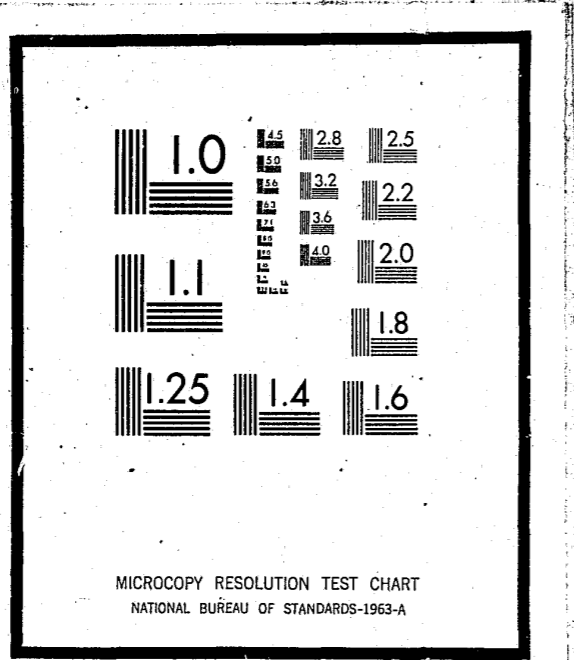


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POLICE-SCHOOL LIAISON PROGRAM  
FINAL REPORT

PERIOD: September 1966 thru August 1968

MINNEAPOLIS POLICE DEPARTMENT  
JUVENILE DIVISION

SPONSORED BY: THE OFFICE OF LAW ENFORCEMENT ASSISTANCE  
UNITED STATES DEPARTMENT OF JUSTICE

Submitted by:

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Our thanks to the Minneapolis School Board, the Minneapolis Board of Education and Superintendent John B. Davis and his staff for all the help and cooperation given us for the past two years. Their assistance has been invaluable.

THE MINNEAPOLIS POLICE-SCHOOL LIAISON PROGRAM

SUMMARY

The Minneapolis Police-School Liaison Program, a cooperative program between the Minneapolis Police Department and the Minneapolis Public Schools is described in this report. The program began in September 1966 when five specially trained plain clothes officers of the Juvenile Division were assigned to Junior High Schools.

This program began in September 1966 and ran through September 1, 1968. The program was sponsored by the Office of Law Enforcement Assistance, Grant 31, in the amount of \$70,364.00.

The results up to this point show the program has been very effective. In June of 1968 the Board of Education and the City Council voted to expand the program to include three Senior High Schools and seven more Junior High Schools, making a total of fifteen schools.

The program shows a slight reduction in Juvenile Delinquency in the areas to which the Officers are assigned. It also shows that with improved communications, a better understanding develops within the community.

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1. BACKGROUND

The Minneapolis Public Schools and the Minneapolis Police Department are agencies involved with helping children develop to their maximum potential through the best use of our community resources. The project was founded on the belief that a multidisciplinary approach, involving many agencies, is needed to combat problems having multiple causation.

A multidisciplinary approach to children's problems has been an established practice in child guidance clinics. Public school teachers historically have used the case conference method in seeking solutions to the problems of their students. More complex problems, however, have been referred to centralized special personnel, who have provided consultation designed to meet the needs of individual children with special problems. In many cases, the combined school-community resources have been used to assist children and their families in solving problems.

2. PROGRAM GOALS

The program described here is an experimental modification of the multidisciplinary approach to delinquency prevention and treatment. This program should aid future citizens and leaders to develop favorable attitudes toward the law and law enforcement.

### 3. NATURE OF THE PROBLEM

During the three years prior to this program, Juvenile Crime was on the increase in the City of Minneapolis. Delinquency showed an increase of 2% in 1963, a 26% increase in 1964 and a further increase of 2% in 1965. In the major crime category, crimes against the person showed the greatest increase: robbery up 47%, assault, 46%, larceny, 8% and burglary, 8%.

In 1965, 5,674 youths were contacted by the Minneapolis Police Department. This number was an increase of about 500 over 1963. Some of the increase may be attributed to an increase in the teenage population, but an increase in the percentage of youth committing delinquent acts has also occurred. This percentage, 5.73%, is the highest recorded over the past decade. During this time, the population has increased by about one-sixth, but the number of individuals contacted by the police has risen about one-half. Of the 5,674 contacts with youth made by police in 1965, 56% were with recidivists. Increase in the recidivism rate has been more pronounced for boys. Sixty percent of contacts with repeaters were with boys and 42% with girls. These facts present a problem to the entire metropolitan community. This problem is of special significance to two agencies of that community--the police and the schools.

From 1962 to 1965 Minneapolis maintained a Youth Development Project (YDP) under the Juvenile Delinquency and Youth Offenses Control Act of 1961. This project was one of eighteen sponsored throughout the United States by the President's Committee on Juvenile Delinquency. We are now able to use the base line data collected by the Project to seek solutions to problems identified in the high delinquency areas (target areas) of Minneapolis. The index originally used to select the target areas for the Youth Development Project was juvenile delinquency, measured by the rate of police contacts with youngsters age 10 through 17. Minneapolis had a rate of 53 contacts per 1,000 youngsters. The target areas had a rate of 110. Some other factors used in identification of the target areas were recidivism, dependency, family income, adult education, illegitimacy, and social disease. Racial characteristics were not used as a selection factor although the areas which were selected contained a higher concentration of non-white population than found in the city as a whole.

Latest Juvenile Division statistics show the junior high school ages to be ages at which large numbers of boys and girls get into difficulty with the law. (1966 Minneapolis Police Department Annual Report)

Minneapolis Police Apprehensions or Contacts - 1966

<u>Ages</u>	<u>Male</u>	<u>Female</u>
10	294	38
11	449	66
12	634	165
13	1,014	371
14	1,504	610
15	1,567	713
16	1,759	574
17	1,592	408

The economic insecurity of the families in the target areas, the high rate of mobility, the different cultural backgrounds, and the failure of the families to recognize their common interests had hampered the development of community spirit or neighborhood organizations to assist the children and check lawlessness. Without these community controls, crime and delinquency had gained a foothold as a part of the social life in these areas.

High delinquency rates are concentrated in areas surrounding the city center. Pre-delinquent children living in these areas are vulnerable, because of the pervasiveness of their problems. Delinquency prevention and control programs could be far more effective if preventative help could be offered these children at the earliest possible age. Early identification of such youngsters and discovery of immediate conditions which

induce delinquency are of prime importance in the development of such a delinquency prevention program.

Responsibility for enforcement of state and juvenile court laws involves the police with delinquents, pre-delinquents, and other children who have problems, such as dependent or neglected youngsters, missing children and child victims of adult offenders. What happens in these encounters with police is of tremendous importance in the lives of the children concerned. It is imperative that such interaction be as supportive and as effective as possible. The quality of such interactions is a common concern of the police department, the public school system and the parents involved. All are charged by society with the welfare of youth.

This shared responsibility for youth makes delinquency prevention and treatment a joint objective. It is important, therefore, that the work of both public agencies toward that goal and the relationship of these agencies with parents be as cooperative as possible. It was realized, however, that education and optimum development of the whole child remained the delegated duty of the schools, and delinquency prevention and control continued to be the major portion of police work with juveniles.

It has been estimated that from 50% to 75% of a police

agency's work directly or indirectly affects youth. The police are in a strategic position to discover children who are actually or potentially delinquent and to find conditions in the community which are likely to produce delinquency. Because of the many sources of information available to the police department, a police-school liaison person could make referrals which otherwise might be delayed or missed.

Through this cooperative program a multidisciplinary team can work toward the reduction of recidivism, reduction of delinquency, and general crime prevention.

#### 4. NORMAL OPERATIONS OF THE JUVENILE DIVISION

The major objectives of the Juvenile Division are the protection of life and property, the prevention of crime, the investigation of criminal offenses, the recovery of property, and the apprehension and prosecution of offenders. The Juvenile Division, as a functional unit of the Minneapolis Police Department, maintains these broad objectives but, because the Minnesota Juvenile Court Laws stress Rehabilitation and Correction, the Division modifies these basic objectives and procedures so that they are applicable to juveniles. Specific objectives of the Juvenile Division are:

- a) the protection of the community,
- b) the protection of juveniles,

- c) to gather and collect information and evidence of juveniles who engage in anti-social behavior and conditions conducive to such behavior,
- d) effectively process juveniles who engage in anti-social behavior with the purpose of preventing recurrence of this behavior,
- e) coordinate Police operations and cooperate with community agencies concerned with the prevention of delinquency.

These objectives are reflected by three major operational aspects of the Division: Discovery of Delinquency, Investigation of Delinquency and Case Disposition.

##### A. Discovery of Delinquency

The discovery of delinquency and conditions inducing delinquency is of importance in the effectiveness of any delinquency control and prevention program. The effectiveness of this aspect of the work is proportionate to the reliability and timeliness of the information received.

Because the Minneapolis Police Department is "Juvenile oriented", all complaints should be handled by the Uniform Division as a matter of routine, whether juveniles are involved or not, after which, a proper referral may be made to the respective division for investigation. Patrol and Investigation are fundamental responsibilities of the



Juvenile Division; however, the nature of the patrol activities of the Juvenile Division should not relieve the uniformed officers of their routine patrol responsibility but rather the Juvenile Patrol activities should support those of the Uniform Division.

#### B. Investigation of Delinquency

The investigation should be made as soon as possible, keeping in mind that investigation of offenses by Juveniles should be as thorough and complete as those made in investigating offenses by adults. It is imperative that all facts of a case be made available to Juvenile Court as would be necessary in Criminal Court. A point should be made to insure that procedures used in investigating a Juvenile case be the same as that used in handling an adult. There are two main reasons for this:

- 1) Constitutional Rights have no age limit.
- 2) A juvenile case might, at any time, be transferred to Criminal Court depending on statutory provisions.

Another important point to consider in investigating Juvenile cases is the ascertaining of all offenses in which the juvenile may be involved. Failure to uncover one of a series of separate offenses committed by a juvenile may result in the failure of the rehabilitation process.

#### C. Case Dispositions

The juvenile officer is first concerned with the apprehension of all co-delinquents, the clearance of all the crimes in which the group has been involved and the recovery of the property taken. To this point, there is little distinction between his work and that of a Detective. However, in addition to the discovery of all facts relative to the offense, the Juvenile Officer must consider the selection of a treatment program. The dispositions of juvenile arrests fall into two general categories; court dispositions, and non-court dispositions;

- 1) in the more serious offenses, the case will be referred to Juvenile Court and the responsibility for submitting a complete investigation of the child's background is assigned to a probation officer.
- 2) a non-court disposition may be made with a complete investigation of the child's background and a knowledgeable belief that the best interests of the child will be served.

#### 5. DEVELOPMENT OF THE POLICE-SCHOOL LIAISON PROGRAM

On September 6, 1966, the Minneapolis Police Department initiated the Police-School Liaison Program. Five officers were selected from the Juvenile Division along

with a Project Director.

Many meetings were held with the Minneapolis Board of Education. Program details were discussed by the Project Director of the Liaison Program and officials of the Board of Education. It was decided that descriptive literature would be sent to parents informing them of the program and the fact the officers would be stationed at the schools. This literature met with approval of both the parents and the schools.

The officers were then assigned to their respective schools where office space was provided. The Project Director worked directly out of the Juvenile Division in the Court House. Although the office space was provided for the officers, much of their time was spent out of the office acquainting themselves with the faculty and the students. This is a very important phase of the program. It was extremely important to develop good relationships with the faculty and the students. The many letters we have received commenting on the capabilities of the officers and the results we are striving to attain, indicates that good relationships have been developed.

The officers then made contacts with all the feeder elementary schools in their respective districts. They spoke at PTA's, gave talks to Mother's Groups of the

Elementary Schools, and in general made themselves available for discussions at all times. Once a week the officers met with the principal, counselors, visiting teacher, and other school personnel. During these meetings problems were discussed and action was taken when necessary - either by the Police or the school officials. The Officers reported to the Project Director every Friday with the progress or non-progress of the previous week. The Project Director then recapitulated the officer's reports into files of his own. With these files, he may refer to cases if the need arises.

The placement of Police-Liaison officers in target area Junior High Schools was effective in prevention of Juvenile Delinquency and reduction of recidivism through:

- a) an increase in information and improvement of communication among students and their families.
- b) an increase in information and improved communication between the schools and all other groups within the community,
- c) earlier identification of pre-delinquent children and earlier referrals of such types,
- d) improved communication between the police and school personnel.

Such a program resulted in better understanding of the role and function of the law enforcement agencies

within the community. Statistical reports on certain types of delinquent behavior showed a reduction in areas of the city served by this program. Further details are given in the section on Results.

#### 6. RESPONSIBILITIES OF POLICE-SCHOOL LIAISON OFFICER

These guidelines are the result of correspondence with Flint, Michigan and Tuscon, Arizona Police Departments, review of Minneapolis Police Department manuals and meetings with Minneapolis School personnel.

