

*A Guidebook To*

# Police-Community Relations

*In St. Louis, Mo.*

97872

**THE MASTER KEY TO BETTER LAW  
ENFORCEMENT AND TO THE REDUCTION  
OF CRIME, IS IN THE HANDS  
OF THE CITIZEN**

Prepared by P-CR Division  
St. Louis Police Department



NCJRS

DEC. 1 1976

ACQUISITION

A Message From the Chief.....

Prevention of crime in our community is a responsibility of the citizen as well as the police. Unless we have teamwork, the job of reducing crime CAN'T be accomplished.

Unless our residents feel secure in their homes and on the streets, our city will decay. Citizens and businesses will not consider St. Louis a desirable place in which to work and live.

Therefore, it is essential that the police and the community join together to attack and overcome our mutual problems. We in the Police Department are directly charged with the responsibility to protect life and property and to enforce laws. We cannot accomplish this without the support and cooperation of our citizens.

Traditionally, St. Louis has been a pioneer in police-citizen cooperation. We can point to many successes. I pledge that the St. Louis Metropolitan Police Department will continue to improve its operation to insure the most effective and professional law enforcement effort possible.

Listed in this booklet are a number of opportunities and programs in which citizens can become involved to assist us in this effort. We need your help and support. Let's join together and redouble our efforts to keep St. Louis a thriving, desirable city in which to live and work.

Sincerely,

Eugene J. Camp  
Eugene J. Camp  
Chief of Police

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#### St. Louis Board of Police Commissioners

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#### Officer Friendlies

Patn. Floyd Penelton  
 Patn. Dan Estes  
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#### Women's Activities

Patn. Eleanor Hall

#### Demonstrations

Patn. William Laub

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Eighth District:	Patn. Tom Karpel	Ph. 385-0290
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	Patn. Eleanor Hall	
	Charles White	

#### WHAT IS POLICE-COMMUNITY RELATIONS?

The future of our city rests with police ability to control the crime problem, which is like a malignant growth. Allowed to go unchecked, it will consume and ravish a city until the city either dies or finds the strength to throw off and subdue the sickness.

Citizen support and cooperation play an essential role in police ability to do this. A famous urbanologist said ....the sidewalk and street peace of cities is not kept primarily by the police, necessary as police are. It is kept primarily by an intricate, almost unconscious network of voluntary controls and standards among the people themselves....and enforced by the people themselves.

The St. Louis Police Department is attempting to mobilize citizen self-help programs, as well as establish citizen support and cooperation.

The St. Louis Police Department is working hard to improve itself....through training and motivation of its officers, its procedures and its techniques. This is police-community relations just as much as external programs are.

Many years ago, when police officers walked beats, there was little problem of communication between citizens and police. The officers knew almost everyone on their beats, and they in turn were recognized and respected by the citizens in their area. As the patrol functions became motorized, serious communications problems arose, due to the resulting depersonalization of police work.

Officers became a faceless symbol of authority ....against which frustrated citizens oftentimes struck out as the only tangible and visible area of the so-called power structure.

Another factor which has contributed greatly to the chasm is the social revolution. As the visible symbol of a society which many citizens feel as unresponsive and sometimes oppressive, police are the natural targets for pent up frustration about housing, jobs, and other grievances over which police have no control.

#### WHERE SHOULD POLICE-COMMUNITY RELATIONS OPERATE?

Police-community relations is the communications link between citizens and police as well as the motivator for citizen support.

It is the role of P-CR to be the departmental spokesman and representative in citizen areas of grievances and frustrations. P-CR should enable the police department to be responsive to citizen needs.

Programs and communications are essential in areas where hostility and suspicion of police exist. In other areas, P-CR strives to overcome citizen apathy.

#### HOW IT ALL STARTED IN ST. LOUIS

St. Louis history reflects citizen involvement in law enforcement which is considered a major factor in the city's growth and success.

Shortly after Pierre Laclede and Augustus Chouteau landed at the foot of Walnut Street and founded St. Louis, the settlement was protected by armed soldiers. By 1808 the town of St. Louis appointed a four-man constabulary which served without pay. It was mandatory for every able-bodied male over 18 to serve a four-month tour of duty. By 1826 all males between 18 and 60 were required to serve as peace officers when summoned. The first uniformed police appeared on city streets in 1854.

