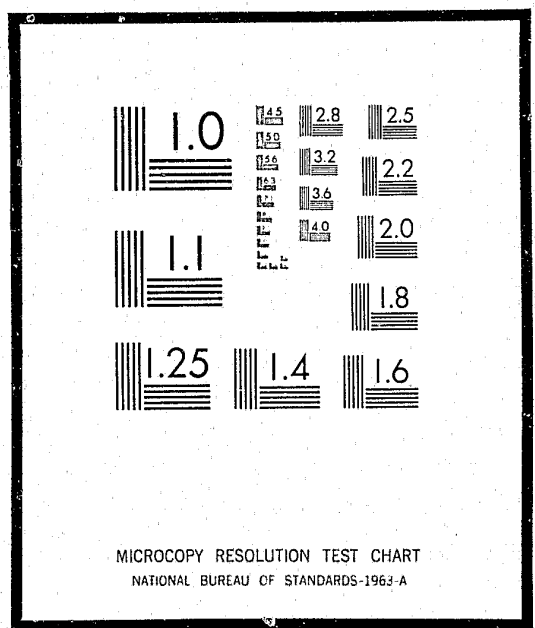


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FINAL NARRATIVE REPORT

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NEWARK POLICE CADET PROJECT

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- PROLOGUE -

On June 30, 1973, the experimental two year Newark Police Cadet Project came to a close. This final report will endeavor to describe the project from the inception stage, through its implimentation, to its culmination on the above date. But, factually, as will be detailed later in this report, there can be no absolute finality to our project because the end results of this experiment will not truly be realized for many years to come, as the newly promoted former cadets gain experience and maturity in their new careers.

When originally funded as a Discretionary Grant effective July 1, 1971, the Project Detailed Budget called for a cash Grantor (LEAA) expenditure of \$125,470., the great bulk of which was programmed to salaries of cadets, and an in-kind Grantee (City of Newark) contribution of \$72,031. As will unfurl in the following pages, it will be evident that, while almost all of the Grantor obligation was expended, the in-kind contribution was 195 % above the original grantee obligation.

While this report will detail both the grantor and the grantee input, the most important aspect will be the output, i.e. the final and expected results of the project, the goals attained, the unexpected benefits and, where results show it, the failure to attain certain positive goals.

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I.

INCEPTION

PRE-OPERATIONAL

STAGE

The original conception to employ a continuing group of young men to train and work in law enforcement prior to their eligibility to become police officers was born in mid-1969. While the idea of "Police Cadets", per se, is not new, the then Police Director, Dominick A. Spina, directed the commander of the Newark Police Planning & Research Bureau, Deputy Chief John L. Redden, to develop an innovative and original concept which would provide the Newark Police Department with a continuing supply of talented, experienced, college trained police recruits at age 21.

Basically, the original project description, which was approved by the State Law Enforcement Planning Agency (SLEPA) and the Law Enforcement Assistance Administration (LEAA) is outlined in some detail in a brochure entitled "NEWARK POLICE CADET PROGRAM" (See attachment "A") and was as follows:

A 38-month training program to consume the time lapse between a young man's graduation from High School at age 17 or early 18 until reaching age 21. Having completed the 38 month program, the cadet was to automatically be promoted to the Civil Service rank of patrolman without the necessity of a promotional examination.

Originally, fifteen young men were to be sought each year, but this figure was raised to twenty before the program began. In this manner, it was hoped that our department would generate twenty new cadets each year and, after the third year of operation, promote twenty cadets to patrolmen each year to begin their active law enforcement careers.

The cadet's three year training was programmed so that, during the first year, called the "Technical Phase",

he would work and train within eleven (11) auxiliary areas, spending about a month in each area. The second year, called the "Field Study Phase", the cadet would spend outside the department's confines, in other related law enforcement segments, such as the courts, the Prosecutor's Office, Parole and Probation Divisions, drug and alcohol rehabilitation centers, and many others. The third year's training, called the "Application Phase", would return the cadet to our department and, during his 20th year of age, begin to involve him personally in the day-to-day operations of the department, such as school crossing guard assignments, writing police reports, assisting in District Stations as clerk, etc., and generally performing any non-hazardous police functions detailed to him.

During the three year period described above, the cadet was to have devoted twenty-five percent of his forty hour work week in pursuit of a college education. Since one of the requirements of employment was that each cadet be accepted as a first year student at Rutgers University College, it was programmed that each cadet, by attending two full semesters and one Summer course per year, should earn an associate degree in Police Science by the time he reached age twenty-one and is promoted to the rank of Patrolman.

And so, by June 30, 1971, the Newark Police Department was prepared to begin its involvement in this new and innovative adventure.

II.

IMPLEMENTATION

- THE FIRST YEAR -

It became evident even prior to the planned beginning date of the program, July 1, 1971, that it would not be operable or even accepted by the funding agencies, LEAA and SLEPA, by that date. Postponement followed postponement, problem followed problem until, for a very short time in late August and early September, 1971, serious consideration was being given to scrapping the program and turning our attentions elsewhere.

Newark had requested a Civil Service examination early in the year and applications were issued by the department of Civil Service (C/S) on April 12, 1971. (See Attachment "B") In conjunction with the upcoming test, department personnel began an intensive recruitment drive to interest 1971 graduates of Newark High Schools in taking this test to become Police Cadets. (Note: See Chapter entitled "Recruiting" for detailed description of these and subsequent efforts.)

