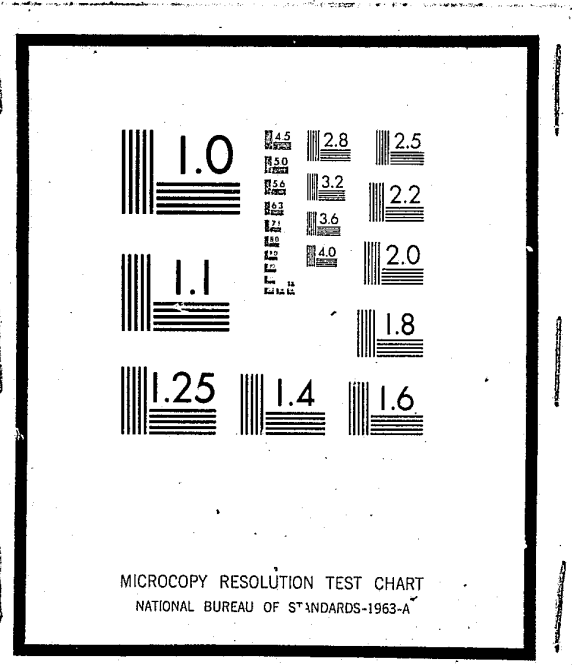


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NATIONAL CRIMINAL JUSTICE REFERENCE SERVICE
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R-76-183

LAW ENFORCEMENT ASSISTANCE ADMINISTRATION
POLICE TECHNICAL ASSISTANCE REPORT

SUBJECT: Concord, New Hampshire; Establishment of a Police/Community Relations Program

REPORT NUMBER: 76-150

FOR: Concord, New Hampshire, Police Department
City Population: 33,000
Police Strength (Sworn): 55
City Area: 64 square miles

NCJRS

NOV 3 1976

ACQUISITIONS

FOR: Westinghouse Justice Institute

INT: Peter Freivalds

NUMBER: J-LEAA-003-76
September 1976

37329

DEPARTMENT OF JUSTICE

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VOW

FOREWORD

This request for Technical Assistance was made by the Concord, New Hampshire, Police Department. The requested assistance was concerned with providing the Department with assistance in establishing a police/community relations program.

Requesting Agency: Concord Police Department,
Chief of Police David Walchak

State Planning Agency: Governor's Commission on Crime
and Delinquency, Mr. William M.
Golding, Criminal Justice Planner

Approving Agency: LEAA Region I (Boston), Mr. Francis
T. Burke, New Hampshire State
Representative; Mr. John M.
Keeley, Police Specialist

1. INTRODUCTION

The Chief of Police of Concord, New Hampshire, requested technical assistance to develop a police/community relations program. The City of Concord contains approximately 33,000 persons and covers 64 square miles. The Police Department is comprised of 55 sworn officers and an additional number of civilians.

With coordination assistance from the Chief and the Department's Planning officer, the Consultant contacted and interviewed community citizens, who are concerned about police/community relations. Similar contacts were made with Department command officers, supervisors, and patrolmen. In addition, the Consultant spent considerable time riding with Patrol supervisors and officers in the field.

Citizens contacted included businessmen, a public utilities company executive, two practicing attorneys, a school principal, and a former member of the City Council. In addition, the Consultant met with the City Manager; an official of the Governor's Commission on Crime and Delinquency; a deputy attorney general for the State; and a social worker at a mental health center, who is knowledgeable regarding police-youth contacts in the city. The Consultant also contacted and interviewed members of a youth and young adult street group.

Within the Police Department, substantial time was devoted to consulting with the Chief of Police. There were meetings with the Director of Administrative Services, the Director of Investigations, the Planning officer, a Patrol shift commander, a Juvenile officer, and, as noted earlier, with field supervisors and officers.

2. UNDERSTANDING OF THE PROBLEM

The Chief of Police has been in office approximately 1 year. During that time, one or more senior officers have left the force; there have been new promotions; new men have been hired; the organizational structure has been reorganized; and, law enforcement policies and operating procedures have been rearranged considerably.

