5-6-1974

Public Support and the Administration of Law Enforcement

Jesus B. Sosa

THE UNIVERSITY OF NEW MEXICO

ALBUQUERQUE, NEW MEXICO 87106

POLICY ON USE OF THESES AND DISSERTATIONS

Unpublished theses and dissertations accepted for master's and doctor's degrees and deposited in the University of New Mexico Library are open to the public for inspection and reference work. *They are to be used only with due regard to the rights of the authors.* The work of other authors should always be given full credit. Avoid quoting in amounts, over and beyond scholarly needs, such as might impair or destroy the property rights and financial benefits of another author.

To afford reasonable safeguards to authors, and consistent with the above principles, anyone quoting from theses and dissertations must observe the following conditions:

1. Direct quotations during the first two years after completion may be made only with the written permission of the author.

2. After a lapse of two years, theses and dissertations may be quoted without specific prior permission in works of original scholarship provided appropriate credit is given in the case of each quotation.

3. Quotations that are complete units in themselves (e.g., complete chapters or sections) in whatever form they may be reproduced and quotations of whatever length presented as primary material for their own sake (as in anthologies or books of readings) ALWAYS require consent of the authors.

4. The quoting author is responsible for determining "fair use" of material he uses.

This thesis/dissertation by ___Jesus B. Sosa___ has been used by the following persons whose signatures attest their acceptance of the above conditions. (A library which borrows this thesis/dissertation for use by its patrons is expected to secure the signature of each user.)

NAME AND ADDRESS   DATE

_____   _____

_____   _____

_____   _____

_____   _____

_____   _____

3/1/73—1M

This thesis, directed and approved by the candidate's committee, has been accepted by the Graduate Committee of The University of New Mexico in partial fulfillment of the requirements for the degree of

Master of Arts in Public Administration

PUBLIC SUPPORT AND THE ADMINISTRATION
OF LAW ENFORCEMENT

Title

Jesus B. Sosa

Candidate

Public Administration

Department

John P. Zepper

Dean

May 6, 1974

Date

Committee

Albert H. Rosenthal

Chairman

Gerald J Boyle

Donald W. Smithburg

PUBLIC SUPPORT AND THE ADMINISTRATION
OF LAW ENFORCEMENT

BY

Jesus B. Sosa
B.S., University of Albuquerque, 1972

THESIS

Submitted in Partial Fulfillment of the
Requirements for the Degree of

Master of Arts in Public Administration
in the Graduate School of
The University of New Mexico
Albuquerque, New Mexico

May, 1974

ACKNOWLEDGMENTS

I would like to express to those who by their generous help have made this Thesis possible. First, I would like to thank those whose knowledge has proven to be of great value and assistance. The candidate is deeply in debt, and for this I acknowledge it to Dr. Albert Rosenthal, my major advisor, who outstandingly supplied the necessary guidance, Director of the Program; to Professor Donald Smithburg and to Professor Gerald W. Boyle for their respective contributions to a rewarding educational experience.

I would also like to thank my friends in the closed fraternity for their support, contribution and critical examination of sections of the first draft.

Finally, a special word of love and thanks to my wife, Helen, and my sons, Anthony and Michael, for their patience and understanding. It will be my pleasure to repay them for these sacrifices.

This Thesis, with whatever usefulness it may contain, is dedicated to the mutual understanding and mutual support between the people and the police.

PUBLIC SUPPORT AND THE ADMINISTRATION
OF LAW ENFORCEMENT

BY
Jesus B. Sosa

ABSTRACT OF THESIS

Submitted in Partial Fulfillment of the
Requirements for the Degree of
Master of Arts in Public Administration
in the Graduate School of
The University of New Mexico
Albuquerque, New Mexico
May, 1974

PUBLIC SUPPORT AND THE ADMINISTRATION
OF LAW ENFORCEMENT

Jesus B. Sosa, M.A.
Department of Public Administration
The University of New Mexico, 1974

This study addresses the problem of deterioration

of relations between the police and the public, and the

extent of preparation New Mexico police have had to counteract

such trend. This study turns the focus on "the heart of

the police problem" - The problem of personal behaviors.

It summarizes what is known about police deficiencies,

examines the qualifications and training necessary for

effective performance, considers why these needs have

been so long neglected, and suggests the kinds of programs

and policies that would enable police in the State to

play a responsible role in minimizing this conflict.

        To reflect this specific area of human relations,

the paper focuses on the individual officer and what he

brings to the organization and what the organizational

interactions do to him. In this setting, the research

approach consisted of literature findings of the police

and the public behavior during order maintenance

operations.

v

Today, extensive information is available about police organization and training, police recruitment and promotion, public attitudes toward the police, police attitudes toward the public, and typical kinds of police-public interaction. Because of the many variables in human behavior the study only evaluated some. Realizing that public relation, community relations, and training are ways of understanding each other's problems, the study looked at these three, and particularly the training aspect. The study assumed that if the latter is adequate, then the other two would have a better chance of functioning.

A second method of inquiry was made of eleven major police departments in the State with questionnaires and interviews to determine extent of systematic and formal education. Scores on total averages is the test of significance to determine whether they measure up to the Federal recommended level of preparation - college completed by police in the State.

A major conclusion is that New Mexico is behind in Federal educational demands. Since the human factor proves the most difficult to control and may actively resist change, the process of raising the general level of police will prove to be a lengthy one.

TABLE OF CONTENTS

LIST OF TABLES

x

CHAPTER I

ORGANIZATION OF STUDY

PURPOSE OF THE STUDY

Today, it seems that no aspect of law enforcement receives more attention from the general public and greater emphasis from the police themselves than that of police-public relations and training. The increasing momentum in the development of methods to improve relations with the public, in New Mexico, indicate that steps should be taken to analyze existing literature for more effective use of available resources. As an observer of these situations and as a member of New Mexico police fraternity for eighteen years, it's found that various views of how and why police relationship with the community are to be organized are often conflicting. Despite prevailing conditions, it's observed that few police administrators have done much about the problem.

Original concepts of police-public relations that will be mentioned in the history have not changed much through the years. Those departments who have proceeded with programs have done so without factual information about attitudes of the public and the police themselves.

Law enforcement administrative concern is a twofold

1

objective of public relations. One is to improve the police image among the populations, and the other is to improve the service. It is natural to assume that the second objective will complement the first, yet a department could be operating at peak performance, and if the public in general were not aware of it, or even resented it, the members of the police would receive little self-satisfaction.

It is the purpose of this study to show various public relations concepts of police organizations for a better view of enforcement needs. It is, also, the purpose to provide the individual policeman an awareness of training needs in their role of relations with the public.

OBJECTIVE OF THE STUDY

It seems at this point of evaluation that harmonious police-public relations depend to a significant extent to the interaction between the police role and the public it serves. Of these conflicts Howard S. Becker has this to say:

> Police standing in a delicate relationship to their public, for in a sense they are both servants and masters. They are employees of the community, supported by its taxes. At the same time, they are expected to control other members of the public. This is a role with much strain. An important source of variation among police systems is found in the diverse way in which this strain is handled. At one pole, police may encourage warm and friendly relations with the people, so that they are recognized as "good Joes" and are responded to on the basis of personal ties to members of the community rather than because of their uniform. At the other extreme, police may attempt to avoid the problem posed by close personal contact with those they may some

day have to control; they may adopt a more abstract and distant role as authoritative agents.[1]

Since a community's attitude toward police is influenced by the actions of individual officers on the street, the forwarding of good public relations goes on wherever there is contact with the public. Administrative law enforcement agencies are concerned in securing public understanding of their programs, whether they are providing service to the public, or regulating it. Consequently, the police are to engage in a greater amount of public educational activities.

We must assume, however, that only in Utopian Society would every citizen feel respect and friendliness toward the police. A certain amount of resentment on the part of the public is natural and must be expected.

To reach the objective in generating better public support will require understanding of police-public relation concepts. It will require an explanation of the philosophy of public relations, a statement of where we stand today, and a statement of goals to be achieved by the study. As part of the objective certain important variables of interaction will be identified as areas of conflict between police and citizen. A representation of possible solutions to these conflicts will be introduced. Data provided by other writers on these interactions will be utilized in interpretation of attitudes of the police and the public about one another.

3

The objectives of study will consist of the following three general investigations, but not limited to them:

1. The first inquiry will dwell into present activity of police relations with public programs. In this first approach, consideration of how the public reacts to various public relations policies will be evaluated.

2. The second aspect will deal with police input so that the choice of policy which gives optimum results may be suggested. In this second examination, the study will concentrate on policeman participation in the society and his inter-relationship between his occupational role and his private one. In this same category, an evaluation will be made of methods used by the public to measure the personality of the individual policeman.

3. The third objective is designed with specific attention to police organization with respect to training curriculum about public relation to the individual policeman. This aspect will concentrate on police systematic training and instruction from other institutions of higher learning.

SCOPE OF THE STUDY

The core of the study will be of literature review concerning the climate of public support to law enforcement. It will deal with historical and present attitudes of officer, citizen, various groups, government, media, etc., with roles, goals and objectives of various police-public programs. This

4

study will not deal with specific models for implementation, but will deal with a research for knowledge of actions, associations and approaches to be recommended for individual policeman training programs to generate police actions to minimize conflict and increase cooperation of the public.

Realizing the importance of individual training, to meet demand for better service, we will study what the big city folks are doing in this critical area of police-public relations. Realizing that the policeman is a person in himself, and while he can be driven to the corral, it would be extremely difficult to separate him in a prescribed stall of recommended personality. While there will be no cook-book formula for the transformation of this individual policeman, we will examine different approaches and aspects of him for consideration of input of types of training.

It is somewhat unfortunate that when reference is made to police training, both the public and the police often believe that the core of this training is legalistic, supplemented by a host of "how-to-do-it" subjects. While these factors are essential, the subject area which promises the greatest improvement of police service lies within the liberal arts - particularly those of social sciences.[2]

An understanding of different approaches will be geared toward available alternatives for the individual policeman to better appreciation of his own attitudes and role

5

status while functioning as a public servant. And, to better

comprehend the scope of the problem in narrative form.

Although the study will be applicable to the policeman, it

will likewise be useful to training personnel and administra-

tors.

<center>SIGNIFICANCE OF THE PROBLEM</center>

The problem affects police agencies on all levels of

government. Whether the agency is a product of the federal,

state or local governments, it is affected by public support

or lack of it. G. Douglas Gourley, after conducting a series

of surveys on attitudes, makes his feelings known in this

conclusion:

> Although appearing to a greater extent in some
> jurisdictions than in others, many popular and non-
> flattering attitudes exist toward the police. Un-
> fortunately, at one time or another, and in one
> place or another, these attitudes have proved to be
> somewhat justified.[3]

In a speech given at International Association of Chiefs of

Police Conference, Mr. Joseph L. Schmit, Vice President and

General Auditor of American Air Lines, said in part:

> . . .Stress the importance of personal contacts
> between police and community. . . .Strengthen lines
> of communications between them so that the police
> may be able to keep abreast of community attitudes
> and needs in relation to police work. . . .The
> police should be receptive to complaints affecting
> themselves and police practices. . . .They should
> develop a rapport with and confidence of the com-
> munity.[4]

The Governor's Council on Criminal Justice Planning

recognized this basic need in their 1971 comprehensive plan

<center>6</center>

as a device to upgrade New Mexico law enforcement. Most
police departments, they say, throughout the state, including
the State Police, need additional Specialized Training.[5] In-
service training varies considerably amongst the different
police agencies in the state.

The problem does not lay in the amount of warning that
training on human relations must be aimed at the individual.
The question is, has there been any instruction on public
relations provided by police departments in the state, and if
so, how much and what type? Has there been systematic instruc-
tion at the recruit level, or at in-service schools, or at
specialized schools, or at universities? To put the problem
in another question form - has police administrators in New
Mexico taken heed to the warning?

Historically, specialized training in subject matter
of human relations has been taken back some twenty-five years.
Its development has been a phase of the broader context of
professionalization of the police during this same period.
The study will be conducted to determine whether New Mexico
has kept up with these events of PREPARATION.

In discussing police relations, it is important not to
regard the police as one homogenous body and the public
another. To anyone acquainted with the police, divisions and
tensions within their members usually seem more immediate than
any division between them and the public.

THE HYPOTHESIS

For the research purpose of this study the following
hypothesis has been selected:

> Present public relations efforts by New Mexico
> police forces are not adequately satisfying needs
> to accomplish improved public support.

The very nature of public relations deals with a
responsibility of police administration to project a good
image. In this setting, the job belongs to every individual
in the specific department and to police forces in general.
The human relation aspect suggests involvement with individual
interaction and understanding of groups' needs in a community
atmosphere.

ASSUMPTIONS AND LIMITATIONS

There are several important assumptions that underline
this Thesis. The major assumption is that a significant
factor to the administration of law enforcement public rela-
tion programs - is the individual policeman. That the citizen
who is encountered carries away with him an impression of you
- not as a person necessarily, but as a policeman.[6] That the
policeman in New Mexico local forces are too far detached from
the public to respond effectively. An assumption is, also,
made that New Mexico police administrators, in general, have
not responded adequately in the training of policemen of
public relations programs.

This study is confined to ten major city police
departments in the state of New Mexico. Their profile in

public relation efforts will be measured by personal and tele-
phone interviews. Emphasis will be directed to inconsis-
tencies in their existing training aspect and to acknowledge-
ment of sound community relation programs as well. The limi-
tation is that only the PREPARATION will be measured and not
the effects it has had or will have. Further limitation is
that the study will not show universal guidelines to be
applied in every situation, but will show some understanding
to be modified accordingly to allow for discretion by the
individual officer.

DEFINITION OF TERMS

The hypothesis is stated as: "Present public rela-
tions efforts by New Mexico police forces are not adequately
satisfying needs". The hypothesis actually consists of two
statements, "If efforts of police forces are not adequate",
and "The public needs will not be satisfied". Both the minor
premise and the conclusion are categorical propositions.
These are called respectively, the antecedant and the conse-
quent, and the proposition as a whole asserts a relationship
of implication between the two.[7]

To expand the proposition for a better view of the
problem we will state that, "Individual policeman system
training programs in public relations is missing from New
Mexico police force organizational goals", and that,
"Management, in their search for successful public support,

9

is missing a principal mechanism to improve their relations with the public".

In this inquiry the term "individual policeman" is to apply to police in general, but mostly those in subordinate positions, and considered field personnel. The term "system training" will refer to training usually made available to police. It is commonly recognized that in-service training programs are an important phase in the development of effective police work. In making this observation, Paul W. Tappan recognized that modern police have distinguished that difference in systematic training and education provided by universities.[8] The distinction between these types of training is explained by Vladimir V. Berniklau in a Master Thesis in June, 1970.

> Training is concerned with a systematic,
> repeated instruction and drill designed to
> increase the skill and facility in a given
> task. Education is the systematic development
> and cultivation of the mind in order to
> generate independent imaginative thinking . . .
> Analogously, training can be thought of as the
> how of the job, while education is the why.[9]

In this study the term "efforts" is considered to be the police department's organizational attempt. The term "adequate" will mean successfully achieving the desired end in a measurable way, but not to include an accidental achievement. The term "New Mexico Police Forces" will mean management as considered the upper level executive of the police department organization referred to as the administration. The term

10

"mechanism" will be used as Webster's Dictionary defining the word to mean a process or technique - in our case training - for achieving a result.

DESIGN OF THE INQUIRY

Police occupational behavior traits, whether they will be considered favorable or unfavorable by the public, will be discussed in more detailed form and supported by authorities who have had the time and finances to conduct such research.

This study will deal with current efforts of encouragement for the police to obtain more college men for the occupation. The basic premise is upon the belief that such academic experience provides for better PREPARATION for the police role than does less formal education. This is widely considered self-evident, despite the difficulty encountered while attempting to gather supporting evidence.

After a thorough evaluation of the various survey and poll-taking techniques available, it was decided to use for this research a descriptive survey and in particular a random sample as defined by Julian L. Simon:

> It is not intended to discover casual rela-
> tionships but rather aim to survey . . . They are
> surveys whose purpose is to provide true quanti-
> tative description of aspect of a universe of
> people or things . . . Because the purpose of the
> descriptive survey is to obtain an accurate
> picture of the universe, random sampling is
> particularly important.[10]

The types of questions selected for the study consist of a series of eleven from which the respondent is to select

those that apply and state the amounts of quantitative data.
Questions are multiple in an attempt to obtain a grade response.
The respondents from ten major cities in New Mexico will be
given an opportunity to say what amounts of training they have
had in systematic and formal education. The subject matter is
categorized according to individual level of educational level.
See Table Number One.

