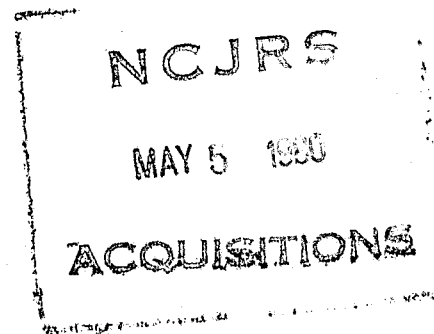6743

INTERNATIONAL ASSOCIATION
OF CHIEFS OF POLICE

POLICE

U.S. ATTORNEY GENERAL CONFERENCES
ON
"THE CHANGING NATURE OF CONFLICT"
1969

PROFESSIONAL STANDARDS DIVISION

Proceedings of

The 1969 Police Executive Conferences On

"The Changing Nature of Conflict"

Conducted by

INTERNATIONAL ASSOCIATION OF CHIEFS OF POLICE
Professional Standards Division

INTRODUCTION

The 1969 Police Executive Conferences on the "Changing Nature of Conflict," held under the auspices of the International Association of Chiefs of Police, and funded by the Department of Justice, were attended by 125 police executives representing the major communities of the United States.

The police executives met to discuss their common problems, needs and goals. Solutions, alternatives, causes, resources, techniques and technology represented areas of analysis and discussion at the conferences.

An ever-changing and complex society had challenged the police with manifold problems emerging from the areas of poverty, war, race, as well as a restless and provoking youth population.

Student unrest, the need to respond to internal organizational unrest, and the changing nature of conflict were the three basic areas around which the discussions centered.

I N D E X

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CONFERENCE PROCESS

The conferences were designed as work sessions for the participants with a combination of techniques created to facilitate peer group interaction being utilized. These techniques included small group formation and group reporting.

"Process" individuals, who acted as catalysts, supplied the conferences' semi-structure necessary for meaningful information through short talks and answers to questions in their particular area of expertise. Conference leaders provided a "maintenance" role. Most important of all, peer group exchange formed the basic understructure and dictated the success or failure of the conference sessions.

As noted by the various "process" and conference leaders, success or failure hinged upon peer group interaction, which involved extensive and equal participation, openness and frankness in discussion, and a functional program format working within the conference semi-structure concept.

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CONFERENCE DATA

During 1968, IACP had conducted, under the sponsorship of the Office of the Attorney General, U.S. Department of Justice, sixteen conferences on "The Prevention and Control of Civil Disorders." During December, 1968, the Office of Law Enforcement Administration, predecessor organization of the Law Enforcement Assistance Administration, solicited the views of the participants from those conferences regarding the desirability of additional police executive meetings of that type. A planning group met on December 12 and 13 to discuss the concept of such conferences. That proposal was favorably acted upon and, under a grant from the National Institute of Law Enforcement and Criminal Justice, the International Association of Chiefs of Police again conducted a series of conferences for police executives.

The purpose of the conferences was to provide a series of six 5-day conferences for police executives to better enable them to manage their organizations' efforts in dealing with increasingly severe relationship conflicts in their communities and their departments.

CONFERENCE TECHNIQUES

During each of the six conference sessions, two techniques were used to identify individual problems and concerns as the basis for focusing the week's agenda on those topics and issues most acutely felt and commonly shared. The first step in this process involved the use of a staff-generated list of difficult tasks confronting police administrators.

An analysis of the results from the checklist indicated that the conferees were deeply concerned about internal problems--those involving relationships among the various levels within their departments. The nature of the checklist, however, tended to place a heavy emphasis of concern on internal administrative matters due to relationships between police and persons outside the department, that is, the task of "dealing with representatives of dissenting groups."

To assure that the conference agenda were not overly directed by staff interpretations of the police executives' concerns, a second method was employed to elicit problems and issues. This latter method is described as a "problem census" and is obtained by providing each

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conferee an opportunity to describe, in his words, the
basic reason behind his decision to attend the conference.
Each man was asked to indicate why he was present, what
were his most pressing problems and what he wanted most
to take away from the conference.

STUDENT UNREST

Upon completion of the problem census and self-introduction phase, the Monday morning portion of the program came to an end and the first of the three major topics of the conference, "Student Unrest," began.

This phase of the program was initiated by the presentation of talks by in-put speakers. The talks are now presented.

POLICE PROBLEMS IN HANDLING STUDENT UNREST

I am not, by any means, an expert on current student unrest. My primary concern, as most of you know, is with the police and with the problems of the police. With this kind of interest, and located, as I am, on a campus with a considerable amount of student unrest, I have had occasion to reflect on the problems of police handling of student unrest from a rather unique perspective. What I would like to do today is to share some of these reflections with you. I can perhaps best begin, in these introductory comments, by offering some selected observations regarding the three major groups involved in the problems we have experienced in recent months: (1) the students, (2) the educators and university administrators, and (3) the police.

(1) THE STUDENTS

It is important to note, from the outset, that student unrest is not a new phenomenon. The resignation of two

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college presidents this past week reminded me of a recent reference in a magazine article to the resignation of another college president. On quitting, he stated that he was doing so because he was infuriated at the "licentious, outrageous, disgraceful" behavior of his students. The college was at Carthage, the educator was St. Augustine, and the year was 383 A.D.

We have seen patterns of student unrest over the years. And the wave of recent campus disturbances, it must be recognized, has not been limited to this country. There have been reports of student demonstrations and disruptions in, among other countries, Portugal, Japan, Denmark, Switzerland, and West Germany. That college campuses should be the scene of frequent protest and demonstrations should not, upon reflection, come as a surprise to us. Universities, by their very nature, encourage questioning, challenging, and experimentation as an integral part of the academic process. And most college students are at an age when they have a healthy mixture of rambunctiousness, ambition, idealism and a keen interest in questioning the world around them.

Having offered this perspective, let me rush to

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acknowledge that the current wave of student unrest does

distinguish itself by its intensity and by the extent to

which it is widespread on the campuses of the country.

As the problem becomes more aggravated and more complex,

there is an understandable search for simple explanations.

We frequently hear, for example, the claim that all of

the current unrest is a result of some massive Communist

plot, etc. Were it so simple! As a first step in dealing

with student unrest, it is especially important that the

police - more so than others - recognize that we are

dealing with a very complex phenomenon. There is no

single cause.

The most helpful analysis of the factors contributing

toward student unrest that has come to my attention is

offered by Dean Franklin Ford of Harvard and is presented

in his article, "To Live With Complexity" - a copy of

which has been made available to you. He divides the

students contributing toward the protests, disruptions,

and disturbances that have occurred on our campuses into

four groups or concentric circles. The outer circle con-

tains those students who are simply experiencing the

difficulties of growing up - intellectually, socially,

and physically. The second and smaller circle contains

the concerned students - concerned over violence, poverty, racism, war, the state of our urban centers, etc. The third and still smaller circle contains students who have chosen to express their concerns as members of a variety of separate but clearly identifiable groups, including the black militants, student power advocates, associations of young teaching assistants, etc. And the fourth and smallest of the circles - the hard core of student protest - consists of the "wreckers." But even within this group, one must make careful distinctions between revolutionaries motivated by a political ideology and students motivated simply by mischief; between those angry at the institution for not having made the grade and those suffering from some mental illness. Helpful as this analysis is, it is recognized that the lines are not very clearly drawn.

The basic point, however, should be clear. If the police are to function effectively, they must have a thorough understanding of the problems they confront. Insofar as student unrest is concerned, it is a gross oversimplification to operate on the basis that all current unrest stems from a single source. To the degree that police fail to make careful distinctions, they risk

the serious consequences that are likely to result from responses that are inappropriate, given the nature of the activity in which the students are engaged.

(2) <u>THE EDUCATORS AND UNIVERSITY ADMINISTRATORS</u>

If one set out to select the most pressured job in today's society, educators would be in a close race with police chiefs. And it follows that many of the problems that educators and university administrators have are similar to those being experienced by police chiefs.

In relating to college administrators, it is important for the police chief to recognize that, like police officials, college administrators have their own set of constituencies. Aside from the students, they must be concerned with their faculty, their alumni, and their administrative boards. By tradition in most universities, the faculty has played a major role in policy-making and in the governing of the institution. Old forms of faculty government, however, are clearly not adequate for meeting the crises that mark life on a campus today. Moreover, faculty members, by the very nature of their profession, are generally accustomed to working on their own - not as a group. Given these

characteristics, the task that an administrator faces in relating to his faculty under crisis conditions is, indeed, a formidable one.

And then there is the board of regents, the board of trustees, and, in the case of a state university, the legislature. Administrators in state-owned institutions are particularly hard pressed, for while in a private institution the president's concern ends with his board of trustees and alumni, the concern of the president in a state institution must extend to all of the people of the state through their elected representatives. In Madison, for example, the legislature is in session several blocks down the street from the campus. A disturbance on the campus produces a rash of bills affecting the University. The bind in which the administrator is caught, given these various constituencies, should be a familiar one for police officials who are themselves often caught between conflicting pressures brought to bear by different segments of the public.

It is also important for police administrators, in relating to educators, to recognize that the latter, with but several notable exceptions, have not had the kind of experience that police have had in managing conflict. And

so the police administrator in a community having a sizable

student population has a responsibility to educate college

presidents and administrators with regard to a wide range

of problems involved in handling group conflict. University

personnel should be familiar with the limited alternatives

available to the police - and with the likely consequences

in employing each of these alternatives.

(3) THE POLICE

A great deal can be said regarding the police role in

student unrest. In these very brief introductory comments,

I'd like to focus on a single question that serves to raise

most of the important issues.

Why is it that the police, responsible as they are

for managing conflict in our society, so frequently end up

as the center of conflict in situations involving student

unrest? A clear pattern has emerged as unrest has swept

the campuses of our country.

A decision is typically made by a college adminis-

trator that a given demonstration or disruption can no

longer be tolerated. The police are summoned. The

police, almost always undermanned, have tended to respond

immediately to a request for action. A combination of

factors - the size of protest groups, the mixed composition of the groups, the concentration of students in a small area on any campus, the lack of adequate numbers of police personnel - all of these have contributed to a potentially explosive situation. Add to this the fact that at least some of the students desire a confrontation with the police as a means of creating a situation that is likely to result in their gaining further support. Any effort to exercise authority in such a situation generally results in the police personnel being overwhelmed and a very quick escalation in which the police must resort to the use of force. It is doubtful if, under such conditions, it is possible for force to be used with discrimination. And police action, marked by indiscriminate use of force, has typically led to a very rapid redefinition of the issues. Discussion of the issue that initially led to the disruption or demonstration tends to become quickly overshadowed by discussion of the nature of the police response. Demonstrations that initially involved but several hundred students have swelled to thousands as the major concern takes the form of a protest directed against the police.

Yet, despite the frequency with which this sequence

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of events has occurred, police around the country seem

to have failed to take notice. The major lesson in-

volved - the very serious limitations in the use of

police - has not gotten across. And to this day, police

in some jurisdictions continue to champ at the bit, anxious

to have a "go" at the students despite ample indications

that unless a police response is carefully planned and

properly balanced, it is likely to reflect poorly on

the police involved.

QUESTIONS FOR DISCUSSION

Having offered these several observations regarding

the current scene on our campuses, I'd like to leave with

you a number of questions that I feel we could profi-

tably discuss in the time available to us.

> (1) What should the police do toward educating
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> educators and public officials regarding the
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> logistical problems involved in handling group
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> conflict? Should the police, for example,
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> advise officials as to the risks involved in
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> deciding upon different forms of action, just as
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> a doctor would inform close relatives of the like-
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> ly success of a serious operation? Should police

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take the initiative in destroying the myth that the police are capable of handling any situation to which they are summoned?

(2) What can be done to get educators and public officials to explore alternatives to the use of the police? To what degree should the police undertake to try to get educators to respond to some of the legitimate demands being made of them? Where conflict is unavoidable, what use, for example, should be made of the courts as interveners through the procedures involved in obtaining restraining orders?

(3) What does it take to carry out police action without providing a basis for criticism? What can be pooled in the way of "know-how" based on recent experiences around the country?

(4) What should be the stance of the police when requested to intervene? Are there situations where the police should refuse to become involved unless adequate manpower is first made available? Are there situations in which the broad commitment that the police have to maintaining the peace

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requires that they advise in favor of not enforcing a law which, under the prevailing conditions, would result in overt conflict?

(5) Finally, what can be done within a police organization to develop a better ability on the part of all personnel in distinguishing students from students? Much of policing consists of making careful distinctions between and among people and circumstances. What can be done to improve this ability as it relates to an area of activity that clearly is among the most difficult and most challenging that the police have confronted in recent years?

CHANGE IN THE ACADEMIC COMMUNITY STRUCTURE

It is difficult for me to adhere to the rules imposed by the conference planners and limit myself to twenty minutes, particularly since this academic type is normally geared to the fifty-minute lecture period. First of all, I must begin with an apology and indicate that I am not an expert on this topic. While there are a number of authorities who speak to the issue of cultural and generation gaps I do not think the results of this particular period in our history can be properly analyzed until after we have lived through this interesting, and to me, challenging period. Insight is gained with the passage of time and a certain amount of perspective. I do feel that I come to this program with some background, however, having served as a student personnel administrator and a student dean for the past eighteen years. As a consequence, I am willing to risk testing my observations regarding the academic community

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as a community structure and to examine some of the

changes in structure and constituency that have occurred

in recent years.

Some of my friends at Harvard describe their academic

community as a balloon which up until this year has been

able to adjust to pressure from within and without with

a great amount of elasticity. We are now well aware

that as a pin prick can burst the balloon so can it the

community. Historically, the academic community has been

very much a community unto itself, making its own rules

and regulations, with the state generally indulgent in

affording this freedom. During the Middle Ages faculty

even had license to commit murder without resulting con-

sequences to the offender. Increasingly, we have become

subject to the courts and court decisions. Outside of the

family unit, however, the academic community still enjoys

the greatest degree of freedom and flexibility of any

institution in our culture, particularly in regulating the

behavior of its members. During the last decade we have

observed a number of changes not only in the academic

community structure but in legal interpretations of the

role of the student which, in turn, have altered the

pattern of community operation.

What then are some of the factors that have lead to the fragmentation of the community? Why is "community press" no longer a great influence in stabilizing the community? In 1869 we know that 52,000 young persons were attending college or 1.1% of the total United States population between the ages of 18 to 24 years. In 1910 the figure jumped to 355,000 or 2.9 of the 18 to 24 year old group. In 1963 there were 4,234,000 in higher education, or 23.3% of the 18 to 24 age group. My guess is that this figure has grown at an even more dramatic rate per year in the last six years. It is argued then that the first cause of the fragmentation of the community is sheer numbers. Many of you serve in communities where educational institution size has increased anywhere from 10,000 to 30,000 in student population. It is very difficult to maintain a sense of stability in any community with the rapid growth of numbers experienced in the last few years. The campus population explosion coupled with an inability to build commensurate physical plant has had the consequence of overcrowded classrooms and living units. Another effect on the community and our

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thinking, is the change of the traditional kinds of students pursuing a college education. The academic community after World War II no longer was made up of a homogeneous grouping of upper and upper-middle class students as was the case up to that period. In addition to greater middle and lower socio-economic class participation in higher education, a shift has occurred in educational emphasis from the traditional residential college community to the commuting urban institution. Current figures indicate that more students are commuting to college than those living in a residential college environment. Thus, the "community press" effect on the total living-learning experience is no longer as significant a cohesive factor for a greater number of students. An additional dimension has been the necessity to recruit a tremendous number of faculty and auxiliary staff to operate an expanding and increasingly complex community. The demand and consequent competition for faculty and staff has increased their mobility and marketability. The increased commitment to professional objectives, plus the emphasis of institutions in rewarding, through promotion and salary increases the more visible standards of accomplishment of research, publication and "non-teaching service functions", has contributed to the

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breakdown of faculty and staff identification and commit-
ment to the educational institute. The threats and the
resultant preservation of academic freedom so crucial
during the McCarthy era of the fifties, now has moved beyond
this stage and has lead to some inordinate interpretations
of freedom without commensurate responsibility on the part
of some extreme elements within the academic community.