The Chief was hired from outside the State and given a strong mandate from the City Manager and the City Council to shore up the Police Department. The Chief, a sincere, professional administrator, has moved rapidly with the tasks at hand as he has seen them. However, the speed and direction of all his action may not have been appreciated fully and accepted either in the community or the Department. For example, a social function was held recently in the city that was attended by several hundred youths and young adults. Actions by the participants precipitated police arrival, where certain, apparently minimal, restraint measures were used, which created some controversy among the citizens.

The Concord Police Department, which is relatively young both in age and collective experience, is in the midst of change. Moreover, the community is uncertain of its relationship with the police. Therefore, the Police Chief's request for an outside opinion regarding his needs in the police/community relations area was timely and appropriate.

3. ANALYSIS OF THE PROBLEM

3.1 The Community

Concord is an established, stable city; yet, like most other places, Concord has felt the impact of growth and change. There has been a population influx into Southern New Hampshire, perhaps to escape the complexities of the more congested, surrounding urban centers. However, while growing, Concord still seems to be composed of citizens who are more concerned with local government and events in the community than is characteristic of larger urban areas. There are no identifiable racial minority groups in Concord.

Unlike many larger cities and even some of comparable size, Concord has a viable and prosperous downtown area (central business district). The city has a variety of social, health, and related services available to the public, including recreational facilities.

Concord does not have a serious crime problem; however, the city does have several street groups, comprised of youths and young adults. In spite of available recreational resources, older youths tend to structure their own activities. These may involve hanging around in parks, drinking beer, and committing various related infractions of laws or city ordinances. As can be expected, these groups are not popular with merchants and other citizens. The city has not developed effective ways to handle its teenagers.

Overall, the citizens of Concord expect a high level of police service. However, since the citizens have no experience with a formal police/community relations program, they are neither consistent with their expectations regarding police responses, nor do they have an effective vehicle for communicating with the police. Furthermore, there does not seem to be a high level of awareness among the public that crime control and peacekeeping must be a shared responsibility between the citizens and the police.

While there exists some notable support for the Police and the Chief, there are some equally notable areas of controversy in connection with the Police Chief's actions during his first year in office.

- There is some question among citizens whether the Police Chief, hired from outside the State and city, is sufficiently accessible to the public and concerned enough to explain his actions, programs, and innovations.

- The Chief withdrew a foot patrol from the downtown area. This caused some questions among the merchants, although a different patrol system was introduced for their protection.
- Stringent parking enforcement was instituted, which improved access to the downtown shopping area but increased the volume of tickets. In addition, tickets can no longer be adjusted, as had been the practice of the previous administration.
- The Chief eliminated plea bargaining in the city court that handles lower-level offenses (the police have prosecutorial responsibility for misdemeanor offenses). This has caused considerable displeasure among local attorneys.
- Police intervention at a large gathering of youths and young adults (a rock concert) resulted in several arrests and caused controversy among some parents of the young people in attendance.
- Citizens representative of several groups are concerned that the police officers project a somewhat hard and authoritarian image during their contacts with citizens.
- The street groups have a negative view of the police. The groups cause some problems for the merchants, who would probably not be adverse to stronger police measures against these crowds if available.

These somewhat problematic situations are further compounded by recent unfavorable press coverage about the police, and perhaps by a certain amount of exploitation of particular issues by special interest groups.

3.2 The Police Department

The Concord Police Department reflects certain features that distinguish it from other law enforcement agencies.

The Chief is a dedicated police administrator. His policies and operating procedures call for "full" enforcement. They are based on a philosophy that laws should be changed or eliminated if the public feels that laxity or nonenforcement is desired. Although labeled as unbending by some citizens, the Chief maintains his position on the issues, in order to stabilize the Department and establish necessary administrative control. However, this

strong stance can be detrimental in terms of community or internal acceptance and ready support when assumed by an "outsider."

