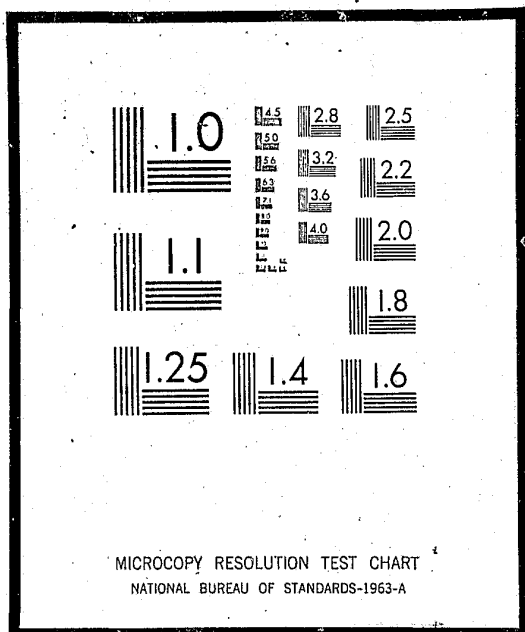


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SUMMER YOUTH PROGRAMS AT THE NEW HAVEN DEPT. OF POLICE SERVICES

1972

FINAL REPORT

A71-93-18C

29131

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Program Co-ordinator

This report is being filed in compliance with the terms of the Summer Intern Grant #A71-93-18C and is intended to inform the reader hereof with an evaluation of programs run under this grant, an explanation of these programs and their operation, and suggestions for improving programming for coming years.

To facilitate these ends, this report is divided into separate sections covering each of the varied aspects of the program.

I. General Comments

The summer programs co-ordinator for 1972 was a job which in practice was greatly reduced from the desired level of activity originally anticipated by the Department in its original grant requests. The co-ordinator did not begin work in January, 1972 as contemplated, due to budget reduction, hence much early planning essential to the success of such programs was not done. The net effect of the ultimate reduced budget was a reworked and scaled down program, rapidly conceived and planned, which attempted to meet as many of the goals outlined in the grant request as possible.

The co-ordinator was responsible for: 1. conceiving and establishing an athletic program, 2. hiring, placing, supervising, guiding, and paying high school aides, 3. administrating, planning, and executing the college intern program, and 4. teaching seminars and providing job enrichment services to the Department's youthful summer employees, especially the college interns.

The program thus demands a highly flexible administrator who is capable of meeting these many and different needs. Ideally the program should be run by a lawyer, law student, or teacher who is also a proven administrator and planner, who enjoys working with young people, and who has a strong interest in the workings of the criminal justice system and especially the police. While all of the above qualifications are not absolutely essential to fulfilling this job, a sensitivity to and awareness of each of these functions is a must.

It should be noted that the co-ordinator's job is not serene and stable. Problems ranging from personal troubles to placement constantly come to his attention throughout the summer. Schedules have to be worked and reworked. Plans have to be made and either kept or adjusted to the exigencies of the situation. The co-ordinator should get personally involved with at least one segment of the projects that he is supervising. This past summer, the co-ordinator worked directly with several of the college interns on a revision of the Department's Unusual Occurrence Plan Manual, and on systems studies of component Departmental functions with regard to setting up an Operations Procedures Manual. In this way, the co-ordinator's time was well (and fully) spent and he got to know more about the Department and the people working with him.

Needless to say, the job is most demanding as its inception. It is at this point that people have to be hired, supplies and books ordered, plans for placement made, payrolls have to be organized, budgets kept, seminars organized, space must be found, and programs organized or conceived. At these early stages these factors and no others should occupy the co-ordinator's attention. After an initial period of frenzy, the job should soon boil down to a manageable whole with set purposes, methods, and modes of operation. A second period starts when the co-ordinator must re-evaluate and alter initial planning, make adjustments, and iron out any difficulties that have arisen.