With the scores on total averages, the simple test of
the significance in the survey is whether they measure up to
the recommended level of PREPARATION - college completed by
policemen.

The validity of the random sample is that these are the
major cities in New Mexico. Any differential factor (such as
some smaller community statistics) has been adequately compen-
sated for, and nullified by, the large size of the sample used.
These results will be evaluated against the un-controlled vari-
able of recommended PREPARATION of individuals for the role of
police.

Research Sites

Ten city police departments were chosen to be included
within this research: Albuquerque, Alamogordo, Espanola,
Gallup, Hobbs, Las Cruces, Roswell, Santa Fe, Silver City and
Socorro. The choice of these departments is dictated by both
practical and theoretical considerations. This appears to be
the easiest way to produce a fairly large number of subjects.

12

Certainly, this kind of an approach should facilitate the analysis and final presentation of the data. Ideally, we want to find evidence of educational PREPARATION common to all local law enforcement in New Mexico. It is felt that a data base, broadened to include several cities, would lend greater support to the findings and enhance the value of the research.

It then becomes necessary to make some judgement about the quality of the departments to be considered. For our purpose, it would make little sense to combine and compare New Mexico's smaller departments with a larger one. What was sought was a number of largest cities in the state.

Timing will become an important consideration. Because of the nationwide implications of the critical events of public support involving police departments, it is felt that the ten departments will be tested at about the same time. Accordingly, it will be necessary to test during the month of December, 1973 and January, 1974.

ORGANIZATIONAL PLAN

The Thesis is divided into five different related chapters. Chapter I will deal with the topic and its purpose of study. Method of research will be a prime objective.

Chapter II will be a historical and general overview to identify the complex problem of police-public relations. Its multiple human aspect in behavioral variables will be examined in a general sense. Analysis of the problem area dealing with public relation programs, their objectives and

13

characteristics. An attempt will be made to state the rules and principles that make for an efficient conduct of police relations with the public.

Chapter III will deal with roles of the public and the individual policeman, showing the phenomena of interaction and what some groups think of the police in various settings. As Phillip H. Ennis very ably put it in his analysis of a police popularity poll:

> It is not clear why attitudes toward the police are so scattered. Local variations in the police practices may also blur the situation.11

Ennis was referring to poll results indicating some dislike of the police by some groups, but according to the polls hardly anyone was in favor of curtailing present police power.

Chapter IV will evaluate police experience and personality change in an organizational setting. We will explain police roles, his personality and interactions with the clientele. Sociological structure will be analyzed to determine the learning from peer and reference groups.

Chapter V is devoted primarily to a review of current trends and evaluation of administrative future policies. It will involve treatment of the problem involving the survey of the selected ten police departments in New Mexico. Conclusions of the survey and recommendations will come as final result of the entire work.

14

ENDNOTES TO CHAPTER I

[1]Howard S. Becker, Social Problems: A Modern Approach, (New York: John Wiley and Sons, Inc., 1966), p. 251.

[2]James W. Sterling, Changes in Role Concepts of Police Officers, (Maryland: International Association of Chiefs of Police, 1972), p. 3.

[3]G. Douglas Gourley, Public Relations and The Police, (Springfield, Illinois: Charles C. Thomas, 1953), p. 3.

[4]Joseph L. Schmit, Public Relations of Police and The Community, The Police Year Book, (Washington, D. C.,: International Association of Chiefs of Police, Inc., 1969), p. 144.

[5]Governor's Council on Criminal Justice Planning, New Mexico Comprehensive Plan, (Santa Fe, New Mexico, 1971), p. B-5.

[6]President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in the Free Society, (Washington: U. S. Printing Office, 1967), p. 14.

[7]Richard M. Weaver: A Rhetoric and Handbook, (New York: Holt, Rinehart and Winston, 1967), p. 129.

[8]Paul W. Tappan, Crime, Justice and Correction, (New York: McGraw-Hill Book Company, Inc., 1960), p. 311.

[9]Vladimir V. Berniklau, M.A., Management Development Of Scientists and Engineers in the Federal Government: An Analysis of Basic Behavorial and Systems Considerations, (Published Master's Thesis, University of New Mexico, 1967), p. 2.

[10]Julian L. Simon, Basic Research Methods in Social Science, (New York; Random House, 1969), p. 244.

[11]Marvin E. Wolfgang, Leonard Sanitz and Norman Johnston, The Sociology of Crime and Delinquency, (New York: John Wiley and Sons, Inc., 1970) , p. 81. A survey conducted by Phillip H. Ennis on police popularity poll.

15

CHAPTER II

ANALYSIS OF THE PROBLEM AREA

INTRODUCTION

A great deal of attention - in newspapers, in
scholarly literature, in government sponsored research - has
recently been focussed upon the importance of public support
in the enforcement of law and order. New Mexico policemen
represent only a small fraction of the public which they
serve, and can never adequately discharge their obligations
to protect life and property unless they are reinforced by
the "good will" and cooperation of the public.

In any form of government, lack of good public
relations will hinder the overall performance of the police,
but in a democratic system of government, the police cannot
exist with a continued lack of good public relations. In
this context, the effectiveness of a law enforcement agency
is determined by the police cooperation and support it re-
ceives. American police departments have a serious public
relations problem to face; and upon its correct solution,
their eventual success or failure will depend.[1] If a depart-
ment cannot gain and maintain the confidence of the public,
its effectiveness is curtailed and its integrity and ability
questioned.

16

It is therefore important that the public be made aware of what is being done by the police. Although this is a department effort, the individual officer plays the more significant part. For it is through a citizen's personal experience with the individual policeman that attitues concerning the whole department are formed.

In an area of research and activity as new, vast and changing as the one of relationships between the police and the citizen, we are faced with the necessity of getting an overview of the history, theory, practices and responses of police and community persons to one another. Almost with a sense of panic, the policeman as well as administrator, feels he must move from total ignorance to total mastery of the subject if he is to avoid disaster. This research attempts to explore the system from the perspective of the police and the public. Edmund Cahn suggests:

> Only when we . . . adopt a consumer perspective are we able to perceive the practical significance of our institutions, law and public transactions in terms of their impact upon the lives and homely experiences of human beings, It is these personal impacts that consitute the criteria for any appraisal we may make. How, we ask, does the particular institution affect the personal rights and personal concerns, the interests and aspirations of the individual, group, and community? We judge it according to its conclusions on human lives.2

BACKGROUND

Modern police departments date back to 1829 when Sir Robert Peel managed to secure approval from English Parliament

for his Bill on the Famous Metropolitan Police Act, creating

the first "real police", with both day and night duty. The

public reaction was hostile to the "Peelers" and "Lobsters",

as they were called. However, Sir Robert's Bill finally

became Law, and the "Peelers" set the stage for our police

today. Peel's principles of law enforcement are interesting

to review in today's circumstances, particularly because of

the notable prevailing emphasis on police-citizen relation-

ship.

Paul W. Tappan interprets this historical event as

resistance having persisted during the following decades as

Peel's system expanded. Tappan makes these remarks:

> Through wise leadership, the police were
> trained to avoid the use of force and to be
> cooperative and courteous. As a result, their
> relations with the public steadily improved.[3]

The increasing momentum of police toward profession-

alization, have not changed their principles radically from

those set by Peel. Although all nine of his principles were

aimed at public support, we will only mention the second and

the seventh principles:

> 2. The ability of the police to perform
> their duties is dependent upon public approval
> of police existence, actions, behavior, and
> the ability of the police to secure and main-
> tain respect.

> 7. The police at all times should maintain
> a relationship with the public that gives reality
> to the historic tradition that the police are the
> public and the public are the police; the police
> are the only members of the public who are paid
> to give full time attention to duties which are

18

incumbent on every citizen in the interest of community welfare.[4]

A historical police-public relations objective was found in a book written about the Royal Canadian Mounted Police. The author states that, in 1933, after eighty years of secrecy, the Royal Mounties opened the doors to the public through a publication known as "The Quarterly". The commissioner had this to say about the publication:

> Commissioner Wood defined the Quarterly's main objective as, "That of instruction, but this does not preclude any topic which may broaden its scope of usefulness or enlarge our viewpoint of public relations or responsibilities, or which may provide an incentive to greater efficiency. I am convinced that a Journal of this character can accomplish much good for the reading public and for the Royal Canadian Mounted Police".[5]

In the 17th and 18th century the night watch and constabulary systems were borrowed by the American Colonies and it was not until the early part of the nineteeth century that police systems were established in some cities. Problems of police systems were established in some cities. Problems of social control have grown since that time and the tendency has been to proliferate new agencies to meet specific needs rather than to consolidate or to improve the efficiency of the existing organizations. As a result, an increasing complex and uncoordinated development of policing units has occurred in the five strata conforming in to major levels of government. This factor will be dealt with in the fourth chapter.

This topic on public relations is a reflection of the changing philosophy of law enforcement. In bygone days the police were not as concerned with such a topic. The need for continuous public relations was not apparent. Events of recent years, however, have had a tremendous impact upon the society and upon law enforcement in particular.

The policeman has become a symbol not only of the law, but of the entire system of law enforcement and the criminal justice system.[6] As such, he becomes the tangible target for grievances against shortcomings throughout the system. He has become the whipping boy in debates over the very role of law enforcement, and to many people - the tool of repression wielded by the "establishment". Some police administrators would say that good public relations, in this enlightened era, is as necessary to good policing as a blue uniform and a shield is to an officer. It can no longer be conceived that a modern department not have a forceful on-going public relation program.

Distinction of Public Relations and Community Relations

There is an undeserved aura of mystery surrounding public relations. One would commonly think when he hears the words "public relations" - such things as development of a police department public speaker, and some direct contract with press representatives. The word need not carry a connotation of manipulation and phony instant image-building.

20

A clear distinction is made between "public relations" and "community relations". It has been observed that many police officials mistakenly use the two terms interchangeably. For our purpose two similar definitions will be used as mentioned in a series of texts prepared as part of a modern business course:

> Public relations, says Edgar M. Queeny, Chairman of the Board of Monsanto Chemical Company, "Is an effort to identify with a company that which is an individual would be good manners and good morals" . . Dr. Henry Pratt Fairchild - Public relations is defined as, "The body of theory and technique utilized in adjusting the relationships of the subject (i.e., individual, company, government) with its public".[7]

The thread of similarity links these two and other definitions of public relations. The thread is as old as society and as fundamental as human nature. It is the universal desire of normal folks to be liked and admired. Obviously, if an individual is well thought of in his community, or in a larger area of the state, he enjoys good public relations. Similarly, by extension, if a department is approved and appreciated by the people, it too enjoys good public relations.

Public relations endeavors may be directed at either immediate or long term gains or benefits for the department through the development of effective ways of telling the public about the department and its various programs of public service. This can be projected by individual policemen. It need not be a one-way communication process.

Community relations endeavors, on the other hand, are directed primarily at the achievement of long-term objectives. Community relations are directed at effectively engaging the community in order to develop some long-range benefit to the community as a whole, rather than benefit to the individual and the department exclusively. This development involves an effective two-way, give-and-take communication process.

Police trust and support can be obtained when citizens are confident that the police will not overstep the safeguards to individual liberty and when the individual member of the department demonstrates that they are interested in the activity engaged in promoting the public peace and welfare.[8] The interpretation of individual police work is a job of handling people, so that they are more disposed to keep the peace. If this is so, then this has implications for administrative responsibility to the choice of individual training needs.

SUMMARY OF CURRENT KNOWLEDGE

The riots of 1960 forced the nation to take a closer look at public safety. This, followed by the emotional tidal wave which swept the nation after an assassin's bullet struck down the President of the United States on November 22, 1963. President Lyndon Johnson's 1966 study commission on law enforcement had some warning comments on police attitudes, the police administration and quality of work.

22

The commission report[9] led to the Omnibus Crime Control and
Safe Streets Act of 1968[10] which in turn was responsible for
the Law Enforcement Assistance Administration. Thereafter,
it has become stylish to help police help themselves. The
new funding, likewise, has brought about a barrage of federal
paid research on the problems of police-public relations.

Concepts, Theories and Principles

Police organizations base their programs with a
foundation of individual and staff training at the in-service
level. The profession's major premise is that effective
public relations is a two-way communication from an agency
to the public and from the public to the agency. A basic
public relation program starts at a systematic training level
as the one mentioned in the Municipal Police Administration
book. This principle training function includes:

> By its very nature, a public relations program
> cannot be an entity into itself, a responsibility
> clearly assigned to one person or to a section.
> Every policeman has public relations responsibilities.[11]

This training includes employee relation as it effects
public relations and preparation of police for personal
contact with the public. Training factors are suggested
to include personal attitudes and police discretion over
the citizen and one officer over another as important ele-
ments with the occupation.

There are other administrators who approach the
problem at the community level to encourage group participa-

tion. A former police commissioner posed the problem in
the following terms:

> We (the police) simply have to change . . . in
> order to relate to the community as it wants us to.
> We must make the changes which the community wants
> us to make. And the only way we can do this is
> through a closer relationship of the police depart-
> ment to the community at large.[12]

A more recent approach criticizes teaching methods
used by police. It's claimed that because a man is a com-
plex being he needs a broader learning process that will
affect his attitudes, emotions, perceptions and conceptions.
Underlying the premise that it is important for the police
to understand himself to influence man's essence, his person-
ality. The broader studies are defined as social sciences:

> It is not only pure vocational training that
> is needed, but also a broader educational exposure
> to liberal arts. The policeman assigned to our
> streets to regulate, direct, and control human
> behavior must be armed with more than a gun and
> the ability to perform mechanical movements in
> response to a situation. He is required to engage
> in the difficult, complex and important business
> of human behavior. Thus, his intellectual armament
> should be equal to his physical prowness.[13]

Empirical Findings

A comprehensive analysis of police-public relations
was made by Professor Lou Radelet, Michigan State University
School of Police Administration, who summed up the relation
as, "The sum total of the many and varied ways in which it
may be emphasized that the police are a part of and not apart
from the community they serve".[14]

24

A study done by Gerald M. Goldhaber, Ph.D., and Donna Fossum and Sally Black on Police-student attitudes and perceptions of New Mexico State Police personnel and campus students during University of New Mexico campus disturbances of 1970 clearly indicate that impressions of one another were wrong. The student had much more favorable impressions of the police than the police thought they had. It is possible to infer from their results that students' problems with the police may be viewed as problems with particular individuals rather than the law enforcement profession as a whole.[15]

The most recent reference to this problem in New Mexico can be found in one chapter of a Master's Thesis by Berylene Blankeley Rogers.[16] Her Thesis is on formal and informal public relations structures for governmental agencies. Although she covers public relations from the administrative point of view, she writes about portions of this problem in chapter two.

Numerous references are to be found in peace officers' magazines after World War II, focusing on the problem, but not any solutions. It is not until recently that programs are being aimed at improvement of existing conditions. The better police are able to explain how protection and service are performed, the stronger the band of understanding becomes between police and the public.

25

Evaluation of Current Knowledge

The concept of public relations with its individual-istic approach, the community relations for group communication and the individual training in the social sciences have been mentioned as current solutions. All approaches circle back to the policeman's original instructions of behavior complications. It is the police officer, the man on the street who functions in the first line operations, who has been and will continue to be society's best answer to resolutions of this problem in terms of its effect upon the citizen of the community.

Behavioral aspect of police-public involve a complex human action on both sides. So an understanding of each other is necessary to improve or maintain good relations. Unfortunately, in many communities and in many situations; the individual officer is ill-equipped to cope with the police-public relations problem. He has been unable or unwilling to obtain the necessary knowledge, skills and techniques to deal with the complexities of modern society. While the primary responsibility rests with the department concerned, the ultimate responsibility belongs to the individual officer, both of which are a matter of vital public concern.

Existing and Proposed Solutions

There are various forms of community relations

26

programs. Anything from "the store front" to "bicycle safety"
to classroom and civic club lecturing to group meetings
approach, all geared to better understanding of what the
police are trying to do. Public relations approach is as
old as business in the private sector. The problem is that
in the public sector it's misunderstood by the public and
the police. To the public it is a selling approach and to
the police it's mistaken as an extension of being courteous
to the violator.

We have already mentioned some proposed solutions in
methods of public relation, community relations and education-
al necessities. Another approach which is being offered is
the notion of prevention instead of statistics on number of
violations. This proposed solution takes the police account-
ing of fines as a vital part of his enforcement activity, and
places patrol units in open patrol as a prevention measure.