The entrance C/S examination for cadet aspirants was held on May 22, 1971. Of the over 1800 students who were personally informed of the availability of this upcoming program, only ninety-six (96) young men submitted applications to take the test. Of this amount, forty-two did not appear to take the test and of the remaining thirty-nine (39) failed to pass the written or physical portions of the test. Fifteen young men passed and were placed on the C/S eligibility list. (See Attachment "C") After further candidate background investigation and testing at the local level, three more were rejected and two declined to accept the position. Only ten (10) cadets were accepted instead of the hoped-for and planned-for number of twenty. The resulting reduction in the number of candidates caused some modification in the proposed training schedule even before it began.

But recruitment was a minor setback to our plans in comparison to a major factor that came very close to causing the program to collapse even before starting, the problem of funding. While project proposals had to be written and rewritten, submitted and resubmitted in the months of May to August, 1971, no funding was forthcoming and, early in September 1971, with the ensuing Fall semester rapidly approaching, the new Police Director, former Deputy Chief John L. Redden, was forced to decide whether to hire the eligible cadets and begin their education and their active employment without funding to pay for them, or to postpone the implementation of the program until such time as monies became available from SLEPA to finance the project. The Director boldly took the positive tack and authorized the enrollment of the ten eligible cadets at Rutgers University College on September 13, 1971. The cadets attended night college for two weeks before, on September 26th, they were ordered to report to the Police Academy to begin their recruit indoctrination. The first funding check did not arrive

from SLEPA until October 26th and the cadets worked eight weeks before they received their first paycheck.

For five weeks, each cadet received the first segment of the basic seventeen week Newark Recruit Patrolman course.

Each cadet passed his academy training successfully and was assigned to one of the following ten training areas within our department to work and learn under the watchful eye of unit supervisors:

- (1) Fingerprint Section, Records & Ident. (R&I)
- (2) Field Identification Section, R&I
- (3) Master Index File, R&I
- (4) Data Procession Section, R&I
- (5) Pawn Shop Section, R&I
- (6) Tabulation Section, Warrant Squad, Detective Div.
- (7) Chemical Laboratory
- (8) Ordnance Laboratory
- (9) Emergency Bureau
- (10) Central Communications Bureau.

Each cadet spent four weeks in each training area, and when completed, was transferred to the next area. In the four week period, the cadet learned the perfunctory duties of the unit to which he was assigned and also gleaned an thorough understanding of how that unit fit into the overall pattern of law enforcement, especially at the local level. At the termination of each training period, the cadet was competent enough to perform most of the day-to-day duties of a member of that unit. This is not to say that he became expert in each phase of the unit's function, but that he had a firm grasp of the duties and the responsibilities of each individual training area. In any given four week training period, a single cadet, assigned to the ten areas noted above, would perform the following duties:

Fingerprint Section: The cadet learned to take prints and to classify them. He assisted in the identification of persons from latent prints and assisted in the printing of civilians who were required to be fingerprinted for license purposes, such as cab drivers, etc. He also accompanied and assisted R&I personnel on field identification work such as fingerprinting dead bodies at the City Morgue and searching for prints at crime scenes;

Field Identification Section: The cadet learned to take department photos and to develop them in our photo lab. He also assisted R&I personnel in the operation of several photo-related machines, such as the multi-dryer and the "Lectriever", a giant storage file in which all criminal gallery photos are stored. He also accompanied and assisted R&I personnel on field trips to photograph crime scenes, etc.;

Master Index File: In this section, the cadet learned to file gallery folders of persons arrested within the City. He performed filing and clerical chores and assisted R&I personnel in updating the arrest and disposition records of Newark criminal folders. He also assisted in tending the "Civilian Desk" where interested parties seek copies of Newark police reports;

Data Processing Section: Here, the cadet learned the operation of generating statistical information from the key-punching stage right to the print-out stage. He learned to operate and program each of the varied machines in this unit. He also learned the capabilities of the unit to inform other police personnel of crimes committed, crime and accident trends and how monthly, quarterly and annual statistical reports are compiled and their many uses;

Pawn Shop Section: This specialized section is operated by only one person. Each cadet spent a minimal amount of time learning the function and value of this unit, how it operates, who it assists, and the value of pawn shop records. When he became familiar with the operation of the unit, he was then ordered to assist the cadet in the Master Index File for the balance of the training period.

Tabulation Section: Copies of all the traffic summonses issued each day in Newark (600 to 1000 on the average) are forwarded to this section of the Warrant Squad. Here, the cadet assisted in the breakdown of the tickets by number and letter and filed them in appropriate files. He also assisted in answering the myriad of phone inquiries of citizens who call this unit daily. He observed and assisted in the typing of bench warrants issued for unanswered summonses and, on some occasions, accompanied Warrant Squad personnel on field trips when warrants were to be served and arrests made;

Chemical Laboratory: In this section, located in the Police Academy, the cadet received a thorough background

knowledge in analyzing foreign substances chemically, mostly narcotics, by assisting the department chemist. While a great amount of the cadet's duties were house-keeping in nature, i.e. washing beakers, test tubes, etc., He also assisted in clerical duties and occasionally accompanied the chemist to court to observe expert witness testimony;

Ordinance Laboratory: Again, the cadet performed mostly physical perfunctory duties while working with ballistics. He was taught to disassemble police revolvers, clean them, recognize faulty parts, and to reassemble them. He assisted unit personnel in test firing (but did not fire any weapons himself) and observed comparison microscopy in the lab. While there, the cadet learned the function of the unit and how it helps the department, especially the detective division;

Emergency Bureau: This unit was, by far, the most enjoyable and exciting training area of the cadet's training schedule, according to their own personal evaluation of the program. Here, the cadet learned how to use heavy rescue equipment and ropes and knots. He took and passed the "Advanced" American Red Cross course given by Bureau personnel. He had been awarded the "Standard" rating while at the Police Academy.) The cadet also accompanied bureau personnel on actual emergency assignments and assisted on the scenes of many accidents, fires, crimes, etc.

