programs as such which are superior to the standards of practice which we hold are necessary if not minimal. Indeed, we infer that many communities are not fortunate enough to have departments which meet the minimal standards. In examining the replies of police officials, one is struck by the concern with unsolved problems and by the variety of proposals, some no doubt excellent, which have yet to be tested. We find reported few experiments or pilot projects, few

successful innovations. We offer two speculations. One is that thoughtfull police administrators are in a problem identifying state right now when it comes to the procurement and deployment of their most essential resource, their own officers. If social change is characterized by phases, then at this moment the phase is not one of testing solutions but of evaluating recent advances (generally the rationalization of personnel selection and management as set forth early in this section as "standards"), finding their defects, and considering where to go next. If that is the case, then the next step in the cycle must be one of new directions in personnel selection and management, perhaps most effectively sought by means of pilot projects which are now only in the idea stage. The other speculation, linked to the first, is that the technological changes so rapidly introduced both into police work and into the larger society have brought about changes in human relations (within departments, within communities, between the police and citizens) which, while deeply troubling many police administrators (as evidenced in complaints about public apathy, lack of respect, student and minority "trouble-makers," "adverse," or "hostile" court decisions) have yet to be faced as problems capable of any constructive police action. What we infer is that many administrators are confident about how to handle the new technology, how to study EDP, how to integrate communication nets, etc., but that they lack confidence in how to deal with their human problems. Some of our reporting chiefs spoke directly to this point when they noted the emphasis on technology or the lack of sophistication in human relations. What is clear is that not only community relations but the management of their own personnel are matters about which

administrators are not confident. We suggest that their past training and their police milieu have not given them the tools they need. As will be seen in the next section, one strong set of recommendations we make have to do with the provision of new equipment; in this case not apparatus but knowledge about management itself and about the critical business of community and interpersonal relations. Without this knowledge, we hold that police field procedures and subsequent crime control programs will not succeed as they might.

MERITORIOUS PROGRAMS FOR IMMEDIATE ADOPTION

In other sections of this report, the judgment of merit is based on extensive field experience with new procedures and equipment. Other than the "standard" methods of recruitment, selection, and management which we set forth at the beginning, there are, as noted in the preceding paragraph, very few plans, pilot programs, or field operations to be evaluated. Among those that were reported, we set forth the following operating procedures as meritorious and so well along or so sensible on their face that they may confidentially be recommended to other departments for adoption. At this point, we do want to emphasize the unavoidability of overlap with other teams and, in particular, with Professor Germann's excellent and comprehensive report.

NEW METHODS OF RECRUITMENT

SCHOOL PROGRAMS: It is reasonable to expect that efforts directed to school children--and to high school and college students as well-will not only have value in educating to safety and crime prevention, but can serve as a means of developing understanding

between the police and this developing "public" which, if favorable attitudes can be inculcated, should also open more students to the ideas of a police career. Many departments have programs where officers visit schools and lecture or present films. Very few departments actually work together with school administrators to provide continuing and intensive cooperative endeavors which provide two steps which we deem to be essential: (1) intensive work between the police and teachers to make sure that teachers understand and are sympathetic to police functions and that teachers transmit positive rather than negative attitudes, (2) that educators and police administrators assess the results over time of their school programs by means of attitude and information tests, records of changes in student behavior (crime reporting, information giving juvenile offense rates, recruitment success, etc.).

It must not be assumed that through routine school appearances or films showing that any impact has been made on students nor can it be assumed that teacher agreement with superficial presentations reflects genuine teacher attitudes. It is to be assumed that many present efforts will need to be studied and changed before positive educational results are achieved. It is assumed, by the group, that efforts with educators and with students are exceedingly important for recruitment, for crime prevention, for crime investigation, and for community relations. Systematic police liaison with school, with techniques of demonstrable value is one of the areas for intensive work which we recommend.

LIBRARY PROGRAMS: The placement of books about police service, about the sociology of law and deviancy, about criminology is recommended not only for high school and college libraries, but for public libraries

as well. A liaison program between local police agencies and local librarian associations is suggested as well as a national liaison between the IACP and the National Librarian Association. The goal of these programs will be the establishment of recommended book lists (to which criminologists and other scholarly disciplines associated with the police will be asked to contribute) and of library display programs and essay contests on the advantages of a police career, and other joint library-police ventures.

CADET PROGRAMS: The advantages and disadvantages will be discussed in Professor Germann's report. We would note the value for individual departments of exploring the use of cadets.

PART-TIME STUDENT WORK PROGRAMS FINANCED BY THE FEDERAL VOCATIONAL EDUCATION ACT: The availability of funds, the likelihood of youth interest, and the demonstrated contribution which these students can make to work in police departments recommend this program to departments for adoption. Internship programs which put graduate students in police department placements where they can work and observe are recommended.

With reference to Selective Service, it appears reasonable that each department work out with local boards procedures to be followed in granting deferments for police officers during periods of emergency. Such departmental requests should not be abused. In the absence of a program of blanket deferments for police work, which we do not recommend, the long-range alternative is to attract men to police careers prior to their being drafted, as is done in combined police-and-college programs and then, once a man is drafted (or enlists) to maintain contact with him by means of letters and bulletins, to

keep him aware of the departmental wish to rehire him, and to otherwise work to retain his departmental affiliation while he is in service.

NEW METHODS OF SELECTION

ELIMINATE CIVIL SERVICE WRITTEN EXAMINATIONS FOR RECRUITS: Based on research and the clear need for men which makes it imperative that potentially capable policemen not be screened out by the essentially whimsical procedures of the average civil service written examination, it is clear that one new direction is the abandonment of this particular futile testing tradition. Substitute screening hurdles may be offered, but not unless there is scientific proof that the test excludes poor men and passes good ones. For a review of such research procedures and a designation of tests with demonstrable utility, see Police Selection.

COORDINATE SELECTION WITH UNIVERSITIES OR COMMUNITY MENTAL HEALTH PROGRAMS: It is obvious that police agencies can benefit from the presence of professional behavioral scientists as they develop selection programs tailored to their departmental needs. Insofar as local universities or public health programs have staffs of scientists and professional skilled personality diagnosticians available, it is to the advantage of police agencies to invite such professionals to participate in research on selection and to play important roles in assessing candidates. Insofar as efficiency can be achieved by combining the selection requirements of departments

within a county or region into one program, then regional unification in selection and selection research is desirable.

MANPOWER UTILIZATION

The same procedures which contribute to fluid patrol, saturation patrol, and other special strategic deployments have demonstrated their value in monitoring personnel assignment with an aim to maximal effectiveness. For large departments the necessary data can be handled by computers, for smaller ones, hand tabulation of information will serve quite well.

Information from beat surveys showing how time is actually used, what kinds of apprehensions are made, what kinds of complaints, calls, requests are acted upon by post and circumstance (time, season--rank and experience of men) are coordinated. Actual performance on post is compared against desired performance, the latter being derived not only from concepts of ideal distributions of patrol time and activities, but from statistical summaries of actual activities on beats where high effectiveness was achieved. What is implicit here is that operations research which includes manpower characteristics and outcome ratings in its data base should be applied to manpower utilization and overall assignment policy. The presumption is that such agency-self-observation procedures will be a constant activity and that feedback will provide for continuing shifts in assignment- and necessarily in other organizational activities--as problems and effectiveness are altered. More advanced departments may now have

the facilities for such personnel oriented operations research utilizing computer techonology. It is assumed most departments will not. Since both the research method and its effectiveness have been established, the problem is to make present technology and know-how available. One can conceive of a centralized computer facility and roving operations research teams serving a number of departments or a state, regional, or national level. Since the data and processing need not be on a daily or even monthly basis, but does require only normal recording procedures, it is quite possible to have advisory teams to set up record keeping and to supervise liaison with the centralized computer facility to see that updated proposed reassignments are continually flowing back to each participating department.

PERSONNEL RESOURCES PROTECTION: Recommended for immediate adoption is the annual compulsory medical examination which is to be thorough and which is to include psychiatric evaluation sensitive to the special problems which face men in police careers. Special attention to the risks of mid-life depression and alcoholism is suggested. In addition, assessment of departmental morale and the solicitation of problem-identifying and problem-solving ideas from all personnel through survey, supervisory conferences, and through regular frank staff exchanges are to be encouraged. As part of the

proper management of personnel resources, larger departments are advised to consider the use of operations research or behavioral science studies as a means of identifying breakdowns in field procedures or sources of personnel dissatisfaction which may not be otherwise identified. It is likely that the simultaneous attention to what officers do and how they feel will lead to supervisor interest in identifying work-damaging attitudes among personnel; rigidity, prejudice, boredom, cynicism, and the like. It is also likely that attention to performance and feelings will pinpoint organizational failings that will have to be remedied by organization-wide changes.

MERITORIOUS PROGRAM FOR PILOT STUDIES

The foregoing paragraphs listed techniques ready for general adoption by departments. We now deal with promising programs which are not fully enough explored to justify the recommendation of adoption but which are worthy of pilot programs. Some are in the pilot stage in a few departments.

PERSONNEL EXCHANGE: Exchanges between departments at the rank and command levels should be explored further. Included should be international exchanges.

POLYGRAPH TEST IN SELECTION: One faces a curious situation with reference to the use of the polygraph. Some departments have rejected it outright whereas others have accepted its use uncritically. Both actions seem to us extreme, for there is as yet no published research showing whether or not the polygraph has utility in selection. What is needed is not an emotional rejection or enthusiastic adoption of the polygraph, but rather a study of its utility. In one of the departments represented in this Advisory Group such a study is now being made, the results of which, it is hoped, will be useful to other agencies in arriving at rational decisions. But a study in one department is not adequate, and it is advised that other departments, especially those that have selected some men with polygraph testing and others without, put their data at the disposal of research workers so that facts may be used in a field now much too filled with acrimonious debate.

PERSONNEL EVALUATION USING RATINGS BY THE PUBLIC AND BY OFFENDERS.

One of the departments represented on this Advisory Group evaluates the work of its men and the effectiveness of its procedures by random sampling among all persons making reports, complaints, calls, or requests to the departments. An officer is sent to their home or place of business and asked, several weeks after the contact, what happened as a result of their contact and how satisfied they are with the police work they experienced. In addition, all suspects apprehended in the jurisdiction are interviewed upon disposition of their cases and asked to evaluate the work of the apprehending officers. At present, this feedback mechanism is a splendid one for revising procedures, monitoring such things as time to answer calls, records

adequacy, seeing new training needs, and, of course, for enchancing public relations. This same procedure has great promise as a means of rating personnel based on "customer satisfaction." We propose as pilot programs in a number of departments both the inauguration of the present feed-back to procedures and adequacy as described above, but also its extension to personnel ratings for all personnel in contact with offenders and the public. These personnel ratings can be used in a number of ways; (1) to detect common errors or other lacks in knowledge and technique which can be remedied through in-service training and can be built into new training programs; (2) to detect individual failings which can be corrected through direct guidance offered by the officer's supervisor; (3) to identify notably successful methods or innovations which may be in use, or invented by particular officers, which have not been officially recognized but which, if adopted, could improve the performance of others not now using those methods; (4) to use the ratings as the basis for assignments to special activities where assets can be put to use; (5) to use rating data when considering promotion; and (6) to use "customer satisfaction ratings" as a criterion of performance useful in the validation of selection measures.