1. The Police-Liaison Officer will meet regularly with the pupil personnel team of the school, composed of the principal, assistant principal, counselors, social workers or special services teacher, the nurse and the teachers of involved students. At times these meetings will include the students themselves. In addition to serving as a member of the pupil personnel team, he will have many informal staff contacts and access to information not available elsewhere.
2. The Police-Liaison Officer will have the opportunity to organize a Law Enforcement Education Program with student leaders in the school, the student council, or other student groups, involving students in discussion of such topics as

"Why teen-agers feel the way they do toward the police", "What causes Juvenile Delinquency?", "What should be done about Juvenile Delinquency?" or "Why law enforcement?". Student participation would be encouraged in making and carrying out positive suggestions and decisions. Peer pressures thus might influence pre-delinquent and delinquent personalities in the school.

3. Because of his close association with both community and school, the Police Liaison Officer will be in a favorable position to work on many creative programs. He can work with Juvenile gang leaders in the community trying to interest them in constructive activities of a recreational or social nature.
4. He will be able to identify problems focused on young children, check school grounds for loiterers and take proper steps to correct matters conflicting with the best interests of our children.
5. He will make regular patrols of feeder elementary schools before classes begin, during the noon hour and again after school. He will check suspicious adults or automobiles near the schools and observe infractions of safety rules on routes to and from the school.

6. He will make investigations in the community at the request of the Junior High School pupil personnel team and the principals and social workers of the feeder elementary schools.
7. Although all school functions will remain under the control of the schools, by taking part in many school functions and community projects, the Liaison officer will become better acquainted with parents and business men of the community.
8. He will be able to gain information and observe conditions inimical to the welfare of children which he can share with the pupil personnel team and the elementary school social worker or principal and to assist them in making appropriate referrals to community agencies.
9. He will be able to serve as a valuable member of the pupil personnel team and contribute helpful information regarding families, neighborhoods and known individuals in the community.
10. He will be able to confer with parents, neighbors, and other members of the community on predelinquent behavior.
11. He will be available as a resource person for law enforcement and juvenile court procedures. He

- will be in a position within the school to develop a better understanding and have more pertinent information to contribute to juvenile court when legal action is necessary.
12. He will be able to deal with truancy as a member of the pupil personnel team and to recommend procedures and actions designed to prevent delinquency.
  13. His understanding and close association, both in the school and in the community, with youngsters who had committed delinquent acts will serve as a deterrent to recidivism.
  14. He will be able to make referrals to appropriate school personnel for parents or other community members who might be reluctant to approach the schools themselves.
  15. In instances of petty larceny, assault, destruction of property, breaking and entering, auto thefts, and runaways, he will still serve in his normal police capacity. Although stationed in the school, he will still be available to all members of the community outside the school.
  16. The principal, as administrator of the school, will be responsible for coordinating the efforts

of the Police -School Liaison Officer in and for the school. The officer will not have authority for discipline within the school, leaving to school authorities the enforcement of school rules and regulations. His legal responsibilities in the community will be unchanged.

## 7. SELECTION AND TRAINING OF MEN

### A. Selection

Personnel of the Juvenile Liaison Unit were carefully chosen. The screening criteria included: A particular interest in children and an aptitude for working with them. All officers chosen to serve as Police-School Liaison Officers were selectively drawn from the ranks of the Juvenile Division and this, only after they had volunteered for this assignment. All Officers chosen, had at least five years Police experience in the Minneapolis Police Department and at least two years experience in the Juvenile Division.

The initial five officers were chosen from a group of twelve Juvenile Division Officers who met the screening criteria. All officers were specially interviewed by the Superintendent of the Minneapolis Police Department, the Captain of the Juvenile Division and the Project Director.

### B. Training

All Liaison officers assigned to the schools were sent to the University of Minnesota, Juvenile Officers' Institute for eight weeks of intensive training. The courses included:

1. Legal Aspects of Delinquency Control (15 classes)  
Legal processes and institutions relating to criminal law, laws relating to children, offenses by children, laws of arrest, search and seizure, rules of evidence, and the juvenile court code.  
Honorable Theodore B. Knudson, Judge of the District Court, Hennepin County, Minnesota;  
James L. Hetland, Jr., Professor, Law School, University of Minnesota; Honorable Bruce C. Stone, Judge of the Municipal Court, Minneapolis, Minnesota
2. Growth and Behavior of the Child (15 classes)  
A survey of the development of the personality from pre-school through adolescence, emphasizing basic principles of psychological and social development. Elizabeth F. Peterson, Coordinator, Parent and Family Life Education, General Extension Division, University of Minnesota
3. Causation of Delinquency (15 classes)  
Summary review of major theories of causation

With special emphasis placed on culturally and economically deprived children and their families, largely from minority groups, who constitute the majority of police contacts and probation caseloads. Mrs. Veryl Cashman, Instructor, Hamline University, St. Paul, Minnesota.

4. Treatment of Delinquent Behavior (20 classes)  
This course discusses the goals of treatment as defined by an understanding of causation; the objects of treatment--child, family, and neighborhood; the tools of treatment--interviewing, case work, psychotherapy, group work, probation and intensified care in the community, foster homes and group homes, various types of institutions and after care; the role of the school and other community agencies. James Wiebler, Instructor, School of Social Work, Dr. Gisela Konopka, Professor, School of Social Work, Dr. Carl P. Malmquist, Psychiatrist and Associate Professor, Institute of Child Development, University of Minnesota.
5. Communications Training (15 classes)  
The course includes reading, listening, note taking, organization and development of speeches,

practical speech experience, use of conference and committee methods, and insight into the nature of and barriers to communication. Dr. George Shapiro, Associate Professor, Department of Speech, Communication and Theatre Arts, University of Minnesota; Leonard Bart, Assistant Professor, Department of Speech, Communication and Theatre Arts, University of Minnesota; Fred Amram, Assistant Professor, General College, University of Minnesota.

6. Prevention of Delinquency (10 classes)  
Recognizing the ineffectiveness of many prevention efforts, this course spells out a broad scale program for reducing the many social pathologies, including delinquency, that characterize impoverished urban areas. It defines the roles of the school, police, juvenile court and probation officers, welfare services, and other community agencies. Mr. Robert Smith, California Youth Authority.
7. Functions of a Juvenile Officer (10 classes)  
The daily job of a police officer working with juveniles, with emphasis on the specific problems he faces. Investigation, interviewing, report

writing, recording and reporting of statistics, supervision, relationship with court and probation department and use of resources. Donald W. Sullivan, Law Enforcement Consultant, Youth Conservation Division, Minnesota Department of Corrections, and others.

8. Techniques in Probation and Parole (10 classes)  
For probation, parole, and institutional personnel. The daily job of a probation or parole officer working with juveniles, with emphasis on the special problems he faces. Nature, frequency, and place of contacts, relations with the family, use of community resources, etc. Instructor to be selected.
9. Instructing Law Enforcement and Correctional Personnel (10 classes)  
Methods of instruction, with emphasis on those involving the active participation of students; audio-visual and other tools; planning of training courses and means of evaluating their effectiveness.
10. Small Groups Program (20 classes)  
Small, interdisciplinary group discussions and exercises aimed to identify and sensitize participants to the problems and role of other agencies

and their representatives, and to help participants become more aware of how their own behavior and role is perceived by others. This part of the program will also provide education in group process through rotating assignments to observer and reporter roles.

Each January a three day Juvenile Officers' Training Session is held at Arden Hills. This is an extension course offered by the University of Minnesota and all Police-School Liaison Officers attend.

#### 8. METHODS OF OPERATION

##### Prevention

We show a positive crime prevention program. This is supported by a lowered number of complaints received and a lowered number of repeaters getting into trouble. The officers in controlled areas are in a position to discover delinquents, potential delinquents and conditions inducing delinquency.

By day the Liaison Officer is continually on the watch for these activities which tend to produce delinquent behavior. Delinquent behavior is partially controlled through surveillance and the prevention of gang fights, liquor violations, vandalism, shoplifting, bicycle thefts and auto thefts.

Juvenile "Hot Spots" are constantly patrolled, attention

is directed to drive-ins, bowling alleys and those locations where youngsters are known to congregate. Whenever necessary, action is immediate. In some instances a problem of unnecessary loitering can be rectified by enlisting the cooperation of the retail merchant.

Prevention, both night and day, takes on a distinct form of protection. The liaison Officer is constantly on the alert for the potential child molester as well as traffic violators. Flexibility is an absolute rule. The officers are geared to develop many sources of information - for example:

#### Social Agencies

The officer is in a position to refer children directly to public and private social agencies within his area. This close working relationship has been most important to the program in getting immediate help for those who need it.

The day-to-day contact with school personnel allows the officers to assist school social workers in referrals of pre-delinquent and neglected children in appropriate agencies.

#### Neighborhood Houses

The officers know the children and the workers in the settlement houses, Y.M.C.A., etc. in their area and is

continually in direct contact with them and is in a position to give and receive information freely. Officers often take children to Neighborhood Houses to support their continuing in these programs.

#### Merchants

The officers know the merchants in the area and are able to get their cooperation more easily. This knowledge has been most helpful in cases of petty theft and children hanging around street corners.

#### Officers

Officers can devote 100% of their time to the youth and the community. The Police-School Liaison Officers are not tied up with day-to-day administration of a major City Police Department but spend full time in the community where they are assigned.

#### Investigation

Each and every violation of state law and city ordinance that occurs within a school area and that appears to have been perpetrated by a youthful offender is forwarded to the Police-School Liaison officer for further investigation.

It may vary from a case of vandalism to a business burglary. Regardless of the type of offense, if information contained on the initial report indicates the involvement



of a youngster, the investigative responsibility is assigned to the Police-School Liaison Officer.

His efforts may include a neighborhood check in an attempt to locate witnesses to the reported offense. As a result, he would conduct interviews possibly where a suspect has been listed. Frequently, an interview with a certain youngster listed as a suspect results in the clearance of the case by a referral to the juvenile authorities.

The Police-School Liaison Officer has the knowledge of his community and has the time to make a thorough investigation of each case. The officers have the advantage of getting their reports early and are able to make a prompt investigation. The officers usually know both the victim and the suspect, their friends and their families and as there is more to look at than just the crime itself, these factors are important to a proper referral. It is a known fact that immediate investigation and prompt referral is one of the best prevention programs.

#### Referral

In discussing our referral efforts, one can readily appreciate the meaning of the word - Police-School Liaison Officer.

In connection with an investigation or as a result of

a discussion with a certain youngster, the Police-School Liaison Officer frequently identifies the problem that deserves specific attention. Here he acts as a liaison between the youngster's problem and the potential remedy. Depending on the origin or nature of a child's problem, varying means of assistance may be employed. Discussions may involve coordination between the school administration, the counselor, the case worker and the parent. The end result may be referral to one of the local service agencies. Medical care can be obtained by referral to the family physician or the Hennepin County Health Center.

Spiritual needs may exist for the entire family. Assistance for all faiths is available.

Economic needs may in some way attach themselves to the youngster's problem. Assistance in this area can be drawn from certain church groups as well as the Hennepin County Welfare Department and the Minneapolis Relief Department.

We can readily appreciate the fact that idleness on the part of the youngster can result in delinquent behavior. Responsibility, within the family unit, is an absolute necessity. Additionally, the Police-School Liaison Officer enlists the assistance of the local agencies and clubs such as Boy's Clubs, YMCA, YWCA, etc. These are but a few

of the organizations available to the Police-School Liaison Officer.

No matter what a youngster's problems are, the Police-School Liaison Officer is sincerely interested in drawing in a potential cure. The officer knows the assets of all agencies that are available to assist youth in his problems.

The concept of this program grows out of the fact that pupils have many problems which need help from many different areas. The Liaison team has a partial answer to the majority of these problems. This team is composed of: The Principal, Assistant Principal, School Nurse, School Social Worker and School Counselors. This staff meets once a week with the Police-School Liaison Officers.

Common functions of the above members is to:

1. Identify pupils with specific problems
2. Collect, study, and evaluate data
3. Relate and interpret information
4. Plan a course of action
5. Serve as resource person in area of specialization
6. Accept responsibility for diagnosis and treatment in area of specialization
7. Cooperate and communicate with other team members, school personnel, and outside agencies.

8. Conduct in-service training for staff, parents and community agencies.
9. Make progress reports when specific responsibilities have been assigned.

Specific functions of team member

School Principal

1. To determine whether a problem should come to the team or should first be directed to a team member having a specific skill.
2. To schedule regular and special meetings as necessary, and to notify related school or community personnel of such meetings.
3. To contribute information from his own field of knowledge as a member.
4. To determine, with the aid of the group, assignments for further diagnosis and treatment.
5. To provide a complete, objective record of the team meetings.
6. To forward a copy of the conference minutes to the office of Pupil Personnel Services.
7. To follow up on assignments.
8. To foster good staff and public relations.
9. To submit an annual report upon request.
10. To carry on a continuous evaluation of the effectiveness of a team recommended "course of action."

Assistant Principal

1. Contributes his knowledge of the pupil, of the parents, and the general home background as he has observed it.
2. Represents the principal as an authority figure with respect to any special arrangements within the school, to referrals to community agencies, and to working with the court.
3. Refers pupils to specific members of the team or requests a conference of the team members.
4. Serves as a liaison between the school and the office of Pupil Personnel Services.
5. Cooperates with the counselor in the programming of pupils as a result of a team decision.
6. Coordinates the team activities between elementary and junior high school.

Counselor

1. Provides and interprets academic records and test information for the use of the team.
2. Serves as a resource person for the team in educational planning for both elementary and junior high pupils.
3. Refers to other members of the team directly, or initiates case conference on a specific pupil.
4. Adjust the pupil's program to meet his individual needs as seen by the team.