The movement away from the in loco parentis (in place
of parents) concept by institutional authorities is another
factor in the demise of the traditional community role of
students. The enforcement of due process and increased
maintenance and self-control by the student of his non-
academic life as well as the interpretation of the right
(not the privilege) to attend college has been supported
by the courts.

I am sure that many of you have observed this shift
yourself when in the recent past you would have referred
student cases of community infractions to the Dean of
Men's Office to avoid blemishing the record of a student.
Currently, most of you are now in the position where college
and university officials request that these cases be
handled directly by the courts. Institutions have become

very sensitive to their legal responsibility as a result of increased litigation on the part of students and parents. The increased affluence and mobility of students has also contributed to this change. The civil rights issue triggered court cases which resulted in the refining of the definitions of due process, and has forced colleges and universities to come to grips in dealing with student discipline on a fair and judicious basis.

An external causal factor that has contributed to the instability of the academic community is the realization that equal educational opportunity for all in higher education does not in fact exist. In examining the representative populations attending college we have found that as late as 1968, as indicated in the recent figures from the Office of Civil Rights, fewer than 1 % of the black population of this age group are attending higher educational institutions. This is particularly surprising since much rhetoric regarding the work and effort of higher education was thought to be already accomplished in creating change in our country by introducing more of the disadvantaged population to opportunities in the academic community.

These then describe some of the reasons for the
breakdown in the traditional and stable academic commun-
ity with which we have become familiar. What about a
description of our contemporary student population?
Fortune Magazine in a survey of recent research
(incidentally, the figures I am about to quote have been
substantiated by the one o'clock news report of the
Commission on Violence, particularly with regard to the
radical population), divided the student population into
three main groups: "The real 'radicals' who account for
about 2 % or less of all college students. Then there is
another grouping called the 'forerunners', just for label's
sake, who account for some 40 %. The third group is the
'careerist' or conformist who account for close to 60 %
of the student population. Now the radicals, of course,
are the extreme activists who attack the university less
as an institution in itself than as a surrogate and
symbol of society as a whole --- and whose real aim so far
as it is possible to discover, seems to be to disrupt and
ultimately destroy our society as we know it. The
'forerunners' are those by and large who share the express
ideal and aims of the radicals --- which are nothing more

or less than those our society has always honored on special occasions --- but who really do want the system to work, who want a society to live up to its ideals, and who will only resort to the so-called politics of confrontation when they feel they have no other resources. And lastly, the 60 %, the 'careerists', are those who are more or less willing to accept the accustomed ways and the established channels in education and occupation towards self-definition." Now some of the categories and descriptions may be oversimplified, but I think most research would support these percentages and the rough definitions.

A capsule description of the contemporary student in my opinion would include such adjectives as brighter, better prepared, more informed, affluent, idealistic, impatient and introspective. Today's student has been raised in an era where technology has provided instant response and they have come to expect instant solutions. This generation nourished on television can experience instant war with the flick of a dial. Nevertheless, I am persuaded that students come to college as they have always come, seeking the means to change the world and the expectation that they be changed to live in a better world.

One of the problems in analyzing the student population, is the separation of students with legitimate concerns and those bent on destruction. There are a number of legitimate, rational kinds of issues to which the college and university community has to respond. As a consequence of this inability by the academic community to develop viable mechanisms to deal with the issues which are legitimate and appropriate, the two per cent "radical" students receive a great deal of sympathy from the majority. Some of these issues are internal to the academic community, while others are external and are spawned by the problems of society at large. Many of these issues have been described in the media as well as your background papers, but let us briefly review some of the more obvious ones.

1) Certainly the issue of the war and the attendant issue of the inequities in the draft system is a very significant one. This is obviously an external issue, although interestingly enough, such areas as ROTC curriculum, military and allied war industry, recruiting on campus and Defense Department research projects, have focused on internal

issues which, I think, are legitimate issues of student concern. Without attempting to make value judgements on the pros or cons of institutional sponsorship in these areas, there can be very little argument that any curriculum, and in particular the ROTC curriculum does not need periodic review and revision if it is to be relevant to the educational experience. With regard to military recruiting and defense research the academic community needs to constantly re-evaluate its programs and then clearly articulate a philosophy on sponsorship of these programs or discontinue them.

2) The internal issue of dehumanization of the individual and the institution relates to the previously described problems of overcrowding and the problems of community identity on the part of the student. In this area, faculty and administrators are subject to criticism for putting their own self-interest ahead of the educational mission. Now, I would like to relate some of my own personal experiences of last summer when I returned to

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school and became a student at a large midwestern university and found that some of the concerns expressed by students were very legitimate and very, very real. Many of the issues were of minor consequence, but soon had a cumulative effect on me. As a student participant in an Institute, each of us had to follow a prescribed registration procedure. Because the Director of the Institute gave us different registration instructions than those prescribed by the University Bursar, the Bursar made all fifty of us wait for three hours in the auditorium before we could register, in order to punish the Director of the Institute for failure to follow the rules. Then, there is what I call the "little old lady syndrome." This occurred when clerical and hostess staff in the residence hall who are responsible for interpreting hall policies and procedures to the residents responded to various queries: "Well, I don't make rules. You'll have to get along." This type of approach to human relations exists because either people are overtaxed with responsibility, or the

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community itself is too complex or too large to
be able to deal rationally with the human rela-
tions problems which are obviously in evidence
and obviously necessary to resolve.

3) One of the most vital issues is the black issue.
It is important here that we distinguish in our
assessment of the two per cent radical population
between the black militant and the white militant.
There are some identical postures as expressed by
Students for a Democratic Society and black mili-
tant societies, but I would say to you that the
best information indicates that the SDS and black
militant movements are quite different in charac-
ter and objective. I would characterize the
black militant's concerns as very pragmatic with
limited objectives - objectives which depend upon
the continuance of the Establishment in higher
education. Their causes, many of which have
legitimate ends for a relevant education, include
such program demands as: black studies, recruit-
ing of great numbers of black students, black
residence halls, and greater numbers of black

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faculty and staff. Each program demand empha-
sizes the desire for identification and the need
for understanding the black culture.

As for the Students for a Democratic Society - I
had the opportunity to meet with some of the
national officers of SDS this past summer - as
individuals I find them quite alienated from
society. They are bright, alert and frustrating
to deal with over intellectualized differences.
They are split over idealogies. It has been esti-
mated that about 2 or 3 % of the membership of
the SDS are members of the communist party, about
20 to 25 % members of the Progressive Labor Party,
a very small percentage members of the World
Liberation Front, and the balance unaffiliated
with any other movement other than SDS. The organ-
ization has been beset with divisiveness, there-
fore, no clear, precise description of their
philosophical theory has emerged. It is true
they have agreed on two or three major tactical
efforts, and to be quite frank with you in
measureing the activity on college campuses this
past year, they have been quite successful. SDS
indicated last summer that they were going to

launch a major attack on the military industrial complex using ROTC as the major issue. There is little doubt that the ROTC program was the object of a considerable amount of attention on almost every major campus in the country this past year. They also said they were going to make a special effort to recruit high school students and they have done so, perhaps with a lesser degree of success than they experienced with the ROTC issue, but I would predict that they will have a greater impact in this area next year. The supplementary reading entitled "S.D.S.?" should serve as a more detailed analysis of the movement.

4) The issue of "in loco parentis" is one that continues to be of vital concern. As I indicated earlier, higher education has already experienced a number of changes in this area. The document entitled "The Joint Statement on Rights and Freedoms of Students", has already become a model for many institutions. In understanding this issue it is perhaps appropriate to recognize the likelihood that change in this area was begun as a

result of student exchanges with other cultures.
For example, we have long been criticized by
European educational leaders for the reverse
manner in which we have seemed to regulate the
non-academic life of our students. Parents have
afforded relative freedom in the establishment of
social standards for high school students and then
we expect them to conform to a rigid type of social
environment in the college community. Most
European cultures reverse this process. Many
students now experience a junior year abroad in
high school and many foreign students come to this
country sharing with each other their cultural
experiences. Also, many students have a pretty
fair understanding of their non-college student
counterparts who have graduated from high school,
have their own apartment, have developed a life
style and self-determined standards of living.
College students now ask provocatively for similar
privileges. Not only are these requests for change
understandable but in most cases legitimate.
An area that is likely to be more complex in the

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coming year is the nature of the high school relationship
with the community and law enforcement. I have just
jotted down a few issues which require further discussion
that I see looming on the horizon and are now already
being faced by many metropolitan communities. The manner
in which the communities respond to these issues is
extremely important. The question of local School Board
autonomy already is a very significant issue in several
of the large cities. How much does the Board reflect the
populous of the local district and who determines policy
for the immediate school district? How much does the
Board attempt to seek out grass root concerns of students,
parents and taxpayers? The question of academic freedom
for high school teachers, I think, is another fundamental
issue that will pick up in tempo. This issue is compli-
cated by the increasing unionization of teachers and main-
tenance staff, introducing problems of arbitration and
confrontation. Also, the rigidity of many schools with
regard to student dress regulations, underground
newspapers and other social issues, will be factors in the
continuing conflict. They, like the colleges, are
experiencing the same pressures with respect to the

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relevance of curriculum, black studies, the hiring of more black faculty and staff as well as school integration.

The superficial manner in which I have covered some of these issues does not do justice to them. The complexities of the problems posed in dealing with the issues requires depth discussion and analyses. However, I do hope that I have been able to provide a basis for further exploration on your part.

What about the future and some possible solutions? Personally, I look at the future with a great deal of optimism. I believe Academia is beginning to examine the necessary kinds of approaches and to make the necessary reforms. We are observing more and more student representation on University committees. We are beginning to distinguish between listening to students and telling students. I think it is extremely important that we emphasize listening, a lesson Police Chiefs can learn also. I am persuaded that many more of the moderate faculty are beginning to see their responsibility in the college community with regard to the issue of governance of the institution, which is not only a very significant, but also complex issue.

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We are also beginning to distinguish between con-
structive and destructive dissent. Student participation
is also starting to expand beyond the academic community
to the community at large. I am impressed with the kinds
of changes that I see around the country in the establish-
of student committees working with law enforcement
prosecutors and court agencies, discussing some of the
issues previously discussed in this paper. In my own
community, such a committee advising the state's attorney
has been most successful in attacking the drug abuse
problem. Student intern programs are being developed
not only with police, court and prosecutor offices, but
with legislative and administrative agencies as well.

Some interesting kinds of experiments in the use of
student police forces on campuses are in progress.
Interestingly enough, these programs are an outgrowth of
student dissatisfaction with the lack of enforcement of
campus parking and traffic regulations. These experiments
may serve as a model for future college security programs.
It is encouraging to note that many local governments
have expanded programs in which police are encouraged to
continue their education. Based on only one week's

experience with you, I am convinced that the development of a program of sabbatical leaves for police officers, similar to that offered in academic circles, would be very beneficial to your profession.

Some of you may view my optimism with a certain amount of skeptism as a result of this past year. Yet, as I continue to observe the scene, I am convinced that there are students, educators and law enforcement officers who are committed to creating an environment where constructive change can occur in an orderly pattern. The characteristics of many of the actors in this drama do reflect dedication, capacity for hard work, a willingness to listen as well as to contribute, and a desire to alter preconceived attitudes. I, for one, am committed to the idealism of many young persons as expressed in the following principle: The only way we really know one another is by what we do and what we say and our dedication is to bridge that gap between what we say and what we do.

The challenge to build new community models which afford the maximum of human understanding and integrity for the individual, is shared by each of us. I came to share my experiences with you and found I leave having learned much more from you than I had to give.

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STUDENT UNREST FACTORS

I don't know if Jim Taylor (Inspector, NYPD) made
any calls since he has been down here and I haven't done
so but it could very well be that when we tune in the
radio this evening, that we'll have some more problems
up there in New York. This is just my way of saying
that obviously New York doesn't have all of the answers.
I come here today to try to share a few of my thoughts
with you and hopefully in the discussion which will follow
share some of your experiences which can be utilized for
my own personal benefit and for the benefit, I feel,
of all of us in dealing with this problem.

As George O'Connor has indicated, this factor of
student unrest may have in most instances originated at
the college or university level. But, we now find it
filtering down into the high school and the junior high
schools. This problem of student unrest at the senior
and junior high school level should be thoroughly
understood.

LLOYD SEALY, Assistant Chief Inspector, New York Police
Department; member of New York Bar Association; presently
commanding officer of Patrol Borough Brooklyn North;
member of Advisory Panel for Law Enforcement, Law Enforce-
ment Assistance Act, U.S. Department of Justice; Consultant
to National Advisory Commission on Civil Disorders.

A survey conducted by the National Association of
Secondary School Principals indicated that three out of
every five principals reported some form of active pro-
test. The Center for Research and Education in American
Liberties at Columbia University monitoring 1800 daily
newspapers to determine the extent of the disruptions in
a four month period from November, 1968 to February,
1969 found 239 serious episodes of disorder, strikes,
sit-ins, demonstrations, riots or other violence in high
schools. During the same period 348 high schools in
38 states underwent some form of disruption. It is esti-
mated that from November, 1968 to May, 1969 there have
been 2,000 disruptions.

Although many may not have a college or university
campus within their jurisdiction, I think we have to
recognize that at the high school and junior high school
level, there is this trend of student unrest. Those
who are studying and making surveys in this particular
area tell us that we can expect that the unrest is
going to increase the number of incidences of disorder
in the high schools and junior high schools, and we
as police officers are going to have to be in a better
position to deal with some of the resultant problems.

Now, these incidents have been racial in some instances in the large urban areas but predominantly non-racial in other areas. The basis of protest reflecting in many instances the demand for greater student freedom and involvement in a decision making problem. I think that from the simple issue of how long you're going to wear your hair to the question of sitting in judgment and determining who should teach in a high school, this is more or less the gamut of problems that the school administrators have been confronted with, and situations which at one time or another has developed a protest in one form or another.

Activities of student organizations of various kinds have served as catalysts in some of the student unrests and I'm going to mention just two groups in general category. One is the SDS, the Students for a Democratic Society, which has been at the college and university level, one of the most active groups on campus and who likewise focus to some degree their influence and direction to the high school level.

Now, as I understand it, the general orientation of the SDS is one of a complete change in our society.

The basic assumption the group has is that our society

stinks, and that the only thing you could do with the

system is to tear it down. Their approach has been

in the direction of confrontation politics, such as

Herman Goldstein was speaking of earlier. Going from

that group, you could run a broad cross-section of

students on college campuses who have a variety of

types of grievances. They have as their objective,

not necessarily tearing down but, certainly, some basic

modification and change in the system.

The same thing is true of the high school. You

have another substantial group scattered throughout the

country both on the college level and high school

level which can possibly fall in the category of Black

Student Unions, or Society of Afro-American Students,

or whatever the name may be. Basically these are black

students who are concerned with making the educational

processes at the high school level and at the college

level more relevant to their lives. Most of them do

not have as a basic objective tearing the system down.

Most of them want to keep the system but they want to

effect real change within it, which will make education,

as I said, more meaningful to their needs.

Now, some of the demands which are emerging from these high school groups are demands to be given a role in making fundamental decisions as they affect the high schools. This is to be achieved through effecting rules of conduct, behavior, courses of study, teacher selection, and principal or administrative selection. There is also the demand for greater student freedom in a variety of areas.

There is a demand from the black students for the inclusion of black study programs in the high school curriculum. There is a demand for a broader representation of blacks at the administrative and supervisory levels within the high schools or in the teaching staff itself. There are, in some instances, demands for separate facilities and for autonomous programs in which the black students would be permitted to more or less have total charge of the programs in the schools.

Now, these student demands naturally present some serious problems and pressures when it goes from the state of verbalizing demands into some type of an

activist program where the students, through a variety of tactics, try to pressure the school system into acceding to their demands. As Herman Goldstein indicated, the administrators and supervisory staff of many of the schools are being confronted with this type of problem for the first time. These school officials have been accustomed to dealing with students in what I wouldn't call a superficial manner, but, they have been accustomed to being able to discipline students and have students respond to discipline with no one attempting a confrontation. This situation is not true today.