MINORITY RECRUITMENT. Pilot programs are desperately needed to test methods for recruiting Negroes, Mexican-Americans, and other under-represented and underprivileged minority youth into police careers. The proposal set forth in one of the documents received, namely to set up special cadet corps at the pre-employment level where intensive job training and character development are undertaken by the police in cooperation with educators, employment specialists, social scientists, mental health professionals, and minority

group leaders seem worthy of trial. The program at local levels could be integrated with other "poverty program" and "job corps" work. One must not expect high rates of success in terms of final recruitment; one should look on the effort as worthy in itself and any gains, whether these be in education, democracy, youth self-respect, or honesty, or better police-community relations, should be taken as valuable. Long range gains will be difficult to assess; short range gains will likely be discouraging. Nevertheless, as an important effort which will bring police directly into contact with minority youth and which will bring the police into social affairs, and national programs, it has much to recommend it. We suggest that coordination be at the federal level, that local departments in different areas of the country be asked to set up such experiments in cooperation with federal and local opportunity, job, and poverty programs and with other local resources.

AUXILIARIES: Pre-cadets mentioned above constitute a kind of police auxiliary, although most certainly not of the sort usually considered. The school traffic safety patrols are also "auxiliaries" as are police cadets, citizen radio band mobile auxiliaries (used by some departments in neighborhood patrol with reported high effectiveness,) and the conventional adult sworn reserves or auxiliaries, including seasonal or holiday reserve groups. One of the departments represented on the Advisory Group is working with a different kind of auxiliary, "block mothers," self-organizing groups of women linked to the police to report neighborhood problems, to identify pre-delinquents, to give information on suspected activities, and to offer both special

"motherly" surveillance for problem or insufficiently supervised youngsters and to be given informal custody of neighborhood youths referred back to them at the discretion of the department after minor offenses. We think that the "block mothers auxiliary group" represents a potent on-the-street crime-control force. We think it represents a cost-free highly advantageous personnel "reserve" which makes use of natural human resources in the control of crime, namely motherly supervision, neighborhood interest and pressures, and adult-group interest in youth guidance.

We conceive of other "para-police" uses for unusual auxiliaries. Certainly the police have reason to be wary of any delegation of authority to "vigilantes," "posses" or other elements which easily abuse power. That is not proposed. What is proposed is that neighborhood or interest groups that are already existing be viewed as "recruitable" in special tasks, as for example safety education, crime prevention education, information giving, street observation patrols and the like. One midwestern city offers school children membership cards and badges in a kind of junior policeman program; another eastern city sponsors scout groups; another athletic groups. We propose that valuable as these are in terms of public relations and good deeds, that such groups can be given more active roles as educators to their peers, telling others about crime prevention, the role of the police, and acting as a moral standard which exerts peer pressure against delinquency. A number of youth efforts by social workers and street workers have attempted direct control of delinquency by delinquent gangs, some without great success. Whether or not the police themselves would wish to undertake pilot programs with the

most extremely troublesome youth groups, is worthy of consideration; and if agreeable, worth pilot-program work. Similarly, when adults in a neighborhood or town become anxious or incensed over "crime waves" or particularly shocking offenses, it would appear that they are at that moment recruitable as "auxiliaries," not to act as "vigilantes," but to canvass their neighborhoods--under police guidance--offering information on protection, developing next-door-neighbor emergency communication systems (as in South American civilian defense plans by block against bandits) serving as street observers, and giving information on suspicious activities. Sensible utilization of these periodic outbreaks of public anger, shock, or fear can be used to bring citizen and police closer together and to help educate the citizen to the elemental fact set forth by one responding chief to the effect that crime and the prevention of crime is everyone's job, primarily the citizen's job, and that the policeman is not "big daddy" who is omnipotent. What a man who is not all-powerful does when he wants to accomplish a task bigger than himself, is to band together with others who have the same interests. It is this "united we stand" philosophy which should lead to much greater use of neighborhood auxiliaries, the use of which should most carefully educate the citizen to the weaknesses and inadequacies of the police so that the citizens themselves see the need to shoulder the onerous burden of community protection under the direction of the police.

SPECIAL POLICE AND SECURITY PERSONNEL: We have spoken of the gain from the use of new kinds of auxiliaries to broaden the base of police public support and crime suppression. There is one group of "auxiliaries" who may be viewed as "police" in the public eye, but who are sometimes remarkably free from the selection and supervision

that attend the use of police power. We speak now of security guards, of private patrols, of private investigators, and the like. Ordinarily deputized and/or licensed, these people rarely meet any careful standard of selection or performance. We believe this is a mistake not only for the "image" of the police, but because the men in these special groups may contribute little to law enforcement as such and cannot often be relied upon as auxiliaries who at all times would be supplementing law enforcement. What we suggest is that a careful review be made of the scope of these subsidiary private security and investigative activities, that the kinds of work and kinds of people doing it be examined and that the kinds of standards, licensing, and supervision be described. We expect some shocking "laissez faire" to be revealed. We would suggest as a next step, based on the survey findings, that standards for the stringent control of selection, licensing, deputizing, and supervision of these forces be set up; that formal training requirements be established, and that formal and continuous supervision making use of extensive liaison with local police agencies be required.

Attention to police ethics as a continuing aspect of administrative professionalization and the development of effective police group norms for the control of individual conduct is required. Local, state, and national police organizations, perhaps aided by federal funds must begin to assess what the range of actual police conduct is with reference to criminality, corruption, and the like. They must seek advice from peace officers themselves on means for improvement and control, they must, we believe, strive to develop that self-consciousness and commitment to standards which will make police

administrators, as a body, a self policing profession. Implied here is that at every level of contact police officials as a group must build a compelling system of ethics which assures honesty and the highest standards of fairness and civic responsibility. A national conference and a national study may be appropriate first steps.

HELPING ADMINISTRATORS: Police administrators need help. Deciding what help they need and how it should be given is, essentially, the business of each section of this report and of many other reports being prepared for the Crime Commission.

We shall not presume to take on any large part of that burden of advice for ourselves; we must be concerned with how administration affects police procedures; necessarily the two are as one and cannot be divorced in thought or in action. We have indicated that there is a great range of apparent competency among officials and an associated deprivation among some communities where police services do not meet the average or standard of practice, facilities, and adequacy of command, and presumably, lower-level personnel. This problem of inadequate services will be met in whatever area of procedures is to be observed; we list it among personnel problems but will also refer to it in other sections. We do think that one of the most significant levers for improving the all-round quality of police procedures, including the suppression of crime on the streets, is the effort to change the administrators themselves, for if there is anything at all to the notion of leadership, these men do lead.

How to equip present police leaders with the skills which will enable them to cope with new demands may be approached as a matter

of individual training or, seen as a national need, may be compared with the aid-to-distressed-areas concept, for the need is not unlike that seen when one tries to give aid to an underdeveloped region. In this instance, it is police services which are underdeveloped. However, the business of giving air or helping "development" is not an easy one. People do not change easily, institutions less easily, cultures least easily--or so it seems at least.

Consequently, it must be assumed that no one shot training program, no finely titled series of conferences, no shiny set of pamphlets will be more than a drop in the bucket. The presumption is that guided change is very hard work indeed and that is must pass through a number of stages; from problem identification to working through resistances (overcoming anxiety, opposition), showing alternatives, training in new ways, integrating new ways into existing systems, evaluating the effects of each stage, etc. So it is that we propose that a major effort be directed toward police administrators, that this effort include both new training of existing man and the recruiting by new means of new leaders (See Professor Germann's paper). We further propose that training be repetitive and continue over years, that it be made to work by making people want to come--which means giving the training a prestige aura, paying the men to attend, and paying their departments during their absence. We propose that a very careful scheme be worked out. We anticipate that it would provide for work on college campuses, for regional conferences and seminars, for police "rellowship" programs in the best departments, and perhaps in government agencies with law-enforcement related activites and

for exchange programs for intensive work in leading agencies.

HELPING DEPARTMENTS: We anticipate that training will have most impact if commanders are returned not to old unchanged environments, but if those environments themselves are changing, too. For that reason a number of new inputs must be provided--technological, ideological, economical--which "shock" departments into an off-center or changing climate. Once guided changes begin, it is anticipated that newly trained men will be able to seize the opportunities. To help them, it is proposed that "aid teams" in each of a number of operational areas be developed and federally coordinated. These aid teams would be assigned to influential departments within areas and would involve themselves as active advisors--probably at middle management level--for periods of months. Departments receiving aid teams and whose senior personnel were undergoing training would, in turn, become regional training centers for the satellite or outlying departments in their region. These smaller departments would send contingents of their men, senior and promising juniors, as in the fellowship and exchange programs, to work in the regional center and thereby to learn directly from the on-the-spot aid teams advisors who would, of course, be constantly teaching and demonstrating new methods--from human and community relations to patrol procedures to EDP for police records.

With reference to the work and acceptance of these on-the-spot teams, it would be clear that their first task in any area, whether it be patrol procedures or personnel management, would be an evaluation of departmental practices in the light of the crime problems and

agencies dare proceed without first being sure that the change-agents (the middle-management advisors, the consultants, the state and federal coordinators, the instructors, equipment installers, etc.) have themselves been instructed in how to do their job in ways that cause minimal disruption and maximal acceptance. We propose that such pilot studies which aim to develop training programs and master manuals for change-agents be a first order of business.

RESEARCH: It is fashionable to recommend research, and we admit to a bias among ourselves in favor of gathering facts before recommending courses of action, that fact-gathering being our definition of "research." Quite obviously, our foregoing proposals insofar as they call for combinations of action and evaluation are partly research endeavors, although best termed "action research" since the fact-finding accompanies rather than precedes practical action. There are several other areas in which research seems in order, both of these concerned with personnel at the patrol or "visible" procedure level. Once again there will be overlap with other sections of this report and with reports from other groups.

INITIATION INTO THE POLICE BUSINESS: As Professor Germann's report indicates, there is more to becoming a policeman than being accepted and being trained. The matter of "learning the ropes" or informal induction or "coaching" determines much of what a recruit will think about his own role and learn in terms of what he is <u>really</u> supposed to do in contrast to what the department rules, his supervisors, or the town ordinances tell him he is to do. In some departments there will be a wide gap between the informal realities of police

conduct on patrol and investigatory activities; in other departments the discrepancies will be fewer. Studies on medical students (see Merton, Reader, and Kendall, The Student Physician) and on the combat troops (see Janowitz, The New Military) emphasizes how the small group becomes a unit in itself, develops its own rules, listens to its own leaders, and tends to ignore or distort the official training "line".

