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POLICE-
COMMUNITY
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TRAINING

LAW ENFORCEMENT
ASSISTANCE ADMINISTRATION
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SOME GUIDELINES FOR SUCCESSFUL

POLICE-COMMUNITY RELATIONS TRAINING PROGRAMS

by

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PREFACE

The subject of police-community relations and the development of techniques for training in this area were given high priority from the time the Law Enforcement Assistance Act of 1965 was implemented in November of that year.

Since the Act itself was an experimental program with modest funding, emphasis in granting generally was placed on innovation so that new knowledge might be developed for the field. When training projects were encouraged, they were regional or statewide in scope since funds were not adequate to support training of individual law enforcement agencies. The only exceptions to this rule were three grants to urban agencies for in-service police-community relations training. All three were considered to be of an experimental nature.

Previous efforts in community relations or human relations training for policemen had been largely concentrated at the recruit level and had consisted of lectures in such areas as anthropology, sociology, Negro history, psychology as related to prejudice, law enforcement ethics, and local demographic studies. Some of the lecturers were police officials, but most were visiting professors, clergymen, experts in intergroup relations and spokesmen for various minority viewpoints. As a rule, when discussion was incorporated, it consisted of questions addressed to the speaker from a class of fifty or more men for a period of fifteen to twenty minutes.

In addition, there was some history of role playing in combination with lectures, dating back to the late 1950's, when Dr. Arthur J. Siegel and Applied Psychological Services of Wayne, Pennsylvania, in consultation with the Philadelphia Commission on Human Relations, developed a new course in community-relations training for Philadelphia Police Department recruits.

A detailed description of the methods and the scenarios for the role playing may be found in the project's report. *

Subsequently, in the summer of 1965, adaptations of the Philadelphia program were conducted for 1,800 in-service personnel in the Detroit Police Department and for 740 men in sixteen law enforcement agencies in Lake County, Indiana. Although the proposals for these two projects were quite similar, the Detroit program was much more fully funded ($213,000 compared to $24,500 in Lake County), and a monograph on the program design was published by the United States Conference of Mayors in May 1966, so that it also became more widely known. Previous mimeographed descriptive material had been made available by the City of Detroit Commission on Community Relations dated October 1, 1965. Even earlier, a tentative evaluation of the program was written by Ben Sissel for Community Relations Service (at that time, CRS was in the United States Department of Commerce), and issued in limited quantity, dated August 18, 1965.

An evaluation of the Lake County program was written by its director, Dr. Francis Cizon. It is developed around a testing schedule of 331 participants. This document has not been published to date.

One other experiment which deserves mention is the Boston University project which involved two 14-person groups of laymen and Boston policemen in a series of unstructured two-hour meetings weekly for a period of twelve weeks during the spring of 1966. Each group was conducted by a highly skilled control person, or group leader, with the role of assisting the group to focus on the data they themselves were generating rather than that of directing the interaction in a predetermined format. The

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* Siegel, Arthur J., Tederman, Philip, and Schultz, Douglas G. Professional Police-Human Relations Training. Springfield, Illinois: Charles C. Thomas, 1963.

Project was funded by the Office of Juvenile Delinquency and Youth Development in the United States Department of Health, Education, and Welfare, and a detailed 127-page report on the project by Paul Lipsitt was published by that office in October 1966.

These projects were, in part, precedents for the urban police-community relations training projects supported by OLEA and reported in this document. The OLEA projects were perceived as a related group of three experiments in a northern, a middle-Atlantic, and a southern city, embracing various elements of lecture, police-citizen dialogue, field work, role playing and problem solving. Each to an extent sought to employ techniques of group dynamics or group process.

The execution of these projects produced a body of new knowledge; mistakes were made, but there were also elements of encouraging success, and both contributed to an expanded understanding of needs and techniques in this critical field.

To observe and report these findings, OLEA sought a team who could provide a comparative overview and who would be independent of the viewpoint of the federal government. Accordingly, this volume, its observations and conclusions, represent their views and not necessarily those of OLEA or the United States Department of Justice.

While neither the authors nor OLEA considers the report's conclusions to be final ones, they do reflect new experience and may be useful to others now planning to undertake similar efforts.

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LAW ENFORCEMENT ASSISTANCE ADMINISTRATION

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SECTION I - POLICE-COMMUNITY RELATIONS IN A DEMOCRACY

Police officers across the country are re-examining their roles and
relationships within the communities they serve. Recent Supreme Court
decisions on police practices, problems of control in civil disturbances,
accusations of brutality from minority groups, and public demands for
improved professional service have highlighted the complexity of police work
in a democratic society.

The police officer's role in a democracy is not an easy one, and it seems
to become more difficult each day. The police are caught in the middle of
myriad and conflicting demands. On the one hand, they are told to "get tough";
on the other, they are accused of brutality. They are pressured to crack down
on crime and admonished by the Supreme Court to preserve the rights of
individuals. The public insists on crime prevention and an end to riots, while
at the same time demanding limited use of force. More positively, police are
encouraged to play a more active role in the promotion of law and order and
in the solution of urban problems.

The challenge to police work in a democracy is twofold:

1) To maintain a balance between the security of the community
    and the rights of the individuals;

2) To work with the community in the promotion of law and order.

A police administrator at a recent national conference on police-community
relations training expressed the first challenge this way:

"The goals of the Police Department are twofold: 1) community
security through the prevention of crime and disorder and the
promotion of peace; 2) individual security through the pro-
tection of life, property and personal liberties. The problem
of delicately balancing one with the other has always been the
challenge of effective police work in a democracy."

How to protect and promote the common good while at the same time safeguarding the rights of all individuals--the innocent and the guilty--this is the special concern of professional police officers in a democracy.

Another police administrator at the same conference had this to say about police work:

> "The primary function of the Police Department is to keep the peace and maintain law and order in conjunction with the people. Police work in a democracy implies helping people police themselves."

Traditionally, police officers in the cities have been recruited from the people who lived in the problem areas. The Irish police officer in the Irish community gave little or no special favor to the Irish offender, but he knew and he could identify with the people and conditions in the neighborhoods in which the crimes occurred. The same was usually true in the Polish and Italian communities. Distinctions could be made, in terms of the action of the people of one's own culture, between those who obeyed the law and those who broke the law.

