CHAPTER 9

Police and the Community

CHAPTER OUTLINE

The Need for Proper Police–Community Relationships
Human Relations, Public Relations, Community Relations
Public Opinion and the Police
Police and Minority Communities
   Multiculturalism
   The African American Community
   The Hispanic American Community
   The Asian American Community
   Native Americans
   Arab Americans, Muslims, and Sikhs
   The Jewish Community
   Women
   The Gay Community
   New Immigrants

Police and Special Populations
   Programs for the Aging Population
   Programs for Young People
   Assistance for the Homeless
   Working with Crime Victims
   Working with the Physically Challenged

Community Crime Prevention Programs
   Neighborhood Watch Programs
   Crime Stoppers
   Citizen Patrols
   Citizen Volunteer Programs
   Home Security Surveys and Operation Identification
   National Night Out
   Police Storefront Stations or Ministations
   Mass Media Campaigns
   Chaplain Programs

CHAPTER GOALS

To illustrate the meaning of police–community relations and their importance to the safety and quality of life in a community
To explore public attitudes regarding the police and efforts undertaken around the nation to improve public perceptions
To describe various minority populations and some of their issues regarding police interactions
To explore the challenges various populations, including the aging population, youth, the homeless, crime victims, and the physically challenged, face when interacting with the police
To identify efforts being made to better serve these populations
To describe some innovative community crime prevention programs that focus on crime reduction and improving the quality of life in communities
This chapter deals with relationships between the police and the citizens they are paid to protect: the community. This chapter, along with Chapter 10, forms the focus of the police and community section of this text. While Chapter 10 will deal with the philosophies of community policing and problem-solving policing, this chapter will discuss the relationships between the police and the public. It will describe numerous programs being implemented by police agencies to better serve these populations.

The chapter emphasizes the need for proper relationships between the police and the community and presents definitions of police human relations, police public relations, and police–community relations. It also explores public opinion of the police as well as the challenges presented by an increasingly diverse population. It will also explore the relationships between the police and minority communities (including African American, Hispanic American, Asian American, Native American, Muslim, and Jewish communities; women; the gay community; and new immigrants). It will also look at relationships between the police and some special populations, including senior citizens, young people, the homeless, crime victims, and physically and mentally challenged individuals.

Additionally, the chapter will discuss community crime prevention programs, including Neighborhood Watch programs, Crime Stoppers, citizen patrols, citizen volunteer programs, home security surveys, Operation Identification, National Night Out, police storefront stations or ministations, citizen police academies, mass media campaigns, and other police-sponsored crime prevention programs and police and citizen initiatives.

THE NEED FOR PROPER POLICE–COMMUNITY RELATIONSHIPS

The police are needed to handle emergencies, maintain order, regulate traffic, and promote a sense of security within the community. To accomplish this, the police must be part of the community. They cannot be viewed as mercenaries or as an army of occupation. When the police see themselves as an occupying army or are seen as one by the community, urban unrest results. The police can best serve the community when they are regarded as part of the community both by the residents and themselves.

The police and community need each other to help communities to be as vibrant and safe as possible. Police–community relationships must be two-way partnerships. Additionally, in a democratic society, the legitimacy of the police depends on broad and active public acceptance and support. Police chiefs or police commissioners have the responsibility and obligation to educate the public about the many causes of crime and the inability of the police, acting alone and on their own, to control crime.

Former New York City police commissioner Lee P. Brown (also former police chief of Houston and Atlanta) has said that the police chief must “take the lead in addressing broadened local social service needs that could, if neglected, produce greater crime problems.” The more educated a community is concerning the role of the police and the challenges the police face in meeting multiple demands, the more supportive and helpful they can be.

The leadership of the chief in reaching out to the community is essential. As R. C. Davis says, “Initiating positive interaction with the community generally results in increased citizen support, higher morale in the work force, protection against or insulation from many hostile external forces, and increased resources.” Although it is very important for a chief to seek the support and cooperation of the public to improve efforts to police the community, the most important person in the police department, in terms of improving police community relations, is the individual police officer. Patrol officers, traffic officers, and detectives are the individuals within the department who come into contact with the public on a regular basis. Most people receive their impression of a particular police department through the actions of the police officers they encounter. A person who has a bad experience with a particular officer may believe that the entire department mirrors that officer.

Additionally, due to the high visibility of uniformed officers, many citizens will form opinions based on behavior they may observe in restaurants, stores, on car stops, or at scenes, or even by police driving their marked police vehicles. The officer most likely won’t even be aware he or she is being scrutinized in these situations. Officers are constantly serving as ambassadors for their departments. The Police Foundation has stated that “it is imperative that every . . . officer see a great deal of community relations as part of his daily patrol or investigative assignment.”

HUMAN RELATIONS, PUBLIC RELATIONS, COMMUNITY RELATIONS

A tremendous emphasis on police community relations has arisen since the civil disorders of the 1960s. Numerous textbooks and courses exist on police community relations and police human relations. What do these terms mean?
Are they interchangeable? Are community relations and human relations the same as police public relations? Steven M. Cox and Jack D. Fitzgerald perhaps best define these terms. They define police human relations as follows: “In the most general sense, the concept of human relations refers to everything we do with, for, and to each other as citizens and as human beings.” Human relations thus connotes treating others with respect and dignity and following the Golden Rule—acting toward others as you would want others to act toward you. Cox and Fitzgerald define police public relations as “a variety of activities with the express intent of creating a favorable image of themselves . . . sponsored and paid for by the organization.” Then, using these two definitions, they define police community relations as follows:

Community relations are comprised of the combined effects of human and public relations. Police community relations then encompass the sum total of human and public relations, whether initiated by the police or other members of the community. . . . Police community relations may be either positive or negative, depending upon the quality of police interactions with other citizens (human relations) and the collective images each holds of the other (which are derived from public as well as human relations).

The President’s Commission on Law Enforcement and Administration of Justice, in 1967, reported that “police relations with minority groups had sunk to explosively low levels.” The commission defined police community relations in its summary report, The Challenge of Crime in a Free Society: A community relations program is not a public relations program “to sell the police image” to the people. . . . It is a long-range, full-scale effort to acquaint the police and the community with each other’s problems and to stimulate action aimed at solving these problems.

Louis A. Radelet, a pioneer in studying the role of the police in the community, traced the development of the police community relations (PCR) movement to an annual conference begun in 1939. However, some believe that the PCR movement grew out of the riots and civil disorders of the 1960s. The PCR movement should not be confused with today’s community policing. The PCR movement involved assigning a few officers in a department as community affairs or community relations specialists. These officers attended community meetings and tried to reduce tensions between members of the department and the public. Some of the programs were shams or merely public relations attempts. The PCR movement had no real effect on the philosophy or culture of most police departments. Egon Bittner has said that for PCR programs to be effective, they need to reach to “the grassroots of discontent,” where citizen dissatisfaction with the police exists. In short, police human relations skills are needed. Since the urban disorders of the 1960s, training in human relations has become part of the police academy and in-service training in many departments. Sensitivity training—sometimes referred to as T-groups, or encounter groups—is designed to provide participants an opportunity to learn more about themselves and their impact on others, as well as to learn to function more effectively in face-to-face situations. In a typical encounter group, officers may engage in a role play face to face with a group of minority citizens, teenagers, or others who have had problem relationships with the police. The police officers play the role of the other group, and the members of the other community with each other’s problems and to stimulate action aimed at solving these problems.

In order to strengthen their relationships with people they serve, police departments are striving to make themselves more diverse and representative of their communities. Their commitment to communication may be paying off. The approval rating of police by younger people has risen in the past few years.
group play the role of the police. The goal of this training is to facilitate the ability of police officers to understand the perceptions and behaviors of the citizen group.

The International Association of Chiefs of Police (IACP) understands the importance of public relations and the interactions between the police and the community. In recent years they have issued training keys on managing anger, police–citizen contacts, dealing with the mentally ill, elderly victimization, and hate crimes. There is also an understanding that crucial to police–community relations is the community’s faith in the police department to police itself. It must be understood by all that allegations of police misconduct will be thoroughly and fairly investigated. In 2001, the IACP issued three training keys pertaining to the investigation of public complaints to assist departments in this process.

Cox and Fitzgerald tell us that human relations training in police departments has focused on the police and youth, women, and the elderly, in addition to racial and ethnic minorities. This training uses films, lectures, discussion sessions, and the analysis of written case studies.11

PUBLIC OPINION AND THE POLICE

While it’s well known the police have a difficult job, the role of the police has always been somewhat ambiguous. The perception of the police mission by police leaders as well as the community leaders has varied over the last few decades. With the adoption of the community policing philosophy (discussed in the next chapter), many law enforcement agencies have seen their roles expand to include activities that previously were not viewed as police functions. Additionally, in the fiscally challenged times of post-9/11, agencies have found it necessary to turn some previous police duties over to other entities. These methods include privatization, the use of volunteers, and civilianization within the department. Despite this reassessment, the police role continues to be viewed in three primary areas—crime fighters, order maintainers, and service providers. Though views differ, it is a common refrain from police and citizens alike that there are not enough police officers on the streets.

Given the difficult job the police have, it is easier for them to perform their duties if they have the support of the public. The media often portray a police force that is not liked by the public. However, this is a false perception. In a nationwide poll asking people how much respect they have for the police, 61 percent answered “a great deal,” 20 percent answered “some,” and 9 percent answered “very little.” (See Table 9.1.) With regard to police in their area, the numbers were similar, with 60 percent of respondents having “a great deal” of respect for police in their area.12

The public’s opinion of the police has remained relatively constant over time, with the vast majority of the public giving favorable ratings to the police. Whites and older citizens generally give the police better ratings than do African Americans and younger people.

Interestingly, the approval ratings of police by younger people has risen. In a 1991 national poll, 49 percent of people aged 18 to 29 had a “great deal” of respect for police, whereas in 2002, 56 percent of the same age group felt that way.13 Perhaps this is a reflection of the efforts police agencies have made regarding the youth in their communities.

A nationwide poll conducted by the Gallup organization in 2003,14 citizens were questioned regarding how much confidence they had in some

<table>
<thead>
<tr>
<th>Table 9.1</th>
<th>Reported Confidence in the Police, 2003</th>
</tr>
</thead>
<tbody>
<tr>
<td></td>
<td>A Great Deal</td>
</tr>
<tr>
<td><strong>Nationwide</strong></td>
<td>61%</td>
</tr>
<tr>
<td><strong>By gender</strong></td>
<td></td>
</tr>
<tr>
<td>Male</td>
<td>60%</td>
</tr>
<tr>
<td>Female</td>
<td>61%</td>
</tr>
<tr>
<td><strong>By race</strong></td>
<td></td>
</tr>
<tr>
<td>White</td>
<td>65%</td>
</tr>
<tr>
<td>Nonwhite</td>
<td>43%</td>
</tr>
<tr>
<td>Black</td>
<td>43%</td>
</tr>
<tr>
<td><strong>By age</strong></td>
<td></td>
</tr>
<tr>
<td>18–29</td>
<td>61%</td>
</tr>
<tr>
<td>30–49</td>
<td>59%</td>
</tr>
<tr>
<td>50+</td>
<td>64%</td>
</tr>
</tbody>
</table>

American institutions. The percentage reporting they had a “great deal” or “quite a lot” of confidence in the police was 61 percent, slightly outnumbering the presidency (55 percent). It was less than the military (82 percent), but more than organized religion (50 percent), Congress (29 percent), the medical system (44 percent), TV news (35 percent), and the U.S. Supreme Court (47 percent). (See Table 9.2.)

James Q. Wilson has said, “The single most striking fact about the attitudes of citizens, black and white, toward the police is that in general these attitudes are positive, not negative.” The polls mentioned here clearly indicate that Wilson was right. The police, however, feel that the public does not like them or support them. William A. Weisley found that 73 percent of officers questioned thought that the public was against the police or hated the police. Only 12 percent of the officers felt that the public liked the police. Wilson, acknowledging the fact that most police officers feel that the public does not like or appreciate them, concluded that the police “probably exaggerate the extent of citizen hostility.”