Stress of education to the individual officer is
proposed so that he may be more capable of making the instan-
taneous decisions which affect the lives and liberties of the
individual citizen. Time to reflect and analyze is all too
frequently lacking for the man on the street. He must know
his task and respond correctly at all times. An attempt to
bridge the gap between mechanical training of the police by
police trainers and education at college level could narrow,
with sensitive type training of the many conflicts and
changes in society.

THEORETICAL FRAMEWORK OF STUDY

The theoretical framework will consist of current
knowledge in solutions to the problem which has been identi-
fied as public relations, community relations and education.
All three will be tied to programs to generate minimum con-
flict with increased cooperation. The definite relationship
of training and education to success of the first two programs
is an item of probable measure. The study will deal with
these various programs in a general overview, but specifically
the research will be on attitudes and roles in interaction
situations, to evaluate the climate of public support.

There will be twelve stages in police-public relations
training to be measured by interviews of ten department admin-
istrators in the state. All to measure the extent of PREPARA-
TION by New Mexico police forces. Survey will be on; (1)
Recruit Training; (2) In-Service; (3) Specialized Training;
(4) College.

A basic task of the police agency in any community
is to maintain the peace, in effect to uphold the status
quo, as reflected in the legal sanctions of the society.
Developments in the field of civil rights have put great
stress on many departments to develop methods which will be
most compatible with the turn of events and least disruptive
to the citizens of the community. As recently as ten years
ago, peace officers in New Mexico were untouched by conflict

28

and unrest in the civil rights area and had small concern for the problems faced by their fellow policemen. This problem is no longer insulated by time and distance. Now the largest city to the most backward area is involved, and caught between these forces is the police.

The study will reflect these conflicts, proposed remedies and methods to achieve the law enforcement objectives to minimize conflict. The problem to be solved is whether New Mexico forces have prepared themselves in armament of programs and training to face these rapid changes.

Because of the many variables in human behavior, we will only evaluate some that authorities have already compiled. Realizing that public relations, community relations and training are sound to the understanding of each other's problems, we will be looking at those three factors, and particularly the training aspect. If the latter is adequate, then the other first two programs will have a better chance of functioning.

ANALYSIS OF THE PROBLEM

Writers agree that the basic reason for police-public relations activity is to effect a continuous level of cooperation and understanding between the police and the public. The channel of communications might best be described as "lifelines" on the strength of which rests either the survival or loss of mutual understanding and support. From a police organizational point of view, public relations prescribes

functions which evaluates public attitudes, public interests; and identifies procedures to execute programs of action to earn public understanding and acceptance. Writers on the subject of public relations leave no doubt that the administration of effective law enforcement is dependent upon public support.

In the broadest definition, public relations is the art of winning public favor for an organization and therefore to the persons of that organization. In its simplest form, it is an extension of human relations. The term public relation, in its wide or narrow form is most often widely misunderstood. It is felt that part of the misunderstanding arises from the combination of the two common words. When used together, they convey a meaning that is not explained by the definition of either public or relations. Another reason for the misunderstanding is that public relations is confused with publicity.

In the framework the distinction was made that public relations was more than relations with the public. The approach we will take will not be merely a matter of words to attract publicity; it will be rooted in action.[17] Actions of the sort that individuals attempting to gain public favor through ethical practices, understanding and providing acceptable service to the public.

Public relations programs by police organizations have had a drastic change to projects dealing with human

relations in community relations atmosphere. The term community and public relations delinate two different areas of endeavor although both functions have a common goal - that of communications. Community relations in short is an extension of human relations and the broad aspect of every day social responsibility. In the words of John Ahearne, Public Information Officer for the Albuquerque Police Department, describing the local community relation program as, "positive interaction in a non-enforcement situation.[18]

The study will not be in publicity announcements of good or bad results, but in situations of non-enforcement continuous interaction of police with public interaction showing the phenomenon of human reaction. All to show whether the police organizations have failed in PREPARATION of the individual officer to cope with situations involving public service.

FRAMEWORK OF THE POLICE-PUBLIC RELATIONS PROGRAMS

The central feature of police work for an officer is transactions with the public. Though individual officers engage the officers as complainants, as offenders and as in calls for service.

History tells us of conflict between those with authority and the people. The changes in our society in the past were no doubt slower in occurring, but in our present time, with a wide age group that is dynamic in thought and deed, changes are much more apparent. This implication is

31

understandable when it is realized that as the educational level of the population rises, so does the tendency for people to question existing institutions and conditions. If the correlation between education and the police image is all that it appears to be, then the problem will get worse since the average education of our population is steadily rising.

The reputation of law enforcement organizations stems from the relationship existing between the individual police officers and the public. The high visibility of the police officer sets him apart from the rest of society. In the eyes of the public he sheds his individuality and acquires the identity of the police group. Officers-citizen relationship can create public confidence in the department - or, they can perpetrate outdated stereotypes and misconceptions.

Police work belongs to one of the few occupations that includes all of the elements to qualify as a profession. They possess the power of coercive authority, and through their power to arrest and book for offenses, the control of the fate of persons. Further, the code of ethics for law enforcement officers is the same for some professions. They are sworn to duty at all times and must discharge this duty with honor to themselves and others.

Both within the professionalization movement for the police and within public movement to make police-community relations. These movements are designed to change the way

that the police behave toward the public. In return, adminis-
trators see these programs as useful elements in the community
relations movement to change the behavior of the public toward
the police as well.

In an article on police-community relations, James O.
Wilson claims that these programs in and by themselves will
not be enough. He resolves the implication by stressing
individual training in human relations and other aspects of
behavioral understanding:

> The chief policy implication of this argument
> is that police-community relations cannot be sub-
> stantially improved by programs designed to deal
> with the citizen in settings other than encounters
> with patrolmen; evening meetings, discussion groups,
> block clubs, police-community councils, and the like
> will be seen by both officer and citizen as tangen-
> tial to their central relationship. Nor can the
> behavior of the patrolman be modified other than
> by providing him with incentives and instructions
> relevant to his central task; lecturing him on
> good behavior; sending him to human training
> institutions, or providing him with material.[19]

OBJECTIVES OF PUBLIC AND COMMUNITY RELATIONS

Despite the conviction of police officers that their
major responsibility is one of apprehending law breakers,
police provide more immediate and essential service than
most other governmental organizations. A range of service
performed by the police consume more time than the apprehen-
sion of criminals.[20] The provision of those services form the
basis for an effective police-community relations.

Perhaps of greater importance than what service the
police offer to the community is what attitude the community

has toward the police. Invariable in discussions of police community relations, spokesmen critical of police behavior insist that it is up to the police to change and that, if they do change, things will be better; spokesmen for the police, on the other hand, say that little will improve unless the citizen shows more respect for the law enforcement. Rarely does either side, and especially the latter, offer any concrete proposals for producing these changes. In fact, the police acting alone, whatever changes they make cannot show much progress in community relations. An evaluation made by Paul Cotter in an article entitled, "Daily Action Building Favorable Police Image", he pointed to the need for harmony:

> In order for the police community to function properly, there must be harmony between the law abiding citizen and the police. The anti-authority feeling that is building up toward the police must be eliminated.[21]

If we are to improve police relations, police and citizen must see the relationship between cooperation and effective police work. Both officer and citizen must be made aware that changes in perception and attitudes are necessary if they are to move as a total community in the search for problem solutions.

There is some variety in the programs that aim primarily at improving the police-public environment through measure of community organizations. In this view such programs hold more promise as a way of meeting the problems

34

of understanding by both parties that most other measures

that have developed recently. Programs vary considerably in

different cities in origin, in area covered, in types of

service rendered and extent of agency cooperation. They appear

to function best, however, in small communities in which

leaders have already come to recognize the importance of

officer-citizen relations.

Jim Palmer, a newly appointed Chief of Police in

Hobbs, New Mexico, pointed out that community relations was

the key to improving understanding between police and the

citizen. He pointed to this problem by saying:

> You have to work with the community and
> understand the problem of all the people. We
> have a strong emphasis on this and we believe
> we are on the right track.[22]

Chief Palmer correlated the public relation efforts

with that of education and the use of local talent of police-

men.

In view of these public relation programs, law

enforcement training must include recognition that the public

they serve has the right to expect, or at least, to be aware

of community concerns and given consideration to community

wishes in the carrying out of their duties. One of the

values of improved police-community relations is that the

police have an opportunity to more clearly define their

role to the public. It is not surprising the number of

people who do not understand the role of the police and

their limitations under the law.

PUBLIC RELATION AND POLICE ADMINISTRATION

In recent years, as American Law Enforcement strives to attain professional status, police administrators are becoming keenly aware that an effective press and public information and individual participation programs has become an operational necessity.

Maintaining closer liaison with the public leads to the recognition that public information techniques developed in the private sector can be of equal value to law enforcement operations. In business, success or failure depends on public awareness and acceptance of the service or commodities being provided. Service and protection are the products of law enforcement. The better police are able to explain how these services are performed, the stronger the bond of understanding becomes between the police and the public.

We are not suggesting that police will be asking help in investigation or prevention programs. Rather, it's being reiterated that the police need desperately an infusion of civilian attitudes, outlooks and concepts[23] in order that change be allowed.

Every law enforcement officer makes a good or bad police-public relations in day-to-day contact. Therefore, even though an agency may create a specialized community relations unit, police administrators must stress that community relations are the concern of all police personnel and

that professional performance of duties commands public respect.

Reasons for the cleavage between police and community members may vary from place to place, but there are some basics common to all. Some citizens charge that equal justice under law does not apply to some minority groups, that there are dual standards of enforcement for these different groups, that the police are prejudiced, that civilian complaints against police are not processed impartially, and that the role of the police is to maintain the status quo. Police in turn charge hostility, apathy, lack of cooperation, propensity for violence, and disrespect for the law.

Because law enforcement is mandated to preserve the peace and protect life and property, it is up to police organizations to take the initiative in resolving the impasse between police and the public.

The public should be made to realize that the problem of crime control involve the total criminal justice process, not just the police alone. There are other elements within the system that must be viewed as parts of the whole. We must consider that police evaluate their efforts in the criteria of numbers of citations, arrests, convictions, crime reports, property recovered, persons aided and accident cases.

Continuous adverse criticism of law enforcement has had its effect, it has made the police conscious of their own status as a minority group, and as such they have reacted

defensively in many instances.

Although we are considering the subject of police-public relations from the viewpoint of the police and the public, we should remember that good organizational personnel relations are equally important. Law enforcement personnel are constantly reminded that the rights of the individual must be respected. It is, therefore, appropriate that police agencies examine their own personnel practices to determine whether similar rights are extended to their employment. Such consideration does not impede department functioning nor reduce administrative control, on the contrary it reflects a sense of pride to belong. It likewise enhances the individual officer's sense of personal dignity and self respect which aids in improving his self image and prestige with the organization.

John Kenneth Galbraith had this to say about belonging and prestige:

It is obviously better to be a General Motors or Western Electric man than an ordinary unattached man. The question automatically asked when two men meet on a plane or in Florida is, "Who are you with?" Until this is known, the individual is a cipher. He cannot be placed in the scheme of things; no one knows how much attention, let alone respect, he deserves or whether he is worthy of any notice at all. If he is with a well known corporation - a good outfit - he obviously counts. The organization man has been a subject of much sorrow. But all who weep should recall that he surrenders to organization because organization does more for him than he can do for himself. For the moment it is sufficient that the mature corporation has the prestige which induces and encourages the individual to accept its goals in place of his own.[24]

38

Public relations can greatly affect police adminis-
tration when the police are fearful, because of a breakdown
in public relations, to institute changes or progressive
developments within the department. It is somewhat of a
paradox in that those who are prone to criticize, do so on
the basis that the department is not progressive. As develop-
ments become more restrictive, criticism increases, and this
in turn causes the department head to be further cautious and
restrictive in his administration of the department. It can
become a vicious cycle until the development becomes develop-
ment bound. On the other hand, when public relations are
good, the chief feels free to experiment with new ideas that
will benefit the department and the community. These develop-
ments in turn increase the public confidence in the department
and the respect that it has for the police department.

END NOTES TO CHAPTER II

[1]G. Douglas Gourley, Public Relations and the Police, (Springfield, Illinois: Charles C. Thomas, 1953), p. 3.

[2]Edmund Cahn, The Predicament of Democratic Man, (New York: Dell Publishing Company, Inc., 1961), p. 30.

[3]Paul W. Tappan, Crime, Justice and Correction, (New York: McGraw-Hill Book Company, Inc., 1960), p. 274.

[4]Louis A. Radelet, The Police and the Community, (Beverly Hills: Glencoe Press, 1973), p. 5.

[5]Morris T. Longstreth, The Force Carries On, (Toronto: MacMillan, 1964), p. 165.

[6]Alan Coffey, Edward Eldefanso and Walter Hartinger, Police-Community Relations, (Englewood Cliffs, N.J.: Prentice Hall, Inc., 1971), p. 7.

[7]Maubert St. George, Public Relations, (New York: Alexander Hamilton Institute, 1951), p. 2.

[8]International Association of Chiefs of Police, The Patrol Operation, (Washington, D. C.: Professional Standards Division, 1970), p. 12.

[9]President's Commission of Law Enforcement and Administration of Justice, The Challenge of Crime in the Free Society, (Washington, U. S. Government Printing Office, 1967), p. 18.

[10]90th Congress, text of Title I, Law Enforcement Assistance Public Law 90-351, H. R. 5037, (Washington, U.S. Government Printing Office, 1968), pp 1-13.

[11]Municipal Police Administration, The International City Managers Association, (Chicago, Illinois, 1961), p. 473.

[12]U.S. President's Commission of Law Enforcement and Administration of Justice. Office of Law Enforcement Assistance, United States Department of Justice, The Police and the Community, (The University of California at Berkeley, Volume 2, 1969), p. 62.

[13]President's Commission on Law Enforcement and Administration of Justice, Task Force Report, (Washington, D. C.: U. S. Government Printing Office, May 14, 1971), p. 14.

[14]Lloyd G. Sealy, "A Police-Community Relations Program", F.B.I. Law Enforcement Bulletin, (Washington, D. C., 1968), p. 7.

[15]Gerald M. Goldhaber, Donna Fossum and Sally Black, Police-Student Attitudes, Law and Order Magazine, (April, 1972), p. 102.

[16]Berylene Blakeley Rogers, M. A., Formal and Informal Public Relations For Governmental Agencies, (published Master's Thesis, University of New Mexico, 1969), pp 7-18.

[17]Alexander B. Adams, Handbook of Practical Public Relations, (New York: Thomas Y. Crowelly Company, 1965), p. 4.

[18]John Ahearne, "Community Police Relations", The New Mexico Lawman, (August, 1973), p. 16.

[19]Bernard I. Garmire, Jesse Ruben, James O. Wilson, The Police and The Community, (Baltimore: The John Hopkins University Press, 1972), p. 68.

[20]Walter Pudinski, Commissioner of California Highway Patrol; in a speech given at Sheriff's and Police Association 39th Annual Convention at Gallup, New Mexico on Monday, October 8, 1973.

[21]Paul Cotter, "Daily Actions Building Favorable Police Image", The National Police Journal, (Summer Edition, Volume 52, November 3, 1969), p. 16.

[22]Editorial on the newly appointed Chief of Police at Hobbs, New Mexico, Interview with Jim Palmer, Albuquerque Journal, (September 23, 1973), p. G-1.

[23]U. S. President's Commission, op. cit., p. 62.

[24]John Kenneth Galbraith, The New Industrial State, (Boston: Houghton Mifflin Company, 1967), p. 154.

CHAPTER III

HUMAN RELATIONS BETWEEN THE POLICE AND THE PUBLIC

SOCIAL CHANGE

Realizing this to be a difficult and complex sub-
topic the writer will mention but a few points only to
illustrate that this phenomenon has drastically affected
the policeman's way of life. The occupational field of law
enforcement itself serves as a model of the lag between
social institutions and the rate of change in modern America.
Alvin Toffler writes about this rate of change in chapter two
("The Accelerative Thrust") in his book Future Shock, where
he states in part:

> Many of us have a vague "feeling" that
> things are moving fast. Doctors and execu-
> tives alike complain that they cannot keep
> up with the latest developments in their
> field . . . In our society setting, "Knowledge
> is Change" - and accelerating knowledge -
> acquisitions, fueling the great engine of
> technology, means accelerating change.[1]

Law enforcement was once a relatively simple task,
but times have changed that. Change has become the most
significant phenomena of our times. Change has affected
our own lifes. Change is re-arranging change; change is
stimulating change. Let us be certain that we do not
confuse social reform and the process of social change with

each other.