Today, in most urban centers with heavy concentrations of minority groups (particularly Negroes, Puerto Ricans, Mexicans, and Southern Whites), the police do not come from the people living in the areas which have the highest rates of social disorganization. The police officer working in high crime areas is usually operating in what is to him a "totally alien culture." There is little or no real contact or knowledge, let alone identity, with most of the people in inner-city communities. Whatever contact or knowledge he does have of the people in the community is limited to the deviant or criminal elements. Thus, police attitude toward the community is usually a reflection of deviant and criminal elements. Nor do the minority groups see the police as their

representatives in the community. They see them as members of an outside group attempting to enforce the codes of an "alien culture." The isolation of the police from the community coupled with an historical mutual antagonism of minority groups and police has prevented effective communication between them. This is the central focus of the special efforts to train police for effective understanding, interaction, and communication with the people of our complex urban communities.

Police officers have become extremely sensitive to this problem and to the many demands placed upon them to do something about it. Many resist strenuously any efforts to modernize and professionalize police work with regard to community relations. The police are uncertain as to how they can positively promote law and order among people whom they do not understand and who do not understand them. The police are concerned with what they call the excessive limitations placed upon them in their efforts to arrest suspected criminals and to gather evidence for prosecution. They are not adverse to condemning the concept of community service as one more closely related to social work than to police work. Yet, not too long ago a report on police-community relations in California stated that:

> "Some California Police Departments realize their particularly important role in helping to solve community race relations problems. Most California Departments realize that good community race relations aid the police in their law enforcement function. These realizations have led to efforts to construct visible community relations programs (with communication the most important point) and officer training programs in race relations."

To foster the growing awareness of the need for police training to improve community relations (and of helping the police resolve some of the difficulties brought on by inconsistent expectations of the public), the Office of Law Enforcement Assistance funded a number of community-relations programs in various cities. OLEA encouraged experimentation with programs and techniques of training for police in the hope of discovering the most effective means of increasing understanding and of strengthening the channels of communication between the police and the people of the community, particularly the poor and the minority groups. Experience with these programs has shown that the task of improving police-community relations through training programs for police is more complex than originally conceived. It has become clear that such special training programs are but a part of the overall police improvements needed.

This report examines some of the training programs undertaken in various cities, and points out those factors which seem to be related to a program's success or failure. It can serve as a guide for those engaged in developing and implementing police-community relations training programs. Section II examines in some detail three recently completed programs which were conducted in Washington, D. C., New Orleans, Louisiana, and Newark, New Jersey. Section III offers suggestions and recommendations for the development and implementation of other programs.

The sensitivity of police to community relations training programs and the negative reactions with which such programs have been met in the past demands that careful consideration be given to the design, format and educative process of new programs. In previous programs, the officers have been more negative about the orientations and the mechanics of the programs than about their content. Police officers have not objected to training in human relations as much as they have objected to: (1) training programs which seem to be oriented to an accusative, derogatory and condemning approach to police actions; (2) programs which have been developed without full appreciation of the difficult conflict issues with which the police in a democracy are faced; and (3) programs which seem to have "outsiders" telling the police how bad they are and what and how much they "must be taught." Most police officers are aware of the need for police-community relations training, but they want desperately to tell the community their side of the story.

Whether the sensitivity and negative reaction of police officers to such training programs is justified or not, it must be carefully considered in the development of such programs. Changes in police behavior and attitudes through the influence of training programs will occur only if the police are meaningfully involved in the programs. Police-community training programs must be concerned not only with content and speakers but also with providing police officers with an atmosphere conducive to training and with motivations to learn new skills and develop new attitudes which will make their work in the community more effective.

SECTION II - POLICE-COMMUNITY RELATIONS TRAINING EXPERIENCES

This section analyzes recently completed training programs in
three cities. The recommendations for effective programming based
upon the observations made in these and other cities make up Section III.
In all three cities interviews were held with police administrators,
including the Chief or Deputy Chief, the Director of Training, and
the Director of Community Relations. Discussions and interviews were
held with the attending officers as well as other officers who could
be contacted both on and off duty. Interviews were also held with
all of the project directors and staffs in each city. Where group
discussion leaders were part of the program, they too were interviewed.

In each community some representation of community organizations--
those whose primary functions were to relate to the poverty and minority
groups in their respective cities--were interviewed to get some under-
standing and feeling for the community's reaction to police efforts.
Some people living in poverty areas were also interviewed regarding
attitudes toward police. In each city an effort was made to spend
time touring the city--especially those areas of high crime rates and
minority group tensions. Every effort was made to see as many diverse
interests in the police department and in the community as time would
allow. Some of the interviews were informal, frequently taking the
form of general discussions wherever groups of men were gathered;
others were more formal and structured.

The three Police-Community Relations Training Programs are discussed
in the following sequence of topics:

PURPOSE OF THE PROGRAMS

PROGRAM DESIGN

PRE-PROGRAM PREPARATION

RELATIONSHIP OF PROGRAM TO THE REMAINDER OF THE POLICE
    DEPARTMENT'S EFFORTS

PROGRAM PARTICIPANTS

PHYSICAL FACILITIES FOR INSTRUCTIONAL SESSIONS

PROGRAM ADMINISTRATION

PROGRAM CONTENT

INSTRUCTIONAL STAFFS

PATROLMEN'S RESPONSE TO PROGRAM

COMMUNITY IMPRESSIONS

OVER-ALL OBSERVATIONS

PURPOSE OF THE PROGRAMS

The purpose of each program was stated differently and this may have influenced acceptance of the programs. Two of the programs had the following stated purposes: (1) "to improve the local racial situation, create a greater respect on the part of the police for the rights of individuals, and ease the tensions that now exist between police and Negroes"; and (2) "to allay suspicions and hostilities that uniformed law enforcement officers and members of the poverty community are alleged to have toward each other."

These two programs were presented as attempts to break down the stereotypes, establish communication, and build a foundation for police-citizen cooperation in the maintenance of order and the progressive improvement of the condition of all people in the community. It was hoped that policemen and other citizens would learn how to perceive each other as people, not as symbols.

The purpose of the third program was stated as an attempt to further the understanding, attitudes, skills and knowledge of the professional police concerning their leadership role in the community; to further their understanding of ways to communicate the functions of law enforcement to the citizens; and to explore methods for coping with persons under stress in today's complex urban environment.

Unlike most other programs, this third effort did not emphasize or single out minority groups, or rioting, or demonstration control as its orientation. That these matters would be discussed and were an integral part of the program was, however, obvious from the agenda. The objective seemed to represent a less threatening approach to police and yet involved the same principles of behavior included in all other programs.

PROGRAM DESIGN

The general design for each of the three training programs was different, and this undoubtedly affected the programs' accomplishments.