5. Counsels and advises other staff members involving educational counseling.
6. Follows up on treatment and further diagnosis through testing and counseling as assigned by the team.

School Social Worker and School Nurse

1. Interprets the social and emotional behavior of the pupil to the team and the school staff.
2. Aids the team in a plan of action.
3. Collects information by observation of the child at school and at home.
4. Counsels with parents and teachers.
5. Contacts community agencies for help with problems too serious to be handled by school personnel.
6. Reports to the team on progress of children being handled by community agencies dealing with child and family problems.
7. Accepts responsibility for treatment of problem cases assigned in cooperation with other team members.
8. Recognizes and interprets the health situation of the pupil and his family.
9. Investigates and follows through on health problems as the need arises.
10. Contributes insight on behavior and other emotional problems that may arise out of health conditions.

11. Gives support to the pupil and his family in working out problems due to temporary or permanent physical impairment.
12. Clears for the team, the question of whether a health condition contributes to the apparent problem.
13. Serves as a liaison between the team and the medical profession, the school health center, and health agencies in the community.
14. Provides information concerning the family that may not otherwise be available to team members.

#### Police-School Liaison Officer

1. Contributes helpful information to the team concerning individuals, neighborhoods and families.
2. Helps make early identification of delinquent behavior.
3. Confers with parents, pupils and members of the community on pre-delinquent and delinquent behavior.
4. Represents the police and courts as a consultant in law enforcement and juvenile procedures.
5. Presents a more significant and informative petition to the court when this step is necessary.

Community agency personnel, such as court workers, child guidance staff, the clergy, etc., become a part of the team case conference as the skills and aid of these agencies become evident. Other centralized school per-

sonnel, from the child welfare and health departments are consulted when needed.

#### 9. EDUCATION

The Police-School Liaison Officers reach thousands of boys and girls each month through appearances in a number of classes. The officers reach out to the little first grader as well as the senior in high school. The theme of the appearances of the officers whether they were in first grade or a senior high class on local government was always the same: THE POLICE OFFICER IS A TRUE FRIEND OF YOUTH AND NOT AN ENEMY OR ADVERSARY TO BE FEARED OR OPPOSED.

The police officers met with instructors to discuss their appearance as part of the curriculum relative to friends in the city, civics, social studies or local government. The officers discussion around the role of the police, the function of the courts and the officer as a member of a team of community servants was tied into ongoing curriculum.

The youngsters in each class were given a chance to have a face-to-face with a non-uniformed police officer. Youth were given an opportunity to raise questions relative to practices and to gain information about the whole procedure of justice in this country.

The Police-School Liaison Officer worked in cooperation with the school safety officers who are uniformed men who work with the elementary schools in child and automobile safety. The combination of the uniformed school patrol officer and the non-uniformed police liaison officer gave youngsters a chance to have a more realistic view of the overall operations of a metropolitan police force.

In addition to the role of the Police-School Liaison Officer in the classroom as part of the educational team, each Police Liaison Officer made a number of appearances at local P.T.A.'s. These interpretative talks allowed the police officer to have an opportunity to be part of a family education approach. The youngsters were met and reached during the day in the classroom and parents and neighbors during a P.T.A. meeting in the evening.

The best evaluation of the reaction by professional educators to the Police-School Liaison Officer as a member of a teaching team is that Police-School Liaison Officers find their day continually more crowded as teachers request more support.

Our reactions of children to the Police-School Liaison Officer are described in the Findings Section.

## 10. FINDINGS

### A. Project Director's Evaluation

The Police-School Liaison Program was initially started in 1966 for the prevention of crime among Juveniles. At that time, the rate of delinquency among Juveniles was high, not only here in Minnesota, but throughout the nation.

The year 1967 continued to show a rising crime picture. Figures show an increase of 22% nationwide, in part-one crimes, the State of Minnesota 18% in part-one crimes, the City of Minneapolis a 12.7% increase in the same.

Considering the above figures all show an increase, it is with pride the Juvenile Division shows a 4.6% decrease in Juvenile Delinquency. Some promising results are shown in figures comparing the Controlled Schools and the Non-Controlled Schools for one year. Although the figures are small, we can see a steady decline in delinquent behavior in the Controlled areas.

The decline cannot be attributed to the Liaison Program or the Officers alone. The entire school staff and the Community leaders who have made their skills available when needed, must be commended for their part in the decrease. Every day we can see how the communications between the parties involved have improved and as the program grows in understanding, it also grows in its effectiveness in the control of delinquency.

The police officer has never been involved in so many community problems before. The capability and up-to-date knowledge of the Liaison Officer is one of the strongest assets in making the program a success, but here again, this could not have been accomplished by the officer alone. With the continued help of the Schools and the Community, our goal of controlling Juvenile Delinquency is being reached.

We have five (5) Controlled Schools in Minneapolis. Two (2) in high delinquent areas, one (1) in the medium and two (2) in the low. For the month of September 1967 compared to the month of September 1966, in the controlled areas, we show a drop of 39% in the number of cases handled. Comparing this with four (4) schools in a comparable district, we find an 11% increase in Juvenile Delinquency, with one school having over a 100% increase. The areas which show the biggest crime decrease in the controlled schools are in Simple Assaults, Narcotics (glue sniffing) and vandalism. Showing decreases in this type pre-delinquent behavior is again most encouraging.

*Lt. William Schonnesen*  
 Lt. William Schonnesen, Project Director  
 Police-School Liaison Program  
 Minneapolis Police Department

B. FINDINGS

B. Excerpts from letters received from Parents, Community Organizations, Businessmen and School Personnel.

"My purpose in writing this letter is to let you know how valuable I believe the services of a Juvenile Officer are, right first-hand in the school. With the description given him, Mr. Engel was able within just a few days to apprehend the two offenders in the burglary of our home and also recovered most of the stolen goods. His day-in and day-out contact with the children, knowledge of companionships and gangs, a constant check on habitual truants, an awareness of the grapevine skuttlebutt--all of these things tend to make it, I believe, somewhat easier for him to get at, and avert trouble by some of the local offenders before they become habituals."

Mrs. Francis H. Jonns  
 2654 Knox Ave. No., Mpls.

"Mr. Donaldson, it was so nice having you speak to our Home and School Parents and Teachers. I'm sure you accomplished much by alerting us to the early age of delinquency today. Also we were happy to hear about the program with an officer in the school. I'm sure this will be a help for children before it is necessary for the courts to step in and take over."

Mrs. Agnes Heider  
 St. Albert's Home & School  
 Association

"Because Officer Heagerty is at Franklin Jr. High on a daily basis in the Police-School Liaison Program, he is familiar with the students at this school and the grade schools in the area and this has created better communication between the police officer, the merchants, parents and the children."

F. B. Sester  
Manager Penny's Super Market

"We were pleased to have Officer Heagerty and Officer Hemmingsen speak to us at a meeting earlier this year and they both mentioned they felt that a closer rapport had been gained between the community and the police via the liaison system in the schools. We share this viewpoint and wish to commend the Police Department for its extremely beneficial, constructive and cooperative efforts in the operation of the School Juvenile Liaison Officers' Program."

Marilyn Rollwagen, Chairman  
Near Northside Workers

"It seems to me that this kind of program does have real merit for the following reasons: 1) The police officer has an opportunity to know the community and the youth in that community. 2) The police officer has more occasions to work with the school and the families. 3) There are more opportunities for preventive crime. 4) There are more ways to show the positive side of policemen and crime prevention."

Richard F. Cornwell, Principal  
Howe Elementary School

# Minneapolis Public Schools

SPECIAL SCHOOL DISTRICT NO. 1

SCHOOL ADMINISTRATION BUILDING

807 Northeast Broadway Minneapolis, Minnesota 55418

HARRY N. VAKOS  
Director of Secondary Education

July 3, 1968

Lieutenant William Schonnesen  
Minneapolis Police Department  
Juvenile Division  
Court House  
Minneapolis, Minnesota 55415

Dear Lieutenant Schonnesen:

Re: The Report on the Police School Liaison Program

The Police School Liaison Program has successfully completed its second year in the Minneapolis School System. The work done in the five junior highs has been evaluated and compared to the status of delinquency in some controlled schools and all of our findings seem to indicate that the school program has been universally successful.

An evaluation in great detail will be forthcoming soon from Dr. Rainey, but the preliminary results dictate to us the expansion of the program from five junior high schools to twelve junior high schools plus three senior highs in target areas. This will make a total of fifteen schools each serviced by a school liaison or a community officer. This program is under continuous evaluation although all persons presently connected with it are very satisfied.

The success of the program can be attributed to the high quality police officer assigned to each school. Their progressive thinking has resulted in the ultimate in cooperation from school personnel, some of whom were not very enthusiastic about the program at its inception. The continued success will depend on maintaining the high level of the police officer in the new placements and in maintaining the several guards which have been built into the guidelines of the program.

I look forward to working with Lieutenant Schonnesen to insure the continuance and expansion of this fine program.

Sincerely,

*Harry N. Vakos*

Harry N. Vakos  
Director

HNV/ljb

cc: Dr. J. B. Davis, Jr.  
N. Ober  
Mayor Naftalin  
Superintendent Hawkinson  
Alderman Dan Cohen

# A Policeman at School

## CITY PLAN AIMS AT CHANGED IMAGE

By JOHN SHAVER

Minneapolis Tribune  
Staff Writer

George Hemmingsen parked his car a block from Lincoln Junior High School after patrolling the surrounding area as youngsters walked to school.

There had been no trouble that morning as there had in the past before and after school.

Nearby "Morgan Alley," as the youngsters called the dusty alley wedged between a block of weathered houses, was no longer the site of frequent fights in which some children were seriously hurt.

IN HIS office, a partitioned corner of the school's supply room, Hemmingsen's phone rang. It was a woman complaining of youths harassing her, throwing rocks at her house and breaking flower pots.

The policeman took the youths' names and told the woman he would see her later that day.

Hemmingsen, 40, a husky, curly-haired patrolman with a boyish smile, was assigned to Lincoln at Penn and 12th Aves. N. in September.

The neighborhood, considered a high crime area by police, is a mixture of poor whites and Negroes bounded by middle class families.

IT IS a section of north Minneapolis that borders the scene of last summer's Negro violence and vandalism on Plymouth Av., an area well known to police who are frequently viewed as intruders.

For some residents, community leaders said, police have long been a symbol of adequate security, for a few, a hated authority emblem.

George A. Christenson,

principal of Lincoln, characterized the neighborhood as "an area of turmoil, change and social mixing."

"People have long complained that they don't get enough police protection," he said.

Hemmingsen is one of five Juvenile Division patrolmen placed in junior high schools this fall as an experimental project, supported in part by the federal government, to reduce juvenile delinquency.

IT IS an effort to nip delinquency in its early stages through co-operation with school authorities, social workers and parents. Where possible, attempts to solve problems are made in the homes rather than in Juvenile Court.

The "Police Liaison Program" is patterned after a similar, successful project in Flint, Mich. During the next two years attitude studies will be run on students as one method of gauging the program's effects.

After the telephone call from the woman on Russell Av., Hemmingsen talked with the school social worker about a 12-year-old suspected of vandalism.

The boy, frequently absent from school, was believed to have been part of a group that broke windows and flood lights at the Wells Memorial Community Center in the Glenwood Public Housing Project.

Hemmingsen found the boy slouched on an old couch in the nearly barren living room of his project home. His mother, a slight, plain-looking woman, stood in the kitchen while the officer talked with her son.

"I WANT you to tell the truth," the officer said. "The director at Wells thinks you were one of the boys who broke the windows and lights."

"I didn't do it," the boy said. He stared at the floor, then interrupted the silence. "It was an accident. We didn't mean to break nothin'. We were just shooting at a fence."

He named his companions and handed Hemmingsen a crude slingshot made from a coat hanger.

"I'm not going to write you up this time" the policeman said. "Come in and see me tomorrow at school and we'll talk some more about it."

In the afternoon Hemmingsen met with the mother of a 9-year-old boy accused by the woman on Russell Av. of being one of the youths harassing her.

THE BOY'S mother, hanging clothes outside her modest brick house, was slightly startled by the policeman in plainclothes. She indicated relief when Hemmingsen said he preferred to talk with her son at home rather than in school.

(He said afterward he hoped that by seeing the mother first she might take the necessary discipline.)

The middle-aged woman on Russell Av. spoke in a high, nervously halting voice.

"These boys won't leave me alone," she told Hemmingsen. "They keep walking through my yard. They break my flower pots and throw stones at the house and tip over the trash can."

Hemmingsen told her that he would question the boys and the incidents would be stopped.

Later, he talked to the 9-year-old in his living room and was satisfied his mother had handled the matter.

"You won't bother that lady again, will you?" he said. The boy nodded.

At Willard Elementary School, Hemmingsen discussed with the social worker a "block protection plan" devised by neighborhood mothers for younger children who were being picked on before and after school.

(Willard, Hay and Harrison schools are also part of Hemmingsen's assigned area.)

SOME 30 mothers had organized to protect children who were being beaten by older youths. Under threat of a beating, the younger children were forced to give the older ones money.

Mrs. Marlys Brezny, 2721 Golden Valley Road, an organizer, said the beatings and extortion occurred two and three blocks from the school. She said the group has set up "block captains" — a mother in each block who would hang a flag in the window of her house to which the children could run for safety.