Central Communications Bureau: In this training area, the cadet's time was divided into three sections. He spent the first two weeks in the "Complaint" section, where he actually answered the phoned complaints from citizens, coded them as to priority and classification and forwarded the coded cards to the police radio dispatcher. He learned the street number coordinates with the motor patrol sectors' boundaries so that he could advise the dispatcher of the appropriate unit to send on the assignment. He also gained great insight as to the type and variety of police assignments handled routinely by the field units. He assisted the dispatching station by coordinating requests for outside agencies such as the Emergency Bureau, the City Ambulance, etc. After two weeks, the cadet was then trained in the use of the PBX switchboard and stood his regular turn as the "Police Operator". He also assisted in logging and filing of all incoming and outgoing teletype alarms broadcast within or through our department and also State Police alarms sent through our teletype system.

Note: Photos taken of cadets on each assignment are

included in Attachment "D".

It can be seen quite obviously that a cadet traveling through the ten training areas described briefly here received a working knowledge in those areas which are not now, nor have ever been, included in the standard recruit policeman's training. Each cadet therefore already is considerably more knowledgeable in those areas than is any other Newark Police Officer, or any other officer, generally, to our knowledge. Only time will show the actual value of including this type of training in future police officers but it seems obvious that with this type of background, these future police officers will have much more and accurate data from which to base their decisions in police work.

After the Police Cadet Program was underway for about two months, another cadet was appointed, making a total of eleven. This cadet had been originally on the C/S list but had been rejected by the police surgeon for optical insufficiency. A change in the optical requirements which took effect October 1, 1971, made this single cadet/applicant re-eligible and he petitioned to be appointed. His appointment was effective December 6, 1971 and, since he could not enroll into Rutgers until the Spring '72 Semester, he was employed on a full time basis until that time. Addition of one more cadet to the program necessitated the addition of another training area to the schedule so that we could maintain our goal of one cadet per area per training period. One cadet was then assigned to the Vehicle Maintenance Section. In this training area, the cadet was required to transport motor patrol units for repair, washing, brake-jobs, etc. to the City garage or other repair shops. He also delivered new motor patrol units to District Stations and assisted Vehicle Maintenance Section personnel in keeping the rolling stock of some 300 department vehicles in operating order.

While the eleven cadets progressed through their training schedule into 1972, plans to recruit the second class of cadets were formulated and efforts began in early February to interest the current class of 1972 graduates in the program. (See Chapter on "Recruitment".) Our department experienced considerable difficulty in arranging a Civil Service examination date early enough to start the second class on the scheduled date of July 1, 1972. The first request for a test date was made in December 1971 and several written and oral requests were made during the

following months both to Newark and Trenton offices of the Department of Civil Service. We were never notified of the reasons for the delay, but after much prodding, a test date was finally set for June 6, 1972. As will be discussed in the "Recruitment" Chapter of this report, personal contact was made during the Spring of 1972 with over 2,500 graduating seniors who reside in Newark, some 300 requests for applications were filled out, but only eighty-nine filed an application with C/S. Of this amount, twelve were found to be ineligible immediately by C/S, twenty-eight failed to appear at the test site and, of the remaining forty-nine aspirants, thirty-one failed the written or physical segments of the test and eighteen were finally placed on the C/S eligibility list. Seven more fell by the wayside either by choice or further examination by our department. Eleven cadet applicants were finally certified acceptable by our department by September 1, 1972. (See Civil Service List, Attachment "E".)

It is of interest to note at this time that one cadet aspirant who took and passed the written portion of the first cadet test in May 1971 but failed the physical portion of the test. Undaunted, he applied for college in the Police Science program and, in the ensuing year, worked in the Records and Identification Section as a civilian clerk until the second cadet test was held in June, 1972. His ambition and efforts were successful and he was one of the 1972 class of cadets appointed in September.

Monumental problems again arose when it came close to appointment time for the second class of cadets. Since the original budget appropriation was to cover one twenty man class of cadets for one year, there was a considerable excess left unexpended in the fund at the close of the first operating year, June 30, 1972. This was corrected by formally requesting of SLEPA and LEAA that permission be granted to extend the life of the program one full year to June 30, 1973.

- THE SECOND YEAR -

Early on in this year, which began July 1, 1972, it became evident that no additional funds would be made available to expand this program to accept the new class of cadets. Only enough money was left in the fund to carry the first class of cadets through their second year.

SLEPA was petitioned to allocate additional funds but was prevented from doing so by a change in the funding procedures at the State Level. LEAA was petitioned to assist with funding, but because of the shift of priorities to IMPACT cities, no further discretionary grants were forthcoming.