The policeman today is the man in the middle. It is imperative that he stay in the middle. If he moves to the right or to the left, the gulf that already divides will widen.

History teaches that a government can endure only if those who enforce its laws have the confidence and support of the public they serve. Without that support, law enforcement becomes a contest. Crime is unreported. Criminals are concealed. Police no longer can prevent crime.

Police-community relations, then, determine the degree to which law enforcement can be effective. The ceiling of the opportunity to enforce the law and fulfill the public trust is equivalent to the quality of the relations with all facets of the community the police serve. No hostile army, in other words, of occupation can long live in peace. Clear continuous communications with every segment of the public, based on acceptance of obvious mutual need is an essential component of effective law enforcement. Comments on social change in the Documents of Vatican II clearly make this point:

> It also follows that political authority, whether in the community as such or in institutions representing the state, must always be exercised within the limits of morality and on behalf of the dynamically conceived

43

common good, according to a juridical order
enjoying legal status. When such is the case
citizens are conscience - bound to obey.
This fact clearly reveals the responsibility,
dignity, and importance of those who govern.3

Many sectors of the public poorly understand that
a relationship with the police founded in trust and confi-
dence is essential to the well being of the entire community.
Because of vast and accelerating change in the way people
live, police-community relations becomes a most important
law enforcement problem. Fear and prejudice can never
bring social stability. Those we create fear and hatred
defeat the opportunities to maintain order under the law.
The challenge is, in essense, a challenge involving police-
community relations.

There is need for the police to be vitally inter-
related with every segment of the public they serve.
Police-community relations also affect recruitment and
professional standards. Emphasis on higher education for
those seeking careers in law enforcement is being stressed.
Highest priority, is felt, should be given to increase
efforts to greater professionalization of police. Another
aspect of interrelationship between the police and the
public involves personnel upgraded standards.

There are many sources of community tension. But
none so great as the social change that increase the
disparity of potential to control one's destiny, and

44

education is increasingly the prime ingredient of the
potential of this control. There are numerous "causes"
of community unrest beyond the scope of law enforcement
or of criminal justice. There, nevertheless, appears to
be significant relationship between the law enforcement
and certain aspects of unrest.

EXAMINATION OF PERTINENT BEHAVIORAL CONSIDERATIONS

Police-Public Attitudes

A large part of police work involves traffic
control, and many persons otherwise not in contact with
the police are brought into such contact through parking
and speeding violations and the like. Coupled with this
change is the more immediate and dramatic role of the
police in handling problems of public demonstrations and
civil disobedience. These features, as previously stated,
mean that work of the police, as well as that of other
agencies of control, is increasingly accessible to
observation and criticism.

If we are to improve police-community relations,
police and citizen must see the relationship between
cooperation and effective police work. If a police officer
views a segment of the community as hostile, this may cause
the officer to use unnecessary force when he interprets a
situation as threatening. If some citizens assume that all
officers are biased and harbor prejudiced attitudes, the

45

resulting police-community tensions could have explosive consequences. Both officer and citizen must be made aware that changes in perception and attitudes are necessary if there is to be a move as a total community in search for solutions.

Before programs can be geared to alleviating unfortunate combinations of community influences and behaviors, a community attitude toward police must be studied. This particular force, or influence, is of primary concern because of the individual citizen who is convinced that police are brutal will probably find it difficult to respect police goals, regardless of how significant such goals are to the welfare of the total community. The validity of the belief may matter less than the strength of the belief about police. The individual usually functions on the basis of what is believed regardless of how true it is. The belief of the individual about police then are of primary concern in human relations programming. Put another way, the confidence of the citizen is a goal of and a requirement of human relations program.

We have mentioned one local study done by Dr. Gerald M. Goldhaber on University of New Mexico Campus disturbances of 1970 which indicated false perceptions of police about students.[4] The study indicated that the

46

students and the State Police had false perceptions of one another's attitudes of significant implication to warrant concern of an adverse outcome in the disturbance.

Different police duties bring officers into contact with different sections of the public and this is likely to influence both their attitudes and their behavior on the job. It is well to remember that attitudes and behavior of citizens are shaped not by what they are told by a police agency, but rather by their personal experience with individual officers.

Many officers object to quasi-police responsibilities that have no direct relationship with enforcement of criminal law. Those who have such beliefs are found setting themselves apart from the community. We find that interactions are the opposite of these beliefs as we look at citizen and police acting within the law enforcement system in a variety of roles.

Many citizens consider the function of the police in everyday life to extend beyond their law enforcement and peace keeping roles. Citizens may be found as adversaries of one another when someone, the victim or complainants, charge one another with violations and call the police. The nature of police-citizen relations in everyday life has certain implications for a civil society. The obligations involved in the policing of everyday life are so numerous and varied precisely because the police

47

are largely an organization reacting to the demand of citizens.

As we have said before, many officers believe that they are set apart from the community, that they are attempting to save a society that does not want to be saved. A few feel that law enforcement is, after all, the business of the police, and citizens shouldn't become involved. This situation is explained in a patrol operation book in the following manner:

> What might be called cultural hostility toward authority shows up in the lack of agreement on how laws are to be enforced. It often appears that the citizen is critical of the police unless personal safety or property is threatened or he has a particular need for a law.[5]

A social type of "stage" for face to face encounters with citizens arises when the police meet citizens in a private or public setting. It is incumbent upon the officer to enter upon a variety of social scenes, to encounter actors in various social statuses and roles, and to figure out the plots. This is true even in emergency situations. Albert J. Reiss, Jr., put it in this prospective:

> The relationship between officers and citizens is a summation of the behavior of each officer and each citizen towards, or in the presence of, one another in an encounter.[6]

48

Accountability of Police

Relations between citizen and the police depend in part upon the confidence citizens have that the police will behave in a civil fashion. Historically, police departments have been accountable to citizens primarily through their accountability to political authorities.

Helpful habits, having useful positive results, to the individual officer includes courtesy, personal appearance and attitudes, to name a few of the many. Continual review of the behavior of all police in all encounters with citizens is an ideal mechanism to insure that officers meet standards of practice.

Dissatisfaction with the police of everyday life is far from widespread and the police can account more on citizen support than opposite. Even within major metropolitan areas, organized opposition to the police and demands that they be held accountable are largely, though not exclusively, limited to civil rights groups representing minority group interest.[7]

Task is Complex

The fact that police are locally organized and controlled in a society does not necessarily imply that they are highly integrated with the local populace. It has to be remembered that policemen, as individuals, participate in the same society as the people whose conduct they are

49

supervising.   Their conduct, as representatives of a moral

order is as much at issue in the society as are the police

standards for performing their official duties to arrest and

maintain order.   The police are expected to fulfill the

moral expectation and lead an exemplary life.

Recognition of police as individuals is an issue

of study at the University of California at Berkely.   In

a survey conducted by the University - most juveniles agreed

that police actions depend upon the individual policeman

involved:

> They realized not all policemen are bad,
> despite their criticisms, and however
> pervasive they might have been, such remarks
> as "some good, some bad; it depends on what
> kind of cop you have", and . . . you can't
> hardly say which ones will treat you better
> because it all depends on the . . . the
> police officer himself.[8]

The police are expected to violate no laws of

moral or legal conduct while on or off duty.   They are

expected to behave according to the department's code of

"conduct becoming an officer", and follow all rules and

regulations.

We will deal only with the police exemplary conduct

while on duty, since little is known about their moral

conduct when they are not on duty.   Deviation has personally

been observed to be shared with fellow officers, who provide

peer support.   When not participated by others, then they

rely on the police subculture to protect them.

The occupation affects each policeman's leisure time social relations in myriad ways, and it is clearly important both for his performance of his official duty and for his own peace of mind that he keep his public and private roles separate. This is more difficult for the policeman than for most other authorities because he is in a real sense always on duty although his organization cannot support him to the same extent when he is off duty.

Michael Banton comments on this dual role of policemen:

> If the policeman is too much involved in community affairs and loyalities, he lacks the impartiality required of an authority figure. If, on the other hand, he is detached too much from the community, he no longer has the understanding of the people's feelings which he needs if he is to exercise his discretion effectively. If the policeman is too involved he forfeits respect. If he is too detached, people resent his implied claim to be their moral superior. Indeed, it could be argued that this duality in the policeman's role is the logical starting point for an analysis of police-public relations.[9]

The performance of police tasks require more than physical prowess and common sense. Much of the law enforcement officer's work requires that he become involved in the most intimate, personal way with the lives and problems of citizens of all kind since his is essentially the delicate task of controlling, directing and regulating human behavior.

It is hard to overstate the intimacy of the contact between the police and the community. Policemen deal with people when they are both most threatening and most vulnerable, when they are angry, when they are frightened, when they are desperate, when they are drunk, when they are violent, or when they are ashamed. Every police action can affect in some way someone's dignity or self-respect, or sense of privacy. James O. Wilson says about these discretions:

> The patrolman's role is one in which sub-professionals; working alone, exercise wide discretion in matters of utmost importance (life and death, honor and dishonor) in an environment that is apprehensive and perhaps hostile.[10]

Many citizens consider the function of the police in everyday life to extend beyond their law enforcement and peace keeping roles. They depend upon police to perform a variety of services. Writer's personal experience is that people call on non-criminal incidents because public and private services are not accessible to the citizen in time of dire need. They do not have sufficient information to know where to direct their complaints, particularly when the problem requires emergency attention.

Police Image and Role

All of us have grown up in a society that discriminates against groups of people or individuals. Since police

52

agencies have little control over early experiences and social contacts of the men hired, it is the department that must take primary responsibility for the re-education and direction of their officers.

It is not the organizational relationship that concerns us here, but the personal relationship between individual citizens and the individual policemen with whom they come in contact - the image, the feeling, the beliefs that influence action and guide decision; in other words, attitudes in general. The personal qualities of the police, whether they be real or imagined, play an important role in police-community relations. Virtues, faults, motives and morals all go to make up a police image that can create favorable, neutral or hostile reactions from the residents of a community.

Interpretation of studies of some factors in citizen reactions were found in the work of George T. Payton. His interpretation indicates:

> That there is relationship between occupation, age, education and the police image. That general types of occupation, students, professionals and housewives seem to have the lowest opinions of policemen . . . that police image is quite high with the very young and the very old . . . that the higher the education, the lower the opinion of the policeman.[11]

The single most striking fact about attitudes of citizens toward the police is that in general these attitudes

are positive, not negative. There is evidence that the police

think that their image in the minds of the citizen is less

favorable than it actually is. For example, in a study of

four Wisconsin cities, the majority of the police felt that

their relations with the public were only fair or good,

while the citizens themselves viewed the relationship as

good or very good.[12] In a survey done at the University of

New Mexico the issue of perceptions were different from the

actual attitudes. These results indicate that students have

a more favorable impression of the law enforcement profession

than police perceived.[13] In the book previously recognized

on Police and The Community by James O. Wilson, he cites

several studies in his research on citizen view of the

police. One such study will be mentioned to represent six

others:

> A study by the National Opinion Research
> Center (NORC) for the President's Commission
> of Law Enforcement and The Administration of
> Justice indicates that among several thousand
> men, the overwhelming majority of both whites
> and blacks believed that the police were "very
> good" or "pretty good" at being respectful.[14]

While some of the images are based on first hand

observations, an increasing proportion of them today are

based on messages beamed to us by the mass media and people

around us. A study conducted in Westband and Northport,

Wisconsin indicated:

> Impressions received from the mass media can
> also help to form an image of the police.

Respondents were asked to tell what kinds of
impressions they received from newspapers or
TV reports on actual police activity. The
citizens tended to answer "favorable" much
more often than "highly favorable", with
the percentage for the two categories ranging
from 80.7% in Westbrock to 69.9% in Northport.[15]

The impressions received from the mass media, of

course, depend heavily on each respondent's listening,

viewing, and reading habits. The range of possibilities

is relatively narrow with newspapers and TV accounts of

news involving police, according to the mentioned study.

The role of the police has been as transit as those

images he attempts to project. Police executives on the

one hand are calling for professionalization with require-

ments to preserve public safety and provide equal individual

liberties for all. Under this professional status, their

self control is to act clearly, fairly and firmly. He will

not be regressive nor permissive and will not abridge

rights nor fail to enforce all laws.

On the other hand, some officers are aware of the

social consequencies of their job and try to counteract

them. Those who have insight into their reactions are

often concerned about the psychological consequences. They

suffer from what could be called police "paranoid" person-

ality and affects the mind to the extent of suspecting

your-own-mother sort of thing. With this "disease of the

job" they say, you come to view everything from a police

angle so that, after many years in the police, to a degree become a race apart. Personal observation is that they have only "in-person" relationships with just friends, neighbors or someone equal.

As the citizen and the police convert image signals through some mysterious process, into symbols of reality - they, like the police organization, tend to become static and self protective with time. The external environment showers both sides with projection of stimuli to cement thoughts of images. This is seen in the philosophical thoughts of Russell Coleburt in his interpretation of David Hume:

> All simple ideas come from simple impressions; in fact, the only difference between ideas and impressions consist in the degree of force and liveliness, with which they strike upon the mind. All other ideas are formed through associations - association in terms of resemblance, contiguity in time or place, or cause and effect.16

A comment on professionalization before we venture to other behavioral considerations. Professionalism in its final state is largely an attitude or a state of mind. It cannot be arrived at by police through simple and cheap "image making" any more than it can be arrived at in medicine by putting on a white coat, or in teaching by standing up in front of a classroom and making marks on a board. To some degree it must be arrived at by giving police work some of the characteristics of other professionals

with truly professional requirements.

Public Opinion Characteristics

From a selfish standpoint, police officers have an interest in good public relations for the effect that it has at the polls. Occasionally a police department will put an issue of wage increase, fringe benefit, or retirement on the ballot for the public to vote on. It is here that the individual police officer will directly and personally profit from his efforts at public image, but it is the individual policeman that must lay the groundwork.

As is to be expected in such a varied and segmented population, opinions about the police and about the state of police-community relations differ. Even within the same groups there is often no uniformity of opinion. Generally, those in minorities and those in youth groups are more critical of police. The general white middle class community is divided as to what they think of police on whether it thinks police-community relations are satisfactory.

This difficulty is identified as a social variable that is difficult to measure by research agencies:

The human observer's mind is by no means a flawless recording instrument of national events. Even under presumably identical conditions, two equally competent individuals will obtain divergent results. To a exceptional degree, social data may reflect the bias of the observer, since social phenomena

are rarely perceived with the same degree of detachment as are physical events.[17]

Many factors affect the position people will take on any public issue. Some people are well informed or make an effort to become so; others make snap judgements on the basis of casual impressions. Some act quite independently, insisting on making up their own minds; other are influenced mainly by the views of their friends and associates. Some have prostitute minds and react on whatever input they receive whether right or wrong.

Equally well informed persons often form differing opinions because they interpret facts differently, or because they have different interests, desires, anxieties, and prejudices. We might, also, mention that some individuals frequently have more influences than others in the process of opinion formation and the outcome.

There is little doubt that opinion is the most powerful of all social controls in our modern world. Every group that is ambitious to rule or to exploit the masses of the people bends every effort to capture and control public opinion.

We must be aware that there are various types of opinion other than solicited opinion. One which is not often mentioned is that of institutional or personal manipulation for sake of projecting image. Such case was found in a book written by Wilbert E. Moore:

58

In all cases, the hand of the employer is strengthened by the organized agencies of government, which in an overt conflict may count more heavily than the general temper of public opinion. To the extent that any intrinsic prestige attaches to "duly constituted authority" - and some is bound to - an alliance between business and local government provides in itself a considerable stimulus to favorable public opinion.[18]

Moore was referring to union organizers' view that the police were being used by company and town business control groups. He views this as a measurement of power controlled by business against organization of workers.

Opinion in assessment by both public and the police of each other points out a misconception of each others views. Divergence of opinion between the public and police appear when respondents are asked to give reasons for labeling relations good or bad. The unfavorable reasons often contradict the favorable ones, showing the presence of citizens on both sides of the issues. The difference in response derives from the fact that the people state what their attitudes are, whereas the police infer public opinion from the degree of cooperation they actually received. There are numerous difficulties in polls and opinion sampling, one such example is the identification of works posed by Hilgardard Atkinson in a psychology test:

No matter how we separate attitudes and opinions by definition, they are closely

59

related. If you hate a person (expressing an attitude of hatred), you are likely to expect bad behavior of him (expressing an opinion about his behavior). If he behaves better than predicted (thus changing your opinion), you may like him better (thus changing your attitude).[19]

It is fair to say that polls and opinion surveys do provide a more accurate estimate of popular feeling than do other methods. Its regarded as a good research tool. Public opinion is a guide for determining the objectives, strategy, and effectiveness of a public relation program. It aids to define public opinion for useful purpose in consideration by management as intelligence in formulating basic policies.