After school at Lincoln, Hemmingsen walked with youngsters heading home. He joked with them and asked how they were doing in school. To the little children he gave gum.

Always smiling and sometimes teasing, he gave no indication the purpose of the walk was to prevent fights or other trouble.

"THERE HAVE been no major fights since George came," said Lincoln's principal. "The kids no longer fear walking home."

"The students accept him now and respect him," Christenson said. "At first there was hostility. For so long our kids have been taught that police are no-good guys."

The reaction of parents was another concern, he said. It was feared that parents would think "things were so bad in school that we had to have a policeman to help."

Letters explaining the program were distributed to parents, he said, and apparently allayed most concerns.

# POLICE: Resident Officer 'Gives Us Depth'

A Negro social worker in the area expressed another initial reaction. "We thought at first Hemmingsen was brought to protect the teachers."

Hemmingsen himself has lessened initial tensions with his easy-going manner in dealing with both youngsters and adults.

"I TRY to be honest and sincere. I want them to see that I'm here to do a job and I'm actually going to try to help them," he said.

Early this fall, a 14-year-old boy sat on a lawn across from Lincoln school, refusing to attend class.

"I went out and sat by him," Hemmingsen said. "I asked him what the trouble was. He said he had been sent home because he wouldn't get his hair cut."

"I took the boy home and found that his mother didn't have any money. So I took him to my barber shop. We haven't had any trouble with him since."

Several nights a week Hemmingsen meets with parents to help work out problems with their children. He also attends meetings of north side businessmen concerned about crime and the need for constructive youth programs.

He is part of the Monday staff meeting at Lincoln where the principal, counselors and social worker discuss problem students.

"HE GIVES us depth," says Christenson, "and a better picture of the kids on the road to getting into trouble. By sharing information we can help a kid in trouble before he's in so deep he doesn't want help."

The neighborhood youth and community centers are a frequent stop for Hemmingsen, who considers his job not only that of an investigator but a roving goodwill ambassador.

Syl Davis, Negro director of The Way, a youth and adult center that grew out of the Plymouth Av. disturbance, said the policeman's image has been one of "an authoritarian figure who arrests only minority groups."

Too often, he said, the police have judged young people by their past reputations or by the actions of older brothers and sisters.

He compared the situation to the ex-convict who has paid his penalty but can't find a job. The youth once in trouble, he said, is "labeled and always singled out as a trouble maker" even when he wants to behave.

DAVIS SAID he believed the Police Liaison Program is a good one.

"They picked the right man in Hemmingsen," he said. "By his own personality he has been able to involve himself with the kids. He's been extremely fair and empathetic."

Davis said he believed that Hemmingsen would not only help improve the police image but bring a new understanding to police training schools of the concerns of minority groups.

The liaison program in its initial months has appeared successful, said Police Lt. William Schonnessen, director. The most noticeable effect has been a reduction in assaults, he said.

Five junior high schools chosen for the program were selected from areas of varying delinquency for purposes of comparing the program's effects. Three schools, Lincoln, Franklin and Bryant, are in areas considered high in delinquency; Jordan is in a medium area and Sanford in a low delinquency area.

Because the program is new to Minneapolis schools, its early apparent success is tangible. It is

aimed at changing attitudes as well as behavior, an objective that won't be achieved overnight.

A 15-year-old Negro boy whom Hemmingsen has dealt with recently expressed those attitudes the program hopes to change.

"Police don't listen to us," he said. "They're always trying to pin something on us. Even some white people I know can't stand cops."

He complained of rough treatment by police—"two policemen beat up my older brother on our front porch" — and of "always being run off the street when there's no place else to go."

"Mr. Hemmingsen, he's a nice guy," he said. "He tries to be different but to me he can't. No matter how you put it he's still a cop."



# Policemen Aid in Schools

## LIAISON PROGRAM IN ITS THIRD YEAR

By ROBERT T. SMITH  
Minneapolis Tribune Staff Writer

Gloria was a 13-year-old glue sniffer at Sanford Junior High School. Her brother had been killed in a holdup.

She came to the attention of Ed Donaldson, the school's police liaison officer. He talked to her straight, arranged for her to go to a hospital.

Co-ordinating with school officials, Donaldson had the family in for a court hearing. The girl was placed in a suburban foster home. She's doing fine.

This is one of many cases stemming from the experimental police liaison program in Minneapolis public schools.

Now in its third year, the program has specially trained, experienced policemen in 12 junior highs—Bryant, Folwell, Franklin, Jefferson, Jordan, Lincoln, Northeast, Olson, Phillips, Ramsey, Sanford and Sheridan—and three high schools, Central, North and South.

They have offices in the schools, but

### Police

Continued from Page 15.

sured me it would not happen again, and it hasn't."

Two girls reported a scheduled rumble to the South High officer. They knew the leaders. The officer called the parents and talked to the boys. Result: no rumble.

The North High officer was cruising his area recently when he saw two kids driving a car. He knew the kids didn't have a car. He stopped them, and discovered the car had been stolen.

A TYPICAL day of these men is as follows:

From 7:30 to about 9 a.m. they patrol in a car, looking for loitering, bunching up on corners, and anything else that might lead to trouble.

At 9 a.m., report to the school and get any cases that might be referred by the principals.

They also check with downtown headquarters for anything that might pertain to their area.

From about 10 a.m. on, answer the outside calls from parents or merchants. Check vandalism, harassment, shoplifting and the like.



Schonnesen

they are not here strictly for discipline. Their main task is more subtle.

"We want him (the policeman) to get to know the kids and the parents, and the merchants in the community and primarily to take positive, preventive measures," explained Lt. William Schonnesen, who directs the program.

Making an arrest is the last resort. The philosophy is to get troublemakers early and refer them to some agency that could help—a boy's club, the school social worker, a welfare expert. Or to try and straighten them out themselves.

Some examples:

A Central High girl reported to Kim Workcuff, the liaison officer, that a boy had hit her on the way to school. Workcuff called the lad in for a chat.

"He wasn't aware of how serious the offense could be," Workcuff said. "He as-

Police

Continued on Page 16

WHEN invited by school officials, they go into classrooms to lecture on law and the function of the police, on how to avoid molesters, on the problems of drugs.

At Lincoln Junior High, the officer held a mock court for the students, trying one student for smoking on the school bus. It was done to give them an idea of what might happen if they ever got in real trouble.

But it is the rapport the officer can reach with the students, the parents and the merchants that leads to the greatest success.

"I am sometimes a policeman for them, and sometimes I have to police them," said Workcuff. "The hope is that anything I do as a police officer is understood to be for their own good."

THE HOPE also is that he become a part of the community, and not an outside man in uniform who only shows up to make arrests.

James Zimdars, Sanford principal, is happy with the program: "We didn't have the personnel for such an important function. If anything, the program should be enlarged."

There are those who resent the presence of police. "A cop is a cop," said one Central student.

But in general the students seem to be taking to it. At first they were somewhat reluctant. Now more and more are coming to the officers with their problems.

### D. FINDINGS

#### D. Evaluation of Police-School Liaison Program - 1967-1968

by: Robert G. Rainey, Consultant in Educational Research

#### Summary

The evaluation reported in this section dealt mainly with the reaction of the schools toward the idea of placing a police officer in the buildings. Five Minneapolis junior high schools had a liaison officer assigned to their buildings, and these officers spent a part of each day performing certain functions at the schools related to specific objectives set for the liaison program.

This evaluation centered on (1) student reaction, (2) school staff reaction, (3) school principal reaction, (4) liaison officer reaction, and (5) incidence of juvenile delinquency in the five school districts. Questionnaires were developed for each of the populations listed in (1) through (4) above, and data from police records provided the basis for evaluation (5).

A paired-comparison questionnaire was administered to seventh, eighth, and ninth grade students at each of the five junior highs with a liaison officer, and to students in the same grades at two junior highs without liaison officers. The student questionnaire attempted to assess student attitudes toward police after the experience of having an officer placed in the school. Junior highs A,

B, and D, with an officer, were considered similar to control junior high II, without an officer. In six of nine possible comparisons, students in school II had significantly poorer attitudes toward police than students in schools A, B, and D.

The school staff questionnaire was developed to contain items related to several specific objectives set for the liaison program. The staff reactions in every school were very positive. In every case, the officers were seen as projecting an image of police that was acceptable to both faculty and students. The staffs felt that the objectives set by the program were being accomplished, and they were most happy to have the officers around.

Elementary principals of the feeder schools to the junior high schools were given a questionnaire asking their opinions of the liaison program. Part of the officers' day was expected to be spent in the elementary schools, and their communities, dealing with follow-up of families containing children having police contact, and working with teachers in the elementary schools to take a positive approach in teaching young children respect for property and the rights of others. Without exception, the reaction of the elementary principals to every liaison officer personally, was a tribute to the men chosen for this job.

The five officers themselves felt the school staff and administration had been cooperative, and had provided them with resources that made their work easier. All expressed the desire to see the program continue, all wanted to continue as liaison officers, and all felt that using the junior highs as a home base resulted in improved handling of police work as it applies to juveniles.

In addition to responding to the specific items of each questionnaire, the staff and the principals were asked to list other comments about the program they felt were not covered. Many administrators of the junior highs felt the information furnished to the schools by the officers was of greater benefit to the school in understanding the personal problems of certain children, then the school was able to provide to the officers. It was also evident from the comments that the liaison officers spent much of their time being visible as a patrol during the time spent between school and home by the children. This resulted in fewer complaints of various kinds of delinquency that had been prevalent before.

On the basis of the very positive response of the schools toward the liaison program, it was recommended that it be continued and expanded if possible.

E. FINDINGS

## MINNEAPOLIS POLICE DEPARTMENT

## JUVENILE DIVISION

E. Summary Annual Report - 1967

The year of 1967 indicates a decrease in the number of crimes committed by juveniles. We hope that this trend continues in its present direction. We hopefully attribute this decrease in part to the introduction of the Police-School Liaison Program, and also to the excellent work of the men and women of the Juvenile Division. At this time may we express our heartfelt thanks and appreciation to every member of the Juvenile Division, without whose faithful devotion and intense efforts, our work could not have been accomplished with as much success as has been achieved.

In the major crime categories, the following is an indication of the decrease: Assault, down 19%; Burglary of Dwellings, down 18%; Drinking, down 12%; Larcenies from Businesses, Dwellings, and Person, down approximately 10%; and Auto Theft, down 2½%. Only Burglary of Business and Robbery show an increase of approximately 14% and 12% respectively.

The percentage of recidivists in 1967 is 61.3%, as compared with 59% in 1966 and 56% in 1965. The percentage of active recidivists on parole or probation at the time of apprehension and involvement in a new offense in 1967 is 25%, a rise of 3% from 1966.

The high age group for boys and girls in 1967 increased from 1966 and are 16 years and 15 years, respectively.

During 1967 the Juvenile Division handled 6,103 missing juveniles. Of this number, 2,035 were runaways from the various state, county, and private institutions; and 1,840 were from outside of the city limits of Minneapolis. These figures total approximately 64% of the total effort expended on runaways. As yet we are unable to devote as much manpower to this segment as we consider necessary.

During 1967, the Committee for Meritorious Police Work selected for commendation the following officers: Lt. Wm. Schonnesen (2), D. Engel (2), E. Donaldson (2), G. Millman (2), R. Brink, R. Ersbo, P. Farrell, E. Gunderson, R. Caughey, G. Heagerty, G. Hemmingsen, V. Levens, A. Rising, D. Olson, and R. Presley.

Three men were promoted from the Juvenile Division during 1967: Officers R. Ersbo and C. Pederson to the rank of Detective, and Off. P. Farrell to the rank of Sergeant. Our congratulations to all of the above listed officers. Off. Caughey has resigned to go into private industry, and our best wishes go with him in this endeavor.

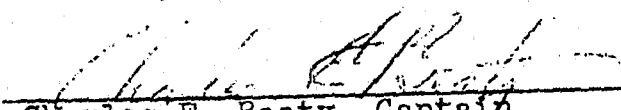
The Police-School Liaison Program, which was initiated in September, 1966, has now been in operation for a 15-month period of time, and all indications are that it is

highly successful, and we are hoping in the near future to increase the number of officers involved in this program.

I wish to thank Mayor Arthur Naftalin, Police Chief Calvin Hawkinson, Commanding Officers, Supervisors and members of all divisions within the Department for their cooperation and endeavors in helping to control juvenile delinquency.

Our sincere thanks are extended also to the Juvenile Court and Court Services, City, County, and State Agencies, the public and private agencies and responsible citizens of Minneapolis for their support and cooperation.