Then it became known to the cadet candidates of the second class that there was a strong possibility that they would not be employed as promised because no funds were available, quickly an AD HOC committee, consisting of parents of the concerned cadet candidates and other local community leaders, was formed. Several open meetings were held between the Committee and representatives of the Police Department, the City Administration, and the Community Development Administration (CDA), the City Agency that oversees implementation of all federally funded projects in the City.

The solution to this knotty problem came when the Police Department requested to amend the project budget to include the hiring of the eleven new cadets using unexpended project funds to finance both the first and second classes of cadets for as long as the monies would last. City Administration representatives and Police Director John L. Redden assured both LEAA officials and the parents of the cadets concerned that when the federal project funding was expended fully, the Police Department would continue the program on its own. Funding to cover the cost of the twenty-two cadets was included in the 1973 Operating Budget of the Newark Police Department for the period after federal funds were expected to run out, estimated to be about March 15, 1973.

So, again, on September 13, 1972, the second class of cadets was hired and also began their college education at Rutgers University College in Newark. They were immediately assigned to the eleven training areas while the first class attended their second course at the police academy for five weeks. The second class of cadets entered the police academy to begin their basic recruit training on October 17, 1972.

At his point in the cadet training schedule, major adjustments were made in the planned areas of instruction and work in the coming months. Factors which lead to this

major shift in training emphasis were as follows:

(1) The certainty of the fact that no more cadets would be hired in future years as had originally been planned, due to the lack of funds;

(2) The implementation of a new computer system in the Newark Police Department and the urgent need for qualified personnel to program the input of necessary information from the Records and Identification section into the computer; and

(3) The passage of a new law in the State of New Jersey which would give full rights of maturity to all State citizens at age 18 instead of the present age of 21. It was immediately expected that, after the legislation became effective on January 1, 1973, all 18 year olds, including our twenty-two cadets, would be eligible for immediate promotion to the rank of Police Officer (formerly "Patrolman"), which would result in the immediate dissolution of the Cadet Program.

Because of these factors, the programmed second year training schedule for the first class of cadets, i.e. training and experience outside the confines of the department, was dropped. This group moved directly into their third year's planned schedule, i.e. experience in doing actual police work (of a non-hazardous nature) in the Patrol and Traffic Divisions. Half of the first class of cadets was assigned to this area while half of the second class was assigned to the original eleven training areas that the first class had just completed. To insure the fact that each of the second class cadets received the same training as the first class, they remained only two weeks in each area before moving to the next. In this manner, each of the second class cadets spent at least half a training period in each area and received at least a working knowledge of the functions and responsibilities of each unit and how that unit fitted into the overall law enforcement pattern at the police level.

As noted above, only half of each class was assigned to the training units for each period. The other half of each class was assigned specifically to a special project by the Police Director personally. This group of ten or eleven cadets was trained to code sheets of information from the department outstanding traffic warrant file.

These completed coded sheets were then sent to the key-punch operators who keyed the information for input to the computer. At the end of each four week period, the cadets of each class changed places with their counterparts in the field, thus allowing for a continuous flow of both computer input and cadet field training.

In eight weeks, the cadets coded approximately 60,000 traffic and arrest warrants for computer insertion. Close supervision and accurate output records were kept on the cadets' work and, in the life of this first computer assignment, the cadets maintained an error rating of less than 03% on the average.

At the conclusion of this assignment, the group assigned to the coding section moved right into a much larger assignment, that of coding all the information in the R&I's voluminous gallery folder section for the computer. The gallery folder section is a compilation of all arrests, convictions, dispositions, warrants, reports, etc., relative to each person ever arrested in Newark. Slow progress was made in this coding assignment because in most cases, the information in the folders themselves was not up to date and each folder had to be handled several times before it was completed. (For Sample Coding Sheet, see Attachment "F".)

The dual role of cadet assignments, i.e. half at computer coding and half on training assignments, continued until the effective end of the program. While the program life was not completed officially until the expiration date of June 30, 1973, for all intents and purposes, the program ended on March 31, 1973. On the following day, April 1, all twenty-one cadets were promoted to the rank of police officer, thus becoming the largest single group of pre-21 year old police officers in the Country. Upon promotion, they were reassigned to the Police Academy to complete their recruit training (8 weeks) and, on June 1, 1973, all were assigned to the Patrol Division, foot and motor patrol, to begin their active careers in police work.

Unfortunately, all former cadets do not enjoy the same Civil Service classification at this time. The N.J. Department of Civil Service required that a primary requirement for promotion to the rank of police officer

was a full year of service in the cadet rank. Only the first class of cadets, ten in all, satisfied this requirement and thus were permanently promoted to the rank of police officer effective March 21, 1973 (predated). The second class was also promoted, but on a provisional basis to the new rank, contingent on serving satisfactorily for one full year. At that time, permanent promotional procedures will be sought for them. This should occur on September 13th.

With their promotion, the cadets closed a historical chapter in our department's experience. The long-range result is impossible to determine accurately, but indications already clearly evident from our short range results are highly gratifying. In the twenty-one month involvement with the cadet experiment, our department, the City of Newark, and the young new police officers, have benefitted greatly. The department had the services of ten, and then twenty-two energetic, ambitious, and career oriented young men who, in most cases, replaced a police officer or a regular identification officer and freed him for other duties. The City benefitted in many ways. Only Newark residents were considered for this assignment and this resulted in twenty-two Newark residents going directly into law enforcement from high school. Uppermost, of course, is the beginning of a life-long career for most of them, the start of a college education which hopefully, most will continue to pursue until they earn their baccalaureate degrees in criminal justice, their ultimate goal. To date, at least two of them have already earned their Associate Degrees.

