

OLEA-055

PORTLAND STATE COLLEGE
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DIVISION OF SOCIAL SCIENCE • DEPARTMENT OF LAW ENFORCEMENT

August 29, 1968

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

Dear Mr. Evans:

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

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

Sincerely yours,



Kenneth R. Gervais
Interim Director
Law Enforcement Programs

KRG/lb

Encl.

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INTRODUCTION

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

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

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

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

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

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

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

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

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

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

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

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

CHAPTER I: THE UNDERGRADUATE PROGRAM

Law Enforcement

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

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

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

Certificate Program in Law Enforcement

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

B. Completion of the following courses:

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

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

LE 111. Police and Society 3 hours

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

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

Eighteen hours in Political Science chosen from the following:

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

Eighteen hours in Psychology chosen from the following:

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

Eighteen hours in Sociology:

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

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

Courses

LE 111. Police and Society.
3 hours

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

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

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

LE 113. The Prevention of Crime.
3 hours

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

LE 302. Police-Community Relations.

3 hours

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

LE 303. Penology.

3 hours

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

LE 304. Police Administration.

3 hours

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

LE 401. Research.

Hours to be arranged. Consent of instructor.

LE 405. Reading and Conference.

Hours to be arranged. Consent of instructor.

LE 407. Seminar.

Hours to be arranged. Consent of instructor.

LE 444. Criminal Responsibility, Crimes and Investigation.

3 hours

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

ciples of investigation appropriate to each.

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

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

LE 446. Law Enforcement and the Courts.
3 hours

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

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

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

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

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

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

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

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

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

CHAPTER II: RESEARCH

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

MANAGEMENT ANALYSIS

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

Purpose of a Management Analysis

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

Problems and Needs of the Audit Identified

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

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

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

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

Management Defined

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

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

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

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

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

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

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

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

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

Figure 1

Variables Studied in Analyzing Organizational Performance

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

Specific Methodology

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

Questionnaire

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

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

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

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

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

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

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

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

Part III of the questionnaire is related to characteristics of the

job itself. Here ratings were requested about the possibility for personal growth, advancement, responsibility, sense of achievement, status, and service to others. Reasons for ratings were also requested.

In Part IV, officers were requested to rank certain job factors in order of personal preference. Parts II and III of the questionnaire rated conditions as they existed on the job; Part IV provided an opportunity for members to rate job factors according to their personal preference in order of importance to them.

In Part V, the respondent identified himself by age bracket, educational attainment level, rank, years of service with the Bureau, and by department.

Interviews

Personal interviews were conducted with department and branch heads. Discussion was on an informal basis and structured only to the extent that the primary purpose of the interview was stated to the interviewee. The purpose of these interviews was to develop information from department and branch heads on their views of the management areas which could be improved. It was intended that the interviewee would respond about his subordinates rather than about his superior inasmuch as the questionnaire would develop information on attitudes toward superiors.

Reports

Additional information about management practices, the human resources of the Bureau, and data about performance was secured by requesting and reviewing annual reports, the Operations Manual, training programs,

performance evaluation procedures, recruiting practices, salary schedules, and promotion and meritorious awards granted. Information on personnel turnover, discipline, and other pertinent personnel data was also secured.

Cooperation

A large part of the overall responsibility for the success of the Law Enforcement Program appeared to rest with the initial effort in the Management Analysis. Since the Bureau was the primary source of the data from which training courses would be developed, their cooperation was essential. Equally important, the Bureau must recognize the need for the training courses proposed in order that they be of value. For these reasons, plus the fact that the command personnel could assist directly in preparation of the questionnaire and the analysis of the data, the following procedures were incorporated into the Management Analysis.

(1) The Bureau was asked to respond to a proposed questionnaire and requested to suggest any changes or additions. The suggestions they made were incorporated into the questionnaire.

(2) Respondents were assured that the anonymity of the information would be maintained.

(3) Members of the Bureau were consulted for their opinions about where the greatest needs appeared to be.

(4) When the data was collected, the Chief of Police and his immediate staff were invited to view and comment upon the results.

Response

Approximately 450 questionnaires were distributed to the Police Bureau. The Bureau volunteered to distribute the questionnaires, allowed several days for members to complete the questionnaire, and provided a check-off system to insure that the questionnaires were returned. The completed questionnaires were to be securely sealed in an envelope prior to their return to the designated officer.

The excellent cooperation of Chief McNamara and his staff, including a letter of endorsement, resulted in the return of 398 questionnaires. Only five of these were unusable. The overwhelming majority were completed in the manner required and appeared to reflect both the desired candor and careful thought necessary for an accurate picture of attitudes.

Results and Some Tentative Observations

Questionnaire

The results of the questionnaire are shown on the resume charts on the following pages. All results are stated in terms of the percentage of respondents making up the rating for a specific factor. Results of Part I of the questionnaire are shown as ratings given to captains and lieutenants and those given to sergeants. The resume chart combines ratings of "outstanding" and "fairly good" as positive ratings, and ratings of "rather poor" and "definitely deficient" as negative ratings. The ratings given by patrolmen are separated by branch, in certain instances, and by years of service in all instances.

RATINGS GIVEN TO CAPTS. & LTs. -- RESUME

	TO CAPTS. & LTs.					SERGEANTS					
	C.L-S	PATROL	PATROL Over 20 Yrs	PATROL 10-20	PATROL 5-10	CAPTAINS & Lieutenants	PATROL	PATROL Over 20 Yrs	PATROL 10-20	PATROL 5-10	PATROL Under 5 Yrs
SENSITIVITY	91	89	83	86	83	9	11	17	14	17	12
TOLERANCE	89	83	87	88	90	11	17	13	12	10	4
IDEAS	89	76	87	84	80	11	24	13	16	20	13
EASE TALK TO	89	88	87	85	85	11	12	13	15	15	7
CREDIT	94	76	75	81	92	6	24	25	19	8	19
LISTENER	89	88	92	91	88	11	12	8	9	12	2
EXPECTATION	93	94	89	91	80	7	6	11	9	20	8
CONSISTENCY	93	85	98	86	87	7	15	2	14	13	5
CLARITY	87	88	96	90	95	13	12	4	10	5	7
INFORMED	84	82	77	77	81	16	18	23	23	19	15

POSITIVE RATING (1-2) TO

NEGATIVE RATING (3-4) TO

10 2 15 1 12 9 14 1 13 9 9 2

80

26

34

18

30

71

60

62

49

60

RATINGS GIVEN TO PERIPHERAL ASPECTS OF JOB A RESUME'

BY	POSITIVE RATING(1-2)					NEGATIVE RATING(3-4)						
	CAPTAINS AND LIEUTENANTS	SERGEANTS	Over 20 Yrs	PATROLMEN 11-20	5-10	Under 5	CAPTAINS AND LIEUTENANTS	SERGEANTS	Over 20 Yrs	PATROLMEN 11-20	5-10	Under 5
PAY	73	42	52	49	49	53	27	58	48	51	51	47
PEERS	100	100	96	95	100	98	0	0	4	5	0	2
SECURITY	100	96	89	90	97	95	0	4	11	10	3	5
PLANT AND EQUIPMENT	27	27	54	42	46	31	73	73	46	58	54	69
UNIFORM	100	79	85	78	80	71	0	21	15	22	20	29

RATINGS GIVEN TO THE JOB ITSELF--RESUME'

	POSITIVE RATINGS (1-2)					NEGATIVE RATINGS (3-4)						
	BY CAPTAINS AND LIEUTENANTS	SERGEANTS	PATROLMEN Over 20 Yrs 11-20		UNDER 5 5-10	CAPTAINS AND LIEUTENANTS	SERGEANTS	PATROLMEN Over 20 Yrs 11-20		UNDER 5 5-10		
GROWTH	74	85	56	64	85	88	26	15	44	36	15	12
ADVANCEMENT	53	65	51	44	75	79	47	35	69	56	25	21
RESPONSIBILITY	100	96	87	86	93	94	0	4	13	14	7	6
ACHIEVEMENT	79	69	62	66	70	82	21	31	38	34	30	18
STATUS	61	42	63	54	59	59	39	58	37	46	41	41
SERVICE	100	100	96	93	85	94	0	0	4	7	15	6