This ended formal citizen involvement. However, in 1955, the National Conference of Christians and Jews convened a conference in St. Louis, which eventually served as the start of the nation's first police-community relations program. In 1957, the Police Board hired a full-time director and citizen committees were established throughout the city. Additional officers were added to the staff and detached to the nine police districts. In 1966, store front centers were established, another first. Today there are eight of these centers in the inner city.

Citizens work with police in a variety of programs and ways, which are explained later. Generally, the areas of P-CR concern include tension areas of the city, youth activities, communications, informational programs and citizen involvement programs.

#### OBJECTIVES OF POLICE-COMMUNITY RELATIONS

1. To initiate continuing programs aimed at fostering and improving police services, communicating, reducing hostilities and ferreting out areas of tension and their causes in the total community.
2. To assist the police and total community in acquiring the special skills and knowledge to meet the pace of social change.
3. To establish a reciprocal line of communication and responsiveness between the police department and the public.
4. To instill in every policeman the proper attitude toward, and appreciation of good police-community relations.
5. To enhance the community's understanding of the functions of the police and to aid the police in understanding the needs and aims of the community.
6. Police-community relations is NOT an intelligence unit, an internal affairs unit nor a unit for token appeasement.

#### WHO IS INVOLVED IN POLICE-COMMUNITY RELATIONS?

Every citizen in the city should be involved. People ARE a city, and crime can strike anywhere and anybody. P-CR is not a program to work exclusively with black-white problems. Nor is it a program to only put out "fires" after they get started. Tension areas are concerns of police-community relations, but programs also include youth, the elderly, crime prevention campaigns and everything that will enable closer and more effective relationships between the community and their police department.

## P-CR DISTRICT COMMITTEE STRUCTURE AND FUNCTION

A district Police-Community Relations citizen committee is the heart of St. Louis' P-CR program. From the citizen committees emanate grass roots programs designed to inform the citizenry about the police department, to enlist support and cooperation for the police department; to establish and promote programs which will encourage citizens to help protect themselves and their property; and to act as a communicating link between the citizens and the police.

Each police district will have at least one citizen committee.

Elected officers are the chairman, vice-chairman, secretary and treasurer (combined if desired).

Each district committee has four sub committees: law enforcement, youth, sanitation and businessman. Two specific functions of each committee, which if desired can be incorporated under a standing committee or established as a separate committee function, are Operation Ident and Blockwatchers.

The elected officers and immediate past chairman comprise the executive committee of the body.

Officers are elected annually at a monthly meeting. Only members who have attended at least three monthly meetings in the previous 12 month period are eligible to vote. Nominations are to be announced at the meeting prior to the election by a nominating committee appointed by the chairman and by nomination from the floor.

The executive committee will meet prior to each monthly membership meeting to organize and plan the meeting. The P-CR officer will attend all executive committee meetings.

The Chairman conducts executive and district committee meetings, maintains liaison with the police-community relations division and is responsible for the operation of the committee. He appoints sub-committee chairmen.

The vice chairman is in charge of the law enforcement committee. He works with members of the district committee in planning and implementing law enforcement day, and directs and coordinates the Blockwatcher program. He substitutes for the chairman when necessary.

The secretary takes minutes of meetings and coordinates membership rosters. The treasurer keeps all financial accountings.

Monthly meetings should be designed to inform members about operations of the police department and other segments of the criminal justice system. Matters of concern to that area of the city, which could affect police-citizen relationships, or become a police problem, are legitimate topics for meetings.

A formal program should be scheduled for each meeting.

The P-CR office will mail monthly meeting notices to members, in coordination with the secretary.

The district commander or his representative will, if possible, attend each meeting.

Meetings will include organizational efforts for implementation of P-CR programs such as Blockwatchers,

Operation Ident, Block Homes, Law Enforcement Day, sanitation drives, Police Athletic League, etc.

An important function of each monthly meeting is to receive written or oral complaints about police service or problems in the district of interest to police. The police commander or his representative will receive the complaints and give their disposition at the next monthly meeting.

Each membership meeting should include the following elements:

1. Reading of minutes.
2. Old business and new business.
3. Committee reports.
4. Complaints.
5. Formal program.
6. Report of the captain.
7. Officer of the Month.

The sub-committees should be action committees with specific programs to be carried out during the year.

The law enforcement committee should meet regularly with the district commander to review the general and specific crime situation in the district and to inform citizens what they can do to prevent, reduce or eliminate crime.

The juvenile committee conducts programs designed to reduce juvenile crime, and works with the youth in the district for a better understanding between police and young citizens. The committee should maintain a close liaison with district juvenile officers.