In organizing the program as a whole, the co-ordinator should at an early date get to know the personnel whom he will be working with and evaluate the potential of the personnel who are hired for the program. Assistants should be appointed to assume direction of key aspects of the program which will require continuing and close supervision throughout the course of the program, and for which the director or co-ordinator cannot devote his full time. Last summer two such assistants were appointed: an athletic supervisor to handle the summer basketball program, and a special projects assistant to handle the Operations and Unusual Occurrence Plan Manuals. In addition NYC^{*} provided two supervisors who provided direct management of the high school aides placed in the Department. [See Appendix 1 - Organization attached at the end of this report].

As stated above, since the co-ordinator did not begin work until June, 1972 early planning and liaison work with local colleges and universities was simply not done. A proposed questionnaire to measure attitude change toward the police was not executed. More important, the positions created for the 1971 college interns were totally re-defined and the structure and content of the college intern seminars was drastically changed to meet the needs of the new co-ordinator and the new interns. All of these changes are explored in more detail within.

In sum, the co-ordinator's job is a collection of complex tasks and roles occupying a full time position. The nature of these tasks and roles constantly changes throughout the course of the summer, especially after the initial period of organization and adjustment is met. Whereas at the beginning, the co-ordinator must plan and

* Neighborhood Youth Corps

experiment he must later supervise and counsel while working with the basic projects he has established and which he wishes those participating in the program to work on and complete.

II. The Athletic Program

The athletic program involved approximately 300 New Haven children in afternoon and early evening basketball competition and clinics. The program was put under the general charge of one of the summer interns who worked on one hand with the co-ordinator in planning and ordering equipment, and on the other hand with his own assigned staff. He used morning time to take care of his administrative duties and to meet with the co-ordinator and/or his staff. Afternoons and evenings were reserved for play. Because the program generally got off to a late start we were unable to organize a baseball component of the program. Because of decreased funding and small staff, a girl's basketball program was never formally established.

The intern was assigned 18 high school and college students who served as playground supervisors, coaches, time keepers, referees, scorekeepers, record keepers, etc. He organized two basketball programs, one run out of the Hill Community Police Center and run at the Davenport Avenue playground, the other run out of the Newhallville Police Community Center and run at the playground adjacent to the Vanguard Teen Center. As stated above, the program attracted some 300 city youth of all races and ages. Early publicity was accomplished through radio spots, newspaper coverage, and through the efforts of the Police Community Centers. Complete records of each player were kept including application material and player performance. Each individual accepted to the program was given the fullest opportunity to play and develop his skills. Many more applications were received than the program could reasonably accomodate and many

were placed on waiting lists.

Two leagues were organized: Newhall and Hill. Each league consisted of a Biddy Division (four teams each) and an Intermediate Division (four teams each). Games were scheduled first within each league (for each division) and playoff games between the leagues were later arranged. The program culminated in an awards picnic at the end of the season with trophies awarded to the best teams, players, most valuable players, most improved players, etc.

An evaluation of the program leads to the conclusion that it well met its goals. Through early publicity and recruitment a large pool of players were assembled. Since the program attracted a considerable response from the youth, a dedicated core of players and teams was organized. Players consistently showed up for scheduled games, practice, and instruction. The coaching and other staff were dedicated and enthusiastic. Practice and organization was accomplished in late June and early in July. Formal rules were drafted and adhered to. Teams were picked by "draft" and well balanced to insure equal competition (one or two points separated teams throughout the course of the summer).

The fact that these teams were organized out of the Police Neighborhood Centers promoted better relations with the police and their communities. Youngsters felt more at home and at ease with police in general, and further used the centers in each community as a social gathering place. The participants wore tee-shirts emblazoned with "N.H.D.P.S. Summer Athletic Program" and the name of their team. The kids wore these shirts both on and off the field, at play and while on their own. It was not uncommon to see several

of these youngsters around town sporting their tee-shirts. It was not uncommon to see these kids just chatting with police when they were called in these neighborhoods on other business. In sum, the program was effective and was efficiently run. With more staff, more equipment, and more money, more could have been done to further strengthen existing programs, establish yet another league in the Fairhaven section of the city, establish formal girl's leagues, provide more instruction, and accomodate more players.