Sincerely,

  
 Charles E. Beaty, Captain  
 Juvenile Division  
 Minneapolis Police Department

## APPENDIX A

A

## EVALUATION

## Police Liaison Program

The duty of the police-school liaison officer, as stated in the pamphlet published by the Juvenile Division of the Minneapolis Police Department, "is the prevention of juvenile delinquency primarily through greater communication between student, parents, and school staff." As a pilot program, five officers under the direction of Lt. William Schonnesen, have each been assigned to a junior high school and the feeder elementary schools associated with each junior high school for the past two years. Each officer was provided a small room at the junior high furnished with a desk, phone, and chairs, as a home base and place for conferences with both staff and students. It was hoped that under this arrangement the following specific objectives would be accomplished:

- a) Pupils exposed to the presence of an officer in the school will have a better understanding of the function of police, and will develop a more positive attitude toward police.
- b) Juvenile delinquency will decrease through the cooperative efforts of school and police to deal with potential problems before they actually result in delinquent behavior.
- c) Useful information can be exchanged between the police and the school that will help in dealing with delinquent and pre-delinquent behavior.
- d) The liaison officer may assist at school functions when large crowds are in attendance and affords a routine patrol between home and school for pupils.
- e) Various kinds of routine information from school records will be used by the liaison officer.
- f) On invitation, the liaison officer may participate in conferences about pupils, especially when delinquency is a factor.
- g) The principals of the schools involved will be informed concerning apprehension of students in his school that are affected at times other than during school hours.
- h) The liaison officer may, in emergency situations, take direct action to apprehend a person responsible for an unlawful act.

Evaluation Procedures - In order to provide some evidence that the stated objectives were being accomplished, various instruments were developed. A questionnaire was given to a sample of 7th, 8th, and 9th graders at each of the five junior highs with liaison officers, and two additional junior highs without officers. Another questionnaire was given to the administration and staff at each of the five junior highs. Principals in the feeder elementary schools of the five junior highs were asked to react to the program, and finally, the officers themselves offered their impressions on various aspects of the program. Records were kept by the officers using standard police report methods, and data on incidence of kinds of delinquent behavior within the attendance areas of the five junior highs was tabulated and compared with similar data from other areas of the city without liaison officers. Copies of all instruments used are included in the Appendix of this report.

#### THE STUDENT QUESTIONNAIRE

Using a technique described by Edwards<sup>1</sup>, a set of 40 statements about police, requiring a response from favorable to unfavorable on an 11 point scale, were given to 90 children from a junior high located approximately between the center of the city and the city limits. This junior high is designated as School I. From all indications such as socio-economic status of the district, scores made on city-wide administered achievement tests, and turnover of student population, the junior high chosen for this initial testing was about "average" as far as Minneapolis junior high schools are concerned. The 40 items were scaled by determining a median score on each item (1 to 11), so that a scale value representing the degree of favorability of each statement was obtained. From the 40 items a set of 11 were selected so that the scale separation between the statements were approximately equal. Items with scale values representing a "neutral" response were discarded, (scale values of 5, 6, 7), leaving 8 items with scale values ranging from 1 to 4 and 8 to 11. Each of the 8 statements

<sup>1</sup>Techniques of Attitude Scale Construction, Edwards, A. E., Appeton, Century, Crofts, Inc., New York, 1957, p. 238-242.

were then paired with every other statement. Obviously, in each pair, one statement will have a higher or more favorable scale value than the other statement of the pair, so a higher score is associated with a more positive attitude toward police. Theoretically, a student should choose the statement of the pair that is closer to his own position. The idea was to obtain the composite attitude of students in an average junior high, without a liaison officer, and compare these results with students in the five junior highs plus another "control" school. The "control" school is a centrally located junior high without a liaison officer, and is designated School II. A score for each student was obtained by counting the number of times he chose the statement with the higher scale value in each pair of statements. Means and standard deviations of the scores of each grade at each school are presented in Table 1. Table 2 shows the results of a statistical test made on the differences between schools I and II and the schools with liaison officers. The hypothesis tested was that no difference existed between schools I and II and the other schools.

It is interesting to note the trends of the scores between grades at any given junior high. It seems that a more negative attitude is associated with the older children in a majority of cases. Significant differences between comparison school I and the others are indicated in Table 2. In three of the five schools the ninth graders showed a significantly poorer attitude toward police than the comparison group in School I, however, all other differences were not great enough to be significant. In all 15 comparisons made, School II students had poorer attitudes toward police, and in 8 of the 15 these differences were great enough to be considered significantly different.

On the basis of these results, it seems reasonable to conclude that with the possible exception of the older children, students in the five junior highs with liaison officers had about the same attitude toward police as the students

in the average junior high. However, students in the central city junior high had a considerably poorer attitude toward police than did students in the schools with liaison officers.

In the original design of this liaison program, three of the five junior highs (A, B, and D) were considered similar to School II, and two (C and E) were considered similar to School I. In six of the nine possible comparisons, School II students had significantly poorer attitudes than students in Schools A, B, and D. Although students in Schools C and E had consistently poorer attitudes than in School I, these differences from School I were great enough to be significant in only the ninth grade at School E.

On the basis of the data, it would seem that the presence of the liaison officer in the school resulted in students having a more positive attitude toward police in the central city junior highs. With one exception, the presence of an officer in the schools outside the central city area, did not result in the students having any different opinion about police than students in a similar junior high without an officer. In the one exception, 9th grade students in one of the junior highs outside the central city area had a significantly poorer attitude toward police. Since this result was not consistent at both comparison schools, it is unknown what factors may have been at work to produce such a result. The data would tend to support the statement that objective a) had been accomplished by the program.

#### INCIDENCE OF JUVENILE DELINQUENCY IN THE SCHOOL DISTRICTS

(Insert here records kept by standard police methods, and any conclusions based on comparison of such data with data from previous years, etc.)

#### POLICE-SCHOOL LIAISON PROGRAM

##### Number of cases Handled

	1966-67	1967-68	
ABSENTING	61	22	- 39
ASSAULT (SIMPLE)	142	59	- 83
AUTO THEFT	17	16	- 1
BURGLARY, BUSINESS	20	17	- 3
BURGLARY, DWELLING	26	17	- 9
DISORDERLY CONDUCT	147	6	-141
DRINKING	17	2	- 15
FORGERY	1	1	-
LARCENY, AUTO	56	2	- 54
LARCENY, BICYCLE	27	7	- 20
LARCENY, BUSINESS	46	25	- 21
LARCENY, DWELLING	10	6	- 4
LARCENY, PERSON	70	22	- 48
MISCELLANEOUS	62	11	- 51
NARCOTICS, GLUE SNIFFING, ETC.	43	5	- 38
RECEIVING	11	4	- 7
RIDING IN STOLEN CAR	17	5	- 12
ROBBERY	19	16	- 3
TAMPERING	-	2	+ 2
TRESPASSING	24	3	- 21
VANDALISM	63	19	- 44
WEAPONS	14	4	- 10

TABLE 1  
Results of Student Questionnaire

ATTITUDE TOWARD POLICE				
SCHOOL	GRADE	MEAN	STANDARD DEVIATION	TOTAL NUMBER TESTED
A	7	20.1	4.9	71
	8	19.2	4.9	96
	9	19.7	4.2	99
B	7	19.7	5.3	98
	8	18.2	5.4	103
	9	17.1	5.0	90
C	7	18.5	5.5	90
	8	19.1	5.1	109
	9	18.8	5.0	92
D	7	20.0	4.3	83
	8	19.3	5.3	56
	9	18.2	5.5	65
E	7	20.4	5.8	81
	8	18.1	5.9	65
	9	18.1	5.6	98
-----				
II	7	16.8	6.0	89
	8	16.7	6.0	76
	9	17.7	5.8	84
I		20.3	4.8	90

TABLE 2  
COMPARISON OF SCHOOLS I AND II WITH THE 5 SCHOOLS WITH LIAISON OFFICERS

SCHOOLS WITH OFFICERS	GRADE	MEAN DIFFERENCE FROM SCHOOL I	t-TEST	MEAN DIFFERENCE FROM SCHOOL II	t-TEST
A	7	0.2	0.26	3.3	3.79*
	8	1.1	1.64	2.5	3.24*
	9	0.6	0.94	2.0	2.69*
B	7	0.6	1.17	2.9	3.58*
	8	2.1	2.89*	1.5	1.72
	9	3.2	4.40*	0.6	0.74
C	7	1.8	2.35	1.7	2.00
	8	1.2	2.25	2.4	2.83*
	9	1.5	2.11	1.1	1.38
D	7	0.3	0.43	3.2	4.74*
	8	1.0	1.07	2.6	2.62*
	9	2.1	2.67*	0.5	0.54
E	7	0.1	0.11	3.6	4.02*
	8	2.2	2.51	1.4	1.78
	9	2.2	2.68*	0.4	0.43

\*Significantly Different (1% level)

## SCHOOL STAFF QUESTIONNAIRE

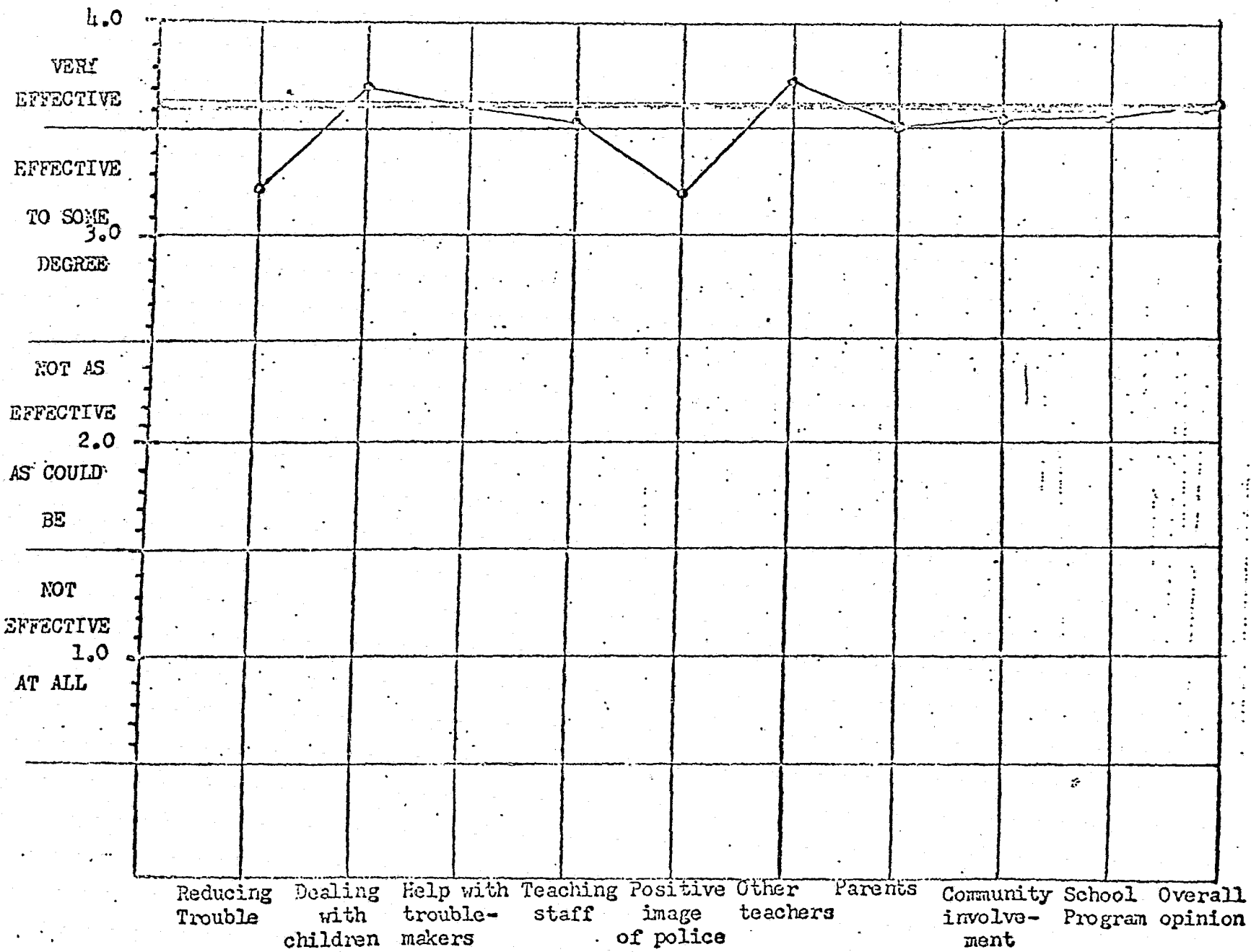
An opinion of the liaison program was asked of the teaching and administrative staffs of the five schools that had liaison officers. The questionnaire was developed by choosing items related to objectives a), c), d), e), and f), as stated in the introductory section of the evaluation section of this report. A total of ten questions were asked, with question ten asking for an overall reaction to the placement of a police officer in the building. The other nine questions dealt with specific aspects of the function of the officer and the response to each of the nine were compared to the overall reaction as determined by the answer to question 10. The response to each item was scored on a four-point scale, and an average score determined for each of the ten items. Graphs 1 through 5 show the results at each school. The heavy dark horizontal line on each graph is an extension of the response to question ten, so the reader can quickly determine specific areas where the reaction was more or less favorable than the overall reaction. As each graph indicates, the staff reaction to the program was very positive in all five junior highs.

When the questionnaires were administered, additional comments of any nature were encouraged. The number of additional comments made were not extensive, but those who did choose to say something in addition to those things covered by the questionnaire were very supportive of the program. Some offered suggestions such as extending the program at their particular school to include an additional officer. This specific comment was made by at least ten people. Many others chose to compliment the officer stationed at their school. It was obvious from the comments that the men chosen for this program were doing an excellent job of selling the police, and were personally conducting themselves in such a way that every school staff was favorably impressed and happy to have them around.