As a whole, the Department has been affected by rapid change. The officers are somewhat uncertain of their futures. All command-level and supervisory officers have been recently promoted or appointed to their current positions and are on probationary status. About one fourth of the patrolmen are young recruits also on probation (some have not yet attended the police academy), who are justifiably concerned about making mistakes. The older officers are equally concerned about adjusting to new Departmental procedures and discipline. All of the officers are somewhat discouraged with the bad press coverage they are receiving; and, to some extent, they have been affected by the Police Chief's controversial status in the community.

Discontent is often reflected in employee grievances, which are attached to conditions and situations that may, in fact, have little if any substantive basis. As a consequence, such issues as wages, working conditions, actions, competence, and even personalities of superiors are frequent targets.

It is the Consultant's opinion that the members of the Concord Police Department are not particularly certain of their relationship with either the Chief or the community. This is in spite of the fact that the Chief of Police has proclaimed an open door policy -- officers are invited to walk in and talk with him. Furthermore, the Chief has arranged for platoon representatives to meet with him periodically to air any situations of concern to the men. The acquisition of new and more patrol vehicles and the selection of a new uniform are other steps the Chief has taken to upgrade Department morale.

As noted previously, there is some feeling among community residents that officers "come on a little too strong" in their contacts with the citizens. Some of this is probably due to lack of experience and self confidence among the young policemen. To a substantial degree, however, it is also a matter of insufficient training in good police/community relations.

Special consideration should be given by the police to their relationships with the community's teenagers and street groups. Although the Consultant heard reference to cases of severe police brutality, harassment, and "cops roughing up kids," the issue is more likely one of police uncertainty and lack of skills and alternative approaches to effectively handle the teenagers and street groups. The development of a citywide adversary situation between the police and youths must be avoided.

The Chief of Police, aware of the need for some effort in this area, has asked for three school resource officers. In the past, neither the City Council nor the schools have supported the Chief on this matter,

although he has received an additional juvenile investigator.

The fact that school officials and/or parents do not want police in the schools is somewhat indicative of the public's misunderstanding, or distrust, of the policemen's ability to help rather than enforce.

4. FINDINGS AND CONCLUSIONS

The general conclusion is that the Department needs a viable police/community relations program.

Since Concord has a manageable crime situation, the city and its Police Department still have the opportunity to mount a preventive program regarding crime in general and juvenile delinquency and drug abuse in particular. Such an effort requires a solid cooperative relationship between the Police and the public.

The following items represent the Consultant's findings and conclusions regarding the need for a police/community relations program in Concord. The recommendations presented in Section 5 indicate more specific guidelines and procedures for the development and implementation of such a program.

- The Police Department must first establish a systematic public relations effort. The Chief of Police, while professional in his approach and sincere in intent, is not communicating optimally with the public. The Chief will undoubtedly find it necessary to make further changes in Departmental operation and advance new programs that would affect both the Department and the community. An effective public relations and public information program is necessary to avoid serious controversies and obtain the necessary support.
- A procedure must be developed to obtain and use citizens' views, needs, and attitudes with respect to police practices and programs. These needs range from effective citizens complaint procedures to vehicles for police-citizens dialogue (e.g., police-citizens meetings and speaker bureau activities). The total effort would be one of increasing citizens' access to the police.
- A need for more specific program parameters involves explicit police relationships with the city's teenagers. While it was the Consultant's impression that police officers are generally benign in their handling of youngsters who congregate in the parks and perpetrate various nuisance-type infractions, the encounters may tend to generate a "cat and mouse" game, with youths trying to outsmart the police and vice versa, without clear resolution of issues.

Although the city has rather extensive recreational facilities, these facilities are under-used and specific ways have not been developed for facilitating their usage by youngsters.

