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NOTE

POLICE-COMMUNITY RELATIONS: POLICE-YOUTH RIDE-ALONG PROPOSAL

INTRODUCTION

THE urbanized society of the United States is presently enduring the great internal stress. A pattern of continual confrontation creates pressures which shape and often distort the soul of the American city. Although these conflicts affect the community as a whole, they bear down most heavily upon the minorities, the poor, the youth, and inevitably, the police.¹ Of these, police and youth are most directly affected as they represent interests in constant conflict.² Repeatedly, either police or young people are singled out as the "cause" of violence or destruction.³ To characterize either group as the cause is of course an oversimplification, but police-youth confrontations often do accentuate the points of friction between larger, less exposed segments of our society. "The thrust of much of the group protest and collective violence—on the campus, in the ghettos, in the streets—is provided by our young people. It may be here, with tomorrow's generation, that much of the emphasis of our national response should be."⁴ *It is here*—meeting the protest and the violence of youth—that police response is unavoidable.

The police, as representatives of "the people," are sworn to protect life and property from harm. A fact not apparent from the police oath, however, is the fact that "the people" is heavily weighted in favor of the "middle-class majority" which means white, successful workers, businessmen, professionals, and those currently predominant governmental and political inter-

¹ D. BAYLEY & H. MENDELSON, *MINORITIES AND THE POLICE* 109 (1969) [hereinafter cited as BAYLEY]; D. BOUMA, *KIDS & COPS* 154 (1969) [hereinafter cited as BOUMA]; THE PRESIDENT'S COMMISSION ON LAW ENFORCEMENT AND THE ADMINISTRATION OF JUSTICE, *THE CHALLENGE OF CRIME IN A FREE SOCIETY* 56-57 (1967) [hereinafter cited as CHALLENGE]; Bensman, *Foreword* to N. ALEX, *BLACK IN BLUE* at xvi-xviii (1969).

² BOUMA at 31; CHALLENGE ch. 3; J. KENNEY & D. PURSUIT, *POLICE WORK WITH JUVENILES AND THE ADMINISTRATION OF JUVENILE JUSTICE* 7, 27, 84 (4th ed. 1970) [hereinafter cited as KENNEY]; Knebel, *Police in Crisis*, *Look*, Feb. 6, 1968, at 14.

³ BOUMA at 15, 29; CHALLENGE at 67; Bensman, *supra* note 1, at xii-xiv; *Denver Post*, Aug. 10, 1971, at 3, col. 1 (relating to a violent encounter between Denver police and young Chicano citizens at a neighborhood "action center").

⁴ President's Commission on Violence, Jan. 31, 1969, cited in BOUMA at 129.

ests concerned with maintaining the status quo.⁵ "Tomorrow's Generation," on the other hand, invariably represents forces crying for change. Thus, because of their disparate interests, it is obvious that police and young people are to be the principal actors in urban conflict.⁶ Inasmuch as contact, if not friction, between the police and the representatives of youth is almost inevitable, that contact offers a natural focus for police efforts to improve communication and understanding in particularly alienated communities.

At least within the realm of *peaceful* conflict resolution, this communication between conflicting parties is an absolute prerequisite. That this first step has been recognized by the police is evident from their ever-increasing efforts in programs generally known as Police-Community Relations (P-CR).⁷ Increasingly, police departments, minority communities, and others sensitive to the need for communication have established centers for rumor control and improved contact with city government.⁸ There is no doubt about the increasing number of police and community commissions and councils formed to promote improved police-community relations, nor can it be doubted that the number of individuals who have become aware of the need for better policy-community relations has increased. Commissions and councils formed to date have, however, left lingering suspicions concerning their "grass roots" impact on the problems to be confronted. Recognizing the probable shortcomings of efforts so far made in this area, it is essential to avoid "wind-dressing" and concentrate on truly improved police-community relations.⁹ In order to meet this need, programs must

⁵ N. ALEX, *BLACK IN BLUE* 4-8 (1969); BOUMA at 28. But see Chief Gain's statement that police in large heterogeneous urban areas must "reject the role of guardians of the status quo" and embrace the role of "social change agents," employing "pre-active rather than reactive" operations. Address by Oakland, California Police Chief Charles R. Gain at the University of Denver College of Law, Denver, Colorado, April 3, 1972.

⁶ See Bernstein, *Alienated Youth*, 33 *FED. PROBATION* 3, 10 (1969).

⁷ BOUMA at 20; CHALLENGE at 99-103, 112; KENNEY at 30-32.

⁸ BOUMA at 20, 95, 149-57; Elson & Rosenheim, *Justice for the Child at the Grass Roots*, 51 *A.B.A.J.* 341 (1965). An example is "Cooperative Endeavor," established by Denver citizens, law enforcement officials, and representatives of community organizations in 1968 for "communication not confrontation."