Where we have disorder in schools, where we have assaults on either fellow students or on teachers, where we have various other types of pressures on teachers, we find that the teacher organization - the teacher union - usually starts to make demands on the police in terms of providing more adequate protection for the teaching staff. Now this demand that the teaching organization might be making on the police may be in conflict with the general policy of the school administration. For example, the teacher union

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may be requesting police be stationed inside the
school. The supervisor or principal may have as a
policy, or the district superintendent may have as his
policy, that he doesn't want police in the schools at
all. So this is a second area, you might say, of
contention.

Then, of course, you have the parents and the
community, and their involvement in this whole picture
of student protest and student unrest in the schools.
In many instances, the parents shrug their shoulders
and sort of indicate "Well, we send the kids to school
and we expect the school to make sure that our child's
safety is ensured, and to take any necessary steps
that need to be taken to make this a reality." On the
other hand, there are those in the community who lend
silent support and not only that, but who also will
actively encourage those who are dissenting in schools,
those who are protesting, those who are trying to
bring pressure to bear on these school systems.
Then, of course, the students who, themselves, are
divergent, in that those who possibly are not members
of a particular group pushing for a particular demand,

may be concerned with the fact that their education is being interrupted, may be responding and reacting to the pressures - physical and otherwise - which they may be encountering from others who either are students or members of the community.

One of the things that we have seen is that there are adults who get involved with these student protestors. The adults aren't necessarily on the streets. They, for the most part, don't attempt to get into school buildings. However, these adults attempt to influence the students through either organizations that provide a certain orientation and leadership training for students, give them a particular slant and help to develop ideas as to how you will disrupt a school. They influence the students on how to go about bringing pressure to bear and what tactics should be used. Or, you have individuals who make public statements and speeches which tend to be a little bit inflammatory. These utterances tend to encourage students to feel that in taking a particular disruptive tack to try to achieve their objectives, they are following along the right lines.

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Now, the police role in these situations, of course,
stems from our obligation to protect life and property,
and to preserve the peace, and to prevent and control,
where possible, disorders. I think one of the problems
which law enforcement faces in dealing with these
school problems is the attitude the police have towards
such dissidents. Let's face it, the student who is
disruptive generally tends to fit a stereotype in
terms of appearance, in terms of background, in terms
maybe of an attitude of non-conformity which goes
against the grain of most police officers. Most of us
in law enforcement are strong conformists, we are
respectful of the law, we respect people in authority,
we tend to have an attitude of cooperation, not one of
challenge. When we encounter, particularly in young
people, individuals who portray a picture that's
almost entirely opposite to that which we normally
approve it raises the hackles. It means that when we
deal, or have occasion to come in contact, with these
types of students, some of our own hostility, some of
our own aggression, some of our own feeling that we need
to set them right, comes into being. This is an area

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where I think as administrators and training officers

we have to be aware of the fact that our officers do

have these feelings, and that we have some of these

feelings ourselves.

So, we must recognize that as professionals we

are going to deal with whatever problems we have in

terms of maintaining order or restoring order, without

putting ourselves up as the ones who are going to

decide just what people can or cannot do. Our role

is one of maintaining order, not of extracting

revenge or making people become conformists or non-

conformists. We must constantly be aware of, and

mindful of, the fact that this attitude may be present

in some of our police personnel and that we have to

deal with it.

One of the tactics of those that are engaged in

plotting - I don't like to use that emotional word

"plotting." I refer to people who have as their

objective tearing down a system. As I said, their

tactic is, in the confrontation process, to make the

police appear to be lawless. We avoid that trap if we

do the job we have to do in clearing the campus,

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patrolling a high school or maintaining and restoring order, with professional calm, using force only when it is necessary. We don't, in a sense, run amuck so that it appears we have become a mob which no longer stands for law and order. I think this is something which we must constantly emphasize to our personnel. Now we should be aware and our police personnel should be aware of the background of some of the student unrest which Goldstein touched upon. I hope in our group discussions we'll go into the background as it relates to the college student in general.

I am sure you are generally familiar with the background as it relates to the black student in particular, i.e. the need in terms of a search for identity; the need in a sense to establish his own ego satisfaction; and the need to build a firmer foundation on which he can move up. It should be recognized that his demand for separate facilities for black study programs, for increased black faculty - teachers and supervisors - is in a sense part of the whole bag. It is a definite possibility that in his relationship with police the black student's past may have been, in

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an overall sense, community-wise, one of hostility.

So this is something, again, police personnel must be made aware of so that we can deal with it in an intelligent fashion. In the schools, particularly in the high schools and junior high schools, we've got to be aware of the ripple effect of confrontation between black and white students. We have had some of this recently here in New York, and you can see the ripple effect, not in the school population, but in the black-white adult population. This is something that we have got to keep on top of as police officers, to make sure that we are zealous in providing necessary enforcement and necessary protection for all individuals.

These situations must be resolved at the student level in such a manner that they're not going to feel they have to take things in their own hands in order to get justice. In turn, this means that they won't go back home and have the adult community start feeling that it's not safe for their black children to go over to that school in a predominantly white community, or feel that their white children are being abused by

blacks and no one is doing anything about it. We've got to be particularly vigilant to see that we are giving fair and impartial enforcement to keep the potential for escalation at a minimum.

We've got to have good intelligence. Now this is very difficult at the high school level because most police officers, you know, have a little weight, a little size, they don't look like high school kids because they are not. The problem of getting in so that we know what is going on and what some of these students are planning, what their tactics are. We've got to think along these lines, to devise some method of developing good intelligence. One method, of course, may be a good liason with school officials. This may be accomplished through the deans who usually have their ear pretty close to the ground. Perhaps some of the Physical Ed people, who are usually popular with students and share confidences would be a good source.

Intelligence is essential so that we can be prepared if we hear there is going to be a rumble. We can have men there, right at the school, on patrol to

eliminate the possibility of its coming off. In this manner we will be able to jump in immediately and keep it down. As Goldstein mentioned prior, the intelligence can help us in terms of the number of men that we feel we will need in a particular situation. Thus, there will be nothing to force us, you might say, into using extra force, be too aggressive to go into a situation where we don't have sufficient manpower. In this way we will know in advance that we've got the thing under control. The men must be in a position where they know there is no question as to who is coming out on top - that they are in control of the situation.

I can't emphasize too strongly the need for us to be alert to the confrontation tactic which seeks not only to bait police officers, but to get police officers to over-react, and based on that over-reaction, to develop sympathy where it is totally unwarranted. This is particularly true at the high school and junior high school level. Obviously the way we handle them not only influences children at other schools but it also influences and affects the adult population.

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Regardless of what the kids have done, the reaction of adults to police tactics will be: "Well, after all they are only children, why should the police abuse them in that manner?"

We have got to be sharp and make sure that our men recognize the confrontation tactics, and that we as supervisors do everything that we can to help them to deal with vilification, with name-calling. We must stress that action will be taken where there is a violation of law. Police personnel must maintain "cool" so that they are not placed in a situation where people turn around and say, in effect, "The police were the problem, rather than the basic situation with which they were originally confronted."

Student unrest reflects the myriad problems of our society. It is essential that we keep a balanced perspective and recognize the inevitability of some disruption to encourage great social change. The police officer is responsible for the preservation of the peace. This must be achieved to the extent possible without police conduct becoming a fact in issue.

CAMPUS PROBLEMS

I am now in charge of Security at Grand Valley State College, which is a tax supported institution in Western Michigan, brand new as of 1963. We have no alumni, we have no football team, and we have no ROTC. So you might say we have no problems. However, I can assure you that in the six years that we have been in existence we've managed to accumulate a small but active SDS organization. We have participated in a couple of busts involving pot and, of course, we have the traditional grassers and beer busts. So, although our problems may be in miniature, I think they are to a great extent very much applicable to those experienced on some of the larger campuses throughout the country. Since we are concerned here with this matter of adolescent unrest - student revolt - perhaps I'll start off in an area which I have had no

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WILLIAM A. JOHNSON, Campus Police Chief, Grand Valley State College, Allendale, Michigan; Former Superintendent, Grand Rapids, Michigan Police Department; served on Law Enforcement Officers Training Council, State of Michigan; former member of State of Michigan Governor's Crime Commission.

practical relationship, but one in which I do experience concern, and that is the matter of high schools. As the Dean has told you, the problem of the abrasive young militant is just as dangerous on high school levels as it is on the collegiate or graduate level.

Locally we have gone through the throes of enacting a Master Plan. That is, we have homogenized our municipal school district into one composite total with the result that we have gone into bussing on a one-way directional system. We have had a thorough going over on the part of the black militants who are most unhappy with this arrangement, as well as with the white backlash people on the receiving end, an area of the city in which I happen to live; all of which makes for a very unpleasant situation, one which could be transposed into any part of the country. To further complicate the problem, of course, we have the recently enunciated Gault decision which opens up a bag of worms that no one can adequately cope with. In fact we have not coped with it in our area of Western Michigan any more than, I understand, has been done

any place else. What is more, it has been my experience that there is no area quite so sensitive to the average police chief, so far as the success or failure of his endeavors, as that of policing school problems - any disorganized or disruptive currents which may occur in a school whether it be an elementary, junior high, or high school. So, I think that in speaking to this group this afternoon we have a greater area of common ground than one might think, particularly on campus problems which the Dean has developed.

Presently we in Grand Rapids are going into the reversal of the Master Plan, and what that is going to mean for our city I really can't say. We have been extremely fortunate to date. While we have had four or five isolated incidents, due to a very harmonious working relationship between the police people, the city people, and the Board of Education, plus a thorough and sympathetic reception and understanding on the part of the great majority of the Negro community, we have been able to keep the problems to a pronounced minimum. Just what this is going to mean in terms of the future

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only God knows.

The Dean has pointed out that we can expect in the very near future an intrusion of this insidious element of the SDS in similar and allied disruptive groups on the high school and even junior high school level. I will have to wait and see a more mature development before I would quite buy Dean Patzer's theory. I strongly suspect that along with everything else in this fastly developing world of change that maybe we have reached the point where the SDS is now at its peak and is going into descendancy. There was an old police court judge at home who would say to me in my moments of despair, "Bill, don't worry about this problem; forget all about it because in a week it's all going to be gone and you'll have another and larger problem." And this seems to be the way of life, more especially for Police Chiefs. Actually so far as the matter of SDS and similar and allied efforts getting into a lower age level, I would strongly suspect that, while the possibility always exists, our main area of confrontation would be on the college campus.

Currently, along with the other hats that I am wearing, I am chairman of a local group which is part of a national group, the National Alliance of Business Men. This is an organization set up in Washington, chaired last year by Henry Ford II, dedicated to getting summer jobs for disadvantaged youths. We have met with a small measure of success; however, not to the degree that we had hoped. At least, at the time I left Grand Rapids on the 29th of May, we had fallen quite short of our goal. Part of the exposure that I had in this effort of securing jobs - this is a long and a companion project to the traditional efforts that we have employed in the past - for my part, I found the chief source of resistance on the part of the industrial and commercial people was the fear that the SDS was going to infiltrate the ranks of industry this summer with the hope of projecting their philosophy on a total community basis. Again, just how much this will reach complete accomplishment and fruition is yet to be known. Only the end of the summer will prove how efficient the SDS has been in its recruitment program.

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Now, I mentioned I am associated with a small college. It's been an experience the like of which I would hope all Police Chiefs at one time or another might be subjected to because I have never seen such a totally different world than what I found when I went on the campus of this small college just west of Grand Rapids. More specifically, let us get into the matter of organization. I thought that I was pretty familiar with all the elements of good organization as they apply to a police agency or to any group. But, I was only on the campus a week before I realized that if I were to run the campus at Grand Valley State College the same way that I ran the Grand Rapids Police Department - or tried to run it for twelve years - I probably wouldn't last a month. Conversely, if I had run the Grand Rapids Police Department on the same basis and tactics employed by Grand Valley State College I am quite sure I wouldn't have lasted three weeks. Then I suddenly realized that regardless of this great and total disparity of energy, and the complete ex rience of opposites in the relationship of division of labor, for some reason, although unknown to me, in a matter of

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less than six years these people, as addle-pated as
they were, had managed to build what I think is a
tremendous school. We have a total of some twenty-five
million dollars in buildings alone, which brings us
back to the ultimate conclusion that we do not know
what the other person has to offer. The grass is
always greener on the other side of the fence, and,
before we start to criticize too severely, I would
certainly recommend that there be a sitting down
together and working out a few basic common rules of
understanding. And, I think that this for better or
worse is the enigma and dilemma facing this country
today, whether it is on a college campus, whether it
is on a high school level, or whether it is in a police
agency.

Certainly the group of men in this room and in the
adjoining room are representative of the profession of
which, I think, 3% of the total number of police chiefs
in the United States are college graduates. Another
small percentage, 10%, have had some college experience
in varying degrees. And, yet, through all this, somehow,
somewhere, we have managed to do a pretty good job -

not to say we couldn't do a better job. Transpose if you would the reaction on the part of the academia. I trust the good Dean will bear with me in my criticism of academia. Observe the reaction of these people at the intrusion which has confronted them in the last five years. They are scared, they are frightened - and I am speaking now of the college presidents and those in authority. If we were to go down to another very important but distinct separate group of people, and this is the faculty, I have never seen such an air of detached neutrality on the part of this very important segment of college community when it comes to formulating and putting into practice those ideas, those thoughts and expressions, which will some day, I hope, remove this great cloud of campus destruction from over our heads. In fact, I find that there is a feeling which borders on outright hatred on the part of the faculty - I am not referring to me personally as I have been treated most cordially. Again I am wondering if some of this feeling is not the result of this matter of ignorance of what the police department must do, what its limitations are, and what its

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responsibilities will be. This has been my experience, and I mentioned to our president just about three weeks ago I would hope some day that it would be possible to set up an internship in reverse and get some experienced faculty people, especially from the realm of business administration and the social sciences, and let them go into the disciplined confines of a police agency. Perhaps their eyes would open in the same proportionate degree mine did when I went out to Grand Valley. And, as I said, this has been the problem throughout the history of the last five to ten years. We just don't know what is on the other side of that barrier and it is about time that we find out.

Now, there are some evidences, some signs that the sun is trying to get through these dark clouds. I sense a community awakening; and by community I am not speaking necessarily of the academic community, or the police community, but the total community. I note with great satisfaction the recent energizing of some very strong support from those people in authority in the black community, which, up until recently has

been noteworthy by its silence and its habit of endorsed agreement, if anything, with the angry militant. What do we know about the black community? We know very little about it. However, when we have people with the stature of Associate Justice Thurgood Marshall come out with his very pronounced statement three weeks ago in Louisiana condemning the black criminal, the same as he would condemn the white criminal, I think this is a very wholesome sign and maybe we have come to a turn in the road. Some two weeks ago a Negro, Judge Murphy, in New York verbally castigated three white defendants before him who had been found guilty of disorderly conduct in a civil rights demonstration. The news accounts said that he shook with visible rage when he asked them, "Who deputized you to speak for me, a black man?" I think this is again another one of the straws in the wind of which we are speaking, not about the white community or about the black community, but about the total American community.