The sanitation committee meets monthly with the district sanitation officer to discuss district sanitation problems. The committee promotes programs to encourage citizen cooperation and participation in maintaining or improving neighborhood conditions.

The businessman committee sponsors meetings of businessmen to gain support and understanding of the police so that law enforcement agencies can become more effective in their performance. These committees have been very generous in supporting P-CR activities by purchasing uniforms and sporting goods for youth athletic groups, donating gifts to the Officer of the Month program, etc. Businessmen's Luncheons, coordinated by the District P-CR officers, are held periodically.

## STRUCTURE OF THE P-CR DIVISION

The P-CR Division reports directly to the Chief of Police through its headquarters staff. P-CR officers are assigned to each of the nine police districts, either at the district station or in the eight Store Front Centers. These officers involve themselves deeply in the affairs of the community and citizen-police relationships. In addition, four officers are assigned to the Officer Friendly program. All officers report to the P-CR Director.

## P-CR OFFICER

The P-CR officer(s) assigned to the district have duties that range far beyond the citizen committee activities. He should act as an advisor to the chairman, officers and

sub-committee chairmen. Insofar as possible, the citizen committees should conduct their own programs under guidance of the P-CR officer.

The P-CR officer will attend all executive and membership meetings.

If a district has more than one citizen committee, each committee will meet separately, with their own officers and programs. However, the executive committees of each committee will meet jointly on a monthly basis to coordinate activities whenever possible and to keep one another informed of mutual problems and programs.

## POLICE-COMMUNITY RELATIONS PROGRAMS IN ST. LOUIS

A staff of 20 police officers conducts the following programs with assistance from thousands of private citizens. Most of the citizen help comes from the district committee structure, but also goes more deeply into the community and reaches nearly every formal organization in existence.

To better work with the community, the Department has established eight Store Front Centers where citizens can come for assistance, advice, or neighborhood programs. The centers, which are manned by P-CR officers, are not sub-police stations, but are devoted entirely to the idea of giving assistance to the residents, particularly in the area of law enforcement. The centers are available for use by all neighborhood organizations. These centers have become integral parts of the neighborhoods they serve.

## CRIME BLOCKER PROGRAM

The purpose of this program is to reduce crime, particularly day time burglaries, and improve relationships between street officers and citizens. Crime Blockers are recruited throughout the city to report crimes or suspected crimes to police. These individuals are recruited by P-CR officers with the support of their district captains.

Professional guidance is given Crime Blockers at meetings in all areas of the city. They are trained as to what to look for, how to identify someone, how to properly call police and what information is required.

Crime Blockers are issued cards bearing their Crime Blocker numbers after attending a training session, and because they are trained in proper calling procedures and what to look for, are given priority preference when calling police.

A list of Crime Blockers is furnished the Communications Center in an effort to expedite the calls. If necessary to call back for additional information, the radio clerk is quickly able to determine the identity of the Crime Blocker and call him back for the needed information.

## OPERATION IDENT

Operation Ident is jointly sponsored by the St. Louis Police Department and the Women's Crusade Against

Crime. This is a voluntary program for citizens who are loaned free an electric engraving instrument with which the householder can engrave his drivers license number on all valuable property in the home, ranging from stereo set to jewelry. Valuable Property Record forms are also provided free to each householder so written records of what is marked, serial numbers, and other information can be retained. This will make the possessions more easily traceable should they be stolen.

After the householder has completed marking the property, free window decals displaying a large blue warning hand, stating that the home is protected by Operation Ident, are placed on windows and doors.

It is hoped that burglars will consider themselves forewarned and won't bother burglarizing that home.

Pawnshops, antique stores and others, who now unknowingly take stolen merchandise at times, will be able to check by simply calling the police department when they see the drivers license number, which can quickly and easily be traced to the owner. Not only will this make it more difficult for burglars to dispose of stolen merchandise, but after apprehension of a burglar the rightful owner can prove that the property is his, and not the burglar's. This is sometimes difficult to prove.

## TENSION AND CONFLICT TEAMS

P-CR officers work at least one evening shift (3 p.m. to 11 p.m.) per week, forming in each district or neighboring districts what are called Tension and Conflict (TAC) teams. The responsibilities of TAC teams are to be alert for incidents and events that could create tension or conflict in their assigned areas. When an incident is isolated, the TAC team visits the area, contacts neighbors and residents, and attempts to calm the situation.