⁹ CHALLENGE at 99-103; McKee, *Understanding the Community*, in *POLICE AND COMMUNITY RELATIONS; A SOURCEBOOK* 113 (A. Brandstatter & L. Radelet ed. 1968) (points out that the use of the word *community* is always an overstatement, [hereinafter cited as *SOURCEBOOK*]; Denver Post, Mar. 1, 1972, at 26, col. 1 (editorial on a Denver City Council special committee report calling for police reform to obtain improved P-CR). Fort Collins, Colo. Councilman William Lopez has stressed this need: "We have to develop man-to-man communication [before progress is made to improve relations between the police and members of the Hispano community]. Somehow, you have to be able to understand the Mexican-American and feel comfortable with him." He urged police officers to

recognize that: (1) modern police responsibility must extend to and include *prevention* of crime and destructive violence; (2) *communications* between police and the community is vital to such prevention; and (3) effective police-community relations *programs* are vital to such communication.

One innovative approach to improving relations between police and community youth along the lines outlined above, is suggested by the Police Youth Patrol in Jacksonville, Florida. The keystone of the program is simple: to have citizens ride with police officers on patrol.

The innovative aspect of the "ride-along" idea stems from the focus on youthful citizens and from the follow-through beyond a single "sightseeing" ride.¹⁰ The underlying assumptions are that police and young people have a great deal to learn about each other and that the ride-along program provides the opportunity for this mutual education. This note, based in large part on the Jacksonville experience and model, endeavors to describe a proposal for general police department application, to elaborate on the concept of crime prevention through communication facilitated by a ride-along program, and to outline a sample of the potential benefits of the program.

I. THE PROPOSAL

The police-youth ride-along program (PYRA) is a community relations and training plan designed and administered by local police departments as a part of the larger P-CR effort.

develop inter-action with Hispanos during times they are not involved in a crisis situation such as an arrest. Denver Post, Apr. 3, 1971, at 14, col. 1.

¹⁰ The Jacksonville, Florida Police Youth Patrol is one of several P-CR programs which Jacksonville provides its young people to fight apathy and misunderstanding. This broad version of ride-along is an organization of young men between the ages of 16 and 21 who are accepted without regard to their social, religious, economic, or criminal backgrounds on a "no questions asked" basis. The main objective of the organization is to provide a structure through which youths can ride, on a continuing basis, with police officers on routine, 8-hour shifts.

The program began in May, 1969 with a \$25,000 grant and about 80 members riding along on the weekday watches. After a 30-day pilot program, it was expanded to 7 days a week, 24 hours a day. By Aug. 12, 1969 there were 46 black and 235 white Police Youth Patrolmen for a total of 281. By Jan. 1970, the number of PYP's had grown to 650, by Dec. 1970 to 873, by Apr. 1971 to 981, and by Apr. 1972 to over 1,300. As Lt. John E. Goode stated early in 1970, "For the first time anyone can remember, there is a youth participation in law enforcement to such a degree that it is making an impact on the general public. That is, it is more than just 'whitewash.'" By Mar. 1971, in addition to providing rides for full 8-hour shifts on all shifts in the patrol division, the following daily Police Youth Patrol assignments were available: 4 to Investigation, 12 to the Jail, 6 to Communications, 1 to Traffic, 6 to ID, 1 to Fourth Watch, 1 to the Vice Squad, 1 to the Police Academy. Letters and materials from Public Affairs Officers, Chief Tom J. Heaney and Lt. John E. Goode, Office of the Sheriff, Consolidated City of Jacksonville, Fla. to this author, 1970-72 [hereinafter cited as Heaney & Goode].

Its viability as a communication link originates in the availability of an existing low cost resource—the police patrol force. Any community which boasts a police force of an appreciable size can avail itself of the benefits of PYRA without a substantial increase in funds allocated to existing P-CR programs.

PYRA is envisioned as an informal association of young men¹¹ organized and, at least to some extent, supervised by the police. It provides the participants, who range in age from 14 to 21,¹² an opportunity to ride on routine patrol with police officers and observe, and to some extent participate in, the functions of the police department. Needless to say, such a program offers the participants a substantial opportunity for meaningful communication with a police officer.¹³

Although maximum interaction between police and youth is the ultimate goal of the PYRA program, there are factors which may limit this attainment. Ideally, in order to assure broad exposure and one-to-one exchange of ideas, PYRA riders should be assigned to accompany patrolmen on their normal shifts in any district.¹⁴ However, depending on local conditions, rides during high-risk hours, or in certain high-risk districts, might, upon a weighing of the benefits and risks involved, have to be restricted to some degree.¹⁵ In any case, a police department might be well-advised to institute a pilot program based on conserva-

¹¹ "Official delinquents are predominantly male. In 1965 boys under 18 were arrested five times as often as girls." KENNY at 8. Also, having young women riding with officers opens the officers to potentially sensational slanders. Be that as it may, a police department would be well-advised to provide all possible opportunities for women as well as men. Particularly, if the program were to open the various offices and bureaus to PYRA participants (as in Jacksonville), women could easily be included in the program to interact with policewomen at work.