Perhaps one reason many officers believe the public does not like them is that officers, particularly in high-crime areas, spend a significant proportion of their time dealing with criminals and unsavory-type people. Further confusing perceptions, any conflicts or negative issues that arise are played out repeatedly in the media and the community.

### POLICE AND MINORITY COMMUNITIES

One of the most significant problems facing the police over the past three decades has been the tension, and often outright hostility, between the police and minority group citizens. Most of this tension has focused on relationships between African Americans and the police. However, tension has existed between police and Hispanic Americans, Native Americans, Asian Americans, and other minority groups, including women and the gay community. One of the best ways to improve relationships between the police and minority groups is to ensure that minority groups are adequately represented in a jurisdiction’s police department. Recently, minority representation has increased significantly in U.S. police departments. This should improve relationships between the police and minority communities. However, as Chapter 13 will discuss, African Americans, Hispanic Americans, and other minorities (including women) are still seriously underrepresented in U.S. police departments.

While increasing diversity within the law enforcement workforce will facilitate cultural awareness and understanding with various minority populations, there are other efforts law enforcement can make. Having and conveying respect for these cultures is critical. Opening up the lines of communication with the informal leaders of these communities in order to discuss their issues and their needs will result in greater cooperation.

Officers should be trained in the background and cultures of the various communities to aid in understanding. If language is a barrier, the identification of reliable, honest translators within the community will be helpful. In turn, education of the community in police goals and operations will increase residents’ understanding and lessen their fear. The Community Relations Service (CRS) of the Department of Justice has published a guide, “Avoiding Racial Conflict,” that may be helpful in improving and maintaining good

---

**Table 9.2**

<table>
<thead>
<tr>
<th>Institution</th>
<th>Percent Answering “A Great Deal” or “Quite a Lot”</th>
</tr>
</thead>
<tbody>
<tr>
<td>Banks</td>
<td>50%</td>
</tr>
<tr>
<td>Big business</td>
<td>22%</td>
</tr>
<tr>
<td>Church/organized religion</td>
<td>50%</td>
</tr>
<tr>
<td>Congress</td>
<td>29%</td>
</tr>
<tr>
<td>Criminal justice system</td>
<td>29%</td>
</tr>
<tr>
<td>Medical system</td>
<td>44%</td>
</tr>
<tr>
<td>Military</td>
<td>82%</td>
</tr>
<tr>
<td>Newspapers</td>
<td>33%</td>
</tr>
<tr>
<td>Organized labor</td>
<td>28%</td>
</tr>
<tr>
<td>Police</td>
<td>41%</td>
</tr>
<tr>
<td>Presidency</td>
<td>55%</td>
</tr>
<tr>
<td>Public schools</td>
<td>40%</td>
</tr>
<tr>
<td>TV news</td>
<td>35%</td>
</tr>
<tr>
<td>U.S. Supreme Court</td>
<td>47%</td>
</tr>
</tbody>
</table>

relations between the police and the various minority groups.

**Multiculturalism**

The 2000 U.S. Census reports that 11.5 percent of the total U.S. population is foreign born, accounting for 32.5 million people. Of these, 52 percent were born in Latin America, 26 percent in Asia, and 14 percent in Europe, with the remainder coming from other areas of the world, including Africa. Significantly, more than 20 percent of these foreign-born residents have less than a ninth-grade education. Additionally, almost 18 percent of American households now report that they speak a language other than English at home. These factors have implications for police officers responding to calls involving these residents. Not only is there likely to be a communication problem, but there may be a lack of trust and understanding of police, possibly resulting in fear.

In 1994, the Police Executive Research Forum (PERF) conducted a cultural diversity conference. Sherman Block, Sheriff of Los Angeles County, California, serving as the keynote speaker, stated that, in regard to cultural diversity in his community,

> "The merging of cultures and ethnic backgrounds produced both a richness of diversity and a myriad of problems. The richness of diversity is evident in the new communities that have evolved from people relocating here in hopes of establishing a better life for their families... The myriad of problems are as diverse as the mix of individuals who now comprise Los Angeles. Each ethnic community strives and struggles to overcome life's challenges to acquire part of the American Dream— the dream to be free to live, work, worship and pray as it sees fit. However, the cultural mix itself can cause problems... When internal cultures conflict, it can be as destructive as a collision between an iceberg and an ocean liner. Misunderstanding between two cultural groups can lead to conflict and, taken to the extreme, physical confrontations."

To improve relations between his department and their multicultural clientele, Block instituted a 36-hour block of multicultural training in his academy. He also established a “Host a Deputy Program” in which families within the community voluntarily host a deputy in their homes for an evening.

A study of how police departments in four California cities responded to demographic changes that took place in their communities between 1980 and 1994 revealed that the four departments, San Jose, Long Beach, Stockton, and Garden Grove, have embraced the diverse communities they serve by innovative new strategies in recruitment and hiring, citizen participation, training programs both for employees and community members, community outreach initiatives, and community policing. African Americans, Asians, and Hispanics represented almost 50 percent of the population of these cities in 1994, an increase of 17 percent over 1980.

Numerous training programs have been developed to address the issues of cultural diversity. Two recent examples include the following. The International Association of Chiefs of Police (IACP) offers two two-day training courses in this area to departments throughout the nation, “Cultural Diversity Training for Law Enforcement Personnel,” and “Development of Cultural Diversity Training: Train the Trainer.” The Long Beach, California, Police Department, collaborating with the National Conference of Christians and Jews, has developed a 40-hour cultural awareness training course for all department employees.

**The African American Community**

The face of the U.S. population is changing as it has continued to become more diverse year after year. Whereas in 1950 Caucasians represented approximately 87 percent of the U.S. population, it is predicted that by 2030 they will make up only 59 percent of the American population. African Americans currently are 13 percent of the population, as compared to 10 percent in 1950. Their percentage of the population is expected to remain relatively constant with projections of 13 percent in 2030.

African Americans have historically faced discrimination in U.S. society. Not until 1954, with the landmark Supreme Court case of *Brown v. Board of Education of Topeka*, was legal segregation of the races officially declared unconstitutional. This case overturned the old “separate but equal” doctrine regarding race and public schools. A
decade later, the Civil Rights Act of 1964 was passed by Congress, strengthening the rights of all citizens regardless of race, religion, or national origin.

Access to equal rights did not come easily. The 1950s and 1960s saw demonstrations, marches, and protests by minority groups to win these rights. Often the police, being the official agents of government bodies seeking to block equality for all people, were forced to enforce laws against minority groups, sometimes by arresting them and breaking up their gatherings. Additionally, the police were also forced to confront protests by people opposing equality for all. The police were constantly in the middle between those striving for equality and those expressing "white backlash."

Although some might disagree, police contacts with African Americans were not the only—and perhaps not even the major—cause of the urban riots in the 1960s. However, police actions generally were the immediate precipitators or the precipitating events of these riots. The riots in Harlem, Watts, Newark, and Detroit were all precipitated by arrests of African Americans by white police officers.27

In the wake of the 1960s riots, police departments throughout the United States established community relations programs designed to improve relationships with minority members of the community. Police departments increased their recruitment and hiring of African American officers. The 1980s, 1990s, and early 21st century saw the increased acceptance of minorities into mainstream society. The same appears to be true of the general population. There is little doubt in our minds, however, that the horrors of the 1960s remain in a state of chronic anger or rage. It is this rage that many say led to the 1992 Los Angeles riots.

We have the distinct impression that the horrors of the 1960s have recoiled into the backs of the minds of many police administrators; the same appears to be true of the general public. There is little doubt in our minds, however, that the same tensions that found temporary release on the streets of the urban centers of our country still exist. The growing "underclass" of minority-group members presents a real and present problem which we cannot afford to ignore. Well-thought-out, well-planned police minority relations programs are essential if the mistakes of the 1960s are not to be repeated.28

If police administrators had heeded the advice of Cox and Fitzgerald, they might have been more prepared for the 1992 Los Angeles incident. Serious problems still remain between the police and the African American community. In a 1990 survey by the Joint Center for Political and Economic Studies, about 43 percent of the African Americans polled said police brutality and harassment were serious problems where they live, whereas only 13 percent of the general population responded similarly. A 1995 report by the Sentencing Project, a public-interest group that advocates sentencing reform, reported that one in every three young black males in the United States is imprisoned, on probation, or on parole. A similar study in 1991 had found that one out of every four young black men was under some type of criminal justice supervision. The new figure represents an increase of 31 percent.29

There continues to be a concern among individuals in the African American community of unfair treatment by the criminal justice system. The terms racial profiling and driving while black have become commonplace. Racial profiling is a "form of discrimination and singles out people of racial or ethnic groups because of a belief that these groups are more likely than others to commit certain types of crimes. Race-based enforcement is illegal."30 This issue will be discussed later in this text.

The controversy over racial profiling has resulted in many states passing legislation requiring officers to document the race and ethnicity of individuals being stopped by police as well as requiring sensitivity training for police officers.31 One of the goals of this legislation is to ensure that individuals are not stopped based on their race or ethnicity and also to document to the public that this is not occurring. The statistics indicated that perhaps this was being done. These statistics, documentation, and efforts will go a long way to smoothing relations between minority community members, in particular African Americans, and the police, but there are other areas that also need to be addressed. When examining perceptions of police brutality in respondents' area, the Gallup Organization found that while
An Introduction to Policing  COPYRIGHT © 2005 Wadsworth, a division of Thomson Learning, Inc.

Chapter 9 / Police and the Community

28 percent of whites believed there was a problem with police brutality in their area, a much higher 53 percent of blacks felt there was a problem.32 Furthermore, high school seniors in 2001 were asked the question “How good or bad a job is being done for the country as a whole by . . . the police and other law enforcement agencies?”33 The responses differed by race. Just over 37 percent of white seniors felt law enforcement was doing a “good” or “very good” job whereas only 20 percent of black high school seniors felt that way.34 Clearly, the relationship between police and African Americans remains an area that needs to be addressed.

Special Agent Ronnie A. Carter of the U.S. Bureau of Alcohol, Tobacco, Firearms and Explosives wrote in a 1995 article regarding police relations with minorities:

Officers must attempt to understand the attitudes of all community members, including those of minority residents. By joining with the many citizens who want fair and equitable law enforcement, police officers will find that the real minority is not defined by race or class. The real minorities are comprised of the few criminals who victimize society with little fear of being brought to justice.35

The Hispanic American Community

The Hispanic community is composed of many different cultures. Officers must understand and acknowledge this diversity. In 1950, Hispanics comprised approximately 3 percent of the U.S. population. By 2030, this proportion is projected to be approximately 20 percent.35 The 2000 U.S. Census reports that 11.1 percent of the U.S. population was born outside of the United States. Of these, almost 52 percent were born in Latin America (including South America, Central America, Mexico, and the Caribbean).36 Officers can’t assume that all of the Hispanic groups share the same culture and beliefs. Though there are similarities, each is unique. If police officers group all Hispanics together due to a lack of understanding or knowledge, this can lead to resentment within the community.

Hispanic Americans have suffered discrimination, and many are also handicapped by language and cultural barriers. Their relationships with the police have often been as tense as the relationships between the police and the African American community.

Considerable attention has been given to recruiting and hiring Hispanic Americans as police officers. In addition, affirmative action programs have been used to appoint and promote Hispanic Americans to higher ranks, and many police departments offer courses to teach their employees how to speak Spanish. Two examples of departments offering Spanish-language training are Los Angeles and Phoenix.