III.

GOALS AND OBJECTIVES OF THE PROGRAM

- A. PRIMARY GOALS -

As stated on page 5, Attachment "B" of the Newark Police Department Application for Grant-Discretionary Funds, dated March 5, 1971, the primary goals of this program were as follows:

- (1) "To increase significantly the capability of Newark Police Officers to deal effectively with the social and economic problems which arise in their work."

While some initial evaluation of the former cadets' work output can be made, it is very difficult, almost impossible, to accurately assess the attainment of this goal at the present time. On the input side, the cadets have all received college courses in subjects such as "Man in His Social World", "Psychology", "Policeman in the Community", and various other sociology-oriented courses. Their college training has been pointed toward giving them a greater comprehension of the complex social, economic, and psychological forces involved in the problems that they will be called upon to handle. Add to this positive indication the fact that each cadet has had a thorough training in many varied auxiliary areas that no other Newark Police Officer (or any other officer in the Country, to our knowledge) has been offered. We are confident that the first objective of this program will be attained in the years to come.

- (2) "A more long-range objective will be to improve the capability of superior officers in the Newark Police Department to utilize advanced sophisticated administrative and planning methods which have been (or will be) developed in Police administration."

Again, only the next decade will positively show the end results of our endeavor. The twenty-one former cadets will not be eligible to file for a promotional examination (to the rank of sergeant) until 1977 and that examination will be the first accurate barometer of our efforts to create an informal "West Point" within our department through the cadet program.

- B. SECONDARY GOALS -

But, even if concrete evidence of attainment of our primary goals is difficult to determine at this time, other goals can be identified and discussed:

- (1) It was the department's stated desire to create a position wherein the high school graduate would not have to wait 3½ years to become eligible to enter a career in law enforcement. A great number of prospective future police officers have been lost to every police department during that 3½ years as the graduate would enter college, military service, or other fields of endeavor. In our program, twenty-two Newark High School graduates were taken directly from High School into the Police Department. If the fact that only one former

cadet resigned during the two year program is any clear indication of the future success in retaining these young men throughout their careers, then we have attained a very positive and beneficial goal. Our personnel attrition rate in other areas of recruit training is considerably higher than the 05% experienced in the life of this program. (Note: One cadet resigned the program after eight months. Another resigned but returned to the cadet group after an absence of about four months. This latter cadet has since resigned the rank of police officer for personal reasons.)

- (2) While not openly stipulated in any of the written proposals, it was one of the police department's most important goals of this program to interest more minority members in the field of law enforcement and, at the same time, give those minorities who did become involved, a greater chance to elevate themselves in rank early in their police careers. The results of the first class of cadets, in the area of ethnic breakdown, was highly satisfying to this goal. Of the ten original cadets of the first group, five were white, four were black, and one was Spanish (Puerto Rican) - a proportion that generally resembles the ethnic breakdown of the population of the City of Newark.

The results of the second group of cadets was highly disappointing in the area of multi-ethnic balance. Only one black candidate and no Spanish candidates were on the original eligibility list. The single black young man chose to enter the service before his appointment. All eleven cadets of the second class were white.

In summary, we can only claim partial success in our efforts to attract more minority group members into the police department through this program.

- (3) For quite some time, the Newark Police Department has suffered from acute manpower shortages, especially in the auxiliary and service areas, those to which the cadets were assigned. Another goal of this program was to alliviate some of the crying need for personnel to reduce the mounting backlog of work in the Records & Identification Section and the Tabulation Section. The placement of police cadets in these areas greatly reduced the manpower shortage, allowed for a simultaneous reduction in the amount of unposted records and, in several areas, allowed the police department to relieve a police officer or an identification officer who had been assigned these tasks and allow them to return to their primary

duties. This goal was realized immediately upon inception of the program. When the cadets were withdrawn at the end of the program, they were sorely missed by their unit supervisors.

IV. - RECRUITMENT

As touched upon early in this report, the Newark Police Department, with the assistance of the Newark Board of Education, mounted two concentrated drives to interest Newark resident graduates in the cadet program. If results are the criterion of our effectiveness, both recruitment drives were utter failures, at least in the area of total responses to the drives.

In the Spring of 1971, Newark suffered through its longest and worst teacher strike in history. The strike seriously hampered our department's effectiveness in reaching a great number of graduates. It is estimated that about 4500 young men and women graduate each year from Newark High Schools. By speaking before senior class young men, setting up booths at high school "Career Days", and the printing of several informational brochures to alert the concerned group of this program, we were still seriously hampered in our efforts by the fact that no rapport could be established with the teachers and the guidance counselors at each City high school.

Recruitment for this first drive was handled by personnel of the Planning & Research Bureau of the Police Department and members of the department's Public Relations Office. As mentioned earlier, of the 1800 young men who were personally informed of the benefits of the upcoming program in 1971, only ninety-six applied for the examination. Only eleven were appointed.