- More goal-oriented interaction is needed between police officers and the street groups. Although these groups are perhaps somewhat more crime-oriented and more difficult to handle than the youngsters who congregate in the parks, an understanding should be established between police officers and all young people regarding their behavior and alternative actions.
- In accordance with the Police Chief's recommendations to the City Council, a need is seen for police involvement in the schools. Concord has an opportunity to prevent the increasing problems of school vandalism, drug abuse, and other forms of delinquency that plague a growing percentage of schools throughout the country. A well-defined integration of police officers into the school team could expand the educational experience of students so that they have a realistic understanding of crime and law enforcement problems. It should be of some importance to parents who have expressed concern regarding police handling of their children to see relationships improve between officers and youngsters.
- Merchants and citizens at large would be interested in a crime prevention program, including target hardening, which would lead to the reduction of criminal opportunity and provide an effort to educate the public in this area.
- A training program is needed for officers in the various police/community relations programs and practices suggested.

5. RECOMMENDATIONS

The Concord Police Department should establish a police/community relations (P/CR) program. The general objective of the program should be to improve communication and cooperation between the police and the public in solving and reducing crime and related problems. Specific guidelines and procedures for the development and implementation of a P/CR program follow.

- An officer should be assigned to a position designated as either police/community relations officer or police/community relations coordinator. A considerable range of possible P/CR arrangements is available. There are several alternatives, one of which may serve as a usable model for the Concord Police Department.
 - The P/CR officer/coordinator could work out of the Chief's office under the direct supervision of the Planning officer. Since substantial amounts of planning would be required for establishment of a P/CR operation, this is a tenable arrangement. This is the preferred arrangement from the Consultant's point of view.
 - The P/CR coordinator could work out of the Bureau of Administrative Services or the Investigative Services Bureau.

The second alternative is entertained because the P/CR operation should have considerable involvement with Public Information (media relations), a function currently under the Director of Administrative Services, and with Youth Services, presently in the Investigations Bureau. Whatever arrangement is chosen, it should be a policy that all Department officers be involved in the P/CR program. A framework and guidelines for P/CR functions and organization are available in the National Association Police Community Relations Officers (NAPCRO) project report Police Community Relations - 1975. This document and related materials have been made available to the Chief of Police. Table 5-1 contains an outline of functions that should be part of the P/CR effort together with personnel involvement.

TABLE 5-1

Outline of Police/Community Relations Functions
and Personnel Involvement

<u>P/CR FUNCTIONS</u>	<u>PERSONNEL INVOLVEMENT</u>
1. Plan and organize P/CR activities. (Written statement of objectives, policy, and procedures).	Chief of Police, Planning Officer, P/CR coordinator. Input from other officers (intradepartmental survey inviting suggestions from all ranks).
2. Public relations and public information.	Chief of Police, officer assigned to handle public information.
3. Develop channels for citizens' access to the police:	Chief of Police, Planning officer, P/CR coordinator, other officers.
a. Complaint procedure.	
b. Two-way communication.	
(1) Citizens meetings with police.	
(2) Speakers bureau in Police Department.	
(3) Other contacts.	
4. Youth programs.	P/CR coordinator, Patrol officers, Juvenile officers, School resource officers.
a. Police relations with teenagers.	
b. Police relations with street groups.	
These would include: (1) school resource programs "Rap Sessions" (scheduled and as part of Patrol operations - nonscheduled). (2) Cooperative relationships with the Department of Recreation.	
5. Crime prevention.	An officer trained in crime prevention techniques. Other officers.
Possibilities here include:	
a. Security surveys of premises - target hardening.	

TABLE 5-1 (CONTINUED)

<u>P/CR FUNCTIONS</u>	<u>PERSONNEL INVOLVEMENT</u>
b. Operation identification.	
c. Materials development (informative pamphlets on crime prevention).	
d. Interface with police-citizens meeting suggested above.	
6. Overall patrol involvement.	Patrol officers.
a. Split vehicle/foot patrol maximized officer contact with citizens.	
b. Specific contacts with teenagers and street groups as indicated above.	
7. Overall development of capabilities among officers in use of community resources and referral of persons with problems to appropriate public or private agencies.	All officers.
8. Training in all areas indicated above.	Training officer. Outside experts.

The P/CR program outlined in Table 5-1 should be used as a blueprint. Consistent with good managerial procedure, each aspect of the program that is implemented should be evaluated. Over time, such evaluation and the actual experience with operations will indicate what emphasis should be placed on each program component.