EDUCATIONAL EMPHASIS

It was the value of the times when leaders were paid for their ability to find and use tools that show results quickly. As has been mentioned before, the riots of the 1960's forced the nation to take a closer look at public safety. President Lyndon Johnson's 1966 study Commission of Law Enforcement had some warning comments on police attitudes, administration and quality of work. Observations during these changes was that suggestions from social science scholars was often times repugnant to police administrators, who felt interference for federal government to state and local forces. As viewed now, much of these disorders that were found directed at the police,

60

suggests that this police attitude is a costly setback.

As a result of these early studies done by the Johnson Committee and the political platforms in 1968 and 1970 are dominant factors in Presidential actions leading to the Law Enforcement Assistance Act of 1965. In 1966, President Johnson appointed the Commission of Law Enforcement and The Administration of Justice. The Commission report[20] led to the Omnibus Crime Control and Safe Streets Acts of 1968[21] which in turn was responsible for the Law Enforcement Assistance Administration.

Sources of monies is mentioned in passing to illustrate that funds for training at college level are available. And, that the federal government is one main source of funds in sufficient amounts to help alleviate the situation through the Law Enforcement Assistance Administration (LEAA).[22] Through this program comes the Law Enforcement Education Program. In February 1971, the Bill had an additional amendment: Grant funds may be used for the purchase of books as well as for tuition and fees.[23]

These sources are mentioned to show that funds no longer are an obstacle to higher training. For the purpose of this research, it will be assumed that there is sufficient for every officer. And, that excuses other than available funds will be valid in the preparation by training. Its fully realized that the assumption toward

specialized police force is education, preferably in a

college atmosphere.

To support this assumption the National Commission

on Criminal Justice Standards and Goals have recently

released a 668 page report drafted by a task force of law

enforcement officials and judges under the leadership of

Edward M. Davis, Chief of Police for Los Angeles. The

report recommends:

> That by 1985 all law enforcement officers
> will be required to have college degrees.
> This goal, according to the task force's
> recommendations should be achieved by
> requiring immediately that newly recruited
> policemen have at least one year of
> education at an accredited college or
> university; that two years of college
> be required of recruits by 1975, three
> years by 1978 and four years by 1982.[24]

The most recent report now includes all police

officers in contrast to only one year ago when authors

like O. W. Wilson and others were recommending mid-management

and upper-management to have an education background and

experience. O. W. Wilson and Roy Clinton McLaven had this

to say:

> A minimum educational requirement of two
> years of college is now feasible - or soon
> will be - in many areas in the United States.
> A four year degree in Police Administration
> or Law Enforcement should be listed or
> desirable in any promotional examination and
> within a few years the baccalaureate degree
> should be required for promotions.[25]

62

With extra standard requirements the state and local police forces will be hard pressed for incentives to encourage voluntary compliance to the projected goals. Pay incentives have been a motivational force with the Albuquerque Police Department. They received monies in 1971 in establishing an educational incentive pay plan. They report only 10% of police personnel attending college level studies during that time. They report attendance increased up to 63% of total personnel.

In the writer's view, during eighteen years of law enforcement service, the methods in preparing the recruit leaves little doubt that the training received is often perfunctory. This is so partly as a result of inadequate programs and partly as a result of the desperate need for additional men. Much of the training is poorly presented by unqualified instructors and often it is irrelevant to the realities of police work. The law of arrest, or first aid, or the use of weapons can be taught by lecture and demonstration, but the management of personal relations is not so easily taught. Most all recruit training lack in essential information on the principle of law enforcement role in the community.

According to the President's Commission of Law Enforcement and the Administration of Justice, who evaluated this element of training:

It remains doubtful whether even the majority
of them (i.e., training programs) provide recruits
with an ample understanding of the police task.
For example, very few of the training programs . . .
provide course material on the history of law
enforcement, the role of the police in modern
society, or the need for discretion in law
enforcement . . . current training programs,
for the most part, prepare an officer to
perform police work mechanically, but do not
prepare him to understand his community, the
police role, or the imperfections of the
criminal justice system.25

There is an obvious role for education and advance
training in police work. On a common sense basis, the
demand for education increases in proportion to the social
changes that result from advances in technical knowledge
and certainly in proportion with the job which the police-
man will be doing with the specific department. Certainly
the education standards will not be the same for a police-
man whose sole function is to direct traffic or a night
watchman than standards for a generalist officer's dealing
with the public. For our purpose of study we will deal
with needs for a policeman of higher standards than that
of night watchman and school or intersection pedestrian
crossing traffic policeman and below F.B.I. Standards. Mr.
J. Edgar Hoover details the typical agents background and
educational qualifications in the book the F.B.I. Story:

In high school, John had above average
grades. He was a good athlete and took
part in debating and social affairs. He
went to the state university and he worked
at times during the summer to help pay his

way. He was graduated with a A.B. degree and then entered law school.[26]

The writer's experience dates back to 1954 when the State Police was one of two departments that had recruit school training. The training was of minimum requirement in basic mechanics of policing. All members knew each other on or off duty. These were times before the United States Supreme Court shifted drastically towards new rules of enforcement through the Fourth Amendment making it applicable to the States by reason of the Due Process Clause of the Fourteenth Amendment. In Mapp vs. Ohio (1961) 367 U.S. 643, Justice Cardozo had this to say:

> The ignoble shortcut to conviction left open to the State tends to destroy the entire system of constitutional restraints on which the liberties of the people rest. Having once recognized that the right to privacy embodied in the Fourth Amendment is enforceable against the States, and that the right to be secure against rude invasions of privacy by state officers is, therefore, constitutional in origin, we can no longer permit that right to remain an empty promise . . .[27]

This historical event is mentioned only because it was a change that caused panic and frustration among police forces. It was back to the drawing board with more in-service and specialized schools to handle another crisis. The writer is a product of these events and has observed a variety of needs which are unattended.

The plan of study is to examine city police

65

departments in New Mexico. There are numerous reasons for this choice. First, the writer's eighteen years experience in the State provides knowledge and background for the research. It's felt that such observations, knowledge of each department administrator, and experience should be used. Second, that every department in the State has had equal financial opportunities for training for advancement of specialization. The opportunity to obtain good sampling from the group is possible with the time allowed. Further, the conditions discovered in larger cities are representative of the small communities and the results of sub-divisions. The ten cities that are to be studied will be those with universities at their immediate disposal.

There is agreement in police circles that police require increased professionalism. Professionalism includes education for the new technology and methods that will modernize police work. It should also encompass specific training that will develop a police force with an awareness of and responsiveness to human needs. They agree that they should be exposed to the latest training and techniques that deal with radical tensions, situations involving young adults, mass demonstrations, marital squabbles requiring delicate handling and many other situations too numerous to mention. James F. Ahern dealt with this problem of minimum training in the following manner:

Training cannot be education. In fact, in
some ways it is antithetical to education.
Education by its very nature raises profound
questions about police and their role in
society. Training attempts to orient the
recruit toward the job he will actually
have to perform. As such, its first
responsibility is to allow the recruit
to know who he is as a policeman and how
he will handle complex and often dangerous
situations under pressure. Although any
good training program will give attention
to basic skills such as first aid and the
use of firearms, it should be made plain
that the knowledge of those skills is
incidental to central function of policemen.[28]

You will notice that Ahern has gone against the

national trend of college police education, although his

work is recent. He is one of many, as reflected in previous

literature.

In addition to getting to know himself a policeman

must be made aware first during his training, and constantly

thereafter, of the human aspects which he is asked so

frequently to deal with. Experience should continue to

command full weight in the case of senior officers who are

unable to enter a college degree program. They should be

given the opportunity for off-duty college level courses,

not necessarily in a university setting.

67

ENDNOTES TO CHAPTER III

[1]Alvin Toffler, Future Shock, (New York: Random House, Inc., 1971), pp. 19-32.

[2]Conrad M. Arensberg, Solon T. Kimball, Culture And Community, (New York: Harcourt, Brace and World, Inc., 1965), p. 264.

[3]Walter M. Abbott, S. J., The Documents of Vatican II, (New York: Corpus Books, 1966), p. 284.

[4]Gerald M. Goldhaber, Donna Fossum and Sally Black, "Police-Study Attitudes", Law and Order Magazine, (April, 1972), p. 102.

[5]International Association of Chiefs of Police makes this distinction in The Patrol Operation, (Washington, D.C., 1970), p. 34.

[6]Albert J. Reiss, Jr., The Police and The Public, (New Haven: Yale University Press, 1972), p. 48.

[7]Albert J. Reiss, Jr., "Career Orientation, Job Satisfaction, and The Assessment of Law Enforcement and Administration of Justice", Studies in crime and law enforcement in four major metropolitan areas, Field Survey III, Volume 2, (Washington, D. C.: USGPO, 1970), p. 89.

[8]Joseph D. Lohman, Gordon E. Misner, The Police and The Community, in the President's Commission on Law Enforcement and Administration of Justice, Problem Areas In Police-Community Relations, Field Survey IV, Volume 2, (Washington, D. C.: USGPO, 1966), p. 117.

[9]Michael Banton, The Police In The Community, (London: Tavistock Publications, 1964), p. 188.

[10]James O. Wilson, Varieties of Police Behavior, (Cambridge: Harvard University Press, 1968), p. 30.

[11]George T. Payton, Patrol Procedure, (Los Angeles: Legal Book Corp., 1967), pp 408-409.

[12]University of Wisconsin, Factors Contributing To The Police Image and Police-Community in Four Wisconsin Cities, (Wisconsin, 1967), p. 97.

[13]Law and Order, op. cit., p. 103.

[14]James O. Wilson, op. cit., p. 53.

[15]University of Wisconsin, op. cit., pp 49-50.

[16]Russell Coleburt, An Introduction To Western Philosophy, (New York: Sheed and Ward, 1967), p. 149.

[17]John H. Mueller, Karl F. Schuessler and Herbert L. Costner, Statistical Reasoning in Sociology, (New York: Houghton Mifflin Company, 1970), p. 18.

[18]Wilbert E. Moore, Industrial Relations and The Social Order, (New York: The MacMillan Company, 1947), p. 147.

[19]Ernest R. Hilgord, Richard C. Atkinson, Introduction to Psychology, (New York: Harcourt, Brace and World, Inc., 1967), p. 586.

[20]President's Commission on Law Enforcement and Administration of Justice, The Challenge of Crime in a Free Society, (Washington, D. C.: U. S. Government Printing Office, 1967).

[21]90th Congress, Text of Title I, Law Enforcement Assistance Public Law 90-35, H. R. 5037, (Washington, D. C.: U. S. Printing Office, 1968), pp 1-13.

[22]90th Congress, op. cit.

[23]U. S. Department of Justice, Law Enforcement Assistance Administration, LEAA Newsletter, (Washington, D. C., February, 1971, Volume 1, No. 5), p. 2.

[24]Albuquerque Journal, an editorial dated October 7, 1973.

[25]O. W. Wilson and Roy Clinton McLaven, Police Administration, (New York: McGraw-Hill, 1972), p. 310.

[26]Don Whitehead, The FBI Story, (New York: Random House, 1956), p. 122.

[27]Robert E. Cushman, Leading Constitutional Decisions, (New York: Appleton-Century-Crofts, 1965), p. 108.

[28]James F. Ahern, Police In Trouble, (New York: Hawthorn Books, Inc., 1972), p. 197.

CHAPTER IV

POLICE EXPERIENCE AND PERSONALITY CHANGE

Personality and role are impossible to separate.

In the first instance, personality influences the selection

of an accupational role. Beyond this, the ability to take

on a role, to perceive of the expectations associated with

the role, and to interpret the attitudes and values related

to the role are all a function of personality. With the

organization contributing so much to these role expectations

it would benefit our study to view the structure briefly and

its demands upon the individual.

POLICE ORGANIZATION

In analyzing the complexity of present day police

services in New Mexico, we can summarize that there are five

strata of police agencies of major levels. There are the

sheriffs; the police in urban communities; state forces;

federal police and rural smaller communities. For purpose

of this study we will describe the organization of the

state and large communities.

Organizations are pyramid types of bureaucracy with

regular work activities specified in detailed job

description. Daily activity operations are guided by a

70

system of abstract rules usually set down in written form. These are standards to assure and specify uniformity. It consists of a hierarchy of offices designed for chain of command. Its discipline is formalistic and impersonal. It's viewed as a machine which is ruled by the book. The entire organization is based on a legalistic approach and structure.

The basic social mechanisms available to the police all flow from their role in the legal system. On the one hand, the police are a fundamental representative of the legal system and a major source of raw material for it. On the other, the police adapt the universalistic demands of law to the structure of the locale by a wide variety of formal and informal devices. The police are caught in the middle of legal boundaries which are organized to parallel the federal structure of state, local and national. The importance for our purpose is that even modern societies differ considerably in the substance of the things they make illegal, and violation under them differ considerably in their impact on police strategy and tactics. A prime example is the well known tendency of society to make illegal many crimes such as gambling. Because of the complexity of organizational relationships with the environment as a whole we will only mention this external environment of the police then proceed to discuss some

71

internal environmental features.

The effectiveness of the organization seems to depend more largely upon the capacity of the head, the competency and reliability of his subordinates, and the quality of the force itself than upon the particular form of administrative structure. Organization span of control is similar to the traditional model referred to by Robert T. Golembiewski, as a functional process:

Encourages "close supervision", i.e., detailed instructions, persistent attempts to direct and observe performance and the like. The limited span of control, of course, permits this, and the pressure for the integration of the components may force it.[1]

There are other span of control models that can be used as alternatives or a combination to achieve desired result of control. Golembiewski mentions another model he refers to as Product Model which allows for a more broad span of control. The model encourages "general supervision", i.e., monitoring performance in terms of results with considerable freedom for the employee as long as he is performing up to standard.[2]

The organization offers a "linear career" structure whereby new employees are recruited at a low level and the higher positions are generally filled from below. There is early age recruitment. Those that remain over two years adopt inside discipline of the police organization and some

loyalty to its objectives. These "locals" remain to wait for promotions, grades in pay and retirement benefits. They later develop inward groups, a topic we will discuss later. Their rewards are mostly intrinsic in nature bearing a psychological relationship of knowledge that a job was well done. This encourages personal fulfillment and somehow is rationalized to increase self esteem.

The police are firm believers in Douglas McGregor's X-Theory of worker motivation:

People dislike work and must be coerced, controlled and directed toward organizational goals. Furthermore, most people prefer to be treated this way, so they can avoid responsibility.[3]

The police have never given much credence to McGregor's Y-Theory:

The average person has an intrinsic interest in his work, and a desire to be self-directing and seeks responsibility and wants to use the capacity to be creative in solving the problems of the organization.[4]

It is inherent in the Y-Theory that there is complete trust between the managers and the employee. The manager trusts the worker to do his job to the best of his ability without being constantly watched; the employee, on the other hand, completely trusts his manager to absorb any heat from above, generated by any honest mistake he makes in performing his task.

As noted previously, no such trust exists in police

departments. Hence, a policeman spends a significant portion of his life concocting ways of covering his mistakes. But even more serious is the fact that such distrust completely inhibits the individual policeman from taking risks, which if successful would have a high payoff.

The fact that the police favor the X-Theory is associated with their para-military syndrome. There are certainly some situations where they X-Theory is effective, e.g. in military combat or perhaps in directing traffic. Beyond allowing for a bit of flash and a medium for a policeman to display his acting talents, there is little room for creative endeavor in directing traffic. It also does not make sense to permit a traffic policeman to decide when and where he will direct traffic. Traffic must be directed when and where the need exists.

Except for a few instances, such as the crime lab and, to a certain extent investigation units, the police see no use for the Y-Theory approach. This is unfortunate because a successful attack against crime can only be mounted by those who become deeply involved in the problem.

Effectiveness in this area cannot be obtained by giving a policeman a standard operating procedure. It requires initiative and imagination. People will not become involved in their work and exercise their initiative and imagination unless they have complete confidence that their

management will allow them to make decisions on the details of how to approach the problem.

Crime control certainly is a highly uncertain task requiring problem solving. The police must begin to expand their managerial philosophy to include more and more situations than can use the Y-Theory of worker motivation. Until they do they will not be able to capitalize upon the inherent talents of their manpower resources.