In the Spring of 1972, another drive was conducted by members of the newly formed Newark Police Recruitment Section of the Public Relations Office and also the Project Director of the Cadet Program. During the months of February, March, and early April, 1972, speaking to small class-sized groups at all Newark High Schools, both Public and Private, over 2500 young men were personally contacted. At each forty minute presentation, several

display boards were in view showing the current class of cadets working on the job. Two cadets in uniform attended each lecture and answered the questions of the high school students from their own personal experiences. Small gifts, in the form of phonograph records, were given to any and all that attended the lectures. The end result was the submission of over 300 requests for C/S applications on forms distributed after each lecture. Other application requests were left with guidance counselors at each school together with promotional material describing the program. (For sample of exposure shown on this drive, see copy of Malcomm "X" Shabazz High School papger, Attachment "G".)

When the C/S applications were available, two were sent to each of those students who had requested them and other applications were made available at each Police Department facility in the City. Newspaper ads were taken alerting the populace to the upcoming C/S examination. Closing date for the filing of applications was May 21, 1972 and when the test was held at Barringer High School on June 5, 1972, twenty-eight applicants who had filed applications with C/S failed to show up for the test and only forty-nine took it. As mentioned previously, thirty-one young men failed the examination and of the remaining eighteen, only eleven were finally appointed.

Much soul searching has been done to try to determine the reasoning behind our failure to attract more candidates to the test, especially those of the minorities. Of the over 2500 young men to whom we talked during the drive, over 80% were members of the minorities. Of over 300 signed requests for applications picked up after our recruitment drive, over 225 were minority members. To our department administrators, this was a great and sorrowful disappointment that, after such an effort was made to attract eligible and competent young men into this program, that we would not even be able to fill the compliment of twenty cadets planned for. We still have not been shown a definitive answer to this question.

The Newark Police Cadet Project was overseen by more than one outside agency. Besides SLEPA and LEAA, the parent Model Cities Agency in the City of Newark, the Community Development Administration, (CDA) also required monthly financial and progress reports to be submitted. Since

the CDA had a highly trained Evaluation Staff whose primary function was to evaluate all Federally funded projects in the City, the problem of why more young men, especially Black and Spanish young men, did not apply for this program was referred to them on several occasions. They were offered the original application requests that had been submitted to us after the recruitment drive, each request having the name, address and high school of the applicant on it. The offer was never even acknowledged by the Evaluation Staff of the CDA. The application requests still repose in the file cabinet of the Police Cadet records.

V. POLICE CADET BENEFITS

Police Cadets, during the two year life of this program, received the following external benefits:

(1) Those benefits supplied by the Grantor, The State Law Enforcement Planning Agency/Law Enforcement Assistance Administration:

- (a) Salary: \$5,000. per year with \$500. increment at end of each full year. The base salary was raised to \$5,500. at the beginning of the second year;
- (b) Hospitalization, Blue Cross/Blue Shield, with Rider "J" supplied;
- (c) Uniforms: Full uniforms, including hat, coat, shirts, pants, shoes, etc. supplied. (Average cost per uniform \$150.00)
- (d) Books for college: Each cadet was allowed to buy whatever books needed for courses taken in college. (Average cost per semester: \$35. per student/cadet.)

(2) Those benefits supplied by Grantee, the City of Newark, were as follows:

- (a) Life Insurance policy \$3,000.
- (b) Books and tuition for college (paid only when not covered by Program or LEEP coverage.)

(3) Benefits supplied by Law Enforcement Education Program:

- (a) Approximately 95% of all college tuition.

VI. - EVALUATION

Evaluation has long been a primary function of any sound program and, in the case of the Cadet Program, Evaluation played an important role, both as an ongoing continuous policy and justification for actions taken. We would divide this topic into three main areas, namely internal evaluation, external evaluation, and public recognition.

- A. INTERNAL EVALUATION -

So that the administrators of the program could stay close to the progress of each cadet as he passed through each training area, a new evaluation form was formulated and integrated into the Newark Police Forms system. Form DP 1:1683, "Cadet Performance Evaluation" (For copy, see Attachment "H".) was sent to each unit supervisor at the conclusion of each training period. The cadet's performance in several areas was evaluated by the supervisor and the form was returned to the Project Director where it was screened and filed. If the evaluation of any given cadet was below "Standard" or, for any reason, the unit supervisor found serious fault with a cadet, the supervisor was contacted, interviewed and, if the project director saw the need, the cadet was interviewed and informed of the rating his former supervisor had given him. On several occasions, it was evident that the fault found with the individual cadet in his evaluation was one of personal nature and possibly caused by personal prejudice on the parts of either the cadet or the boss. For that reason, no corrective action was ever taken on the basis of one negative evaluative report. If it was evident that a pattern was forming with regard to the conduct of a cadet, corrective action was taken by the project director. On the evaluation form, each cadet was graded in four general areas which took into account the cadet's dependability, his adaptability, the way he got along with other workers, and his work habits. The supervisor was asked to grade the cadet in any one of five levels of competence from the two extremes of "Unacceptable" to "Excellent." If any cadet was rated on either of these two outside extremes, the reasons behind the rating had to be noted under "Comments" at the bottom of the form.