We suspect that much of what really happens on the beat reflects not official training and orders, but this informal system. Probably a good number of the unfortunate incidents in police-citizen contact or misconduct (sleeping in the patrol car, unauthorized stops, etc.) are taught to new-comers in terms of "things that are done" or "how to get away with doing . . ." What is very much needed are some sound studies of the informal "culture" of patrol and investigator officers, an examination of these informal codes in terms of their effects on response to new training and new techniques, and suggestions for integrating or "coordinating" the informal coaching or initiation so that what is learned is compatible with what supervisors teach and believe the men to be doing.

NEIGHBORHOOD PARTICIPATION: We propose a unique experiment in personnel "management" at the street-level. We acknowledge its controversial nature and suggest it be tried as a special "action research" activity in a modern department ready to try new things and to run the risk of failure as well as success. The proposal calls for five major innovations, all of which are part of a neighborhood experiment in shared policing. What we have in mind is: (1) calling for Volunteers among the men of one department to participate in an

experiment in a high crime area; (2) to work with these men and their supervisors to develop a much greater exchange and upward flow of information between patrolmen and supervisor levels; essentially to introduce democratic or group decision making among the men working this experimental high crime area (modeled after the command procedures of Merill's U.S. Marine "Marauders" during World War II or Likert's New Patterns in Management participant problem-solving industrial method); (3) once procedures in (2) are worked out, so set up neighborhood committees representing all groups of interest to the police--including the worst hoodlum and drug offender groups as well as the respectable elements, the noisiest protesters and pickets as well as the quiet types and, working slowly over time, to ask these groups, as groups and at other times when represented by their leaders, to sit in on the crime evaluation and procedure setting conferences of the working policemen. The goal here is to involve all the neighborhood citizens, criminal and honest, radical and conservative, in examining neighborhood problems--including problems in daily patrol in gathering information, in crime suppression operations, in police-minority contact, in methods of apprehension least likely to arouse civil disturbances, etc.; (4) once (3) is working, to move from problem-identification and solution-proposing in the group to the actual sharing of responsibility. What this would mean would be that the police-neighborhood group, including the police and their supervisors would begin to take over responsibility for operating procedures and the actual supervision of police and citizen activities (see our earlier points on neighborhood auxiliaries) in that neighborhood. Shared responsibility would also

mean shared power and shared troubles; we would propose at this time that sometime during stage (4) some group members, or their delegates be deputized and begin to work with the police taking on enforcement activities and that, simultaneously, police be attached to the various groups represented to share power there. (15) Simultaneously, with all stages police management specialists, social scientists, and others would evaluate the whole program and provide information by way of "feed back" to assist in problem solving.

Among a variety of research needs alluded to in the text of this section, we note two here. One called for studies on the actual behavior of police in matters of ethics and criminality. Such a study would want to link attitudes to behavior and would want to describe the characteristics of men, departments, kinds of work assignments, and cities in which ethical standards were high compared to those in which they were low. T he research goal would be to find better means for insuring high standards of police conduct. The second research need to be emphasized is on the characteristics of successful police leaders--whether at the beat supervisor, precinct to station house, middle management, or senior levels. Work on management integrity should focus on preventing bad behavior. Work on leadership, on success in combatting crime, and on sucessful careers will emphasize positive features and, ideally, would draw on business, military, university, and industry knowledge and experience.

FEDERAL COORDINATION: It is clear that the programs envisioned in this report, if to be put into effect in any fashion, will require some kind of continuous support and guidance from a coordination group.

We believe that no permanent gains can be made on a national basis without some nationally-based continuing operation. The proposals made in this section and in other sections of this report are not one-shot efforts that can be accomplished by a simple legislative or one-time-funding act. They all require hard work overtime. On the otherhand, we would deem it most unfortunate for the structure of any coordinate group to be formed prematurely. It is relatively easy to create a new bureau; it is devilishly difficult to change it once it gets going. It is much too soon to decide on the structure of the coordinating body in terms of a permanent agency. What appears to be needed is a temporary authority established under law and provided with funds but clearly designated as limited in time and charged with recommending--not becoming--the structure of possible successor organizations charged with combating crime and aiding the police. Organizations must be a response to needs; needs must be defined on the basis of facts. Our present facts are insufficient; therefore, any organization prematurely established risks an inappropriate structure. We recommend a provisional body only, perhaps one much like the present Crime Commission and its staff with a charger for several years and the mandate to begin programs, to gather more facts, and to recommend the organization of its successor body.

SUMMARY AND RECOMMENDATIONS: PERSONNEL IN RELATION TO FIELD PROCEDURES

1. A number of responses to Attorney General's letter indicated the critical importance of personnel for the implementation of any police procedures useful for combating crime. Very few reported novel programs; some made splendid suggestions for as yet untried projects. It was evident that in some departments recruitment, selection,

assignment, and management were below levels considered to be standard or adequate. As a general statement, it would appear that there has been greater effort made to innovate and rationally study advances in technology and in equipment than in the human relations, personnel management, and the like. Consequently, and as pointed out by responding chiefs, special efforts in the personnel area are required if present or planned procedures are to work well.

2. Among the operating programs described, most fell in the combined recruiting-public relations-crime prevention area with an emphasis on contact with schools and juvenile groups. Several excellent manpower utilization and employment programs were described. Few selection innovations and no innovations in organization and associated personnel management were described.

3. Meritorious programs which appear to have had adequate field testing and which can be recommended for general adoption, as needs require, would include:

A. Continuous school contact programs with built-in evaluation of results.

B. Library programs for placing police vocational readings in school and public libraries.

C. Cadet programs (See Professor Germann's comprehensive report).

D. Revised selection procedures which will eliminate the average civil service written examination which is not developed according to present scientific standards for valid test construction.

E. Coordinated selection programs with local universities and community mental health services. When possible, unify selection for all agencies within a county or region.

F. The employment of part-time students in police departments with their salaries paid by funds administered under the Vocational Education Act.

G. Internship programs which place college seniors or graduate students in law, public administration, or the behavioral sciences in police departments to work, to observe, and to develop such research as may be appropriate.

H. National level policies allowing police departments to obtain emergency deferments for personnel about to be drafted. It is also well to work out at state and local levels liaison between police administrators and Selective Service for the best handling of departmental personnel emergencies.

I. In order not to lose the interest of officers entering the armed forces, each police department is advised to maintain contact with men in service through letters, bulletins, and any other means which will retain interest and departmental loyalty.

J. Introduce manpower utilization procedures based on beat surveys, personnel assessment, work output evaluation with actual operations being compared with desired operations. Computers recommend themselves for "gaming" various manpower deployment strategies by rank, shift,

beat, season, etc. Manpower utilization programs can well be tied in with patrol data analysis of the sort used in deploying fluid patrol, the difference being that personnel assignments by beat, shift, etc., are more stable. Centralization of computers and manpower study teams based in regional centers is recommended so that smaller departments need not incur new costs in availing themselves of the latest skills in this aspect of operations research and personnel systems study.

K. Protect police personnel resources by preventing illness, psychological disorders, or terminations arising from avoidable causes. Do this by introducing a thorough annual medical check-up which includes psychiatric evaluation sensitive to the special problems facing police officers. Also, continually assess the state of morale and sources of personnel trouble through surveys, supervisor conferences, and regular staff meetings. If troubles continue and sources cannot be identified, consider employing consultants in operations research or the behavioral sciences to pinpoint problems which reduce field procedure effectiveness by making men inefficient, sick, or which lead them to quit. Consider also continuous assessment of field personnel to identify work-damaging habits and attitudes such as ridigity, cynicism, prejudice, boredom, dishonesty, loss of creativeness,

and the like. Be prepared to act by changing the system or responding to the needs of the men once troubles and their sources are identified.

4. Meritorious ideas for field testing in pilot projects would include:

A. Personnel exchanges, national and international in scope, at junior supervisory and middle-management levels.

B. Continued research on the polygraph as a selection instrument. At the present time, there are insufficient facts either to allow recommendation that it not be used at all or that information derived be incorporated in selection. The optimal present use is experimental.

C. The use of new personnel ratings based on interviews with the public and with offenders with whom the officer comes in contact. These follow-up or feed back results (customer satisfaction) are also to be used in altering procedures, planning training, and supervision, etc.

D. Special effort programs for minority recruitment. Included here may be pre-cadet or police job opportunity training programs where police personnel cooperate with other agencies and groups in offering underprivileged youth a chance to develop skills and character which will bring them up to recruitment standards.

E. Explorations in the development of a variety of police auxiliary groups for the purpose of recruitment, police-community relations, and social pressures at the street level to combat crime and help the police.

F. A survey of present private security and investigative police with the aim of making them more acceptable "auxiliaries" through higher selection standards, more careful licensing, formal training requirements, and formal supervision under local police authority.

G. Develop compelling ethical standards for the police through conferences, self-assessment through research, and the development of strong beliefs among police officers mediated through peer groups and enforced as part of professional training and self-policing. A national program is in order.

H. Aid to administrators. Included here would be continuous training programs (conferences, fellowships, academic scholarships, etc.) with pay and prestige offered.

I. Aid to departments. The provision of middle management aid teams to especially selected and influential (usually geographically central) departments is envisioned. Aid teams would stay for periods of months, would evaluate, train, and assist men from outlying as well as the central assignment department. They would provide liaison to coordinated state and federal programs, etc.

J. Preparing the change-agents; pilot projects in departmental aid to develop techniques, manuals, information useful in bringing about non-disruptive change in response to department evaluation and the introduction of new technology and personnel know-how. Knowing how to guide change is considered essential. Mobile teams, consultants, advisors, all others involved in the provision of new knowledge, new equipment, new services to local departments must themselves be trained in how to achieve their goals. The unprepared innovator--whether offering patrol procedures or crime prevention education--may make matters worse if he does not know how to introduce change. Consequently, a critical feature of any national program to assist the local police in combating crime must incorporate studies of how best to introduce the methods and tools that are appropriate to the task.

5. Recommended research.

A. The study of the initiation of recruits into informal operating systems. One needs to know not only how the new recruit learns field procedures but also what he learns that is in opposition to what his community, his supervisors, and his instructors intend for him to do. All combat or working groups have such private codes.

"Pure" sociological research is needed to find out what informal police "initiation" is inimical to good operating procedures and how to integrate the inevitable informal coaching with the formal goals of the department.

B. An experimental program of neighborhood participation in police planning and police work in high crime areas.

C. Research to support the development of ethical standards by focusing on individual police behavior and attitudes and identifying factors contributing to kinds of criminality and corruption and, conversely, to resistance to these.

D. Research to support management selection and development programs. What is needed are models of kinds of leaders from patrol and investigation teams on up, the identification of situations which produce good leadership, and work on both management integrity (also part of "C" above) and career success.