In 1996, the Los Angeles Police Department sent 19 officers to Guadalajara, Mexico, for a 10-day crash course in Spanish language and culture. According to LAPD Deputy Chief Mark Kneeker, “Officers learn enough Spanish in the Academy to give basic commands to suspects. We also need to be able to say, ‘How’s your family’ or ‘How’s your work?’”37 In 1995, the Phoenix, Arizona, police department provided Spanish-language training courses for all its officers. It also had a program enabling Spanish-speaking translators to ride on patrol with Phoenix police officers. Five of the first ten translators were Arizona State University students.38

The Asian American Community

According to the 2000 U.S. Census, of the 11 percent of the population who were born outside the United States, 26.4 percent were born in Asia.39 These Asian Americans include many distinct and separate cultures with people from China, Japan, Korea, Vietnam, Laos, Cambodia, Thailand, and other countries of the Far East. Chinese Americans are among the most visible of the Asian American community, with Chinatowns in many large U.S. cities. The Chinese community has traditionally been viewed as relatively crime free. However, as Delbert Joe and Norman Robinson stated as far back as 1980, “Over the past decade and a half Chinatowns in the major urban centers of North America have ceased to be lands of law and order and have instead become places in which crime is increasingly prevalent.”40 As crime and social problems increase in Asian American communities, some departments are making special efforts to recruit and hire Asian Americans. For example, in California, the San Jose, Long Beach, Garden Grove, and Stockton police departments have taken affirmative steps to recruit and hire more Asian American personnel.41

Many departments are also strengthening their relationships with the Asian population by reaching out to the community and educating them about the role of police in the United States. There are often misperceptions and misunderstandings about what the police do and why they do it, especially given what the various cultures have experienced in their homelands.

Opening the lines of communication with the various groups and understanding their history, beliefs, and culture...
go a long way toward facilitating an open relationship. Of particular importance for officers to understand would be the political culture of their native country, including the police role, both formal and informal. This will help officers understand reactions they are encountering on the street and minimize the opportunity for misunderstandings.42

Establishing a liaison program between the police department and community leaders with the goal of educating both the residents and police officers will have a positive affect on the relationship. The Minneapolis Police Department has established an initiative to reach out to their Asian community, the Southeast Asian Community Leaders Forum. They have found this forum to have positive effects, including increased communication and information sharing and enhanced recruiting efforts. The schools have also noticed benefits from this increased community investment in the Asian students.43

Native Americans

In the 2000 Census, Native Americans numbered almost 2.4 million, or a little under one percent of the U.S. population. Native American nations, reservations, colonies, and communities with criminal jurisdiction have traditionally been policed in two ways: by use of federal officers from the Bureau of Indian Affairs (BIA) or by use of their own police departments, like any other governmental entity. In a few cases, tribes contract police services with a local or state agency or the U.S. Bureau of Land Management. The trend in recent years is for tribes to assume their own police responsibilities and phase out reliance on BIA police and investigators. As indicated in recent investigations by the U.S. Congress, police have traditionally had problems with Indian communities and much more needs to be done regarding police-Native American relationships.45

Despite the obstacles, progress is being made. Throughout the United States, there are over 100 different tribal groups, all with different beliefs. In an interview with Building Bridges in 1994, Nancy Bill, the Injury Prevention Specialist for the Navajo Area, stressed the importance of taking cultural beliefs into consideration when developing safety programs with Native Americans. The various cultural beliefs will filter the residents’ perceptions of information they receive from governmental personnel or law enforcement. These beliefs also influence how Native Americans interact with others, including law enforcement, and may result in misunderstandings if officers aren’t aware of these cultural differences. For the Navajo, a direct statement that sounds like a warning, such as “you better wear your seatbelt or you could get killed,” is likely to be interpreted as the speaker wishing that event on them.47

Law enforcement in tribal areas is typically very complex. There are overlaps as well as gaps in law enforcement, depending on whether the officer is a Native American or Anglo and/or whether the individual involved is a tribal member or an Anglo. This, coupled with the alarming statistics regarding an increased crime rate involving American Indians, spurred the International Association of Chiefs of Police (IACP) to address this issue with tribal communities through the summit “Improving Safety in Indian Country.”48

Two recent Bureau of Justice Statistics studies had indicated a high victimization rate and offender rate for Native American in the 90s at a time when the crime rate in the rest of the U.S. population was declining. Problems that are being addressed outside Indian country are not being adequately addressed inside.49 The summit was held to come up with some ideas on how to reverse this trend. Recommendations include cross-jurisdictional cooperation, elimination of jurisdictional authority issues that impede
law enforcement, improved crime prevention programs and funding, training for law enforcement working in or near tribal country regarding Native American culture, improved data collection and information sharing, and improving victims’ services in order to minimize revictimization.

Many reservations employ both Native Americans and non-Native Americans as police officers. Some have a preference for Native American officers due to the cultural issues, but many agencies have found that with training and communication on both sides, ethnic background shouldn’t be a factor. Many are also involved in community relations programs in an outreach effort to residents of the tribal lands.

The Menominee Tribal Police Department in Wisconsin has found a way to reach out to the residents and open up the lines of communications. They did it with softball. They sponsored a series of co-ed softball games and found that this program allowed members of the community to interact with police officers in a nonthreatening arena. The officers and community have both benefited from the improved communications.50 Law enforcement is continuing to examine issues involving Native Americans and what efforts can be undertaken to address those issues.

Arab Americans, Muslims, and Sikhs
Since 9/11, there has been an increased awareness of the needs and issues with the Middle Eastern community. After it was revealed that the 9/11 terrorists had lived and worked and gone to school in many South Florida communities without arousing any suspicion, many residents became alarmed at any individual of Middle Eastern descent living in their neighborhood. The Muslim community has raised concerns for their civil rights and the suspicion that seems to have been generated within their communities.

Many Muslims have asked law enforcement for extra protection as they are in fear of hate crimes being perpetrated because of their ethnicity. The Community Relations Service of the Department of Justice has written a guide to help law enforcement respond to this issue.51 They recommend conducting a community assessment to determine the vulnerable targets. Increasing high-visibility patrol in those areas would be one strategy; as well as opening the lines of communication with the Muslim community to determine their fears, concerns, and tensions. It is also felt a proactive approach by the police department, speaking out against hate crimes and promising vigorous investigation and prosecution, will set the tone for the community.

They also recommend initiating dialogues via task forces or committees among representatives of the various ethnic and/or religious groups within the community. This will help to break down barriers and destroy stereotypes among residents. Training for police officers and education for community residents in the Muslim beliefs and traditions is also advocated for spreading the truth and minimizing misunderstandings. Having access to community leaders and good translators will help the communication process. (AT&T has a service if there are no local individuals available; 1-800-628-8486).

For the long term, increasing recruiting efforts within these ethnic minorities will facilitate understanding. All of these efforts should help members of the community of Middle Eastern descent feel less threatened and less ostracized.

The Jewish Community
In these increasingly tense post-9/11 times, there is a fear among the Jewish population of being a “soft” terrorism target. In cities with large Jewish populations this is particularly dramatic. These fears and concerns for the safety of the Jewish residents, synagogues, temples, schools, and group homes can cause a surge in demand for police protection.

There are some innovative programs being put in place in areas with large Jewish populations to make the community feel safer and make police officers and other non-Jewish residents of the community more sensitive to the needs of the Jewish population. The Metropolitan Police Department in Washington, D.C., has implemented a police training program for police recruits. Through a partnership with the Anti-Defamation League (ADL) and the United States Holocaust Memorial Museum (USHMM), Chief Charles Ramsey has mandated that all police recruits attend a tour of the museum as part of their “hate crimes"
component of their training. Following the tour, the recruits engage in educational sessions emphasizing case studies from the Holocaust. This program was a 2001 IACP award-winner in the education and training section.

The Boca Raton, Florida, Police Department has teamed up with the American Jewish Committee to create a program called Safe Community Initiative. The program, which is viewed as a model for the nation, will instruct leaders of the local Jewish community on how to respond to terrorism threats and other emergencies. It will take “crime prevention” a step farther due to the “times” and the “current war” and the possibility of Jews facilities being considered “soft” targets. The attendees will learn how to react to a gun threat, to deal with suspicious packages and threatening phone calls, and to respond to transformative events. They will learn how to respond in the time before police and/or rescue workers arrive to assume control. The program is modeled after one in England in which Jewish leaders work with Scotland Yard.

Women

Women have often been critical of police methods of handling domestic violence cases. They also have often complained of insensitivity by the police in rape and other sexual assault cases. As Chapter 15 will explain, the police have heeded complaints regarding the handling of domestic violence cases by the increasing adoption of proarrest policies in these cases. During the past three decades, the police have also been much more sensitive to women in rape and sexual assault cases. Numerous police departments have formed special investigating units to handle sex crimes (often using female investigators). Many departments conduct sensitivity sessions to help officers understand the concerns of women. Also, today, much of the prior discrimination against women in terms of hiring and promotions in police departments has been officially eliminated, and women are active members of law enforcement agencies throughout much of the nation. However, as Chapter 15 will show, women still face problems in law enforcement agencies.

With the increased numbers of women in law enforcement and the slowly increasing number in the upper administration of police organizations, the policies and procedures in place are more reflective of the female perspective than ever before. As the female officers become more visible in the community, the perception of the police as being more supportive of women should increase.

...
around the country also offer support for gay, lesbian, bisexual, and transgendered workers in the criminal justice system. They hope to improve the environment within law enforcement agencies for gays and ultimately improve the relationship between the police and the gay community.

New Immigrants
A great proportion of new immigrants, particularly in South Florida and New York City, are Haitians and Cubans. The numbers of people arriving on Florida shores seeking political asylum and improved economic conditions have proven challenging for the local governments and schools. These immigrants often bring strong religious and cultural beliefs with them that law enforcement is unfamiliar with. These beliefs and rituals can have an impact on police services and has presented a challenge to police, resulting in the desire to learn as much as possible about these cultures to minimize misunderstandings and danger to officers or to the immigrants.

Law enforcement procedures have evolved over the years as more and more immigrants have arrived in larger numbers. Police strive to better serve the new arrivals as well as minimize the impact to police services.

There are currently over 230,000 Haitian Americans living in New York City. Though the largest population of Haitian immigrants in the United States, they have not attained the political voice that their compatriots in South Florida have acquired. Relations between these residents and police have been strained since August 1997 when Haitian immigrant Abner Louima was beaten and sodomized by a New York City police officer. There has been a fear and suspicion associated with the Haitians’ view of police in their former lands and to make sure that they are familiar with. These beliefs and rituals can have an impact on police services and has presented a challenge to police, resulting in the desire to learn as much as possible about these cultures to minimize misunderstandings and danger to officers or to the immigrants.

Law enforcement procedures have evolved over the years as more and more immigrants have arrived in larger numbers. Police strive to better serve the new arrivals as well as minimize the impact to police services. The Cuban immigrants arriving on the Florida shores tend to stay in South Florida where there is a large support group of Cuban Americans ready to render any kind of assistance that is needed. Cuban Americans in South Florida are a powerful group and a strong political force. The Cuban immigrants have used anything available to escape Cuba and travel the 90 miles to Florida, from inner tubes and rickety fishing ships even to Cuban-owned vessels. They then scramble to the shore and have been seen kissing the sand and smiling widely, knowing they had “made it” and would be allowed to stay. The Cuban community in residence in South Florida has served greatly to help integrate the newcomers into the community, and relations with the police do not seem to be an issue.

As new immigrants move to the United States every year to create a new life for themselves, they also have an impact upon the police. Almost 30 years ago, the New York City Police Department created a New Immigrants Unit to establish a working liaison with representatives of new immigrant groups in the city. This action was prompted by census surveys showing that approximately 25 percent of the city’s population was foreign born. Many of these immigrants come from countries where the role of the police is much different from ours. Part of the mission of the New Immigrants Unit is to inform these newcomers of the New American Law Enforcement Fraternal Organization (HALEFO) to foster understanding between the police and the Haitian immigrants. There have been improvements in relations in both areas of the country due to these efforts.

The Cuban immigrants arriving on the Florida shores tend to stay in South Florida where there is a large support group of Cuban Americans ready to render any kind of assistance that is needed. Cuban Americans in South Florida are a powerful group and a strong political force. The Cuban immigrants have used anything available to escape Cuba and travel the 90 miles to Florida, from inner tubes and rickety fishing ships even to Cuban-owned vessels. They then scramble to the shore and have been seen kissing the sand and smiling widely, knowing they had “made it” and would be allowed to stay. The Cuban community in residence in South Florida has served greatly to help integrate the newcomers into the community, and relations with the police do not seem to be an issue.