RANKING JOB FACTORS BY PERSONAL PREFERENCES

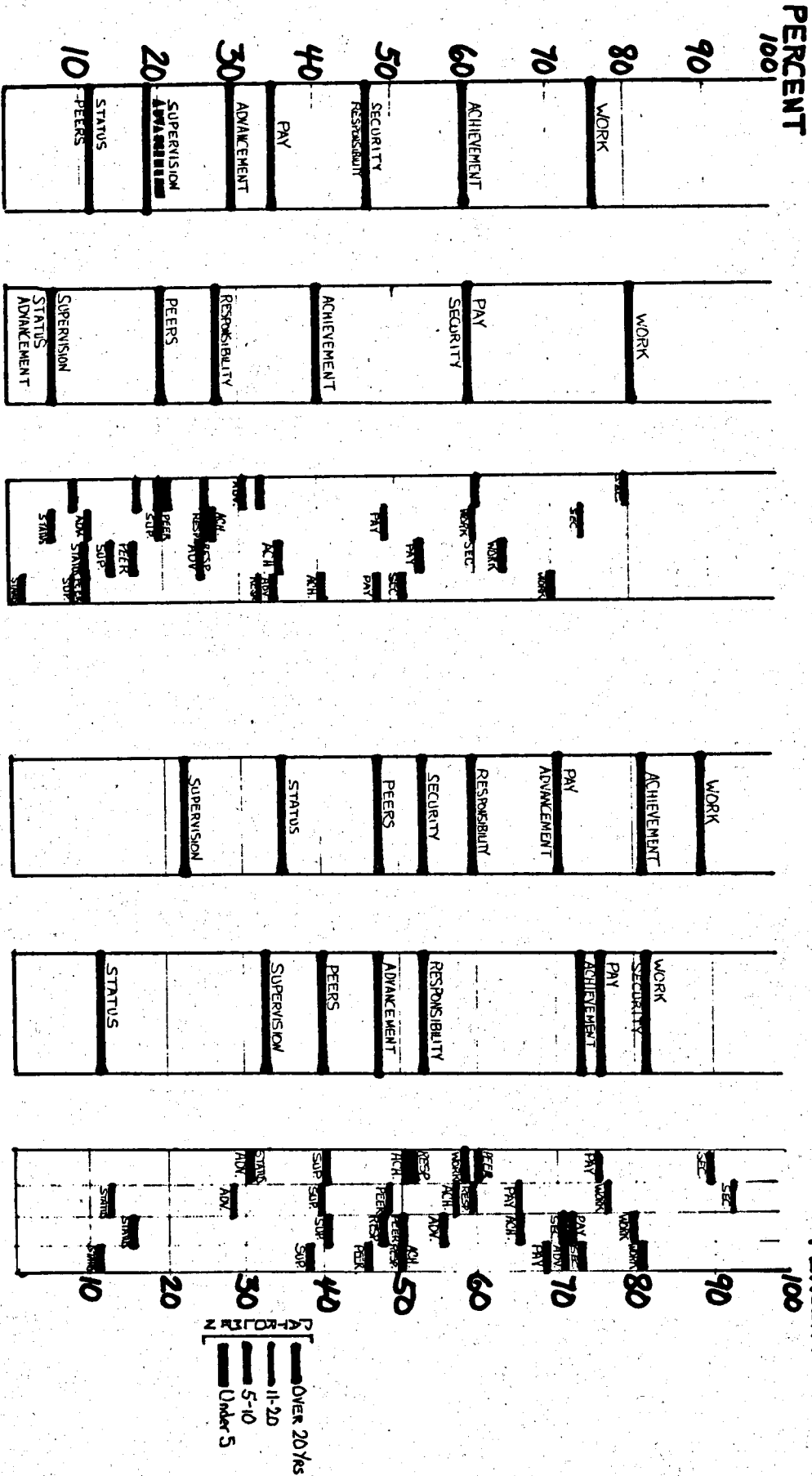
A RESUME'

BY	MORE IMPORTANT (1-5)					LESS IMPORTANT (6-10)						
	CAPTAINS DMD LIEUTENANTS	SERGEANTS	PATROL OVER 20 YRS	PATROL 11-20	PATROL 5-10	PATROL Under 5	CAPTAINS DMD LIEUTENANTS	SERGEANTS	PATROL OVER 20 YRS	PATROL 11-20	PATROL 5-10	PATROL Under 5
SECURITY	53	82	89	93	71	73	47	18	11	7	29	27
ADVANCEMENT	70	47	31	28	56	71	30	53	69	72	44	29
SUPERVISOR	24	34	41	40	41	38	76	66	59	60	59	62
PAY	71	77	75	65	72	68	29	23	25	35	28	32
PEERS	47	40	60	48	50	46	53	60	40	52	50	54
RESPONSIBILITY	59	54	52	59	47	50	41	46	48	41	53	50
STATUS	35	12	31	13	15	12	65	88	69	87	85	88
ACHIEVEMENT	82	73	51	57	65	50	18	27	49	43	35	50
Work	88	81	58	76	79	81	12	19	42	24	21	19

RANKING JOB FACTORS

BY

CAPTS. & LTs. SGTs. PATRMEN CAPTS. & LTs. SGTs. PATRMEN



PERCENT LISTING THESE JOB FACTORS FIRST, SECOND, OR THIRD IN IMPORTANCE

PERCENT LISTING THESE JOB FACTORS FIRST THROUGH FIFTH IN IMPORTANCE

Over 20 yrs
11-20
5-10
Under 5

Results of Part II and III of the questionnaire, relating to ratings given to the peripheral aspects of the job and the job itself, are presented in similar fashion in resume chart form. Part IV results are shown by two charts. The first shows job factor ranking by captains, lieutenants, sergeants, and patrolmen. The second arranges job factors from highest to lowest percent assigned by rank, and in the case of patrolmen, by years of service.

General Observations

The reactions of subordinates to their superior officers were generally very satisfactory. Positive ratings ranged from 75 to 98 percent. The reactions of members of the Bureau to the peripheral aspects of the job showed a much wider spread. The range for positive ratings was 27 to 100 percent. Factors beyond the control of the Bureau were rated more adversely than those within the discretionary authority of management. Positive ratings given to factors pertaining to the job itself also showed a wide range of 31 to 100 percent. Again, the most adverse ratings were associated with factors largely beyond management's direct control.

Specific Observations

In Part I, subordinates rated their superiors according to ten characteristics. Subordinates were highly complimentary about the clarity of instructions given to them, the consistency and level of expectations, tolerance and listening capacity of their superiors. Superiors were rated lower in the areas of keeping their subordinates informed, giving of credit for good performance, and their attitude toward new ideas and ways of doing things.

Patrolmen with less than five years of service, reporting to sergeants, appeared to be best adjusted and responded most favorably to their superiors. The patrolmen with five to twenty years of service responded less favorably to their sergeants. Patrolmen reporting to captains and lieutenants generally provided the least favorable response to their superiors.

In Part II, Bureau members were asked to rate the peripheral aspects of their job. Pay scales, plant, and equipment were most severely criticized. Relations with peer groups and economic security were rated high.

In Part III, officers rated factors associated with the work itself. Status and opportunity for advancement were rated very low. Opportunity for service and responsibility received high praise. The changing attitude of patrolmen to these job factors was very evident as a function of years in service. In practically all instances, the attitude expressed about these factors became more negative as years of service with the Bureau increased. The difference in attitudes between sergeants, on the one hand, and captains and lieutenants, on the other, was also very evident in these ratings. The sergeants were consistently lower in their rankings of these factors.

In Part IV, members ranked job factors according to personal preference. Status ranked low among all ranks despite the fact that the lack of status was predominantly evident from Part III of the questionnaire. This discrepancy may be explained by special connotations implied in the work "status." Supervision ranked relatively lower than most other factors although members generally found their supervisors' traits quite satisfactory. The sense of achievement on the job ranked relatively high among personal job

preferences, yet received a very low rating in Part III. This difference between expectation as a preference and actual satisfaction derived from the job would appear to indicate an area which needs to be improved.

The quantitative results provide one dimension of the attitudes and feelings of members of the Portland Police Bureau. The second dimension adds breadth and depth to the ratings by detailing the reasons underlying the ratings given. These comments total approximately 170 pages. Little contradiction is evident between ratings and reasoning. The insight provided by the comments provides, first, information about the degree to which a factor is provided or disregarded, and, second, information about the mode of operation. For example, comments about tolerance of, and manner in dealing with, mistakes reveal such reactions as "supervisors may be over-tolerant in dealing with mediocrity," or "supervisors may be intolerant of small errors." Comments also illustrate the way or manner in which a supervisor handles error.

Interviews

The interviews with department and branch heads revealed a pattern of recurring topics of interest and/or criticism. The major topic areas included the supervisory problems of the sergeant, promotion procedures, selection procedures, public relations, communication, the nature of the administrative job, and the need for understanding people. The general nature of remarks is stated without evaluation.

The chief sources of supervisory problems for the sergeants were stated as too large a span of control, a fourth relief without an increase in the number of sergeants, the very nature of the patrolman's job which

does not allow a significant opportunity for observation, the individualistic nature of the work which makes team work (riot control, for example) that much more difficult, and a feeling that many officers do only as much as they are made to do.

Promotion problems were indicated as stemming from the promotion process itself, which provides only a minimum, if any, credit for past performance, and from the basic immobility of officers in transferring to other police departments.

The selection procedure eliminates 96 percent of the applicants. The average IQ of those being accepted by the department was reported as being 120.

Public relations problems were identified as the lack of a consistent public relations policy for dealing with news media. Public relations work appeared to be only an incidental job for all with little specific responsibility or authority to function. Many respondents felt that public relations should be the specific and sole responsibility of one position.

Department and branch heads saw administrative work as primarily inspection and top level policy formulation. Some interviewees felt that these positions should refrain from involving themselves too deeply in operations and relate themselves largely to the policy level. Some expressed the opinion that future police executives need training now with a reorientation away from the operational perspective. Most often mentioned communications problems related to the lack of good, complete, and understandable report-writing by patrolmen and sergeants.

Reports and Statistics

In addition to the more general data about operating procedures such as discipline, evaluation, and training, the statistical data provided some interesting results which could perhaps be inferred as arising in part from these procedures. These materials, like the results of the questionnaire, will be used to develop hypotheses for the Community and Training Analysis, and for determining materials to be included in the courses.

Conclusion

The format of the audit provided, as a type of by-product, insight in many problem areas over which management had little or no control. This type of information will be of value in the work of other committees such as Portland City Club, who may be in a position to exercise influence for change.

The data collected is now being used to develop management training courses. It is also being utilized in the development of community relations and training studies of the Portland Police Bureau.