6. The establishment of a federal apparatus in support of local police services.

A. The establishment of a provisional group at a federal level to begin the programs recommended in this report, to continue to gather facts about the best means for combating crime, and to consider the optimal structure for a successor organization designed to meet the needs as determined by actual experience with programs. We recommend against any premature crystallization of

the present and recommended programs. Clearly these programs require funds and coordination over time, but the moment is not at hand to freeze the fight against crime into one or another permanent bureaucratic structure. Enabling legislation is necessarily required as is the continuation of staff and directions.

SECTION XII

TRAINING AND EDUCATION IN RELATION

TO POLICE FIELD PROCEDURES

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IX

TRAINING AND EDUCATION IN RELATION TO POLICE FIELD PROCEDURES

DEFINITION AND SCOPE

It is the purpose of this report to discuss responses concerning the kinds of training that make field procedures effective, and hopefully, to suggest ways in which new directions may be developed to accomplish effective and purposeful field tactics for crime reduction.

Training for the police service is generally classified as vocational (how to) and academic (theoretical). Although the distinction is important in defining roles of various persons concerned (police academies, community colleges, and universities), it is not a vital distinction in this report and no attempt is made to distinguish between the two categories. It is, however, important to note that more than half of the responses to the Attorney General's letter asking police agencies to describe effective field procedures noted the importance of training of personnel.

To relate the role of training to field procedures, it may be well to quote a few of the statements received:

> "Expert training is the best assurance of proper crime prevention after careful selection of suitable personnel is made."

> "Consider police training to be most important activity of the department. . . . Changing pace of police work necessitates a continued and concentrated training program."

> "Establishment of department police academy to keep officers abreast of latest law enforcement methods and changing laws."

"Firm belief of planning officers in the department that training is an intricate part of any program necessary to reduce crime in any community. Programs design to acquaint both the veteran and recruit officers with the changing patterns of crime, assist greatly in the detection of problems before they arise."

"Continual and expanded police training, both basic and technical, and the development of specialists in certain fields has aided us materially."

"Adequate and in-depth basic, in-service, specialized and management training courses on a fixed schedule or cycle to encompass all members pertinent to their responsibilities."

For the purposes of this report, the following definitions are used to distinguish the various types of training:

Type of Training	Nature of Training
Pre-employment	Usually academic in nature, conducted in colleges and universities prior to employment.
Cadet	Most frequently a combination of pre-employment and on-the-job training, accomplished concurrently.
Recruit	Usually given at the time of employment--most commonly consisting of "how to" topics. Sometimes given in conjunction with on-the job training but almost always within the probationary period.
On-the-job	Training obtained while performing the job under direct supervision; commonly referred to as "coach-pupil."
In-Service Technical	Retraining of experienced police officers. Specialized training of persons to upgrade knowledge, usually for specialized assignment.
Supervisory	Development of personnel expected to undertake supervision of other in-work situations.
Command/ Administrative	Management training for police personnel assigned or being prepared for possible assignment to command and/or staff positions.

ACCEPTED TRAINING IN THE FIELD OF LAW ENFORCEMENT

Practically all of today's police training programs reflect basic programs established in the 1930's.[1] Although such programs are still appropriate, they were designed primarily to cover the duties of patrolmen and traffic officers. The scope of uniformed work has been broadly expanded since World War II.[2]

Training for the police service is really comparatively new. Prior to August Vollmer's first known "in-service" training in 1907, about the only training was of an "on-the-job" nature. It usually consisted of assignment to work with an experienced officer until the new man began to "know the ropes." With few exceptions, we have developed very little beyond this system. Such advances as have been made, usually involve an agency's operating a patrol system with officers working singly rather than in pairs.

Gammage[3], "Police Training in the United States," is probably the most complete and current treatment of police training available. Gammage reports that the most recent (1959) survey as to the status of police training shows:

43.1 per cent of the 1,105 reporting cities had no formal program for recruits. Those with recruit training offered courses lasting

1. O. D. Adams, Training for the Police Service, Trade and Industrial Series #56, U. S. Office of Education, U. S. Dept. of Interior, 1938.

2. Chapman, Sam D., Police Patrol Readings, C.C. Thomas, Springfield, 1964.

3. Gammage, Allen Z., Police Training in the United States, C. C. Thomas, Springfield 1963.

from one to 24 weeks (median 5 weeks); those reporting hours of training ranged from 24 to 560 (median 72 hours).
Formal training programs for supervisory or administrative personnel did not appear until 1954. Prior to 1916, formal pre-employment college and university training did not exist in the United States. (One of the most practical arguments for college law enforcement pre-service training, according to Gammage, is that it fills the gap between high school and productive employment).

REVIEW OF DOCUMENTS RECEIVED

The majority of responses describing training in support of effective field procedures can be grouped into a few broad categories, in which more detailed methods are as follows:

A. PRE-SERVICE TRAINING.

1. Community college offers pre-service police courses.
2. Project plans call for two years college minimum for police applicants.
3. Pre-employment training at P.O.S.T. (Peace Officers Standards and Training) level or recruit training.

B. CADET TRAINING.

1. Seeking to set up a police cadet program with a view of taking 18 to 20 year olds and sending them to the community college where they would take a two-year course leading to an AA in Police Science.

C. RECRUIT TRAINING

1. Establishment of departmental police academy.
2. Initial police academy training of four months.
3. Every officer completes a 13-week basic course.
4. Basic training.
5. Recruit training.
6. Academy training.
7. Basic training school for 12 weeks.
8. 320-hour recruit training for all personnel.
9. 13 week basic and preservice training school.
10. Adequate and in-depth basic training courses.
11. Expanded police training, basic.
12. Adequate recruit training, at least to level of P.O.S.T. (Peace Officers Standards and Training Commission, State of California).
13. Basic Training for all new members.
14. 100-hour group training of inexperienced officers.
15. Six to eight weeks training has become a mandatory requirement for new policemen.
16. State law making it mandatory that a police officer be professionally trained.

D. ON THE-JOB (COACH-PUPIL).

1. Two to four weeks prior to basic academy and again until completion of probation (1 year).
2. First six months prior to basic academy, two months each line division (traffic, patrol, service).

3. Planned rotation all shifts for first two years and then to specialized division.

4. After basic training, all new men trained in detective division.

5. Another weakness of our existing program is the necessity of having recruits ride with other officers and be exposed to the ups-and-downs from a morale standpoint, and thus being exposed to bad attitudes that have existed from some of the other officers.

E. IN-SERVICE (CONTINUATION AND RETRAINING).

1. Heavy emphasis on in-service training.

2. Intense training program for all levels of personnel.

3. Conduct a continuous in-service training program.

4. In-service training courses on a fixed schedule or cycle.

5. Supports in-service training programs.

6. Advanced refresher course for older members.

7. Educational seminars, whereby information is exchanged.

8. Staff meetings, as training, to receive benefit of all information concerning the problems most current.

9. "Line-up" training method supplemented by issue of training and information bulletins, half-hour tour of duty.

10. Retraining of in-service personnel.

11. "Roll-call" training for field personnel.

12. In-service training of all personnel on a daily basis.

13. In-service participation by every sworn member.

14. Conduct a special training session for detectives and plainclothes personnel.

15. 72-hour program designed to be carried into the field by three teams of either three or four certified instructors to be taught in a round-robin fashion in each of three locations throughout the state. This would permit reaching those officers now employed.

F. TECHNICAL OR SPECIALIZED

1. Sex crimes, one week (35 hours) by FBI team.

2. Traffic court conference, one week.

Traffic institute on safety, two weeks.

Community relations, one week.

Seminar on auto theft, two weeks.

Criminal investigation, two weeks.

Youth problems, ten weeks.

Most of these allow participation by one to three members.

3. Continual and expanded technical police training.

4. Specialized courses aimed at pertinent responsibilities of all members.

5. One week armorers' course by Smith & Wesson factory.

6. Four-day school in community relations by Civil Rights Division of State Department of Law and Public Safety, mandatory all personnel.

7. FBI National Academy.

Northwestern University Traffic Institute.

University of Louisville Police Institute.

Univeristy of Oklahoma Southwest Center for Law Enforcement.

8. Specialized training courses.

9. "Generalist" officers in the handling of children and youth, institute held by local college.

10. Motorcycle patrolmen receive periodic special training in crowd control to supplement tactical force.

11. Courses for jail personnel covering all phases of law enforcement.

12. Participation in some type of specialized training by all sworn.

13. Selected persons sent to sheriffs' and FBI academies.

G. SUPERVISORY.

1. Short course (three weeks) in supervision by traffic sergeants and patrol lieutenants.

2. Supervision--every sergeant attends NWU.

3. Supervisory courses.

H. COMMAND AND ADMINISTRATIVE.

1. Three-day seminar in police management and Administration.

2. One-week conference for chiefs and command level.

3. Second level executive staff attend management course by American Management Association.

4. Police administration at Southern Police Institute--every lieutenant.

5. Command conferences.

I. COLLEGE TRAINING WITHIN SERVICE.

Several comments were made regarding in-service personnel training which required attending colleges or universities.

These include:

1. Program of partial reimbursement for cost of tuition, fees, and books when officers participate on own time--initiative in approved police courses.

2. Cost-free college education to all successful applicants.

3. Providing 75 per cent reimbursement of tuition and arranging duty tours so that members may attend colleges of their choice and improve their knowledge.

4. City assumes 50 per cent of expense for officers attending police science course at local community college.

5. Personnel sent to colleges for police administration and related courses.

6. For promotion to lieutenant or above, personnel must obtain master's degrees.

7. Educational incentives:

   Consideration on shift stability while attending college.

   Reimbursement to $30 per semester of tuition. Senior officer status on completion of 60 college units (20 in law-enforcement subjects) and completion of second-division assignment.

8. College conducted seminars in the areas of:

   Bank robberies.

   Sex offenders.

   The mentally disturbed.

   Traffic safety.

   Riot training.

   Defensive tactics.

J. OTHER TRAINING CONSIDERATIONS AND PROPOSALS.

1. Sabbatical leaves, such as those offered teachers, for study that will benefit the service; professional growth, educational work experience with other agencies; travel-study. Police exchange programs between departments of personnel with comparable rank and duties.
2. Academic upgrading for police education (University will have to receive federal support).
3. Training assistance needed for development of:

   Film-making projects.

   Training aids.

   Coordination of successful police techniques.
4. Internships for other governmental persons to allow experience in law enforcement while preparing for a career in a related field, i.e., law, city management, personnel.
5. Federal government should take lead in urging states to provide legislative requirements for police officer training provided prior to completion of probation.
6. Establish funding method for unified training for regional academies.
7. Setting recommended standards of training and experience for police administrators.

   Establishment of scholarships to promising leaders in the police profession through advanced courses in Police Administration. Nationwide educational TV for police training. Establish police sections in local libraries.