You know, as an old retired police chief, I am permitted several indulgences which you people who are

actively under the hammer don't have. I would project

even further to the point that I think this disruption

and these abrasive contacts which we have had and

known over the last two, three, four and five years

may have been, and still are, a good thing because

it's the leaven that gets us stirred up. It's one of

the necessary attributes which we must all take to

heart to find out just what goes on in the mind of

the other person. I view the future with profound

optimism. These have been harrowing times, but when

you go back into the annals of history there have always

been harrowing times. When I see these youngsters

on that little campus of ours, even some of the boys

with beards and girls with mini-skirts - and I am still

young enough that I can see a mini-skirt - when I talk

with them, I get a reassurance which I didn't have

before I got there. Many of my colleagues in the

police business told me, "Bill, you have rocks in your

head. Those collegiate people, those academic figures

will drive you nuts." Well, so far I've had four months'

exposure and I haven't been driven nuts yet. But as

I say, if I sense anything in my contacts with the

student body, it's been one of hope. I am sorry,
Dean, I would like to say the same about the faculty.
I think this is an area we have to do some work on;
insofar as the heads of the colleges and presidents,
I feel they are in the process of reorganization, and
given another year or so they can retrace their posi-
tion. Maybe they can fill some of the 70 to 75
vacancies presently existing in the offices of
president in the major colleges and universities
throughout the country. This void has not happened in
the police ranks. And, again, I suppose that hasn't
happened because we have more experience with violence,
we are creatures of violence, we have dealt with it
since the day we became police officers. We have an
expertise that the academicians don't have. I think
that we have a good contribution to make to them.

And, slowly but surely I feel there is the reali-
zation on the part of these academic people to come to
these illiterate, if you will, police officers,
unlettered perhaps in the classical sense. Yet when
it comes to the intimate knowledge of what makes people

do things, I think that we are in an area where we have a sole monopoly. Let's not be selfish and keep this to ourselves. Let's see if we can't help to share and project a little of our experience because I think that the police establishment, certainly over the last ten years when this whole social unrest has reached its peak and ascendancy, the police establishment has done an outstanding job. Granted there are many places where we have fallen down, we have made mistakes, and we have been criticized here and there. However, we are used to criticism. Again this is an area the academic people are not used to because they were never exposed to it. They lived in ivory towers. Now they are feeling the hot breath of the taxpayer, the critical people, and, I hope, and am certainly confident, that as a result of this there will emerge a happier day in academia, in high schools, and just generally in the American structure.

Thank you very much.

SMALL GROUP "STUDENT UNREST" REPORTS

An important part of each of the six conferences was the division of the conferees into small discussion groups immediately following the in-put speaker's talk. The objective was an analysis of the effects and the causes of student unrest and a search for possible approaches to the police problems based both on the speaker's offerings, and the experiential background the conferees brought with them.

Upon the completion of their small-group work, the conferees reconvened into a single body. The reporters for each small group presented its findings in outline form utilizing a flip chart. More discussion and questions followed from the floor. Also, further offerings came from the in-put speaker upon request.

Distilled from the work of the small groups, in outline form, is one conference's work in the "Student Unrest" area:

STUDENT UNREST

A. EFFECTS (positive and negative)

1. Social readjustments

   a. pressure to make draft system more equitable
   b. improvement of college curricula
   c. public support for police is increased

2. Disruption of the educational process

   a. dissident few interfere with orderly studies
      of the many
   b. cooperation, planning and action demands co-
      operation between police, school administration,
      and student groups
   c. quality of education suffers

3. Economic factors

   a. diversion of University resources, loss of
      alumni, and legislative financial support
   b. police manpower drain
      I. overtime costs
      II. abnormal equipment demands

4. Civil unrest

   a. increased demonstration activities
   b. spreads beyond campus area, particularly in
      junior and senior high schools

5. Racial polarization

   a. hardening of resistance
   b. increase in violence

6. Criminal acts

   a. destruction of property--arson, vandalism
   b. rise in number of thefts and assaults

7. Over-reaction charges against police

    a. need to expend department resources to process
       such complaints
    b. legal processes from charges and countercharges
    c. adverse effects on morale

8. Community relations

    a. police criticized regardless of action taken or
       outcome
    b. public and police negative morale factors
    c. negative affect on police recruitment
    d. police unable to maintain normal service levels;
       public suffers

9. Jurisdictional conflicts

    a. at what point police enter under given situations
    b. upon what basis and upon whose authority do police act
    c. local, state and federal legislation factors
    d. court actions--injunctions and restraining orders

10. High school mimicry of college confrontation tactics

    a. demonstrations, sit-ins, lock-outs
    b. tactical problems posed in handling riotous children

B. CAUSES

1. Subversion

    a. radicals with ulterior motives manipulate students
    b. militant group activities--leftist and rightist

2. Need for change in the schools and in the establish-
    ment at large

    a. agitation for relevancy in faculty
    b. protest against war as expressed by draft issue
       and ROTC

3. Student complaints against university establishment re

    a. curriculum relevancy

    b. teacher failures--quality of instructors and
       instruction
    c. school administrative policies

4. Changing values and standards

    a. youth vs age gaps in areas such as self-discipline,
       dress and rule of law concept
    b. restlessness of youth and its relationship to social,
       political and economic factors existing in social
       order
    c. growing impersonalization of society and mounting
       pressures of many persons and groups to have a voice
       in creation of policy which affects them

5. Racial and minority group factors

    a. polarization of races
    b. black study demands--a real need for identity and
       status
    c. militancy of their leadership
    d. "haves vs have-nots" minority group interrelationships
    e. identity seeking aspects involved

6. Drugs-narcotics

    a. student refusal to accept legal application of law
       on campus as well as rest of society
    b. pro-cons of marijuana; legal vs social implications

C. APPROACHES

1. Greater emphasis on police training

    a. operational and staff in-service programs
    b. prevention techniques, strategies and tactics

2. Establishing and maintaining meaningful communication
   with all factions--administrators, faculty, students
   ranging from those seeking to maintain status quo to
   most militant

    a. intelligence
    b. liaison

3. Development of compatible policies and goals between police and

    a. school administrators
    b. faculty and students
    c. all community groups affected--military and civilian

4. Police tactics re-evaluated in terms of

    a. intelligence gathering, recording and utilization
    b. determination and utilization of police manpower resources available
    c. application and non-application of conventional arrest procedures
    d. injunctive relief potential
    e. increased patrolling needs and servicing of schools, bussing, rallies, athletic events

5. Emphasis on meetings for coordinating planning with school boards and administrators

6. Greater involvement with parents and community groups

7. Involve all officers in police-community activities

8. Liaison with courts for effective usage of injunctions and restraining orders

9. Greater accent on "rumor control centers"

10. Re-evaluate logistics planning

    a. transportation needs
    b. detention and release mechanics
    c. operational strategy and tactic needs in terms of manpower and equipment

11. Initiate narcotic-drug education activities

    a. in schools
    b. in community group settings and use of media

12. Coordinate activities with news media

    a. create operating procedures conducive to insure both police and media can obtain their goals efficiently

    b. eliminate "press-police" controversies through effective pre-planning and agreements

INTERNAL UNREST -

Unrest within the police organization is as prevalent as that found in the university. In fact, it is as prevalent as that which exists, generally, in society as a whole. Examples of each come readily to mind. Students create disorder and destruction in part because of an unfair draft that is only another aspect of an undesirable war. Our society, in fact, finds itself in the throes of a social revolution over its racial problems.

The police departments of the country are affected internally by these major upheavals taking place. Among the by-products are problems of budget, manpower, police, role, and citizen complaints concerning the use of force.

Police executives are responsible to the public for successfully coping with these internal organizational problems. Within the police organization the executive finds himself confronted by militant Negro groups both within and without the department asking benefits for the "deprived minority members" of his department. He is also confronted by dissident groups of line officers, white and black, who are moving towards the formation of trade unions.

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The major problems, of course, are only indicative of a whole host of internal areas of unrest. To a great extent, police organizations reflect the same limitations as those of industry in the areas of unionization of personnel, demand for a greater role in the decision-making processes of the department, and the many aspects of maintaining an efficiently operating organization in the face of rising costs and shrinking budgets.

It is to these problems the in-put speakers addressed themselves. Their talks were designed to provide a starting point for reviewing alternative solutions available for meeting the manifold internal organizational problems existing in the large police departments of this country. The talks are now presented.

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ORGANIZATIONAL MORALE AND EFFICIENCY

Gentlemen, as I came in this morning I asked how things were going and someone said that the Chiefs who are present apparently have some serious problems, and they feel strongly about some of them. I know it won't be much consolation to you but if you think running a police department is a problem, some day try to have a fire department as well! You'll be very happy to get back to the policemen. I had that experience for about a year.

Some fine fellow told me because I've had an experience that is a little unusual having had the opportunity to work in three police departments - New York City, Syracuse, and Washington, D.C., and few of us get the opportunity to work in more than one or two departments - that I should have some valuable insights and some knowledge. Let me hasten to tell you that I don't feel that way. The more I

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think about the problems, and the older I get, the

less I feel I know the answers! I am not ashamed to

say - one reason being that it's supposedly a sign of

maturity, an open mindedness, that permits you to

admit that you have more unanswered questions than

answers.

But I think _you_ do have many answers. Certainly

all of the experience you have adds up to insights

that none of us has individually. Among you there

are many answers that we may not have as individuals.

So, as I try to put a few thoughts before you that

have occurred to me, hopefully, you'll have your pen-

cils sharp and make notes. In this manner you can

come back at me during our discussion period to

challenge anything I say, and give the group the

benefit of your thoughts on some of these issues which

are important.

How much internal unrest there is in police

departments is very difficult for me to evaluate,

one reason being that for many, many years I've heard

the comment that morale was never lower, or morale was

good or morale was bad. I think it's difficult for

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anyone to measure police morale on the basis of the little we know about it presently. I think as you begin to probe unrest and try to find what the underlying causes are, and because police work is so broad ranged and police organizations so complex, you will find it difficult to identify specific causes. We do know that at specific periods of time strong feelings do run through departments on particular issues, such as when there is a great concern about a salary increase that is being negotiated or being fought for, or when an issue such as police review board is current. However, as we look at the total picture I often wonder how much of it is related to the day-to-day job of a policeman. If he is assigned to a two-man unit, what about his partner? Does he get along well with him? Is life made a little difficult for him? Is he the kind of individual who seems to have difficulty getting along with partners, so that although an attempt has been made to please him because he asks for a change, in a few months he is back again complaining about his new partner.

What of his supervisors, or the day-to-day job? What about the incentive system in the department?

Does a man feel leaned upon to make arrests in your department or not? Does he feel leaned upon to write more traffic tickets than he feels he should? Does he find the department policy in these areas satisfactory? I think "incentive" is an important word - I'd hope that you would underline that, and think about it yourselves because there certainly have to be many issues in your own agencies concerning the incentive system, both positive incentives and negative incentives. What does a man do to get a better assignment? What does he do to get a better efficiency rating? What does he do to get promoted? Is an efficiency rating of some kind part of the promotion process?

I think looking back at my own experience in police departments and living for many years among a lot of policemen, that a very important factor in a man's concerns is the future of his career. Many policemen would like to advance in the department. Many would like a change of assignment even if it's not labeled a promotion. For instance, a man might want very much to be a detective, whether it means a

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higher salary or not. A man might want very much to join the "lollipop squad," youth division, or whatever it's called in your organization. Other men don't like that assignment. Does he have the opportunity to obtain some kind of special assignment that he would like to have in the organization?

Is the man actually afraid? A few articles have been written about the fear of the policeman and whether some policemen actually have this physical fear of being assaulted or shot at on duty. Does the man come to work every day a little up tight about conditions in the beat that he works because there is violence? Are there a lot of difficult arrests required to be made in his beat, his precinct or his area? Have men in the department been injured? Are the assaults upon police officers a very serious consideration in the city? It's been my observation that a lot of myths in police departments, as in almost all organizations, can suddenly be repeated enough times for people to believe it fact when it may not be fact.

Is he worried about the future of the department in the city? There are a lot of people with long faces in the United States today, and particularly in cities, about the future, how things are going for the city itself, for the police department, for the nation. Does he have strong feelings about this? Does his every day work influence his thinking in some way or another, positively or negatively? Does he come to work every day feeling that his hands are tied by the Supreme Court, or the local government, the politicians, or the Chief himself?

Do the men think that the Chief is a politician, using the word in a derogative sense? Do they think he's playing to any one group in the city? Do they think he is surrendering on certain issues? Is there running through the ranks, especially the lower ranks, some feelings concerning this? And what about middle management people? Where do they stand in all this? I think that we have to expect that in large organizations there will always be some negative attitudes within the organization that we must be concerned about. Does the Chief really have the department behind him?

Is the middle management with the Chief selling the
department, the Chief and his policies to the men in
the ranks? Or is there a revolution within the
ranks? Do the sergeants, or lieutenants, or cap-
tains when they talk at roll call run down
headquarters? Do they say "another one of those
stupid orders from headquarters?" Now in some of
your departments I'm sure that would be unthinkable,
but I think I know of a few departments where the
practice is somewhat common for some of the middle
management people not to be on the team. It is a
problem for the Chief, a very large problem for him
to know how to manipulate things - and I use that word
in a healthy sense. That's part of his job. How
does he keep the ship running and keep the group with
him?

Is there an attitude within the department, which
I have already referred to, about permissiveness in
our society. This is the thinking of many Americans.
It is a word that has been used by many people in high
places. And do the men feel that this is a malaise
in our society, that we are a little sick and that the

job of the policeman is being made more difficult

every day as more and more permissiveness is being

condoned by office holders, by public officials at all

levels of government, Federal, state and local.

Then what is the role of the Chief in all of this?

Is the Chief of Police supposed to be a politician?

Or a statesman, or a political scientist? How does

he make issues work for him, rather than against him?

How important is it for a police administrator to

have foresight about issues, and come to policy posi-

tions and conclusions in his own mind about how to

move with the situation only after he has attempted

to think it through? A principle of politics is to

try to be on the winning side of an issue. How

important is it for a chief to be flexible within the

law and within his discretionary authority? Does the

Police Chief have to be astute about such matters

or can he succeed without thinking the way men in

political life must think about issues, evaluate them

and try not to sacrifice principle, of course - but

try to understand that an awful lot of life is in a

gray, rather than a black or white area, and you have

to know how to move around in that area if you want to be successful in public life.

Some of the other thoughts which have occurred to me are related to the press. How is the press dealing with issues in your city? How is the press dealing with the problem of crime, how is it dealing with the police department, and the criminal justice system? And how is that affecting the thinking within your agency, the morale among men, and what, if anything, can the Chief of Police do about it? What about public attitudes? What about police and law enforcement spokesmen, and the positions they are taking on issues at all levels of government - national, state and local. Is the Governor taking a law and order stand? Does this influence the thinking in your department, and what impact is it having on morale and grievances and other matters?

O. W. Wilson said a long time ago that the most important function of the police administrator is personnel management. I guess we would all agree that personnel management is a very important part of the job of a police administrator. If there is unrest

in the department, may it not be related not only
to the question of salary and representation by some
kind of an association whether that be a union or
other type, but to some of the things we've just
run through. How about personnel relations within
the department between officers and supervisors?
Do the supervisors lead the men well? Do they lean
too hard on the men or allow them too much freedom?
If there is a supervisor who is not performing
satisfactorily, is it something the administration
of the department must be concerned about, and how?
Do you have a sergeant or lieutenant or a captain
who you know to be a problem? It's awfully difficult
for people to work under him. He is just not a
positive or a strong leader, and how do you cope with
him? What can you do about it? Is there another
assignment you can put him in? Is that possible, or
are the assignments so limited that it is not the
solution? Would moving him from one assignment to
another create more problems?

What about the Chief's role in the community as
well as the department's role? Should the Chief be a

community leader? What is his responsibility for
attempting to mold public opinion? Or even educate
the community and the public about some of the issues,
because we know all too well that many of these
issues are very complex. We find the liberals talk-
ing about controlling the police. We constantly see
that theme coming from liberal sources. From the
conservative side we hear the cry - "Take the hand-
cuffs off the police." Well, we all know, every man
in this room knows that the issues are not that
simple, issues are complex. Is it important for the
Chief to try to educate the community about some of
these complex issues? Is the simplistic approach
being accepted by your men and demoralizing them?

In Washington, D.C., for a year there has been
lively discussion about consolidation of precincts.
It's still going strong. It's a hot issue. It is
said that next to closing a firehouse, consolidating
police precincts is the most difficult thing to
accomplish in municipal administration in the United
States. I know that to be a fact and yet I never

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thought the issue would go unresolved for so long. I don't know that it has moved an inch in a year in D.C. Do precinct consolidations or plans for them foster unrest?