One program was designed to include nine instructional sessions consisting of lectures and discussions. The nine sessions, given at a rate of once every other week, were two and one-half hours in length and were to be attended by all 1,200 police officers and maintenance personnel in the city's police department and 100 selected officers from surrounding areas. Each study group was to consist of 60 persons, with no attempt to segregate groups of policemen by rank. All police personnel attending the program were to receive compensatory time off from duty equivalent to the number of off-duty hours spent in training.

Another program was developed to consist of eight instructional sessions with a general format involving a lecture with questions during the first half of each session and small discussion groups for the second half of the period. The eight sessions, conducted at a rate of two per week, were also two and one-half hours in length, but were to be attended by 150 patrolmen in the city's police department and an equal number of civilians. Five different study groups were formed with thirty police officers and thirty civilians in each group, but no attempt was made to segregate groups of policemen by rank. The policemen attended the program while off duty and were to be given compensatory time off from duty equivalent to the amount of time spent in classes. The civilians received no monetary compensation.

The third program was designed to consist of eight hours of classroom participation on three consecutive days utilizing lectures, visual aids and small group discussions. One thousand selected police officers

in the city were divided into discussion groups of 25 men and each group was composed of officers of equal rank. The program was conducted while the men were on duty.

The design for the third program proved most successful. Conducting the sessions in a shorter time period and during on-duty hours for only police officers increased substantially the probability that each selected police officer would be able to attend all the sessions for his particular group. This provided a continuity within each discussion group and helped the development of a group dynamic process. This process developed best when all members of a group were officers of equal rank.

It was difficult to develop a continuity in the other two programs because (1) membership within groups changed from session to session, (2) shorter meetings over longer periods of time presented a time gap which broke continuity of thought and process, and (3) the involvement of civilians as participants in a short-term program could not allow sufficient time to develop good communication with police officers. In spite of these shortcomings, however, the sessions did provide an informative, interesting and apparently helpful interchange.

PRE-PROGRAM PREPARATION

The program which heavily involved police officers in initial program planning apparently aided considerably in building involvement and interest in the training. The use of a steering committee composed of ranking officers and privates in the department and of two civilian consultants served to better acquaint police personnel with the proposed program.

The two remaining programs did not have involvement and participation by the officers themselves in the planning and development of the program.

Some complaints in these programs concerned lack of information about the content and mechanics of the program, indicating that the men and the community probably were not adequately informed prior to and at the onset of the program. This lack of understanding created some early uncertainty and opposition to these programs.

RELATIONSHIP OF PROGRAM TO THE REMAINDER OF THE POLICE DEPARTMENT'S EFFORTS

The training program which was conducted on the job served to convince many officers that the administration gave wholehearted support to the program. Much credit for the success of the program must be given to the staff of professionals who directed the program. These men, in turn, felt that the acceptance of the program by the men was closely related to the work of the steering committee of two deputies, two lieutenants, four privates and two civilians. The committee involved the officers themselves in the design and implementation of the program. Top administration was pleased with the program results and indicated the possibility of having the department supply additional money to continue the program for the rest of the department personnel.

In the city with the program for police officers and civilians, top administrators were sincere in their desire to promote the community relations training program. There was an awareness of the potential danger in inadequate police-community relationships, but their understanding of why the Negroes in the community were reacting they way they were was not at all clear. As with most police, there seemed to be more concern about telling the police story to the civilians in the program than in getting the police to become more knowledgeable about and

understanding of the people in the community.

This second program appeared generally unrelated to the training division of the department, and participating police officers did not give the impression that they felt this was important departmental training. The fact that the program was sponsored by the Human Relations Commission instead of the Police Department probably had some bearing on their attitudes.

The third program received excellent support from top command in the department, but the Training Division was not deeply involved with the program, in spite of the fact that it was held at the Police Academy, and the program was not a basic part of the regular training effort. Instead, the Community Relations Division, a relatively new division with a small staff and only temporary quarters, was responsible for continuing the program. While far from being completely satisfied with the results, the comment, "The program has at least taught us how much we need the program," indicated satisfaction with the training effort. Plans were being developed to integrate other community relations programs throughout the department.

PROGRAM PARTICIPANTS

Participation by police officers was best achieved in the program which was conducted while the officers were on duty. The program which required all police personnel to attend all sessions while off-duty had almost impossible scheduling problems and this hampered the intended continuity of the program for many of them. The inclusion of rank officers and maintenance crews with patrolmen in the same discussion groups seems

to have hindered free discussions in the small groups. The fact that the officers were seldom in the same discussion groups in succeeding sessions also prevented free discussion from developing until the fourth or fifth sessions.

The program involving civilians as participants created the only recruitment problems. In addition to the one hundred fifty police officers who were randomly selected and expected to attend on off-duty hours, an equal number of civilians who would represent the community were to be selected by a community organization. It was not easy to secure the civilians to participate in the program. Although it was intended that the program should modify the attitudes of the community as well as the attitudes of the police officers, the question of which one hundred fifty people should represent the community in the program was never answered. Out of necessity, many of the civilians were brought in through formal organizations such as the Welfare Department and the Public Housing Authority. It seems questionable whether civilians selected were in a position to have any serious decision-making impact upon the total community.

However, the civilians' presence did provide a community response and reaction to police comments. Many interesting exchanges, which proved beneficial to both the police and the community people involved, occurred. There was some feeling on the part of the civilians that their own attitudes toward the police had been improved during the program. This improvement was probably more positive than the change in attitudes among the police toward the civilians.

PHYSICAL FACILITIES FOR INSTRUCTIONAL SESSIONS

Several types of physical facilities were used in the three training programs. One program was conducted at a local conference center not connected with the police agency. The physical surroundings were pleasant, informal, and conducive to learning, with comfortable meeting rooms. There was an absence of police symbols (no uniforms, police cars, etc.). These factors appeared to contribute to a freer atomsphere for discussion than that of other programs.

The physical quarters in another program were quite pleasant and adequate, although space for small group discussions was not conveniently available and hampered the program format. The use of signs and other visual aids in the building to explain the purpose of the program and the sequence of topics to be covered were helpful in orienting the groups to the purpose of the program and the material to be discussed in each session.

The third program was held at the Police Academy, but the facilities proved to be somewhat inadequate and uncomfortable. Many sessions were held in a large auditorium which was very hot. An air-conditioned classroom was used at times and was much more acceptable. Many small group discussions were held in the same room with each group being capable of hearing discussion in the other groups.