MERITORIOUS PROCEDURES

Training necessary to establish effective field operations appears to be a major concern within all agencies of law enforcement. One chief noted that more than 10 per cent of his available manpower is receiving some form of training. Authorities in the field of law enforcement propose that at least 3 per cent of personnel time should be involved in a training cycle. The current survey being conducted for Detroit to determine police training requirements typifies the first of a series of steps that must be taken to place the role of training in its proper context.

As an initial step, it is proposed that the Crime Commission initiate a special study to re-evaluate the basic guide drawn 30 years ago by O. D. Adams in "Training for the Police Service." This work should re-evaluate the job analysis of the patrolman and traffic officer, create from the necessary course outlines and lesson plans, and then develop "packages" for use by any agency conducting a basic program. Such a package should include: schedule of classes, lists of equipment and facilities needed, course outlines, lesson plans, texts and/or handout materials, visual aids and training films to be used. Standardized testing guidelines should be established to be assured that those who complete such courses retain the knowledge necessary to perform and understand the tasks outlined in the job analysis.

A number of varied considerations have a bearing on the design of a standardized minimum program. A major concern here is the selection of students in setting these standards, ability to learn, and educational

standards for recruitment will be important factors. Some agencies will require, say, high school graduation and average intelligence; others may need to require an I.Q. of 110 to 120 and college education with a bachelor's degree.

A second consideration would be to establish a proper balance between subjects of broad general interest versus those aimed at meeting specialized needs. The Detroit study, plans for the four-state academy being developed by Tulsa, and the training programs conducted for inexperienced officers from 33 different departments by "Atlanta Metropol" can be studied as a guide adaptable to many requirements.

Another problem is to determine what is the proper time in a recruit's probationary or internship period for him to receive his basic training, to determine if it should be concurrent with some form of on-the-job training. For example, the police of Winston-Salem, North Carolina, and Culver City, California, offer the basic training as a phase of an officer's first year with the department, but fit it into a planned coach-pupil method of on-the-job training involving a planned rotation and evaluation, prior to awarding a permanent status to the officer.

The value of cadet training and pre-employment education is being assessed by a special study of the Crime Commission. As responses in this area were very few, we will note here only that, if nothing else, such training holds or attracts the potential police candidate between the time of high school graduation and employability as a patrolman. It should be further noted that any education gained from pre-employment community college or university attendance should provide recruits with more understanding who are amendable to further training.

In-service or continuation training takes several forms, but is primarily designed to keep personnel up to date on changes that are constantly occuring in the field:

With the "roll call" training program initiated by the Los Angeles Police Department in the 1950's, there have developed the IACP "keys" (to learning). Many departments have been able to extend this into a series of information bulletins as a means of internal communications.

A more formal approach to continuation training is a retraining program in which experienced officers are brought together periodically for updating on areas where conditions have changed sufficiently to justify redefinition of policies and procedures. Such sessions range from one-day conferences to two-week formal classes.

Certain problems of retraining and considerations of technical training highlight the need for certain tools that can probably be provided only on the state or national level. For example, a center is needed for the collection and dissemination of information on field procedures and related training methods.

Another useful information source would be a national professional journal including the type of offerings now provided by the FBI Bulletin but also reaching the quality of the "Federal Probation" publication. The "Law Enforcement Digest" started by the California Department of Justice in 1959 offers some useful format ideas, even though it did not reach its potential. This loose-leaf digest, complete with guides, could be reproduced for departmental distribution. The format provided subdivisions for inserting:

1. Department of Justice organizational functions and services available.

2. Attorney General's opinions concerning law enforcement.
3. Procedures and directives for standards and training.
4. Proposed and new legislation.
5. Special police problems--resumes of statewide problems and possible procedures.
6. Bureau of Criminal Statistics and Department of Justice surveys.
7. Roster of chiefs and sheriffs in California.
8. Associations of sheriffs and peace officers.

The greatest need for defining goals and objectives arises in the area of technical and specialized training. We must first exclude that which is basic, retraining, or supervisory command in nature and restrict discussion of this area to those topics which provide additional knowledge not required to perform the "journeyman" tasks of the patrolman. This usually entails providing the knowledge to perform in a specialized assignment. Many training courses offered today do not precisely classify subjects as in-service, technical, or supervisory. For example, what is a "community relations seminar?" Is it basic, in-service, specialized, training? Usually the objectives are broad enough to allow any interpretation desired.

Before such courses can be more adequately defined and structured, a complete set of job analyses must be developed for all roles played by members of the police organization. When this is done, areas of training may be refined to the point of providing a police chief with specific guidelines for developing skills necessary for the duties required or anticipated for his staff. This will not only allow for a better utilization of available training time, but will

also permit the individual to plan for his career objectives. Proper job analyses also offers guidelines for colleges and universities for course offerings.

Many technical topics may lend themselves to self-study through correspondence courses that could be provided through either IACP or the Department of Justice. In some cases, formal course offerings may be unnecessary. With the publication of a professional journal and the use of technical bulletins (for example, new materials for use in photography, or electronic devices having possible police application), occasional "information" sessions might offer sufficient training.

A few other meritorious considerations fit best into this discussion of technical training:

1. A proposal by one college to examine the effectiveness of police investigator's techniques by studying successfully defended criminal prosecutions offers an opportunity to assess inadequacies in basic and/or specialized training programs.
2. The value of "cross-training" is pointed up by the experience of a department that includes firemen in its police-training programs. As a result, the department achieved a 300 per cent increase in charges and convictions for the crime of arson between 1963 and 1965.
3. Another agency had two officers attend a two-week armorers' course at the Smith and Wesson factory, to be able to perform first-line maintenance and repair of departmental weapons.

CONTINUED

2 OF 3

4. Another approach, utilized by the military but not so far in the civilian police field, is the use of traveling teams that provide short courses in specialized topics. The national defense seminars and the army service demonstrations best exemplify this type of offering, in which skilled persons equiped with films, visual-aid handouts, and demonstration equipment, put on the best possible program in various locations in the United States. The 212 standard metropolitan statistical areas in the nation account for approximately 85 per cent of the major crimes reported. It would, therefore, appear that any topic of a specialized nature should be able to be presented in about 40 hours. This would indicate a need for five or six teams available for about three months each and capable of reaching most, if not all, of the persons needing training. Such a program, of course, would require some temporary release of in-service personnel from various agencies; it would also require a certain amount of federal and/or state subsidy. Another possibility with police application would be to have the American Academy of Forensic Science establish teams to give police investigators the latest knowledge on changing trends in the processing of physical evidence.

5. The military services provide many areas of training with specialized police applications. It is possible that the federal government could make a certain number of class spaces available to local law enforcement personnel. A few of the subjects with police application would be: industrial

security; intelligence topics concerning crime prevention-security measures; correctional administration, criminal investigation; polygraph, and, of course, the various Military Police areas.

6. Banton, comparing the Scottish and American police, concludes that American police services can be divided into "peace officers" and law enforcement or investigations personnel on the basis of patrol versus inspector's bureau (and vice, fraud, etc.) assignments. Doing a time and activity study of what patrol officers (foot beat and car) do he found most contacts were with citizens including complainants and victims; almost none with offenders. (excluding traffic, etc.) He notes that the important skill patrol officers develop is in human relations where he says they develop considerable insight into how to handle others. Observing training in the United States, Banton suggests it is too informal and too much left to chance. He describes the confusion of the recruit put on patrol, even if accompanying an experienced officer, and says there are few present procedures which are actually field training methods. Formal training, (lectures, books, etc.) are too removed from tasks--except as they may teach psychology and sociology--and on-the-job training by assignment to an older man can merely perpetuate errors, create anxiety, or otherwise delay learning. Some intermediate form of training where there is an opportunity to present field problems in supervised circumstances in ways that trainee response can be observed and evaluated are needed.

As pilot efforts, one should test out the greater use of movies as instruction aids (Of Cry for Help, Book for Safe-keeping sponsored by the NIMH with IACP aid) and the training of special field supervisors who would bedome the official "preceptors" to whom the new recruit would be assigned for his first few months of patrol duty. These preceptors, regardless of rank, would be trained as teachers of patrol technique, would be required to have evaluation sessions, to meet in groups with one another and all new patrol-assigned recruits, would select patrol challenges in such a way as to make them "teaching material" and so forth. Such a preceptor system is employed in training social psychiatrists, clinical physicians and so forth and is, in fact, a formalization of present informal procedures whereby new men are "shown the ropes" by experienced ones. The desire is to make sure that the right "ropes" are displayed and in as efficient a fashion as possible.

Supervisory, commands, and administrative training poses one of the greatest lacks in police training. This is such a relatively new area that we know very little about it as yet. As expressed by one police chief: "Chief's are enamored with recruit training and completely ignore the vital necessity for advanced and administrative training for our police officers so that they may take over responsible administrative positions in the future." The problem posed here is, what is needed? Should we rely on a job analysis, or is it possible to identify good leaders in the field and try to develop a model so that we can then establish the type and amount of training necessary and/or

desirable? Two agencies offered interesting approaches to management training that could profitably be pursued. One utilizes the American Management Association for course offerings to all second level executive staff, and the other has created an educational foundation to send every officer with the rank of lieutenant and above to a 12-week course in police administration at Southern Police Institute.

It is clear that administrators, present and potential, can gain much by being taught what is already known in other fields, for example, from social science studies or organizations, and work groups, psychological studies of leadership and work performance, and the accumulating body of knowledge in the administrative sciences. There appears to be a considerable lag between the time that social and administrative science research workers learn something about organization and work supervision (or community relations for that matter), the time these findings are applied in industry or the military, and the time (much later) that some police departments discover what others have been doing for such a long time. One suspects that the lag is partly due to the traditional distance between the police administrator and either university people, military leadership, or progressive industrial management people. That distance probably reflects the different educational experiences, careers lines, and perhaps socio-economic background of persons going into police work as compared with these other endeavors. Even when police institutes have been set up within universities they have been insulated, perhaps mirroring the other insulation of the police from "intellectual" discourse. Whatever the reasons for the lack of communication, it is imperative that the police have access to the larger knowledge generated and applied by other sources.

To suggest to police administrators that they must take the initiative is easy to do but unlikely to accomplish much as long as these administrators feel either shy, unsympathetic to university or industrial elites, or do not know how or where to find a competent source of new administrative knowledge. We believe it is up to others as catalysts to bring police administrators into continuing and meaningful exchange with university personnel, military leaders, etc. Commendably, junior colleges, colleges, and universities with police programs have tried to play the catalytic role, but often to no avail. The reasons have been that police-science people on college faculties have themselves been isolated from the rest of the academic community and regrettably, may not be well informed themselves. If the college-sponsored police institute or even in-service college training is to be a model for the education of police administrators, even to fundamentals of police procedures, they must provide imaginative programs drawing on the full resources of universities and progressive military and industrial managers. In a few instances a contrary problem appears; that is when a university offers police institutes or seminars in pursuit of a prestigeful and impractical academic "image." Under these painful circumstances, police participants are talked down to and no real effort is made to share problems and knowledge. The work of one member of this Advisory Group on the views of intellectuals toward the police has pointed out the prejudices and hostility that university and professional community members may feel toward the police. Bigots, whether police or professors cannot be expected to do a satisfactory job of preparing police-university liaison. Fortunately, misconceptions rather than bigotry most prevail and these are amenable to correction through shared experiences, as in a well-run continuing institute series.