Of special interest was the response to question 2. At every school the staff perceived the officer as being very effective in dealing with children. Question 5 asked the staff to judge whether they thought the liaison officer was influencing the childrens' image of the police. The response to this item by the staff consistently received the lowest rating at all five schools. In reviewing comments on several papers, it seemed that teachers felt the officer was spread too thin to have much of an impact on the entire student body. It is interesting to note that the responses on the student forms do not support this feeling by the teachers. In a sense, both questions 5 and 6 called for a "conclusion of the witness" in that the staffs were really being asked how they thought other people felt. The graphs reveal that in four of the five schools the response to question 6 was slightly below the general reaction also. Since the average response to both items 5 and 6 were supportive, it is simply of passing interest to note the deviation from the overall reaction.



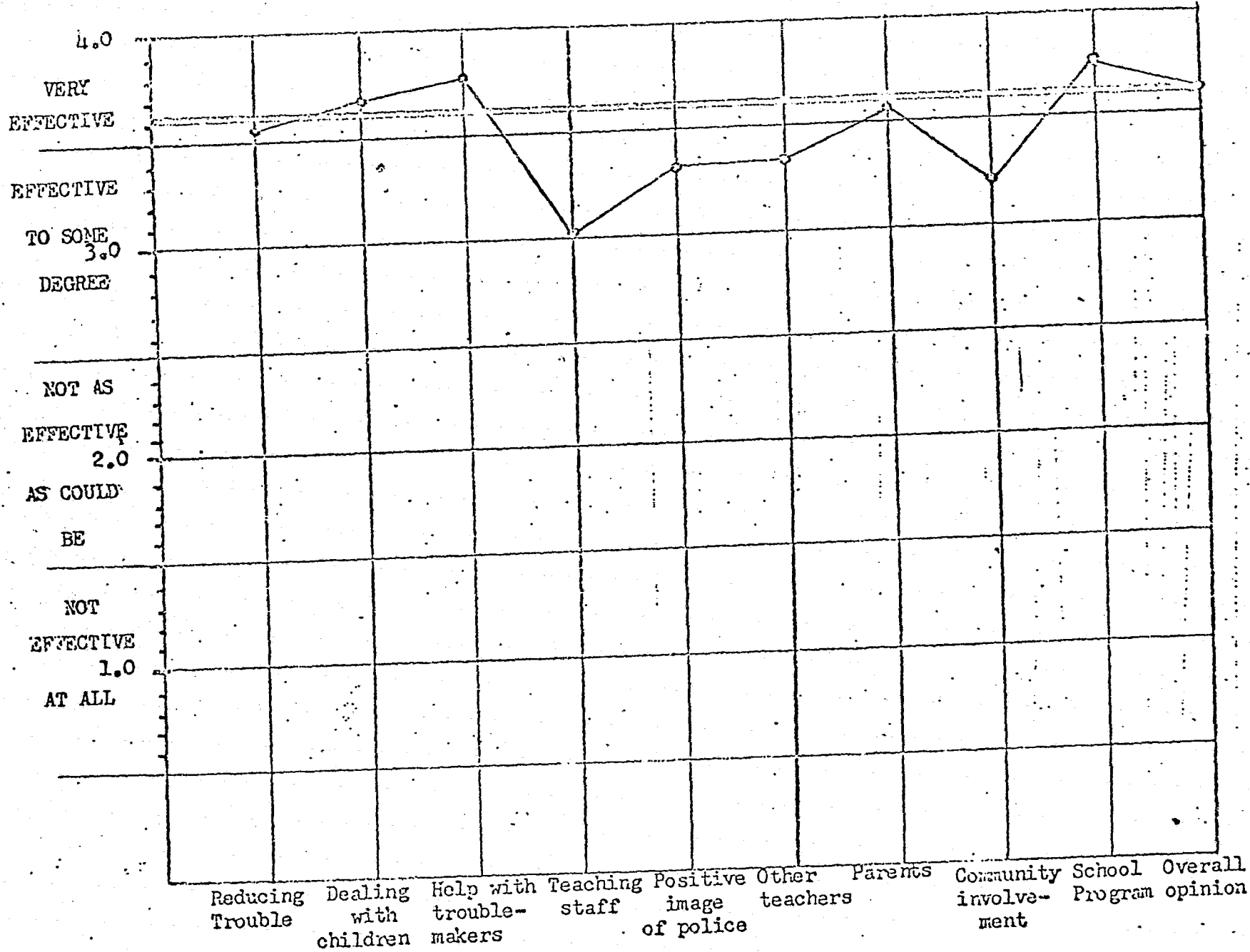
(N = 10)



A-10

SCHOOL B CULTURE

(N = 5)



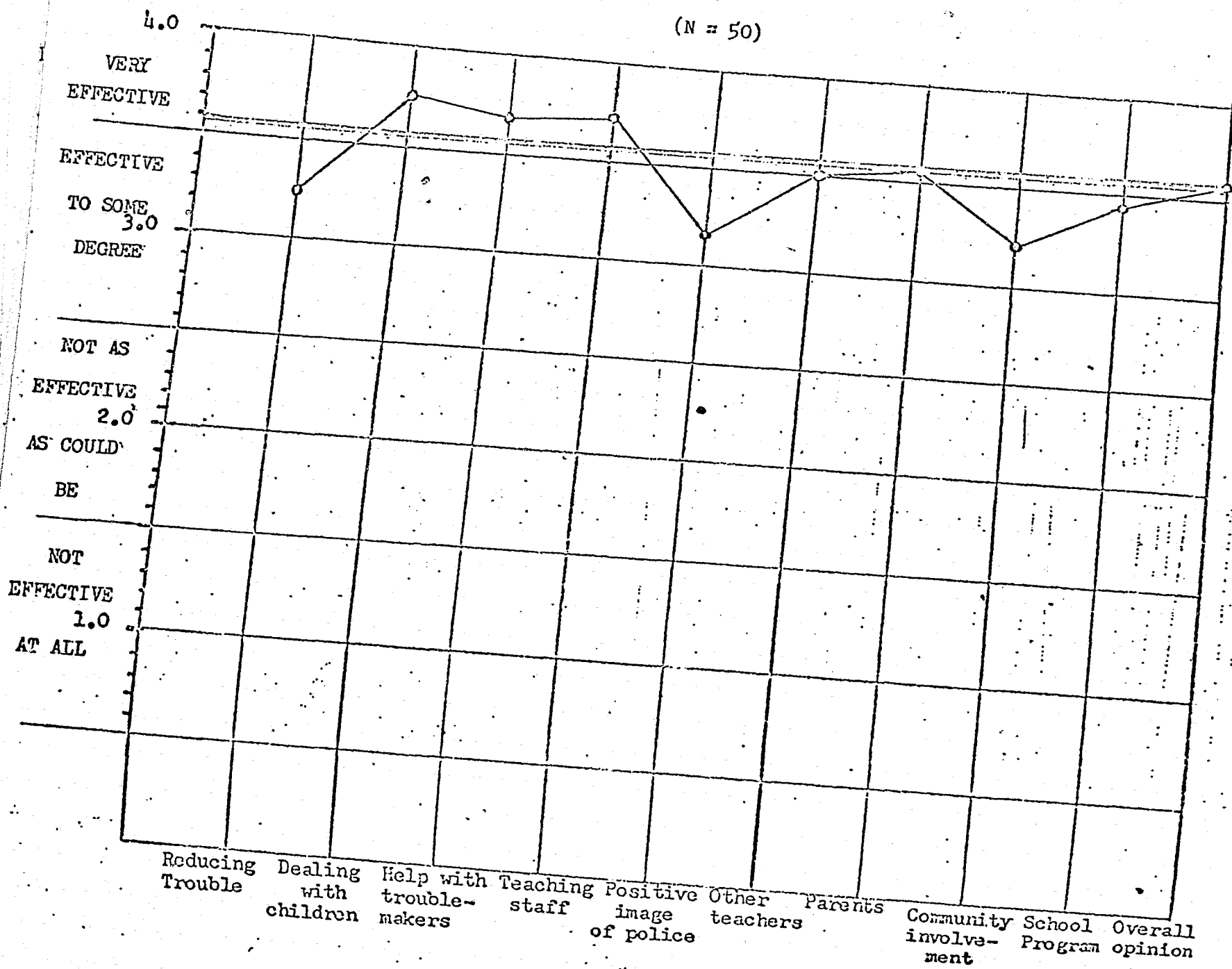
A-11

SCHOOL EFFECTIVENESS

(N = 50)

SCHOOL EFFECTIVENESS

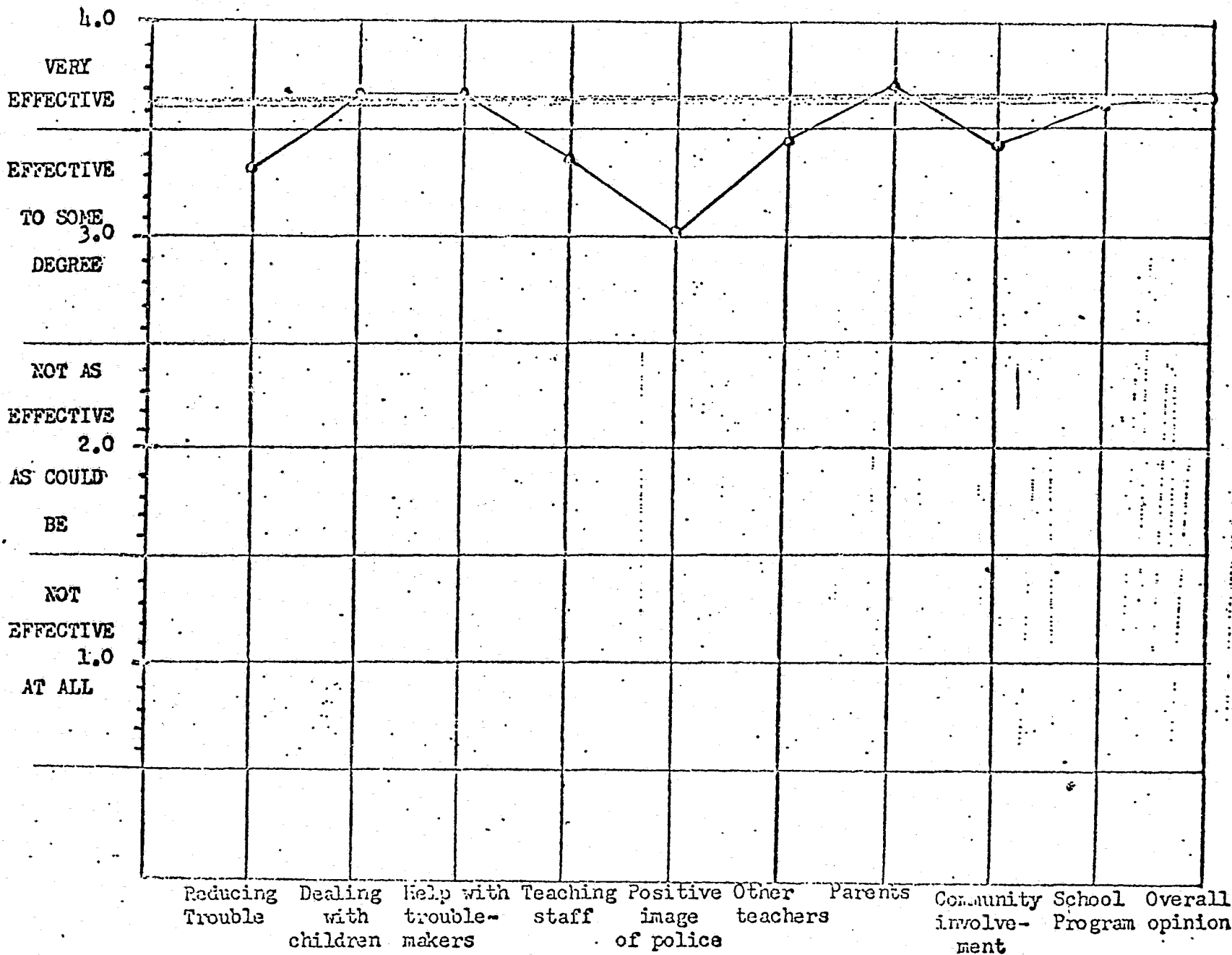
(N = 50)