What about racial problems in and out of the police department? What about assignments? Is there a problem in your department about integrating police cars? Has there been pressure to integrate them or not to integrate them? If the policy to integrate cars has been established for whatever reason - and I'm not discussing the merits of the issue itself - but if the policy has been adopted, is there a problem in trying to carry out that policy that has created unrest in the department? Is there turmoil about it? What about the press relations of the department? Do the men feel the press in town is not giving them a fair deal?' Does the Chief feel that? Do you have a public affairs officer in the department? Do the men feel that the Chief is getting the good P.R. for himself, rather than for the department, or the men themselves? This charge which

is a serious one has been leveled at a few police

administrators in the United States in recent years -

that there is someone attempting to fulfill the

public information role in the department but he

functions more as a personal P.R. man for the Chief.

I wonder if any of you have that problem.

What about external control? What about the

mayor? Does the mayor support the Chief? Is there

harmony or conflict in that relationship? What about

the city council? What about the city manager, if

there is one?

Aside from all other considerations, if these

problems of internal unrest require too much of your

time as a police administrator, is there something

that can be done to get a little bit of the burden

off your own shoulders?

Has there been any issue in your city about Model

Cities? As you may know, in Boston the Police Associa-

tion objected to a provision in the Model Cities

Program which had a component relating to policing

and law enforcement and the Plan was changed. Are

there similar issues in your cities which are disturbing the members of your departments?

Do the civilian employees enjoy better conditions than the policemen themselves as far as unionization, representation, job benefits, salary increases? Or if not, is there an opposite problem where the civilian employees feel that they are not being fairly treated? Is there a need for change in your department that you recognize but find difficult to accomplish harmoniously? If a new policy is to be implemented, what must you do to let it come in smoothly? We have all heard of the problem of issuing orders that people are not prepared for, or that are issued in an undesirable manner with the result that there is resistance. If the proper groundwork had been done, maybe the new policy could have gone in smoothly, if there had been prior consultation. But if it's imposed from on high, all kinds of resistance is possible.

Are you able to anticipate the problems that are coming up in the future? Can you plan in advance to

be better prepared to deal with them?

Gentlemen, I hope I have not imposed my viewpoint upon you but rather raised many questions that are important for you. I hope that during the discussion period we can grapple very frankly with these or related questions that interest you and thereby learn from one another. It is a rare opportunity for tapping the wealth of experience which you bring here.

THE NAME OF THE GAME--COLLECTIVE BARGAINING

The Chief is the last person to enter the Conference Room. Normally his appearance would be the silencer to regular "shop talk" or the usual discussion prior to the start of a staff meeting. This time a different atmosphere was prevalent.

It was not difficult to sense that the task about to begin was serious business. Two top executives had preceded the Chief to the conference table. A glance about the room prompted greetings from the police officers' association union President, Vice-president and the Recording Secretary who already were sitting with their new attorney on the opposite side of the large conference table. They are sitting there as equals, which in itself could disturb some police executives. The attorney, although new to a police setting, was well known for his expertise and experience in the game about to begin. A game best

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described as "Collective Bargaining."

There's a gut feeling that things won't be the same when this is over. Later events will confirm the accuracy of this emotion. The social amenities soon end and the serious business of trying to negotiate a labor contract with the Patrolmen's Association is underway. At a meeting of Police Chiefs in another state I recall one sharp remark to the effect that "If it were my department I'll be darned (or words to that effect) if they would sit down around a table to submit demands for working rights." Obviously his state had not enacted legislation requiring collective bargaining with representatives or recognized unions of city employees including the police.

At this point in time the situation is very similar to a well-known game of cards with one significant difference. One player (or team) has all the chips. The players on the other side of the table intend to win all of the chips, if they can, without matching the ante. Like any good poker game there's going to be a lot of bluffing, checking and plenty of action. The chips, still on one side of the table,

represent various values, i.e. recognition of association (union), union security, grievance procedure, seniority rights, vacation selection, general conditions, and a great big chip called <u>arbitration</u>. If skill in playing the game has any bearing on the outcome, the employee side should do all right. The experience of the labor attorney and past employee practices of the department make this a pressure situation for the Chief and his staff. The Chief recognized that this is not a game for amateurs. To equalize the odds he consulted with a labor expert who will be available throughout the proceedings.

The first read-through of the contract is underway. The proposed contract prepared and submitted by the union is a fairly massive document on legal-sized paper listing all the demands of the association for its members. After agreeing to the definitions in the contract, e.g. employer - meaning the city or the police department; department executive, a member of the department holding the rank of inspector or above; delegate means the agent of the association at the lowest departmental unit; and many other terms, the

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sections outlining seniority rights is arrived at.

It doesn't take long for the first red flag to go up,

or for that matter, for the Chief to see red.

The first "caucus" for the first contract crisis

takes place. After a private discussion, the Chief

and his staff decide to concede on this one. It's

only a small matter and one that we can live with.

Thus the first chip goes to the other side of the

table. As the game goes on, over hours, over days,

even weeks, the pressure is always on. New terms and

definitions become commonplace and are used by both

bargaining teams. Proposals are submitted followed by

counter-proposals. Slowly but surely the chips move

from management to labor before the final agreement is

reached and the contract is ready for signing. If the

Chief and management fared well, there was more than

luck involved. Help from knowledgeable technicians

was obtained. Contract language was examined minutely

for meaning and reasonableness as well as workability.

Words and phrases that could have double meaning or be

interpreted differently were avoided. Past grievances

were analyzed so that justifiable concessions could be

made at the proper time in the negotiation sequences.
By the same token ridiculous demands were not countered
by equally ridiculous counter-proposals. Although at
times tempers grew short, management was careful not
to contribute to a charge of "unfair labor practice".
Likewise maintaining one's posture did not detract
from being firm or strong when the situation called
for it.

A well-written management rights clause was in-
cluded to document the areas of management responsi-
bility and need to manage:

"Whereas the association recognizes the pre-

rogatives of the department to operate and

manage its affairs in all respects in accor-

dance with its responsibilities and powers of

authority. Further, supervisory personnel are

representative and part of management for the

purpose of administering the department's

policies to insure the health and welfare of

the citizens of the city. The department

shall have the right to determine reasonable

schedules of work and to establish the methods

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and processes by which such work is performed."

This is a part of the language written in the contract (and had better be there) to guarantee management against encroachment upon its rights and ability to manage properly. An inexperienced negotiator could easily bargain away management functions. The ramifications of this clause are passed on to each supervisor who must preserve in practice what is guaranteed in contract language; action by a supervisor could establish a precedent. Inadvertently, other chips will fall or be lost by bad practices.

This description of participating in contract negotiation for the first time is hypothetical and oversimplified but I hope, somehow, imparts a feeling for the seriousness of the situation. It's like finding an open door while walking the beat on nights, then discovering you left your revolver at the last rest room stop. Most police administrators may never be required to become involved in the game of contract negotiation. However, they cannot ignore the fact that the sacred temples of autocratic rule in police

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agencies are being challenged. This is true regardless of labor legislation applicable to their department, regardless of the size of the department or regardless of its geographic location. The scope of employee unionization is well documented in the Urban Data Service Report, International City Managers Association, March 1969. Some type of employee organization presently exists in 75% of the nation's cities. Among occupational groups, fire protection employees are the most heavily organized (82%), followed closely by policemen and public welfare workers. In fact, of a total of 181,308 police protection employees, 73% were represented by unions or associations. Police employees belong to organizations known as A.F.S.C.M.E., B.S.E.I.U., L.I.U., I.A.F.F., F.O.P., Local Associations, etc. This is not to imply that discipline is a thing of the past. To the contrary, in many instances the situation may call for firmer discipline provided it is clearly and fairly implemented. Proper employee relations constitute proper administrative practices. Police departments depend on, and are judged by the loyalty

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and practices of their employees with or without labor contracts.

Over the last several years Police Chiefs have been increasingly concerned over providing the mechanisms for dealing with citizen complaints and rightly so. Ways to investigate these allegations with dispatch had to be devised, with the results of the findings and the actions contemplated ideally relayed back to the complainant.

The need for providing a mechanism or a means internally, for an employee to voice his grievance, is equally important. Where a labor contract exists the language will set forth the procedure.

A. Every member of the department shall have a right to present grievances in accordance with the procedure provided herein.

B. The informal resolution of differences or grievances is urged and encouraged to be resolved at the lowest possible level of supervision.

C. Commanding Officers, and Reviewing Officers (explained in the definitions) shall consider

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promptly all grievances presented to them and, within the scope of their authority, take such timely action as is required.

The procedure is extensive and provides for processing a complaint expeditiously to the final step where it then shall be resolved by the chief administrators and association heads.

A department does not have to be too large before a Chief can find it unfeasible to relate to each man on a personal basis. This is especially true when you consider the current demands on the schedule of police executives. It then becomes important for him to avoid creating a communication gap within his own organization. He may successfully resolve complaints in the community only to discover that internal problems have been like a virus within -, undiscovered and unchecked. A virus which gives rise to chills and high fever - well known as the "Blue Flu." Half a century ago in Boston, before medical science identi-fied this troublesome bug, it first appeared as a police strike. A strike that in the minds of most constituted an illegal insurrection.

To arrive at any logical understanding of why police participate in work slow-downs or Blue Flu epidemics, one has but to review his role as a law enforcement officer or guardian of the peace during the last decade. The police officer has been required to protect not only the demonstrator but the agitator. He has been more than an idle spectator sitting in the grandstand watching love-ins, walkouts, labor strikes, lock-outs, peace-walks, sit-ins, civil rights movements, and doves, hawks, hippies and yippies in action, each group with a special cause seeking a special way to emphasize the importance of their specific cause. The significant part of what he has seen for himself is that some, in fact, most of the methods employed, whether legal or otherwise, have drawn sympathy and attention to the goals of the groups involved.

The police officer may not have approved, but he soon discovered that quasi-legal demonstrations not only attracted attention but produced results. A long sought concession was yielded by an administration to appease an articulate and energetic movement. Pro-

fessional groups, respected for their canons and dedication, for the first time flexed their muscles and won impressive pay raises and improved fringe benefits. Existing statutes may have been violated but immunity from the law was the rule, not the exception. When the police focused attention on their own lot, what they saw caused further frustration. In many instances, personnel practices and salary standards were hopelessly behind comparable occupations, not only had they been losing a battle for respect in the community, a right for decent working conditions and a living wage was suffering defeat.

The police were "on the scene" witnesses to the fact that the end product of turmoil often was improvement. The frustrations of low pay, citizen apathy, and inattention by the policy-makers made a perfect mix. The rigid police organizational structure, often insensitive to employee needs and wants, constituted a test-tube for a new experiment, an experiment which would find the police officer in the role of the demonstrator or the striker, even though

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such action represented a rebellion against all that he had sworn to uphold. A. H. Raskin, a specialist on labor affairs for the New York Times in discussing strikes by public employees points out:

"Such tactics are disturbing when they are confined to raids on the public treasury, overreaching any requirement of equity and forcing the diversion of funds needed for education, housing, health, and other underfinanced civic responsibilities. But strikes in public agencies are increasingly directed toward compelling the community to do what unions think they ought to do in terms of public policy."

Apart from financial problems, the police administrator has the inherent ability to cope with personnel grievances. His career is dedicated to managing people and problem solving. Greater diligence is required to assure that first-line supervisors are thoroughly trained and sensitive to the need of fair procedures and practices. Promotions, assignments, and a multitude of day-to-day policies directly

affect personnel morale. The administrator who fights to retain status-quo; who believes that it is necessary to order rather than manage; who represents employees having a right in the decision-making process; may discover to his dismay that his department is not vaccinated against that pesky virus. Nothing can antagonize a department quicker than the one-sided _unilateral_ implementation of a new procedure where it is obvious that management exercised its prerogative to do so regardless of the fact that the "change" was controversial or misunderstood. The grapevine let everyone know it was in the works, but management failed to take a few sensible precautions to articulate them to department personnel at any time. What actually occurs then is the reinforcement of the belief that employees must be protected from the boss or the feeling that the boss doesn't really care. Change by its very nature is threatening, let alone the infliction of sudden and disturbing change by the administration. Simple recognition of employee needs and attitudes will not compromise the ability to run

a department. Rather it may be possible to engender greater support and efficiency when changes are constructively planned and carefully communicated.

Today our departments are being tested at every turn. During this crucial period internal problems can only compound already serious problems. Police officers everywhere are striving to gain dignity and respect as individuals. It is up to the police administrators to motivate them by providing more than monetary gain. He must inculcate the feeling that results from contributing to common goals and help them realize the satisfaction that comes from being a loyal member of the team.

ORGANIZATION CONTROL AND DIRECTION

It is axiomatic that law enforcement admini-
strators must maintain the power to control their
own police departments, to dictate policy and to
direct their men. It is of the utmost importance
during this revolutionary period (or period of rapid
evolution) with its very special dynamics, that
strong leadership be exerted. The problems which
have beset the nation over the past several years,
and which have symptomatically erupted into dis-
plays of violence, have brought about a stiffening
of public opinion, both far right and far left; and
the role of the police has become a matter for debate
within each community. Thus, the men we command have
been subjected to unprecedented pressures originating
outside their departments, and these have had a
strong impact upon the quality of leadership. Some
of the forces being brought into play are obviously
not within your realm of control, but do ultimately

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challenge your ability to guide your men in appropriate ways.

I don't think that there is any doubt in many of our minds that the role of the police should change in some respects, but the diversity of ideas held by outspoken factions to the left and right has led to confusion within the ranks. There are segments of the populace which advocate the use of absolute punitive controls by the police in dealing with the citizens they serve; and there are those who would prefer the imposition of regulatory controls upon individual patrolmen by neighborhood committees. On the one hand, people seem to want to thrust the police into the role of "punisher", while opposing elements want to create a body of emasculated serfs.

Since policemen hear so many messages emanating from the community, it's only natural for them as human beings to begin to decide for themselves unilaterally how they are going to react to a variety of situations, whether crisis-oriented or non-threatening. That is a bothersome thing for us to cope with when daily procedures are only routine, but

it becomes a matter of acute concern when we have people on the street under very sensitive kinds of conditions, when the need for absolute command power is vital to the prevention of possible riot.

One major factor which mitigates against the police administrator and dilutes his power to direct his men properly is the part played within departments by employee organizations. I speak not only of unions, but refer to fraternal orders and benevolent associations as well, because they seem to have so many things in common. They have the same aims: higher wages, improved working conditions, and a determined involvement in the setting of policy.

It is not my intention to evaluate the propriety of such goals; whether or not they are appropriate depends to a large extent upon you and your own jurisdiction. The reality is that we do have employee organizations, and we, as police administrators, must deal with whatever problems they may pose. I think it is basically important to understand why policemen want to organize. My feeling is that the

same disaffection with society which causes students to band together and demonstrate, or minority groups to protest, prompts our men to form self-protective organizations. I believe that stated aims are symptoms of disenchantment with the status quo, and that in fact they seek recognition of their plight - an "establishment" insensitive to their needs, insensitivity on the part of those who control their destinies, and a system which does not appear to be working in their best interest.

When minorities protest against society in general, the policeman is a highly visible representative of the target. When students demonstrate in opposition to university authority, in a way they are expressing dissatisfaction with all figures of authority. When police organize, they may be exhibiting deep inner feelings about the way their departments are being administered, whether due to the inability of administrators to recognize vital issues or to the political influence which renders those administrators incapable of positive action.

They may also be evidencing dissatisfaction with other systems upon which they rely heavily for successful performance; they know that the court system is not working the way it should, and it is obvious to them that there is no swift justice; they see that the correctional system does not "correct", so that criminals who enter that phase of justice emerge unchanged;obviously, there exists a strong temptation for the police to alter their "role."

If it is a valid assumption that the police organize for the same reasons that minorities and students demonstrate, then it follows that this desire could be diminished or eliminated through police and governmental administrators who are aware, informed, and responsive. Police administrators have a responsibility to exercise their leadership ability by meeting the legitimate needs of their men. If this is done, relatively simple issues will not grow into causes upon which union organizing strength can be built. It is a method of de-fusing, in a sense.