¹² Age should be a variable determined by local conditions. If the age group recommended in the text results in too much diversity, two groups, one for 12-15 and another for 16-21, are recommended as alternatives. The highly successful Jacksonville program has an age group of 16-21, but other sources indicate that younger ages are of vital importance in crime prevention programs. BOUMA at 147 (indicating junior high school age as critical); CHALLENGE at 56 (indicating ages 11-17 as crime-prone, and 18-24 as having the highest rate for violence); T. RUBIN, LAW AS AN AGENT OF DELINQUENCY PREVENTION 30-32 (Youth Development & Delinquency Prevention Administration, U.S. Dep't of Health, Educ. & Welfare Pub. SRS-JD-173, 1971) (supporting juvenile court jurisdiction for ages 12-18) [hereinafter cited as RUBIN].

¹³ See Kumata, *Police-Citizen Interactions as a Problem in Communication* in SOURCEBOOK at 458.

¹⁴ The Jacksonville, Florida Police Youth Patrol closely approximates this ideal. The word *district* indicates the general geographical area of rider residency and that patrolled by the smallest police subdivision which acts as an auto patrol headquarters; in a given case, this might be a *precinct*, *district*, or the entire *city*.

¹⁵ The Jacksonville program now has Police Youth Patrol Riders in all districts, on all shifts, for the entire shift. One-man cars would be preferred, but two-man cars often patrol the more interesting shifts and districts and would present only slight physical handicaps to communication. See, e.g., N.Y. Times, Nov. 30, 1971, at 47, col. 1.

tive premises and then to move to a broader program as experience and success permit.¹⁶

Design and coordination of the program should probably originate with the Police-Community Relations unit, while local implementation and administration should be carried out at the lowest subdivision serving as an auto-patrol headquarters. Prospective riders would apply to that subdivision and receive such assignments to ride as would be convenient.

If PYRA is to be effective, a police department must strive to ensure fullest possible support up and down the ranks. Although the goals and guidelines should be simple, thorough preparation and full explanation for all ranks would be necessary prerequisites for a sound program.¹⁷ Procedures for the program should be established with a minimum of "red tape" for both policemen and riders.¹⁸ The bulk of rider coordination, logging in, and local project design could easily be handled by PYRA participants themselves thereby avoiding the need for additional police or administrative employees.¹⁹

¹⁶ The Jacksonville program started with what was essentially a pilot program, and has grown steadily until it now virtually covers the department with Police Youth Patrol observers. Jacksonville description, note 10 *supra*.

¹⁷ "In the pilot program the involvement of the supervisor in the patrol division in explaining the goals of the program to his subordinates will be vital to the success of the program." Letter from Chief Tom J. Heaney, Police Public Affairs, to this author, July 23, 1971; KENNEY at 98; Kumata, *supra* note 13.

¹⁸ A simple address and information card for file purposes and a roster sheet for the rides would suffice. The matter of injury liability should be considered, but for the sake of openness and simplicity, dispensing with waiver forms is recommended. In letters from the police departments in Jacksonville, Fla., Phoenix, Ariz., San Diego, Cal., and St. Louis County, Mo., reflecting a total of more than 100,000 rides, *no liability claims* were reported. As a matter of practical planning significance, municipalities must acknowledge the apparent demise of governmental immunity and the increasing advisability of providing insurance or other provision for claims coverage. See, e.g., Evans v. Board of County Comm'rs, 482 P.2d 968 (Colo. 1971); COLO. REV. STAT. ANN. §§ 130-11-1 to -17 (Supp. 1971).

¹⁹ Administration of the Jacksonville Police Youth Patrol has been kept simple. Youth Patrolmen originally fill out a general information *application* with the P-CR unit. They then call up the P-CR office at least 2 days before the requested ride but no earlier than 7 days. If they wish to cancel, they call the patrol Captain. They are to report to the assembly room 30 minutes prior to their ride. The P-CR office maintains a 30-day roster in rough form. Two days in advance, a copy of each day's roster is typed and provided to the patrol division. The patrol supervisor assigns an officer to each Youth Patrolman. During the ride period, comments concerning late arrival, sickness, etc. can be added to the roster. The used roster is then collected the following day and filed in P-CR. The only other form is an *alphabetical file* to which the fact of each ride and information added to the daily roster are transferred. Volunteer Youth Patrolmen handle much of the administration, answering phones, and coordination of the program in the P-CR office. Heaney & Goode, *supra* note 10. Youth involvement in administrative operations is recommended in: such "action model" programs in J. WEBER & C. CUSTER, YOUTH INVOLVEMENT 1 (Youth Development & Delinquency Prevention, U.S. Dep't of Health, Educ. & Welfare Pub. SRS-OJD-138, 1970).

Obviously, the individual patrolman must exhibit competence and confidence on the job while he assists the youthful citizen to better understand police procedures and missions. At the same time, middle-command personnel must provide positive guidance and exhibit sensitivity in assigning individual patrolmen to PYRA duty. The chief and command officers should promote a department consensus that PYRA is not only a legitimate endeavor, but one of primary significance to enhanced police effectiveness. The program should be designed to reveal actual police attitudes to the youth rider. False pretenses or weak police support must be avoided lest they confirm a young person's worst suspicions.