## POLICE-CLERGY LIAISON

The P-CR Division has coordinated local clergy volunteers into a Police-Clergy Liaison Program for assistance in handling domestic problems that come to police attention, juvenile problems and counseling, death notifications, attempted suicides, observance of prisoner handling by police and any other situation where clergy can assist police and the community.

Clergymen ride regularly in patrol cars and are on call for the above needs.

## LAW ENFORCEMENT ASSISTANCE AWARD

Every four months, the P-CR staff coordinates a ceremony with the Board of Police Commissioners and Chief of Police to honor citizens who have contributed most to aid law enforcement. The district chairmen, P-CR officers and district captains forward their nominations to the Board of Police Commissioners. Framed certificates are given by the Board to each nominee and a plaque is presented to the winning nominee. Through this ceremony, the Department demonstrates its appreciation and need for citizen assistance.

## **OFFICER OF THE MONTH AWARD**

The purpose of this award is to allow the District Police-Community Relations Committees to recognize patrolmen and sergeants who distinguish themselves through outstanding community service, police-community relations activities, or exceptional competence.

## **POLICE-COMMUNITY RELATIONS ASSISTANCE AWARDS**

Each year, the P-CR Division holds a ceremony in which the Police Board presents a framed letter of thanks to several hundred citizens who assisted the P-CR program and the Department during the year.

## **MEDAL OF VALOR AWARDS**

The Division works with the Women's Crusade Against Crime on an annual banquet to honor officers who have exhibited courage above and beyond the call of duty.

## **PROBATIONARY OFFICER TRAINING IN POLICE-COMMUNITY RELATIONS**

A federally funded program permits all officers graduating from the Metropolitan Training Academy to spend a week in the P-CR Division during their probationary patrolman period. They take this training three to six months after graduating from the Academy. They are assigned on a one-to-one basis with P-CR officers to view crime problems from a citizen's viewpoint in an effort to gain well-rounded and complete knowledge of the problem. One morning during the week is spent in group dialogue with citizens.

## **SELF-DEFENSE AND CANINE DEMONSTRATIONS**

A P-CR officer who holds the Black Belt in Karate and Judo, and a former member of the canine division, gives demonstrations in self-defense and canine procedures.

## **BLOCK HOMES**

The district committee encourages and provides guidance and assistance to any PTA or Mothers' Club that wants to start a Block Home Program. Mothers who will be home when children are going and coming from school place a "Block Home" sign in their front windows, and children are instructed that they can take refuge in these homes if they become frightened, sick or injured.

## **LITERATURE AND BROCHURES**

The Division prepares and distributes literature about narcotics, sanitation regulations, auto theft, burglary and robbery, traffic tips, and other information to all segments of the public in an effort to make them more aware of the existing problems so they can be guarded against.

Brochures on the proper city agency to call in the event of a need for city service have been prepared by the Division and widely distributed in an effort to educate citizens on the most appropriate agency to call for the needed service.

## **P-CR INFORMATION PROGRAM**

P-CR officers conduct a weekly radio program on the public school station and a weekly program on one of the city's TV stations.

## **HEADQUARTERS TOURS**

Cadets assigned to the Police-Community Relations Division take visitors through the Police Department five days a week. They explain the Communications Operation Division, Detective Bureau, Computer Center, Laboratory, Gun Collection, Temporary Holdover, etc.

## **HOUSING PROJECT ACTIVITIES**

P-CR officers are assigned to each Federal Housing Project in the city, and are deeply involved in assisting the residents with their problems, and as liaison with the Police Department. A primary function is for the P-CR officers to act as liaison with the project security personnel.

## **MEETINGS**

Police-Community Relations officers speak annually at thousands of civic functions to inform citizens about the Police Department and the need for citizen cooperation and assistance. The P-CR members are also available to meet with groups who have special law enforcement problems or who have questions about police functions.

## **DISPLAY TRAILER**

The Division has developed a large display trailer to explain the function of a modern police department and to encourage citizen participation in crime prevention programs. The trailer is moved weekly to shopping and business centers, high schools and other areas.

## **COMMANDER SEMINAR**

A two-day seminar was conducted by the Division for all police commanders in the Department to familiarize them with objectives and activities of Police-Community Relations, and to get their ideas on how to better meet the P-CR objectives.

## **YOUTH ACTIVITIES**

### **OFFICER FRIENDLY PROGRAM**

This program is designed to establish proper understanding between children in the primary grades and police officers in the City of St. Louis.