As new immigrants move to the United States every year to create a new life for themselves, they also have an impact upon the police. Almost 30 years ago, the New York City Police Department created a New Immigrants Unit to establish a working liaison with representatives of new immigrant groups in the city. This action was prompted by census surveys showing that approximately 25 percent of the city’s population was foreign born. Many of these immigrants come from countries where the role of the police is much different from ours. Part of the mission of the New Immigrants Unit is to inform these newcomers of the New American Law Enforcement Fraternal Organization (HALEFO) to foster understanding between the police and the Haitian immigrants. There have been improvements in relations in both areas of the country due to these efforts.

As new immigrants move to the United States every year to create a new life for themselves, they also have an impact upon the police. Almost 30 years ago, the New York City Police Department created a New Immigrants Unit to establish a working liaison with representatives of new immigrant groups in the city. This action was prompted by census surveys showing that approximately 25 percent of the city’s population was foreign born. Many of these immigrants come from countries where the role of the police is much different from ours. Part of the mission of the New Immigrants Unit is to inform these newcomers of the New American Law Enforcement Fraternal Organization (HALEFO) to foster understanding between the police and the Haitian immigrants. There have been improvements in relations in both areas of the country due to these efforts.

POLICE AND SPECIAL POPULATIONS
As we have seen, the community the police serve is extremely diverse. Special populations offer unique challenges for police departments. Some of the groups with special needs are senior citizens, young people, the homeless, crime victims, and the disabled.
Programs for the Aging Population

Senior citizens experience particular problems that necessitate special attention from the police. Although seniors have the lowest criminal victimization rates of all age groups, they experience a tremendous fear of crime, often refusing to leave their homes because of the fear of being a victim. Additionally, many senior citizens are infirm and require emergency services. Often police provide special programs and services for senior citizens. The population of the United States is aging rapidly. It is projected that by the year 2030, there will be 66 million older people in our society. The increasing number of older persons, coupled with their fear of victimization, yields new problems for law enforcement. Fear of victimization and perceptions of rising crime rates rank high among the concerns of the elderly.

Also of concern to older Americans is the desire to retain their independence. An AARP (formerly American Association of Retired Persons) study found that 85 percent of people over the age of 60 want to remain living independently as they age. Only one in eight lives with other relatives.

While there are many innovative programs to assist the aging population, law enforcement has realized that education and training of their officers must occur for the line officer to foster a good relationship with this segment of the population. As has been mentioned earlier, the line officer is the ambassador for the department. The way these
officers treat older people will set the stage for what the seniors think of the department. It is important for officers to understand the physical, emotional, and social challenges that people face as they age. They can then adapt some of their procedures to minimize the affect of some of the physical challenges (changes in vision, hearing, and mobility) on their interactions with older people.62 An officer who understands the psychological and social issues will be able to understand an unexpectedly emotional reaction to what he or she perceives as a routine event. An example would be an overreaction by an older person to being involved in an automobile crash. To the person involved, this accident could affect a senior's ability to keep his or her license and consequently to remain independent. The social issues confronting older Americans include adjusting to retirement, losing family and friends to death, coping with illness and impairments, and perhaps facing a terminal illness. To have these things happen in close proximity to each other enhances the effects.63

Line officers also need to be aware of special issues facing the older person, including driving, fraud, self-neglect, and elder abuse. Increased awareness will help the officer to take action or make the proper referrals as well as helping the department to develop appropriate programs to address these issues. Many departments are realizing what a valuable resource their retired citizens can be. According to the U.S.
Currently, many special programs that are offered by police departments will be discussed in a later section. The Smart police departments assess their needs and determine they need are ways to contribute in a meaningful way. "giving back" and have a strong desire to stay active. What strongly believe in contributing to the community and better educated than ever before. Many of these residents get time. Today's older citizen is wealthier, healthier, and programs, they can be a valuable political ally at bud-

Elder Abuse—What a Shame

Officers of the Austin, Texas, Police Department discovered the partially clothed body of a 68-year-old woman in an apartment she shared with her son. The woman was a diabetic fasted from a vacuum cleaner bag and was found on the kitchen floor in a fetal position. Police later learned that the victim did not die of any aggressive action—she died of starvation.

An 81-year-old woman received treatment in a hospital emergency room twice in one month for serious wounds and abrasions. The woman admitted that her two sisters beat her. Although hospital officials counseled her on filing criminal charges, she refused. The woman died a month later. The coroner's impact found that the victim had died from unnatural causes due to the intentional and unlawful conduct of her sister.

A deputy found an elderly man abandoned by his children with no heat or hot water in his home. The bed was saturated with urine, and the man was covered with his own excrement. His body was a mass of lesions and sores that were infested with maggots. A foot had to be amputated.

Officials closed down the Riverside Nursing Home in Tampa and removed 19 residents on stretchers after the administratoes ignored repeated citations and scores of deficiencies. One resident restricted to soft foods died from choking on a hot dog. Another was treated for dehydration and malnutrition after not being fed for five days.

A home health aide—previously convicted of dealing in stolen property and grand theft—was assigned by a hospital in Sun City, Florida, to care for an 86-year-old man after open-heart surgery. The woman and her husband systematically drained his assets to buy cars and gamble. They took out a $22,000 mortgage on his home and attempted to divert his direct-deposit checks to their own use before they were finally caught. The bank threatened foreclosure, but—after public pressure—announced that "no further actions will be taken for 30 days."

These are only a few stories from the myriad of sad tales of elder abuse by relatives and loved ones. Incidents of elder abuse in domestic settings are estimated at 1.5 million cases per year, yet only one out of eight cases comes to the attention of state elder abuse reporting systems. Because many older persons wish to maintain their privacy, they either do not report the abuse and neglect or they tell practitioners they do not wish to take any action against the abuser. Mel E. Weith of the St. Clair County Sheriff's Department, Belleville, Illinois, argues for more attention by police to education regarding this dramatic problem.

Proper training regarding basic gerontology and the problems that face our elders on a daily basis is greatly needed. If it is not provided, we are failing to address the issues that concern a large segment of our at-risk population. Through education of law enforcement personnel, we have the potential to eliminate this fear and guarantee that the elder population does more than just survive.

board, which is responsible for providing guidance and technical support to local Triads.64 One example of a Triad program involves the plight of some seniors in personal care homes in Columbus, Georgia. The local Triad council devised a strategy to investigate elder abuse with the assistance of the sheriff’s office and the police and health departments. They obtained a search warrant for the homes, arranged for proper lodging and care for those seniors living in unhealthy and unsafe conditions, and planned for more careful monitoring of such homes.65 Triads are also involved in training police officers to deal with seniors. In Illinois, “elder service officers” from local police agencies are given 40 hours of training in issues related to the elderly. Similar programs exist in Rhode Island, Florida, and Georgia.66

Some examples of programs that offer assistance to older residents include the following.

The St. Martin Parish, Louisiana, Sheriff’s Department has created an Adopt a Senior program. Deputies are made “adoptive grandchildren” for isolated seniors and are assigned two or three elderly people to visit once or twice each week.67

Another valuable program is the Wanderer’s Program, developed by the Alzheimer’s Association in cooperation with law enforcement. This program identifies people afflicted with the disease and returns them to safety if they become lost, as well as providing a registry for patients who suffer from memory disorders and have a tendency to wander. An engraved ID bracelet or necklace lists the patient’s name, a code number, and the words “memory impaired” with a central telephone number for the county.

See Exhibit 9.1 for guidelines developed for police officers who encounter Alzheimer’s victims.

In Bridgeport, Connecticut, seniors participate in a weekly Senior Safe Walk Program, where they get exercise and hear crime prevention presentations. The seniors learn about safe ways to carry money and valuables, home

<table>
<thead>
<tr>
<th>Exhibit 9.1</th>
<th>How to Deal with an Alzheimer’s Victim</th>
</tr>
</thead>
<tbody>
<tr>
<td>When confronting an apparent Alzheimer’s victim, a police officer should:</td>
<td></td>
</tr>
<tr>
<td>Identify him- or herself as a police officer.</td>
<td></td>
</tr>
<tr>
<td>State why he or she is there, even if it appears obvious.</td>
<td></td>
</tr>
<tr>
<td>Speak slowly and use a low-pitched voice.</td>
<td></td>
</tr>
<tr>
<td>Use short, familiar words.</td>
<td></td>
</tr>
<tr>
<td>Use “yes or no” questions.</td>
<td></td>
</tr>
<tr>
<td>Ask one question at a time, allowing sufficient response time.</td>
<td></td>
</tr>
<tr>
<td>If necessary, repeat questions using the same words. A victim may have only comprehended part of the question.</td>
<td></td>
</tr>
<tr>
<td>Maintain eye contact.</td>
<td></td>
</tr>
<tr>
<td>Use nonverbal communication if necessary.</td>
<td></td>
</tr>
<tr>
<td>Avoid the use of restraints unless necessary; they may trigger an increase in the victim’s symptoms. Restraints should be used only as a last resort to ensure the safety of the victim, officers, and others.</td>
<td></td>
</tr>
</tbody>
</table>
security, or carjacking prevention. Often, the appeal of companionship and exercise draws seniors who might otherwise not hear these presentations.68

The Colorado Springs, Colorado, Police Department has the Senior Victim Assistance Team (SVAT). SVAT members have assisted at car accident scenes, listened to the tears and frustrations of robbery victims, transported domestic violence victims to a safehouse, and referred seniors to other appropriate agencies.69

The Waltham, Massachusetts, Police Department has a comprehensive Triad program that stresses crime prevention and quality of life for the senior residents. Like all Triad programs, the Waltham program stresses cooperation and coordination with many other government and community organizations and protective services. One of the components of their program is the “file of life,” a magnetized card placed on the resident's refrigerator with his or her medical information. They also have a Postal Carrier Alert program in which residents fill out an information card with emergency contacts that can be utilized when postal employees notice mail accumulating.70

Miami-Dade and Broward Counties, Florida, operate referral programs for their older residents. Paramedics and law enforcement personnel who respond to calls involving senior citizens may ask whether the resident needs assistance with various living tasks. Together with visual assessments made while at the residence, they determine whether a referral to social service organizations is warranted. In Miami-Dade County, this program is called Elder-Links; Broward calls it Senior Connection. They work closely with the Area Agency on Aging. These referrals have been found to aid thousands of older residents who didn't know how to ask for help.71

Seattle, Washington, has a coordinated program called Protecting Our Elderly Together (POET) that involves the domestic violence unit of Seattle Police Department, the city attorney's office, and victims' advocates and case workers from Family Protective Services, Geriatric Mental Health Services, and Aging and Disability Services. A lawyer representing a legal assistance organization also participates in the meetings. They have monthly meetings where they review cases and look for solutions to difficult

Alzheimer's Disease Victims

Many of our seniors face the dreaded Alzheimer's disease. This disease was first described by Dr. Alois Alzheimer in 1906. There are about 4 million Alzheimer's victims in the United States, with 10 million Americans having a family member afflicted and 37 million saying they know someone with the disease. Most victims are older than 65, but this disease can strike people in their 40s and 50s. It is found in 10 percent of persons over 65 years old and in nearly half of those over age 85. A patient can live from 3 to 20 years after the onset of symptoms, but the average is 8 years. It is the fourth leading cause of death among adults. As our population ages, it has been estimated that the number of people affected will reach 14 million by the middle of this century unless a cure or treatment is found.

Symptoms of Alzheimer's include gradual memory loss, decline in the ability to perform routine tasks, disorientation, difficulty in learning, loss of language skills, impairment of judgment, and personality changes. Patients have been known to wander aimlessly. Now there is help for law enforcement agencies in dealing with Alzheimer's. In 1994, the Alzheimer's Association developed the Safe Return program, which provides a national registry for people with Alzheimer's or who suffer memory impairment for other reasons. Since its inception, more than 400 patients who were lost have been returned safely. About 15,000 people are currently registered in the program. Through Safe Return, caregivers register their loved ones or patients through the Alzheimer's Association, providing the name, address, phone number, characteristics, distinguishing features, and other information, as well as names and phone numbers of contact persons. The registrant receives an identity bracelet or necklace, wallet cards, and clothing labels with his or her Safe Return ID number and Safe Return's 24-hour toll-free number. If a registrant is found, Safe Return is contacted and, through the ID number, his or her information is provided. Also, if a registrant is reported missing, Safe Return notifies the National Crime Information Center (NCIC) so law enforcement agencies are alerted to the missing person and his or her medical condition.