An organization of police has strict rules in form of procedure manuals which are kept in the books long enough to almost become law. They are impersonal regulations imposed as bible law. These authority of sanctions which provides the supervisor to attach pleasant and unpleasant consequences to the actions of subordinates come in both written and unwritten regulations:

> The term "sanction" is used broadly here to include reward (positive sanction and punishment - negative sanctions). The failure to receive an anticipated reward is an undesirable experience. If a person expects or hopes for a reward, the power to withhold the reward is the power to apply negative sanctions (i.e., to not receive the reward) is partly a verbal conundrum.[5]

Professor Smithburg goes on to say in his discussion of sanctions and hierarchy, that when a person joins an organization he is accepting a system of relationships that restricts his individuality or his freedom of action. This pressure and the emphasis within the police department on

getting results cause the relaxing of due process standards that are designed to prevent injustice. The officer, confronted in his daily work by practical problems and often danger to his personal security, is apt to be guided by expediency and group norms rather than by the rule of standards and sometimes law.

POLICE ROLE IN PRESENT SOCIETY

It is impossible to look at an officer's behavior without looking at the organization he works for, and without looking at roles. Doctor Smithburg defines organization as consisting of people performing roles and engaged in continual goal oriented activity involving persistent relationships with each other and with clientele group. Role is a pattern of expected behavior, appropriate to a given situation, which is expected of you to fulfill. A person's perception of his role is a major factor in his behavior of the job. Timothy W. Castello and Sheldon S. Zalkind point out this characteristic of the perceived in the situation that gives up perceptional difficulties:

> The status of the other person is a variable, influencing our judgement about his behavior - that even though two people behave in identical fashion, status differences between them cause a perceiver to assign different motivations for the behavior . . . Presumably, more credit is given when the boss says "good morning" to us than when a subordinate says the same thing.[6]

76

There are certain categories into which we class the person being perceived. Status is one type of category, and role provides another. The process of categorizing on the basis of role is similar to, if not identical, with the stereotyping process touched on earlier and which will be discussed in more detail in this chapter. The organization, and one's place in it, also provides part of the context in which perceptions take place. It has been said before that sub-department administrators' perceptions will often be limited to those aspects of a situation that relate specifically to their own departments or divisions, despite an attempt to influence them away from such selectivity. Role playing in the executive and supervisors' position is often carried out to protect the legitimacy of that position. In other words, he acts to protect the power acquired with that position.

Role involves all human behavior in a voluntary and involuntary setting with formal and informal interaction with individual and group relationship. An individual policeman develops an identification with a particular "reference group". This is a group category within an organization whose values the individual accepts as his own and against whom he evaluates himself. Most writers do not vary in their evaluation that what the individual brings into the group and his perception of that reference group

77

is involved in the overall make-up of the group. In these matters each person judges his position by his reference group. It defines status systems within each group, each has a position to which are attached privileges and duties. Cliques and control groups exist for their own prescribed goals within the organization. The individual tends to identify with this reference group so that they interpret the values accepted by the group as his own. The group then becomes an extension of himself.

An aspect of the department is that loyalty is developed to group norms and goals. Morale is high when the individual identifies with a group whose goals are consistent with organization goals. If the demands from the outside conflict with the values that are important to the group, the demands will be resisted:

> In general, both the effectiveness of the group and the satisfaction of its members are increased when the members see their goal as being advanced by the group success. When members push their own needs, both satisfaction and effectiveness decline. Of course, the successful dominator may be more satisfied, and herein lie many problems with group problem solving. Because of his personality, organizational position, or personal status, one individual may be excessively dominant.[7]

Police personality

Over and above the necessity of considering personality within the context of role concept, there are two other compelling reasons which call for a rather

78

detailed description of the personalities of the subject of
this research. First it has been recognized that the members
of police occupational groups are individuals who evoke
certain responses, interpretations, and evaluations in
other people, and who therefore impress them in a certain
way. Without a doubt, the police are one occupational
group which seem to envoke a highly subjective response
from the public. The policeman is observed in uniform as
he patrols his beat. His occupational encounters, his
attire, nightstick, badge, etc., clothe him in a mantle of
symbolism that stimulates fantasy and projection. The
police are one of the occupational groups which are viewed
primarily in terms of subjective impressions rather than
objective reality. More often than not, the general
public's perception of the personality of the police is
pieced together from highly subjective impressions, limited
observations of occupational behavior, and a variety of
false cues.

These biases or stereotyping come to being due to
continuance citizen complaints of police abusing their
authority in what they believe is right. Their authorized
sanctions, plus acquired perceptions become hard rules
even in most petty misdemeanor cases. One such case that
comes to mind is an experience officer who became personally
offended when a no-drivers license suspect ran away to

79

avoid a citation. The officer treated the juvenile as a fleeing felon even to the extent of drawing and pointing his gun. Such rigidity on minor offenses is indicative of poor judgement and causes all other policemen to be placed in the same category, by the one affected and by those who he identifies with, which could very well be a group beyond the victim's immediate family.

Stereotyping was used to refer to a make-up block of type is applied to bias in perceiving people. Allport has pointed out that a stereotype is not just a category but a "fixed idea" that accompanies the category. The term bias has been used to describe judgement made about people . . . Stereotypes have developed about many types of groups, and they help to prejudice our perceptions of their members.[8]

This type of officer brought with him an unfavorable attitude to the force, plus his limited systematic instructions plus what he has learned from his reference groups and the feeling not to give ground on any case because of fear that word would get around of leniency. So he identifies with the letter of the law and with his supervisor's desire to look good with statistics without due concern to personal evaluation of each case and proper use of discretion. He considers no inbetween or gray areas and therefore allows the book to decide. He feels comfortable

with this rationale because he is protected in a sense that he has done what he was instructed to do, thus leaving the morality to others in higher positions or the courts. The animosity that keeps accumulating by such victims is retaliated by continuous preaching to all who will listen.

These type of officers seem to concentrate on less meaningful statistics, but which count on the score board. The supervisor puts up with it by discounting complaints as sore heads who are dissatisfied at being caught. This occurs until the police officer gets into a serious jam to warrant discipline. The supervisor in his hierarchy position labels the incident wrong, writes the subordinate off to protect his own hand and recommends as a discipline a transfer to the midnight shift or another area of patrol. This disposes of the problem to the immediate supervisor and deposits the dirty linen elsewhere with no positive direction.

Role with Clientele

It is ironic that it is minor violations that usually wind up with complaints against the officer and thereafter a negative reflection of the department. But it is not surprising that police have a tendency to pick on such violations, and it is not surprising that the citizens resent being subjected to compliance. There is sufficient research on interpersonal perception for us to

be able to identify the process of stereotyping, and perceptional defense to creep up into each citizen-police encounter and where the remaining effect hangs longer.

The age old problem of our laws are cloudy where the peace officer enforces Mala Prohibita Law which is considered on the books and the citizen trying to interpret it as just a law saying it is wrong because society says they are wrong and not in vain to each mind as that it is wrong. The other type of law which gives the police no problem in enforcement is Mala-in-Se, which are laws within themselves. With society questioning the "oughts" placed upon them, Mala-Prohibita Laws have become unpopular. Police in their legitimacy lag appear to be enforcing all laws without regard to updating procedure and for more discretion in arrest and individual contact. It is plain that to enforce these laws the police are no longer dealing with deviant groups, but have to go beyond the law to gain general support from the remainder of the community or society to enforce blanket type laws. Some laws can only be enforced after the citizen can be persuaded for their blessing of community support. In organization and society as a whole, most people do what they perceive of the "oughts". Police are having difficulty with legitimacy because most people are asking, why?

The accuracy of perceiving for the citizen as well

82

as the police depends on the knowledge of subject matter. On one hand, the citizen does not evaluate the department as a whole objectively because of the defense that stereotypes the entire force, and on the other side of the coin, the policeman is ill-prepared to make constant judgement on individual cases. Judgement of individual cases becomes too difficult to cope with so the easiest alternative takes over - to abide by the written rule to apply to all.

There is evidence here as elsewhere to support the cliche that a little learning can be a dangerous thing. Not every training program that is designed to bring about change will do so. The danger is that a little learning may encourage the perceiver to respond with increased sensitivity to some kind of individual differences. But he cannot gauge, without further observation, the significance of the differences he has seen, nor can he know that he is observing relevant kinds of differences.[9]

Police contacts with the public are often temporary or transitory. Many transactions are of limited duration in time and space. If the public is to cooperate with them, the police are dependent upon a general commitment from the public to cooperate with the police rather than upon personal knowledge or acquaintance of the public with the officer. In short, such cooperation must be based on mutual claims and expectations that sustain cooperation.

As has been mentioned before, police officers do not see the public as highly cooperative. A majority of police officers maintain that people rarely or never cooperate in giving them information. Three reasons can account for police expectations of the public. It has been heard of other officers that lack of citizen involvement in giving information is fear or mistrust, fear of reprisal if they do so and low involvement or general apathy toward law enforcement and their responsibility to maintain law and order.

The more general perceptions of police toward their work with the public, is of the opinions they regard the public as holding, and of changes in them suggest that police officers regard the public as exhibiting uniformity of organization. This is somewhat surprising since opinion polls already mentioned suggest far more favorable opinion and sympathy for the police. Perhaps their perceptions are molded more by mass media stories about the police and their own occasions rather than routine experience in transactions with the police than by reports of opinion change. George E. Berkley makes this interested observation in his writing about the Democratic Policeman:

> We have already noted the policeman as being an unpopular figure in the literature of democratic countries. Today, television and motion pictures add to this negative image.

84

The television serial "The Fugitive", which
ran for several years in the United States
before ending in September, 1967, offers a
good example. In it a doctor, unjustly
sentenced for murder, had broken out of the
confines of the law and was trying to keep
from being caught. Each episode involved
his triumph over the Forces of Law, providing
a "happy ending".[10]

The man on patrol views the public as having less

respect for the police as the major change in public

behavior toward the police officer. Observational studies

suggest that this change is more one of the citizen showing

civility, as in Mala-Prohibita laws, rather than deference

to the officer. What the officer means by a loss of respect

from the public may be more a loss of deference toward his

authority than a loss of respect for him as a civil officer.

It is not uncommom for workers that deal with the

public to regard the public in uncomplimentary terms.

Even professionals hold such views if in no other form

than to regard the public as 'less informed' and 'incompe-

tent' with respect to their specialization. The public

is necessarily in the aggregate less informed. This

distinction is pointed out by Louis A. Radelet:

In such a conglomerate society, it is the
image of the police held by specific segments
of the public, rather than by the general
public, that is of greatest consequences in
the study of police and community relations . . .
The basic premise of these early studies was
that the recognition that "no matter how well
a police department is organized, or how
efficient and honest its administration,

85

it is judged by individual citizens and
consequently, by the nature of its pub-
lic contacts". Both studies concluded
that actual contacts with the police
are the single most important determinant
of the public image of the police.11

Perhaps it is not surprising then that the police

view of how the public regards police work is not a

favorable one. Accordingly, the interaction of police-

public is governed by stereotyped perceptions formed by

the background experience on each side, then complicated

by what is presently perceived. We have already stressed

that the public's expectations are not static. Now the

police expectations of the public are not static. Even

the law and its interpretations is constantly changing

social force. Different parts of Albuquerque for example

have different expectations from the police, partly because

of differing perception of the law. Here in New Mexico

there are different expectations in different sections due

to its different cultures.

Police seem very concerned with their prestige

status and a perceived lack of respect from the public.

He must be aware of the danger of stereotypes and attempt

to unfreeze any frozen images he might have. He, as well

as any other citizen, can be guilty of selecting certain

traits and applying them to every member of a group. A

policeman is naturally unhappy when he is negatively

stereotyped. If he reflects on his own feeling when he

86

hears such demeaning labels for members of his own profession, he may be better equipped to understand the feeling of other minority group members when they hear such remarks about themselves.

If police are ever going to project the kind of image that should be projected, and if they are going to ever develop a real understanding between the community and the police department, they must search their own conscience and discuss these things as they see them. While community relation programs are good, they still lack the real opportunity of projecting the real human image of the police. It has been observed that policemen that come up the ranks are not willing to adjust themselves with today's times and problems. It is believed that they should be instructed until they can understand they must be more than police officers. Perhaps policemen have to be a protector of law and somewhat of a social worker also, if they are really going to be that real buffer between the administration and the community.

Police cannot ignore the feeling of being disliked and if they feel that the problem is more serious than it really is, they go out into the community with a chip on their shoulder feeling disliked, causing them to be in an awkward position in trying to function fairly. For the individual officer to adjust to such needs will take more

than the department administrative efforts, but perhaps will require some outside force of consultants and specialists to turn police and community inward toward a better understanding of each other. The community should be given the opportunity to discover that the police are in fact a part of the community and not strangers. Better understanding through a training campaign toward popular appreciation of the police will erase, or attempt to erase, from the policeman's mind that policemen are disliked by the entire population of its community.

SOCIOLOGICAL STRUCTURE OF THE POLICE

Sociological approach to public relations needs an understanding of four levels of interaction by police: 1) What the police bring with them to the organization; 2) What he has at home, i.e., conflicts, as example wife vs. police demands; 3) His organizational environment; 4) His understanding of those he attempts to control. With the last level the questions are asked: 1) What are his own biases? 2) How does he view the public and his understanding of the public; What does the organization think of him and what he thinks of the organization?

The relationship of the individual to the organization has been the traditional view of the individual as he ruled by the book. His quality is being measured by the rule book in an attempt to govern the conduct of the

individual. The organizational hierarchy with its own
examinations cannot predict what sort of individual he is
nor in what frame of mind he is intune. All this might
make the difference in defining the problem of evaluating
the values of the individual. The type of commitment,
values, and mores all depends on whether the person is fit
for the police job. For example, a person being hired for
the legal division has to have the philosophy to defend
individuals for an honest acceptance of the job.

Policemen are usually high school graduates who
most often are picked for their physical stature. They
are quasi-military and have a tendency to grow real slow.
All of this is changing very rapidly. Professionalism will
undoubtedly change police functions. They are now beginning
to broaden the span which will find movement from department
to department. When the individual policeman finds the
specialized job, he will move up, as private industry is
doing today. If this opens up, the opportunities of lateral
transfers will improve promotions.

Police organizations have grown with the complexity
of society and the complexity of public and private organi-
zation. Although decentralization is the thing these days
from the Federal point of view, this is not so with private
industry. History tells us that centralization came about
in some states from a sheriff situation when the criminal

range increased to the larger criminal. Police reform brought about the State Police to patrol the highways and perform other functions left in the middle that no one else could perform, or at least didn't desire to do so. The conflict between centralization and decentralization is inherent in the police function, and cannot permanently be resolved in favor of either strategy to the exclusion of the other. That there is such a conflict does not mean that police administrators cannot achieve at least a partial reconciliation by, for example, centralizing some patrol functions, communications, training or units and decentralizing others. But whatever balance is achieved this discussion is only mentioned as thought of current events. It is of interest that this research reveals that countries Sweden, Great Britain, France, Germany have all fallen in step with the centralization trend. George E. Berkley makes this observation:

    In summation, centralization, as we have
seen, is in many ways more consistent with
democratization than in opposite of it.
First it permits and encourages practices as
standardization, advanced education, crime
prevention, public relations, trade unionism,
representativeness, and, perhaps most important
of all, impartial treatment. Second, it need
not give rise to dictatorship and may, in fact
help to prevent it. Finally, increasing
centralization has characterized many democratic
countries and, as we shall see subsequently has
usually been accompanied by more rather than
less democratization.12

Interdepartment Learning

At present, the majority of police recruits being trained are isolated in the classroom situation, cut off from any serious influences of the realistic world of law enforcement. Typically, a normal pattern of group socialization occurs. Each recruit begins to associate and identify with the other recruits through mutually shared experiences. In certain instances, some of the recruits have had preliminary or other street experience which they begin to relate to their group.

During the training period, the idealistic philosophies of law enforcement remain a dominant force to behavioral and professional adaptations in developing the police personality of the recruit. When his first assignment comes about, the inconsistencies between police theory and reality are realized. Suddenly the idealistic approach to the police function, as presented by systematic training courses, is not appropriate as an absolute practice in the field.

First he finds that the policeman's power and obligations are with him twenty-four hours a day and he is supposed to take official action at any time he sees a breach of the peace. Some young policemen, who feel themselves insecure because of their inexperience, have found to their

cost that a friendly approach to people of their own age can be a mistake. The attitudes of the recruit are quickly brought to the surface as adjustments to his new working environment are made, and a difficult barrier to peer resocialization is confronted. The new policeman must confront and resolve the dilemma between the work he has learned and the role required for appropriate adaptation.