THE PORTLAND POLICE OFFICER

Introduction

The resident of the ghetto may see the police officer as the first line representative of the "status quo," the "oppressor." The white-collar suburban dweller may encounter a police officer only when he violates a traffic ordinance or when he forgets his house key and needs assistance. For the average citizen the police represent the authority of society in its practical application. Although the police officer is the person who most often uses that "legitimate force" which rests with the government, social scientists have given little attention to his role, activities or attitudes.

Continual and seemingly unending increases in crime rates (both in the central cities and in suburban areas), court decisions challenging police practices, and riots have brought new attention and focus to the problems of law enforcement. After two years of study, the President's Commission on Law Enforcement and Administration of Justice has issued its report, The Challenge of Crime in a Free Society.¹

The need for academic help in the field is recognized by the Commission in many parts of its report. The Office of Law Enforcement Assistance of the United States Department of Justice has been empowered by Congress to provide grants for training programs, demonstrations and research in the entire field of criminal justice.

¹The President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society (Washington: U. S. Government Printing Office, 1967), p. 96.

Social scientists are being encouraged to contribute their insights toward the solution of practical problems. Police departments, particularly urban departments, provide an excellent laboratory for study. No group has felt the pressures of social unrest and change more than have the police. Most officers are at least aware that new techniques and methods must be devised. Many are actively seeking such innovation and are turning more and more to the academic world, especially to social scientists for assistance.

Many of the areas of greatest controversy in law enforcement at this time are of vital concern to the student of society. One of the areas which is most hotly debated is the scope of police functions. Should the officer be only a suppressor of crime? Should he operate only after the fact? Or should he be in the business of community organization, seeking to bring about peaceful social change?

Have the courts gone too far in protecting the rights of those accused of crime to the neglect of the citizen and the danger of the police officer? How much should the public attempt to control the police and by what devices? What kind of men should be allowed or encouraged to become police officers? What kind of training prepares a man for exercising authority in the name of society? How is the public to be involved in its own protection?

All of these questions have significant political implications. Problems of internal operation and management and of promotion are of special interest to the student of public administration.

The commission finds that isolation from the community is one of the

most serious police problems.² Academicians are, perhaps, equally or more isolated. The two types of isolation appear to have been at opposite poles, and the gulf between has been tremendous. In spite of this fact, both scholars and police have made overtures toward each other and there is a hope that valuable service can be rendered by social scientists.

One of the first problems to be overcome is the establishment of a common language which will allow the police and the social scientists to communicate. The police must come to know what kind of wares the academician has to offer and how these may be of use in the practical world. For his part, the social scientists must begin by accumulating facts, hard empirical facts, about the police operation. Before he can be of much use in suggesting new ways of doing things, or solving problems, he must come to know some of the basics of the police operation.

This study is an attempt to accumulate basic information about a group of police officers: how they view themselves and the public, their attitudes toward training, departmental management, and police problems, as well as their opinions about the Supreme Court, and various forms of outside control on their activities. Their attitudes toward various police functions are examined with a view toward establishing the individual officer's picture of his duties. Basic demographic data such as age, education, rank and experience is also included for analytical purposes.

The very great interest in this information, already exhibited by the Portland Police Bureau, should clearly indicate the potential for continu-

² Ibid, p. 106.

ing and expanding the dialogue between the Bureau and staff members at Portland State College. Two years ago the College adopted a very broad liberal arts program for the prospective police officer. Under a grant from the Office of Law Enforcement Assistance of the United States Department of Justice, the College is conducting a series of research projects of which this is one. These research projects are designed to lead to modifications in the training programs of both the College and the Bureau.

While no specific recommendations for changes in departmental management will be made by the author or the College, the information contained in this document will be made available to the Portland City Club, which is making an extensive study of the Bureau. It is also hoped that this information may provide the political leadership of the City some added information for evaluating the police function. The author is confident that the Chief of Police and his staff will utilize this and all other information available in the formulation of departmental policy.

The Portland Police Bureau is an excellent laboratory for study. In the first place, the management is highly cooperative. The department is considered to be free of any significant corruption and, although it does not have a reputation for highly controversial innovation, its management has been active in the development of law enforcement programs at both Portland State College and Portland Community College.

The ratio of police officers per 1,000 residents is about 1.8, which is above the national average for all cities (1.16), but below the average for cities over 250,000 (2.3). The average for cities of 100,000 to 250,000

was 1.5 in 1965.³

Portland Police patrolmen are paid above the national average. The median beginning pay for patrolmen in larger cities in the country was \$5,300; the median maximum pay was \$6,600 per year.⁴ For the same year, the comparable figures for the Portland Police Bureau were \$6,492 and \$7,212.⁵

Crime rates, although notoriously unreliable, tend to indicate that the rates in Portland are about the same as the national average and the rates of change are also similar.

Methodology

This study was conducted in the Fall of 1966, with the assistance and active participation of the Police Bureau of the City of Portland, Oregon. A primary purpose of this study was to ascertain the training needs and interests of officers in the Bureau.

This function has been conceived broadly, however, and many questions about the respondent's role, his self-esteem, his problems and his view of the public were included. In this manner a more or less balanced picture was obtained. It is hoped that this picture will provide adequate background information to make it useful for the Bureau and for Portland State College in the efforts of each to establish program.

³Federal Bureau of Investigation, United States Department of Justice, Uniform Crime Reports, 1965 (Washington: U. S. Government Printing Office, 1966), pp. 148-151.

⁴The President's Commission on Law Enforcement and Administration of Justice, Task Force Report: The Police (Washington: U. S. Government Printing Office, 1967), p. 10.

⁵Portland Police Bureau, Annual Report, 1965 (Portland, Oregon: Portland Police Bureau), p. 3.

The questionnaire was developed over a period of several weeks. A management analysis previously conducted by the College was utilized to suggest questions in what appeared to be problem areas. These questions were combined with other questions which were considered to be relevant in ascertaining the total picture.

A draft of the questionnaire was discussed in considerable length with representatives of the Portland Police Union. Many of their suggestions were included in the final draft which was discussed with the Chief of Police and his immediate staff.

As finally formulated, the questionnaire consisted of ten pages of highly concentrated inquiries constructed in such a way as to reduce the problem of "face validity." Most of the questions called for objective answers, although ample opportunity was provided for expression of attitudes not restricted by the researcher's preconceptions. Major emphasis was placed on topics related to training as such, and to factors closely related to training. One series attempted to ascertain attitudes about the general area of rules and regulations. Another section sought to learn about those training topics in which the officers were most interested. Ascertaining police attitudes toward the public and their perception of social problems was the objective of several other questions.

The questionnaires were distributed by the Bureau. A letter, signed by the Chief, indicated that completion of this document was an important part of the efforts of the College and the Bureau to determine training needs. Each officer was assured that his answers were completely confidential and that they would not be seen by any member of the police department. Officers

were instructed to place their completed questionnaires in a sealed envelope and return them to their superiors who maintained a check off list. Examination of the responses indicates that police officers spent a good deal of time in thinking about their answers and completing the questionnaires. A total of 420 completed, usable questionnaires was obtained. This is approximately 62% of the present complement of 682 sworn officers. In addition, the responses from the Detective Division were returned too late to be included in this analysis. Otherwise, the distribution within the precincts and divisions of the police department indicates a consistently high degree of return from each unit. (See Figure 1) Most of those who did not respond can be accounted for as either sick or on vacation, or somehow simply not available. There is not doubt, however, that some of the failures to respond and some of the incomplete responses do represent a negative attitude toward completing questionnaires in general or to this one by Portland State College in particular. It is also reasonable to suggest that these non-respondents may have had different attitudes than those expressed by officers who did complete the questionnaire.

The results of this sample were coded and punched to cards for electronic data processing. Most questions were compared with many others to determine if a significant degree of correlation existed between the responses. The questions chosen for comparison are those which the researcher thought would be most relevant for the purposes of this study. Questions which yielded an overwhelming response in a single category generally were not utilized since they produce no analytical results. For example, 368 of 382 officers indicated that protection of life was a "very important" police

function. The 14 officers who did not give this answer provide a base too small for comparison with other questions, therefore, this question was not used in the list of correlations.

Figure 1

OFFICER'S DIVISION OR PRECINCT	NUMBER AT PORTLAND POLICE DEPARTMENT	NUMBER IN SAMPLE	PERCENTAGE
CENTRAL	103	85	82
EAST	127	73	57
NORTH	63	27	43
TRAFFIC	118	75	64
HARBOR	23	18	78
DETECTIVE	86	32	37
VICE	14	10	71
JUVENILE	15	13	87
WOMEN'S PROTECTIVE DIVISION	16	16	100
INTELLIGENCE	13	6	46
RECORDS	24	20	87
JAIL	41	19	47
TRAINING	4	2	50
PLANNING & RESEARCH	2	0	0
COMMUNICATIONS	14	8	59
IDENTIFICATION	14	9	64
PERSONNEL	2	0	0
SUNSHINE	3	1	33
GARAGE	1	0	0
UNDISTRIBUTED	---	6	---
TOTALS	683	420	62

The Chi-square statistic was utilized in the analysis of each correlation. Figure 2 is illustrative of the tables developed for this analysis. (Those referred to in this text are all shown in the Appendix.) It is one of

the more than 15,000 upon which this study was based. The mathematical calculations for determining the value of Chi-square are shown below the table.