One valuable mechanism which can be applied is a good workable grievance procedure. Among your reading material is an article, "Police Management Employee's Relations Revisited", written last year by Don Pomerlau, Commissioner of Police for Baltimore. It has in it a fine example of a good grievance procedure, as established by law within the State of Maryland. It contains several key elements which I believe to be essential. One is that the grievance board (the Personnel Service Board) is representative of all employees who may be affected, including all ranks up through Captain and all civilian personnel. It also has built into it the authority to act upon legitimate grievances.

My own personal experience with just such a procedure indicated that it fills a particular need of the police. The San Mateo County Sheriff's Department in California, of which I speak, utilized an "internal review board," not established by law but by policy. Those who served on it were representative of the entire spectrum of the department.

We met every two weeks, and all items were placed

on the agenda, irrespective of format or means.

We preferred that matters to be considered be

placed in written form, but they could be submitted

anonymously or through any available channel. The

important factor was that we were to remain respon-

sive to whatever concern was expressed, no matter

how it reached us. Also, built into the procedure

was the very strong notion that the process would

not by-pass the chain of command. Items and

grievances were presented to the Sheriff, Earl B.

Whitmore, and any corrections or explanations came

through the chain of command, which in effect bolstered

rather than weakened the procedure.

Also, we had an AFL-CIO affiliated union (which

I had helped to organize as a Sergeant). When the

internal review board was established, union member-

ship began to drop off, because the men could see

no reason for paying dues when they were receiving

benefits through another group. There was no

question of competition between the union and the

review board, for it was simply an outside voice that

could deal with county government, and perhaps say some things that police officers could not.

If we must negotiate with unions and employee organizations, as is required in Michigan and New York, we must know how to do so. We must prepare and become knowledgeable. Current material regarding the subject is available to you, and will provide some very good guidelines with regard to dealing with unions. In addition to Pomerlau's article, there is one written by a man who is a resource to this conference in the other group - Barney Winckoski, formerly a police inspector in the Detroit Police Department and an aide to Superintendent John Nichols. It is entitled, "The Name of the Game, Collective Bargaining," and is a very good exposition of how bargaining might go in a negotiating situation. I recommend it. Another good source is "The ABC's of Collective Bargaining," by Diezer. Also, in Superintendent William Kerwin's article about the New York State Police, you will find a very good guide, beginning on page 27, paragraph 4, in

which he gives words of advice to police management people who must negotiate.

Barney Winckoski's article draws an analogy between bargaining and a poker game, with bluffing and checking and a lot of action. He points out that when bargaining begins, it appears as though management has all the chips, but the union has a larger voice and can apply more pressure. The chips to be won from management by the union are recognition, security, grievance procedure, seniority rights, vacation selection, general conditions, and, as Winckoski puts it, "one big chip," the matter of arbitration.

He makes the point that this is no game for amateurs. The unions are prepared, for they have been in business for a long time. Countless individuals have built entire careers on labor management and negotiations, and batteries of attorneys have made a profession of this specialty, so that there is a wealth of experience within union structures. We in police management do not have as

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lengthy a background in that area, but we do have the ability to draw upon the past experience of management in its negotiations with labor. Winckoski emphasizes the need to pre-plan strategy, to realize that the pressure is always on, to make quite sure that every word you use has an exact meaning that is clearly understood by both partici- pants.

It seems to me that this is an area which many of us have neglected, and that we cannot afford to do so much longer, whether or not we have strong employee organizations of any type within our depart- ments. We must recognize that skill and knowledge in the field of labor management is essential in modern management of police departments.

INTER-ORGANIZATION PROBLEMS

In your reading, "The Way To Cool The Police Rebellion," the author states, "they seem to think that to smile is some form of primitive treason." That always gets me. Somehow or other at police group meetings, somebody says or people seem to be saying, "You tell me something". But today we're not here to tell you something, we are here to open up a few areas for discussion and hope that you are going to tell each other something.

Again referring to your article, it says, "The nation's police are in a rebellious mood. The grumbling in the station houses and squad cars through- out the land goes far beyond the normal gripes of the low pay and citizen indifference." Some examples of the kind of thing that have come out of this type of unrest were mentioned in an article called "Police Service Reforms are Overdue in the Nation's Cities".

WILLIAM H. T. SMITH, Director, Inspection Division, Department of Housing and Urban Development, Washington, D.C.; former member of New York Police Department; former Chief of Syracuse, New York Police Department; former Director of the Institute on Human Relations in Law Enforcement at Syracuse University.

I will just read the first paragraph of this article:

"New York Police threaten to issue law enforcement guidelines contrary to policies backed by the Mayor and his police commissioner." "Cleveland Police rain criticism upon City Hall for withdrawing white policemen from black neighborhoods at a time when their continued presence would almost surely have caused a major disturbance." "Boston Police pressure the City Council to kill the police element of the Mayor's Model Cities Plan and thwart attempts by the Mayor to make more efficient use of uniformed personnel." "Detroit Police frustrate the Mayor's attempt to hire officers from minority groups." These have been a few of the many clashes between police and the Mayor's office which occurred last year, a year termed by former Attorney General Ramsey Clark as "the year of the cop." Now, many of these things develop almost without us realizing they develop, the unrest from within the department. What I would like to do now is to talk about some of the areas where unrest can possibly generate, and we can all look at this and see how it affects our own operation. Can everybody see this?

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So, the first area I have here is, "Personnel Policies." We can look at the policies in various departments with respect to all the aspects of a personnel program - recruitment, merit system, classification, salaries and wages, leave and sick plans, grievance procedures, training, promotion policies and retirement systems. In all these areas there can be reason for unrest. With respect to recruitment, there is much discussion about what we should be recruiting these days, what our standards should be, who should set the standard, etc. Now as far as personnel policy is concerned, if you want to get a fast run down on these various things that I have mentioned, they are in the publication, "ABC's of Collective Bargaining," in the first chapter. So that you can get there. I am sure that all of you can come up with some reason for unrest in conjunction with anything in the personnel policy area. The second thing I have there is, "Relations with Supervisors." Now the relationship between supervisors and men, as I've seen it, has changed quite a bit over the past 25 or 30 years. I remember when I was first a patrolman, if

a Sergeant said hello to me, I'd feel my day was made.

Nowadays, in many departments the Sergeant and the men

are buddies, and we don't know whether the Sergeants

are management or workers, or what they are. And

this is a possible cause for unrest. It's a changing

role, and again in talking about role we have the

third item, "The Role of the Police in a Community."

Is our role changing? How does the policeman view

himself as opposed to how does the community view the

the police? If the community views him one way, and

he views himself another way, there is a certain con-

flict here which will cause unrest. He also sees the

tactics of student agitators which you have been talk-

ing about, and racial agitators, and he has seen that

some of these tactics work. He wonders what his

relationship is, and this is a conflict situation.

Now the fourth thing I have there, is, "Union

Activities." We have the problems of unions looking to

get more people, so we have unions trying to get into

police departments because of their own interest. We

have the case of fraternal organizations developing

into unions from the inside, and these are conflict

situations. You get unrest because naturally a labor organization of any type, whether a union or P.B.A. or F.O.P. or whatever, is going to concentrate on the things which are bothering people, or that they don't like, so this will develop more conflict and unrest. The fifth, "Political Considerations" are always there. There are many areas that you can think of in respect to political situations. One you've already heard about in Madison, which probably Herman Goldstein mentioned, is a block party where, although it had been the Chief's policy to handle these things in a certain way, as a result of campaign promises, the new Mayor made a policy change contrary to the Chief's policy. The Chief had convinced the men, let us say, that this was the right policy to follow. Now the new Mayor comes in and he swings the policy over. So you have this kind of example. These are some of the things which you can be thinking about.

Another item (6) concerning the unrest problem is, "Who is Management?" There are some people who say that management as far as the police are concerned is the Mayor, the City Manager, and maybe the Police Chief.

As a matter of fact, there are some police chiefs who

probably feel that they belong more with the men than

they do with the Mayor or the City Manager, etc. There

are people who say that management is from the Sergeant

up, and anywhere inbetween. So if you take any one of

these people, where should their interest lie? And

this is a source of conflict.

Another big broad area is, "Racial Problems."

We have racial problems within departments, and we have

racial problems coming from without the department. We

have a great push for more minority members in police

departments. We have problems with anti-police

attitudes on the part of minority groups working on

the men inside. We have the problems of lack of know-

ledge of what the different problems are on either

side. We have the problems of human relations which

is sometimes like waving a red flag in front of a

police group, when you tell them you are going to give

them human relations training. And there is "Discrim-

ination." You have the police attitude toward minority

groups. You've read about that in your reading there.

There's no secret about it. Generally police have been

very restrictive as far as minority groups are concerned.

Then you have the problem of minority groups within

the department. You have some conflict here. You take

Washington, D.C. where the black policemen have formed

their own organization because they don't feel they

are getting equality with the rest of the policemen.

This is another source of conflict. I have, "Press

Relations," down here. You have City Hall's idea of

how the Press should be handled. You have the Chief's

idea which may be different, and then you have the men,

who may have a different attitude altogether toward the

press. Some of the kind of attitude that seemed to be

exhibited in Chicago, if it was, where reporters and

people with cameras were possibly singled out for a

little extra attention. Another area which is develop-

ing more lately because of some of our better Federal

programs is, "External Control." The Model Cities

Program is administered from my department, and talks

about citizen participation. Of course, nobody really

knows to what extent citizen participation is supposed

to go. There are some people who say that they are

supposed to be aware of what's going on; there are

other people who say the citizens should run the

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program. But this is something else. Citizen

participation means that they will have some say about,

or will be concerned with, the things the policemen

are doing in the community, and what their policies

are to be. If there are citizen in-puts into a Model

Cities Program which the police department doesn't

like, there is a problem of conflict. As I read

before, in Boston the police organization was

instrumental in getting them to change their Model

Cities plan because this police organization within the

department didn't like the police aspect of the plan.

At least they got a change so this was resolved in this

way. You may have some Model Cities Programs in

cities where it hasn't been changed.

And then as an after thought, I thought about

civilian employees because policemen see civilians

getting benefits right along with people outside of

the department who are in unions, and other types of

organizations. They see them as having more rights

with respect to personnel matters, and this is a

source of friction.

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I suppose there are other areas that we could talk about but this is enough to lay some groundwork as to why we think some unrest occurs, or which we seem to think is happening. Then we move in here to a little bit of what happens here? Does this unrest get to a point where it is not taken care of on an informal or some other basis? We get into the idea of unions. And when I say the idea of a union I'm talking about the things that are characteristic of the union, rather than saying that something is a union, and something is not a union. It doesn't make any difference as John O'Connor said, what you call it, you know. He said, "If it barks like a dog and has four legs and wags its tail, it's a dog." So the characteristics of the union are four things that I can think of, and there are probably more. One is, you have collective bargaining in terms of wages and working conditions in connection with a union. You have the closed shops, you have the check-off system, and of course the right to strike with a union.

Now, it seems to me that some of our police organizations, such as the P.B.A., have one or more

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of these in connection with their activities. Let
me refer to New York City. They have collective bargain-
ing in New York City. The P.B.A. in New York City is
the recognized collective bargaining agent by law.
They also have the check-off system. The check-off
system means that you take the dues out of your pay.
Now as far as the closed shop is concerned, I don't
know of any police organization where that is preva-
lent. And of course, the strike is an interesting
thing because generally we all agree that a police
organization should not have the right to strike. And
the right to strike gets into some moral issues as
far as the police are concerned. There was a priest
who wrote a book on ethics in the public service,
and had a chapter on police. He went so far as to
say that the policeman who goes off his post and hides
or whatever he does is really responsible for paying
back the money a merchant loses in a burglary, if he
could have prevented it by being there. This thinking
is kind of on a high plane, but if you strike and all
the men go off the street, then there is that sort of
moral issue.

Now there are ways of getting around the right to strike. We have what Winckoski will call the "blue flu" and you have heard of that. In New York City it was the Hong Kong flu. Then you have things like summons campaigns - all the way from flooding the city with summonses to not giving out any summons. So you say, "Well, we shouldn't have the right to strike whenever what we do involves the public interest." From that we say public agencies shouldn't have the right to strike. It brings up the question, what is the public interest? Probably in some of your readings there, you have seen that the utility company can be a public utility company or a private utility company. You can have street cars run by the City, or street cars run by a private organization. If the street car men are working for a private organization, they can strike. If they are working for the City, they can't strike. This is a question to think about.

We also might ask ourselves, would it be useful to an administrator if the policemen did have the right to strike? This is a question. We talk about who

should conduct bargaining? In terms of bargaining, we think of unions but let's not think of unions per se. Let's think of our own fraternal organizations, union organizations. Are there bargains that we can make back and forth between a fraternal organization and our administrators in terms of getting things that we want done as administrators, in exchange for things that they want as a fraternal organization? Now, it's quite possible that there is some place for the chief to be in on the bargaining. I mean in an informal sort of thing. If you get to formal bargaining, then you are going to have labor organizations involved and labor organizations begin to sound like a professional labor guy. Then you are talking about professional negotiators, so maybe the Chief should not get involved when it gets into this sort of role. Winckowski will talk more about that.

I'll jump down now to "Grievances." Grievances can be handled in at least two ways that I can think of offhand. They can be handled on an informal sort of basis, through the police organization. In effect, this will get the police organization working with the

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administrator. He may find out a lot of things that he doesn't know about because he is listening to what they say. Then there may be a formal personnel policy where it goes through certain steps all the way up to the top. However, if there are grievances, something has to be done about them, I would think. You have a conflict now between the civil service system and labor organization activities because labor organizations place emphasis on seniority, whereas we talk about the merit system. We want to promote the best men, not the guy who has been around the longest. The civil service system doesn't lend itself well to unions in this respect.

These are just some of the areas I thought I would mention in terms of internal unrest, internal conflict and a sort of professional gap between the administrator and the men inbetween, something to think about - whether you have these problems or not. How you handle these things depends on whether you stay informal, or whether you go, as everybody seems to think we are going, toward formal type labor organizations within the police department.