At a minimum, a PYRA program would provide its participants an opportunity to ride with, observe, and become acquainted with an officer in the youth's patrol district (a district residence priority for rides should be observed to preserve this feature). Joining and leaving the program should be made as easy as possible to establish a "no pressure" atmosphere, but at the same time officers and participants alike should understand that the experience is likely to be enhanced by extended association with PYRA. PYRA participants should be urged to ride several times with different officers on different shifts and in various district locales. Extended participation would put the rider at ease and allow him to observe a broader, more representative sample of officers and police work.

The "cornerstone" of the program is its provision for "low pressure," one-to-one (or very small group) discussion which is clearly more constructive than tense confrontation which so often arises between police and youth. At the very least, this sort of meeting would furnish both sides with practice in "what not to say" to the other side. Finally, to best resolve any difficulties which might arise within a PYRA Program, PYRA procedures should provide for a simple report on allegedly offensive conduct which could be made to a designated district supervisor by either a rider or an officer. This provision for informal airing of complaints should facilitate "staying within the system" and supply feedback for command officers concerning the conduct of participants and officers involved in the program.

II. THE CONCEPTUAL FRAMEWORK

"[T]he most promising and so the most important method of dealing with crime is by preventing it . . . It is simply more critical that young people be kept from crime, for they are the

Nation's future"²⁰ PYRA's ultimate purpose is to contribute to the prevention of crime. To appreciate its great potential in this regard, one must look briefly at the various meanings of "crime prevention."

While the formal definition of "crime" is set out in the applicable code and case law, a more realistic definition goes beyond the formal and takes into account police discretion and practice. Thus, individuals are sometimes arrested for innocent conduct, while at other times criminal conduct passes without police intervention.²¹ Clearly, to some degree at least, crime is what the police say it is.

The concept of "prevention" can be perceived in at least three ways. At a high, philosophical level the emphasis is on individual self-control arising out of behavioral training in the home and community. At a more realistic, if somewhat more pessimistic level, prevention is seen as deterrence of criminal behavior through preventive police action.²² The third view of prevention, and the one which seems most realistic, is a combination of these two. To the extent that most crime is, and must necessarily be, undetected,²³ individual self-control is an ultimate requisite for a truly crime-free society. Nevertheless, there is no denying the deterrent value of police presence.

If effective crime prevention is a product of a combination of individual self-control and the deterrent effect of police presence, it is obvious that a convergence of views on the part of the police and the citizenry with respect to what constitutes criminal behavior is essential for maximum preventive impact.

²⁰ CHALLENGE at 58.

²¹ CHALLENGE at 79, 103-04. Cf. Edwards, *Police and the Community: A Judicial View* in SOURCEBOOK at 29. This is not to say that police discretion should necessarily be limited. In fact, there is good argument for increased "on-the-spot discretion," if it is exercised equitably and reasonably. CHALLENGE at 95, 104-06; KENNEY at 71-72, 85; J. WILSON, VARIETIES OF POLICE BEHAVIOR 7-8 (1968).

²² See, e.g., *Terry v. Ohio*, 392 U.S. 1 (1968). Chief Justice Warren, in the opinion of the court, stated:

One general interest is of that of effective crime prevention and detection; it is this interest which underlies the recognition that a police officer may in appropriate circumstances and in an appropriate manner approach a person for purposes of investigating possibly criminal behavior even though there is no probable cause to make an arrest.

Id. at 22.

²³ "[S]omething between 70 and 90 percent of the crimes . . . are not reported to the police at all [O]nly roughly one-fourth of those crimes that are reported lead to arrest" Testimony of James Vorenberg, Professor of Law, Harvard Law School, and former Executive Director, The President's Commission on Law Enforcement and Administration of Justice, *Hearings on H. Res. 17 before the Select Comm. on Crime of the House of Representatives*, 91st Cong., 1st Sess., 271-78 (1969).

It is in this regard that programs such as PYRA, which are designed to increase mutual understanding, are most valuable.

At this point, it is appropriate to consider the propriety of crime prevention as a police role. It must be conceded that in the past the police function has been viewed in terms of *detection* of crime and the *apprehension* of the criminal. The argument follows, then, that moving into the distinctly different field of *prevention* is simply not a legitimate concern of the police profession.²⁴ In answer, it must be pointed out that presently the great bulk of police time is spent, not in detection or apprehension, but in such preventive activities as "showing the shield," mediating family altercations, or assisting citizens with minor problems.²⁵

Eminent judges, police officials, and scholars support the legitimate if not pre-eminent role of the policeman in the prevention of crime.²⁶ A realistic recognition of the criminal process' lack of impact on criminal activity supports this view.²⁷ Most of the "criminal justice system" is improperly preoccupied with symptoms rather than causes of social maladjustment. It follows, then, that enlightened prevention is the most appropriate area in which to concentrate present police resources.²⁸ Indeed, Quinn Tamm has stated: "Today the police officer who believes 'social work' is beneath him, who thinks police-community relations programs are merely 'publicity gimmicks,' is living in a fool's paradise. More importantly, he isn't getting the job done."²⁹

As matters now stand, meaningful youth-police communication is rare and is often attempted only under the pressure of antagonistic circumstances. The human element of "the cop on the beat" has been lost through the adoption of the auto-

²⁴ See generally N. ALEX, *supra* note 5, at 70-72.