Taken in the whole, the results of cadet evaluations show that the unit supervisors were highly satisfied with the conduct and output of the cadets. The general average of all the cadets' ratings was well above the "Standard" grade and, in the case of a few cadets, averaged between "Above Standard" and "Excellent" rating. Of every ten comments made by supervisors on these forms, nine were of a positive nature. The key to the effectiveness of the form was a question which the supervisor had to answer after evaluating the cadet: "Would you wish to have this cadet assigned as permanent full time member of your unit?" Ninety percent of the time, the answer to this question was "yes."

Internal evaluation is a two-way street. At the conclusion of each four week training period, while the unit supervisors were evaluating the cadet they had just trained, the cadets themselves had a meeting and discussed between themselves (and the project director) the results of the last period, their accomplishments and feelings. Each cadet was asked to give a short synopsis of his last training period and also to submit a written evaluation of the period on a special report form. (See Attachment "I") On this form, the cadet noted what he considered the important aspects of his training, the benefits and, if need be, the shortcomings of the period. Occasionally, these cadet reports were brought to the attention of the unit supervisors in each training area to keep them abreast of how the cadet view those areas. In this manner, we had a three way communication between the cadet, the supervisors, and the project director. This fluid communication helped to solve a myriad of problems, both personnel and administrative, in the three areas.

At the end of the first half-year of the program, all cadets spent a full day evaluating the program to date. Each cadet was interviewed personally by a member of the Planning and Research Bureau and his opinions were discussed and recorded on an interview form. As a result of this special "Evaluation Day - February 25, 1972", the training schedule was updated and modified so that it was more responsive to the ends of the program. Copies of all evaluation reports are maintained in the office of the Planning & research Bureau.

- B. - EXTERNAL EVALUATION -

Primary external evaluation of the project was the responsibility of the Community Development Administration (CDA) and its special Evaluation Section. This Section was informed of the "Evaluation Day" and invited to participate but failed to send a representative. In each of the monthly reports submitted to CDA, the progress of the project was outlined and mention was made of the evaluation of the cadets, internally, on a continuing basis.

When the end of the program was in sight, the CDA was notified and asked if any substantive evaluation was to be made of the program and reminded that funds had been set aside in the program budget for the payment of an evaluation consultant. To our knowledge, no evaluation was ever submitted by CDA and if it was, no copies have ever been forwarded to the police department. In one word, as far as evaluation made by CDA of this project is concerned, it was "Nonexistent."

At the same time, at several times during the tenure of the program, representatives of both SLEPA and LEAA visited the program to update their own evaluative reports. Since our department was not privy to their reports, we have no determination of their findings.

- C. . RECOGNITION -

Public recognition of the Cadet Program came in many ways. During the life of the program, representatives from several police departments sought copies of the program description and observed the program personally in the hopes of organizing a similar program in their own municipalities. New Jersey Cities whose administrators inquired about our program include Elizabeth, Milburn, Trenton, Woodbridge, (which already had a cadet program), Nutley, and many others: Several have notified this department that they intend to impliment parts of our program into their own departments.

At the Annual Retraining Conference of the Southern

Police Institute of the University of Louisville, held in August, 1972 in St. Louis, Mo., the project director of the Newark Police Cadet Program described the program to a large group of police officers from around the country and distributed descriptions of the program to interested parties. Over fifty(50) of the descriptions were taken but it is not known if any other departments use the Newark plan for their cadet program. The lecture was well received and followed by a lengthy question and answer period. If interest is any barometer, our program was well received.

As a direct result of his direction of the Police Cadet Program in Newark, the project director was picked by the Gibraltar Lodge of the American Legion as "Policeman of the Year." The director was awarded an American Flag and a plaque for his accomplishments at the Annual Police Week ceremonies at Newark City Hall on May 15, 1973. The award reads in part:

"Lieutenant Jackson (project director) was in charge of the newly organized Newark Police Cadet Program as Commander and Project Director. He did most of the work necessary to organize and fund this program which represented the largest of its type in the country. He designed the examinations and the selection process, planned for the college involvement, and spoke before 3,000 high school seniors before the twenty-one candidates were selected."

In recognizing the director's "outstanding contribution to the Community" (their words), the American Legion also recognized the success of the program in upgrading police officers of the future and assisting the youth of today. (See Attachment "J", "Publicity")

VII. FINANCIAL REPORT

While final reports have already been submitted on June 30, 1973 wherein Detailed Cost Statements (SLEPA Form 107) and Report of Expenditure and Status of Discretionary Grant Funds, (LEAA-OLEP Form 157), this final narrative will reflect the overall disbursement of funds and in-kind charges in the two year span of the program.

During the course of the program, several requests were made of LEAA through SLEPA to adjust and modify the existing budget to allow for contingencies not considered or anticipated at the beginning of the program.

The first of these was a request to transfer funds from the grantee side to the grantor side to allow payment of the cadet uniform bill. Through an error in the original typing of the budget submission, \$3,000. was obligated on the grantee side to cover the cost of twenty cadet uniforms. During initial discussions with representatives of the funding agency, LEAA had agreed to cover the cost of the uniform bill for the cadets. Since all negotiations to adjust the existing budget had to first be processed through the CDA, several requests, both written and verbal, were made to their Planning Office to request the budget adjustment and allow the already due uniform bill to be paid. Since no progress seemed to be forthcoming after months of waiting, department program administrators requested the change directly from SLEPA and it was agreed upon. By the time the written approval was received to transfer the uniform funds to the grantor side, the uniform bill was already over nine months overdue and was already paid through regular police department channels. The funds which were allowed for the payment of the first class of cadets' uniforms was then used to pay for the uniforms of the second class cadets.