Unlike previous years, the program attracted a more diverse group of players, both black and white (even though the major impetus of the program was primarily designed to meet the needs of inner city youth). Although as noted, there was considerable betterment of police relations among the participants, more could have been done to promote stronger police contacts such as by having one or more officers serve as "sponsors" to the various teams.

After having observed several of the games at each center, I was impressed with the playing ability of most of the players. The program provided these youngsters with an opportunity to play and improve in the context of organized teams with guidance and instruction. Since most of coaches were high school and college students, there was good rapport with the participants and in formulating a program to meet their needs. The net result was quite impressive.

More attention should be given to hiring a permanent P.D. athletic co-ordinator, or at least hiring a part time athletic co-ordinator to continue with this work. More should be done to involve members of the police department itself in such athletic programs, by having officers serve as sponsors, coaches, etc.

III. High School and Student Aides

The Department last summer placed over 32 youngsters with summer positions. These youngsters were referred to the Department by the Model Cities Program, the City of New Haven, the Park Department, and the N.Y.C. program. This amounts to a net increase of 60% over the number of such youngsters the Department placed last year.

The students performed a variety of jobs for the Department in several of the Department's divisions and functions:

- 18 Basketball Program
- 4 Animal Shelter, Maintenance, and Armorer
- 1 Garage
- 2 Central Complaint Bureau
- 2 Investigative Services
- 1 Internal Affairs Division
- 1 Support Services Division
- 2 Records and Data Processing Division
- 1 Division of Education and Personnel

Each student worked under the direct supervision of a Departmental employee or supervisor (except those assigned to the athletic program as indicated). Their departmental supervisor kept their time, assigned work, etc. The goal was not simply to provide these students with some employment, but to provide them with a meaningful summer experience--an experience which would allow them to see a police department in action, allow them to pursue their own interests or education in the work context, and allow them to make money. By and large the program succeeded well.

Supervision posed a major problem in that: 1. individuals from different programs worked a different amount of hours at different rates of pay, 2. individuals were spread out over various functions. The Co-ordinator was responsible for all these students directly, except those placed directly through the City (4 persons).

The athletic assistant kept the time for and directly supervised the 18 youngsters assigned to his program. These students came from three sources, the Model Cities Program, the Park Department, and N.Y.C.

The remaining youngsters (10) were all N.Y.C. students and worked under the immediate supervision of two supervisors placed with the Department. The N.Y.C. supervisors kept track of time, work, etc. for the students given over to their charge. Weekly, the N.Y.C. supervisors, the athletic assistant, and the co-ordinator would meet to complete necessary paperwork, check pay requests and times, and discuss problems and ways to improve the program. The N.Y.C. supervisors were additionally permitted to ride in a patrol car one evening (as the college interns). A tour of all the Department's facilities was conducted by a police Captain for the student aides.

Taking the N.Y.C. program as an example, the average student worked 22.5 hours per week out of 23 or 23.5 hours he or she was expected to work; the average student missed only one or two days work for the entire summer. Additionally, only one student requested to be reassigned and only two students were terminated, for the entire program.

Moreover, each student seemed to enjoy his job and each supervisor seemed pleased with the work produced. One of the student's fathers was so pleased that his daughter was so happy working with the Department that he made it a point of personally coming down and thanking the girl's Departmental supervisor himself. In short the youngsters were reliable and well motivated; they performed a valuable service to the Department in taking up the slack caused by

vacationing employees; they produced good quality work and showed an interest in their work and the Department.