²⁵ CHALLENGE at 91-92, 97-98; KENNEY at 84; Goldstein, *Police Response to Urban Crisis*, 28 PUB. ADMIN. REV. 417, 418 (1968). See Remington, *The Limits and Possibilities of the Criminal Law*, 43 NOTRE DAME LAW. 865 (1968).

²⁶ Chief Justice Warren in *Terry v. Ohio*, 392 U.S. 1, 22 (1968); BAYLEY at 199; KENNEY at 10, 28, 85-86; RUBIN at 15; Cahill, *Challenges in Contemporary Law Enforcement* in SOURCEBOOK at 178.

²⁷ BOUMA at 60; CHALLENGE at 58, 79; RUBIN at 1; Vorenberg testimony cited note 23 *supra*.

²⁸ CHALLENGE at 58; Edwards, *supra* note 21, at 25; Bordua, *Comments on Police-Community Relations*, 1 CONN. L. REV. 306, 325 (1968). See generally A. AICHHORN, *WAYWARD YOUTH* 29 (1935); Report, the Industrial Psychological Ass'n of Colo., Inc., *The Fifth Annual Institute on Community Relations and the Administration of Justice* 22, April 30, 1971.

²⁹ Tamm, *Foreword* to SOURCEBOOK.

mobile patrol,³⁰ thereby making the patrolman a more impersonal symbol. At the same time, demands for sensitive understanding have steadily increased.³¹ The policeman seldom knows, or is known by, the people whose streets he patrols; therefore, it is not surprising that attempts at crisis communication often disintegrate into brutal actions and reactions. PYRA would offer the policeman and the youth rider an opportunity to see one another as human beings; and differences in life style, appearance, socio-economic background, and general philosophy would become less offensive, or at least more understandable through the private "give and take" of the ride-along experience. A PYRA-informed, sensitized policeman would be better prepared to exercise restraint and remain "cool" under the stress of confrontation and thereby avoid "generating" crime.³² Not only would the policeman better comprehend the context and probable consequences of the community attitudes, but the potential wrongdoer confronting him would have fairer warning as to what conduct would provoke police reaction.³³ Because "riot is the communication of utter despair and hopelessness,"³⁴ even a little understanding might go a long way.

III. POTENTIAL BENEFITS

Benefits which would flow from police-youth communication arise because interaction tends to moderate extreme positions and brings the attitudes of the participants closer together. Recognition of this has led to the adoption of such programs as the Police Athletic League (P.A.L.), which provides a recreational outlet for the communities' young people. It has also prompted various innovations such as "cop hops," "store-fronts," and "eyeball-to-eyeball techniques."³⁵ Some of these ideas, when seriously implemented, have aided in smoothing the way through troubled times.³⁶

³⁰ BOUMA at 26. During the 1971 Denver mayoral campaign, two of the three leading candidates advocated increased use of foot patrolmen. Denver Post, Apr. 14, 1971, at 62, col. 1.

³¹ CHALLENGE at 99-103; Lett, *A Sense of Responsibility* in SOURCEBOOK at 178.

³² CHALLENGE at 92, 100.

³³ "[K]nowledge of law can be an important ingredient of acting within the law . . ." RUBIN at 40. "Law" here would encompass the law in police practice.

³⁴ SOURCEBOOK at 470.

³⁵ BOUMA at 20. As an example, the Denver store-front P-CR began in Sept. 1971 and by early 1972 had five locations providing effective links with the people throughout the city. Memorandum from Captain C. Herrera, Police Community Relations Bureau, Dept. of Police, City & County of Denver, to all city agencies and schools, Mar. 1972.

³⁶ Jacksonville disturbances during the summer and fall of 1971 were thought to be less severe because of the PYP program. Letter from Chief Tom J. Heaney, Police Public Affairs, Office of the Sheriff, Con-

Vast improvement in "grass roots" communication and understanding can be expected from a local P-CR store-front or a thriving P.A.L. activity. Programs such as these have the neighborhood as their meeting place and therefore have the opportunity to directly influence the attitudes of a great proportion of the community. However, even in these activities, one suspects an insufficient involvement of the majority of the working police officers. For one thing, only a limited number of officers can be associated with store-fronts or P.A.L. at any given time. Also, "voluntary" programs such as P.A.L. tend to attract individuals who are already convinced of P-CR value. Finally, such programs often involve little more actual police participation than official sponsorship and financial support.³⁷

The major challenge then, lies not only in providing a communication link sponsored by the police, but in creating a medium which necessarily involves broad representations of the community *and* the police. Most importantly, that medium must be designed to remain open during the 2:00 a.m. street encounter as well as around the "concerned citizens' council" table.