The role of the government is not to be ignored in serving as a catalyst between police administrators and others. It supports conferences, "exchange" programs, fellowships, and other activities that are sponsored to overcome the "cultural lag" now affecting police administrative knowledge. Such support on a continuing basis is recommended.

SUMMARY AND RECOMMENDATIONS.

1. Reevaluate, by job analysis, the training needs for police at all levels, including specialization and command.
2. Establish common subjects in all areas and publish guides for the establishment of regional academies or training centers.
3. Assess methods of learning the police tasks and provide "recommended" course outlines, lesson plans, training aids, and study materials to all agencies as a service of some branch of the government.
4. Establish educational standards of recruitment and professional development, and provide through vocational education grants, the incentive to college and universities to make the educational resources available.
5. Develop an inter-disciplinary approach to the professional development of the police leader and offer NDTA grants and professional sabbaticals to career-oriented personnel.
6. Develop criteria and materials for testing police training to assure effectiveness of the technical process.
7. Coordinate professional growth with existing agencies having a vested interest in education for the field of criminal

justice, e.g., National Council on Crime and Delinquency; Joint Commission on Correctional Manpower and Training; Western Interstate Commission for Higher Education; National Education Association and; International Association of Chiefs of Police.

8. Recommend the U.S. Department of Justice assume responsibility for a national police publication to establish communications media as to common problem solving and current research being conducted (similar to but broader than the existing publications "Federal Probation" and "FBI Bulletin").

9. Seek intermediate steps for patrol training that lie between formal lectures and informal "initiation" of recruits by experienced partners. In formal settings practical tasks should be shown and trainee response required so that errors can be identified and corrected. The use of movies as teaching techniques should be given more attention than is currently being done. One might combine motion picture "problem" presentations with sociodrama and other mock reality training methods. Worthy of much attention is the formal training of the partners of recruits assigned to patrol so that a genuine "preceptor" program exists. In a "preceptor" program certain patrol officers and supervisors are given special training and are themselves supervised to assure the excellence of their teaching. They use actual work as a teaching situation, are trained in helping recruits evaluate and correct their works, and meet in regular ways as a preceptor group. Preceptors should receive extra pay, and entrance into preceptor positions

should be based on supervisor evaluation of their being particularly skilled in patrol techniques, especially human relations.

10. Provide on national level those areas of training that are not feasible at any other level--such items as demonstration teams of new procedures and technical programs such as could be offered by Academy of Forensic Science in new methods of evaluating physical evidence and establishing procedures for collection and examination. Support for police administrative training, especially in catalytic roles as in conferences and exchanges should be forthcoming from the federal government.

SECTION XIII

EQUIPMENT IN RELATIONSHIP

TO POLICE FIELD PROCEDURES

EQUIPMENT AND SUPPLIES IN RELATIONSHIP TO POLICE FIELD PROCEDURES

DEFINITION AND SCOPE

Equipment and supplies, ranging form unique gadgets to complete functional systems, usually play a supportive role in police field procedures. Equipment must generally be discussed as it relates to definite police organizational unit or field operation. Some equipment items have utility in commercial areas and are widely known or recognized, while other devices and their employment is peculiar to law-enforcement service. A number of the replies to the Attorney General's letter indicated the use of equipment associated with a communications system or a data processing system; however, sufficient detailed information was lacking to support any valid assessment of these operations in terms of equipment need or utilization. Where some overlap of information occurs, it is hoped the discussion will be complementary rather than repetitious.

REVIEW AND SUMMARY OF GENERALLY ACCEPTED PRACTICES

Probably the major change in relation to the use of equipment to improve police procedures has occurred in the last 10 to 20 years. This trend resulted form the growing acceptance by police administrators of the principle that the tools used to assist in the police task need not be restricted to specialized "police" equipment but may be the same tools available to industry, which may be adapted to police tasks. Attention has been primarily toward the modification or utilization of existing equipment rather than the development of special police devices.

An obvious focus of attention has been the question of suitable modification of the motor-patrol vehicle. Several authorities argue the need for a motor vehicle designed exclusively for the police patrol. The operational specifications, production availability, and the attendant prohibitive costs of specialized design have frustrated practical realization. As a result, most law-enforcement administrators find they must accept compromise modifications of standard vehicles produced by the several manufacturers.

The absence of texts and journal articles concerning police equipment points up the lack of standards in equipment and, more obviously, the lack of any recognized communication media that expresses an authoritative consensus regarding the adequacy of equipment with police application. Police agencies of sufficient size to justify a degree of specialization in services have found that the channels of information are not within the police circle, but in industries that have comparable functions or tasks, or by relying upon the statements of sales personnel representing various equipment vendors. Finding, exploring, modifying, and adopting equipment to fill specific needs is a time-consuming and almost overwhelming task.

The accepted procedure in police operations has now become one of inquiry. Whenever a possible problem is encountered, it is important to find out how private industry with a similar task is doing the job, then to explore the various companies that provide the particular item, and finally to adopt or have modified the one best meeting the need. For example, telephone companies can offer useful suggestions on ways of organizing reference indexes for information desks; operators of fleet taxicabs can give some information on modifying cars to meet the short life severe-treatment conditions imposed.

The major problem is best typified by a comment made by a police agency concerning the current assessment...."We will appreciate being placed on your mailing list for receipt of any pamphlets or literature you may make up pertaining to police procedures for cutting down on crime." The inference is that agency personnel want to improve their operations but admittedly have no means of knowing what current procedures to follow throughout the field.

DOCUMENT REVIEW

Although there was a heavy concentration on a few items of value in police field procedures, individual responses varied from comments on personal protective devices such as weapon-deflective vests and safety hats to remarks concerning total systems capable of assessing field force availability.

INTRUSION, VISUAL SURVEY, AND ALARM DEVICES

The items noted most commonly involved electric, photographic, and electronic devices being used, or desired, to extend the police awareness of crimes and criminals at the scene of a crime. The responses were as follows:

Television

1. Extensive closed circuit television system along with portable two-way radios for fast, flexible coordination of emergency and routine assignments providing remote observation on critical areas and a means of instantly dispatching men to these areas.
2. Closed circuit television for surveillance on entrances to bus terminal - one circuit is fixed, and one "pans" on switch activation.
3. Portable closed circuit television equipment has been secured for use in surveillance and disaster situations.
4. Experimentation with closed circuit television to be used in

our shopping areas and business districts for surveillance on a 24-hour basis with infrared and a scanning technique (needs infrared light source of 100,000 to 500,000 lumens output).

5. Television traffic control system coordinated to observe two bridges and a winding street into a village by allowing the officer to remote control signals under observation by television.
6. A portable video tape recorder and monitor can be operated by one officer from a car without technical training. The system is experimental, with suggested applications in (1) surveillance, the same as camera with remote application but immediate replay; (2) training - same as short films, self-evaluation in performance activity. The field activity shows full environment during incident and allows visual and audio recording of interrogations.

ALARM-INTRUSION DEVICES

1. Various types of electronic equipment have been employed on an individual basis by local business houses. The department merely acts as a clearing house for these alarm systems.
2. At present, almost 50 alarms terminate at police headquarters. (Twelve burglars responsible for some 70 burglaries were arrested during the year when they inadvertently tripped hidden alarms which summoned police.)
3. The use of electronic equipment in locations which are most probable objects of criminal attack, in either burglary or robbery, replace the costly procedure of police manpower on "plants".
4. Our most successful weapon in combatting burglaries and break-ins

is our silent burglar alarm system which we urge business establishments to install (with 80 alarms over a 5-year period, four establishments were broken into with the culprit caught inside in each case).

5. The alarm system makes use of telephones through a taped pre-recorded message and automatically dials police emergency number each time alarm is activated.

6. A business installs an intercom and telephone line used to contact police, where monitors hear any activity and then dispatch a unit to the scene. This also allows switch activation during business hours to act like a bank alarm.

7. We have devised a burglar alarm system utilizing telephone lines and amplifying equipment. Noises made in premises are heard in the station over system. (Over the past 5 years, we have succeeded in capturing 95 per cent of all burglars attempting entry into these premises.)

8. Use of a "speaker-phone" amplifier as a listening device for detecting a burglary in progress. (Allows a business or resident to call police number with amplifier. The caller leaves the phone off the hook and a desk clerk may listen for any sounds.)

9. When tampered with, an alarm is set off by devices placed on isolated telephones, activating a police switchboard.

10. Devices placed in police units which, when activated by a radio signal tone, operate lights in a business.

11. For citizen alarms, police reporting boxes are placed in strategic locations.

12. A banker's alarm system has a pressure foot switch which, when activated, connects to a police headquarters.

13. Alerting devices, installed in schools and attached to school public address system, connect to police by telephone line and are activated by custodian when school is secured. The damages were cut 80 per cent where used.

14. Portable silent alarms were installed by a department on the basis of crime analysis. The alarms activate a receiver on the department's radio dispatcher console. The receiver shows the number of the alarm tripped and a mobile unit is immediately dispatched.

15. Obsolete fleet radios converted to portable alarms are used with any available power including converter, and have been modified to transmit a coded radio signal when activated.

16. An alarm alerts where merchants or residences can activate intercom signals to neighboring buildings; they immediately respond with calls to the police.

17. Audio alarms can be set to ignore regular sound levels, but will activate when strong or repeated signals build up in storage.

18. An ultra high frequency intrusion detector saturates an area with unavoidable UHF radio waves.

19. Taut-wire detector activates alarm when touched.

20. Decoy automobiles, set to operate within 60 seconds, will activate a radio alarm.

OTHER ELECTRIC-ELECTRONIC DEVICES

1. Status Board. A proposal for providing current visual assessment of available field forces by use of coded signals

continuously monitored on an area map plotting board at the dispatch center of the department.

2. Portable power illumination by high intensity lights capable of "bathing a whole city block in daylight-bright illumination." Units operate from dual purpose car generators or standard 110 volts-AC, 500-1000 watt lamps.

VISUAL SURVEY

1. Cameras operated electrically at robbery locations, activated when bottom note is taken from cash drawer.
2. Cameras with time interval exposures allow selected area to be surveyed over long periods of time (16 to 24 hours).
3. Surveillance camera systems that allow activation of one or a series of fixed cameras to operate by trip device or control button and may be adjusted for single frame or running sequences.
4. Infrared equipment - "Image-Metescope" for use with night firing and with "Detectorscope" allows magnification and increased range. Infrared adapter filter for use with a motor vehicle spotlight.
5. Attempting to acquire infrared light for night-time observation.