Because N.Y.C. did not provide the Department with an aide who was over eighteen years old, no aide was assigned to Detention as anticipated. Similarly, the lack of a student aide with requisite typing ability precluded assignment to the Patrol Division. General lack of time and funding precluded development of educational programing and field trips for the aides. Aides were, however, given access to books, pamphlets, and other material if they desired to pursue an interest in a given police related area. Supervisors met with the aides in their charge throughout the summer to solve problems and answer questions. A meeting of all the aids was arranged twice during the summer (excluding those working on the athletic program where separate meetings were held) with the co-ordinator.

To say the program was successful from the student point of view is not however to say the program was a complete success. Because we were dependent on the various agencies mentioned problems in co-operation and co-ordination arose. Problems were of two types: screening, placement, and pay.

Prior to my start as co-ordinator, the Department's operations planner compiled a list of probable positions and the persons that would be needed to fill this position. He specifically listed the ages of the persons desired and the skills needed. This list was submitted to N.Y.C. and interviews with N.Y.C. were later arranged to discuss these positions. He was assured that N.Y.C. would do its best to comply with the letter of these requests. When I started work, I also spoke to various N.Y.C. personnel

and we were both assured that they would comply with the letter of these requests. We specifically requested that all personnel sent to us be at least 16 years of age. To make a long story short, N.Y.C. did not send the type of students we requested, nor did they send them on the day agreed upon. After two weeks we finally did receive a total of 13 students from N.Y.C. Some did and some did not meet the standards we had previously set forth and almost all were 16 or below. Nonetheless, after considerable replanning we were able to absorb these people and provide them with work. Although Model Cities proved much easier to deal with we initially encountered some difficulty with personnel they sent us. Two of the persons they sent to us proved totally unsuited for work on the athletic program and were reassigned by Model Cities elsewhere after replacements were sent.

The major problem was, however, pay. Despite the fact that the department kept elaborate sets of pay records and completed all required forms of the agencies involved, these students were not paid on time. At the beginning of the program, the pay of the N.Y.C. workers was held up as much as three weeks in arrears. Due to an office error, the pay of the Model Cities people was also held up and we were initially told that these workers would not receive their arrears until the end of the program. This created a difficult situation for both the co-ordinator and for the Department as these youthful workers demanded payment for the time that had actually worked. After many discussions with officials of these agencies, a meeting with the city manpower director, and sending representatives among the aides to see agency officials pay was expedited and

corrected. The situation became so bad at one point that the members of the athletic program staff virtually walked off the job. The over-riding impression was that somehow this was the Department's fault or that we were trying to pull something over on the student workers. After several meetings this misimpression was corrected, but much of the early enthusiasm and momentum these young workers had generated turned to cynicism and mistrust. This created even a harder job for the co-ordinator in remotivating these young workers and re-establishing the rapport we had initially created. One of the N.Y.C. girls after two weeks without pay phoned my office virtually in tears over not being paid. Money was loaned to several students to provide them with enough for bus transportation to work and back. It must be remembered that for several of these kids, this was the first job they had ever held. It got off to a mixed start as they borrowed money and struggled to get through these first weeks.

The already difficult supervisory problems were exacerbated by the fact that N.Y.C. agreed to pay their supervisors \$100 per week at the start of the program. Two weeks into the program their pay was cut to \$80 per week. We were not able to effectuate any increase in pay back to the \$100 level as promised. Nonetheless, the N.Y.C. supervisors continued to work hard and do their jobs well. One of the supervisors left two-thirds of the way through the program when he was given the opportunity to travel overseas. He was immediately replaced by N.Y.C. and his replacement proved competent.

Internally the Department operated efficiently and receptively toward the program. All the supervisors both from the program itself and from the Department were receptive and co-operated fully with the co-ordinator. Because of the earlier work done placement and positions were expedited. The fact that I had previously worked for the Department and personally knew many of the supervisors also helped both in placement and the type of work these aides were assigned. Each of the aides knew how to reach me and where my office was located--several took the opportunity to talk with me about their work and/or personal problems throughout the summer. I made it a point of visiting each job site throughout the course of the summer to check what was actually being done and what these aides were doing.