A. *Police Benefits*

Effective police work begins with police knowledge of and sensitivity to the community and improves with development of a concomitant community trust. So long as the vast majority of police time is spent on routine preventive patrol during which the family squabble is far more common than the armed robbery, officers should gain and maintain proficiency in listening, understanding, and persuading.³⁸ If modern patrol requirements do not allow officers time to leave their cars to meet the people then PYRA can bring the people to the cars.³⁹ Such a compensating measure is particularly essential whenever urban police officers are not residents of the districts or even the cities which

solidated City of Jacksonville, Fla. to this author, April 2, 1972. The Grand Rapids, Mich. laboratory confrontation technique placed hostile individuals together under controlled conditions and allowed them to vent their feelings in the hope of improving understanding. Even during subsequent riots, attitudes were believed to be better due to the exposure. BOUMA at 149-50. In a Denver junior high school where problems had sometimes occurred, police-youth confrontation, first by tapes and then in person, was found to improve relations. Denver Post, Mar. 19, 1971, at 2, col. 1.

³⁷ E.g., Oakland, California Police Chief Charles R. Gain has abandoned most such programs (including store-front operations) as mere "symbolism" and has said that "[i]f people have confidence in their police department, there is no need for symbolism." Denver Post, Apr. 3, 1972, at 16, col. 3.

³⁸ BOUMA at 19; CHALLENGE at 100. See N. ALEX, *supra* note 5, at 80-81; Sykes, *Riots and the Police*, 46 DENVER L.J. 118 (1969).

³⁹ "The people" in this instance are only represented, but they are *broadly and vitally* represented by the youth of the community.

they patrol, and especially whenever officers are of a different racial or ethnic background.⁴⁰

Police training is typically beginning to reflect a consideration of community relations,⁴¹ but meaningful education in the subject is difficult to attain if the recruit has had little prior exposure to minority neighborhoods and tense group confrontations. He will inevitably learn his most meaningful lessons from personal experience, and PYRA can provide at least a part of that experience under friendly, controlled conditions. PYRA involvement for the veteran officer has the same human relations advantages and will tend to keep him up to date with changing attitudes and conditions.

The presence of the youth rider would also have a long term salutary effect because the patrolman would be motivated to learn and review his law and procedures. Just as the veteran often learns most by preparing to teach an assigned recruit, the continuing curiosity and discussion of the youth riders would serve to sharpen the officer's professional knowledge. For the occasional officer who is not a ready conversationalist, the experience in communicating with a PYRA rider might help develop an invaluable human relations skill. Preventive patrol efficiency would increase through PYRA motivation of professionalism, and even officers of marginal competency, whose efficiency might suffer temporarily, would benefit over time. Officers in general would be subtly encouraged to be more courteous and mindful of their public relations images, and they would prove to be more careful in such simple matters as driving and caring for their automobiles. As an incidental benefit, the rider's presence would help lighten the burden of boredom which weighs so heavily during some patrol periods. This "boredom time" would be wisely invested in the experience of mutual education.

⁴⁰ E.g., Denver's 1970 population was about 22.7% black and Spanish-named (based on U.S. CENSUS OF POPULATION: 1970, at 7-85, table 34 (PC(1)-B7) for black population and STANDARD RATE & DATA SOURCES, INC., SPOT RADIO RATES & DATA 173 Apr. 1, 1972 (estimate of Jan. 1, 1970 Spanish population)). But early in 1968, only 2.7% of Denver police were blacks or Spanish-named. BAYLEY at 121, 154. In early 1972, Chief Seaton revealed that just over 7.9% of Denver's officers were of those minorities. Denver Post, Mar. 14, 1972, at 3, col. 4. Although the Police Department will not provide the information, with Denver's present "inner-city — suburbia" phenomenon, it can be safely estimated that no more than half of the city's police officers live within its boundaries.

⁴¹ See, e.g., BOUMA at 156; CHALLENGE at 112-13; KENNEY at 131-32; Whearly & Green, *Police Department Most Improved in Nation*, Denver Post, Apr. 11, 1971, at 28, col. 4 (reporting a training program of more than twice the length with new emphasis on P-CR and other topics).

One of the most attractive aspects of PYRA is its very low cost.⁴² By fully utilizing PYRA participants for rider administration, the police department would have to pay only the cost of printing some forms, and perhaps, depending on the scope of the program,⁴³ the addition of one or two people to the city-wide police-community relations unit. The "attraction" of the program is already present and there is no need for costly advertising to sell the idea.⁴⁴ Publicity through simple news stories, and contact with youth groups, would create more than enough impetus to draw youth riders.⁴⁵ Also, for such an innovative project, initial costs might well be offset by federal or private grants.⁴⁶

⁴² In Jacksonville, aside from administrative costs and the costs for making up forms, the ride-along Police Youth Patrol costs include: (1) arm bands \$.36 each (2) T-shirts \$1.44 each (3) jackets \$4.66 to \$6.50 each (4) plastic name tags \$.65 each. Letter from Chief Tom J. Heaney, Police Public Affairs, Office of the Sheriff, Consolidated City of Jacksonville, Fla. to this author, July 23, 1971.