Source: Adapted from Sheila Schmitt, “'Safe Return' Program Assists Alzheimer's Disease Victims and Police,” Law and Order (June 1996), pp. 60–64.
cases, making sure all necessary services are utilized and coordinated. AARP has cooperated with law enforcement by publishing several brochures on crime prevention for the elderly. The brochures contain practical advice on how to reduce criminal opportunity.

**Programs for Young People**

Young children are a special target of police community relations programs because they are impressionable, and it is believed that if children learn something early enough in life, it will stay with them forever. The problem of crime and young people is very serious. Over a recent 10-year period, the number of juveniles arrested for violent crimes increased by 68 percent, whereas the change in the number of adults arrested for violent crime was 46 percent. More shockingly, the number of juveniles arrested for murder for this 10-year period increased by nearly 168 percent, whereas the number of adults arrested for murder increased by only 13 percent.

Youths are also victims of serious crimes. Approximately three million official reports of child abuse and neglect are filed in the United States yearly.

In a 1996 nationwide poll of police chiefs, 92 percent said that government must invest in programs that help children and youth if it is really serious about reducing crime. Regarding this poll, former Chicago Police Superintendent Matt Rodriguez said:

> Every day, police officers in Chicago and across the country see gangs and drug dealers competing with parents and law-abiding citizens for the allegiance of America’s youth—bidding to recruit our children for their army, investing in our kids to lead them down a path to disaster. If we are going to win the fight for the souls of America’s children, if we are going to make America safe for our families, then we are going to have to invest in the services that help kids get the right start they need in life.

Former New York City Police Commissioner Patrick Murphy said:

> When I hear someone say we can’t afford investments in programs that help kids get the right start, I see more bright yellow crime-scene tape, more prisons, hundreds of police officers and thousands of good men and women and boys and girls lying in pools of blood, more families crying. I’ve seen too much of that.

There are numerous special police programs for young people. The most important, perhaps, are antidrug programs. ANTI

**ANTIDRUG PROGRAMS FOR YOUNG PEOPLE**

Currently, the most popular antidrug program aimed at children is Drug Abuse Resistance Education (DARE). In DARE programs, police officers teach students in their own classrooms about the dangers of drug abuse. The program is designed to help youths (1) build self-esteem, (2) build self-confidence, (3) manage youthful stress, (4) redirect behavior to viable alternatives, and (5) see police officers as positive role models.

The DARE curriculum is organized into 17 classroom sessions conducted by a police officer, coupled with suggested activities taught by the regular classroom teacher. The course includes classroom lectures, group discussions, role plays, workbook exercises, and questions and answers.

DARE is the single largest and most widely used substance abuse prevention program in the world. It is being used in all 50 states and 54 countries around the world, benefits more than 36 million school children each year.

It operates in 80 percent of all school districts around the country and reaches 36 million students per year.

A 1994 study confirmed the popularity of DARE and revealed that its appeal cuts across racial, ethnic, and socioeconomic lines. It indicated considerable support for expansion of the program, yet reported that DARE had little, if any, statistical impact on drug use by young people.

A 1999 study of 3,150 high school juniors in Ohio found that students who completed two or more semesters of DARE in elementary school were 50 percent less likely to become high-risk abusers of drugs and alcohol than were students not exposed to DARE. The program also strengthened peer resistance skills regarding drugs and alcohol.

A study conducted in Houston, Texas, in 2000, reported increased awareness of drug, alcohol, tobacco, weapons, and theft problems on their campus among middle and high school students who took the program; parents strongly supported its continuation. There is generally great support for the program as a community relations tool.

Although DARE has been popular, some believe that it is not an effective use of resources in combating drug use among young people and point to other programs that are more effective. For example, in 1996, police officials in Seattle and Spokane, Washington, decided to shelve their DARE programs in favor of less costly, homegrown, antidrug programs aimed at their schoolchildren. However, the executive director of DARE America, a national...
information and resource clearinghouse for local DARE programs, downplayed the Seattle and Spokane decisions, saying that their scrapped programs represent only a very small percentage of all of the DARE officers in Washington State. The executive director further emphasized that 300 to 400 police departments add DARE programs each year. He praised the New York City Police Department, which in 1996 budgeted $88.8 million for the program, in which 101 officers teach the 17-week curriculum to 600,000 students in 1,100 schools.87

The national research strongly supports the short-term efforts of DARE, but the long-term success in terms of drug avoidance is mixed. Researchers believe DARE's effects can be strengthened when it is part of a more comprehensive effort by communities. Recently, a study indicated that DARE students were five times less likely to start smoking.88

In a continuing effort to improve its program as well as address concerns regarding benefits, DARE has developed some new curricula and joined forces with the University of Akron to conduct research. Nationwide, a total of 80 high schools and 176 feeder middle schools will participate, and evaluations will be conducted over a five-year period. The results obtained from this national study should help clarify the issue.89

OTHER PROGRAMS FOR YOUNG PEOPLE

Police programs for young people exist to address concerns other than drugs. The following section discusses some of the most popular programs.

Gang Resistance Education and Training (GREAT) is a program modeled after DARE but specifically addressing the issues of gangs. It is a confidence-building class with the emphasis on resisting peer pressure regarding gangs and what they offer.

Youth Crime Watch of America is a youth-led movement to create a crime-free, drug-free, and violence-free environment in the schools and neighborhoods.90 They offer a variety of components based on the “watch out, help out” philosophy which can be tailored to fit different communities. These include crime reporting, youth patrols, drug, crime and violence education, bus safety, mentoring, conflict resolution, mediation, peer and cross-age teaching and action projects. They also provide a monthly newsletter and on-line chats.

Antibullying programs are becoming more prevalent. In the wake of recent school violence, many schools and communities are addressing the area of bullying in their schools with various education and prevention programs. State legislatures are also addressing this issue. Bullying and being bullied have been correlated with violence and also with lack of student success. It’s been found that the more invested a student is in the school, the better he or she performs academically.

The Oak Harbor High School in Washington state implemented an antibullying program in 1999. It was a joint effort involving the police, a youth advocate from Citizens Against Domestic and Sexual Abuse, and school personnel. Their goal and slogan emphasized catching verbal assaults and intervening in order to prevent physical assaults. Data indicate that bullying, harassment, and intimidation have decreased.91

Youth Hate Crime Prevention Programs have grown as many schools have also recognized that hate crimes are a problem in the community and that a significant proportion involve young people. It is believed that these crimes are caused by attitudes that are learned and that, by providing educational materials to prevent or change these prejudiced attitudes and tendencies toward violence, the problem can be greatly reduced. These programs also hope to enable young people to resist recruiting efforts by hate groups.92

Community Emergency Response Team (CERT) training has been made available to high school students in many schools throughout the country. After 9/11 there was increased awareness of the importance of civilians being trained in basic emergency response, first aid, and search and rescue. It was also realized that students would be a great asset to improving safety in their schools in the event of a disaster. Students view this as an opportunity to learn valuable skills that could enhance their chances of obtaining employment in police and fire departments.

You can visit the Youth Crime Watch of America on the Internet at www.ycwa.org/
The Community Policing Consortium has information on Oak Harbor High School at www.communitypolicing.org/publications/
“Preventing Youth Hate Crime,” a manual published by the Department of Justice, is available on their Web site: www.usdoj.gov/
Successful programs have been launched in many schools, including Los Altos High School in California, Northport High School in Sarasota, Florida, Glencoe High School in Hillsboro, Oregon, and Granns Pass High School in Granns Pass, Oregon.95

Officer Friendly and other programs designed to help children see and talk to police officers are popular with schools and police administrators alike. The intent of the Officer Friendly programs is to encourage young children to view police officers as friends by getting to know some.98 Some officers may dress up as clowns or old-time police officers and perform clown-type tricks with balloons. This has proven to be popular with young children. Musical programs attract young people. One is the Fayetteville, North Carolina, Police Department's Roll'rz Band, which performs for elementary schools, public housing projects, civic events, and community meetings in an effort to prevent drug use and violence.95

Police Explorer programs are very popular. (See the nearby “Dempsey's Law” feature.) The Fontana, California, Police Department has an Explorer post whose primary function is emergency preparedness. These Explorers have been used during actual emergency responses, including hazardous material spills, earthquakes, floods, major accidents, and a plane crash.101 Being an Explorer is a great way to determine if a law enforcement career is right for a young person. Most Police Explorer units have Web pages attached to their police department's site with information regarding their post.

Police trading cards are another popular youth program. For example, the Waterloo, Iowa, Police Department produces trading cards that feature the photographs and personal information of officers in the department. Young people often go to the police station in order to find officers from whom they want a card or autograph.97 Other departments that have had success in using their police officer trading cards are the Campbell and Santa Fe, California, police departments. The Campbell department has printed and distributed 250,000 cards. Chief Jim Cost reports, “We even use them as business cards. I haven't given out a real business card in four years. . . . When an angry citizen comes in, I say, ‘Here, let me give you my card,’ and it starts the conversation with a smile.”98

Some police departments feature a “card of the week” or “card of the month,” which will be printed in the local paper and available at the front desk for pick-up. Police administrators are often surprised at the number of youth responding to add to their collection.

A big hit with kids are robots that teach crime prevention and safety programs. The robots are lifelike and come in all sizes, shapes, and colors. Some police robotic programs are PC, the Patrol Car; Safety Sam, and a 9-foot-tall Officer Friendly.99

The school resource officer, a position designed to combat the increase of juvenile crime and improve relationships between school children and the police, has proven to be effective. This program assigns uniformed police officers to schools, generally junior and senior high schools, to provide a wide variety of services.100 The Phoenix, Arizona, Police Department has such a program. A three-year study revealed that the truancy rate at schools with resource officers dropped by 73 percent, and crimes committed at the schools and in the surrounding neighborhoods decreased significantly.101

Anti-child abduction programs are also very popular. The U.S. Department of Justice estimates that more than a million children ran away or were reported missing every year. Many law enforcement agencies provide parents with free photo ID documents and crucial information on safety for their children.102 Recently, some departments have begun to facilitate the collection of DNA from children via a swabbing kit. The specimen is then retained by the parents. In 2003, President Bush signed the Protect Act of 2003. Although many states have had Amber Alert systems in place since this program originated in Texas in 1996, the Protect Act formally established the federal government's role in the Amber Alert system. The goal is to get entire communities involved in the search for missing children by joining the efforts of law enforcement and the media. Using the media to quickly alert the public to the descriptions of individuals endangering children has already had a number of successes.103

In conjunction with these efforts, many departments offer Internet safety brochures and programs to guide parents in keeping their children safe on the computer.

Police athletic programs or police athletic leagues (PALs) have long been one of the most popular programs involving the police and youth. These programs include boxing, baseball, football, and basketball leagues (including midnight basketball) and summer camps. Some prominent former members of PALs around the nation include boxers Mohammed Ali and Evander Holyfield and entertainer Bill Cosby. PAL is the largest organization of law enforcement agencies using athletics, recreation, and education to instill positive life principles and character-building tools to deter crime and violence. As of 2004, there were over 350 chapters serving over two million youths nationwide.104

Police department/college intern programs are also common throughout the nation. A good example of a police/college intern program is that of the Spring Lake Park,
Part III / Police Operations

Professor Dempsey, I think I want to be a police officer, but I'm not sure. How can I tell if it's for me?

I get this question every day. I tell students that there are several ways they can find out firsthand what police work is all about. If your school has an intern program with the local government, try to get into it and request to work with the police department. If your police department has an auxiliary program that allows you to contribute your time to the department, try that out. If your police department has a “ride-along” program, take advantage of it. I tell the students about these programs and also about one of my former students, Cindy Grob, who was a Police Explorer. Grob, of Port Jefferson Station, New York, had been a member of the Sixth Precinct Explorers in Suffolk County, New York, since the age of 14. She said, “Being a Police Explorer has made me more aware of the needs and problems of my community. The program has strengthened my direction in wanting to become a police officer.”