SMALL GROUP "INTERNAL UNREST" REPORTS

    The small group discussion format was followed in the analysis and recording of the "Internal Unrest" area as it had been in the "Student Unrest" phase. Outlined below--in the effect, cause and approach format--is a representative compilation of a second conference's work:

INTERNAL UNREST

A. EFFECTS (positive and negative)

1. Manpower

   a. higher salaries, better hours and greater
      fringe benefits
   b. more involvement in policy making
   c. higher losses through resignation and early
      retirement

2. Search for guidance through

   a. union organizational activity
   b. local and national fraternal organizational
      activity

3. Low morale visible in

   a. recruiting failures
   b. increased inefficiency
   c. unnecessary and uncalled for remarks on two-way
      radio
   d. decreasing respect for authority
   e. personal problems at home

4. Enforcement slowdown or speedup as seen in

   a. blue flu epidemics
   b. excessive absenteeism
   c. too much time taken in processing assignments

5. Movement away from semi-military police department
   concept

   a. loss of command authority
   b. weak discipline

6. Polarization

   a. effect on efficiency of goal attainment
   b. strife between more militant members of opposing
      philosophy

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c. promotes formation of factions and cliques that
      result in negative attitudes and morale

7. Police-News Media conflicts resulting in

   a. charges and countercharges of news suppression
   b. adverse police image portrayed to public

8. Complicates management problems due to

   a. divided loyalties
   b. insubordination

B. CAUSES:

1. Inadequate salary structures

   a. fringe benefits not competitive with those in
      industry
   b. narrow range of pay from bottom to top of grade

2. Job protection deficiencies

   a. politically oriented promotion systems
   b. inadequate rating systems
   c. fear of personal injury
   d. excessive civil and criminal liability suits

3. Activist group actions

   a. harrassment at demonstrations
   b. excessive unfounded complaints

4. Lack of written policy and rules

   a. failure of leadership
   b. areas of discretion too large

5. Failure in organization's internal communications
   system

   a. lack of meaningful dialogue between administration
      and operating levels
   b. breakdown in "feedback" needed for evaluation purposes

     c. no response from administrators on their complaints
       as opposed to seeming immediate action on complaints
       against operational level personnel

  6. Lack of public support

     a. community anti-police factions the most vocal
       and active
     b. courts, legislators move too slowly

  7. Failure to adopt adequate written disciplinary and
     grievance procedures

  8. Pressure group demands

     a. political and social harrassment along racial lines
     b. internal pressure groups develop

  9. Inadequate leadership and direction

 10. Failure to involve subordinate ranks in decision-
     making processes

 11. Lack of recognition for lower level operating personnel

C. APPROACHES:

  1. Re-evaluating and updating management system in areas
     of

     a. written policies and procedures
     b. disciplinary and grievance systems
     c. performance evaluation
     d. lower level role in decision-making process

  2. Training programs to emphasize

     a. supervisory/management courses designed to eliminate
       existing deficiencies
     b. human values and relationships

  3. Create internal organization involvement via

     a. staff meetings

b. meetings with employee organizations and department units by command personnel
c. newsletter
d. employee recognition through use of awards and citations for meritorious work

4. Establish system for processing complaints, suggestions and recommendations from operational levels through

   a. use of suggestion boxes
   b. patrolman committees
   c. training supervisors to handle complaints or grievances, and bringing attention to outstanding work

5. Revitalize internal communications through

   a. use of command groups
   b. instituting staff inspections to assure feedback
   c. making command personnel available to patrol level for criticism of existing deficiencies as they see them
   d. providing for squashing of unfounded rumors that affect morale
   e. effective use of informal organization network of communications

6. Create alternative disciplinary actions

   a. permit working on "days off" in lieu of withholding wages needed for family purposes
   b. consider disciplinary action against supervisors for failure to prevent incidents

7. Wages and working conditions

   a. command level take initiative in obtaining good work conditions and fringe benefits
   b. top command should aggressively represent interests of personnel before governing bodies

CHANGE, CONFLICT, AND THE RESOLUTION OF CONFLICT

Change represented the key conceptual base upon which the conference hinged. Analyses of student unrest or internal organizational unrest facing the institutions of this country in general, and police executives specifically, reveals the significance of the relationship of change to existing problems--its effects, causes and approaches. Changes in social economic and political practices certainly form the crux of the demands of the student groups in their pressure tactics being brought to bear upon the universities. The police executive has found himself doubly involved. Not only has he become a central figure in the student drive for change, through the resultant confrontation tactics designed to speed societal implementation of their demands, but he finds the necessity for change within the police organization taking up vast amounts of his time, energy and resources.

The police executive on any given day finds problems on his desk ranging from recruitment needs and manpower distribution failures, to union demands

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and integration of personnel deficiencies. In between he will find it necessary to cope with such problems as failures and/or deficiencies in communication, participation in the decision-making process, morale, training needs, human relations, community relations, corruption and complaints of malfeasance and misfeasance, and many "family" type problems. Change is the thread tying them together in one form or another.

As Ralph Siu stated, "I guess everything in the world could be subsumed under the heading of 'Change, Conflict, and the Resolution of Conflict.'" This was Dr. Siu's opening statement to the conference. Few police executives present, after analyzing the areas of student and internal organization unrest, would quibble with the doctor's hypothesis.

Dr. Ralph Siu's in-put talk follows.

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CHANGE, CONFLICT, AND THE RESOLUTION OF CONFLICT

As far as the police business is concerned, I'm a complete amateur, having had only four month's exposure to you Police Chiefs. So, I'm not going to do any softshoe and try to tell you how to do your job or anything like that.

The subject the IACP asked me to talk about is pretty broad. We can subsume everything that ever happened in the world under "Change, Conflict, and the Resolution of Conflict." Unless we watch ourselves when we tackle this kind of broad subject, we could end up with just one long talk, big wind, and no rain. On the other hand you have covered two specific tactical situations, involving students and your internal organization. You have discussed these as thoroughly as could be discussed in two days. If we don't watch our step in today's discussion, we might

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find ourselves rehashing the same subjects. I would like to suggest therefore that we assume some middle ground. Since you have been dealing with tactics for the last two days, let us now deal with strategy which befits a broad subject. What are the strategic principles you should always have in mind when dealing with change. Later in the discussions, we can take up the relationship between a strategic position and a tactical action. It you maintain a good strategic position, you always keep your cool. Nothing rattles you. If you apply a fitting tactic, you do your thing.

I would like to get the ball rolling by mentioning ten strategic principles involving change, conflict, and the resolution of conflict. I'll put them down as follows:

I. CHANGE

    1. Yin-yang
    2. Chinese baseball
    3. N-cushion billiards

II. CONFLICT

    1. Changing pockets
    2. No ball
    3. Multiplying interfaces

III. RESOLUTION OF CONFLICT

    1. Value optimizing
    2. Adaptive centrality
    3. Time leverage

IV. STRATEGIC POSTURE

    1. IAT - TAI

The first principle is the yin-yang - the principle of change. This is a very, very old principle. It was enunciated 4,000 years ago. The yin and the yang are abstract terms. Yin stands for one pole and yang stands for the opposite. Yin is darkness and yang is light. Yin may be soft and yang may be hard. What this principle says is that the whole universe is made up of the yin and the yang. But, what is more important is that whenever you have a yin, you always have some yang, and whenever you have a yang you always have some yin; everything is yin-yang. It says this: That nothing is pure. There is no pure establishment in a university, for instance. The president of a university is not 100 percent establishment. The faculty is not 100 percent pure faculty. Nobody has 100 percent of the power. The implication of the yin-yang principle is that everything is

relatively distributed. At one particular point this might be 80 percent yin and 20 percent yang. At another point it may be 99 percent yin and 1 percent yang. But never 100 percent yin. So you can't say that you can push a change until it is all straightened out 100 percent. It won't ever be all straightened out perfectly. There is, according to this principle, no social problem which can ever be solved, period - like you solve a mathematical problem. Everything is relatively attenuated. Attenuate a little bit - push a little harder - go to something else before the point of the absolute. This is the principle of the yin-yang.

The second principle of "Chinese baseball" provides an idea of how things change. How many of you have played Chinese baseball before? How many of you have heard of Chinese baseball? No? Well, it's like American baseball - same ball - same bat - same kind of players. The pitcher throws the ball over home plate as usual, and the batter stands at home plate as usual. But, there is one, and only one difference. That is, after the ball leaves the pitcher's hand

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and as long as the ball is in the air, anybody can move any of the bases anywhere. Chinese baseball means that while the game is going on, while the ball is in motion, all the bases are being moved. So in change, not only are people changing things with the rules staying the same, but they are changing the rules themselves at the same time. Even though the law may be written exactly, in effect, the people are continually changing the interpretation of the law. The law is not fixed. I'm not saying this is what they should do or should not do. What I am saying is these are the old principles which have governed change since Adam. The second principle about change then says: "Everything changes, the rules as well as the events."

The third principle about change is "N-cushion billiards." As you know, if you stroke your cue ball northeast on the pool table, it goes northwest after the first bounce; southwest after the second bounce, southeast after the third, and so forth. If you think that when you move something in a given direction it is going to stay in that direction, you are dead wrong.

The ball reverses itself continuously. The better a
player you are, the greater the N you can play in
N-cushion billiards. Most people can play with
only N equals one. They can see something if it
comes straight at them. But, if it comes off the
first cushion, they've missed it. A bounce off the
second cushion is something beyond their imagination.
Willie Hoppe can keep that ball going around ten,
fifteen cushions. The important thing to remember
is: Decide what N you are playing. Are you playing
an N cushion of one, with this particular action you
are taking, an N of two, or of ten. And what is the
other fellow playing?

Now, we come to "Conflict." The first principle
of conflict is "Changing pockets." This I got from
Gertrude Stein. When someone asked her, "Tell me
something about money," Gertrude replied, "There is
nothing complicated about money. The money is always
there, you know. Only the pockets change." In other
words, everybody agrees that we should follow the
word of God; all the religions believe that. The only

argument is, in whose Bible is the word of God to be found. Both capital and labor agree the company should make money. The question is, in whose pockets should what share of it go, and how is it to be decided? The students and Professors agree the university should be improved. The question is: According to whose estimation and under whose guidance? The question of conflict is therefore not one of abstract ideals that we'd like to think about. We would think that certain conflicts are abstract ideals. The big question is: Whose ideals; yours or mine?

"No ball" is taken from the behavior of a group of rookies at spring football practice who wanted to get on the first team. They were very eager to practice; eager to get on with the game. One of them said, "Let's scrimmage." And he kept yelling, and kept yelling. Finally, Jim said, "Joe, we can't scrimmage right away, not right now." "Why not?" "Well, we don't have a football." Whereupon Joe said, "The hell with the football. Let's get on with the game." What this "No ball" principle means is

that you don't need a ball to play a game. You
don't need an issue to start a riot and sustain the
fracas, if the conditions are right. If you have
twenty-two fellows milling around in a field and the
conditions are right there is always someone on the
sidelines who will go get a ball from the locker
room and give it to them. Then, they'll have a
ball and a real ball game. So we must remember that
at the beginning of a conflict, the presence of a
specific and real tactical issue may not be important
at all, if the social conditions are conducive. Some-
one else will provide an issue. Not only that -
the issue provided will also bring along a flock of
followers. Of course, if the social conditions are
not conducive, the movement will peter out. The
people will say: "These characters have no ball,
they have no issue, you can forget it."

Next, the "Multiplying interfaces." This, I
think, is particularly important in the urban situation.
A person by himself doesn't do anybody any harm, or
any good. It is when he comes in contact with some-

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body else that this occurs. The question is when you raise the population from 3 to 4 for example, how does the number of interfaces go up? If the population is increased 25 percent from 3 to 4, the number of interfaces doesn't go up 25 percent but over 300 percent, something like 3 to 10. This means your potential workload as a police department goes up 300 percent instead of 25 percent. Now, in the old days, A, B, and C might be one family, and the father of that family speaks for the whole clan. The number of interfaces did not go up as fast in the old days when you had families, clans, and an ordered society. Today where every individual more likely acts for himself, you get closer to this theoretical increase in interfaces in practice. So, this is one of the sources, one of our chief reasons, for increased conflict in urban settings. Even if our people have higher morals, the number of crimes committed per hundred thousand people will still go up because the number of interfaces has gone up tremendously. However, the number of crimes per

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hundred thousand interfaces should not go up if our people are increasing in morals.

We now come to the "Resolution of Conflict." The first principle is "Value optimizing." This is a straight forward measure of deciding whether you are winning or losing. Basically, it is like this: If you're in contest with somebody else, whether you are winning or losing is not determined by whether you beat the other guy or not. It's determined by whether you have increased your wealth in what you value. If what you value is beating up the other guy, of course, you're winning if you beat him up. However, if what you value is making a million dollars, and if you can make a million dollars by losing to him, you win that particular fight if you lose to him. But, if you make a million dollars in not fighting him, then don't. If you gain the million by beating him up, then of course, beat him up.

If you are out to resolve a conflict, you have to be clear on this score. Am I trying to increase my prestige, my pocketbook, or my son's future? You should never sacrifice your strategic value by winning

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in terms of the other fellow's value. Even though

it might make your image look better in his eyes,

actually you are losing. This is where we have a

schizophrenic attitude on life here. We're so

conscious of what the other guy thinks of us,

that when the other guy has a value system different

from ours, we want to increase in our own value sys-

tem, and at the same time increase in his value

system because we want him to think well of us.

This just won't work. So we get hung up.

Next is "Adaptive centrality." You hear this

quite a bit in politics when they are saying, "So and

so pre-empted the middle." That is, President Nixon

in the last election pre-empted the middle, so they

say. Or, he tried to get the middle ground. The

middle ground per se is not as important as standing

at the fulcrum of the see-saw of contending forces.

The old saying goes, "Always maintain a mean of cen-

trality so that you can be in contact with the four

corners of the universe." This (referring to his

illustration on the blackboard) is just a single seesaw.

In real life you can have an infinite number of seesaws.

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Now, if you are to resolve a conflict, there's only one optimal where you have to be. You can't be in the extreme. You must be where the fulcrum is.

Next, "Time leverage." As we mentioned in connection with multiplying interfaces, the Police Chief will never receive the resources to take care of the increasing number of interfaces. Appropriations don't come that quickly. Even if you can get many more policemen on your force, they themselves will increase the interfaces. And, who is going to watch the interfaces of the interfaces. There the Chief will have to use various leverages through more sophisticated management, greater knowledge, better equipment, and all that. At this time, I would like to bring up just one of them - the leverage of time. This is a very subtle one and difficult to exercise. But it is very effective. However, the greater use you make of the leverage of time, the less will some people give you credit for being a good Chief. This is because they won't recognize your achievements, since you are doing

it so far ahead of them. But you will derive great personal satisfaction.

As a specific example, in the year 1266, Kublai Khan asked Marco Polo to ask the Pope to send one hundred scholars to teach him and his court about the Seven Arts. The Pope felt, there is no point in wasting his learned people over there in that heathen court. So he kept them at home. As you could see, if he had just sent those hundred people, there is no question the world would be completely different today. From the standpoint of Christianity, the Pope missed the greatest opportunity in exercising the leverage of time.

Having looked at these nine strategic principles of change, conflict, and the resolution of conflict, how do we summarize and say: "This is the position; this is the frame of mind a good Chief should have." What should be his overall strategic posture? This has been abbreviated as IAT-TAI.

IAT stands for the "Instantaneous Apprehension of the Totality." "Instantaneous" means that you

grasp all of those nine principles plus all others in the instant. In other words, when I strike this table (Bang!) the noise does not wait for a lot of discussion, theorizing, and computers before issuing forth. If you are going to act, you immediately and instantaneously apprehend all these things in your intuitional mind. Note the word "apprehension," instead of "comprehension." Tao philosophy stresses the character of having a gut feeling about a situation, rather than a book learning or thinking analysis. If you stop to think, you really don't have it. You might have in your mind, only. Like O.J. Simpson. If he stops to think whether he should swivel his hips to the right or left when the defending tackle lunges at him, O.J. isn't going to make it. It must be part of him. What Tao philosophy stresses is that you should not attempt to verbalize these things. The sooner you forget about what you call it - the quicker it gets into the intestinal part of yourself and into your belly, the better it is.

"TAI" means "tactically act in the instant." The Taoist say "Do not separate theory from practice."

He does not believe in abstract philosophy or abstract

psychology. You are a psychologist if you act. An

abstract theory separated from the action doesn't

give you any enlightenment - it gives you a book,

it gives you a paper. So, tie these two things

together so that you instantly know the pitch of the

situation. You continually keep your cool, and act

instantly. This is the mark of a wise man. It is

the characteristic of the great Chief.

SMALL GROUP "CHANGE, CONFLICT AND RESOLUTION OF CONFLICT" REPORTS

The small group discussion following Dr. Ralph Siu's in-put talk differed from the prior two day's format. The effect, cause and approaches design was varied in order to cope with this less structured topic.

The group discussion and reporting assignment read as follows:

> What specific examples can you come up with which illustrate the strategies of change and conflict? Develop three of the principles in terms of police incidents you have experienced. For example, in which incident was the "n-cushion," "yin-yang," or "Chinese baseball," principle applicable.

Listed below are a representative sample of incidents selected by various conferees to illustrate their interpretation of Dr. Siu's strategies.