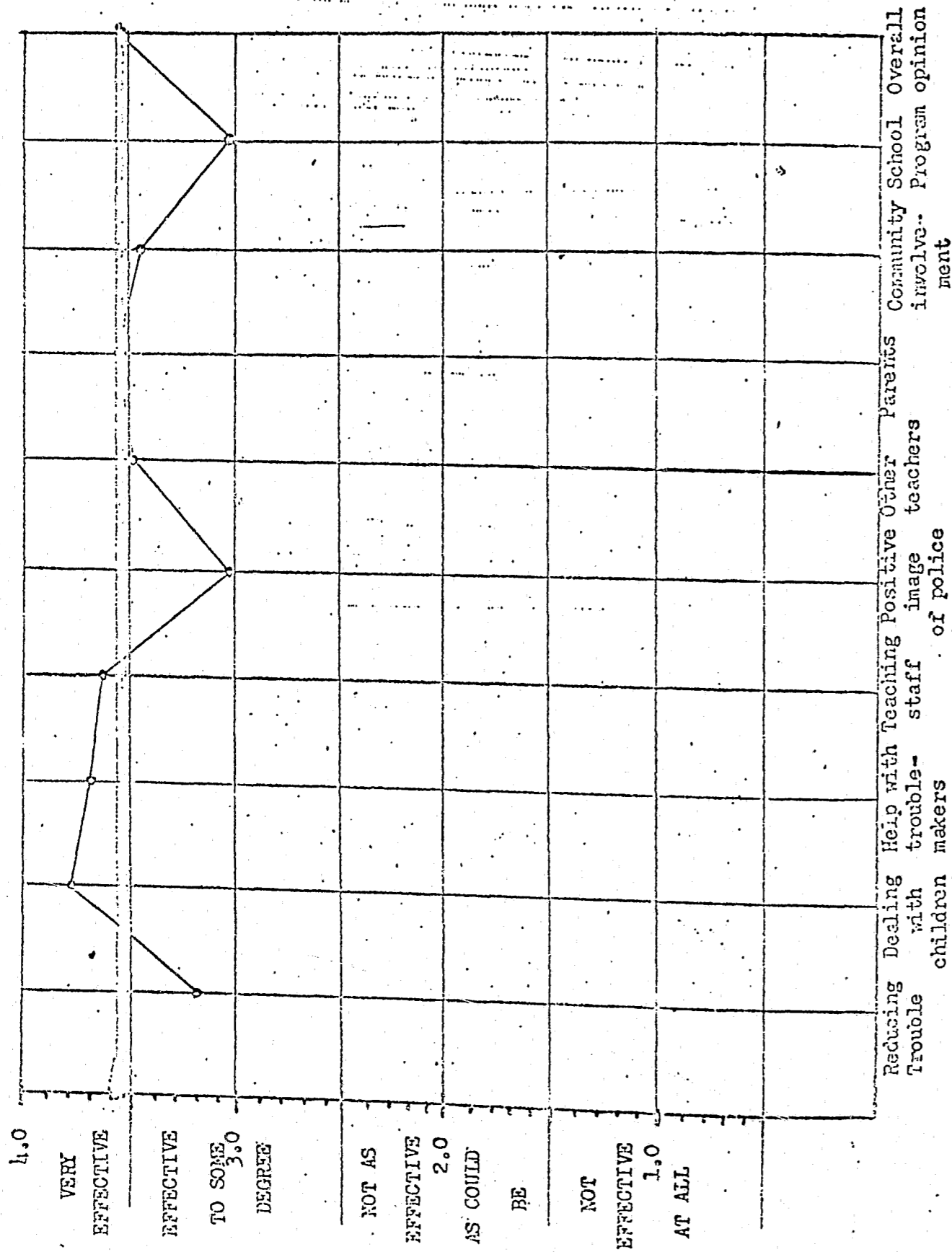
A-12

SCHOOL EFFECTIVENESS

(N = 50)



A-13



ELEMENTARY PRINCIPAL QUESTIONNAIRE

Questionnaires were received from seventeen principals of elementary schools feeding into the junior high schools with liaison officers. Only three principals of feeder elementary schools did not respond. The reaction of the elementary principals was enthusiastic and very supportive. Several principals mentioned the fact that the liaison officers were truly acting as a liaison between the school and the parent in handling difficult problems. The officers have evidently made many efforts to handle problems in the elementary schools before they become bigger problems, and have met with many successes. Typically, a principal has asked the officer to make a home contact because of a pupil in trouble and this has resulted in heading off potentially explosive types of activities. The side effects have been greater appreciation for the functions of the school and police on the part of the parent. At least the latter is perceived to be the case, in the eyes of the elementary principals.

Without exception, the reaction to every liaison officer personally, was a tribute to the men chosen for this job. The elementary principals were impressed with the officers' abilities in dealing with young children, and their great understanding of youngster's problems. When asked to list the points they considered as strong points in favor of continuing the liaison program, the following statements were made by at least four principals:

- 1) Improved image of police in the eyes of the children
- 2) Capability of working with small children
- 3) Knowledge of the home through contact, including having information about older brothers and sisters, provides the school with additional facts.
- 4) Has been a real preventive of delinquent behavior with a positive approach in teaching young children respect for property and rights of others.

The final section of the questionnaire asked the elementary principals to list any criticisms they might have of the liaison program. Most of the

statements made fell into the category of suggested improvements of the program rather than finding fault with any phase of it. The common complaint seemed to be that the officers were spread too thin. What there was in the way of activities performed by each liaison officer were excellent, but there needed to be much more. The principals recognized that the officers were only human and could not be in all places at all times and suggested that additional men be provided. Many of the principals felt that the time the officers spent talking to children in the classroom as a part of educating children to understanding the function of police needed to be expanded. Several would like to see the officers scheduled on a regular basis to meet with classrooms and discuss police problems as they apply to the children themselves.

The conclusion based on the statements made by the elementary principals, was that the officers were doing a good job acting as liaison between the elementary schools and the home, and also between the elementary schools and junior high schools.

#### LIAISON OFFICER QUESTIONNAIRE

After obtaining the opinion of the liaison program from just about everyone involved with the liaison officers, it seemed reasonable to obtain an opinion from the officers as to how they viewed the program, and their recommendations for program improvement.

Without exception, the five officers felt the school staff and administration had been cooperative with them over the two years of the program, and had provided them with resources that made their work easier. The officers were impressed with the teachers at the schools, and felt that they had a genuine concern for the welfare of boys and girls. Each one felt the program should be continued, and perhaps expanded to include other junior highs and high schools. Each expressed a desire to personally continue in the program if the decision was

made to carry on or expand it in the coming years. The officers felt that they had received much insight into the problems of individual children through discussion with various school staff. Through increased contact with children in the school, the officers were of the opinion that many potentially dangerous situations had been nipped in the bud, and their preventive influence had been brought to bear on numerous occasions. Various suggestions were made as to previous training for the job of liaison officer. All listed experience in the juvenile division as a prerequisite, and all felt that other exposure to working with youth in scouting, recreation, or assisting an officer in a school for a period of time would be helpful before being placed as a liaison officer.

The common suggestion of the five officers for improving the program was to include two-way communication by car radio with the police department. Evidently every one of the officers had been in at least one situation during the year that could have resulted in serious consequences simply because he was not in a position where help could be called for. There were also many times when officers were out of the school that situations developed in the school that called for the presence of the officer. If the school had been able to make quick contact, many of these situations could have been avoided. The school officials also indicated that this kind of quick communication was almost a necessity. The men were of common opinion that Lt. William Schonnesen should continue as the director of the liaison program.

Conclusions based on the officers' comments would include, (1) all desire to see the program continue, (2) all would like to be liaison officers in a continuing program, (3) working in the schools as a home base results in improved handling of police work as it applies to juveniles, and (4) if the program does continue, officer's cars should be equipped with two-way radios.

## CONCLUSIONS AND RECOMMENDATIONS

Based on the statements received from the principals, teachers, and other school staff, the children in the schools, the records kept of the incidence of juvenile offenses in the school areas, and finally the officers themselves, the following conclusions and recommendations are made relative to the two-year old police-school liaison program.

1. Children in the junior high schools with liaison officers had about the same opinion of police, whether the junior highs were in the central part of the city or not. (Three were located in the central part of the city, two were not.)
2. Children in the junior highs with liaison officers had a more positive opinion of police than children in a junior high near the center of the city that did not have a liaison officer.
3. (Statement about juvenile delinquency in the school areas with liaison officers)
4. Administrators and teachers at both junior highs with officers, and feeder elementary schools in the junior high districts, expressed the opinion that through conferences with parents, through presentations to classes, and personal interviews with the children themselves, the liaison officers were able to prevent many potentially dangerous and explosive situations from developing during the two year program.
5. Many of the administrators in the junior highs were of the opinion that the information provided by the liaison officers on various children was of greater benefit to the school in understanding the personal problems of the children, than the school was able to provide to the officers. However, all of the officers stated that information sharing was useful in their own dealings with the children, so the mutual benefit of this phase of the program seemed evident.
6. It was evident from the response of the school staffs that the liaison officers spent much of their time in the community. Being visible as a patrol during the time spent between school and home by the children, resulted in a decrease in complaints of various kinds of delinquency that had been prevalent before.
7. The officers themselves viewed the program as a definite help in handling juvenile offenses, and were convinced that their presence in the junior highs was a deterrent to delinquent acts in the community.

The following recommendations are made in light of the data presented above:

1. The police-school liaison program be continued in the schools chosen for the two year study.
2. The program be expanded to include all junior highs located in the center of the city, and others as needed.
3. Two-way radios be made available to the liaison officers' cars.
4. The liaison officers be scheduled, on a regular basis if possible, to each feeder elementary school for purposes of classroom discussions with children and staff.
5. Lt. William Schonnesen continue as the director of the liaison program.

Place an X above the blank that shows about where your feeling is after you read the sentence. There is no "right" or "wrong" we are only interested in how you feel about each sentence.

Police keep the city good.

strongly agree

strongly disagree

2. Police are nice and try to help you.

strongly agree

strongly disagree

3. If police are around there is not as much trouble.

strongly agree

strongly disagree

4. All schools should have police in the building to help the principal.

strongly agree

strongly disagree

5. Police accuse you of things you didn't do.

strongly agree

strongly disagree

6. If there was a police officer in every school, kids would not get into as much trouble.

strongly agree

strongly disagree

7. Police officers are stupid.

strongly agree

strongly disagree

8. Police protect us from harm.

strongly agree

strongly disagree

9. Police officers are nice to talk to.

strongly agree

strongly disagree

10. Police really try to help you when you are in trouble.

strongly agree

strongly disagree

11. The police are mean.

strongly agree

strongly disagree

12. The police offer you money to tell on other kids.

strongly agree

strongly disagree

13. Police officers try and get kids to stay out of trouble.

strongly agree

strongly disagree

14. Police use clubs on people for no reason at all.

strongly agree

strongly disagree

The police keep peace and order.

strongly agree

strongly disagree

16. Our school ought to have police officers for homeroom teachers.

strongly agree

strongly disagree

17. Without policemen, there would be crime everywhere.

strongly agree

strongly disagree

18. You can count on the police when you're in trouble.

strongly agree

strongly disagree

Policemen are dedicated men.

strongly agree

strongly disagree

CONFIDENTIAL

20. Police try to act big shot.

strongly agree

Police are always mad at kids.

strongly disagree

strongly agree

21. Police help me to help myself.

strongly disagree

strongly agree

22. Police mean trouble, not help.

strongly disagree

strongly agree

24. Police are brave men.

strongly disagree

strongly agree

Police are really friendly.

strongly disagree

strongly agree

26. The police are protective of our country.

strongly disagree

strongly agree

27. Police don't even give you a chance to explain.

strongly disagree

strongly agree

28. Police try and get smart with you when you ask a question.

strongly disagree

strongly agree

29. I would never go out of my way to help the police.

strongly disagree

strongly agree

strongly disagree

30. If police were not around, the world would be better.

strongly agree

strongly disagree

31. The only time I would ever talk to a policeman is when I was forced to.

strongly agree

strongly disagree

32. If I saw a policeman in our school, I'd know he was there to cause trouble.

strongly agree

strongly disagree

33. A policeman without a uniform is trying to hide the fact he is a cop.

strongly agree

strongly disagree

34. You can't trust a policeman.

strongly agree

strongly disagree

35. Our school can get along fine without a policeman.

strongly agree

strongly disagree

36. It is nice to have a policeman in school in case someone wants him.

strongly agree

strongly disagree

37. I don't think most of the kids at this school like police.

strongly agree

strongly disagree

38. Men become policemen for one reason, and that is to make money.

strongly agree

strongly disagree

39. I would not talk to a policeman unless I had to.

strongly agree

strongly disagree

40. The less I have to do with policemen, the better I like it.

strongly agree

strongly disagree

DIRECTIONS: Below are pairs of statements about police. Read each pair carefully. Then decide which of the two statements you agree with more. You must always pick the statement you agree with more, even though you might not agree very much with either statement. Put an "X" in the box of the statement in each pair that you agree with more.

1.  Without policemen there would be crime everywhere.  
 I think most of the kids at this school don't like police.
2.  Our school can get along fine without a policeman.  
 The police keep peace and order.
3.  Police are always mad at kids.  
 If police were not around, the world would be better.
4.  The only time I would ever talk to a policeman is when I was forced to.  
 Police are always mad at kids.
5.  If police were not around, the world would be better.  
 I would never go out of my way to help the police.
6.  Police are always mad at kids.  
 Without policemen, there would be crime everywhere.
7.  I think most of the kids at this school don't like police.  
 Our school can get along fine without a policeman.
8.  I would never go out of my way to help the police.  
 The police keep peace and order.
9.  I think most of the kids at this school don't like police.  
 Police are always mad at kids.
10.  Our school can get along fine without a policeman.  
 I would never go out of my way to help the police.

11.  The police keep peace and order.  
 Police are always mad at kids.
12.  Our school can get along fine without a policeman.  
 Without policemen, there would be crime everywhere.
13.  Police are always mad at kids.  
 I would never go out of my way to help the police.
14.  If police were not around, the world would be better.  
 The police keep peace and order.
15.  I think most of the kids at this school don't like police.  
 The only time I would ever talk to a policeman is when I was forced to.
16.  Our school can get along fine without a policeman.  
 If police were not around, the world would be better.
17.  Without policemen, there would be crime everywhere.  
 I would never go out of my way to help the police.
18.  If police were not around, the world would be better.  
 I think most of the kids at this school don't like police.
19.  The police keep peace and order.  
 The only time I would ever talk to a policeman is when I was forced to.
20.  I would never go out of my way to help the police.  
 I think most of the kids at this school don't like police.
21.  The only time I would ever talk to a policeman is when I was forced to.  
 Our school can get along fine without a policeman.