Figure 2

AGE	EDUCATION						TOTALS
	H.S. GRAD.		SOME COL.		COL. GRAD.		
	OBS.	EXP.	OBS.	EXP.	OBS.	EXP.	
21-30	43	51	42	33	8	8	93
31-40	65	66	40	42	12	11	117
41-50	81	70	41	45	5	12	217
51-60	17	19	9	12	9	3	35
TOTALS	206		132		34		372

(where f is the observed frequency and F is the expected frequency)

$$\chi^2 = \sum_{i=1}^n (f_i - F_i)$$

$$\chi^2 = \frac{64}{51} + \frac{1}{66} + \frac{81}{70} + \frac{4}{19} + \frac{81}{33} + \frac{4}{42} + \frac{16}{45} + \frac{9}{12} + \frac{0}{8} + \frac{1}{11} + \frac{49}{12} + \frac{36}{3}$$

$$\chi^2 = 22.5 \quad 6df$$

In each cell the observed (obs.) and expected (exp.) frequencies are indicated. This representation makes it possible to note visually the cells which contribute most to the correlation. In each case the expected frequency has been rounded to the nearest whole number for ease of reading and sight calculation. The level of confidence which may be placed upon the correlation is dependent upon the number of degrees of freedom (df) and the

magnitude of Chi-square. The number of degrees of freedom is calculated by the number of columns minus one multiplied by the number of rows minus one (in Figure 2 this value is 6). Any standard table of Chi-square values may be utilized to determine the level of confidence for these correlations.¹ In this case the correlation is significant at the .001 level. This means that there is less than one chance in 1,000 that this distribution would occur by chance if there were no relationship between the level of formal education and the age of police officers. This process does not establish a causal relationship; it merely indicates that different age groups have significantly different levels of educational achievement.

In this instance, and all others analyzed with the Chi-square technique, the relationships are expressed in terms of the differences between the expected and observed frequencies. In the example shown above, the 51-60 age group does not have a majority (and need not necessarily have the greatest percentage) of college graduates. The cell contributes to the significance of the correlation because the difference between the expected frequency and the observed frequency is disproportionately large.

The reader is cautioned to examine the questionnaire for the specific wording of the questions. The reader must also be constantly aware of the fact that significant correlations are based on differences in expected and observed frequencies, not absolute differences.

¹The reference used here is: Wilfrid J. Dixon and Frank J. Massey, Jr., Introduction to Statistical Analysis (New York, New York; McGraw-Hill Book Company, Inc., 1957).

Conclusion

It has been the purpose of this study to accumulate some basic information about police officers. The work was undertaken with the assumption and hope that the social sciences can make some contribution to the field of law enforcement and that the study of law enforcement organizations and personnel can provide valuable information for the field of the social sciences.

Both prudence and the need to bridge the barriers between the academic world and the police dictate that the social scientist avoid jumping to hasty and, probably, false conclusions. This study has attempted, accordingly, primarily to describe. Three hundred and eighty-eight, ten-page questionnaires were examined and processed. More than 15,000 tables were checked for significant relationships.

Out of this process a picture of the Portland police officer has emerged which, although not complete, tends to give some impressions of his attitudes, activities, and his image of himself and his job. In addition to the description of the Portland police officers as a group, two quite distinct patterns or sub-groups have emerged. One of these groups, herein called the "activists," shows a strong tendency to seek innovation within the department. The other, here called "traditionalists," seems much more willing to maintain the status quo.

These two do not represent two completely separate groups of individuals who divide into the same categories on every question. The two do divide on important factors and in a generally consistent pattern. The patterns are somewhat comparable to those found by students of the United States

Congress who find that party is an important variable, but that it cannot be relied upon to predict all situations.

In this conclusion, the Portland Police will first be described as a group. The two sub-groups will then be discussed with some note of their differences in each of the major topic areas.

General Description

Four factors seem to be of primary importance in describing the Portland police officer. While he is somewhat older than the national average, he is probably younger than the average officer in large cities. He has more education than the average citizen or the average police officer. Two rather detrimental factors seem to be his lack of involvement in community organizations and the fact that he has gained virtually all of his experience in one department. This latter factor is true of almost all police departments and is a major problem for those wishing to "professionalize" the law enforcement field.

The training program at the Portland Police Bureau is extensive and well respected by the members of the department. The complaints which are heard and the suggestions for improvement are, generally, aimed toward making the program more practical. They are also bent toward getting more participation by the individual officers. The questions on training interests reveal that a great number of police officers are interested in many topics which have not usually fallen within the formal training of police.

About one-third of the officers felt there was too much pressure to take the examination and be promoted to sergeant. Approximately one-half indicated a desire to see an expansion of the possibilities for "transfer

in rank." Evaluation of the responses to the various possible criteria for promotion shows that there is general agreement about the use of time in rank, written tests, and oral tests (which are now in use), and agreement that a merit rating should be used, but that college degrees should not be a criterion for promotion.

In terms of career choice and satisfaction, 36 percent of the Portland police officers said they would choose police work over all other fields (given a situation in which any choice was possible). Fifty-seven percent said they were either "very satisfied" or "satisfied" with their career advancement to date. Forty-four percent said Portland police officers are now professionals. Only 36 of the respondents indicated that police should not be professionals.

Almost 82 percent of the officers said there was a tendency to do things in the same old way. Seventy-six percent said they feel free to express new ideas and concepts. Twenty-nine percent said they made suggestions often and only 7 percent said they never make suggestions. The great majority is satisfied with the supervision presently received. Only 11.5 percent wanted more and 12.9 percent wanted less supervision. Seventy-four percent of the respondents said they have confidence in departmental rules and regulations. Eighty-two percent have confidence in their immediate superior. Sixty-two percent of the men were satisfied with the amount of military-like organization they now have. The balance was divided about equally between those who wanted more and those who wanted less.

The traditional police functions received the highest ratings in terms of importance. Protection of life and apprehension of criminals were

at the top of the list. There was much support, however, for non-traditional areas of police work.

Portland police officers are almost unanimous in the belief that recent Supreme Court decisions restricting the use of confessions make their jobs at least somewhat more difficult, endanger their personal safety, and operate to the advantage of the accused and the disadvantage of the injured.

Less than four percent of the respondents favored the establishment of a civilian review board. Only 7 percent felt the public had adequate information upon which to judge the efficiency of the police. Forty-nine percent thought there should be some public check on police methods, but there was little agreement about how the principle should be implemented.

Seventy-one percent of the officers think the news media in Portland portrays the police favorably. Thirty-one percent of Portland police officers think the public is "hostile," "suspicious," or "antagonistic" toward police. Fifty percent think the public's attitude is "friendly," "impartial," or "cooperative." Seventy percent think most citizens would report a crime even though they were not involved, and 48 percent think most citizens would help an officer if he was in trouble or attacked.

On a job status scale of one to nine, Portland police said they were now at four and they should be at seven.

Respondents saw "professional criminals" and "juvenile delinquents" as the greatest dangers to the community. They ranked civil rights leaders and political radicals as the least dangerous groups on the list. Eighty-six percent of the respondents thought that major disorder in the streets would come from riots instigated by radical elements of the left or right.

Eighty-six percent of the officers said the civil rights movement was pressing too fast for equality.

Public cooperation and respect were seen as the most important factors necessary to enable an officer to do his job well. The next highest rating was for better court support.

With this general description of the Portland police officer in mind, it is possible to examine the sub-groups which appear to emerge from the data. The reader is cautioned to remember that relationships are significant in terms of differences between observed and expected answers: the differences are usually not absolute numerical distinctions.

The Activist

This group is generally younger and better educated. The young officers with some college education are often the most interested in new approaches. In terms of training, the activist wants more refresher courses and wants more direct participation. He prefers panels, practical applications, and acting out probable situations as teaching techniques. He is much more likely to want to be an instructor himself.

In the area of promotions, the activist thinks merit ratings, written and oral tests, and college degrees are important criteria for promotion. He tends to feel there is little or no pressure to take the examination and be promoted to sergeant. He thinks men with college degrees make better police officers and regards a college degree as a desirable qualification for police officers. He is also more likely to be in favor of the expansion of the possibilities for "transfer in rank." He tends to be more satisfied or more optimistic about his career advancement.

The activist is more likely to use the Manual of Procedures, to be more confident in departmental rules and regulations, and to be more confident in his immediate superior. He feels more free to express new ideas and concepts and more often makes suggestions. He is generally satisfied with the amount of supervision he receives and with the present degree of military-like organization.

In the scope of police functions, he is more likely than the traditionalist to rank "protection of demonstrators," "protection of unpopular speakers," "protection of freedom of movement on streets and in public places," "helping psychotics," and "mediation of social change and transition" as important police functions.

The activist feels less threatened than his traditional counterpart by the recent Supreme Court decisions restricting the use of confessions. He tends to feel that his job is only slightly more difficult, that his personal safety is only slightly more endangered, or that the accused benefit little from these decisions.

The activist generally feels less threatened by various forms of outside control. He is more inclined to believe that there should be a public check on police methods and that the court should be involved in decisions on making arrests in questionable circumstances. He is more willing to submit the final decision as to which laws are to be most strictly enforced to non-police, such as the mayor, city council, or perhaps a civilian advisory board.

The activist tends to think the news media's portrayal of the police is favorable. He thinks a greater percentage of the public respects police

and believes that most citizens would both report a crime to the police and help an officer who was in trouble or attacked.

The activist tends to see the problems faced by the police in a manner different than does the traditionalist. He sees less danger from political radicals and less danger that riots will be instigated by radical elements of the left or right. He looks for help in greater support and cooperation.

Overall he can be characterized as a much more open person, with more confidence in his community, organization, and, probably, himself.