Grob, who rose to the rank of captain in the Explorers, hoped to use the experience she gained as an Explorer in a law enforcement career. Grob’s parents, Jack and Judy Grob, also had positive feelings about the Explorer program. They said, “Cindy’s involvement with the Police Explorers has enhanced her direction toward choosing the occupation she wants to pursue. We are very proud to have a daughter who has set her standards high and has chosen the field of law enforcement.”

The Law Enforcement Exploring program involves young men and women, ages 14 through 20 years, in a hands-on look at law enforcement as a potential career. Youths interested in Law Enforcement Exploring join posts sponsored by a law enforcement agency. The law enforcement agency provides a sworn officer as the post leader. There are approximately 2,100 posts, with more than 23,000 members nationwide. More than half the posts are sponsored by local police and sheriff’s departments; the rest are sponsored by state police agencies, federal law enforcement agencies, and schools and civic organizations. Liability insurance is provided by the Boy Scouts of America (BSA), which offers Law Enforcement Exploring as a program for older youths. The BSA also operates regional and national events for Explorers. In a typical post, Explorers are required to work approximately 20 hours a month to maintain their eligibility, but they may work more hours if they wish. Some of the ways in which Explorers work with the police include assisting the police in crowd, traffic, and parking control at parades and festivals; staging crime prevention programs for neighborhood associations and assisting with Operation Identification by marking citizens’ valuables; assisting the police in performing clerical functions; and serving as role models for younger children and assistants for officers teaching DARE. Explorers can attend regional events in which they compete in pistol shooting, crime scene searches, hostage negotiations, report writing, traffic accident investigations, and other events based on aspects of law enforcement. Every other year, a national conference with interpost competition is held. According to the BSA, approximately 40 percent of Explorers become either law enforcement officers or lawyers.

Note: In 1996, Cindy Grob was hired by the U.S. Customs Service, under the federal government’s Outstanding Scholars Program. Cindy had achieved 4.0 grade point averages in our school and her four-year school. In 1997, Cindy, after extensive training, became a Customs Service canine operator, monitoring people and cargo at New York City’s Kennedy Airport. In 2003, was promoted to supervisor of canine enforcement.

Minneapolis, Police Department. The program spans 10 weeks; interns participate for 200 to 400 hours and prepare a research project or paper on a topic approved by the college and the department. Interns work on routine and proactive patrol. On their own, they handle calls for motorist assists, complaints about animals, and vehicle lockouts. They also work with investigators, tour jails and crime labs, spend a shift at the communications center, and observe district and municipal court proceedings.105

Assistance for the Homeless

Police departments are generally the only agency available 24 hours a day, 7 days a week. Therefore, the police are frequently called to deal with alcoholics, the mentally ill, and the homeless (street people). Tremendous numbers of people live on the streets today. Many of these people are often in drug or alcoholic stupors or frenzies, or they exhibit wild and chaotic behavior. The roots of the homeless problem include the policy in the 1960s and 1970s of releasing the institutionalized mentally ill, today’s jail overcrowding, the decriminalization of public intoxication, and the lack of affordable housing.106

Community residents often call the police and insist they remove homeless people from their streets. Residents do not realize, do not understand, and perhaps do not care that the police have very few options for dealing with these unfortunate members of the community.

One group of researchers has reported that “Handling the mentally ill is, perhaps, the single most difficult type of call for law enforcement officers. . . . Police officers usually found themselves saddled with sole responsibility for suspected mentally ill persons whose public behavior warranted some form of social intervention.”106

A 1990 U.S. Supreme Court case, Zinermon v. Burch, added another barrier to those already impeding the treatment of the mentally ill.107 In this ruling, the Court held that all patients must be “competent” to sign themselves voluntarily into a mental hospital. Because of this ruling, patients who are marginally competent may have to be admitted involuntarily and have their treatment validated by the courts.

Today’s homeless population, as compared to the homeless prior to the 90s, have special problems, as pointed out by Allan Coffey. Coffey writes, “The homeless are no longer the group of vagrants that police have traditionally encountered. Although hobos are still among the homeless in America, many urban areas are witnessing the inclusion of women and children, even whole families, in this group.”108

The following gives a sense of the problems encountered by the homeless in the dangerous environs of the New York City subway system: “An indeterminate number of the homeless . . . have sought refuge underground in the city’s hundreds of miles of subway tunnels. There, they face other dangers beyond the routine perils of homelessness—the possibility of being electrocuted by rails cracking with 600 volts of electricity, and the risk of being crushed by several tons of fast-moving subway trains.”109

Who are the homeless? The National Institute of Justice reported that 25 to 45 percent of the people living on the streets are alcoholics, and that about 30 percent of all homeless people suffer from severe mental disorders. Many more homeless suffer from less severe psychological disorders that may prevent them from holding stable jobs. It also reports that a surprising number of homeless people are military veterans. Runaways also account for many of the homeless. Others are neither alcoholic nor suffering from mental illness, but they have instead experienced economic hard times or cannot afford housing.110

Nationally, 49 percent of homeless people are homeless for the first time, 28 percent of the homeless have been homeless for 3 months or less, but 30 percent have been homeless for more than 2 years.111 The homeless are no longer living just in subways, along railroad tracks, or in urban downtown areas. They are in suburban and rural towns, living along rivers, in wooded areas, and in

Police officers frequently handle calls involving the homeless. These can be challenging and emotionally draining. A New York City Police Department officer holds a woman’s kitten while assisting in the eviction of a homeless encampment in a vacant lot.
business districts. They live almost anywhere in cars, storage, tents, and tents. It is difficult to locate these individuals to even offer various available services.

Many of the homeless who come to the attention of the police do so as a result of committing a crime or being the victim of a crime. Typically, these incidents include drinking in public, disturbing the peace, fighting, thefts, and more serious offenses including sex crimes, robberies, and murders.

Businesses frequently call the police to remove these members of the population as they believe they are keeping customers away from their businesses because of begging, harassment, odors, urine or excrement in the area, noise, litter, and narcotics usage. They feel that this population poses a health and public safety concern to themselves and the community.

The homeless issue today is a multifaceted one and requires many organizations working together to attempt to solve the underlying problems. Many police departments have realized this and have taken a proactive approach.

The Fort Lauderdale, Florida, Police Department has a homeless outreach program that has proven to be successful. Instead of making arrests, the officers are trained to provide aid and referrals to the homeless population. After taking a three-hour training session on homeless issues, they are more sensitive to the needs and rights of these people. They are in partnership with a homeless assistance center that provides help with social services and educational and employment programs, as well as a place to sleep and eat. Staff of both organizations meet monthly to discuss issues regarding their efforts. The Los Angeles and Baltimore police departments also have active homeless outreach programs that include officer training, communication, and referrals.

A proactive approach to these problems has been taken in Reno, Nevada, which has instituted a Homeless Evaluation Liaison Program (HELP), with the goal of uniting the police with various social service agencies in order to find alternatives to jailing the homeless.113

Working with Crime Victims

“Victim issues and concerns are becoming an integral part of policing in the 21st century. We have to prioritize this in our law enforcement mission,” according to Chief Frank Winter, Chairman of the IACP Victim Services Committee.114

It is estimated there are as many as 31 million victims of violent or property crime in the U.S. annually.115 Many efforts have been undertaken to assist victims of crime, including victims’ rights laws, victim assistance programs, and crime compensation funds. Recently, law enforcement has realized that by working more closely with these victims, not only can they better serve the victims and enhance community support, but they can also help to advance the law enforcement mission and goal of reducing and solving crime and reducing fear of crime.

Victims have traditionally been considered law enforcement clients, as they receive law enforcement services. Recently, the criminal justice system has recognized that victims are powerful and resourceful stakeholders in the system; by working more closely with them and incorporating their assistance, police can have a greater impact on crime and perception of community safety.116 There has also been increased demand on law enforcement to be responsive to the needs of victims, especially in the arena of domestic violence.117

Many departments around the country have established victims’ services units within their agency and have found this to be a very positive undertaking. Victims’ services staff can have a more rapid response and consequently obtain more and better information regarding the crime and the victim’s needs than they would by reading the report the next day or even later. Crisis counseling can be initiated earlier, and police time can be devoted to investigation. This supportive atmosphere may also encourage citizens to report more crime, cooperate more fully, and consequently increase conviction rates.

The city of Austin, Texas, has instituted a comprehensive program. The Victim Services Division within the Austin Police Department provides crisis and trauma counseling to victims, families, witnesses, and others and provides assistance to street officers and investigators on cases. Austin is a large department with a large Victim Services Division. In the 20 years since its implementation, this division has grown to 35 full- and part-time staff and 300 volunteers. They see 14,000 victims a year.118 Smaller departments can implement similar programs on a smaller scale. One victims/witness coordinator or victim advocate may be enough to serve a smaller community but still make a valuable contribution to the community.

Police also have instituted special investigative units over the past decades and use special tools to make the investigative process less threatening to victims of crime.

Many police departments have created special investigative units to deal specifically with victims of sexual abuse. Many of these units use female investigators to ease the interview process with both adult and juvenile victims. Many police departments use anatomically correct dolls made to resemble actual people and their body parts, including sexual organs, in an effort to facilitate interviews of child
victims of sexual abuse. These dolls can be useful in reduc-
ing stress, establishing rapport, determining competency, and learning the child’s sexual vocabulary. Great care is needed, however, in the use of anatomically correct dolls; experts warn that the improper use of dolls can block com-
munication and cause severe case problems for prosecutors.119

One successful police assistance program for crime vic-
tims is the Police Crisis Intervention Unit in Scottsdale, Arizona. The program provides 24-hour crisis intervention, interviews with victims to offer support and assistance, referrals to appropriate agencies, orientation to court proce-
dures, and transportation of victims to court. The staff also provides emotional support to many victims during munici-
pal court proceedings, and city judges often call the unit when victims become upset in court. Police refer victims for assistance, even after regular business hours, by telephoning the specialists at home or by paging them on beepers.120

Marion County, Indiana, has established the Child Advocacy Center, where children can be questioned in cases of possible child abuse and molestation. The center maintains child-friendly, toy-filled, cheerful playrooms where investigators can question and assist children. Since the child-friendly atmosphere was created, the number of cases handled by the center’s detectives has risen almost 50 percent, and the clearance rate has risen to over 97 per-
cent. Most of the detectives agree that it is the center’s at-
mosphere, which makes children feel comfortable and at ease, that has led to this extraordinarily high clearance rate. The detectives claim that when children feel at ease, they are much more willing to talk about their abuse.121

Working with the Physically Challenged

Depending on the definition of physically challenged, there are between 40 million and 70 million physically chal-
lenged people in the United States. According to the Census Bureau, among the 53 million adults with disabili-
ties in the United States in 1997, 33 million had a severe disability and 10 million needed assistance in their daily lives. In 1997, almost 1 in 5 adults had some type of dis-
ability and the likelihood of a disability increased with age.122 They include the deaf and hard of hearing; those who use wheelchairs, walkers, canes, and other mobility aids; the blind and visually impaired; those with commu-
nication problems; the mentally ill; and the retarded.

The Deaf Community can present a difficult challenge to law enforcement, particularly when they are involved in a

The inability of many law en-
forcement officers to commu-
nicate with people of the Deaf Community can be po-
tentially dangerous. Officers mistakenly thought that Franklin Ash, right, who is deaf, was acting suspiciously at the scene of a shooting. In fact, he was trying to commu-
nicate with them using American Sign Language, which he eventually ex-
plained to these officers, who could sign with him.
crisis situation. As communication is always a vital part of police response, being unable to communicate with a member of the Deaf Community can be a significant hurdle.

The Washington, D.C., police encountered such a hurdle after a Gallaudet freshman was found bludgeoned to death in his dorm room in September of 2000. The crime resulted in panic at the famous college for the deaf and hard of hearing. The police missed some clues and arrested a student who admitted fighting with the victim, as they interpreted this to be a confession to murder. The student was released, and ultimately another suspect was arrested.