Below are several specific recommendations for each program component suggested.

5.1 Public Relations and Public Information

The Chief should develop a systematic public relations effort directed:

- At the community.
- Internally at the personnel of the Department.

The objective is for the Chief to become better known and better understood in the community and, to some extent, better understood in the Department (internal PR is really a matter of management style).

Since the Chief's actions affect the community, the PR principle should be for the Chief to explain his actions and reasoning for them before the implementation of changes in procedures or programs.

The requirements for such a public information effort are as follows:

- A particular officer should be responsible for public information statements. This task could be undertaken by the Chief himself, the Director of Administrative Services (currently responsible for media relations), the Planning officer, or another officer with capabilities in this area.
- The basic vehicle for distributing Police Department information could be a press release made available to the local newspaper and radio station. If media representatives prefer a different method, a press conference called by the Chief of Police is a reasonable alternative.
- Additional possible measures in the mass media field are:
 - The Chief's participation in radio interviews and other programs.
 - The "Chief's Corner," a column in the local paper on a regular basis.

- Public service spot announcements over the radio regarding police programs.

- It is obvious that other arrangements with respect to mass media information are possible. The entire police-media relationship, however, is not controlled by the Chief of Police. It depends to a great extent on the public service policies of the respective media editors.
- Information generated for the community must be also made available to all members of the Police Department, particularly in matters that affect police-community relations. A survey should be made within the Department, in which officers are asked for their suggestions and viewpoints regarding program content and directions. This enhances acceptance of new programs and participation in them.
- Other avenues for good public relations include police attendance and participation at various citizens' meetings.

5.2 Citizen Involvement

The Department should develop several channels for citizens' access to the police. There should be an effective procedure for citizens to express concerns with respect to police-related matters. The mechanism suggested here is something more than what is normally called a complaint procedure. The Department already has an internal affairs arrangement to handle officers' misconduct. There should be an additional process that allows citizens ready access to the Chief of Police through patrol, supervisory, and command levels regarding minor complaints or suggestions and that assures an appropriate response. While one individual may be assigned specific responsibility for this procedure, ultimately, it is the responsibility of every officer in the Department. The main issue is to develop a climate within the Department where citizens' inputs are taken seriously, responded to, and not brushed aside as nuisances.

Every shift commander should be responsible for assuring that a reasonable "walk-in and talk" atmosphere is encouraged, with appropriate follow up. This point is stressed particularly because the physical layout of the police headquarters entrance area does not promote police-citizen communication.

There are additional avenues to pursue in developing effective community input regarding police operations.

- The Chief of Police has already developed initial contacts with the Chamber of Commerce. Continuous meetings with this group could be a viable channel for advancing police community projects. A newsletter or bulletin sponsored by the Chamber of Commerce could further enhance police programs and community participation.
- Development of similar contacts with other identifiable groups in the city is recommended, through use of a Department speakers bureau. The Chief of Police does not have the time to participate in all meetings of citizens' organizations. Other officers should have responsibilities in this area (including command, supervisory, and patrol ranks). The implementation of such an effort requires internal assessment of speakers' talents, expertise in particular topic areas, and interest. It also requires publicizing police willingness and availability to appear before citizens' groups and organizations. This suggestion is in accord with the concept that every officer should be a P/CR officer. More concretely, every officer should have a sense of managerial responsibility for crime control in a neighborhood -- a somewhat more professional involvement than is manifested through conventional reactive patrol procedures.

5.3 Youth Involvement

A more goal-oriented police approach to teenagers and the street groups should be established. While there are significant differences between the youngsters who congregate in the parks and those who are members of street groups, police rationale for dealing with them is essentially the same.

- A cooperative relationship should be established between the police and the Department of Recreation, with the goal of making recreational facilities more inviting for young people. Police should take the initiative here; however, substantial PR work in this area should come from the Recreation Department.