REPORT DICTATION EQUIPMENT

1. Report dictation units, simple to operate and very little maintenance, with stenographers handling transcription. (Study found 47 to 53 per cent of patrolman's time was spent in the station writing reports, prior to use of field dictation units.)
2. Automatic recording of reports for field personnel eliminates "bottle-necks" in reporting and records function.

3. Utilization of "Code-a-phone" has made it possible for field officers to phone in their short reports, using the machine and relieving the stenos to have more time to transcribe the longer and more important ones.

VEHICLES AND VEHICLE EQUIPMENT

Rather than the historical cry for a "police" designed patrol unit, the comments in this area basically concerned special purpose motor vehicle equipment.

1. Mobile police precincts equipped with radio, telephone emergency equipment. Staffed for assignment to any part of the city.
2. Headquarters truck with multipurpose radio, television, and telephone hook-up for use at scenes of disaster and emergencies proved a mobile facility useful for directing large-scale field operations.
3. Emergency command posts, converted from surplus city bus, contains radio, telephone, first aid, and riot control equipment, emergency lighting, traffic control devices, and rations to operate for 72 hours in the field.
4. Vehicle equipped for transportation of prisoner.
5. Evidence technicians' unit to provide crime scene investigations containing equipment for latent fingerprints, photograph, suspect composites with use of I-Dent-I-Kits, cases and crime scene drawing.
6. Specially equipped vehicle for evidence technicians.
7. Surveillance vehicle has a panel with observation ports and is equipped with three-way radio.

8. Motorized patrol by use of servi-cycles and motor scooters.

9. Scooters provided to improve the effectiveness of park patrol, because of maneuverability and effectiveness through shrubbery and hilly areas. (Use has reduced robberies and assaults in park.)

10. Use of scooters by patrolman in the business area.

11. Three-wheeled motor scooters used to allow greater mobility and more safety than two-wheeled vehicles.

12. Swamp buggy for use during hurricanes.

13. Special rescue unit equipped with skis, weasels, jeeps, aerial, horses, mountain climbing gear, underwater diving equipment, motorcycles.

14. Each mobile unit carries a shotgun on patrol. On several occasions, we have been notified that an escape was not attempted because of this alone.

15. Service recorders are put in each cruiser. This shows us the times that cruisers are stopped, parked, etc.

16. We need a "red lite" that is concealable or an adapter to allow spotlight to be used as a "red lite" but normal appearance to be as white.

17. Use cartop floodlights on unit's top, back-to-back facing each side, and controlable individually. Useful in prowler calls, searches, and street scenes needing light.

SPECIAL IDENTIFICATION EQUIPMENT

1. "Voice-print" identification allows spectrographic impressions of the utterances of ten frequently used English words.

These may be analyzed and coded by computer.

2. Designed and developed a "single-fingerprint retrieval system" by use of microfilm and data processing equipment and a grouping of basic fingerprint characteristics.

3. Use of Ident-I-Kit has proved very satisfactory.

4. Requesting "image-maker" in budget.

5. New information storage system developed which can find and print more than 500,000 bit capacity in from three to six seconds.

6. Polaroid Identification System produces a color identification picture with printed data in less than one minute.

PERSONAL EQUIPMENT ITEMS

1. Need a tranquilizer weapon in lieu of firearms to subdue rather than disable or kill suspects as well as the dangerously mentally ill.

2. Individual tear gas projectors provide personal protection of officer as a defensive weapon.

3. Crowd control unit utilizes hard hats, batons, gas equipment, athletic cups, and bull horns.

4. Need safety hats that do not give appearance of "combat" --safety and/or armored cap inserts for normal police caps.

5. Vests for weapon defense to be worn as part of normal uniform (Wilkerson's type lightweight girdle).

6. Field duty uniform, for use when normal uniform might become soiled or damaged. Designed as a "jump-suit" for wear over regular uniform.

MERITORIOUS PROCEDURES

The area provoking most of the responses concerning equipment revolves around the use of various types of equipment to detect and identify persons in the process of committing a crime, thus providing police knowledge for the apprehension of criminals during commission of the crime or as soon thereafter as possible. While many of the procedures consist chiefly of encouraging businesses to utilize such commercial equipment, other agencies are aggressively finding ways in which the police can place equipment or utilize some existing facility to provide a system. Probably the most noteworthy of these fall into two classes. In the first, an agency develops equipment to supplement the normal business alarms to place in potentially susceptible locations as determined by crime analysis. In the second, the agency continues to try methods utilizing existing equipment, but with minor modifications to perform a police task.

The problems posed fall into two similar groupings: the first involves continuous search for equipment commercially available for, or adaptable to, performing the police task; the second entails developing existing community resources to provide police knowledge of criminal activities. Both of these problems are broader in scope than a local agency can handle alone. First, the problem of available equipment requires a large two-way funnel where the needs of the police are fed in at one end and disseminated to all possible areas of development, and all existing equipment is brought to the attention of the police service, and then disseminated to the agencies with

necessary modifications and applications. Secondly, it seems that public utilities should have some responsibility for assisting by utilization and modification of their resources where such efforts benefit the public welfare. (An obvious area would be to avoid the costly police system of emergency phones when, by a very simple modification of the pay telephones, a call could be made without use of a coin to the police emergency dispatch center.)

In police reporting, it appears that equipment commonly used by business, report dictation equipment, is assisting agencies by allowing the police officer to be relieved of tasks not directly concerned with field activity. Most field reporting systems are concerned with transferring the task to a clerk or other nonpolice person; it seems, however, that greater strides might be made in evaluating what and how we are reporting. Not only the question of what we should report, but methods that do not require verbal interpretation should be investigated. For instance, why not explore the retention of verbal reports on tape, printing only coded identifiable data, allowing access to the tape if it later must be reproduced in written form. This might be extended by adapting other methods to present visual summaries such as the "spot-pin-map" that is very useful, but time-consuming and cumbersome for presenting problems to analysis. Weather forecasting is basically a plotting of data on a map; a means has been found to utilize data processing equipment to graphically present, on maps, projectings and conditions to be evaluated. Why not crime data?

Each department and agency is confronted with the same basic

problems, but each must resolve its needs independently as the ability to act or question collectively is not available. Some regions have found that by standardization of specifications for major items, and by collective purchasing, they can present a market of interest to a major firm, but in most regions, needs have not been clearly identified and therefore there can be no standards.

The departments have made the greatest progress in the area of personal identification, but here, to make the maximum use of the sophisticated equipment, some catalytic force is needed to create regional or statewide identification centers to make the use of such equipment feasible for small agencies. Departments usually take photographs of persons arrested. Now, with color readily available without the usual expensive cost and time delay involved in processing, this procedure will become universal, and standards in photograph identification can be developed.

The increased use and development of image makers for making composites of unidentifiable criminals requires a sophisticated method of correlating photographs of known criminals with the images developed from victims' verbal descriptions.

One department indicates it has designed and developed a "single fingerprint retrieval system" which offers wide prospects in an area which has frustrated law enforcement officials for many years. Previously, when a portion of a fingerprint impression was found at a crime scene, it was necessary to discover a suspect and then compare his fingerprints with the portion found at the scene. Hundreds of partial prints now lying in open-case files could probably be

matched to some previously fingerprinted person who is unknown to the original case investigator.

The area with the greatest potential is that concerning the personal equipment provided officers to perform their jobs in the field. Not only must an officer be more accessible by being placed in communication with headquarters, but equally important is his appearance to the public and his ability to perform his task while in public contact. The mobile officer, for instance, should be able to approach a vehicle knowing instantly the status of the vehicle and usually of the occupant; he should simultaneously be able to communicate with any information source available.

The equipment he carries and the impression he gives will have their effects on the public. His uniform should be designed to offer him protection from attack without giving him an aggressive appearance. The design of headgear and footwear to allow protection without military connotations, and the removal of offensive weapons with their implied intent, will go far toward changing the image of the police officer.

SUMMARY AND RECOMMENDATIONS

1. Law-enforcement agencies should strive to develop a resource of technical competence within its own personnel structure. Each department, depending upon size, should have one or more persons who are capable of identifying operational areas wherein equipment may be effectively employed. This person should be able to assess the suitability of the various equipment items and be competent in judging the adequacy of procedures.

2. Provision should be made for the establishment of a standing research facility to analyze police operational requirements, inventory available equipment, evaluate equipment utilization, offer guidance in system development, and promote standardization in operating procedures.

3. Law enforcement, through the use of the proposed standing research facility, could employ the services of an existing agency such as the National Bureau of Standards to perform the necessary technical assessment of equipment, prepare and issue suitable information bulletins to advise individual departments as to equipment availability, and suggest programs for implementation. Said Bureau of Standards could develop basic criteria and specifications for alarm systems, intrusion devices, and other electronic tools. In addition, provision may be made for the development of prototype devices developed specifically to serve a police purpose.

4. One or more police departments might be selected to serve as a model or testing laboratory to evaluate the effectiveness of existing equipment items or to evaluate the probable merit of new equipment concepts.

5. Consideration should be given to the development of equipment programs based upon the concept of modularity. That is, the system should consist, where feasible, of basic blocks of equipment that will allow an orderly expansion or modification of function according to need rather than require a complete redesign of a system or the premature obsolescence of usable facilities.

6. Field equipment provided for basic field services should be standardized to increase effectiveness and promote economy at the local level. Such standardization, however, should make ample provision to assure that this basic equipment can function adequately under a mutual-aid program, thereby providing a support function at a time of critical need.

7. Law enforcement should establish and maintain a clearinghouse for scientific and technical information. Perhaps the existing clearinghouse for Federal Scientific and Technical Information could be utilized if a police index is first established, and then appropriate information and procedural packages are developed and made available to all police departments.

8. Law enforcement, with such federal assistance as may be necessary, should develop state or regional information centers to coordinate area-wide police service systems. One of the responsibilities of these state or regional centers would be the development of an equipment inventory and a reference center to furnish information regarding equipment standards and utilization.

9. With reference to recommendations #2 and #8 above, consideration should be given to the advisability of extablishing a "Seal of Approval" or "Certification of Acceptability." This seal should be issued as a sign of approval and acceptability for an item of equipment, a system design, or an operating procedure based upon technical and empirical standards.