As mentioned previously, other modifications of the budget were requested and granted to (a) allow the program to extend for an additional year, (b) allow for the hiring of the second group of cadets, and (c) allow for certain line obligations to be transferred so that salaries of cadets could be paid until the last possible date. Even with the above modifications of the original budget submission, the final results of expenditures, especially on the grantor (cash) side, closely resemble the original estimation. According to the Original Budget submission, the following funds were allocated by LEAA and subsequently spent in the following manner:

(For full table, see next page.)

ORIGINAL BUDGET LINE	CASH ALLOCATED	ACTUAL EXPENDITURE	DIFFERENCE
Salary/Wages	\$ 103,500.	\$112,829.	+ \$9,329.
Fringe Benefits	10,350.	8,819.	- 1,531.
Professional Serv.	700.	535.	- 165.
Equipment	- 0 -	1,535.	+ 1,535.
Travel	120.	- 0 -	- 120.
Supplies	10,800.	1,416.	- 9,384.
Totals:	\$125,470.	\$125,135.20	- 334.80*

*Of the sum of \$334.80, \$267.44 is encumbered for future FICA payment and \$67.36 was returned to SLEPA on September 21, 1973.

On the Grantee contribution side, the City of Newark obligated itself to the program in the following manner:

ORIGINAL BUDGET LINE	IN-KIND OBLIGATION	ACTUAL EXPENDITURE	DIFFERENCE
Salaries/Wages	\$ 29,236.	\$ 47,935.	+ \$18,669.
Fringe Benefits	2,924.	5,322.	+ 2,398.
Professional Serv.	32,350.	74,376.	+ 42,026.
Equipment	3,000. (cash)	1,631.	- 1,368.
Travel	1,000.	1,750.	+ 750.
Supplies	3,521.	5,281.	+ 1,760.
Other Opera. Expenses	-0- (cash)	3,666.	+ 3,666.
Totals:	\$ 72,031.	\$139,964.	+ \$67,933.

As is evident in the above table, the City of Newark more than complied with its contractual obligation to the program. The original grantee contribution obligation totaled 36% of the grantor contribution. The final contribution of the grantee was 60% (almost double) of the total funds allocated.

For final reports of this project, see attachment "K", entitled "Financial Report."

VIII. EDUCATION

Education of the police cadets can be divided into

two parts, i.e. the work/study program - on the job, wherein the cadet learned the police job from the bottom up, and second, the college program which was programmed to lead the cadet to an Associate Degree in Police Science by completion.

There can be no doubt of the success and value of the first part of the program, that of teaching the cadet the rudiments of police work from the record keeping angle, the auxiliary angle, the side that staff services contribute toward the overall picture of law enforcement. For this portion of their education, we must claim an outstanding success.

The other side, the college side, tends to be considerably more disappointing. While we are very proud and satisfied that two or three cadets have already attained their Associate Degree, we also have to look at the other side, those cadets who just could not make it at the college level in school. One of the suppositions made in the formulation of this program was that graduates of high school who are acceptable in college will continue and succeed in their quest for a degree. Not so. It was evident early in the program that some of the cadets were not doing well in school. We in the program adopted the same policy as that held by Rutgers, the State University, which stipulates that an attendee is not considered a student at the college until he or she has attained at least twelve credit hours. For this reason, when the initial cadets did poorly in their original courses, they were not separated from the program, but advised to continue their education until they had accumulated at least twelve credits. When this total was reached, each cadet was to be evaluated both by the program staff and also the University staff as to his capabilities academically. All cadets remained enrolled at college; some doing much better than others, until the day of their promotion. As an indication of their interest in a college education, on the day of promotion, almost half of the cadet/students announced their intention of leaving college, at least on a temporary basis.

This announcement came as a surprise and a disappointment to program administrators. It is hoped that those who chose to leave school for whatever personal reasons they might have had, will return as soon as they realize the positive advantages of a college education, especially

in the law enforcement field. In the very near future, it is expected that the City of Newark will approve the payment of incentives for employees with college backgrounds and, at that time, we are sure that these former cadets who have a "foot in the door" of their college educations, will re-enroll and continue what they began as police cadets.

IX. SUMMARY

Herein, we have tried to analyze the two year Police Cadet Program as a single entity and have endeavored to evaluate the results of the program as broadly as is possible at this time. In the great majority of topic areas, we must feel very proud of not only our own accomplishments during the program, but of the accomplishments of the great majority of the cadets themselves. The positive points considerably outweigh the negative points. For an expenditure of less than the figure agreed upon, the Law Enforcement Assistance Administration can recognize the benefits of their investment now and will be able to expand on that recognition increasingly as time passes and these young men progress through their police careers.

A few years ago, there was a television series called "The New Breed", dealing with a totally new concept of police officer, a highly trained, college educated professional who was highly capable of handling the intricate and complex social problems which face police officers in these troubled times. We, in the Newark Police Department, look to the results of this two year experiment, the Police Cadet Program, as the "New Breed" of our department and sincerely hope that the efforts of the Law Enforcement Assistance Administration, the State Law Enforcement Planning Agency, and the Newark Police Department, in conjunction, will emerge as a tremendous success in this single venture. In truth, only time and experience will tell the story.

7/11/68

END