The Traditionalist

The traditionalist is opposite to the activist in virtually every trait and opinion. He tends to be older and to have completed less formal education. He is less likely to want to be an instructor and is less interested in many of the training topics. He is not as anxious for personal participation in the courses which he attends.

He is more likely to feel pressure to advance in rank. He is opposed to any expansion of the possibilities for "transfer in rank" and thinks a college degree is either not necessary or not desirable. He thinks men with college degrees do not make better police officers. He places more emphasis on "time in rank" as a criterion for promotion and thinks Portland police officers are now professionals.

In the area of management he tends to feel less free to make suggestions and he wants less supervision. He uses the Manual of Procedures less and has less confidence in his superior and in departmental rules and regulations.

The traditionalist tends to rank "protection of property," "regulation of public morals," "control of juveniles," "assisting motorists and other citizens in need," and "control of vice" as more important police functions than does the activist. He rates such functions as "protection of demonstrators" and "protection of unpopular speakers" as less important.

The traditionalist appears to feel more threatened by the recent Supreme Court decisions on confessions. He feels they make his job "much more difficult" and endanger his personal safety. He also feels the decisions operate very much to the advantage of the accused and disadvantage of the injured.

The traditionalist appears to feel more threatened by outside control. He tends to be opposed to any outside check on police methods. He wants the individual police officer to decide when to make an arrest when the circumstances might make the case difficult to prove in court and he wants the individual officer to decide which laws are to be most strictly enforced. He does not even want the departmental management to make these decisions. He appears to be particularly hostile to any court supervision of his activity.

In the area of press and public relations, the traditionalist sees the media's coverage of the police as unfavorable. He tends to think fewer citizens respect him very much and that more are contemptuous toward the police. He does not believe that most citizens would report a crime to police if they were not involved, and does not think most citizens would come to the aid of a police officer if he was in trouble or attacked. He blames the failure of citizens to help police in these situations on poor

court support.

The traditionalist tends to see greater danger from radicals of the left or right. He thinks there are groups which should be particularly closely watched because "they will try to get away with something." The groups he mentions are Negroes, political radicals, and civil rights organizations. He thinks the civil rights movement is pressing much too fast for equality.

Implications

If this dichotomy has any merit in fact, it suggests several implications for the improvement of the police service. These are primarily in two major areas, policy and training.

Policy

The dichotomy leads to several policy implications. Police departments will not be able to accept new functions and responsibilities unless it is recognized that many of the men will not believe in the legitimacy of the new tasks. Where this belief is lacking there is likely to be incomplete or incompetent police performance.

The failure of the traditionalists to accept the decisions of the Supreme Court with any degree of confidence suggests a constant problem of internal supervision if the intent of the decisions is to be carried out.

The feeling that the public does not respect the police officer, or holds him in contempt, will most certainly effect the officer's attitude and behavior toward the citizen. The growing complexity of police-community relations will require that virtually all officers be brought into a posture

with that policy which is now the official position of the chief's office.

The involvement of the officer described here as the traditionalist is of the utmost importance. If radical changes are to be made without his involvement, he simply cannot be expected to fully accept them. The traditionalist must be seen as a valuable resource, both to the department and to the community. Vigorous leadership of police departments must set the tone for the behavior of all officers. It must also utilize the experience represented in the great numbers of traditionalists.

The other two factors which seem imperative if the police service is to be improved to the level and in the manner which society will demand, are the requirements of a four year degree in the liberal arts for all personnel with general enforcement duties and the introduction of lateral entry into the police service.

There is no category of employment more general or more varied in its demands than police work. Officers regularly go from helping roles to suppressing the most violent citizens. They are subjected to assault and abuse almost without notice. The complexity of their roles demands the best education possible. This need is accentuated by the fact that police usually operate either alone or with one other officer. They are required to exercise a great latitude of judgment in situations in which no one can supervise them and in which, sometimes, there is no remedy if the officer makes a mistake. These tasks demand the combination of a liberal arts education and practical, on-the-job experience.

Lateral entry is especially important at the upper levels of the police service. The stifling effect of limiting access only to those already

indoctrinated in the department was discussed in Chapter V.

Training

The most important and overriding implication of the dichotomy between activists and traditionalists is the necessity to involve the latter type. The traditionalist must be a party to planning and executing new training programs. If he is "left out," his feeling of alienation and resentment will result in rejection of new techniques and the undermining of the high aspirations of new recruits.

There are several ways in which the traditionalists should be involved. His experience is one of the most valuable assets of any police department. Much of what he knows can never be taught in the classroom, but he could impart some of that knowledge to the new recruit. If he is not involved, the traditionalist will tend to form a backwater of resistance in various operations within the Police Department. If the number of traditionalist in any peer group is a substantial proportion of the total, the effect may be to discourage younger officers from performing at their optimum level. If this occurs, the department loses not only a major part of the productive capacity of the traditionalist, but suffers from the slow-down of the activist as well. This loss of productivity may be multiplied many times over if the activist gives up and decides the best way to "get along" is to "go along."

The traditionalist should also be involved in other realistic and meaningful programs and policies. The fact that large numbers of the older patrolmen are very dissatisfied with their career advancement and feel a great deal of pressure to take examinations and be promoted suggests that

the Bureau may be alienating its older men by its promotional policies. If there are men who are good patrolmen or detectives but who would not make good supervisors, these men should be given some recognition for the jobs they are doing. The use of several grades of patrolmen might help to give the older officers a greater sense of worth.

Studies in public administration have repeatedly shown that members of almost any organization will resist change from all sources if they feel threatened. The traditionalist obviously feels threatened by suggestions for new approaches. If his worth is noted and appreciated, his resistance may be turned to support and complimentary effort.

No matter what specific training policies are to be adopted the traditionalist must be involved for his own good and that of the department and the community. This should be a continuing function of all training programs. The problem is a long range one, but it must be tackled vigorously now!

Of somewhat less magnitude, but nevertheless of great importance, are three general types of criticism of the training programs at the Portland Police Bureau. The most serious area of criticism relates to the alleged impractical nature of parts of the courses of study. It is very difficult to present materials in a classroom which fully duplicate experience in actual situations. Some new training devices, particularly the use of closed circuit television, may provide a partial solution to these problems. The integration of formal training and on-the-job application of the lessons taught would also be valuable. The Portland Police Bureau has just decided to offer recruit training in two four-week sessions with about five months between the first and second halves.

As mentioned above, a closely related problem is the definition of the areas and standards for the exercise of discretion by the individual police officer. The development of a more thorough Manual of Procedures would do much to stimulate greater rationalization of the law enforcement process and to bridge the gap between what a police officer is, theoretically, supposed to do and what he, in fact, must do to perform his job. This in turn would enable the training program to become "more practical."

These criticisms hold implications for college programs as well. They do not suggest a need for "how to" courses, but they do demand that course materials be related in some meaningful way to their functions and needs. Such pressure, to come to grips with reality, may provide an excellent stimulus for the academic world.

The second and closely related type of criticism of present training programs is the apparent feeling that there should be more personal involvement in the courses which are offered. Approximately half of the respondents wanted more personal participation. It is very difficult to establish a high level of participation in very short courses. Most of the annual "in-service" training programs at the Bureau last only 16-20 hours. In each, there is a feeling that a certain amount of material must be presented. This leaves little or no time for real participation or involvement.

One of the most unfortunate side-effects of this deficiency is the loss of a very good potential channel for obtaining feed-back from the members of the department. No general opportunity is provided for the expression of views other than through the departmental hierarchy. This would be an excellent point at which to get the traditionalist involved.

The third area of criticism concerns teacher preparation. Many officers felt that a major problem was lack of preparation on the part of instructors. The fact that instructors are given no "on-duty" time to prepare, and neither recognition or extra pay for their efforts, cannot be conducive to good preparation. Several things could be done to improve this situation. Instructors could be given extra pay and a badge of merit indicating they are instructors. They could also be given compensatory time off on a ratio of four hours off for each hour of classroom presentation.

These and all other suggestions, especially for specific courses, must become part of the dialogue between the Police and the College. Any specific suggestions resulting from the section on Training Interests can be checked against other parts of the questionnaire to help in the planning of any specific course which the College and the Bureau agree upon. The material showing the distribution of interests by precinct or division will show where the interests lie.

Turning from a concentration upon the police to the role of the College, the most important training implication is the need for better educated officers. The Portland State College Certificate Program in Law Enforcement concentrates heavily upon the behavioral sciences within a broad liberal arts context. If the activist is the kind of officer society wants, such a program seems likely to succeed in producing him.

The continuing education function more directly attacks the problems of involving the traditionalist and helping to prevent the dichotomy described in this report from becoming a schism. Programs must be devised which will provide a varied pattern to capture the interest of both groups. Much of

the direction for the design of these courses will be based upon the material developed in this study.

Much basic information is now available and the dialogue is in progress. The direction these courses take should now be the result of the process.

Questions

Like all research efforts this one seems to raise more questions than it answers. Similarly, it suggests directions for further research. This study has not attempted to establish causal relationships, although such relationships provide interesting propositions for speculation.

Among the more obvious questions raised by the conclusions, the most important may be whether the respondents identified as "activists" in this study would become "traditionalists" if they were to obtain the situation they seek to establish at the Portland Police Bureau. Since the factors of age and experience are significantly correlated with the two types, there is some reason to speculate that as the officer spends more time on the force he becomes more of a traditionalist. There is an alternative explanation of the phenomena, namely, that this is a generation difference; that is, the newer officers are significantly different from their older counterparts. The correlation with education would tend to substantiate this latter hypothesis. A multiple test of variance might be used in an effort to isolate the probable causal relationships.