⁴³ Jacksonville Police Youth Patrolmen, blacks and whites together, also participate in other projects of community service. *E.g.*, to reduce auto thefts, they have worked shopping centers, placing cards encouraging owners to "Lock it and Pocket the Key" under windshield wipers of offending cars; they have distributed information on crime prevention themes at large public gatherings; they have assisted in traffic control during the Christmas rush; they have helped with crowd control and distribution of gifts during Judge Drake's Annual Christmas Party for underprivileged children which had over 23,000 in attendance. Heaney & Goode, *supra* note 10.

⁴⁴ The police patrol car is a highly visible symbol of all the folklore, good and bad, which has grown up around American police forces. It is synonymous with action and adventure. The natural attraction of the PYRA program is reflected by Police Youth Patrol growth in Jacksonville from 80 riders in 1969 to over 1,300 in 1972. A report from the ride-along program in St. Louis County noted that "[a] 'once a year' provision was added to the program because it was found that many young people were taking advantage of the program." Letter from St. Louis County Dept. of Police, Community Relations to *Denver Law Journal*, Aug. 16, 1971. In San Diego, where only about 40 can ride per weekend, the information sheet describing the program ends with: "Because of the overwhelming response to this program, it has become necessary to restrict applications to individual requests and exclude most organized groups, such as scout troops, church social groups, and others. Although the program is completely booked for some time ahead, applications are still being accepted for future rides." Information sheet accompanying letter from San Diego Police Dept. to this author, Jan. 21, 1972. In Phoenix, the ride-along program was indicated as the most effective in reaching the city's youth. Return letter from Phoenix Police-Community Relations to this author, Jan. 3, 1972.

⁴⁵ Cf. KENNEY at 100-01. Jacksonville, Phoenix, San Diego, and St. Louis County information, note 44 *supra*.

⁴⁶ *E.g.*, Denver often is considered for grants to law enforcement research and action programs. *Denver Post*, Apr. 16, 1971, at 2, col. 5. Funds are available under the Omnibus Crime Control and Safe Streets Act of 1968, 42 U.S.C.A. §§ 3701-81 (Supp. May 1971) *amending* 42 U.S.C.A. §§ 3701-81 (1970) and the Juvenile Delinquency Prevention and Control Act of 1968, 42 U.S.C. §§ 3801-90 (1970). On Jan. 13, 1972, Vice President Agnew and Attorney General Mitchell announced that, under the Omnibus Crime Control and Safe Streets Act, the cities of Atlanta, Ga.; Baltimore, Md.; Cleveland, Ohio; Dallas, Tex.; Denver, Colo.; Newark, N.J.; Portland, Ore.; and St. Louis, Mo. were each to receive the greater part of \$20 million in federal grants for 3-year, high impact anti-crime programs under the Law Enforcement Assistance Administration. 2

Although it is not central to the concept, police recruiting should be enhanced by a good PYRA program because of the honest, nonobligatory appraisal PYRA furnishes to both sides.⁴⁷ A police department desiring to attain racial balance in its make-up could, through PYRA's "low pressure" structure, provide wide encouragement to young minority group men by drawing riders from appropriate youth groups, or even street gangs. If the youths became interested, the PYRA exposure would supply them with timely insight into how they could best prepare to meet entrance standards and thus, a greater percentage could be expected to qualify when the time came for application.⁴⁸ Again, the recruiting effort would be low in cost and high in beneficial results.

B. Youth Benefits

The salient advantage of the program is its educational value for the young citizen.⁴⁹ Through participation in the program, the young person could see for himself and perhaps come to appreciate the work which the policeman must do. In addition PYRA would give him an opportunity to ask questions and express opinions which would create more balanced views on both sides. The informality of the program would pose a minimal threat to a youth's life style and since there is a great deal to see and learn in the course of a patrol, it is extremely

LEAA NEWSLETTER, JAN.-FEB. 1972, at 1. A special committee of the Denver City Council also indicated a willingness to fund the implementation of P-CR programs which were recommended in studies by psychiatrists and minority consultants. Denver Post, Mar. 1, 1972, at 26, col. 1.

⁴⁷ See, e.g., JACKSONVILLE ATTITUDES: In a survey taken in high school classes (no sample size or selection procedure indicated), young males were asked: "Would you like to follow law enforcement as your career?"

	PERCENT ANSWERING		
	No	Not Sure	Yes
High school males	55	19	26
PYP members were asked: "After riding in a police car in the PYP program, do you feel that you would like to follow law enforcement as your career?"			
PYP members generally	8	29	63
Black PYP members	1	61	38
Heaney & Goode, <i>supra</i> note 10.			

⁴⁸ The 1970 Denver recruiting results showed that overall, 22% of those returning applications were sworn in. 23.6% of Anglo applicants were sworn in, 15% of Spanish-named, and 15% of Negroes. Percentages passing the written test were Anglo — 78, Spanish-named — 51.9, Negro — 26. Report, Denver Police Department Police-Community Relations (1971) (mimeo.).