• The most difficult area to address is the handling of teenagers and street groups by the police. Teenagers, in particular, find themselves in a "no man's land" for a period of time as part of growing up in our society. In this context, a testing of the "establishment" takes place and infractions and violations of the law (e.g., beer drinking, pot smoking) are common. This should not be altogether a police problem; it should be a community problem. With regard to the police, however, the question of enforcement is a central issue. Total enforcement and full enforcement, as defined in police work, become somewhat academic concepts in these circumstances. Proper discretion is the pertinent goal and certain police procedures are required in the P/CR area to ensure it.

- Patrol officers should make it a regular practice to confer with the teenagers and the street groups. The youths and the young adults are where they are for a reason. The police cannot change the situation entirely, but they can help by: (a) Understanding the situation, (b) offering reasonable alternatives and support, and (c) establishing ground rules for acceptable and unacceptable behavior. There is an area of nonenforcement of criminal laws and other regulations that officers adopt and agree to individually, through an informal learning process (looking the other way). However, the limits to such selective enforcement have to be set. The rule of thumb to be established with some sensitivity is that infractions and violations in the presence of officers will not be tolerated. This point is stressed because more intensive communication between patrol officers and the teenagers and street groups who congregate in various parts of the city is suggested. Patrol officers, when not responding to a call, should stop and talk to groups of young people. As this is attempted seriously, there will be a certain amount of testing of the officers by members of these groups (e.g., drinking or marijuana smoking in the presence of officers). The

point to be established by every officer is that he wants to talk to the members of this group, but that he is required to react to violations committed in his presence. Such an initial stand is also useful for conveying the overall message. This includes:

- (1) Clarifying police responsibility to the young people.
- (2) Offering police willingness to help with problems, through referral and other means.
- (3) Encouraging the development of more constructive behavior by members of these groups, and reducing particular behaviors in violation of the law and offensive to the community at large.

The main vehicle for meeting these needs should be patrol orientation toward continuous interaction with teenagers and youth groups.

- There should be regular patrol involvement in "rap" sessions with identifiable groups. To encourage this type of interaction, there are possible experiments with prioritizing of calls for service through dispatch, so officers are given the time required to establish dialogue with the youths.
- A P/CR procedure should be established that allows for followup meetings with teenagers, youths, or any other group of citizens at police headquarters or elsewhere. Such meetings should be organized by the P/CR coordinator based on need and interest, with full participation by other officers. Success of this police approach will greatly depend upon how well the men are prepared for the program through briefing and training. Overtime should be paid for extra duty, such as attending evening meetings; and the quality of participation should be recognized by the Department's evaluation system for officers. An example of such a program is "police-citizens ride-along." Guidelines for this program are available in the NAPCRO P/CR report referred to earlier.

To maximize police acceptance of P/CR efforts, officers should be made to realize, as part of training, that the teenagers in the parks are going through a temporary state of "alienation" from society, and the street groups have settled in a relatively permanent state of "alienation." Police should take some responsibility for nonforceful assistance to return these people to the mainstream of social participation. If for no other reason, this is required because alienation breeds social dysfunctions -- including drug abuse and crime. Police can and should help prevent these problems. It should again be stressed that other agencies and citizens' groups should be drawn into this effort. Tolerance and gradual conversion are required.

- Another possible program is the school resource officer concept called for by the Chief of Police. This is an opportunity for officers to present structured education in the limits of law enforcement responsibility. Specific guidelines for this effort are available in the NAPCRO report and in Dr. Robert Portune's Sourcebook - Changing Adolescent Attitudes Toward Police. (The W. H. Anderson Co., 1971). Since no school resource officers are yet available, it is recommended that the P/CR coordinator and the Juvenile officers share some of this responsibility, with assistance from patrolmen. When school resource officers are assigned, they should not be placed in schools full time, but should share some of the other P/CR responsibilities that will be developed. Continuous deployment of officers to areas outside of the Department tends to change their identity with the police and reduce their capability of representing the police.
- A crime prevention effort geared to target hardening and reduction of criminal opportunity is a further P/CR program that should be considered by the Chief of Police. Commercial and residential security surveys performed by the police that advise citizens of security procedures and point out weaknesses in their security hardware (e.g., locks) is a good way to enhance rapport between the police and the community. Informative materials and guidelines for this approach are available from the National Crime Prevention Institute (NCPI) in Louisville, Kentucky (University of Louisville, Shelby Campus, Louisville, KY 40222). The Chief may want to arrange for the P/CR coordinator or another officer to attend one of the sessions of the Institute.