The shift from purely police or restrictive functions to what might be called developmental or organizational functions parallels the shift from

colonial bureaucracies to nationalistic governments. Some form of cross cultural studies might be undertaken to check the hypothesis that the liberals of today will become the conservatives of tomorrow.

The nature of the socialization and resocialization processes in a police organization might also provide the substance of a study in role definition. What are the sources which instill the officer with a sense of identity with the police service? To what extent can formal education shape these attitudes? Is the informal peer structure more significant in the new recruit's efforts to define his role? If the officers identified as traditionalists in this study have a great deal of influence on the behavior of the newer man, can this older group be changed or redirected by greater involvement? In depth interviews and tests of attitudes through time might provide adequate data upon which to base answers to these questions.

The discussion of police functions raises questions about police limitations. What kinds of criteria might be used to determine if a particular activity should be an exclusive police function, functional area from which the police should be excluded, or a function which the police should share with other agencies? These questions seem to suggest some definition of community goals. These definitions most certainly should not be left to the police exclusively. On the other hand, the police must be involved in some way in the processes by which these decisions are made.

Such a definition of goals should be broadly based so that they might provide the basis for evaluating all governmental functions and the division of these functions, not only between governmental agencies, but between these agencies and private groups and citizens. The President's Commission

has suggested that the police be involved in this type of community planning activity.

The discussion in this study of the lack of community contact and the isolation of police also raises questions of limitations. The recent disclosures of police membership in the John Birch Society can only be described as frightening. There is no doubt that police departments must exercise some control over the actions of members in their private, as well as official, lives. The problems of conflicting interests or loyalties created by membership in such organizations is only one manifestation of the areas in which the police must exercise discretion. It is the position of the President's Commission and of this paper that the exercise of discretion is a reality and no amount of pushing one's head in the sand will make the problems go away. It is necessary for the police and/or some other agency within the community to set the general limits within which an individual officer may exercise such power.

The apparent importance of education in the formulation of police attitudes raises questions about the type and amount of education which should be required, offered, or supported by colleges and police departments. The Portland State College program places great emphasis on the liberal arts with specialization in the behavioral sciences rather than police techniques. There is no firm evidence that such education really makes a great difference; there is merely the assumption that a liberal arts education somehow makes an important (if not a measurable) difference.

The sample upon which this study is based does not provide an adequate number of officers with college degrees to make statistical inferences about

their attitudes. The picture is also complicated by the difference in types of degrees and the wide range of age of those officers with degrees. It may be possible to accumulate an adequate base of information as graduates of Portland State's program assume positions in the police departments of the area.

Two major resources of the College for carrying its part of the dialogue with the police consist of the interested faculty in the social sciences and a progressive administration which is willing to extend the resources of the College into the community.

Conclusion

The data, plus the modest and simple conclusions presented here can and, hopefully, will provide the basis for a continuing dialogue between the academic and police worlds. This dialogue has already started and shows every sign of continuing and expanding. It is the aspiration of the author that the academic world may learn as much or more from the police as the police learn from it; and further, perhaps, the academic world may even make its own standards more flexible and more in touch with reality.

PORTLAND POLICE: THE PUBLIC'S VIEW

Methodology

This is an analysis of data collected in two basic ways. A survey was conducted with the use of standard survey research techniques. A four-page questionnaire was developed to investigate many aspects of the public's view of the police and their problems. Information about the respondent's age, sex, income, education, occupation, and group affiliation was obtained for determining characteristics of persons with sets or patterns of opinions about law enforcement. The respondent's attitudes toward the courts, civil rights, and a variety of other public issues are compared with his feelings about police officers.

One hundred seventy-six interviews were conducted on this door-to-door basis. Blocks were designated and the sampling within blocks was accomplished on a random basis to eliminate as much bias as possible.

In addition to these door-to-door interviews, 153 questionnaires were obtained from groups of respondents who completed the questionnaire at their place of employment or in their homes. One hundred fourteen questionnaires were completed by employees of a local firm which agreed to cooperate with the project. An additional thirty-nine questionnaires were completed by members of the local chapter of a national women's civic organization and a few of their husbands.

In spite of the elaborate precautions taken in this sample there are, as in almost all such surveys, many factors which lead to distortion. In this case, some difficulties were particularly hard to overcome. It is probable that persons who live in certain housing situations will have attitudes which are different in important respects from those of the average population.

Those who live in apartment houses with elaborate security precautions or who have locked gates, and/or signs warning the peddler, solicitor, or agent of the vicious dog, are likely to be more, security conscious than the average citizen. In a sample of the type obtained here, it is almost impossible to obtain access to these people. The failure to do so undoubtedly results in certain distortions of the data. For this reason, it is advisable to use caution in generalizing about the nature of the population from the results of the sample. It is much more reliable to compare the various answers given by those within the sample. In this manner, it is possible to predict the most likely relationship between such factors as age, education, and income and the basic attitudes relevant to the law enforcement function. It should also be remembered that this is essentially a middle-class sample. Very few Negroes and only a small number of the poor are included. Analysis of this data would, therefore, be of little or no use in establishing a community relations program aimed at special problem groups. It would appear to be of some value in the design of a more general community-police relations effort.

Each of the 329 questionnaires was coded for data processing. The results have been compared with the use of the Chi-Square statistic to determine the degree of correlation, if any. The use of this statistic enables the researcher to assign a numerical weight to each relationship. He is then able to suggest both the direction of the relationship and the magnitude it bears. In addition, he is able to set the reasonable limits of error; in other words, he can predict the chances of accepting a false conclusion.

The results of this analysis are grouped and presented here by major

categories. The results of the questions within each category are first presented followed by an enumeration of the significant relationships within the category and between the questions in the category with the questions grouped in other major categories.

The reader should be cautioned about the limitations of the Chi-Square analysis. It does not establish causal relationships. The reader must be constantly aware of the fact that significant correlations are based on differences in expected and observed frequencies, not absolute differences. All correlations which are discussed are significant, at least to the .05 level.

These surveys were conducted in the Fall of 1966.

Overview

Contact

Most respondents reported that they had had only rather casual contact with police officers, usually when an officer had assisted them. Twenty-nine percent had known an officer as a friend, 24% as an acquaintance, and 8% as a neighbor. Very few had ever praised a police officer or complained about his actions.

Involvement

Only 4% of the respondents said they would not ask a police officer for assistance. Eighty-seven percent said they would report a minor crime to the police even if they might be called to court. Eighty percent said they would be as willing to help a police officer who was in trouble or attacked as they would be to help any other citizen. Eighteen percent said they

would be more willing to help a police officer. Fifty-eight percent said they would want their sons to become police officers.

Image

The overwhelming majority (76%) of the respondents felt the Portland police officers were competent. Eighteen percent said they were very competent and only 6% said they were incompetent. A similar majority (70%) felt that Portland police officers were above average in intelligence when compared with the general population of the city. Only 12% thought they were below this average while a mere 3% said they were outstanding in intelligence.

Sixty-eight percent said law enforcement in Portland is about the same as in other areas. Twenty-two percent said better and 10% said not as good. More than four-fifths of the sample said that the news media in Portland give a favorable portrayal of police. The uniforms and helmets worn by Portland police officers were approved by 96% and 86% of the respondents respectively.

A substantial disparity appeared between the respondent's own feelings about police officers (generally high) and his view of how other citizens see the police. Both this sample and a Gallop poll would indicate that about 70% of the people respect police very much, but these respondents felt that only 25% of the citizens had a great deal of respect for the police. This difference is illustrated further by the choice of words which best characterize people's attitudes toward the police. The responses were: hostile (4%), antagonistic (7%), suspicious (17%), indifferent (31%), impartial (15%), and only 26% said either friendly or cooperative.

A similar difference occurs when respondents are asked to characterize the officers with whom they have had personal contact and police officers in general. Only 8% of the respondents describe the officers with whom they have had personal contact as unreasonable or unfriendly. Seventy-two percent say either friendly or courteous. The remaining 20% say impartial. However, most officers, when taken as a group, are characterized by the same respondents as authority conscious (33%), status seeking (3%), serving mankind (36%), and friendly (28%).

Most respondents felt the status of police work was lower than it should be. The median score given to police work now on a nine-point job status scale is between three and four. The median response as to where it should be is between five and seven.

Needs of the Community and the Police Function

Eighty-two percent of the respondents felt that crime was on the increase in Portland. Most tended to attribute this increase to factors other than the police themselves. They were more often to see the causes in the breakdown of moral, family, and institutional controls. The greatest dangers to the community were seen to be professional criminals, reckless and drunken drivers, sex deviants, narcotic addicts and, to a much lesser extent, political radicals.

The most important police function according to the respondents was crime prevention. This was listed far ahead of all others, even protection of life. Regulation of public morals, setting an example for community behavior, and control of vice were seen as the least important functions.

More than a third of the respondents (35%) felt the most serious problem the police have to deal with is lack of public cooperation. Court limitations on police action, inadequate manpower and equipment, and political pressure or interference were ranked second, third, and fourth respectively. In the converse, when asked what kinds of public support would be most helpful to the police, the citizens in this sample answered more public respect and cooperation first by far. Better pay and working conditions were seen as the second most helpful form of support while more support by public officials was seen as a poor third and better news media coverage an almost nonsignificant fourth.

Eighty-three percent of the respondents said more police patrolling an area would decrease crime in that area. Only 30% said all police officers should have college degrees, although almost all thought administrative personnel should have such degrees.