He first tries to follow the rule book and finds that many cases are not handled by it. The public attitude, he finds, is handled the best way possible. The new policeman must take steps to survive all these circumstances to integrate his own knowledge into each element of the new profession for problem solving. This matter of choice is referred to in the "cumulative effect of influences" quoted from Simon, Smithburg and Thompson:

> The choice an individual will make in any situation is compounded from (1) his skill, knowledge, character, and personality, as these have been formed by the whole of his life's experiences and (2) the specific influences that act upon him at the time of decision. In most situations, the former will be vastly more important than the latter in determining his behavior.[13]

Learning by peer and reference group

When an individual comes in the police organization, he is sort of a segmented frightened recruit. He does not know just how he will fit in. Most organizations, including police agencies, develop norms which govern the behavior of

most of their members most of the time. In most cases its by group decision with a sub-culture characteristic that defines what is permissible and impermissible. These are pressures exerted by older members to new recruits. This police group is an unorganized, yet sophisticated, clique or sub-culture. Pressures are brought upon the recruit for the purpose of ascertaining his loyalty not only to the department but to his group. The individual to a greater or lesser degree simultaneously feels the resultant impact of all of these various levels of institutional and functional restraints on his behavior. All types of role conflict under this setting exert pressure to change the behavior of the role occupant.

Criticism can be severe if a new officer becomes too impractical without group blessing. Insofar as training is inadequate or irrelevant to a man when he gets on the street, the exercise of any of the defined police roles on the street become an art, heavily dependent on this sub-culture integration, identification with older policemen, and the development of an individual style. Initial training will not help him very much and his immediate assistance from supervisors is quite limited. He is soon to notice these cliques who he will identify with and take his cues. He finds that the sub-culture not only insist on certain behavior, but will teach him how to act under different circumstances.

93

The rookie is chastised at times for being naive enough to follow the book. Gradually he learns to neglect the formal rules and norms and turns elsewhere for direction. The more experienced men tell him that in order to become a real policeman, he will have to forget everything he has learned in the classroom and conduct himself the proper way - their way. The effect of peer punishment on the recruit forces him to conform to their norms. Those who find the traditional rules of the game intolerable may improvise to suit their convenience and pleasure. They may identify with, share, and transmit anti-department attitudes and practices that in varying forms and degrees prevail in their in-group.

As he does so, his actions are reinforced by the resultant gain of confidence and trust of the group. Gradual identification with this group creates minor changes in speech, patterns, work habits, etc. Violations of this status designation had its discomforts - rewards and punishments - most informal. There is literature that determines that the new recruit adopts and institutionalize these norms consciously and unconsciously.

> In work with police departments, some
> persistent and interesting phenomena of
> police group behavior have been observed
> from which inference about group dynamics
> can be drawn. In the light of the previous
> discussion, it can be assumed that these
> processes will continue to influence a

policeman's behavior when he is not in the immediate physical presence of his peers.[14]

The issue is mentioned for the benefit of the new individual officer to allow for insight to overcome some of the pitfalls in a new career.

Police administrators have become overly concerned of peer control and some have adopted policies to allow for encouragement of reporting such incidents. This approach is unwise and does not take into account the values of informal organization. What better method of feedback than to tap this source for determining inter-needs instead of advice from those who don't know.

DISCRETIONARY POWER OF THE POLICE

Police organization has a monopoly on authority of sanctions, first on its members then on the public. The police can compel you to do things against your wishes by coercive power. Society is an organization in which all of us are members and total subjects of the government. The only restrictions are the Bill of Rights which prescribe ways which can be used for or against each person. In essence, a sanction is a whip on the wall - its mere existence tends to induce compliance, although its actual use may be infrequent.[15]

There is something about the nature of authority in general and of governmental authority in particular that

seems to engender public suspicion, distrust and hostility.
The point to be emphasized is that in performing his duties,
the policeman routinely takes action that regulates people's
behavior. There seems to be somewhat of a paradox here, on
one hand the police seem to enjoy his authority, but he is
ambivalent about authority. Though proud of his uniform and
badge, he does not want command to intrude into his territory.
He feels he can take care of his own territory, alone and
unassisted. Michael Banton makes this observation:

> It is noticeable how policemen prefer to
> work within the popular morality, and to per-
> suade rather than prosecute. They see their
> office as being vested with moral authority
> as well as legal power. Authority has been
> defined as rightful power; power itself is
> not necessarily rightful. Legal power, like
> physical power, gives one man the ability to
> force another to do his will, But if this
> power is seen as rightful, as authority, the
> second man will probably comply with the
> formers' wishes because he feels morally
> obligated to do so. In these terms policemen
> possess both authority and power.[16]

The policeman's powers and obligations are with him
twenty-four hours a day and he is supposed to take official
action at any time he sees a breach of peace. His occupation
affects his leisure time social relations in myriad ways
and it is clearly important both for the performance of his
official duty and for his own peace of mind that his public
and private roles should be kept separate.

Bureaucracies create hierarchies of command and
impersonalized regulations. But, unlike most formal social

organizations - industry, hospital staffs, business - where directives come from above, from upper echelon, as the basis for dealing with people from the outside, most police activities are originated by members of the public - motorists, drunks, lost children, crowds, burglars. Information about these events reaches the organization through the men at the bottom. The patrolman first on the scene makes judgement, and this decision may affect the entire organization. His supervisors are, in a real sense, dependent on him. Yet while these cases are fed into the system from the bottom, and the supervisors cannot be looking over the shoulder of the officers at all times, the men at the top must control their subordinates. Discretion at the bottom is permitted, and this creates a break in the link of supervision.

The issue of discretion is an important one, both from a constitutional or legal perspective and from the viewpoint of community values. Police power is a mighty force for many objectives. How the power is used is a function of how the community perceives the police and how the police perceive the community. In a publication by Louis A. Radelet on The Police and The Community: Study Number Eight on Police Discretion, James O. Wilson describes four types of discretion used by police:

97

Law enforcement involves a violation of
a law in which only guilt need be assessed;
order maintenance, though it often entails
a legal infraction, involves in addition a
dispute in which the law must be interpreted,
standards of right conduct determined, and
blame assigned. A police-invoked response
is one in which the officer acts on his own
authority, rather than as the agent of a
citizen who has made a specific verbal or
sworn complaint (Though citizens "in general"
may have complained about "the situation");
A citizen-invoked response is one in which
the officer acts on a particular complaint
or warrant of the citizen.[17]

If the extent to which police exercise discretion is

underestimated, this is partly because police themselves

usually prefer to project an image of impartial, full

enforcement without fear or favor. To admit that they

ignore the laws under certain conditions might contribute

to a breakdown of respect for all laws. No code of conduct

could possibly cover all circumstances in which policemen

must make instantaneous and irrevocable decisions affecting

human life and safety, property rights, and personal liberty.

The question is not whether police should do without

discretion because this would limit the role to unthinking

enforcers, but whether there is enough supervision over these

discretionary incidents and whether the individual policeman

is prepared to cope with such authority and power.

The police-community interest in police discretion

is broader, than simply traffic law enforcement. The issue

is whether there should be a loosening or a tightening of

98

restraints on the decisional latitude of the police. An

important distinction should be made between delegated

and unauthorized discretion. Most of the literature

indicates that the problem revolves around lack of clarity

on what discretion is authorized - how much, under what

circumstances. This confusion suggests the importance of

control by policy guidelines and other means. A library

search revealed that Mr. Donald J. Larrichio, doing his

Thesis on <u>The Extent of Administrative Control Over The</u>

<u>Discretionary Power of The Policeman in The Field Through</u>

<u>Bureaucratic Rules</u>, answered some of these questions. His

purpose of study was threefold:

> 1) Full enforcement policy does not in fact
> exist and selective enforcement is practiced
> which requires the exercise of discretion.
> 2) A better understanding is needed concerning
> the limits of administrative control through
> the use of organizational rules. 3) If
> discretion is inevitable, perhaps emphasis
> should be placed on the caliber of person
> that exercises this power.[18]

Mr. Larrichio's final conclusion, after a survey of

literature and study of organizational rules of the

Albuquerque Police Department, the Bernalillo County

Sheriff's Department and the University of New Mexico

Police Department, was:

> It is apparent that individual justice
> cannot be satisfied by depending on impersonal
> bureaucratic rules . . . The solution lies in
> striking a balance between rule conformity and
> individual initiative . . . In order to behave

like a generalist and a professional, the
police, it has been suggested that officers
in the field possess a bachelor's degree in
the social sciences or liberal arts.[19]

ENDNOTES TO CHAPTER IV

[1]Robert T. Golembiewski, Frank Gibson and Geoffrey
V. Cornog, Public Administration, (Chicago: Rand McNally
and Company, 1972), p. 178.

[2]Ibid., p. 174.

[3]Golembiewski, op. cit., p. 274.

[4]Ibid., p. 276.

[5]Herbert A. Simon, Donald W. Smithburg and Victor
A. Thompson, Public Administration, (New York: Alfred H.
Knope, 1973), p. 194.

[6]Timothy W. Castello, Sheldon S. Zalkind,
Psychology in Administration, (Englewood Cliffs, New Jersey:
Prentice Hall, 1963), p. 47.

[7]
David R. Hampton, Charles E. Summer and Ross A.
Webber, Organizational Behavior and the Practice of
Management, (Glenview, Illinois: Scott, Foresman and
Company, 1973), p. 289.

[8]Castello, op. cit., p. 25.

[9]Castello, op. cit., p. 25.

[10]George E. Berkley, The Democratic Policeman,
(Boston; Beacon Press, 1969), p. 17.

[11]Louis A. Radelet, The Police And The Community,
(Beverly Hills: Glencoe Press, 1973), p. 137.

[12]George E. Berkley, op. cit., p. 27.

[13]Simon, op. cit., p. 66.

[14]Philip A. Mann, Psychological Consultation With A
Police Department, (Springfield, Illinois: Charles C.
Thomas, 1973), p. 136.

[15]Simon, op. cit., p. 196.

[16]Michael Banton, The Policeman In The Community,
(New York: Basic Books, Inc., Publishers, 1964), p. 146.

[17]Louis A. Radelet, The Police And The Community: Studies, (Beverly Hills: Glencoe Press, 1973), pp 38-39.

[18]Donald J. Larrichio, M.A., The Extent Of Administrative Control Over The Discretionary Power Of The Policeman In The Field Through Bureaucratic Rules, (Published Master's Thesis, University Of New Mexico, 1973), p. 11.

[19]Ibid., pp 77-78.

102

CHAPTER V

CONCLUSION AND SUMMARY ANALYSIS

<u>SUMMARY</u>

All major research was directed at attitudes of indi-
vidual officers, individual citizens, various groups, govern-
ment, social organizations, external and internal factors
affecting police and the news media. These examinations viewed
such aspects as 'Law and Order', 'individual rights' and 'civil
liberties' to somewhat gauge the police roles, goals, objectives
and programs in the social environment to look at the overall
<u>POSTURE</u>. All this to inspect the <u>CLIMATE</u> of Public Support and
the Administration of Law Enforcement to determine <u>PREPAREDNESS</u>
of police in their training and education with which to generate
police actions to minimize conflict and increase cooperation of
the police observance of the legal system.

To start out with, the study was to measure inconsis-
tencies of public support and what police were doing to remedy
the situation. In view of obvious inadequacies of police lag,
due to society's rapid changes, it was not surprising to find a
great many factors in conflict with one another's perceptions.
Adverse action in the part of the public cannot be swept under
the rug as misunderstandings but to draw from it probable solu-
tions. There are many factors contributing pragmatically to

103

the lack of support. This paper aimed at one which was felt most important and one that would, in time, change the police image to that of professionalism, to bring with it those things attached to such recognition.

Police, with their own closed bureaucracy, are gaining added prominence, but it has been only with Federal assistance and persuasion. Many states have responded to these innovations of enforcement techniques, education, etc., some have not. There is but one advantage in this closed fraternal during the research, and that was that as the individual policeman was measured for his preparedness to cope with present problems, the top echelon was representative.

The Federal government has done their share in surveys and research of police and the public. As a result, there is literature with ample verifications as to causes and some famous authors' answers to police. The major burden now rests on individual police departments. The government has been in the suggestive position in educational requirements for police, however, here recently the trend is indicative of upcoming demands. The President's Commission on Law Enforcement recommended that the ultimate goal of all police organizations should be that all personnel with general enforcement powers have a bachelor's degree.[1]

The conflict between the apparent demands of an "upgraded" police force and a representative one are likely to endure for some time, particularly since widely accepted measures

104

of effectiveness are likely to be slow in coming. Perhaps as important, even if intelligence, or college degrees, are shown to be positively associated with effectiveness, it is not clear that there is any feasible combination of working conditions and money benefits that will induce large numbers of persons possessing these traits to apply for police work in the local level.

STRATEGY OF REVIEW AND REVIEW FINDINGS

We had based our premise for inquiry on the assumption that individual policeman system training programs in public relations is missing from New Mexico police force organizational goals. In this lack of training police, in their search for successful public support, were missing the basic mechanism to improve their relations and, therefore, their image with the public. We were concerned with a very basic ingredient to aid the police in projecting a good image. In examining the intricate complexity of society it was soon observed that this type of training is the minimum response to change.

For the purpose of this study, law enforcement programs were defined as experience in specialized training and formal education that terminated in the award of a certificate or of an academic degree. These courses were assumed to provide a reasonable knowledge relating specifically to the law enforcement of police function. While not precise, this working definition provided a useful criteria for identifying professional programs and presented very few problems in actual application.

105

Survey Findings

This completes the literature interpretation, now there remains the unpleasant task of relating the survey findings.

Random survey sampling produced a grand total of 867 police officer participants of New Mexico population in major city police departments at ten research sites. The Table on page 116, Table Number Two, depicts 1973 educational status and some recruitment, selection and training requirements established by each police department.

It is found that the entrance educational requirements for prospective recruits is still the traditional high school degree or an equivalency. The statistical average indicates that in most departments, either qualification is satisfactory providing that the applicant passes other entrance written examinations.

The length of recruit training is dependent on the department size with consideration on minimum set by state law at 240 hours per individual. On the average, all recruits were subjected to 332 hours of recruit training. It would be only fair to note that in standard requirements and other accomplishments, the Albuquerque and Silver City police departments have effected the sampling in bringing the averages upward.

In-service training for the year 1973 resulted in 102 hours per man in the grand aggregate average. Santa Fe Police Department provided the highest number of hours at 281, with the lowest documented by Alamogordo at 26 hours per man.

Specialized training category indicates that each policeman received an average of 27 hours in some form of public relations or community training during the year 1973. This data is recorded as classroom hours other than college hours. Other type of specialized training in police classroom atmosphere is averaged at 73 hours per individual policeman.

Survey indicates that 96 police out of the grand total of 867 have had 30 college hours of training to their credit. This shows that 11 percent of the total population has had one year or less of college work. A total of 124 persons have had 60 hours college credit or less. This indicates that 15 percent of total police community has had two years college work. Survey shows that 89 police have had 90 credit hours or less. Those having received 124 credit hours but have not received a degree amounts to 4 percent of the total population.

There are 19 police officers who have received an Associate Degree out of 867, which amounts to 2 percent in the overall. Number of police who have actually held Bachelor Degrees are 74, with Albuquerque Police Department having the highest number of undergraduates at 50 individuals out of the total 74 persons overall. This brings a percentage average of 8 percent of the total population of 867 who have graduated from college. In the Master's of Arts Degrees, there are five persons who presently hold graduate level work accomplishments. Four of these are with the Albuquerque Police Department and one with Silver City Department. It is understood that two with Albu-

querque will be leaving for Federal jobs in the near future.

Police Education

It has long been recognized that colleges and universities are in an excellent position to assist law enforcement agencies in the development and presentation of a wide range of training programs. As long as it is recognized that such activities are vocational in nature and not part of the liberal arts education program, campus based training courses can provide a valuable service to the community and to police administrators concerned with the constant need to improve personnel performance.

Myths die hard. Perhaps it is because at one obscure moment in history there was an incident upon which myth was based. Within the field of police education and training, there continues a myth which appears to be under severe attack and which shows hopeful signs of being placed to rest, it holds that "it takes a policeman to teach a policeman". While the value of this doctrine may be worthwhile in terms of developing the how-to-do-it skills of the job, its worth is severely limited as it relates to the creation of a sound educational foundation for individual career policemen in modern society.