I would strongly recommend that the Department accept youngsters from only one agency for summer employment. If administrative problems of the type encountered with N.Y.C. cannot be worked out, the Department should absolutely refuse to place N.Y.C. personnel (I understand that such dealings have been common in the past three years the Department has placed N.Y.C. people). High school aides should be continued in the Department if they are truly needed and positions are well conceived and co-ordinated with the permission of division commanders. This type of planning was largely done this last summer and contributed to the overall success of the program.

IV. The College Internship Program

It should be first noted that the co-ordinator's position was not funded in January as originally anticipated. This meant that virtually no time could be spent for recruitment on the college campuses as had been anticipated in the grant application. Moreover, in the crush of trying to establish three separate youth programs as outlined, much of the other planning work regarding the college interns, especially structuring field trips and arranging for outside speakers and consultants was abandoned.

Despite the lack of recruiting, the Department received a voluminous amount of job applications seeking positions as summer interns. The co-ordinator participated in deliberations relating to the hiring of the nine other positions that were funded (this cut back from the 20 anticipated). On the whole, the program attracted a bright and conscientious sort of individual who was capable of producing careful and well thought out work (with exceptions). Additionally the program attracted one work study student, from Yale, who proved to be an invaluable asset in running these programs.

The co-ordinator was initially responsible for conceiving jobs and placement of the individuals ultimately hired. The job descriptions outlined proved inadequate for several reasons: 1. change in Departmental administration with change of priorities and emphasis, 2. new college students with different abilities and interests, 3. continuation of three students from the previous year. 4. mixed level of experience and education, and 5. the fact that much of the work outlined had already been completed. Because of this condition the college interns were placed as follows: A., continued work from his

previous summer employment with the Regional and Organized Crime Squads; B., who also had previously worked as a summer intern was assigned to Education and Personnel; C., a second year law student was assigned to work with the Department's Legal Advisor; D., started work early with Gambling and Narcotics; E, F, G, and H were assigned to assist me in systems work on devising an Operations Procedure Manual and rework of the Department's Unusual Occurance Plan Manual. I., was also assigned to this latter group. Only two proved ineffective in performing their assigned tasks.

As an adjunct to the work experience, the co-ordinator also conceived and structured a series of seminars for the interns. Rather than replicate the previous year's work (which would be redundant to those who had already participated and of dubious value to most of the interns who were college seniors or graduate students), the seminars featured guest speakers who were division heads of several Departmental functions. Readings were co-ordinated in LaFave and Remington, Arrest, The Decision to Take a Suspect Into Custody, Wilson and McLaren, Police Administration, and the President's Commission on Law Enforcement and the Administration of Justice, Task Force Report on the Police. The structure of these seminars was an informal discussion group, which met on a quasi-business like basis to learn more about the operation under study for the day, and to help isolate and solve problems attendant upon this component operational service. Seminars were as follows:

SEMINAR ONE

The Records and Information function. Guest, Captain Wm. Roche, Commander of the Record and Data Processing Division. Discussion of why a police department keeps records, how they are kept, the role of computer in record keeping, proposed national records systems, invasion of privacy and confidentiality.

SEMINAR TWO

Administration and Inspections. Guest, Captain David Burke, Commander of the Inspectional Services Division. Discussion of the organization of the Department, the role of the Chief of Police, Deputy and Assistant Chief, Supervisory personnel, the chain of command concept, lateral entry (pro and con), inspections and the need to inspect, the civilian complaint procedure and police disciplinary proceedings.

SEMINAR THREE

The Plainclothes function. Guest, Lt. Edward Morrone, Assistant Director of Investigative Services Division. Discussed were the activities of plainclothes units, what makes a good detective, selecting plainclothes personnel, the police role in society, the public view of the police, police practices and the law.