- 2.  The police keep peace and order.
- I think most of the kids at this school don't like police.
- 23.  Police are always mad at kids.
- Our school can get along fine without a policeman.
- 24.  The only time I would ever talk to a policeman is when I was forced to.
- If police were not around, the world would be better.
- 25.  Without policemen, there would be crime everywhere.
- The police keep peace and order.
- 26.  I would never go out of my way to help the police.
- The only time I would ever talk to a policeman is when I was forced to.
- Without policemen, there would be crime everywhere.
- If police were not around, the world would be better.
- 28.  The only time I would ever talk to a policeman is when I was forced to.
- Without policemen, there would be crime everywhere.

POLICE LIAISON - QUESTIONNAIRE

Please answer the following ten questions honestly and frankly. To encourage you to be frank, we are not asking that you sign this questionnaire. We are simply asking you some questions about how you feel about the police officer that has been placed in your school building this school year. Draw a circle around your response to each question. The results will be used to help determine the effectiveness of the police liaison program.

WHAT IS YOUR OPINION CONCERNING:

1. THE PRESENCE OF THE POLICE OFFICER IN REDUCING TROUBLE IN THE SCHOOL?  
(Is there less trouble now during the school day with delinquent behavior and students causing serious trouble?)
  - Very effective
  - Effective to some degree
  - Not as effective as he could be
  - Not effective at all
  - No opportunity to observe
2. THE ABILITY OF THE OFFICER IN DEALING WITH CHILDREN?  
(Does the officer have a good understanding of how to handle the children he comes in contact with?)
  - Very effective
  - Effective to some degree
  - Not as effective as he could be
  - Not effective at all
  - No opportunity to observe
3. THE ABILITY OF THE OFFICER TO HELP IN DEALING WITH PUPILS WHO HAVE GOTTEN INTO TROUBLE AROUND SCHOOL?  
(Does the officer seem willing to step in and help out when students misbehave around school?)
  - Very effective
  - Effective to some degree
  - Not as effective as he could be
  - Not effective at all
  - No opportunity to observe
4. THE COOPERATION SHOWN BY THE OFFICER WITH OTHER MEMBERS OF THE TEACHING STAFF?  
(Does he share information with other adults in the school, and is he willing to pass on information that will help others understand a child?)
  - Very effective
  - Effective to some degree
  - Not as effective as he could be
  - Not effective at all
  - No opportunity to observe

POLICE LIAISON PROGRAM

5. THE PRESENCE OF THE OFFICER CAUSING A CHANGE IN STUDENT ATTITUDE TOWARD POLICE?  
(Do you feel the students understand police better after seeing the liaison officer in action?)

- Very effective
- Effective to some degree
- Not as effective as he could be
- Not effective at all
- No opportunity to observe

6. THE FEELING OTHER TEACHERS HAVE ABOUT PLACING A POLICEMAN IN THE SCHOOL?

- Very effective
- Effective to some degree
- Not as effective as he could be
- Not effective at all
- No opportunity to observe

7. THE EFFECTIVENESS OF THE LIAISON OFFICER IN WORKING WITH PARENTS?  
(Has he demonstrated that he can work effectively with parents of children who are in trouble?)

- Very effective
- Effective to some degree
- Not as effective as he could be
- Not effective at all
- No opportunity to observe

8. THE ASSOCIATION OF THE LIAISON OFFICER WITH COMMUNITY PROGRAMS?  
(Does the officer take part in helping with any community programs designed to prevent juvenile delinquency?)

- Very effective
- Effective to some degree
- Not as effective as he could be
- Not effective at all
- No opportunity to observe

9. THE INVOLVEMENT OF THE LIAISON OFFICER IN THE SCHOOL PROGRAM?  
(Is the officer seen at various school programs both during the day and at night?)

- Very effective
- Effective to some degree
- Not as effective as he could be
- Not effective at all
- No opportunity to observe

10. WHAT IS YOUR OVER ALL OPINION ABOUT HAVING AN OFFICER IN YOUR SCHOOL?  
(All things considered, what is your opinion of the placement of a police liaison officer in your school?)

- Very effective
- Effective to some degree
- Not as effective as he could be
- Not effective at all
- No opportunity to observe

RGR/pl  
9/26/67

1. Has the liaison officer assigned to the junior high school in your district ever contacted you personally regarding a child in your school?

YES \_\_\_\_\_ NO \_\_\_\_\_

If your answer is "yes" to the question, what was your reaction to your meeting with the officer? Did you feel the information asked for, or provided to you by the officer, was useful to you or your teachers in dealing with children?

\_\_\_\_\_  
\_\_\_\_\_

2. If you are aware of the program, in that an officer assigned to the junior high has made his presence felt in your school, what is your opinion about his activities with your elementary school children?

\_\_\_\_\_  
\_\_\_\_\_

3. If you are familiar with the liaison officer, what would you list as strong points in favor of continuing such a program?

\_\_\_\_\_  
\_\_\_\_\_

4. Do you have any criticism(s) of the liaison officer or of the program? Please list them below.

\_\_\_\_\_  
\_\_\_\_\_

RGR/pl  
3/4/68

(It is not necessary to sign this form. After completion please return it to the Department of Educational Research through school mail.)

LIAISON OFFICER QUESTIONNAIRE

In your opinion:

1. Have classroom teachers in your building been cooperative in the ways you have had to deal with them?

Very Cooperative \_\_\_\_\_ Seldom Cooperative \_\_\_\_\_

COMMENTS: \_\_\_\_\_

2. Has the building principal seemed willing to help in a way that has made your work easier?

Very Cooperative \_\_\_\_\_ Seldom Cooperative \_\_\_\_\_

COMMENTS: \_\_\_\_\_

3. Have you had access to the school records of boys and girls you were interested in?

YES \_\_\_\_\_ NO \_\_\_\_\_

If YES, how were these records made available to you? \_\_\_\_\_

4. Do you feel the liaison program should be continued in the school where you have been working?

COMMENTS: YES \_\_\_\_\_ NO \_\_\_\_\_

5. Would you personally like to continue in this work?

COMMENTS: YES \_\_\_\_\_ NO \_\_\_\_\_

6. In what ways have you found that your association with the public schools has made your job more efficient? \_\_\_\_\_

\_\_\_\_\_

7. What previous training do you feel an officer should have for the liaison job? \_\_\_\_\_

\_\_\_\_\_

8. If this program continues another year, what changes would you suggest? \_\_\_\_\_

\_\_\_\_\_

RGR/pl  
1/26/68

APPENDIX BPOLICE-SCHOOL LIAISON PROGRAM

(This material was part of the initial application to the Office of Law Enforcement Assistance)

1. PROJECT GOALS

Developing from the concept that children have a complex constellation of problems requiring assistance from many disciplines is a cooperative project by the Minneapolis Police Department, juvenile division, and the Minneapolis Public Schools. Both of these agencies are involved with helping children develop to their maximum potential through the best use of our community resources.

The multidisciplinary approach to children's problems has been established practice in child guidance clinics. Public school personnel historically have used the case conference method in seeking solutions to the multiple problems of their students. However, most of the more complex problems have been referred to centralized special personnel, who have provided consultation designed to meet the needs of individual children. In many cases, the combined school-community resources have been utilized to assist children and their families in solving problems.

The program proposed here would be an experimental modification of the multidisciplinary approach for delinquency prevention and treatment. It should aid in the development of a favorable attitude towards law enforcement in future citizens and leaders.

NATURE OF THE PROBLEM

Juvenile Crime. Juvenile crime has been on the increase in the City of Minneapolis for the past 3 years, showing an increase of 2% in 1963, 26% increase in 1964, and a further increase of 2% in 1965. In the major crime category, crimes against the person showed the greatest increase-- robbery up to 47%, assault 46%, larceny 8%, and burglary 8%.

In 1965, 5,674 youths were contacted by the Minneapolis Police Department. This is an increase of about five hundred over 1963, although some of the increase may be attributed to an increase in the percentage of youth committing delinquent acts. This percentage, 5.73%, is the highest recorded over the past decade. During this time, the population has increased by about one-sixth, but the number of individuals contacted by the police has risen about one-half. Of the 5,674 contacts with youth made by police in 1965,

56% were with recidivists. Increase in the recidivism rate has been more pronounced for boys. 60% of contacts with repeaters were with boys and 42% with girls.

These facts represent a problem to the entire metropolitan community; they represent a problem of special significance to two agencies of that community--the police and the schools. Between 1962 and 1966 Minneapolis maintained a Youth Development Project (Y.D.P.) under the Juvenile Delinquency and Youth Offenses Control Act of 1961. This project was one of eighteen operated by the President's Committee throughout the United States. We are now able to utilize the base line data collected by the Project and to seek solutions to identified problems in the high delinquency areas (target areas) of Minneapolis. The initial indicator used to select the target areas (for the Youth Development Project) was juvenile delinquency, as measured by the rate of police contacts per 1,000 youngsters, age 10 through 17. Minneapolis had a rate of 53 contacts per 1,000 youngsters, and the target area had a rate of 110. Some other factors used in identification of the target areas were recidivism, dependency, family income, adult education, illegitimacy, and social disease. Racial characteristics were not used as a factor; however, the areas which were selected contained a higher concentration of non-white population than found in the city as a whole.

The economic insecurity of the families in the target areas, the high rate of mobility, the different cultural backgrounds, and the failure of the families to recognize their common interests had hampered the development of community spirit or neighborhood organizations to assist the children and check lawlessness. Without these community controls, crime and delinquency had gained a foothold as a part of the social life in these areas.

#### Need to be Met

High delinquency rates are concentrated in areas surrounding the city center, which are the target areas of the Y.D.P. Pre-delinquent children living in these areas are most vulnerable, because of both the complexity of their problems and peer influence. Delinquency prevention and control programs could be far more effective if preventative help could be offered these children. Early identification of such youngsters and discovery of immediate conditions which induce delinquency are of prime importance in the development of such a program.

Responsibility for enforcement of state and juvenile court laws involves the police with delinquents, pre-delinquents, and other children who have problems, such as dependent or neglected youngsters, missing children and child victims of adult offenders. What happens in these encounters with police is of tremendous importance in the lives of the children concerned, so it is imperative that such interaction be as supportive and as effective as possible. The quality of such interactions is a common concern of both the police department and the school system since both are agencies charged by society with the welfare of youth.

This shared responsibility for youth makes delinquency prevention and treatment a joint objective. It is important therefore that the work of both agencies toward that goal be as cooperative as possible, even though education and optimum development of the whole child remain the delegated duty of the schools and delinquency prevention and control continue to be the major portion of police work with Juveniles.

It has been estimated that from 50% to 75% of a police agency's work directly or indirectly affects youth. The police are in a strategic position to discover children who are actually or potentially delinquent and to find conditions in the community which are likely to produce delinquency. Because of the many sources of information available to the police department, a police-school liaison person could make referrals which otherwise might be delayed or missed.

Through the proposed cooperative program a multi-disciplinary team can work toward the reduction of recidivism, reduction of delinquency and general crime prevention. Available to work with the police juvenile specialist, the Minneapolis Junior High Schools in the target areas have a pupil personnel team composed of counselors, school social workers, a school nurse, a principal, and assistant principal and supporting clerical assistance. Available for conference about individual children is a dedicated staff of teachers who bring to the team special understanding of children as they operate in the school setting.

#### Target Groups or Organizations Affected

Latest statistics show the junior high school ages to be the last levels at which intervention is possible before the peak in delinquency is reached.

Police Apprehensions or Contacts

<u>Ages</u>	<u>Male</u>	<u>Female</u>
10	294	38
11	449	66
12	634	165
13	1,014	371
14	1,504	610
15	1,567	713
16	1,759	574
17	1,592	408

This proposal offers a plan for preventive action centered in the junior high schools of a target areas where the need is greatest. It is planned that this program will also assist children in the feeder elementary schools. The target area junior high schools that have school-liaison officers assigned are: Lincoln, Franklin and Bryant. In order to test more fully the effectiveness of this program, a liaison officer will also be assigned to two lower delinquency area junior high schools: Jordan and Sanford.

The school liaison officer, in plain clothes, will have his headquarters in the junior high school and he will work in the neighboring community and will be available to individuals, civic, social, business and religious groups within the community. It is expected that his liaison activities, the information he will gather, and the referrals he will make will affect individual children, their families, the schools, and all other organizations within the school community. In this way, the project should foster a closer police and community relationship and should result in the development of a more enlightened future citizenry.

What it is Hoped the Project will Demonstrate or Achieve

It is hoped that the placement of police liaison officers in the target area junior high schools will be effective in prevention of juvenile delinquency and reduction of recidivism through an increase in information

and improvement of communications among students and their families the schools, and all other groups within the community; through earlier identification of pre-delinquent children and earlier referrals of all types, through elimination of some delinquency-producing factors in the area; through closer cooperation between the police and school personnel. Such a program should result in better understanding of the role and function of the law enforcement agencies within the community.

**END**