PROGRAM ADMINISTRATION

The program staffs had varying degrees of success in administering their programs. Administrative success was closely related to program design, pre-program preparation, physical facility, and the program's relationship to other police department efforts. One program was con-

ducted by outside professions in training and group process, and the highly successful administration and operation of the program reflected this fact.

The administration of another program at the beginning was unclear in its goals and somewhat uncoordinated in its operation. Insufficient involvement of the police in the planning and implementation of the program seemed to have created a gap between the men and the program administration, adding to the difficulty of complex administrative problems. As the men and the department became more involved in the training sessions, the staff gained more acceptance and administration was easier.

Administrative difficulties seemed to plague the third program from its inception. The over-all director of the training program was also the director of the city's Human Relations Commission. This duality created difficulty in keeping the two roles separate. The beginning of the program was marred by the loss of three project directors and assistant directors. Turnover in staff made program coordination and continuity difficult, and the potential for consultative help from local universities was never realized.

PROGRAM CONTENT

The content of the three programs was similar to most others of this type and represented a balanced and appropriate selection of subjects. Topics covered included the following:

. The Patrolman Looks at Himself

. Problems of Effective Communication

. Juvenile Delinquency

. Clinical Problems - Deviant Behavior

. Minority Groups

. Mob Behavior and Psychology

. Minority Groups and the Law

. Extremist Movements in the United States

. Police Professionalism

The sequence of topics did create some difficulty in one program, because it moved immediately into the most controversial and threatening areas of police concern - minority groups and mob behavior. On the other hand, effective communication and the confrontation of deviant behavior, both of which are of immediate concern to the total police effort, were left almost to the end. Most of the men also felt that the session on communication particularly would have been more valuable toward the beginning of the program. Only the session on extremist movements was unusual.

INSTRUCTIONAL STAFFS

The speakers and discussion leaders for the three programs had varying degrees of success. One program was conducted entirely by two training professionals in the group process. Each instructor conducted a full day of programming, providing excellent program continuity and instruction.

Another program had well-qualified speakers in given fields, but some officers felt they were too academic, used language above the intellectual level of the men, and were insufficiently oriented to policemen. The use of a psychiatrist as the first speaker was less than acceptable even though the lecture was a good analysis of some of the dilemmas in which the police find themselves in a modern urban society.

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Subsequently, the speakers were considered more acceptable, because it was felt they were more closely associated with police. There was a lack of continuity between the lectures and the discussions because speakers were relatively unaware of what other speakers covered and how their material fit into the sequence of content.

The discussion leaders in the second program apparently had little preparation and training for coordinating discussion groups and received no supervision during the sessions. There were two training sessions oriented to small-group dynamics and the techniques of discussion leadership. The use of social work students from a local university and female civilians as discussion leaders increased the difficulty of developing rapport between the officers and the discussion leaders, and encouraged perceptions of apparent differences between "the social work and police approaches" to social problems. It encouraged a "we" (the police) and "they" (the community) situation. It did prove to be an effective learning process for the group leaders who seemed to have identified more with the men at the end of the program than the men did with them.

The third program had speakers who were persons of some renown and were familiar and identified with police problems. Those speakers representing minority groups, especially one presumed extremist Civil Rights proponent, were not well received by the police. It was the consensus of the staff and most of the officers that speakers representing militant Negro groups were not especially helpful to the program. The rejection of the militant point of view is symptomatic of part of the problem: the police rejection expresses a predominant attitude, persecution.

The use of police officers and civilians from the groups as discussion leaders in the third program might have been more effective if additional training for discussion leadership had been longer and more thorough. The inability to keep the same discussion leaders throughout the program also hindered the development of a group dynamic.

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PATROLMEN'S RESPONSE TO PROGRAM

Initial patrolmen reactions to the proposed training sessions varied greatly among programs and within departments, ranging from open enthusiasm to some resentment. While each program experienced at least some minor criticism, one program received excellent interest, concern, and participation from almost all patrolmen. The two remaining programs received less popular support, but the expression of some negative attitudes by patrolmen in the program should not be construed as a negative judgment of the value of the programs. The attitudes of many of the officers toward the end of the program seemed to be reflected in the words of one of them: "While the attitude toward the program and toward community relations was somewhat negative at first, it has improved considerably among the men in the later sessions when the speakers seemed to have been more identified with police work and the program purposes have become more clear. We are now ready to have a 'more intensive' training program of this kind."

Listed below are some of the complaints from patrolmen. Interestingly, these comments as they relate to content were more frequently negative about the manner of presentation than of the content of the sessions. Complaints centered around the following:

. Attending on off-duty hours with compensatory time

. Lack of involvement and support by superior officers

. People in the community need the program more than the police

. Too much emphasis on minority groups

. Unsympathetic speakers

Some patrolmen indicated their attitudes were sometimes more negative, because they felt the attitudes of their immediate superiors were negative. A few of the middle range of rank officers in one city claimed that they went along with some of the negative reactions of the patrolmen, because they felt the need to identify with the men.

COMMUNITY IMPRESSIONS

It was clear in all three communities that white and Negro policemen and white and Negro civilians did not have the same evaluation concerning real racial tensions in the communities. In one city white comments upon integration of housing, Negro apathy, lack of Negro leadership and rejection of natural (outside) Negro leadership conveyed a general security justified by a "we have no problem" perspective. In this same community, some Negro officers and Negro civilians in the same areas saw things differently. The Negro was described by them as outwardly apathetic, but inwardly "seething and ready to burst."

In a second community, the feelings expressed by the police and by the program personnel that community tensions were not high, that Negroes were relatively satisfied with programs undertaken to remedy urban problems, and that the police image had improved considerably in the last few years were not shared by non-police persons who were interviewed. Resentment of police and dissatisfaction with living conditions were seen as important elements in strong negative community feelings by many of the people living in the poverty area.

OVERALL OBSERVATIONS

The program in one community was among the first attempted in the country.

As a pioneer program it faced many obstacles, including police insecurity in emerging community relations roles, which contributed to an early negative reaction to the program among the police. However, as the program progressed the police administrators and the attending police officers recognized a need and demonstrated a readiness for more training in human relations. While the program did not attain all of the goals it had set, it did make possible new strides toward better police understanding of community relations needs. It allowed a ventilation of feelings by the police which, if not allowed expression, could have continued to serve as a block to any learning and training. The program, as one of the first in the country, illustrated the essential need for adequate planning and careful implementation of Police-Community Relations Training Programs.