Most (61%) are reluctant to allow the police to go slightly outside the law to make an arrest. Fifty-eight percent did list one or more conditions that might justify the use of more force than was necessary to make an arrest. The most often mentioned case was when dealing with a child molester.

Opinion was divided on who should have the most to say about which laws are most strictly enforced. The answers were: the public (29%), special review board (23%), the Mayor and City Council (20%), the police (22%), and prominent citizens (1%). Only 35% had heard of a police review board, but of these 57% were in favor of one for Portland. Only 18% felt the public has adequate information to judge the efficiency of the Portland police.

The Police and Community Problems

Most respondents (71%) felt that Portland police give the same protection to minority groups as they give to other citizens. Seventeen percent said they give more and 12% less protection. Seventy-nine percent felt that civil rights demonstrators had been handled about right. Sixty-seven percent said this about Viet Nam demonstrators. Most of the remainder said they had been handled too softly, 19% and 29%, respectively. The respondents in this sample are not happy with the progression of the Civil Rights Movement. Seven percent felt it was progressing much too fast, 48% too fast, 37% about right, and 8% too slowly.

When asked to respond to the statement that "a major threat to order in the streets will come from riots instigated by the radical elements of the left or right" 19% strongly agreed, 53% agreed, 24% disagreed and only 4% strongly disagreed.

Eighty-nine percent of the respondents felt that recent Supreme Court decisions limiting the use of confessions make the police job more difficult. Sixty-seven percent felt their personal safety was more endangered by these decisions and 84% said the decisions operate to the advantage of the accused and to the disadvantage of the injured parties.

In summary, it can be said that the Portland police generally have a good deal of respect and support from the respondents in this sample. There are some soft spots and limits to this support. These are discussed in the more detailed analysis which follows.

Conclusions and Recommendations

At this point, it is again necessary to remind the reader that this sample tends to be biased toward middle class citizens who are more active

by a division of the respondents into three types, each representing a style or pattern of responses to police officers and to the law enforcement function. The first pattern is herein called the SUPPORTER. These persons tend to be males, more active in community organizations, to have been assisted by and to have praised a police officer. He thinks police are highly competent and that very few or none take bribes. He thinks the press is favorable to the police and that most people respect police officers. He feels police enjoy high prestige. He is more likely to have known a police officer as a friend and to think the courts are a great restraint on the operation of the police department. He is critical of the Civil Rights Movement, thinks the civil rights and Viet Nam demonstrators have been handled too softly and that an officer should be allowed to go slightly outside the law to make an arrest.

The second pattern is called the CRITIC. He is likely to have a lower image of the police generally, seeing them as less competent, less intelligent, and less honest (taking bribes.) He thinks the public should decide which laws are most strictly enforced. He is more likely to have paid a fine and to think police are generally authority conscious. He thinks most citizens are afraid when approached by a uniformed police officer. He would not want his son to become a police officer, mostly because he thinks the job commands little respect. The CRITIC thinks police should not go outside the law or use more force than necessary making an arrest.

The third category of style of response is herein called the SKEPTIC. He generally supports the police and feels the officer enjoys a good image. He thinks the police are doing a good job and that they are competent though not to such a high degree. In these respects, he is similar to the SUPPORTER.

than the average in community affairs. It is also important to remember that the correlations which have been described above suggest tendencies rather than absolute differences. They do not establish casual relationships.

It is obvious from the Overview and from the analysis that Portland police officers enjoy a great deal of support and respect from the citizens represented in this sample. Most of the significant observations come from an analysis of the makeup of this support.

The most significant relationship to emerge from the data is that greater contact seems to increase support for the police and their activities. Very closely related is the fact that a better image and more respect are significantly related to a willingness to get involved and to help the police.

It would appear that the respondents wanted more public participation in the law enforcement process. They indicate support for a special review board and the desire to have either the public, a review board, or the Mayor and City Council in a position to decide which laws are to be most strictly enforced.

This sample indicates that the respondents feel that the most important police function is crime prevention. They would probably be supporters of an aggressive crime prevention program which meaningfully involved the public.

It would also appear that support for the police could hold some perils for society. The willingness to allow the use of more force than is necessary to make an arrest and to allow the police to go slightly outside of the law to make an arrest should be seen as a mixed blessing at best.

Support and criticism of Portland police officers can be best seen

On the other hand, he is not willing to let the police decide which laws are most strictly enforced; he wants this decision to be made by either the public, a review board, or elected officials. He does not endorse the use of any force greater than that which is necessary to make an arrest and he is unwilling to let the officer go outside of the law to make an arrest. The SKEPTIC is more tolerant of minority groups and their causes. He is less critical of the Supreme Court's decisions limiting the use of confessions.

The data and this analysis would seem to suggest that personal contact by an individual officer is the best public relations device the Portland Police Bureau has. This is the conclusion of its Chief as well. The evidence shows that increase exposure is related to a better image and a better image to a greater willingness to support the police. This conclusion would perhaps lend support to an argument for the police to become more involved in community activity both as individuals and as police officers.

Closely related to this conclusion is the evidence that the respondents felt the public should have a greater role in the law enforcement process. They indicated this in their insistence that the public have the say in which laws are most strictly enforced and in their belief that public support was the most helpful ingredient in helping the police to do their job.

From these two conclusions it is a short step to their statement that the most important police function is crime prevention. As indicated above, these combined interests and tendencies should make a crime prevention program which involves the public in attractive and viable activity.

The primary significance for training is a body of data which empha-

sizes the role of the individual officer. The specific factors which the respondents listed center largely around such complaints as authority conscious, overbearing officers, an officer's personal conduct, discourteousness and other personal attributes and behavior patterns. If the officer can be made more aware of the fact that his actions do affect his image and thereby the degree of public support he and his colleagues receive, he may be more willing to learn and work toward a more favorable image.

Impact of Research

Like most research in the social science fields, these three efforts are having and will continue to have both direct and indirect impact. This research has already had some impact on law enforcement in Oregon. The City Club of Portland has included some of the data in their report on the Portland Police Bureau. In addition to that which is quoted there is evidence that much of the research was reflected in the Committee's thinking. Members of the State Legislature and the Governor's Office have participated in discussions on the results of the research. It may be anticipated that future legislative action as well as administrative behavior may be affected by this exposure to the assembled data.

Members of the Portland Police Bureau have read and discussed the reports. Two copies are in the Bureau's library and they reportedly are given substantial use. Some actions of the Bureau, especially in the area of training, reflect a response to the findings. Several other police departments and many scholars around the country have requested copies for their libraries.

The entire program at Portland State College has been affected by the research. The short courses were structured in direct response to some of the findings. The College is presently re-thinking its certificate program with emphasis on the needs of the types of police officers identified in the training study. The research findings were even used as a training device. The results were discussed in some of the short classes, both as a means of reporting characteristics to the officers and as a point of departure for discussions. Other colleges in this and other areas have also indicated a desire to have a copy of the reports.

The research has provided a base for further research and discussion which is expected to have a continued impact for several years. It is also the basis for some articles which are being prepared for professional journals.

CHAPTER III: CONFERENCES AND CONTINUING EDUCATION PROGRAMS

This program brought together various persons having an interest in crime control and police from a variety of backgrounds and professions. Several of the sessions were innovative in design and presentation. It is felt by the Grantee that this thrust has made considerable impact already, and will continue to stimulate change in the future. A brief description of each of the institutes is as follows:

1. Law Enforcement Conference - August 11-12, 1966

Re: Community College - Four Year Institution Relationships and the Transfer of Credit

The conference, while attended primarily by academicians, did have the aid and advice of several representatives of the police profession, private industry and civic groups. Dr. A.C. Germann and Dr. Felix Fabian, out-of-state law enforcement educators, served as consultants. As a result of this conference, two-year community college programs offered two separate programs in law enforcement, one for those planning transfer to a four-year program and one for those not interested in degree achievement. The non-transfer program would be primarily vocational in design, while the transfer program would be general liberal arts education. The latter would offer nine quarter hours in law enforcement subjects at the freshman level, which would be the same in number and title, as well as content, as the beginning sequence being offered at the four-year institutions. Portland State College and Southern Oregon College would accept these courses in transfer.

2. Supervision of Police Personnel - January 23, 1967

As a result of the Management Study (see section on Research), it was determined that a definite need existed for courses in supervision. This course, attended by thirty-one supervisors (from nine police departments) was conducted in a non-structured manner, calling on the attendees to aid in the planning of what was to be studied. Faculty from a number of disciplines were used to instruct those attending.

3. Planning and Research - April 24-28, 1967

Two outstanding experts were guest instructors in this institute which explored the planning and research function of management. Then Deputy Chief of Police, Charles Gain of the Oakland, California, Police Department and Mr. Richard McDonald of the IBM Corporation, presented material and prompted discussion on the subject in general, and computer use in particular.

One of those in attendance was motivated to start a Crime Prevention by Public Information Campaign that proved quite successful. Another attendee is now applying concepts gained in his role as Police Representative to the Portland Model Cities Program. Similar experiences could be cited by many of the other twelve who attended this school.

4. Retreat I - May 19-20, 1967

Re: The Role of Police in Urban Society

Representatives of local police agencies, the U.S. Attorney's Office, and other local and state interests gathered for a two-day informal discussion on the role of the police. In addition to stimulating a dialogue between

the college and representatives of criminal justice, this session produced several newspaper articles and a published paper. A representative of the Speaker of the House of Representatives and the State of Oregon, was in attendance and reported the proceedings to the Speaker. The Speaker was later instrumental in the creation of a Criminal Law Revision Commission. While the Grantee does not imply a direct causal relationship, this example of possible areas of influence by the program is of use. It is felt that the retreats were extremely effective in stimulating meaningful change and action as well as discussion. The noted criminologist, Dr. John P. Kenney, was one of several distinguished visiting resource persons.