⁴⁹ "[The] law is too important a force in our society to be relegated to belated description when a child is finally brought to court . . ." RUBIN at 40.

likely that young people would enjoy extended, in-depth participation.⁵⁰

Once a youth realized that a communication link was honestly open, he could use that link to express himself, rather than resorting to some destructive or disruptive behavior. There would be a realistic contact through which he could reach the "establishment." Although the youth might not become interested in a police career, he would at least find himself better equipped to understand and meet his responsibilities as an informed citizen and voter.⁵¹

C. Resultant Community Benefits

To the broader community, the most obvious immediate benefit would be the significant reduction in criminal behavior on the part of active PYRA participants.⁵² However, the more significant community benefit would be a possible reduction in crime in later years because of the PYRA participant's early, healthy contact with the police.

As one of several indirect benefits, increased communication between youth and police could reasonably lead to reduced tension and violence, and a more productive utilization of human resources.⁵³ Even if altercations should arise, neither side would be so likely to escalate to deadly violence where many policemen and youths were personally acquainted. It is simply far more unlikely that one would shoot another whom he knows or with whom he can identify. The individuals would be persons to one another, not just stereotypes, objects, or symbols.

⁵⁰ Jacksonville description, note 10 *supra*. Auto patrol is always interesting and sometimes very exciting. Seldom silent, the continual radio traffic is one of the best conversation starters. Also, all the codes, procedures, forms, boundaries, missions, and auto equipment can be explained. Since the competent patrolman is constantly looking for signs of law-breaking, he can simply narrate the reasons for his route, his specific observations and his suspicions. Most policemen also have a wealth of "war stories" which they can tell as they pass the "scenes of the crimes." Discussion of the officer's career experience and possibilities, entrance requirements, and the Police Academy are interesting subjects even for the youth who is only casually interested in the police career pattern. An invitation of the rider's thoughts on police practice, police standing in the community, or police effectiveness might generate a most interesting and valuable exchange.

⁵¹ The 1971 grant of the 18-year-old vote is unequivocal recognition of the increasing competence and importance of American youth. U.S. CONST. amend. XXVI.

⁵² *E.g.*, Jacksonville parents have commented that the PYP programs "help keep [their sons] out of trouble," "give the boys something to do that is worthwhile," and "keep them off the streets." Heaney & Goode, *supra* note 10. Although there is a chance that the rider could actually try to use his position, perhaps in collusion with others, to assist in committing crime, the chance is negligible, and on balance, well worth the risk.

⁵³ See Lett, *supra* note 31, at 170, 178 (addressing the need for communication between the sensitive but demanding minorities, blacks and police, who are urged on by the "community" with a "Let's you and him fight" kind of encouragement); Bordua, *supra* note 28, at 322.

Through the youthful PYRA participants, numerous family members and friends would come to appreciate police efforts as genuinely human and beneficial.⁵⁴ Also, the added degree of masculine guidance provided by the police officer could greatly benefit the PYRA family, particularly if it were one of the fatherless families so common to urban America.⁵⁵

Although it would still fall on the shoulders of the police to meet criminal behavior as it arises, PYRA would produce an informed nucleus of youths and parents who could view the situation with a better balance of perspective. PYRA would provide the sort of informal monitoring by police of youth and youth of police which would tend to keep all parties more "honest" in their attitudes. Because of constant contact with youths in all communities, the police, when taking necessary action, would be in a better position to act early and wisely. The community's police service would very likely be both more responsive and more efficient.

For the police, for youth, and for the community, PYRA spells better relations. Although it is no panacea, it does meet a sorely neglected need by providing communication which is directed at the primary antagonists, inclusive of wide police and community representations, locally based, personal, low in pressure, low in cost, and extremely high in promise.

Gary H. Tobey

⁵⁴ In the Jacksonville program, the youths and the parents have overwhelmingly praised the insight provided and the beneficial impact on youth attitudes and conduct. Sample quotes of responses to a 1971 Police Youth Patrol questionnaire are: In response to the question "*Do you feel that being in the PYP has helped you? If yes, How?*" — "I've gained a better understanding of the city's police program and found out that they have to put up with a lot more than the average person." "I see it ain't all easy and they aren't pigs and we couldn't do without them." In response to the question "*What do you feel is the best thing about the PYP Program?*" — "The fact that the youth of America can learn from somebody else's mistakes." "The fact that you can really get to know some of the best and nicest men you will ever meet." In parents' comments: "I am glad he got on with the Police Youth Patrol he has changed a lot since from that." "Marked improvement in behavior, grades and outlook. Our son has much enthusiasm for PYP and far more respect for the law. Unlike most government programs, this one seems to be accomplishing its aims. We would find it hard to over-praise or over-recommend. Realizing results in Jacksonville and other cities may vary widely, the success here makes it evident that our local directors and officers are doing a very good job." "My son's views toward Police Officers has changed for the good. He knows them instead of fearing them. They are friends to him." "We are very pleased with [our son's] interest in the PYP program. We feel he has witnessed events that has made more of an impression on him than a thousand words from us."

⁵⁵ See CHALLENGE at 65.