The training program in a second community included civilians as well as police. It had been hoped that civilians could be randomly selected from the community, but representation was not well realized. What impact a valid selection of community representatives would, or could, have upon improving police communication and operations among the people of poverty communities is not known. The program pointed up difficulties: difficulties not only in deciding who in the community should be represented among civilian participants in a police-community program, but also in the degree of citizen involvement in each session. A community aide experiment proved inadequate to the task of enlisting civilian participants.

Numerous shifts in administrative and program personnel seemed to hinder adequate planning, coordination and implementation of the program, as well as continuity of lectures and discussion groups.

The program in the third community was the most adequately organized and administered program of the three. It was also the best received by the officers. There were more participation and group dynamics in this program than in either of the others. This does not mean that all of the officers participated fully, enjoyed it, or totally accepted its principles. It does mean that there was less resistance to the program and more effort towards learning through participation.

This acceptance appeared to be enhanced by content and discussion continuity. It is significant that the program was considered important enough by the police administration to be given while the men were on the job, and that the officers in the department (through a committee) did have a part in the development of the training format.

SECTION III - CONCLUSIONS AND SUGGESTIONS FOR EFFECTIVE PROGRAMS

Experiences with police-community relations training programs high-
light several factors which seem to be essential to their success. Above
all, the tendency of police to be highly resistive to human relations
training demands careful planning and preparation for effective motivation
and programming. Adult education and on-the-job training are effective
only if they motivate toward learning and if they are meaningful in actual
job function. The following points seem to be positively related to the
most acceptable, meaningful, and, consequently, the most effective programs
in the training of police in community relations.

I. POLICE-COMMUNITY RELATIONS TRAINING MUST BE A PART OF A COMPRE-
HENSIVE TRAINING PROGRAM FOR POLICE OFFICERS WHICH IS DESIGNED TO
IMPROVE THEIR KNOWLEDGE, ATTITUDES AND SKILLS CONSISTENTLY AND SYSTEM-
ATICALLY AND TO FOSTER GREATER PROFESSIONALISM AMONG POLICE.

II. DEPARTMENTAL POLICY MUST NOT ONLY GIVE VERBAL SUPPORT TO SUCH
TRAINING EFFORTS BUT MUST BE ACTION-ORIENTED IN IMPLEMENTING THE PRINCIPLES
OF HUMAN RELATIONS AND COMMUNITY INVOLVEMENT IN ALL OF ITS EFFORTS WHETHER
THESE BE RELATIVE TO INTERNAL ADMINISTRATION OR TO COMMUNITY CONTACTS.

III. PROGRAM OBJECTIVES MUST BE POSITIVELY STATED IN TERMS OF POLICE IMPROVE-
MENT, AND NOT NEGATIVELY IN TERMS OF POLICE OR COMMUNITY CRITICISM. THE CONTENT, PRO-
CEDURES, AND PERSONNEL IN THE PROGRAM MUST REFLECT A SYMPATHETIC UNDERSTANDING
OF POLICE PROBLEMS AND A POSITIVE APPROACH TO THE IMPROVEMENT OF POLICE-
COMMUNITY RELATIONS.

IV. THE ACHIEVEMENT OF PROGRAM OBJECTIVES IS DIRECTLY RELATED TO THE
COMPETENCY AND DEDICATION OF THE ADMINISTRATIVE STAFF. THE ADMINISTRATIVE
STAFF MUST HAVE AN EMPATHIC RELATIONSHIP TO THE MEN INVOLVED IN THE
TRAINING AND MUST BE KEENLY AWARE OF LAW ENFORCEMENT COMPLEXITIES.

V. THE TRAINING PROGRAM SHOULD BE DESIGNED SPECIFICALLY FOR POLICE
OFFICERS. IT IS UNREALISTIC TO EXPECT SUCH A PROGRAM TO TRAIN THE TOTAL
COMMUNITY. CAREFUL CONSIDERATION MUST BE GIVEN TO PROVIDING ADEQUATE
INCENTIVES FOR ATTENDANCE AND MEANINGFUL PARTICIPATION IN SUCH PROGRAMS.

VI. THE CONTENT OF THE PROGRAM MUST BE WELL ORGANIZED AND INTEGRATED
SO THAT EACH SESSION IS CLEARLY RELATED TO THE ONE PRECEDING IT AS WELL AS
TO THE ONE FOLLOWING IT. THE LOGIC OF THE PROGRAM SEQUENCE MUST BE CLEAR
AT ALL POINTS IN THE PROGRAM. SPEAKERS MUST BE FAMILIAR WITH POLICE
PROBLEMS AND SHOULD BE PERSONS WITH WHOM THE POLICE CAN IDENTIFY.

VII. THE PROGRAM CONTENT IS MORE IMPORTANT TO THE SUCCESS OF THE
PROGRAM THAN THE SPEAKERS; THE RELEVANCE, CONTINUITY AND EFFECTIVE-
NESS OF THE DISCUSSION SESSIONS IS MORE IMPORTANT THAN EITHER THE CONTENT
OR THE SPEAKERS.

VIII. EVERY PROGRAM SHOULD BE SYSTEMATICALLY EVALUATED AS TO ITS
EFFECTIVENESS, BUT THE EVALUATION RESEARCH COMPONENT SHOULD NOT BE GIVEN
PRIORITY OVER THE ACTUAL TRAINING SESSIONS.

I. Comprehensive Program for Training. Police-community relations training must be a part of a comprehensive program of training for police officers which is designed to improve their knowledge, attitudes and skills consistently and systematically and to foster greater professionalism among police.

A. The police-community relations training program must be part of a comprehensive training program established by and for the department. It must not be considered a "one shot" effort. Attitudinal and behavioral changes, to be effective, must be consistently reinforced. Special programs to begin police-community relations training in the departments are essential, but they are relatively meaningless unless they are supported by on-going reinforcement in other aspects of police training. The training programs for recruits and subsequent refresher programs for veteran police officers which are designed to reinforce desirable attitudes and behavior in community relations are essential if special programming is to be meaningful.

B. The objective of short term community relations training programs should not be simply that of riot prevention. In only three or four weeks, one cannot train police officers in how to prevent riots. Riot control is a training possibility, but training for improvement in police-community relations is a continuous effort and must be related to daily police practices as seen by the people of the community.

C. Special community relations training programs seem to be successful to the degree that there is an acceptance of training as a necessary and desirable phase of the police role. The program must actually be geared to the degree to which individual departments have basic or more advanced general training experience. It is essential that the program be affiliated directly with the Training Division, and that it be seen as part of general policy and as important to the training of a police officer as would be knowledge, attitude and skill in the use of firearms.