- All officers should become thoroughly familiar with all community resources and agencies that offer services to persons with social, emotional, and related problems (e.g., addictions). The P/CR coordinator, in particular, should develop personal knowledge and contacts with representatives of such agencies so he can advise other officers regarding service availability. Diversion and referral of problems out of the police and criminal justice domain are accepted police responsibilities. All officers should develop skills and understanding of procedures in this area.

5.4 Training

To develop and implement P/CR programs, beyond the initial planning and organization, there is a serious need for officer training in the various concepts and program areas. Since the entire Department is new with respect to the P/CR phase of police work, the training officer faces a rather formidable problem in orienting the men and imparting the required skills and knowledge.

The following should help in this matter.

- The approach should be "participatory training." The officers should be asked rather than told what the various program components will be. To the maximum extent, participating officers should be asked to generate program formats and ideas. Group work is a good method, with groups of four to six officers being required to develop a specific program including objectives and operating procedures. A particular benefit of this method is optimum acceptance of and participation in the programs when implemented. This approach may also enhance the Department's morale. However, there will be a need for additional outside training help, such as can be provided by professionals in the various social and health agencies in the city and surrounding areas.
- Training and reference materials will also be needed. Those suggested include:
 - The NAPCRO Report, Police Community Relations -- (already submitted to the Department).

- The Sourcebook by Dr. Portune (should be available on loan from local libraries or the NAPCRO Washington office).
- Project Star -- Police Officer Role Training Program (available from LEAA).
- The Function of the Police in Crisis Intervention and Conflict Management -- A Training Guide (available from LEAA).
- Information from the National Crime Prevention Institute.

5.5 Summary Remarks

This document represents the Consultant's blueprint for a P/CR program in Concord. It is recognized that the Concord Police Department has undergone considerable change recently. By necessity, the program components recommended will have to be prioritized by the Chief of Police and implemented over time. The order in which the recommendations were presented generally allows for step-by-step implementation.

In summary, several central points can be made.

- The Chief of Police is attempting to upgrade the effectiveness of the Concord Police Department. The suggestions in this report were designed to assist in that effort. However, the Chief and the entire Department must have the cooperation of the community.
- The essence of P/CR development is patrol involvement. As suggested, Patrol officers should get out of their cars and talk to citizens. This report placed special emphasis on officers' interaction with young people. There should be officer-initiated contacts with other citizens as well, including senior citizens. The Chief of Police has already established a patrol procedure that requires officers to walk a part of their beat. A "walk-and-talk" procedure, where possible, should be encouraged to the fullest extent. It must be a major responsibility of the recommended P/CR officer/coordinator to help plan and develop patrol interaction with citizens.

- The need for citizens' support of the police was stressed; such support requirements can legitimately extend to seeking financial aid from the private sector for police-generated programs. For example, materials development in the crime prevention area and special youth programs (e.g., camping, field trips) are often financed by community contributions. Police budgets are invariably too tight to support the entire P/CR effort. The definition of the areas and extent of support required from citizens in the community is an important part of the planning process for the total P/CR program.

- Overall, there is some difficulty in prescribing a P/CR structure for small departments. A unit of several fulltime people is difficult to justify due to manpower limitations. On the other hand, the total job is too much for one officer to handle. Moreover, one man in this assignment tends to develop an identity problem. Because of these considerations, a coordinative arrangement with a P/CR officer/coordinator and maximum involvement by other officers -- command and planning; specifically, patrol, juvenile, and school resource officers -- is suggested. This is, in fact, a generalist-specialist model of police work. As noted, the P/CR officer and the juvenile officers should initially assume and share school resource responsibilities. Experience with workload requirements and the level of programs desired will then indicate how many additional officers are needed with predominant responsibilities in the P/CR area.

END

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