SEMINAR FOUR

The Education and Personnel function. Guest, Sgt. Dan McNulty, Personnel Co-ordinator. Discussion of how police are trained, what they learn, the training curricula, testing and screening methods, placement and job advancement, promotions, personnel records, role of educational consultants, community service and public relations.

SEMINAR FIVE

The Patrol function. Guests, Captain Wm. Farrell and Lt. James Defilippo, Commander and Assistant Commander of the Patrol Services Division. Discussed were the police role, the role and tasks of uniformed personnel, comparison to intern's experience riding on patrol, selective enforcement, the role of women in law enforcement, the relation of the uniformed function to other Departmental functions.

SEMINAR SIX

General Plenary Session. Comparison of the work experience of the summer interns, questions, comments, and observations. Attitude change of difference having worked with a police department.

In addition to the seminars mentioned, each intern was given the opportunity to ride on patrol at least three times during the course of the summer. This aspect of the program has proved to be the most rewarding and informative part of the experience for most of the summer interns (most of the interns requested and received additional opportunities to ride on patrol, with plainclothes, or special units). The actual experience of riding and answering police calls, dealing with people, and mingling with actual patrolmen proved most beneficial. This experience provided the springboard to the seminars and provided much incentive in relating regularly assigned job duties to the perceived police function. This experience more than any other was responsible for a noticeable change in attitude towards the police by the student interns.

We thus tried to provide an integrated setting for the college intern in which he or she was exposed to actual work experience with the Department, participated in an academic/business seminar to learn, read, discuss, and share perceived notions and concepts, and was given the opportunity to interact in a real police situation while riding on patrol. The success of this type of approach is very difficult to quantify and largely depends upon the individual involved.

In most cases the interns were generally pleased with the program. They enjoyed their work and the people they worked for. Unfortunately some of the interns on the Manual Revision projects did not fully understand their role or the full nature of the project while they were working on it, this was clarified in the last seminar. In some cases, the student liked what he saw and this stimulated an interest in preparing or seeking a career in law enforcement. At

least one intern was very much "turned off" by the whole experience and was left with re-enforced notions of stereo-typic aspects of police work (a condition in part precipitated by a conflict with the co-ordinator and other Departmental personnel).

The work product they contributed from the Department's point of view ranged generally from good to excellent. The interns working on the Manual Revision, for example, surveyed and developed tentative procedures for most of the Department's divisions. Moreover, the Department now has several systems studies which have proved to be very useful in developing job descriptions and in general management decision making. The experience and product of other interns suggests a similar result.

The interns found the seminars interesting, but some were troubled by a lack of classical academic structure and sought instead, something more like a typical college course offering. The major criticism of the program seems to have been a lack of more precise planning and co-ordination. I concur in this criticism which is explained by the general lack of time allocated to the co-ordinator this year to plan these programs. Little or no planning was done as to any of these programs in advance of hiring a co-ordinator. The interns doubtlessly were aware of the haste in which these programs were put together and implemented. Many of the interns found themselves in a new and different kind of work experience, some expressed the opinion that some further time to adjust to the new job would have been desirable.

In general the summer intern program was very successful. Many useful products resulted from the experience including: a net benefit

to the Department in terms of work accomplished, a benefit to the intern in terms of added experience and challenge, and the opportunity for the Department to be exposed to new and different ideas and values and visa versa with respect to the summer interns. More time must be spent in planning jobs for the summer interns and orienting them to these positions. The precise nature of their work should be carefully explained to avoid misunderstanding. Although no seminar arrangement will suit all the interns due to the very heterogeneity of the group, material geared at a better knowledge of the police and the police function seems most appropriate. The form or mode of presentation must be constantly adjusted within limits to meet the needs of the group, neither a heavily academic orientation nor a heavily business centered orientation is in itself desirable. A balance somewhere in between must be reached. The differing levels of education, intelligence, maturity and experience in each group of interns defies generality here, and makes structuring formal programming of this kind very, very difficult.

ORGANIZATION