D. The program must be geared to the specific needs and characteristics of the men on the force, their educational level, their length of service, the degree of ethnic and racial integration in the department, and any special historical or current conditions which influence that particular department's operation.

E. The planning of the program must also reflect the needs of the community with special emphasis on the degree of urbanization, the extent of minority group tensions, and the extent of social disorganization with which the police must cope.

F. Human relations and community relations are a function of the total department. They are not something that can be taught exclusively in special programs. The instructor in the use of firearms has as much a part in the teaching of

police-community relations as the community relations specialist.
Human relations and community relations are by-products of high
morale and a favorable climate for the practice of democratic
police action.

II. Departmental Policy. Departmental policy must not only give
verbal support to such training efforts but must be action-oriented in
implementing the principles of human relations and community involvement
in all of its efforts whether these be relative to internal administration
or to community contacts.

A. It is essential that the police department's top
administration firmly support community relations training
efforts. Verbal or written memoranda which proclaim acceptance
of the program will accomplish little if actions deny the need
for such programs or simply tolerate their existence as
necessary evils. Administrative support for the police-
community relations training program can be demonstrated in
actions such as the following:

1. A vigorous police recruitment program among minority
groups coupled with a clearly defined, non-discriminatory
policy in the department and an implementation of the
principles of community-police communications among and
within the divisions of the police department.

2. Payment for time spent in training sessions. On-duty
training seems most successful but off-duty training, where
necessary, must be compensated with wages or time, preferably
wages.

3. The provision of space and facilities for the Community
Relations Division equivalent to that of other divisions of
equal size.

4. Assignment of ranking administrative staff indicates
a commitment to the program and lends   credibility to the
effort.

B. Support by middle management in the police administrative
hierarchy is very important to the success of police-community
relations training programs. Rank officers must be involved in
the planning of the training program and must be kept informed
of every step in the development of the program. It is vital to
the success of any program that it be given in some special form
to the rank officers first. If they are to be involved in the
regular program, some special consideration (separate discussion
groups, an additional session on problems of administration, etc.)
should be included in the program.

C. The program should be police-oriented and should be directed
or, at least, co-directed by a ranking police officer. Involve-
ment of the Training Division and the Community Relations
Division of the Police Department should be clearly evident in
the development and implementation of the program. Exclusive
control of the program by an non-police agency, a Human Relations
Commission or a university, etc., should be seriously avoided.

Exclusive control of the program by the Community Relations Division in the Police Department has also tended to work to the detriment of the program, since in some instances the Community Relations Division was viewed as a cause of the changes in police work and seen as most threatening to many police officers.

D. The patrolmen should not only be clearly informed and oriented to the program before it begins but they should be involved in the planning, development and implementation of the program. They should be included as part of a committee representing the police and working with the program's administrators in developing and implementing the program.

E. Group discussion leaders should come primarily from within the police department and should be trained adequately before the full program begins. A minimum of twenty hours of training is desirable.

F. Whenever possible, the official police association should be encouraged to support the training program.

G. The community and especially the organizations supporting minority groups should be informed of the content and the importance of the program. Their support in contributing comments and ideas for the possible improvement of the program should be encouraged.

III. <u>Clarity of Program Objectives</u>. Program objectives must be positively stated in terms of police improvement, and not negatively in terms of police criticism. The content, procedures and personnel in the program must reflect a sympathetic understanding of police problems and a positive approach to the improvement of police-community relations.

A. The police-community relations training program cannot succeed if its primary focus is an anti-riot approach. While it is hoped that the program, if effective, would help to prevent some incidents that might trigger a riot and would encourage professional, disciplined police behavior during a riot, the police-community relations program must be directed toward the long-run objective of improving police-community relations. It is too much to expect strong emotionally involved attitudes to change over night or over a single program. The successes of the program must be consistently reinforced if they are to be permanent.

B. In the same sense, the tone of the program objectives must be stated positively in the direction of the improvement of police knowledge, attitudes, and skills and not negatively as an opportunity to stress whatever inadequacies may have existed in past police practices.

C. The program objectives should be oriented to the understanding and the respect of human dignity rather than to working with minority groups. The former approach encompasses the latter and is more related to the total police effort and needs of the department. It also creates less resentment and resistance to learning among the men whom the program is trying to reach.

D. While it is true that attitudes as well as behavior are the focus of training programs, the programs must be primarily oriented toward behavioral changes. It is extremely difficult to change attitudes in short term programs. Behavior changes, on the other hand, can be related to departmental policy and practice as understood by the men in the department. A department can insist upon specified behavior. It has much less control over attitudes. This is not to deny the hope that attitudes will be modified in conjunction with behavior change. The law must be justly enforced and people treated equally whether the offenders are liked or not. Attitude change must be encouraged but behavioral change is the immediate goal.

E. Program objectives must be oriented primarily to police training and not community training. It is unrealistic to believe that a police-community training program can somehow be the exclusive or primary modifier of community attitudes. It is unrealistic to expect police departments to be able to change community attitudes with a single training program. civilian participants, therefore, if they are used, should be used to broaden the perspective of police in viewing their relationships to civilians. One cannot expect any profession to be exclusively responsible for the retraining of the community. The difficulty of selecting and motivating the "proper and essential" community people makes community relations training programs which try to change community attitudes unrealistic.

The task of modifying community attitudes must be the on-going function of the Community Relations Division's comprehensive program. Training programs which help improve police behavior in the community will provide the settings which can best promote positive influences on community perspective of police efforts.

IV. Program Administration - Staff. The fulfillment of program objectives is directly related to the competency and dedication of the administrative staff. The administrative staff must have an empathic relationship to the men involved in the training and must be keenly aware of law enforcement complexities.

A. An interesting, creative, and well-thought-out program design is valueless if it is not carried out. A vital key to successful programming is the director of the program and his staff.

B. The director or, at least, a co-director should be a police officer. All of the staff need not be police, but all should understand police problems and be able to comprehend the police officer's perspective. Where the director is not a police officer, it is essential that he and his staff be seen by the police as sympathetic to the difficulties inherent in effective police work. The director and staff must be able to view the police as the police view themselves.

C. The director must be sympathetic to the goals of the program. The enthusiasm of the director and his staff for the success of the program is easily transferred to the men in attendance.

A man put in charge of the program only because of his position in the police department--not because of his commitment to the program--would be a serious detriment to the success of the program.

D. Where agencies outside of the department co-sponsor a police-community relations training program, it is important that the ties to the Training Division and the Community Relations Division be evident to the men in the program. Coordinating the details of a police-community relations training program with the necessary on-going functions of the police department demands close communication with the top administration in the department as well as with the Training and Community Relations Divisions in the department. Effective communication between the program's administration and the police is all-important to the program's success.