Three uniformed officers in the Police-Community Relations Division work full-time in this program.

The program consists of two visits to each classroom in grades one to six by police officers in full uniform. On the first visit officers introduce themselves as "Officer Friendly" to the children, and prepare them for a later visit by the officer. They distribute picture reading books to the children.

On the second visit officers use simulated traffic signals, telephones and other police uniform parts, and explain various safety measures and police activities to the children.

Officers check the reading books which have been colored by the children, and award "Junior Citizenship" certificates to each child. They also show them through a scout car and explain police equipment.

### **ASSEMBLY PROGRAM**

P-CR officers make periodic visits to high schools and conduct programs in law enforcement at auditorium and assembly programs.

### **EXPLORER POSTS**

Explorer Posts, with a special interest in Law Enforcement, are formed in five districts. The Explorers are an advanced unit of the Boy Scouts of America. Members must be high school students between the ages of 14 and 18. They wear uniforms similar to those of police officers. Explorers are taught fingerprinting, identification techniques, first aid, firearms safety, etc.

### **CHARM AND SELF-IMPROVEMENT CLINIC**

A Charm and Self-Improvement Clinic is organized, under the direction of a policewoman, to instruct teenage girls on acceptable appearance and social graces. Approximately 200 girls are involved in five organized groups throughout the city.

### **YOUTH EMPLOYMENT**

P-CR officers assist youths in securing part-time employment. Follow-ups are made to determine how well youths work out.

### **OPERATION LITTLE SWEEP**

To provide summer employment for boys under 16

years old, the Division initiated a program called "Operation Little Sweep." The program involves youngsters working to clean up the neighborhood, including streets and alleys. Area businessmen contribute the money for the hourly pay to the young men, whose activities are coordinated by P-CR officers.

## **CRUISER TOURS**

The staff coordinates with the juvenile committees the cruiser tours. The tours give students a first-hand look at police handling actual crime calls.

## **POLICE ATHLETIC LEAGUE**

The Police Athletic League is an organization of Athletic Teams who participate in softball, volleyball and basketball. The League was originally formulated by P-CR officers through the cooperation of area businessmen, who provided funds for uniforms and athletic equipment. The program involves approximately 1,500 boys and girls. It is now being funded by the Buddy Fund, a local philanthropic organization.

A basketball league is organized for winter months and one district has a 10-team soccer league.

Bowling outings, swimming and other activities are organized for girls.

## **HALLOWEEN CANDY**

The Division purchases Halloween candy which is distributed to youngsters at the district stations and at the Store Front Centers.

## **CHRISTMAS PROGRAMS**

Christmas baskets are made available to needy families through contributions made by area businessmen and district committee members. In addition, numerous Christmas parties are sponsored by the Division, and toys donated by private citizens and merchants are given to youngsters.

## **SCHOOL BOY PATROL**

P-CR officers train school boy patrols at each of the city's 210 elementary schools. After the training there is follow-up by district officers to insure that the boys are performing properly. The training consists of information about what to do about traffic offenses, molesters, injuries, and other problems that may be encountered.

## **SCHOOL LIAISON OFFICERS PROGRAM**

Police officers are acting as counselors in all the St. Louis Public High Schools. Working under secondary employment and paid through an LEAA grant, the thirteen officers work four hours a day, five days a week. Each is assigned to a specific school to act as a counselor for the students and as a liaison between the students and the Police Department.

## **SPECIAL OUTINGS**

St. Louis youngsters are provided numerous special outings by P-CR officers, including trips to Jefferson City, professional baseball games and other points of interest.

## **REHABILITATION PROGRAM**

The P-CR Division is working with Juvenile Court and Missouri Hills for Boys, a correctional institution for juveniles, in an effort to assist them on their re-entry to society.

P-CR officers visit the school prior to their release, to introduce themselves and establish contact. The boys then are encouraged to counsel voluntarily with the officers and to participate in P-CR activities. Missouri Hills for Boys participates in the Police Athletic League preparatory to this program.

## **THE DEPARTMENT AS A CITIZEN**

Members of the Division participate in many organizations in the city, such as Mayor's Summer Youth Council, YMCA's, Housing Project Coordinating Councils, Chamber of Commerce Committees, White House Conference on Education, Jeff-Vanderlou, various service clubs, and other agencies and organizations which include the entire spectrum of city living.

**END**

7-6-62/HM