Much of the growing concern about police education stems from the lingering impact of the adherence of the dogma of the myth. On the one hand, the myth creates the belief in the minds of students that they are wasting their time unless their course

108

of study occurs within a program flying the police banner. On the other hand, the explosion in the demand for and creation of police programs have tended to exhaust the supply of those few, rare persons who have mastered both the skills of the police practitioner and the techniques of teaching.

Our needs shift as conditions change. No longer can we clutch a dead myth to our breasts. This study provides the police executive, the educator and the individual out in the field an insight in educational preparation. The report, like-wise, shows that systematic training and education cannot be separated, but have to complement each other.

CONCLUSION

A major conclusion of this Thesis is that New Mexico is behind in education with college degree of national trends. There are few departments which measure up in training and spe-cialized emphasis in preparation for adequate public support, but in general reaction to Federal maximum educational standard, is below demands. Explicit plans must be thought out to enlighten the hardliners, some of whom continue to cling with almost impenetrable loyalty to their own emotional inclinations.[2]

Hence the task of raising the level of police perform-ance does not hinge upon the use of mechanical aids, as so many suppose. It depends upon sound organization and efficient procedure which are applied to - and by - alert intelligent servants of the police organism. Since the human factor proves

the most difficult to control and may actively resist all change, the process of raising the general level of police will prove to be a lengthy one.

Do police need a college education? Does it really pay off in terms of better law enforcement? Some of the nation's most respected law enforcement units - the Federal Bureau of Investigation and the Secret Service - answered these questions to their own satisfaction several decades ago. They and other Federal investigative agencies have long insisted on the baccalaureate degree as a minimum requirement for their agents.

The reasons advanced for college education for police are essentially the same as those used to justify higher education as preparation for any other career. Beyond technical skills and vocational training, the police job requires a vast reservoir of knowledge in order to be able to know when and how to perform his duties. Education would thus become not the measure of a good policeman, but a means to make good ones better.

The lawyer, doctor, pharmacist, engineer and even the beautician and barber are required to pass a qualifying State Board examination before being admitted to practice. We may confidently look to the time when the individual will, in addition to a bachelor degree in the police major, be required to pass a qualifying State Board examination before he can move in the police uniform.

Public Relations Recommendations

Public relations is used often in this Thesis. This is

done because among police circles 'good rapport' with the pub-
lic means that projection of personality and image desirous to
be liked. "I have good PR", spoken by an officer, means the
whole realm of human endeavors of selling himself to the situ-
ation. The problem has been that police have been selective
with whom they wish to make such projections, and therefore,
not taken the whole environment as meaningful to their efforts.

This research has shown that police-public relations
cannot simply be a program to reaction of citizen prodding. It
must entail a commond bond between all citizens in whatever cir-
cumstances, which must include interdepartment and most impor-
tant, the press. The news media, because in this fast moving
society, it's evident that mass communication is influencing
public perceptions at a faster rate than individual contact.
That is because modern man is exposed to a large volume of infor-
mation of varying degrees of unreliability. In response, he
establishes a system of discounts which he applies to various
sources almost without thought. Information from a friend or
neighbor, in the absence of a specific reputation for falsehood,
is assumed to be reliable.[3]

According to my belief, police-public relations is not
a question of programs or policies, but primarily a question of
performance, and by this it means the right performance of police
duties and tasks. These are not at all easy, especially when
police have gotten themselves so far behind in its primary goal

111

of public support. We must not ever forget that police per-
formance is only as strong as the support it receives from the
public, and that support is molded to a great extent by what
is viewed by society through police actions and the news media.
So, the manner in which police duties are carried out is very
important for the improvement of such relations. It is not
enough that police consistently be right, we must look right,
as well.

Police have a vantage position to demonstrate to its
respective clientele the need to merit public support. This
image in the positive sense can only be constructed over a long
period of time. The building stage of this image also plays an
important role in the relationship between the police system
and the public. By contriving an appropriate image of the
position, prospect, problems or dangers, the police system can
insure a reaction favorable to its needs.

ENDNOTES TO CHAPTER V

[1]President's Commission on Law Enforcement and
Administration of Justice, The Challenge of Crime in a
Free Society, (Washington, D.C.: Government Printing
Office, 1967), p. 109.

[2]Howard H. Earle, Police Recruit Training,
(Springfield, Illinois: Charles C. Thomas, 1973), p. 153.

[3]John Kenneth Galbraith, The New Industrial State,
(Boston: Houghton Mifflin Company, 1967), p. 325.

TABLE I

DATA OF YEAR 1973

Survey Form of Participating Police Department

<u>10 New Mexico Police Departments</u>

1. Number of commissioned officers in
    the department.. _____

2. Recruitment educational requirements
    (Indicate with X).
    a. High school graduation........................... ( )
    b. G.E.D. .... ( )
    c. Less than high school graduation or G.E.D. ... ( )

3. Length of recruit training required.
    a. Amount of actual hours of instructions....... _____

4. Length of probationary period.
    (months per man)................................. _____

5. In-service training per year 1973.
    a. In average number of actual hours
        per officer.................................. _____

6. Specialized training on public relations per
    man in number of average hours.
    a. Pertains to instructions of related
        subjects such as community relations.
        (not college hours).......................... _____

7. Other specialized training per man in
    number of average hours.......................... _____

8. Number of police with less than high school.
    a. Those without high school equivalency nor
        high school graduation certificate........... _____

9. Number of police with high school equivalency.
    (G.E.D.)... _____

10. Number of police with actual high school
    graduation certificate........................... _____

11. Number of police with one year or less of college
    (30 college credits or less)..................... _____

114

12. Number of police with two years or less of
    college (60 college credits or less)............. _____

13. Number of police with three years or less of
    college (90 college credits or less)............ _____

14. Number of police with four years or less of
    college (124 college credits or less)........... _____

15. Number of police with actual college associate
    degree... _____

16. Number of police with actual college Bachelor's
    degree... _____

17. Number of police with actual college Master's
    degree... _____

TABLE 2
EDUCATIONAL STATUS OF POLICE DEPARTMENT PARTICIPANTS
IN
NEW MEXICO

CITY POLICE DEPARTMENTS 1973 DATA		ALBUQUERQUE	ALAMOGORDO	ESPANOLA	GALLUP	HOBBS	LAS CRUCES	LAS VEGAS	ROSWELL	SANTA FE	SILVER CITY	TOTALS AVERAGES PERCENTAGES
Number of Policemen		476	26	22	33	46	81	30	60	74	19	867
Recruit Educational Requirements		H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.	H.S. G.E.D.
Recruit Training (hrs per man)		880	120	200	240	240	300	240	400	420	230	AVERAGE 332 HRS.
Probation Period (months)		12	6	6	12	6	12	12	6	12	6	9 months
In-Service Training (hrs per man)		40	26	45	126	50	40	100	50	281	250	100 HRS.
SPECIALIZED TRAINING (hrs per man)												
Public Relations/Community Relations		38	0	32	120	6	8	4	6	15	20	28 HRS.
Other Specialized Training		76	10	80	80	125	250	4	13	40	50	73 HRS
Number of Police with Less than G.E.D.		0	0	0	0	0	0	0	0	0	0	0
Number with G.E.D.	No.	31	3	3	3	12	11	3	10	17	4	97
Number with High School	No.	445	23	19	30	34	70	27	50	57	15	770
YEARS OF COLLEGE												
30 Credits or Less	No.	37	19	3	1	11	14	8	0	0	3	96
	%	8 %	73 %	13 %	3 %	24 %	17 %	27 %	-	-	16 %	11 %
60 Credits or Less	No.	80	3	2	1	4	18	9	0	0	2	119
	%	17 %	11 %	9 %	3 %	9 %	22 %	30 %	-	-	10 %	14 %
90 Credits or Less	No.	64	2	1	0	5	4	10	0	0	3	89
	%	13 %	8 %	5 %	-	11 %	5 %	33 %	-	-	16 %	10 %
124 Credits or Less	No.	20	2	2	0	4	8	3	0	0	3	42
	%	4 %	8 %	9 %	-	9 %	10 %	10 %	-	-	16 %	5 %
ASSOCIATE DEGREE	No.	10	0	0	0	9	0	0	0	0	0	19
	%	2 %	-	-	-	19 %	-	-	-	-	-	2 %
BACHELOR DEGREE	No.	50	0	0	0	5	8	0	0	4	7	74
	%	11 %	-	-	-	11 %	10 %	-	-	5 %	37 %	8 %
MASTER'S DEGREE	No.	4	0	0	0	0	0	0	0	0	1	5
	%	1 %	-	-	-	-	-	-	-	-	5 %	1 %

REFERENCES

Books

Abbott, Walter M., S.J., The Documents of Vatican II.
    New York: Corpus Books, 1966.

Adams, Alexander B. Handbook of Practical Public Relations.
    New York: Thomas V. Crowelly Company, 1965.

Ahern, James F. Police in Trouble. New York: Hawthorn
    Books, Inc., 1972.

Arensberg, Conrad M. and Kimball, Solon T. Culture and
    Community. New York: Harcourt, Brace and World,
    Inc., 1965.

Banton, Michael. The Police in The Community. London:
    Tavistock Publications, 1964.

_____. The Policeman in The Community. New York;
    Basic Books, Inc., 1964.

Becker, Howard S. Social Problems: A Modern Approach.
    New York: John Wiley and Sons, Inc., 1966.

Berkley, George, E. The Democratic Policeman. Boston:
    Beacon Press, 1969.

Cahn, Edmund. The Predicament of Democratic Man. New
    York: Dell Publishing Company, Inc., 1961.

Castello, Timothy W. Psychology in Administration. New
    Jersey: Prentice Hall, 1963.

Coffey, Alan, Eldefanso, Edward and Hartinger, Walter.
    Police-Community Relations. New Jersey:
    Prentice Hall, Inc., 1971.

Coleburt, Russell. An Introduction to Western Philosophy.
    New York: Sheed and Ward, 1967.

117

Cushman, Robert E. Leading Constitutional Decisions.
        New York: Appleton, Century and Crofts, 1965.

Earle, Howard E. Police Recruit Training. Illinois:
        Charles C. Thomas, 1973.

Galbraith, Kenneth John. The New Industrial State.
        Boston: Houghton Mifflin Company, 1967.

Garmire, Bernard I., Rubin, Jesse, and Wilson, James O.
        The Police and The Community. Baltimore:
        The John Hopkins University Press, 1972.

Golembiewski, Robert T., Gibson, Frank, and Cornog,
        Geoffrey V. Public Administration. Chicago:
        Rand McNally and Company, 1972.

Gourley, Douglas G. Public Relations and The Police.
        Springfield, Illinois: Charles C. Thomas, 1953.

Hampton, David R., Summer, Charles E., and Webber, Ross A.
        Organizational Behavior and The Practice of
        Management. Illinois: Scott, Foresman and
        Company, 1973.

Hilgord, Ernest R., and Atkinson, Richard C. Introduction
        to Psychology. New York: Harcourt, Brace and
        World, Inc., 1967.

International Association of Chiefs of Police. The Patrol
        Operation. Washington, D. C., Professional
        Standards Division, 1970.

Longstreth, Morris T. The Force Carries On. Toronto:
        MacMillan, 1964.

Mann, Philip A. Psychological Consultation With A Police
        Department. Springfield, Illinois: Charles C.
        Thomas, 1973.

Moore, Wilbert E. Industrial Relations and The Social
        Order. New York: The MacMillan Company, 1947.

Mueller, John H., Schuessler, Karl F., and Costner,
        Herbert L. Statistical Reasoning in Sociology.
        New York: Houghton Mifflin Company, 1970.

Nolting, Orin F., ed. The International City Managers'
         Association, The 1967 Municipal Yearbook.
         Chicago, Illinois: 1962, 1963 and 1970.

Radelet, Louis A. The Police and The Community. Beverly
         Hills: Glencoe Press, 1973.

_____. The Police and The Community: Studies.
         Beverly Hills: Glencoe Press, 1973.

Reiss, Albert J. Jr. The Police and The Public. New
         Haven: Yale University Press, 1972.

Schmit, Joseph L. Public Relations of Police and The
         Community. The Police Year Book. Washington,
         D. C.: International Association of Chiefs of
         Police, Inc., 1969.

Simon, Julian L. Basic Research Methods in Social Science.
         New York: Random House, 1969.

Simon, Herbert A., Smithburg, Donald, and Thompson, Victor
         A. Public Administration. Englewood Cliffs, New
         Jersey: Prentice Hall, 1963.

St. George, Maubert. Public Relations. New York:
         Alexander Hamilton Institute, 1951.

Sterling, James W. Changes in Role Concepts of Police
         Officers. Maryland: International Association
         of Chiefs of Police, 1972.

Tappan, Paul W. Crime, Justice and Correction. New York;
         McGraw-Hill Book Company, Inc., 1960.

Toffler, Alvin. Future Shock. New York: Random House,
         Inc., 1971.

Weaver, Richard M. A Rhetoric and Handbook. New York:
         Holt, Rinehart, and Winston, 1967.

Whitehead, Don. The FBI Story. New York: Random House,
         Inc., 1956.

Wilson, James O. Varieties of Police Behavior. Cambridge:
         Harvard University Press, 1968.

Wilson, O. W., and McLaven, Clinton Roy. Police
         Administration. New York: McGraw-Hill, 1972.

Wolfgang, Marvin E., Sanitze, Leonard, and Johnston,
    Norman. The Sociology of Crime and Delinquency.
    New York: John Wiley and Sons, Inc., 1970.

University of Wisconsin. Factors Contributing To The
    Police Image and Police-Community in Four
    Wisconsin Cities. Wisconsin, 1967.

Master's Thesis

Berniklau, Vladimir V., M. A. Management Development of
    Scientists and Engineers in The Federal Government:
    An Analysis of Basic Behavorial and System
    Considerations. Published Master's Thesis,
    University of New Mexico, 1967.

Larrichio, Donald J., M. A. The Extent of Administrative
    Control Over The Discretionary Power of The Police-
    man in The Field Through Bureaucratic Rules.
    Published Master's Thesis, University of New
    Mexico, 1973.

Rogers, Berylene Blakeley, M. A. Formal and Informal
    Public Relations Structure for Governmental
    Agencies. Published Master's Thesis, University
    of New Mexico, 1969.

Periodicals

Ahearne, John. "Community-Police Relations", The New
    Mexico Lawman, August, 1973, p. 16.

Cotter, Paul. "Daily Actions Building Favorable Police
    Image", The National Police Journal, November,
    1969, p. 16.

Goldhaber, Gerald M., Fossum, Donna, and Black, Sally.
    "Police-Student Attitudes", Law and Order
    Magazine, April, 1972, p. 102.

120

Pudinski, Walter. "Safety, Service Primary Goals of
        California Highway Patrol", <u>The New Mexico
        Lawman</u>, November, 1973, pp 12-13.

Sealy, Lloyd G. "A Police-Community Relations Program",
        <u>F.B.I. Law Enforcement Bulletin</u>, June, 1968,
        p. 7.

Newspaper

<u>Albuquerque Journal</u>, Editorial, September 23, 1973.

<u>Albuquerque Journal</u>, Editorial, October 7, 1973.

Public Documents

Governor's Council on Criminal Justice Planning. <u>New
        Mexico Comprehensive Plan</u>. Santa Fe, 1971.

Lohman, Joseph D., Misner, Gordon E. "The Police and
        The Community" and "Problem Areas in Police
        Community Relations". <u>The President's Commission
        on Law Enforcement and The Administration of
        Justice, Field Survey IV, Volume 2</u>. Washington,
        D. C.: USGPO, 1966.

Reiss, Albert J. Jr. "Career Orientation, Job Satisfaction,
        and The Assessment of Law Enforcement and
        Administration of Justice", Studies in Crime
        and Law Enforcement in Four Major Metropolitan
        Areas", <u>Field Survey III, Volume 2</u>. Washington,
        D. C.: USGPO, 1970.

President's Commission on Law Enforcement and Administration
        of Justice, <u>The Challenge of Crime in a Free Society</u>.
        Washington, D. C.: Government Printing Office, 1967.

_____. <u>Task Force Report</u>: Washington, D. C.:
        Government Printing Office, 1971.

121

United States President's Commission of Law Enforcement
    and Administration of Justice. Office of Law
    Enforcement Assistance, United States Department
    of Justice, The Police and The Community.
    University of California at Berkeley, Volume 2,
    1969.

United States Department of Justice, Law Enforcement
    Assistance Administration. LEAA Newsletter,
    Volume I, November 5, Washington, D. C., 1971.

U. S. Congress House. Text of Title I, Law Enforcement
    Assistance Public Law 90-35 H.R. 5037.
    Washington, D. C.: U. S. Printing Office, 1968.