E. Good intentions are no substitute for effective administration. Lines of authority within the administration of the program should be clearly defined. The function of the director and other staff members should be clarified prior to the beginning of the program. Whenever possible, persons should be hired on staff who will be able to remain with the program for its duration in order to provide continuity and consistency in the program throughout its existence.

V. Program Participants - Scheduling Problems. The training program should be designed specifically for police officers. It is presumptive to expect such a program to train the total community. Careful consideration must be given to providing adequate incentives for attendance and meaningful participation in such programs.

A. If possible, all members of the force should be included in police-community relations training programs. The size of the department, the amount of funds available for training, problems of scheduling and other factors, however, will determine the actual number of participants in training at any given time. When all men on the force cannot be included, all divisions of the department should be represented. Divisions which have most contact with the community, such as patrol, traffic, detective, and juvenile, should be given priority in attendance. Since community relations effectiveness is related to a favorable social climate within the department, the attitudes upon which it is based must permeate all divisions and all men with whom officers interact.

B. All ranks of police should be included in the program. Special recognition and special programming should be afforded the middle rank officers and top administrators. Where attendance at sessions includes officers of all ranks, however, discussion groups should be separated as far as possible by ranks, especially where officers above the rank of sergeant are included.

C. Since voluntary attendance often permits officers with low motivation or outside commitments to be excluded from the course, attendance at the training program should be compulsory in much the same way as attendance in recruit school or for firearm qualification. Compensation for attendance is essential in order to increase motivation for attending and learning in such programs. Where on-duty training is not feasible, off-duty training compensated by regular pay is most effective. Compensatory time off is perhaps third most acceptable, but only if it is truly granted and not an empty promise. Least effective in providing desirable atmosphere for learning is compulsory attendance on off-duty time without any compensation. Volunteers for training on off-duty hours are usually highly motivated and easily trained, but volunteer programs do not attract those officers most in need of the program.

D. Added incentive for attendance and increased learning could be provided by incorporating attendance and participation in the program as part of evaluation for promotion or as part of a merit system advancement.

E. It must be clearly recognized that the program will not affect all officers in the same way. Police differ considerably in their understanding of and attitudes toward people, and their abilities to relate to them. Some men act consistently on the principles of respect for the dignity of all persons and have minimal prejudices toward groups different from themselves. At the other extreme, some others are extremely authoritative and power-oriented in their dealings with all persons with whom they come into contact. Many more are found somewhere between these two positions. The program must make an effort to reach as many of these men as possible. Support must be given to those who are more democratically inclined in their relationships with others, encouragement must be provided for those who waver between positions. The authoritarian officer must be made to understand clearly that his position is not the policy of the department and that not all of the police officers agree with his approach. The authoritarian police officer is perhaps most in need of police-community relations training--and his attitudes are the most difficult to change. He can probably be influenced best through department policy and through his fellow officers who can help to control his behavior in situations which involve delicate interpersonal relationships, especially where discriminatory behavior might prevail.

F. Past program efforts have pointed up the value of having officers from minority groups (Negroes, Mexicans, etc.)

involved in as many discussion groups as possible. The
visibility of a minority group member may slightly curb
open expression, but it does tend to lessen the extreme
emotional outbursts which often occur when no minority
group members are present. It also prevents the group
from reinforcing strong prejudices that may exist within it.

G. The difficulty of selecting civilians who can significantly
influence the decision-making process in a community for
participation in an on-going training program suggests that it is
unrealistic to expect a police-community relations training program
to teach the entire community. Civilians included in the programming,
if any, should provide a more adequate understanding of the
community to the police. Experience shows that, although
civilians gain more respect for the police and their problems
in the process, training the community through a few civilian
program participants is unrealistic.

VI. <u>Program Content and Speakers</u>. The content of the program must
be well organized and integrated so that each session is clearly related
to the one preceding it as well as to the one following it. The logic of
the program sequence must be clear at all points in the program. Speakers
must be familiar with police problems and must be persons with whom the
police are capable of identifying.

A. The content of the program should be focused around human
relations and not minority group relations. Working with minority
groups is part of the process of relating to all people. While
special consideration must be given to an understanding of
minority groups, community relations for police involves dealing
with the total community and the respect due to all individuals
regardless of majority or minority status.

B. The content of the program should be positively oriented.
It should be concerned with improving police work and not
with emphasizing police inadequacies.

C. The program should be practical in the sense that it
stresses improvement in behavior related to carrying out the
police officers' role. This does not imply that theories of
behavior are unimportant. It emphasizes that theories should
be useful and specifically helpful to the police officer in
his daily work. The program should be oriented to helping him
to do his work better.

D. Each session of the program should be part of the overall
rationale for the program. The content and continuity
of each session in the program is more important than a prominent
speaker for any or all of the sessions. Each session should
include a review of previous sessions and an explanation of the
relationship of the present session to all of the succeeding

ones. The content of lectures given by speakers should be
complementary to each other and not disconnected and diver-
gent. Someone (preferably a police officer) should be
responsible for giving continuity to the program by reviewing
at the beginning of each session what has preceded and by relating
at the end of the session to whatever will follow.

E. The sequence in the program should proceed from content
that is less personally threatening to the officers to that
which is more sensitive and emotional and, therefore, more
threatening.

F. While individual programs will have to be tailored to meet
specific needs of a given city or time or place and the availa-
bility of speakers, the following suggested program - a sequence
of eight sessions - includes the necessary elements of a police-
community relations training program.