SECTION XIV

AGENCIES WHO CONTRIBUTED TO THE POLICE

PROCEDURES ADVISORY GROUP PROGRAM

AGENCIES WHO CONTRIBUTED TO THE
POLICE PROCEDURES ADVISORY GROUP PROGRAM

POLICE

Aberdeen, Washington, Police
Alameda, California, Police
Albany, New York, Police
Alexandria, Virginia, Police
Aliquippa, Pennsylvania, Police
Allentown, Pennsylvania, Police
Alton, Illinois, Police
Altoona, Pennsylvania, Police
Amarillo, Texas, Police
American City, New York Police
Anderson, South Carolina, Police
Annapolis, Maryland, Police
Arlington Heights, Illinois, Police
Arlington, Virginia, Police
Asheville, North Carolina, Police
Ashtobula, Ohio, Police
Athens, Tennessee, Police
Atlantic City, New Jersey, Police
Auburn, Massachusetts, Police
Audubon, New Jersey, Police
Augusta, Georgia, Police
Aurora, Colorado, Police
Aurora, Illinois, Police
Baltimore, Maryland, Police
Barrington, Rhode Island, Police
Bartow, Florida, Police
Baton Rouge, Louisiana, Police
Bay City, Michigan, Police
Bayonne, New Jersey, Police
Beatrice, Nebraska, Police
Beaumont, Texas, Police
Beckley, West Virginia, Police
Beford, Massachusetts, Police
Bellaire, Ohio, Police
Bensalem Township, Pennsylvania, Police
Berkeley, California, Police
Berkeley Heights, New Jersey, Police
Binghamton, New York, Police
Birmingham, Alabama, Police
Bismarck, North Dakota, Police
Bloomington, Minnesota, Police
Bloomfield, New Jersey, Police
Borough of Paramus, New Jersey, Police

Boston, Massachusetts, Police
Bridgeport, Connecticut, Police
Brighton, Colorado, Police
Brighton, New York, Police
Bristol, Virginia, Police
Brookline, Massachusetts, Police
Buffalo, New York, Police
Burbank, California, Police
Cambridge, Massachusetts, Police
Camden, New Jersey, Police
Carpentersville, Illinois, Police
Charleston, South Carolina, Police
Charleston, West Virginia, Police
Charlotte, North Carolina, Police
Chattanooga, Tennessee, Police
Chester, Pennsylvania, Police
Chicago, Illinois, Police
Chico, California, Police
Chicopee, Massachusetts, Police
Cincinnati, Ohio Police
Cinnaminson, New Jersey, Police
Clarkstown, New York, Police
District of Columbia, Washington, Police
Columbia, South Carolina, Police
Columbus, Nebraska, Police
Columbus, Ohio, Police
Corpus Christi, Texas, Police
Council Bluffs, Iowa, Police
Cranston, Rhode Island, Police
Crestwood, Missouri, Police
Culver City, California, Police
Cuyahoga Falls, Ohio, Police
Dallas, Texas, Police
Danville, Illinois, Police
Danville, Virginia, Police
Davenport, Iowa, Police
Dayton, Ohio, Police
Daytona Beach, Florida, Police
Decatur, Illinois, Police
Denver, Colorado, Police
Detroit, Michigan, Police
Dover, New Jersey, Police
Duluth, Minnesota, Police
Eastchester, New York, Police
East Chicago, Indiana, Police
East St. Louis, Illinois, Police
Edwardsville, Illinois, Police
El Reno, Oklahoma, Police
Elizabeth, New Jersey, Police
Elmhurst, Illinois, Police
Englewood, New Jersey, Police
Eugene, Oregon, Police
Eureka, California, Police

Evansville, Indiana, Police
Everett, Washington, Police
Fall River, Massachusetts, Police
Fargo, North Dakota, Police
Ferndale, Michigan, Police
Feasterville, Pennsylvania, Police
Flint, Michigan, Police
Florence, Alabama, Police
Fort Collins, Colorado, Police
Fort Lee, New Jersey, Police
Fort Pierce, Florida, Police
Fort Smith, Arkansas, Police
Fort Wayne, Indiana, Police
Frederick, Maryland, Police
Fresno, California, Police
Fullerton, California, Police
Garfield, New Jersey, Police
Gilroy, California, Police
Granite City, Illinois, Police
Grants Pass, Oregon, Police
Great Falls, Montana, Police
Green Bay, Wisconsin, Police
Greensboro, North Carolina, Police
Greenville, Tennessee, Police
Haltom City, Texas, Police
Hampton, Virginia, Police
Hartford, Connecticut, Police
Hastings on Hudson, New York, Police
High Point, North Carolina, Police
Honolulu, Hawaii, Police
Hudson, Massachusetts, Police
Imperial Beach, California, Police
Independence, Missouri, Police
Indianapolis, Indiana, Police
Jacksonville, Florida, Police
Jacksonville, Illinois, Police
Jamestown, North Dakota, Police
Jamestown, New York, Police
Johnson City, New York, Police
Kansas City, Missouri, Police
Kenosha, Wisconsin, Police
Kettering, Ohio, Police
Knoxville, Tennessee, Police
Lafayette Hill, Pennsylvania, Police
Lake Charles, Louisiana, Police
Lakewood, Ohio, Police
Lansing, Michigan, Police
Larchment, New York, Police
Lawrence, Kansas, Police
Leesburg, Florida, Police
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Lincoln Park, Michigan, Police

Linden, New Jersey, Police
Little Rock, Arkansas, Police
Livonia, Michigan, Police
Long Branch, New Jersey, Police
Lowell, Massachusetts, Police
Lower Merion, Pennsylvania, Police
Lynchburg, Virginia, Police
Madera, California, Police
Madison, Wisconsin, Police
Manchester, New Hampshire, Police
Maplewood, Minnesota, Police
Marinette, Wisconsin, Police
Marion, Ohio, Police
Maywood, New Jersey, Police
Medford, Massachusetts, Police
Medford, Oregon, Police
Merced, California, Police
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New York, Police (John Quinn)
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San Buena, Ventura, California, Police
San Carlos, California, Police
San Diego, California, Police
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Springfield, Illinois, Police
Springfield, Ohio, Police
Streator, Illinois, Police
Suffolk, Virginia, Police
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Thornton, Colorado, Police
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Torrance, California, Police
Trenton, New Jersey, Police
Tucson, Arizona, Police
Tulsa, Oklahoma, Police
Union City, New Jersey, Police
University City, Missouri, Police
Upper Moreland, Willow Grove, Pennsylvania, Police
Urbana, Ohio, Police
Valparaiso, Ohio, Police
Van Wert, Ohio, Police
Virginia Beach, Virginia, Police
Washington, Pennsylvania, Police
Waterloo, Iowa, Police
Wauwatosa, Wisconsin, Police
Webster Groves, Missouri, Police
West Goshen, Pennsylvania, Police
West Hartford, Connecticut, Police
West Palm Beach, Florida, Police
Western Springs, Illinois, Police
Westminster, California, Police
White Plains, New York, Police
Whitpain, Pennsylvania, Police
Wichita, Kansas, Police
Wichita Falls, Texas, Police
Willingboro, New Jersey, Police
Willmar, Minnesota, Police
Wilmette, Illinois, Police
Wilmington, Delaware, Police
Winchester, Massachusetts, Police
Winchester, Virginia, Police
Winston-Salem, North Carolina, Police
Winter Park, Florida, Police
Worcester, Massachusetts, Police
Yonkers, New York, Police

SHERIFFS

Ada County, Boise, Idaho, Sheriff
Adams County, Brighton, Colorado, Sheriff Office
Akron, Ohio, Sheriff
Alameda County, California, Sheriff Office
Birmingham, Alabama, Sheriff
Burleigh County, Sheriff
Bonneville County, Idaho Falls, Idaho, Sheriff
Cedar Rapids, Iowa, Sheriff
Cook County, Illinois, Sheriff Office
Dade County Sheriffs Office, Florida, Sheriff
Des Moines, Iowa Sheriff Office, Polk County
Hillsborough County, Tampa Florida, Sheriff Office
Jersey City, New Jersey, Sheriff
King County Seattle, Washington, Sheriff Office
Los Angeles, California, Sheriff Office
Louisville, Kentucky, Sheriff
Multnomah County, Portland, Oregon, Sheriff Office
Oneida County, New York, Sheriff
Parish of Orleans, Louisiana, Sheriff
Reading, Pennsylvania, Sheriff
Saginaw, Michigan, Sheriff
San Joaquin County, California, Sheriff Office
San Mateo County, California, Sheriff's Office
Toledo, Ohio, Sheriff
Winchester, Virginia, Sheriff
Winnebago County Sheriff's Office, Rockford, Illinois

STATE

Carson City, Nevada, Highway Patrol
Columbus, Ohio, Highway Patrol
Delaware, State Police
Kentucky State Police, Frankfort, Kentucky
Michigan, State Police
New York - Law, Secretary of State
New York State Police, State Campus, Albany New York
Olympia, Washington, State Patrol
Pennsylvania, State Police
State Police, Rhode Island, Police
St. Paul, Minnesota Highway Patrol
Sante Fe, New Mexico, State Police
Trenton, New Jersey, State Police

UNIVERSITIES

Allen Hancock College, Santa Maria, California
Atlanta, Georgia, College Park, Metropol
Bowling Green, Ohio, State University
California State College at Hayward
California State College, Los Angeles
Chabot College, Hayward, California
Erie County Technical Institute College, Buffalo, New York
Flint Community Junior College, Flint, Michigan
Florida State University, Tallahassee, Florida
Grand Rapids, Michigan Junior College
Grassmont College, El Cajon, California
Indiana University, Bloomington, Indiana
Mount San Antonio College, Walnut, California
New York University, New York
Rio Hondo Junior College, Santa Fe Springs, California
Sacramento State College, California
Salem, Oregon Advisory Board on Police Standard and Training
San Bernardino Valley College, California
San Jose State College, San Jose, California
San Mateo, College of, San Mateo, California
State of New York, Muni Police Training School, Albany, New York
State University of New York
Texas Junior College, Houston, Texas
The American University, Washington, D. C.
Treasure Valley College, Ontario, Oregon
University of Iowa, Bureau of Public Affairs
University of Wisconsin, Madison, Wisconsin
Washington State University Pullman, Washington
Westchester Community College, Valhalla, New York

PUBLIC SAFETY

Austin, Texas - Public Safety
Glencoe, Illinois - Public Safety
Jackson, Mississippi - Public Safety
Nashville, Tennessee - Police, Dept. of Safety
Sunnyvale, California - Public Safety

MISCELLANEOUS

Durharm, England
Johannesburg, South Africa
New England Citizens Crime Commission, Boston, Massachusetts
Royal Canadian Mounted Police
San Diego, California, City Manager
Sgt. Calvert and Sgt. Hanson, Redwood City, California, Police

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Schools and Universities

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Georgia, University of, Athens, Georgia
Hartnell Joint Junior College, Salinas, California
Modesto Junior College, Modesto, California
Southern Oregon College, Ashland, Oregon
Vallejo Unified School District, Department of Industrial Education, Vallejo, California

Police Agencies

Anaheim, California, Police
Arlington County, Virginia, Police
Cleveland, Ohio, Police
Glendale, California, Police
Greenfield, Massachusetts, Police
Huntsville, Alabama, Police
Inglewood, California, Police
Irvington, New Jersey, Police
Kalamazoo, Michigan, Police
Lawrence, Massachusetts, Police
Levittown, Pennsylvania, Police
Lockport, New York, Police
Las Vegas, Nevada, Police
Miami Beach, Florida, Police
Mount Vernon, New York, Police
Redondo Beach, California, Police
Santa Barbara, California, Police
Warren, Michigan, Police
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