District Police have installed TTY telephones for the deaf in their seven stations, given cultural training to the officers, and provided training in sign language to interested officers. Officer Myra Jordan has proposed establishing a liaison unit for the Deaf Community, as has been provided for other minority communities, and has offered to lead the unit. She learned sign language at a young age and attends Gallaudet.123

Officer Randy Melton with the Houston police has served as the deaf and hard of hearing liaison for 15 years and has developed a training session for law enforcement that he presents all over the country, "Bridging the Gap between Law Enforcement and the Deaf and Hard of Hearing." Departments host the class in an effort to reach out to the Deaf Community.124 He also presents an educational session to the Deaf Community on "Understanding the Law Enforcement Culture." There is a big demand for his seminars as agencies around the country realize the importance of this issue.

The Houston Police Department has issued a visor card that identifies members of the Deaf Community and also gives them instructions on how to respond if stopped by a police officer.

Police Officer Elizabeth Cook has a talent only a few other officers have—the ability to use sign language. In 1996, as a deaf and mute man climbed to a ledge of a 32-story building and threatened to jump, the call went out for Officer Cook. "I'm here to help you," Cook signed, "Tell me what happened." The man indicated to Cook that he was despondent over the death of his girlfriend in a car accident the previous week. Cook counseled the man and reminded him of the friends and relatives who loved him and how he had the power to change his life. Within half an hour, the man surrendered to the police. Previously, Cook had used sign language to deal with crime victims, but this was the first time she had used it to save a life.125

Diabetics also have significant problems of which the police should be aware. Because of the prevalence of drug abuse in our society, officers frequently confront people who are in possession of hypodermic syringes and needles or are actually using a hypodermic needle. Some, however, may be people suffering from diabetes, treating themselves by injecting insulin. Diabetics often wear easily recognizable identification alerting first responders and police that they have insulin-treated diabetes. Officers might also encounter diabetics who appear to be suffering from drug- or alcohol-related impairment, are unconscious, or are suffering from seizures.126

### COMMUNITY CRIME PREVENTION PROGRAMS

Police expert George L. Kelling has written that citizens have "armed themselves, restricted their activities, rejected cities, built fortress houses and housing complexes both inside and outside the cities, and panicked about particular groups and classes of citizens." Surely, citizens are worried about crimes and have taken measures to isolate or protect themselves against it. However, the police have an obligation to help citizens protect themselves against crime. It is obvious that the police cannot solve the crime...
and disorder problems of the United States by themselves, and they cannot let citizens take the law into their own hands. To address these problems, the police must turn to the public for its support and active participation in programs to make the streets safer and improve the quality of life. As Wesley G. Skogan has written, “Voluntary local efforts must support official action if order is to be preserved within realistic budgetary limits and without sacrificing our civil liberties.”

Community crime prevention programs include Neighborhood Watch, Crime Stoppers, citizen patrols, citizen volunteer programs, home security surveys, Operation Identification, National Night Out, police storefront stations or ministations, mass media campaigns, and other police-sponsored programs.

**Neighborhood Watch Programs**

Citizen involvement in crime prevention programs has increased greatly in the past decade. The National Institute of Justice has reported that one family in five lives in a neighborhood with a crime prevention program. In those neighborhoods, 38 percent of the citizens participate in the program. Another report indicates that more than 6 million U.S. residents are members of citizens’ crime watch groups. In Detroit, Neighborhood Watch is organized on 4,000 of the city’s 12,000 blocks. In New York City, 70,000 homes are involved in Blockwatcher programs, and in Dade County, Florida, 175,000 members belong to the Citizen Crime Watch.

Crime prevention programs in which community members participate have different names in various parts of the country. Examples are Crime Watch, Block Watch, Community Alert, and, most commonly, Neighborhood Watch. Neighborhood Watch groups engage in a wide range of specific crime prevention activities, as well as community-oriented activities. Citizens watch over activities on their block and alert the police to any suspicious or disorderly behavior. Neighborhood Watch blocks have clear signs alerting people that the block is protected by a Neighborhood Watch group.

In some jurisdictions, regular service providers have gotten involved in various crime watch programs. Providers such as postal employees, power company employees, and delivery personnel who are routinely out in residential areas are trained in identification of suspicious activity. They radio or call in this activity to their dispatchers, who in turn notify the police.

It has been reported that Neighborhood Watch programs can produce at least short-term reductions in certain crimes—particularly house burglaries—and are more likely to be effective when they are part of general purpose or multi-issue community groups rather than when they only address crime problems.

Voluntary community organizations are often more successful in middle-class or high-income neighborhoods. Community watch programs are less likely to be found in poor neighborhoods, areas in which disorder is generally high. Skogan has found that in lower-income areas, “residents typically are deeply suspicious of one another, report only a weak sense of community, perceive they have low levels of personal influence on neighborhood events, and feel that it is their neighbors not ‘outsiders’ whom they must watch with care.”

One of the keys is the transient nature of the community. The more rooted the residents feel, the more they have invested in the community. Their tendency would be to get involved to maintain the highest level of quality of life. If the residents envision living there for only a few months, they don’t care about the long-term future of the area. Therefore, the more stable the residents, the more successful a program will be.

**Crime Stoppers**

Crime Stoppers originated in 1975 in Albuquerque, New Mexico, and quickly spread across the country. In the typical Crime Stoppers program, the police ask television and radio stations to publicize an “unsolved crime of the week.” Cash rewards are given for information that results in the conviction of the offender. As of 2004, there were an estimated 911 Crime Stoppers programs in the United States. Based on information from 433 of the 911 known programs, Crime Stoppers U.S.A. has resulted in 316,724 arrests, recovered over $3 billion in property and narcotics, and paid out over $47 million in rewards. Virginia Beach, Virginia’s, successful program recovered over $603,000 in property and narcotics in 2003 and paid out over $29,000 in rewards. Since its inception in 1982, this program has received more than 22,500 calls, resulting in over 6,000 arrests and the recovery of over $24 million in property and narcotics.

Similar to Crime Stopper programs are programs that provide citizens the opportunity to leave anonymous tips regarding crimes and criminals for the police. Along the same lines, there have been some television shows that focus on locating wanted persons. One show that has enjoyed great success is America’s Most Wanted, hosted by John Walsh. The show precipitated one of its highest-profile captures on March 12, 2003. Information aired by the show led to citizens calling the police when they spotted...
Citizen Patrols

Citizen patrols are very popular around the nation. They involve citizens patrolling on foot or in private cars and alerting the police to possible crimes or criminals in the area, thus being the eyes and ears of the police. The best-known citizen patrol is the Guardian Angels. The group, begun by Curtis Sliwa in 1977 to patrol New York City subway cars and stations, now has chapters in many other parts of the United States. The Angels are young people in distinctive red berets and T-shirts who patrol on buses, subways, and streets. Their main function is to act as an intimidating force against possible criminals or potentially disruptive people. Many people report that the mere presence of the Guardian Angels reassures them. Despite their popularity with citizens, however, the Guardian Angels have not been welcomed by police executives, who argue that only well-trained officers can maintain order. In 1996, however, the Guardian Angels finally received official acceptance by the NYPD when it was announced the department would train 12 Guardian Angels in civilian crime-fighting techniques and make them part of a police-sponsored rollerblade patrol to improve safety in New York City's famed Central Park.

Researchers Susan Pennell evaluated the Guardian Angels' impact on crime in San Diego and 20 other localities in the United States. The impact of the Angels on crime was inconclusive. However, the study revealed that a majority of citizens knew that the Guardian Angels were patrolling their neighborhoods, and most of those who knew about the Angels felt safer as a result of their presence. Recently, the Guardian Angels have developed an academy, which is licensed in New York and is working in conjunction with the U.S. Department of Homeland Security to make the nation more secure.

Another noted citizen patrol group is the Nation of Islam Security Agency, affiliated with the Reverend Louis Farrakhan's Nation of Islam. In 1992, the Los Angeles Police awarded the group a permit to patrol 15 drug-ridden apartment buildings. Some African American residents praise the idea, saying, "The Nation carries respect because they give it, they are courteous and we know they won't just look the other way." and "People out here, even the drug dealers, respect the Nation. More than the police." In Washington, D.C., the Nation of Islam Security Agency is credited by tenants with improving conditions at two housing projects that the agency has been patrolling for about four years. The Nation of Islam caused some controversy in late 2003 by providing security for Michael Jackson as he was fighting child molestation charges.

Many police departments are now utilizing citizens as observers in more formal ways. Volunteers with training (often graduates of the Citizens' Police Academy) are uniformed and drive in department vehicles. These vehicles are marked but carefully painted differently than police cars. These citizens patrol in teams and are another set of eyes and ears for the police guided by strict policies on noninvolvement and instructions how to report suspicious activity.

The Nashville Police Department has an active BOLO ("Be on the Lookout") patrol. Citizens are trained to make observations in their neighborhoods and report suspicious activity to patrol officers. When they are out patrolling, they wear special insignias designating they are with the BOLO program. They address quality-of-life issues including things such as graffiti or lights out. In a business–community partnership, GTE Wireless donated 100 phones and service to the BOLO program.

Citizen Volunteer Programs

Citizen volunteer programs—in which citizens volunteer to do police jobs, thus freeing police officers to return to patrol duties—have become numerous and popular, involving about 600,000 citizens in numerous U.S. police departments. Citizens perform such jobs as crime analysis, clerical work, victim assistance, and crime prevention. Ordway F. Burden reports that although police unions are often critical of volunteers, the volunteers typically are accepted by the police officers with whom they work once their ability to do the job has been demonstrated.

The use of volunteers in police departments has increased tremendously in the last five years. Departments have realized the value of utilizing the talents of their residents from many perspectives. A police department that...
doesn’t actively seek to recruit volunteers in fact is not practicing good management.

The volunteers feel a vested interest in their police department and can often be counted on for support when departments are trying to expand, start new programs, or hire additional personnel. The police officers have increased involvement with the citizens at times other than crisis situations. Administrators can redirect sworn employees to more hazardous duties when volunteers assume nonhazardous jobs. The department may be able to try new programs they wouldn’t have ordinarily been able to attempt due to a lack of personnel. The city or county government benefits from reduced or flat expenditures and the ability to not raise taxes in these budget-strapped times. The community benefits with a more educated citizenry and an increased feeling of safety. It is a win–win situation for all involved.

How to utilize volunteers is limited only by police managers and/or volunteer imagination. Nationwide, departments use volunteers for parking enforcement, help at special events, as crime prevention specialists, for telephone follow-ups and pawnshop investigations, and as receptionists and in clerical positions, as well as tour guides of the facility. They may volunteer with PAL, at community-wide safety fairs conducting fingerprinting, and even for role play situations in police training.

Some retirees have special talents that prove extremely valuable to police departments such as computer expertise, printing know-how, writing abilities (for brochures or notices), photographic or video expertise, or even cooking or catering skills to supply refreshments for special occasions.

Departments are actively recruiting volunteers and have Web pages devoted to the volunteer effort, including application forms. The Nashville, Tennessee, Police Department site has a page entitled “Get Involved: Get involved, help make a difference in your community.” It then lists the various ways community members can get involved in their department.

The Glendale, California, Police Department has a page devoted to volunteers, asking for people to help at the sub-stations, serve as docents for police facility tours, or join the Retired Senior Volunteer Patrol (RSVP). The page directs them to the Volunteer Coordinator for questions.

The San Antonio, Texas, Police Department site has a page entitled “Volunteers in Policing VIP” that presents various opportunities for citizens of San Antonio to get involved and assist their police department. The VIP program began in 1997 with 12 volunteers; by 2001 there were over 300 VIPs working in various capacities within the department. They have links to an overview of the program, job descriptions, application and training, and a calendar of activities.

Home Security Surveys and Operation Identification

Target-hardening programs have become very popular in the last few decades. Target hardening involves installing burglar alarms, installing protective gates, and using other devices and techniques to make it more difficult for criminals to enter premises to commit crime. To facilitate target hardening, numerous police departments offer home security surveys and business security surveys free of charge.