CHANGE, CONFLICT AND RESOLUTION OF CONFLICT

<u>Yin-yang principle</u>: emphasizes nothing is all right or all wrong, that is, nothing is pure; there are only degrees ot certitude and these are constantly shifting. One conference member illustrated this principle by citing an incident wherein an SDS group sought to march on the local court house to bring attention to a trial of one of their members. The group was accompanied by other leftist and rightist groups, plus Wallace adherents. The individual on trial was convicted. At this point a peace vigil was decided upon by the group camped in the park opposite the court building. The law read that after midnight no one was allowed its usage. To prevent escalation and put down any effects of confrontation with the police, the police Commissioner issued an order stating the police would not arrest anyone as long as they remained peaceful. No trouble resulted and accolades followed from the citizenry when the incident was over. The police could have insisted on following the "letter of the law" but instead came to the conclusion that the situation called for a shifting of value standards and

it made more sense to interpret usage of the park as legal and not illegal. Following the yin-yang principle, this procedure acknowledged that it would be troublesome to insist on a strict interpretation of the law. In other words, trouble was avoided by recognizing that the law may not always be 100 percent right.

N-cushion billiard principle: demands the police official be capable of adapting strategy similar to that of the billiardist. In n-cushion billiards, the player banks his shot off two, three or four cushions to obtain his desired result. The police officer must utilize this same flexibility to attain his ends. One of the police officials related the principle to successful prosecution of the members of a gambling ring. Despite numerous arrests, every attempt to obtain conviction on a gambling charge in court was defeated. However, the next arrest was accomplished with the primary objective of seizing records. The records were turned over to the Treasury Department's income tax people. A conviction was obtained and that was the last of that particular gambling

ring. The n-cushion principle dictated the needed

strategy to attain the real objective--successful

arrest and prosecution. This principle is essen-

tially a method of attaining objectives indirectly.

In this case, the "cushion" was the records.

No ball principle: stresses the fact that, if

the situation is right, a ball will be found to

"play the game," i.e., someone will find a justifi-

cation for the action that follows. As reported by

a member of the conference, his example involved a

state college incident. The police had infiltrated

the local SDS organization and obtained information

of confrontation planning. But, at the time, no

reason existed upon which to base an action. None of

the SDS group could agree upon a grievance that would

be backed by the majority of students. This situation

existed up to the day before the confrontation was

scheduled to take place. The college administration

then unwittingly furnished the ball. A sculpturist,

about to receive his degree, was presenting material

of a sex-based nature. The public display was a re-

quirement. Upon learning the nature of his exhibit,

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the school administration refused to allow the showing.
The SDS now had their issue. The confrontation took
place and the police had to make a number of arrests.
As Dr. Siu stated, if a situation is ripe, sooner or
later someone will find a "ball."

Chinese baseball principle: reflects the fact
rules are made but not necessarily followed, i.e.,
agreements are arranged but in real life situations
they are often ignored, especially in stress conditions.
The example given of this principle revolved around an
annual college student community invasion. Based upon
a lack of facilities a pool arrangement was made with
the TV media people. Part of the agreement included
limitation upon TV usage at night where large groups
were involved. A number of other factors also figured
in the agreement pact. But, when the students began
arriving, the media people changed the operating pro-
cedures; the bases were changed as the game was going
on. Baseball, Chinese or otherwise, is a good game
when it is played according to well-established and
carefully followed rules. Chaos would result if one
team follows its rules and the other team follows

rules which it is changing all the while the game is

going on. If the police are following the legal rules

of procedure and rioters are making their own rules

which they change as they see fit, the rule of law

in a society becomes meaningless. In this case, the

TV people changed the rules which made it a new ball

game.

RE-ENTRY PHASE

The Thursday, p.m. session was designed as a "re-entry" phase, i.e., the participant would present an application he intended to make, upon return to his department, of an idea, technique, policy, procedure or action alternative obtained from his peers at the conference. As in prior work, tne conferees' plans, formulated in small group session, were presented to the total conference group tor discussion and analysis.

Listed below is a representative selection of the points brought out by one of the conference groups.

1. To introduce department operational changes needed
   to successfully cope with crime complexities
   created by:

   a. sub-housing facilities
   b. deficiencies in the education system
   c. unemployment rates due to disadvantaged persons'
      occupation limitations
   d. school dropouts

2. Rebuild communication systems responsible for organi-
   zation deficiencies due to:

   a. inadequate feedback
   b. lack of control mechanisms for handling false
      rumors
   c. failure to utilize the department's informal
      communication system (grapevine)
   d. lack of printed house-organs

3. Immediate institution of plans for suppressing campus
   violence by coordinating police tactics and strategies
   with university and high school

   a. administrators
   b. faculty
   c. student groups

4. Creating adequate administrative processes for

   a. handling grievances and complaints of all personnel
   b. building efficient system for handling disciplinary
      actions
   c. meeting demands of department unions and benevo-
      lent associations before they become controversial
      issues or destructive morale factors

5. Review of existing policies and procedures with view
   toward raising efficiency levels of both administra-
   tion and field operations of the department

6. Stress training through implementation of needed in-service programs for

    a. front line personnel
    b. supervisory levels
    c. command personnel

MEETING WITH THE U.S. ATTORNEY GENERAL

Friday, a.m. sessions were allotted to a meeting with U.S. Attorney General John N. Mitchell. The discussion at these meetings revolved around the programs being or already instituted by the Justice Department. At the end of his presentation, which was preceded by a general survey of the LEAA program by Administrator Charles Rogovin, the Attorney General fielded questions and sought information from the police executives. Undoubtedly, the major item here was an exchange of meaningful information sought by both parties involved.

FINIS

The program cycle was completed at this point. The stage was set for the next round of conferences. Few police executives, in their critique analysis of any of the six conferences failed to mention their desire for a followup to the 1969 Police Executive Conferences.

The International Association of Chiefs of Police in conjunction with the Department of Justice, with the twin demands of time and circumstance ominously

present would take on few more significant tasks than this one--seeking courses of action to stem potential anarchy and dissolution of the police institution, both of which constitute dire threats to the welfare of the country.

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APPENDIX "A"

Listing of Conference Participants by session number

SESSION I
(May 11-16, 1969)

Group A:

Chief J. T. Alley, Lubbock, Texas
Superintendent Allen H. Andrews, Peoria, Illinois
Detective Insp. Robert Finn, Minneapolis, Minnesota
Chief of Patrol John P. Knox, Los Angeles County
        Sheriff's Office, Los Angeles, California
Chief John F. O'Connor, Syracuse, New York
Captain Louis Schwartz, Atlantic City, New Jersey

Group B:

Sheriff Lucius D. Amerson, Macon County Sheriff's
        Office, Tuskegee, Alabama
Superintendent Robert Anderson, Grand Rapids, Michigan
Sheriff Michael Canlis, San Joaquin County, Stockton, Cal.
Asst. Chief M.E. Cook, Seattle, Washington
Actg. Deputy Chief James A. George, Trenton, New Jersey
Chief Henry E. Lux, Memphis Tennessee

Group C:

Chief Harry A Guenther, Oshkosh, Wisconsin
Major Kenneth A. Nash, Oklahoma City, Oklahoma
Chief Charles F. Pegg, East Lansing, Michigan
Deputy Supt. James M. Rochford, Chicago, Illinois
Deputy Chief Insp. James Taylor, New York City
Chief Harry Whiddon, Akron, Ohio

Group D:

Deputy Chief James N. Deem, Bakersfield, California
Lt. Col. Paul M. Denham, Miami, Florida
Inspector Raymond L. Hoobler, San Diego, California
Captain Kenneth E. McDonald, South Bend, Indiana
Chief Justus M. Tucker, Winston-Salem, North Carolina

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SESSION II
(May 18-23, 1969)

Group A:

Exexutive Officer Harold W. Barney, Dade County Public
      Safety Department, Miami, Florida
Paul E. Blubaum, Director, Public Safety, Paterson, N.J.
Chief William L. Durrer, Fairfax County Police, Fairfax, Va.
Captain Nicholas Fratto, Cambridge, Massachusetts
Chief William K. Hanger, Pontiac, Michigan
Chief Paul A. Shaver, Albuquerque, New Mexico

Group B:

Deputy Chief Joseph B. Kelly, New Britain, Connecticut
Chief Merrell R. Kirkpatrick, Wichita, Kansas
Chief Rocky Pomerance, Miami, Florida
Chief Joseph E. Rooney, Sacramento, California
Chief George L. Seaton, Denver, Colorado
Chief Harvey Shirley, Champaign, Illinois

Group C:

Sheriff Dale Carson, Jacksonville, Florida
Commissioner George W. D'Artois, Shreveport, Louisiana
Deputy Chief W. F. Dyson, Dallas, Texas
Chief Inspector James J. McNamee, Philadelphia, Penn.
Commissioner Donald M. Pomerleau, Baltimore, Maryland

Group D:

Captain Leo Callahan, Fort Lauderdale, Florida
Chief G. H. Kleinknecht, Huntington, West Virginia
Deputy Chief Ralph G. Kortz, Long Beach, California
Chief Gus O. Krausse, Brownsville, Texas
Chief Delbert E. Peterson, Rockford, Illinois
Chief William B. McClaran, Benton Harbor, Michigan

SESSION III
(June 1-6, 1969)

Group A:

Deputy Chief Earl Burden, Columbus, Ohio
Chief Clarence M. Coster, Bloomington, Minnesota
Inspector George A. Edwards, Flint, Michigan
Chief Thomas L. Houchins, Criminal Division, Almeda
        County Sheriff's Office, Oakland, Calif.
Chief Harry C. Huskisson, Knoxville, Tennessee
Captain Richard Leinbach, St. Petersburg, Florida
Chief William M. Lombard, Rochester, New York

Group B:

Chief Edward O. Bauer, Baton Rouge, Louisiana
Sheriff Malcolm E. Beard, Hillsborough County Sheriff's
        Office, Tampa, Florida
Asst. Chief Inspector Michael J. Codd, New York City
Deputy Chief Robert A. Houghton, Los Angeles, California
Chief Derold W. Husby, Lansing, Michigan
Col. Wilson E. Speir, Texas Dept. of Public Safety,
        Austin, Texas
Major David Walsh, St. Louis, Missouri

Group C:

Chief Richard A. Anderson, Omaha, Nebraska
Chief George W. Bischel, San Antonio, Texas
Asst. Chief Raymond J. Egan, Jr., New Haven, Connecticut
Chief Jacob C. Goodman, Charlotte, North Carolina
Chief W. D. Joiner, Gainesville, Florida
Chief Walter E. Krasny, Ann Arbor, Michigan
Chief R. E. Brians, Little Rock, Arkansas

SESSION IV
(June 1-6, 1969)

Group A:

Chief Joseph E. Bugenske, Saginaw, Michigan
Chief Thomas J. Cahill, San Francisco, California
Chief Earl L. Chokiski, El Paso, Texas
Deputy Chief Robert J. Duck, Toledo, Ohio
Chief James G. Littleton, Tampa, Florida
Inspector Christopher P. Quinn, Nassau County, Mineola, N.Y.
Asst. Chief L. E. Reed, Jr., Pine Bluff, Arkansas

Group B:

Chief Frank S. Duling, Richmond, Virginia
Chief Dean A. Fox, Kalamazoo, Michigan
Major Robert E. Goodwin, Raleigh, North Carolina
Chief Leroy C. Jenkins, Racine, Wisconsin
Inspector John A. McAllister, Los Angeles, California
Deputy Commissioner Ralph Murdy, Baltimore, Maryland
Captain Daniel J. Shea, Jr., Springfield, Massachusetts

Group C:

Chief Frank J. Burnosky, Canton, Ohio
Chief Paul B. Calhoun, Greensboro, North Carolina
Deputy Chief L. M. Kast, Fresno, California
Lt. William W. McCutcheon, St. Paul, Minnesota
Major Thomas M. O'Brien, Connecticut State Police,
      Hartford, Connecticut
Chief Eugene M. McGovern, Chattanooga, Tennessee

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SESSION V
(June 8-13, 1969)

Group A:

Major Forrest W. Garrison, Kansas City, Missouri
Lt. George Halverson, Michigan State Police, East Lansing
Chief Robert M. Igleburger, Dayton, Ohio
Chief John B. Layton, Washington, D.C.
Chief Stephen T. Nestor, Jersey City, New Jersey
Chief Richard Runyan, Corpus Christi, Texas

Group B:

Lieut. Dale Allen, Eugene, Oregon
Captain Felix Bradley, Virginia State Police
Inspector Patrick J. Ford, California State Patrol
Commissioner Johannes Spreen, Detroit, Michigan
Sheriff Edward Stack, Broward County, Fort Lauderdale, Fla.
Asst. Chief Stanley Topper, University City, Missouri

Group C:

Major Chief John R. Colister, Maryland State Police
Chief Leonard L. Landis, York, Pennsylvania
Major Charles W. Litkey, Madison, Wisconsin
Captain Anthony Lombardo, Waterbury, Connecticut
Chief Wendell Nichols, Des Moines, Iowa
Captain Charles G. Rosemond, Durham, North Carolina

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Group A:

Commissioner Frank Felicetta, Buffalo, New York
Chief Patrick Gerity, Cleveland, Ohio
Lt. Col. John I. Grosnick, Pennsylvania State Police
Deputy Chief Elmer L. Klein, San Jose, California
Deputy Chief Richard H. Newton, Phoenix, Arizona
Captain Robert A. Wilbur, Columbia, South Carolina

Group B:

Chief William Bauer, Beaumont, Texas
Chief Armand J. Chimenti, Erie, Pennsylvania
Chief Wilbur Emery, Madison, Wisconsin
Chief Robert B. Murphy, Richmond, California
Superintendent John F. Nichols, Detroit, Michigan
Captain Clyde Vasconcellos, Illinois State Police,
        Springfield, Illinois

Group C:

Chief William Dee Blake, Chapel Hill, North Carolina
Chief Don Derning, Winnetka, Illinois
Deputy Supt. Albin Johnson, New York State Police,
        Albany, New York
Chief Donald McNamara, Portland, Oregon
Deputy Chief Sam Nolan, Chicago, Illinois
Major S. S. Smith, Jefferson City, Missouri State
        Highway Patrol
Chief John Tuffey, Albany, New York

APPENDIX "B"

24 hour Conference subject cycle breakdown

| 1:00 p.m. | Reading assignment (relating to subject matter to be discussed) |

1:00 p.m.   Reading assignment (relating to subject matter
            to be discussed)

1:30 p.m.   Small group discussion of assigned reading material

1:45 p.m.   General Session convenes

            1. In-put speakers (would change each subject cycle)
               a. Professor Herman Goldstein
               b. Dep. Chief Inspector Lloyd Sealy

            2. Five minutes break between two in-put speakers'
               presentation enabling conferees to discuss
               and formulate questions to be posed to speakers

2:30 p.m.   Question and answer period

3:15 p.m.   Coffee break

3:45 p.m.   Small group assignment (generally consisted of de-
            fining problem and existing effects faced by police,
            schools, administration and students)

4:30 p.m.   Small group reporters file work with staff for
            analysis

6:00 p.m.   Supper hour

7:00 p.m.   Reading assignment (related to broadening knowledge
            of discussion material)

7:30 p.m.   Reconvene in general session. Small group re-
            porters present group reports to general body

8:15 p.m.   Discussion of effects and causation factors of sub-
            ject area between in-put speakers, conferees, and
            amongst conferees presenting resources to draw upon

9:00 p.m.   End of session (for the scheduled format of any
             given day of the conference)

9:05 p.m.   Advisory committee meeting with staff (here a
            critical analysis of total program and logistics
            would evolve. Staff would take necessary steps
            to make needed changes or adjustments called for
            by committee members)

10:00 p.m. End of Advisory Committee meeting

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(The following morning program phase continued until noon. At that point, the next subject cycle would begin)

8:00 a.m.	Breakfast
8:30 a.m.	Reading assignment (designed to stimulate and broaden area under discussion)
9:00 a.m.	Small group discussion of reading assignment
9:15 a.m.	Discussion of causation factors of subject area between in-put speakers--who gave presentations the prior afternoon--and the conferees
10:30 a.m.	Coffee break
10:45 a.m.	Small group assignment--generally consisted of stating solutions to problems as a follow-up of analysis of the earlier findings of effects and causation by the various small groups
11:30 a.m.	Presentation of small group solutions to general session with final summation by in-put speakers or conferee resource analysis
12:00 Noon	Lunch hour
1:00 p.m.	(Cycle would begin again with another subject area as the basic focus of discussion and analysis)

END