1. The Police Officer Today

   (a) How the Police See Themselves
   (b) How the Community Sees the Police
   (c) The Police Officer -- The Man in the Middle

2. Why People Act the Way They Do

   (a) Human Drives (Physical, Social and Emotional)
   (b) Barriers to the Fulfillment of Drives
   (c) Defense Mechanisms
   (d) Accepting Change
   (e) Understanding Criminal Behavior
   (f) Understanding One's Own Behavior

3. Points of View

   (a) How People See and View Each Other
   (b) Making Ourselves Understood
   (c) Understanding Others

4. The People in Our Community

   (a) Growth Patterns of the Community
   (b) Movement of People in the Community
   (c) Socio-Economic Areas of the Community
   (d) Crime Areas of the Community
   (e) Understanding Minority Groups
       (i) Attitudes -- Prejudice
       (ii) Behavior -- Discrimination

5. Reviewing the Law and the Police

   (a) Supreme Court Interpretations -- Past and Present
   (b) The Law and the Mores of the Community
   (c) The Police and the Law of the Land
   (d) Recent Decisions and Police Work

6. Search and Seizure -- What We Can Do

   (a) Factual Presentations of Information -
       what an officer can do under existing
       conditions
   (b) Series of Situations on Search and Seizure -
       group discussion and solutions

7. Control of Small and Large Crowds

   (a) Psychology of Crowd Behavior
   (b) Differences between Small and Large Crowd Behavior
   (c) Some Techniques of Controlling Crowds
   (d) Police Behavior in Crowd Control

8. The Police Officer Tomorrow -- Where Do We Go from Here

   (a) Continued Developments in the Professional Role of
       the Police
   (b) Increased Importance of Law Enforcement
   (c) Increased Possibilities for Improvements in Law
       Enforcement
   (d) Emphasis on Community Services as well as Law
       Enforcement

G. It is essential that the lecturers be knowledgeable about police work. They must be capable of illustrating their ideas within a police context. Nothing is more detrimental to the training effort than speakers who are rejected by police officers as outsiders who are "always trying to tell us how to do our work." It is generally unwise to begin a program with a psychiatrist or a clergyman as the speaker. Suspicious police officers do not want to be analyzed or preached at.

VII. Program Process. The program content is more important to the success of the program than the speakers; the relevance, continuity and effectiveness of the discussion sessions is more important than either the content or the speakers.

A. No one changes the behavior or attitudes of anyone else. Each person must do this for himself. Others may encourage and support change in individuals; the change itself occurs with the acceptance of the need for change by the individual and his willingness to put new insights and behaviors to work. In this respect, small group discussion efforts seem to provide the key to successful training in human relations for police officers. The importance of the group process in promoting and reinforcing desirable attitudes among police toward persons, and community cannot be overstressed. The use of the group as a controlling force (as a positive force in promoting desirable attitudes) is not identical with intensive sensi-

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tivity training, where self-analysis is promoted and confrontation with oneself is fostered through a skilled group leader, e.g., "T" group sensitivity training. Group discussions can provide, however, a less intensive form of reality testing among members who share with each other common experiences in their daily police work but who do not always share with each other equivalent interpretations of the meaning of their experiences.

Use of the group as a controlling force is especially important in reaching the more authoritarian police officer. An outsider cannot tell him what to do. A good speaker may not even be heard. Behavior backed by department policy is more easily accepted. Peer group (fellow officers) pressure is more effective.

B. Lecturers, therefore, should be considered a means of stimulating discussions and providing material upon which discussions can be developed rather than as the main teaching devices in the program. Lecturers must be dynamic in presenting material which will stimulate discussion. What they say is important; how they say it is equally important. But most important is the degree to which the material fits into all of the program and to what degree it encourages the officers to think together about police work in a democracy.

C. The group process demands that there be continuity of discussion within the groups from session to session. This implies that group membership remain constant throughout the program under the leadership of the same discussion director.

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The size of the group should remain small, no less than six but no more than ten, whenever feasible. The key role of the discussion coordinator necessitates an intensive pre-training program for him in the guidance of group discussions and in the idea content of the program. The discussion coordinator must be aware of group dynamics, of ways and means of guiding a discussion toward a common consensus. He must also be familiar with, and committed to, the principles of human relations upon which the program is based.

The importance of the discussion coordinator warrants a special minimum effort of twenty hours of training in both discussion leadership and program content. It is desirable that the discussion coordinators be police officers to facilitate communication within the groups. If, in addition, a special cadre of police are trained in human relations approaches as well as in training techniques, this same group can be used as part of a total community relations program effort. They can encourage on-going progress in human relations within the police department as well as function as a liaison with the community in terms of content and public relations.

D. The need for continuity between sessions of the training program suggests that the training program might best be accomplished in a concentrated three- to five-day on-duty time training program which would have a full day session follow-up every four to six months. Insufficient staffs and problems of scheduling, however, often make such concentrated time for program unavailable.

Where training must be off-duty, an effective time schedule for twenty-four hours of training might include two training sessions per week - three hours per session for a four week period. This allows sessions to be sufficiently close to each other in time, yet provides time for the material to be absorbed in experience. It also allows the program to be completed within a 30-day period making scheduling easier for continuous groups where shifts are changed each month.

E. The setting for the training should be conducive to learning, i.e.,   pleasant, clean, and comfortable. Whether the training should be held at the Police Academy or elsewhere is a matter of local concern depending upon available facilities. There was some feeling among administrators of programs that open discussions were more likely when the area of training was free of police symbols and when the men did not wear their uniforms.

VIII. _Evaluation_. Every program should be systematically evaluated as to its effectiveness, but the evaluation research component should not be given priority over the actual training sessions.

A. Every training program should include some form of on-going evaluation. It is important to be alert to those aspects of the program which are least meaningful and least effective with the officers as well as those which are most meaningful and effective. The evaluation should include an assessment of the attitudes of

the men before and after the program so as to make possible some measurement of attitude change. Measurement of behavioral change is a much more difficult task and needs more sophisticated research designs than can be ordinarily included in a training program.

B. The evaluation should include data on selected basic social characteristics of the men (age, education, marital status, race or ethnic background, length of time on the force, rank, etc.) which can then be related to the attitudes of the officers toward police work, toward the community, and toward the relationship between the police and the community.

C. Assessment of the content, speakers, methods of the program should also be made in terms of their meaningfulness and value to the officers in attendance.

D. It is preferable to have the evaluation made by someone who is not part of the administrative staff in order to preserve as much objectivity as possible.

E. The evaluation of the training effort should not detract from the primary purpose of the program. Too much emphasis on gathering data for research can interfere with the training goals of the program.

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CONCLUSION

The concept of police-community relations is not limited to a professional public relations effort to improve the image of the police in the community. It includes the involvement of the police in the total life of the community in which they serve as well as the enlistment of total community support of law enforcement. It means developing new channels of communication between the police and the community by increasing police contacts with all of the people of the community rather than only with those who come in conflict with the law. It assumes the need for changes in the police understanding of the community and the community understanding of the police. It takes as its goal the re-establishment of police involvement and respectability in the community served. It places a heavy responsibility on police departments to improve themselves and to carry a major responsibility for promoting better police-community relations.

It is hoped that the foregoing guidelines drawn from past training program experiences will be helpful to persons engaged in planning, promoting, and implementing police training in the development of the skills and attitudes needed to make them meaningful and respected participants in the communities they serve.

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END