Operation Identification programs involve engraving identifying numbers (usually Social Security numbers) onto such property as bicycles, televisions, and other personal electronic items with the goal of returning the property to owners if it is stolen and then recovered by the police. The program also involves displaying decals on windows announcing that a house is equipped with an alarm or has participated in an Operation Identification program.

National Night Out

Every year citizens are encouraged to turn on all outside lighting and step outside their homes between 8:00 P.M. and 9:00 P.M. on a well-publicized, designated night, called National Night Out. In addition, a growing number of residents are expanding their participation by staging parades and concerts and securing corporate sponsors for the annual event. One of the program’s primary objectives is to enable neighbors to get to know one another so suspicious people and activities can be detected and reported as soon as possible. Other objectives include the generation of
community support for, and participation in, local anti-
crime efforts, the strengthening of community spirit, and
the placing of criminals on notice that neighborhood resi-
dents are watching them. 148

**Police Storefront Stations or Ministations**

In an effort to get closer to the public, many police de-
partments operate police storefront stations or
ministations. In these programs, a small group of police
officers is assigned to patrol in the immediate area of a
ministation or storefront station and to engage in crime
prevention programs with members of the community.
The city of Elizabeth, New Jersey, operates a minista-
station precinct program that doubles as an antidrug edu-
cation program. Each ward in the city has a ministation
staffed by patrol officers and civilian volunteers. Under
this program, the officers and volunteers visit each school
within their ministation precincts and present an
antidrug program. 149 In East Dallas, Texas, four sworn
Dallas police officers and three civilian employees operate
the East Dallas Police Storefront, which has forged a last-
ing bond with the community for nearly 20 years. The
East Dallas police officers and three civilian employees operate
the East Dallas Police Storefront, which has forged a last-
ing bond with the community for nearly 20 years. The
East Dallas Storefront is one of five in the Central Patrol
Division. 150

Although they would not be considered ministations,
many businesses, such as 7-11, McDonalds, and the phar-
cacy chain CVS, are opening up their stores to the local
police to use as temporary community police stations by
reserving workstations for them at a table near the front of
the store.

Some police departments, including that in Baltimore,
Maryland, have borrowed an idea that has worked for the
Japanese police for years—the “koban” or kiosk-style po-
lice ministation. In 1995, the Baltimore version of the
koban opened up in the city’s popular Market Center
shopping district. The 8-by-12-foot steel-and-bulletproof-
glass structure is equipped with telephones, a fax machine,
a computer, closed-circuit television monitors, and a bath-
room. It is staffed by a police officer for 12 to 16 hours a
day. 151 The major difference between the Baltimore koban
and the Japanese model is that Japanese officers live in
their kobans, which are usually two stories tall and staffed
around the clock.

Many jurisdictions have consolidated services in their
police storefronts or ministations. Their goal is to get more
efficient use of their tax dollars and make city services as ac-
tailable as possible for their taxpayers. They may be able to
conduct minor water department or zoning business or ob-
tain various city forms at the station. Paramedics often host
“Wellness fairs” at these facilities, where health information
is distributed along with blood pressure tests and the like.

**Mass Media Campaigns**

Mass media campaigns, such as the “Take a Bite Out of
Crime” advertisements in newspapers, magazines, and on
television, provide crime prevention suggestions for citi-
zens. The “Take a Bite Out of Crime” national media cam-
paign features the crime dog McGruff, a trench-coated car-
toon figure. McGruff advises readers or viewers of actions
they should take when they witness criminal activity.

**Chaplain Programs**

Departments around the country have discovered the ben-
efits of having an active, involved chaplains program.
These volunteers serve as liaisons with various religious in-
sstitutions in the community. They are indispensable in the
event of a tragedy. They can provide counseling and refer-
tal services to victims and families and police officers as
needed. When they show up to assist at a suicide or homi-
side scene, they can help to free up officers from the emo-
tional demands of the scene to concentrate on their
investigation.

A well-rounded chaplains program will attempt to have
representatives from all religious groups in the community.
In the event of disharmony in the community, they can
also provide a calming voice to their constituents and serve
to help solve problems within the community. It is be-
lieved that the faith community concept is an essential in-
gridient in making law enforcement more sensitive to the
needs of the community. 152

In Oklahoma, they have taken the role even further.
They have implemented a 36-hour academy for police
chaplains. It is felt that this academy better prepares chap-
lains for the role they find themselves frequently filling in
the community. That role is to be an advocate for issues facing
law enforcement personnel, chaplains find themselves in-
creasingly in the role of mediator between law enforcement
personnel and the community. The academy also teaches
the public that they are being served by a well-trained,
qualified, and motivated individual. 152

**Citizen Police Academies**

Many police departments have established citizen police
academies. Through these academies, police agencies seek
to educate community members about the roles and
responsibilities of police officers and to familiarize the public with the department and how they work within the community. The goal of most citizen police academies is not to provide civilians trained in law enforcement but to create a nucleus of citizens who are well informed about a department’s practices and services.

Many departments use their citizen police academy as a form of training and preparation for their volunteer pool. It gives the volunteer an excellent overview of the police department. At times, departments may tailor their citizen academy to meet the needs of a specific group, such as older residents or high school students. It also may be held off-site to facilitate attendance by groups with transportation problems. Web sites often describe the course and provide application forms online.

The Boca Raton, Florida, Police Department has run a successful citizen police academy three times a year since 1992. This has helped to provide a resource of informed citizens in the community.

The Farmington, Connecticut, Police Department has had a 10-week citizen police academy since 1993 with the goal of improving communication with the community and serving as a valuable problem-solving resource. The Lakewood, Colorado, Police Department offers a nine-week citizen police academy that educates community members about various aspects of policing, such as basic law, patrol procedures, drugs, vice investigations, SWAT, K-9 officer survival, firearms, arrest control, and building searches.

Other Police-Sponsored Crime Prevention Programs

To allow citizens to get an inside look at how the police perform their jobs and to help them understand the police better, many police departments offer such programs as ride-alongs and tours of precincts and other police facilities. In the ride-along programs, citizens actually ride in patrol cars with police officers and respond to calls for police services with the officers. Citizens get a firsthand look at the activities the police perform and the special problems they encounter. Police departments providing ride-along programs require participants to sign a waiver freeing the jurisdiction from civil liability if a participant gets injured. Many departments also provide tours of police stations, police headquarters buildings, shooting ranges, and other facilities to allow citizens to see how their tax dollars are spent.

Always a popular activity with the community are the K-9 exhibitions and mounted unit exhibitions for the agencies that have them. These are great ways to bridge the gap between the police and the community.

In recent years, police agencies have facilitated the forming of Community Emergency Response Teams (CERT). The team members undergo training to help them act in the event of an emergency or disaster. The training enables them to respond before emergency services arrive on the scene and to assist the emergency service personnel when they do arrive. Many larger departments address this role on their Web sites and have links to the organization conducting the training. This training provides communities with a pool of trained civilians able to respond in disaster situations. It also encourages a feeling of teamwork in the community.

Terrorism and homeland security advisories can also be found on many departments’ Web sites, along with guidance in how to be prepared for emergency situations.

The Long Beach, California, Police Department has a page devoted to “Emergency Preparedness for Terrorism Activity,” which displays the threat level in effect. It also gives advice for reporting suspicious activity and how to prepare for terrorism. The terrorism information reporting phone number is also published, as are links to emergency preparedness information from the federal government, terrorism’s most wanted, and the American Red Cross. The belief is that a more informed and prepared public can be of valuable assistance in an emergency and less likely to panic in the event of an incident.

POLICE AND BUSINESS COOPERATION

Businesses throughout the United States have recently begun to take a proactive role in assisting their local police departments:

- The Crown Point, Indiana, Police Department was able to refurbish 19 of its patrol vehicles in 1995 with help from local business sponsors.
In East St. Louis, Missouri, advertising on patrol cars pays for the local drug awareness programs.

In 1995, the Alliance for a Safer L.A. donated 30 computers to the Los Angeles Police Department.

In South Florida, weekly newspapers print trading cards for law enforcement officers to distribute to children.

In Norfolk, Virginia, local businesses fund the police department’s twenty-one-officer bicycle patrol.

The five-person Hesston, Kansas, Police Department, in an effort to alert citizens to the need to wear seat belts, cooperates with a local printing company and local restaurants in obtaining place mats bearing the slogan, “We care, Buckle up.” The police also lecture in classrooms about the importance of seat belt safety and provide free T-shirts and McDonald’s Happy Meal certificates donated by local businesses. The Hesston police also provide free year-round meals to needy citizens by picking up food from merchants and restaurants and discreetly dropping it off with needy families.

AMERICORPS AND POLICING

AmeriCorps is a program that uses the services of thousands of Americans of all ages and backgrounds to perform vital functions in communities across the nation. In exchange for either one or two years of service, AmeriCorps members earn a small living allowance and an education award to help finance a college education or vocational training or to pay back student loans. Many departments throughout the nation are using AmeriCorps members in programs designed to prevent and control crime and violence and prevent fear. In 1996, AmeriCorps members were walking the beat with police officers in New York City, supporting neighborhood policing centers in Wilmington, North Carolina, targeting crack houses for closure in Kansas City, Missouri, conducting safety escorts for seniors in St. Louis, Missouri; hardening targets in high-crime areas of Bridgeport, Connecticut; augmenting community policing in Clearwater and St. Petersburg, Florida; assisting victims of domestic violence in New Hampshire; and expanding safe havens in five Weed and Seed sites across the nation.

The Police Corps is a Federal program designed to address violent crime by increasing the numbers of officers with advanced education and training who serve on community patrol. “The mission of the office of Police Corps and Law Enforcement Education is to increase the professional capabilities and stature of law enforcement officers through training and education. By engaging these officers with distinct communities, we will increase trust and respect between law enforcement and all of our citizens, thereby creating safer communities while protecting individual liberties.”

CHAPTER SUMMARY

This chapter discussed the importance of positive relationships between the police and the public and the concepts of police human relations, police public relations, and police community relations. Public opinion and the police and the relationships between the police and minority communities and special groups were covered. Police programs involving young people appear to have the greatest potential for success in creating positive relationships with the police and causing youths to develop positive ways of behaving that will lead to future success.

The chapter also discussed community crime prevention programs, including Neighborhood Watch, Crime Stoppers, citizen patrols, citizen volunteer programs, home security surveys, and other programs designed to fight crime and improve the quality of life in U.S. communities.

As we move on to Chapter 10 and cover the philosophies of community policing and problem-solving policing and their importance in dealing with the entire community, let us not forget the lessons learned in this chapter, specifically that particular groups of people, such as minorities, young people, seniors, the homeless, and the physically challenged, have special needs and require special attention from the police.

Learning Check

1. Explain why it is essential that the police maintain positive relationships with the community.

2. Discuss why there has been a tradition of negative relationships between the police and the African American community.
3. Explain the rationale behind DARE programs.
4. Discuss how effective community crime prevention programs are.
5. Identify some special populations and how the police help them with their problems.

**Application Exercise**

You are the president of Smalltown’s police community council, a group of citizens who work with the police to improve the quality of life and the quality of police–citizen relationships in Smalltown. Two days ago, a Smalltown police officer was captured on a video camera while brutally beating a Smalltown resident, who remained motionless on the ground. The tape was turned over to a local cable station, which has played it numerous times each day, causing many residents to complain openly of police brutality and harassment. Smalltown police officers have reported that numerous teenagers are screaming insults at them as they pass in their police cars. One officer reported that a teenager openly challenged him to a fight. The police chief has called the police community council into session and asks for advice in correcting the rapidly deteriorating relationship between the police and the community. What measures would you recommend to the chief?

**Web Exercise**

Patrol the Web, find some examples of police programs that help citizens help themselves in preventing crime in their neighborhoods, and explore the opportunities available to individuals from the community who wish to volunteer within the police agency.

**Key Concepts**

- Anatomically correct doll
- Crime Stoppers
- Drug Abuse Resistance Education (DARE)
- Neighborhood Watch
- Operation Identification
- Police community relations
- Police community relations (PCR) movement
- Police human relations
- Police public relations
- Police storefront station or ministation