5. Challenge of Crime in a Free Society Workshop - August 7-9 and August 11, 1967

The three-day institute was designed to acquaint those professionally interested persons attending with the findings of the President's Commission on Law Enforcement and Administration of Justice. The one-day session was a much more brief examination of the report for interested citizens. In addition to police, the conference saw participation by a Supreme Court judge, state elected officials and others in positions to make policy and bring about change. Community interest was also in evidence and media coverage outstanding.

6. Retreat II - September 29-30, 1967

Re: Coordination and Consolidation of Law Enforcement and Lateral Entry

Community and political leaders as well as law enforcement leaders and program staff came together in an informal atmosphere to discuss these two important concepts. A number of those in attendance indicated they

planned to follow up on the session. An example of this would be the representative of the Chamber of Commerce, who indicated a permanent committee on the problems of criminal justice, law enforcement and corrections would be established in his organization. Mr. Dave Norrgard, Field Consultant for Public Administration Service, was one of several visiting resource persons.

7. Police Community Relations Institute - November 15-17, 1967

The institute, open to the police, civic groups, social agencies, the press, students, teachers, minority group members, and other interested citizens, attracted over four hundred persons who attended some of the sessions, and over one hundred who attended all of the sessions. The press covered the proceedings, which extended the impact of the institute. Dr. Richard Frost, a former Office of Economic Opportunity official, was one of several visiting faculty members. This conference did much to bring into the open, issues needing attention.

8. Retreat III - February 15-16, 1968

Re: Getting the Citizen Involved in Law Enforcement

Once again, community leaders, representatives of criminal justice agencies, political leaders, and news media representatives joined together with college staff, for a stimulating session in an informal setting. Former Chief, Ed Toothman, of the California Police Officers Standards and Training Program, attended as one of several visiting faculty. Those in attendance vigorously discussed the issue at hand. One of those in attendance later was involved in the creation of a citizens committee interested in the implementation of the President's Crime Commission Report.

9. The Recruitment of Police Personnel - February 19-23, 1968

This institute was designed primarily for police personnel having a responsibility for recruitment. Professor Samuel G. Chapman, who served as a visiting instructor, used a broad variety of resources in the program. A model recruitment program was compiled by those attending. Several applications of the institute material have been noticed. Of particular interest was the recruitment on college campuses and in minority neighborhoods by several agencies.

10. Establishing a Police Community Relations Program - February 19-23, 1968

Sponsored Jointly with the National Conference of Christians and Jews

Seventeen of the thirty in attendance at this institute were from the Portland Police Bureau. Included in their number were several high ranking officers. Shortly after this session the Portland Police Bureau established a formal Police Community Relations program, assigning six of those in attendance, to the new unit. Several of the smaller agencies in attendance also reported the initiation of programs. Sergeant Lee Brown, of the San Jose Police Department, was one of several guest instructors.

11. Motivation of Police Personnel - March 11-15, 1968

Mr. Bruce Olsen, of Michigan State University, serving as guest co-ordinator, spent the week exploring this important supervisory question. A paper on "Motivating the Hard Head" was submitted by a Nevada criminologist, and copies were distributed. Those in attendance generally felt they had gained insights and would be better supervisors.

12. Consolidation and Coordination of Law Enforcement Agencies - April 3, 1968

Dr. and Mrs. George Eastman, noted authorities on police administration, met with police and community leaders for a mostly informal, but highly stimulating conference. Interest in the topic discussed, with several agencies already making changes toward a more mutual effort.

13. The Police and Community Relations - April 4-5, 1968

Sponsored Jointly with the Pasco, Washington, Police Department and Columbia Basin College - Held in Pasco, Washington

This program extended the Grantees efforts to the Pacific Northwest Inland Empire. The program was well attended and thought by those in attendance to have been of value to citizen and police alike. As a result of this program, Columbia Basin College is planning a two-year program in law enforcement. Mr. David Hain, Administrative Assistant to the United States Attorney, District of Oregon, was one of several guest lecturers.

14. The Problem of Burglary - April 15-19, 1968

This institute was limited to ten participants and conducted on a "think-tank" basis. Mr. Ivan R. Polk, Coordinator of Law Enforcement, at Southern Nevada University, was the discussion leader and recorder. A paper listing ideas regarding the problem of burglary was prepared and distributed to participants.

15. Teaching Techniques for Police Instructors - May 6-10, 1968

Held at the request of the Training Officer, of the Portland Police Bureau, this course attempted to acquaint police instructors with concepts and techniques used in vocational training programs, human relations training,

and pedagogy. Several instructors from local industry, with backgrounds in employee industrial training, served as guest lecturers.

CHAPTER IV: CONSULTING AND RESOURCE CENTER

The program has quite naturally taken on an additional significant dimension as a variety of agencies, commissions, committees and individuals, from both government and civic responsibility, have looked to the Center for information, advice, and consultation. The few examples listed below are representative of this thrust.

The influential Portland City Club has received the services of the Center on many occasions in a variety of ways. Of particular significance is the aid given the Committee on Law Enforcement, the Committee on Racial Justice, and the Committee on Ombudsman.

The Oregon Council on Crime and Delinquency has received the services of the Center, in their Task Force effort on Police.

The Associate Director has been appointed to the Oregon Criminal Law Revision Commission.

The City of Salem has been aided in the selection of a Chief of Police.

The Public Administration Service has been given material on police material aid which they used in a research effort for the President's Commission on Civil Disorder.

The Portland Police Union has sought aid in the preparation of material to be submitted to the City Council on the reimbursement of tuition to officers attending college classes.

Police personnel have been given advice on method and approach to various planning projects.

A federal agency has been assisted in the recruitment of temporary

special employees.

Portland newspapers have requested advice and opinions on matters relating to crime, criminal justice, police and corrections.

A local industrial firm sought information and advice on plant security programming.

Attorneys call on staff for advice on case preparation regarding police practice and the location of expert witnesses.

A local police agency has asked for advice on organization and management.

CHAPTER V: SUMMARY

Vanport College, the forerunner of Portland State College, pioneered the offering of college level education in the field of law enforcement. This program, started in 1950, was based on a two-year terminal course approach, and predated the establishment of community colleges in Oregon. In 1955, Portland State College became a degree granting institution and although still authorized to offer a two-year program in law enforcement, ceased to offer the program. Interest from the community, the college, and particularly from the law enforcement profession, promoted Portland State College, in 1965, to begin planning for a four-year certificate program. A planning committee composed of representatives from the college and a variety of agencies of criminal justice was brought together to design program and curriculum. It was this committee which prepared the proposal for the Department of Justice for the grant which funded this effort.

The Portland State College Comprehensive Demonstration Project in Law Enforcement consisted of three major areas of thrust. The first being an undergraduate program leading to a certificate in Law Enforcement, was a Bachelor of Science degree in Political Science, Psychology or Sociology. The second thrust consisted of research in police management, community relations and in police training. The final major thrust consisted of a series of short courses for personnel engaged in law enforcement careers.

The program was designed to demonstrate the efficiency of using an urban college as a focal point for coordinated efforts dealing with the

numerous problems of law enforcement. It was designed as a regional effort serving northern Oregon and southern Washington. In addition to these major thrusts, the Center was called on for consulting and advising by a variety of agencies and persons desiring special help or assistance.

The program was carried out by an Acting Director, and after two years of patient search, the permanent Director has finally been hired. While it was originally intended that the Director would be hired prior to the execution of the grant, Portland State College's high standards and the market availability of those eligible, precluded the securing of the right man until the time of grant termination. The importance of this position cannot be over-emphasized and while it has been inconvenient not to have had a permanent Director, the Grantee feels the program will be better served having been patient in the search for the right man.

Research in the form a police management analysis, a study of the Portland police officer, and a survey of community attitudes was conducted. "The Portland Police Officer" study and "The Public View" study produced very large amounts of data which considerably slowed down the analysis and reporting of the research. It is felt that these two studies offer possibilities for future research in even greater depth.

The short courses and retreats were to some extent based on the findings of the research and to some extent based on the requests of local agencies and the findings of the President's Crime Commission. These sessions promoted thought, provoked change, and contributed to public and professional discussion on contemporary issues in criminal justice. They, at times, and rightly so in the Grantee's opinion, stirred fierce controversy.

The undergraduate curriculum has been well received by students who take the various courses as electives, as well as by those seeking the law enforcement certificate. The exposure the general education students receive will serve both the student and the system in the future, as they deal with matters of crime, criminal justice, police or corrections, in a career or a private way. The certificate program is designed to offer students seeking a career in this field, a broad base in the Social Sciences aimed at a liberal arts education. Former students of this program are already filling positions of responsibility in the community and in the profession. As this process continues and multiplies, the impact made on crime and criminal justice in this community due to the application of concepts derived from the program should be significant.

The Urban Studies Center provides a setting for the Law Enforcement Program to serve as source of service, information, and consultation to the community and agencies of criminal justice. The new relationship of the college, law enforcement and the community is quite possibly the most significant result of the program.

A restlessness and stirring is about the Pacific Northwest in regard to crime control and criminal justice. The Grantee feels that the Portland State College Law Enforcement Program has played an important part in this movement. The Program is launched and should grow to an even more influential force in the interest of answering the challenge of crime in a free society.